



# Review of the New Zealand Police Youth Education Service Programmes



## Report Prepared for New Zealand Police Youth Education Services

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April 2012

The review was carried out from August 2011 - January 2012. Thus, it does not reflect the *Prevention First National Operating Strategy 2011 - 2015* and the *Youth Policing Plan 2012 - 2015* in its entirety. However, any future planning will reflect the current priorities by Police.

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## Executive Summary

The *New Zealand Police Strategic Plan 2011 – 2015* (Police Strategic Plan) determines the role of Youth Education Services (YES) as one of the many New Zealand Police (Police) services working within the Police's vision of *Safer Communities Together*. The mission articulated through the strategy is to direct Police to work in partnership with communities to prevent crime and road trauma, enhance public safety and maintain public order.

The *Prevention First National Operating Strategy 2011 - 2015* (Prevention First Strategy) sits within the Police Strategic Plan. The strategy focuses on '*putting prevention at the front of policing*'. The strategy indicates that Police will work with other agencies, service providers and the community, particularly Maori, Pacific and ethnic groups, to address the underlying causes of offending and victimisation. Youth is one of the five areas of focus within the Prevention First Strategy and YES plays a vital part in meeting those outcomes for the Police.

YES has on average 120 Police Education Officers (PEOs) per annum working in partnership with school principals, teachers and the school communities in 2500<sup>1</sup> schools throughout New Zealand.

The YES curriculum identifies two strategic themes.

- Crime Prevention
- School Road Safety Education (SRSE)

Currently YES provides twenty-one primary and nine secondary programmes free to schools. There are programmes for primary, intermediate and secondary schools. The programmes are all designed to help children and young people lead confident, safe lives and are focussed on various key competencies and learning areas within the New Zealand Curriculum.

Schools are seen as ideal settings in which to promote mental, emotional and social wellbeing for young people. As a result, both in New Zealand and overseas, a smorgasbord of road safety, social responsibility, violence prevention and drug education programmes are offered in schools, many delivered by outside providers.

Internationally and nationally, the popularity of these educational interventions is a result of a desire to satisfy a number of goals within government and non-government agencies. They allow authorities to be seen to be addressing a matter of public concern: they are plausible, both to those who create them and those who receive them; and they are politically non-controversial, requiring no regulation. However, the evidence indicates that they are in large part ineffective.

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<sup>1</sup> [http://www.educationcounts.govt.nz/\\_data/assets/excel\\_doc/0004/62572/Directory-Schools-Current.xls](http://www.educationcounts.govt.nz/_data/assets/excel_doc/0004/62572/Directory-Schools-Current.xls)

In New Zealand, as well as overseas, it has become essential for education prevention providers to consider whether their programmes align with the New Zealand Curriculum and to provide outcome evidence that their prevention programmes are invariably making a difference for youth.

With the increasing awareness of ineffective intervention and the lack of outcome-based programmes YES identified the need to partake in a review of its programmes to:

- determine the education pedagogical<sup>2</sup> principles within which effective YES programmes (within the YES key themes of Road Safety and Crime Prevention education) should be developed
- identify strengths and opportunities for improvement of YES programmes
- review and update systems and processes associated with the identification, development, implementation and evaluation of YES programmes
- investigate the current profile of youth offending and victimisation and any correlation with YES programmes.

This review concludes that YES has an important role in creating the understanding that Police is an integral part of New Zealand society. The YES service has provided a wide range of printed education resources and education services since 1980 and it has helped Police to provide a presence for children and young people and a reassurance that policing involves both a preventative (educative) as well as an enforcement approach to building a safer community.

However, the findings demonstrate clear gaps in the ability of YES to be fully effective as an educative process for improving the lives of children and young people and assisting in their learning, while at the same time meeting the Police's aims of reducing crash and crime and enhancing community reassurance.

The conclusions and recommendations are wide ranging and provide reference to both the findings of the programme review and international best practice models for safety education.

The advantage to Police in considering the implementation of these recommendations is that the journey is as important as the destination. The journey will support alignment, relevance and building capability so that YES can be a significant contributor to the Prevention First Strategy.

The journey will allow opportunity for ongoing internal, external and informed debate. Making changes, even small ones, provides an opportunity to energise personnel involved in YES and the wider Police staff, as they begin to reconfirm the value of using a range of models of working and methods of achieving powerful outcomes for children and young people.

## **Conclusions and Recommendations**

### **1. Rationale and planning for the delivery**

Although YES has a purpose there is no clear positioning statement and purpose for what YES is trying to achieve through its programmes and there are no clearly defined outcome(s). The clearest outcome is

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<sup>2</sup> the principles, practice, or profession of teaching <http://dictionary.reference.com/browse/pedagogy>

related to awareness of a police presence based on an assumption that the community feels safer and reassured if police are working in schools.

## **Recommendations**

**1.1** It is recommended that YES clearly align its services to function as a 'behaviour change' agent in schools rather than solely as a presence, reassurance and knowledge-imparting function.

**1.2** It is recommended that YES produces, in consultation with other government agencies, a plan that includes a framework for action (Appendix B), which is aligned to international models of health promotion.

## **2. Current programme usage**

YES has a history of continuing to add to the range of programmes that have been developed and having no clear process in which to analyse whether there is still a need for the programme, whether it meets best prevention education guidelines, aligns with the Police's strategic goals, and correlates with youth offending and victimisation data.

The main focus of schools is 'raising achievements' and, with the overcrowded curriculum and the focus on national standards, it is a common trend for schools to operate a closed-door approach to prevention programmes that does not help them achieve this focus.

There has been an influx of prevention providers in the 21st century. With the crowded curriculum, schools are tending to opt for programmes that take less time, are more engaging to the students and/or that are marketed well.

Programmes are developed and provided by a diverse range of private providers, local councils and government agencies. There is considerable potential for overlap and competition between agencies/organisations and a clearly identified knowledge gap in the key messages the current YES programmes deliver.

Many of those who took part in the review identified a need for a secondary school intervention resource that focusses on the following two themes:

- pre driver/driver strategies with lessons based on peer pressure, including speeding, drug abuse, alcohol and up-to-date traffic laws
- crime prevention resources that focus on cyber safety, informed and sensible use of alcohol and student rights and responsibilities.

The review also highlighted challenges between the demand from schools for certain programmes and the delivery of School Road Safety Education (SRSE) sessions, which are driven by a pro rata allocation by district of NZTA funding.

## Recommendations

**2.1** It is recommended that YES dramatically reduces the number of programmes by taking into account those that meet best prevention education guidelines, align with the Police's strategic goals, and correlate with youth offending and victimisation data. YES should also consider the challenges between the demand from schools for certain programmes and the required delivery of SRSE sessions, which are driven by a pro rata allocation by district of NZTA funding

**2.2** It is recommended that YES uses the S-Curve model<sup>3</sup> (Appendix 7) to determine what secondary school intervention we need for the identified themes:

- Crime Prevention
- School Road Safety Education (SRSE).

**2.3** It is recommended that any newly developed YES interventions are in line with the New Zealand Curriculum, be inquiry based and be embedded within a whole school approach, such as School Drug Education and Road Aware (SDERA).

### 3. Identifying, developing and monitoring new interventions

The review illustrates that the YES programmes to date show no transparent process for the identification, development and modification of programmes. It was identified that in some cases the development of a new resource is not an efficient method of intervention.

At times PEOs see developing their own programmes as part of their role. This may be proactive and responsive to either personal or community desires, as well as being the result of the lack of a robust model for identifying, developing and monitoring of programmes within the YES national management team.

The review highlighted the discrepancies between youth offending and apprehension data and YES programme delivery at a national level and, in most instances, at a district level.

## Recommendations

**3.1** It is recommended that YES uses the 'S-Curve Model' to develop a methodology for YES to use to identify what interventions are needed, how they should be developed, who should be involved and what process is used for the design, development, implementation, modification and evaluation of the interventions Police choose to provide.

**3.2** It is recommended that YES considers the data that it gathers through the school profiles, as well as the data that are coded throughout the districts on youth offending, apprehension and victimisation. These data should be able to be easily correlated and used as an integral part of the S-Curve model to show a transparent process for the identification, development and modification of programmes.

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<sup>3</sup> <http://site.educ.indiana.edu/SCurveModel/tabid/12977/Default.aspx>

## **4. Approach when Police work with schools**

Police is the lead government agency responsible for reducing crime and road trauma, and enhancing community safety.<sup>4</sup> It is paramount that in all planning processes Police should operate with integrity and under the knowledge that schools in New Zealand are self-managing. As such, schools are encouraged to be critical when they select who, when and how external personnel are welcomed into their schools.

At the same time, Police also need to be critical when they identify the schools that may require Police support, to ensure that they align with the Police strategic purpose of reducing crash and crime.

### **Recommendations**

**4.1** It is recommended that YES should develop a clear positioning statement and purpose as to how it can help schools through facilitating safety education where children and young people live and learn in safe communities.

**4.2** It is recommended that YES follows through with the proposed review to evaluate the effectiveness of the school profiles and determine how the PEOs can fit within the Police strategic purpose of reducing crash and crime, within their districts' tactical assessments.

**4.3** It is recommended that YES shows within the Framework of Action a clear linkage to the Police Strategic Plan, Prevention First Strategy and the Youth Services Plan.

**4.4** It is recommended that YES updates information for schools to align with the shift in YES safety education curriculum and delivery.

## **5. Monitoring and evaluation of the delivery of YES**

It has become clear that the effectiveness of YES is defined by inputs and outputs (e.g. number of PEOs, number of schools visited, and number of hours taught) rather than outcomes (reduction in cases of bullying in a school, reduction in alcohol sales and/or consumption related to student-initiated actions).

### **Recommendations**

**5.1** It is recommended that logic modelling<sup>5</sup> be applied to YES. A logic model displays components of an intervention in a linear sequence: inputs, activities, outputs and outcomes. In this manner, the hierarchy of outcomes for YES programmes can be defined and the means of collecting, analysing and reporting information is predefined.

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<sup>4</sup> <http://www.emigratenz.org/major-wellington-employers.html>

<sup>5</sup> [http://en.wikipedia.org/wiki/Logic\\_model](http://en.wikipedia.org/wiki/Logic_model)



Such a model would be advantageous in:

- showing more clearly the effectiveness and value that YES provides in achieving the vision that is stated in the YES plan
- clarifying the reasons for the data that the Police gather about the services provided in, for and with schools and within Police
- assisting schools and Police to determine and demonstrate the effectiveness of the programmes.

## **6. Whole school approach**

The literature review reinforces the concept that for school communities to focus on behaviour change it needs to be embedded in a whole school approach. The current delivery of YES programmes references the whole school approach (WSA). However, the WSA model is not applied with the intent, integrity or methodology identified in literature.

### **Recommendation**

**6.1** It is recommended that YES develops its interventions within the WSA model and aligns with other government agencies where possible, to agree on the operational processes that implement the whole school approach with the intent, integrity or methodology identified in literature.

## **7. School community needs**

The vast majority of schools surveyed were satisfied with YES programmes and that regular visits provide a means of forming good relationships between the school community and the Police.

Alongside this satisfaction was a perception that the YES programmes are limited in their ability to meet the desires of the schools to provide effective learning experiences. The limitations can be summarised as the YES programmes:

- being too long to operate within a crowded curriculum
- struggling with relevance in a school curriculum that is increasingly dominated by literacy and numeracy requirements for national standards
- being packaged in a way that limits flexibility so that teachers cannot easily adapt the resource to meet their students' specific needs
- being provided in a way that limits accessibility, as one teacher may have the programme and then it is not available for other staff
- being predominantly activity-based rather than inquiry-based
- being limited to specific safety themes rather than encouraging schools to develop learning experiences to address the most pressing safety issues at that time.

### **Recommendations**

**7.1** It is recommended that YES moves to an effective model of delivery where PEOs are facilitators of a whole school approach. As such, they will move from delivering a programme to supporting behaviour change within the school through targeted interventions.

**7.2** It is recommended that YES, in consultation with experts, produces a curriculum related to safety education.

The curriculum should:

- incorporate different themes that promote inquiry and promote action and reflection from students
- show progression in student learning from managing self to participating and contributing toward a safer community
- provide schools, teachers, communities, key stakeholders and the Police with a structure to select, develop and implement topics/themes that are relevant for their specific school, community and students.

**7.3** It is recommended that YES creates an education internet portal where the new YES curriculum, intervention activities/resources and services are developed and added to on an online site, along with examples of student work, so that safety education becomes a community of practice.

**7.4** It is recommended that YES programmes should no longer be called programmes. It is recommended that future communication references them as interventions. This gives the clear message that safety education in the school curriculum has a goal of changing student and/or community behaviour. The safety education lessons are less about passing on information to children and providing schools with one off programmes, and more that through these lessons and embedding the whole school approach we are doing something that will produce results for the safety of children and their community.

## **8. Role of police education officers**

The review of the YES programmes is inherently related to the role of the PEO because the programmes are often delivered by the PEO without a clear partnership between the school leaders, classroom teachers and the PEO (despite the programmes stressing the importance of this). The focus of PEOs through their current position description, which has not been formally reviewed and changed since the early 1990s is to deliver programmes in partnerships with schools.

The underlying assumption is that children will gain knowledge from these classroom-based resources and that knowledge gained by the children will result in behaviour change. The literature in health education clearly shows that imparting knowledge is rarely effective in creating behaviour change in the short or long term.

There is also a passionate debate in the findings about whether PEOs are the best people to deliver health education in schools. It has been proposed that YES considers a role change where PEOs would move from delivering programmes to assisting schools with education interventions.

## **Recommendation**

**8.1** It is recommended that the PEO position description be rewritten to reflect the role of PEOs influencing change within schools through targeted interventions.

**8.2** The training for PEOs should be to build their capability to become effective facilitators of a whole school approach instead of being solely focused as programme deliverers. Therefore, they would move from delivering a programme to influencing change within the school through targeted interventions and where appropriate a range of Police services. They would also move from supplementing the role of the teacher to being part of the interface between the school, the community and other agencies/organisations.

**8.3** It is recommended that PEOs be trained in the safety education curriculum and develop skills to enable them to demonstrate to schools ways in which they may combine and match resources to suit the school curriculum.

**8.4** It is recommended that the PEO title be changed to better reflect this role. For example, School Involvement Officer like in the UK.

## **9. Eurocentric content**

Some Māori medium schools expressed the view that the resources would need to be in Te Reo before they would be relevant to their students.

## **Recommendation**

**9.1** It is recommended that Police seek advice and guidance from Te Akatea (Maori Principals Association) and Te Runanga Nui (Kura Kaupapa Association) about producing intervention resources specifically for Māori Medium schools as well as, Rumaki and Bilingual classes within mainstream settings.

## **10. Alignment with government agencies (such as NZ Transport Agency)**

The areas of health education and safety education are confusing and conflicting, with a wide variety of organisations that perceive schools as the market for their messages/resources. While the organisations are invariably well intentioned, there is a low level of alignment as most agencies and organisations have their own goals, based on meeting their organisational outputs. This review has also found a low level of alignment between Police and other key agencies.

## **Recommendations**

**10.1** It is recommended that YES works firstly to develop a framework for action to show a positioning statement and purpose that reflects a clear linkage to the *New Zealand Police Strategic Plan 2011-2015*, *Prevention First National Operating Strategy 2011-2015* and the *Youth Policing - Where Prevention Starts Youth Policing Plan 2011-2015* as well as identifying how YES can help schools by facilitating safety education so that children and young people live and learn in safe communities.

**10.2** It is recommended that when working with other government agencies that YES uses the *S-Curve Model* (behaviour gap analysis model - Appendix G) to identify what interventions are needed, how they

should be developed, who should be involved and what process should be used for the identification, design, development, implementation, modification and evaluation of the interventions we choose to provide.

**10.3** It is recommended that to strengthen the relationship the Police have with the NZ Transport Agency (NZTA) in relation to developing and delivering SRSE programmes and services, YES should realign the road safety education programmes and PEO training from focussing on programme delivery to a focus on effective interventions within a whole school approach (Appendix H). This should be seen as an interim step as YES moves towards playing an active part in the government Safe System approach.

## **11. Alignment with non-governmental organisations**

The two non-governmental organisations (NGOs) that were interviewed in relation to the review had similar frustrations when it came to understanding the framework in which YES operates. They both referred to the absence of effective prevention programme guidelines that YES follows. They also referred to the lack of transparency about the process YES uses for the design, development, implementation, modification and evaluation of the interventions we choose to provide and, as a result, with whom Police may or may not partner.

## **Recommendations**

**11.1** It is recommended that YES develops a framework for action showing NGOs a clear vision of how YES is going to assist schools through facilitating safety education to enable children and young people to live and learn in safe communities.

**11.2** It is recommended that YES uses the adapted *S-Curve Model* (behaviour gap analysis model - Appendix G) to identify what interventions are needed, how they should be developed, who should be involved and what process is used for the design, development, implementation, modification and evaluation of the interventions we choose to provide. This will enable YES to show evidence of a comprehensible and transparent process for the partnerships that can be formed with relevant NGOs, and whether or not it is appropriate to form a partnership.

## Background

As early as 1956, the Police has played an active role in having strong partnerships with schools and their communities. During the early years of Youth Education Services (YES) a 'Draft Syllabus for School Talks' was developed and the talks were delivered by officers who undertook dual roles of School Talks and general Youth Aid services. It was noted that difficulties arose with this dual role when Youth Aid duties were taking precedence over school talks.

To overcome this issue, in 1975 a 'Curriculum Development Officer' was employed at the Police National Headquarters (PNHQ). This saw a closer cooperation between Police and the Department of Education. There was a conscious effort to model the new related education curriculum on educational development. Another important facet during this time was the first training course developed at the Hamilton Teachers College for the school talk officers. The Law Related Education Programmes (LREP) were published and distributed throughout New Zealand schools in 1980. The main objective of the new curriculum was to foster cooperation between teachers and police personnel working in schools.

As part of the new curriculum the first comprehensive teaching kit entitled 'Play a Part in Crime Prevention' was produced with the sponsorship of the Commercial Union Assurance Company. The safety programme entitled 'Keeping Ourselves Safe' was developed by Diane Davies and trialled in Primary Schools.

Police Education Officers (PEOs) work with school staff, young people, whānau, and their communities to promote individual safety and safer communities. It is part of the police strategic emphasis on the prevention of victimisation/offending and road trauma, and enhancing community reassurance.

The YES curriculum identifies two strategic themes.

- Crime Prevention
- School Road Safety Education (SRSE)

The YES education programmes are implemented by police education officers working in partnership with school principals, teachers and the school community.

YES makes education programmes and PEOs available to schools free of charge. There are programmes for primary, intermediate and secondary schools. The programmes are all designed to help children and young people lead happy, safe lives.

The programmes are planned and taught by the classroom teacher and the local PEO, working in partnership. They are evaluated to see how much students have learnt.

Parents and caregivers have an important role in all YES programmes. This role involves:

- helping the school decide what programmes need to be taught
- reinforcing the messages that the school is giving, for example about bullying and crossing the road
- taking part in classroom lessons, especially in early childhood centres and new entrant classes
- helping with take-home activities
- being a resource person
- being a good role model for children and young people, for example always wearing a safety belt, not misusing alcohol; taking part in evaluation of learning.

Currently YES provides twenty-one primary and nine secondary free school programmes. These programmes are focussed on varying key competencies and learning areas. A detailed list of the programmes can be seen in Appendix A.

With the increasing demand for schools to promote mental, emotional and social wellbeing for young people, a smorgasbord of road safety, social responsibility, violence prevention and drug education programmes are offered, many delivered by outside providers.

It has become essential for education prevention providers to consider whether their programmes align with the New Zealand Curriculum and provide outcome evidence that prevention programmes are making a difference to youth.

The *Improving the Transition* report by Peter Gluckman (2011) <sup>6</sup> clearly outlined that there needs to be an acceptance that programmes aimed at improving outcomes must meet criteria of effectiveness based on evidence rather than advocacy. All new and extant programmes aimed at youth development and assistance should be exposed to rigorous evaluation for outcomes and cost-effectiveness within New Zealand before being implemented widely or continued. Continued monitoring of outcomes should be performed to ensure that programmes remain effective. This is likely to allow significant reprioritisation of resources while achieving better outcomes.

With the increasing awareness of ineffective intervention and the lack of outcome-based programmes YES identified the need to partake in a review of its programmes to:

- determine the education pedagogical principles that effective YES programmes (within the YES key themes of Road Safety and Crime Prevention education) should be developed within
- identify strengths and opportunities for improvement of YES programmes
- review and update systems and processes associated with the identification, development, implementation and evaluation of YES programmes
- investigate the current profile of youth offending and victimisation and any correlation with YES programmes.

The review will enable YES to:

- develop a five-year plan to enable YES to provide effective, sought-after education programmes, within budget, which contribute to meeting the NZ Police's strategic goals of reducing crash and crime and enhancing community reassurance
- inform the development of guidelines for Police working in partnership with other education programme providers
- build transparency for external and internal stakeholders in our processes
- inform the relationship with the New Zealand Transport Agency (NZTA) in relation to the development and delivery of SRSE programmes and services
- determine cultural and socio economic appropriateness of the YES programmes.

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<sup>6</sup> <http://www.pmcsa.org.nz/wp-content/uploads/2011/06/Improving-the-Transition-report.pdf>

## Literature Review

This review considers best-practice education programmes with a particular focus on children and young people. It draws on research from 1996 to the present, from a selection of other countries as well as New Zealand.

The review will contribute to YES identifying the best practice education framework against which YES programmes should be developed.

Schools are seen as ideal settings in which to promote mental, emotional and social wellbeing for young people. As a result, both in New Zealand and overseas, a smorgasbord of road safety, social responsibility, violence prevention and drug education programmes are offered in schools, many delivered by outside providers.

The health threats that we face today are different from those of the past. Rather than infectious diseases, we face a threat from the way we lead our lives – from the way we drive our cars, eat fatty foods, avoid exercise, and drink excessive alcohol and smoke cigarettes. A wide range of educational prevention programmes in New Zealand has been designed to tackle these issues.

It is likely that the reason for the popularity of these educational interventions is that they satisfy a number of goals. They allow authorities to be seen to be addressing a matter of public concern; they are plausible, both to those who create them and those who receive them, and they are politically non-controversial, requiring no regulation. However, the evidence indicates that they are in large part ineffective.

A large number of research reports are written about prevention programmes and most of them portray the same message: that there is a distinct difference between the assumption all providers hold about prevention programmes in relation to 'behaviour change', compared to the research evidence.

One of the factors in the inappropriate foundation for prevention that merits consideration on its own is the information deficit model<sup>7</sup>. It has been noted that many prevention programmes appear to be based on the proposition that people suffer a deficit of information. The assumption behind this approach is that people would refrain from risk taking if they were supplied with adequate information. In other words, if people are supplied with the information that smoking is dangerous, obesity has serious health consequences, or driving a car can result in major injury, then this information, if presented effectively enough, will result in behaviour change and a reduction in harm. The difficulty associated with this position is simple – the evidence does not support it (Marteau et al., 2002).

Two obvious limitations are, first, in many cases people *do* know which behaviours are harmful, so there is no information deficit; and second, when there is an improvement in knowledge, as has been found in many of the studies reported here, there is still no change in behaviour.

Another limitation of prevention programmes is a one-size-fits-all philosophy of interventions. In theory, it is possible for the same intervention to be effective for one group of people and harmful for another.

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<sup>7</sup> [http://en.wikipedia.org/wiki/Information\\_deficit\\_model](http://en.wikipedia.org/wiki/Information_deficit_model)

(In the drug education field, for example, it might be that very different interventions are required for those who are current users versus those who are not.) In other words, there has been little tailoring of the intervention to suit the individual.

Assessing effective school health prevention programmes is complex. Until 20 years ago, school health was assessed primarily on knowledge. It was assumed that if a student knew about the composition of the various forms of drugs, from tobacco and alcohol to illegal drugs, then they would appreciate the risks of misuse and behave accordingly.

There are probably a number of reasons for this ineffectiveness. For example, it is frequently noted that educational interventions are often designed in the absence of theory or any formal body of evidence. In some circumstances they may inadvertently increase exposure to risk, and may actually increase the perceived frequency of risky behaviours

A number of researchers have noted that educational interventions often are not sophisticated (Williams, 2006) and are not based on any theory (Bellg et al., 2004) or on a formal body of knowledge (Walter & Nutley, 2002). Lopez, Tolley, Grimes and Chen-Mok (2009) go as far as to argue that designing an educational intervention with no guiding theory is like designing a medical intervention with no understanding of physiology. The argument from this line of thought is that there is considerable opportunity to improve the interventions themselves.

An alternative line of thought is that the intervention may focus on the wrong variable. For example, some have argued that road safety education interventions frequently focus on vehicle control skills, which are often not the key issue.

To tackle these issues, providers have begun to justify their programmes by creating Effective Prevention Programme Guidelines. It is the discussion around these guidelines that highlights a marked difference between the ways educational goals are written in documents produced by the education sector, to those that are directed at young people's health, from documents in the health and other government sectors.

The planning of health promotion programmes uses the increasingly popular Intervention Mapping approach, a theory and evidence-based interactive process that links needs assessment with programme planning in a way that adds efficiency and improves outcomes (Bartholomew 2000).<sup>8</sup>

The report *Intervention Mapping* identified the main conditions for effective school-based health promotion and health education interventions. It showed that schools can be reasonably effective in their health related initiatives if their programmes are:

- focused on cognitive outcomes as a priority over behaviour change
- comprehensive and involve appropriate components of the Health Promoting School (HPS) framework

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<sup>8</sup> Bartholomew, L.K., Parcel, G.S., Kok, G. & Gottlieb, N.H. (2000). [\*Intervention mapping: designing theory and evidence based health promotion programs\*](#). McGraw-Hill, Boston [etc.].



- substantial, preferably over several years, and relevant to changes in young people's social and cognitive development
- enabling teachers to gain new knowledge and skills through professional development
- using resources that are engaging, interactive and complementary to the work of teachers.

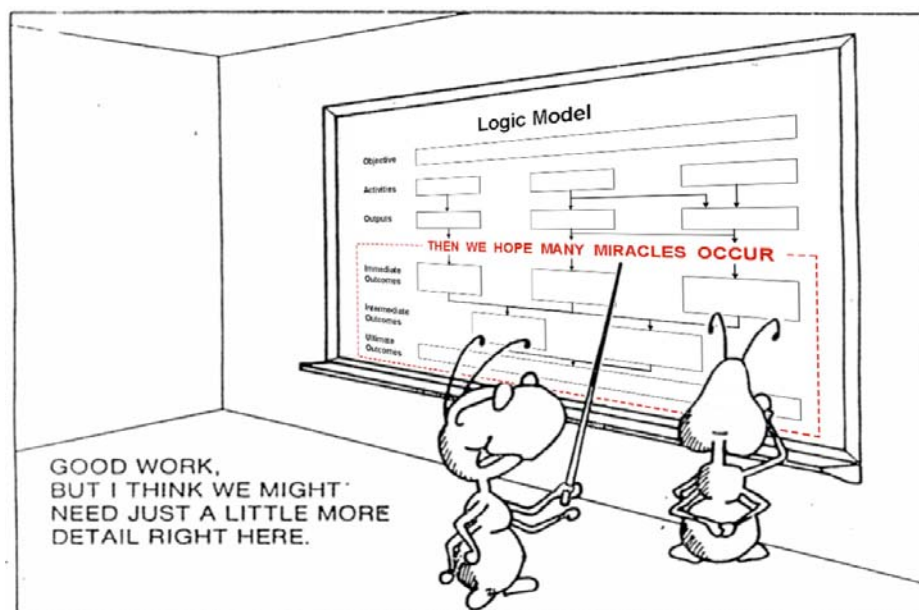
The general findings of the analysis were put to nine international experts in school health promotion and education, and one international expert in traffic safety education for their reactions.

In general, they believed:

- school health promotion and education should be supportive of, and connected with, the achievement of educational goals and not as independent interventions which seek to address a societal health issue
- health and related organisations should use the substantial body of evidence about how students learn and what constitutes good schooling before embarking on their interventions
- ongoing and substantial professional development for teachers is fundamental to achieving the objectives of the health intervention
- participatory learning with a focus on students addressing health related issues (including traffic safety) in ways that empowers their health literacy and activism is necessary to achieve both health and educational outcomes.

The report *Effective Programmes for youth at risk of continued and serious offending*, (Henwood Trust 2010) includes a very robust checklist for assessing/evaluating the effective of prevention programmes. They use a logic model that displays components of the intervention into a linear sequence: inputs, activities, outputs and outcomes.

The logic model is seen to be advantageous in showing more clearly the effectiveness and value that the programme provides in achieving the vision that is stated for youth, as well as clarifying the reasons for the data that is gathered.



June 19, 2007

The core business of schooling is to maximise educational outcomes. Schools do not see themselves as sites for external bodies to access a particular population group for a specific intervention to address a societal or community health issue. However they often wish to collaborate with these external agencies to assist them in their key goals. There is a very solid body of evidence that shows 'healthy students learn better' (World Bank, 1993; National Health and Medical Research Committee, 1996). It is on this premise that many schools are now collaborating with external groups to identify shared outcomes of interventions.

The New Zealand Ministry of Education's vision is to provide an education where young people will be confident, connected, actively involved lifelong learners.

The national curriculum<sup>9</sup> "gives schools the scope, flexibility, and authority they need to design and shape their curriculum so that teaching and learning is meaningful and beneficial to their particular communities of students". Thus the national curriculum "is a framework rather than a detailed plan" and that while "every school curriculum must be clearly aligned with the intent of this document; schools have considerable flexibility in determining the detail".

The curriculum provides a framework for schools but gives them the scope to design their own curriculum so that teaching and learning is meaningful to their students. It recognises extensive evidence about teaching approaches that impact positively on student learning and contends that students learn best when teachers:

- create a supportive learning environment
- encourage reflective thought and action
- enhance the relevance of new learning
- facilitate shared learning
- make connections to prior learning and experience
- provide sufficient opportunities to learn
- inquire into the teaching–learning relationship.

Through the curriculum guidelines health promotion of mental, emotional and social wellbeing within the key competencies and the health and social sciences learning areas is recommended. However, decisions about programmes delivered by outside providers (often marketed directly to teachers and schools) are made by school principals and boards of trustees.

In New Zealand's national curriculum pedagogy is characterised as teacher actions promoting student learning. Aitken & Sinnema (2008) stress that pedagogy is not merely the action of teaching but is more about a relationship between teaching and learning and how it leads to growth in knowledge and understanding.

A series of prominent educational theorists have contributed to a contemporary learning theory that has become known as the constructivist view of learning. In this tradition, learners are actively involved in a process of constructing knowledge for themselves rather than being passive recipients of knowledge that is transmitted to them.

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<sup>9</sup> <http://nzcurriculum.tki.org.nz/Curriculum-documents/The-New-Zealand-Curriculum>

The Ministry of Health also advocates a whole school approach (WSA) through 'Health Promoting Schools (HPS)'<sup>10</sup>. The vision of HPS is whānau standing in any world confidently. The purpose is to enhance Whānau well-being through evidence informed practice, with a focus on reducing inequities in health and educational outcomes.

The HPS Underpinning Values are:

1. Te Tiriti o Waitangi - partnership, participation, protection
2. Whanaungatanga - strengthening relationships
3. Kotahitanga - partnership in learning, reciprocity
4. Rangatiratanga - uplifting, growing, leadership

Health Promotion seeks to enhance the health and wellbeing of population groups and their members. It is focussed on preventing and/or reducing untimely morbidity and mortality. It is a way of mediating between people and their environment, combining personal choice with social responsibility, so that people can create a healthier future.

Health Promotion emerged in the 1980s as a way of addressing health issues in an integrated way. It is multi-disciplinary, drawing on fields such as psychology, biology, sociology, economics, political science, medicine and law. It developed as a response to a significant body of research that suggested it was more effective to look at the contexts in which people lived, rather than only addressing their behaviours.

Health Promotion is defined in a number of ways. For example, the World Health Organisation (1986) stated:

Health promotion is the process of enabling people to increase control over, and to improve, their health.

In their widely accepted book, Green and Kreuter (1991) suggested:

Health promotion is any combination of health education and related organisation, economic and environmental supports for behaviour conducive to health and well-being.

While Raeburn and Rootman (1998) claimed:

Health promotion is concerned with positive health and well-being; with the whole of life. . . involving a complex notion of health to include bodily, mental, social and spiritual states... and which (health promotion) occurs incrementally over time. . . linked to everyday life and community and is about changing the balance of power in the human and health domains.

## **The Ottawa Charter for Health Promotion**

The Ottawa Charter (WHO, 1986<sup>11</sup>) identified three fundamental health promotion activities in implementing health promotion programmes; these are advocating, enabling and mediating. The

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<sup>10</sup> <http://hps.tki.org.nz/>

<sup>11</sup> <http://www.who.int/healthpromotion/conferences/previous/ottawa/en/>

Charter, which adopted a 'settings approach', where the focus is on the settings in which people live, love, work and play, delineated five action areas for governments, NGOs, communities, private organisations and citizens. These action areas were:

- building healthy public policy
- creating supportive environment
- strengthening community action
- developing personal skills
- reorienting health services.

There are a number of approaches used in the promotion of health. These approaches are necessary to enhance the health of communities. The main strategies and practices of health promotion include the following.

- **Awareness raising** – Increasing the public and individual's knowledge of the issue, usually through media campaigns and publications, for example speed awareness.
- **Regulation and policies** – Passing laws and developing policies to prevent health endangering practices (e.g. pesticides in food) and to promote good health (e.g. seat belt legislation, smoke free areas).
- **Education** – Equipping people of all ages with the knowledge and skills necessary to look after their own health and the health of others, for example learning about disease transmission; skills in food purchase and preparation; skills in stress management; learning to drive a car safely.
- **Advocacy** – Enabling individuals and groups to lobby for changes that prevent ill health and promote opportunities for health to be advanced, for example lobbying for non-smoking work environments, vehicle safety.
- **Mediation** – Facilitating the balance between groups with differing interests in the pursuit of health, for example between the proponents of processed food and unprocessed food.
- **Resources and services** – The development of appropriate resources and services which enable people to access information and facilities which will enhance their health, for example electronic and print material to support drug management, telephone advisory services.

Nutbeam (1999) and Nutbeam and Harris (1998) found that successful health promotion interventions were based on a thorough interrogation of the evidence from epidemiological, behavioural and social research; were theoretically based according to the type of intervention; created the conditions for successful implementation of the programme; needed to be of an appropriate size, and be of reasonable duration (3+ years) and complexity to be able to have a chance of success and to be amenable to evaluation.

Table 2.2 An Outcome Model for School-Based Traffic Safety Initiatives (Nutbeam, 1999)			
Health & Social Outcomes	<b>Social Outcomes</b> <ul style="list-style-type: none"><li>• independence through using motor vehicles &amp; public transport</li></ul>		
	<b>Health Outcomes</b> <ul style="list-style-type: none"><li>• reduced traffic crashes involving 5-18 year olds</li><li>• decreased deaths &amp; disability rates in 5-18 year olds</li><li>• (decreased deaths &amp; disability rates as adults *)</li></ul>		
Intermediate Health Outcomes	<b>Healthy lifestyles</b> <ul style="list-style-type: none"><li>• appropriate road safety practices</li></ul>	<b>Effective services</b> <ul style="list-style-type: none"><li>• adequate crossing supervision</li><li>• appropriate policing of traffic offenders near schools, e.g. fines</li></ul>	<b>Healthy environments</b> <ul style="list-style-type: none"><li>• safe crossing areas near schools</li></ul>
Health Promotion Outcomes	<b>Health literacy</b> <ul style="list-style-type: none"><li>• skills in assessing traffic danger</li><li>• competencies in crossing roads</li><li>• ability to ride bikes safely</li></ul>	<b>Social action and influence</b> <ul style="list-style-type: none"><li>• community participation e.g. the walking school bus</li><li>• lobbying by local community for safer areas near schools</li><li>• lobbying by key groups to increase use of safety measures, e.g. side air bags, bicycle pathways, 120+ hours on L plates</li></ul>	<b>Healthy public policy and organisational practice</b> <ul style="list-style-type: none"><li>• policies within schools, e.g. no crossing of roads unless adequate supervision is provided</li><li>• policies with councils, e.g. all school crossings to be staffed by qualified people</li><li>• police supervision support available in terms of staff shortages</li><li>• 'P' plate regulations</li></ul>
Health Promotion Actions	<b>Education</b> <ul style="list-style-type: none"><li>• skills for young people in road management as pedestrians &amp; cyclists</li><li>• competencies in learning to drive in different conditions</li></ul>	<b>Social mobilisation</b> <ul style="list-style-type: none"><li>• community awareness &amp; participation on traffic issues, e.g. noise, speed, pollution safety</li></ul>	<b>Advocacy</b> <ul style="list-style-type: none"><li>• 'lobbying local councils, government representatives, etc. &amp; officials to ensure the local school environment is safe for young people</li></ul>

Nutbeam (1999) and Nutbeam and Harris (1998)

## Conclusion

The greatest danger that education programmes face is that they are treated as a magic bullet that satisfies a number of goals, in that they introduce a measure that allows authorities to be seen as addressing a topic that is important and of public concern. Moreover, it is a measure seen as plausible both to those who design the intervention and those who receive it; is politically non-controversial, requiring no regulation; and is effective.

The demand for educational interventions may be understood in the context that they perform almost as a magic bullet, in that they generally do allow authorities to be seen to be addressing a topic of public

concern, are indeed plausible to those who create and those who receive them, and are generally politically non-controversial.

The one inconvenient problem concerns effectiveness. In examining a broad array of public health interventions, it might be hoped that a definitive conclusion could be reached that educational interventions are unambiguously successful. The results do not support that conclusion.

A consistent complaint is the proliferation of interventions that are based neither on theory nor on a formal body of work, and with no supporting evidence. The burden of proof has shifted. In the past, it would appear it has been assumed that educational interventions were effective. Now, educational interventions must demonstrate their effectiveness.

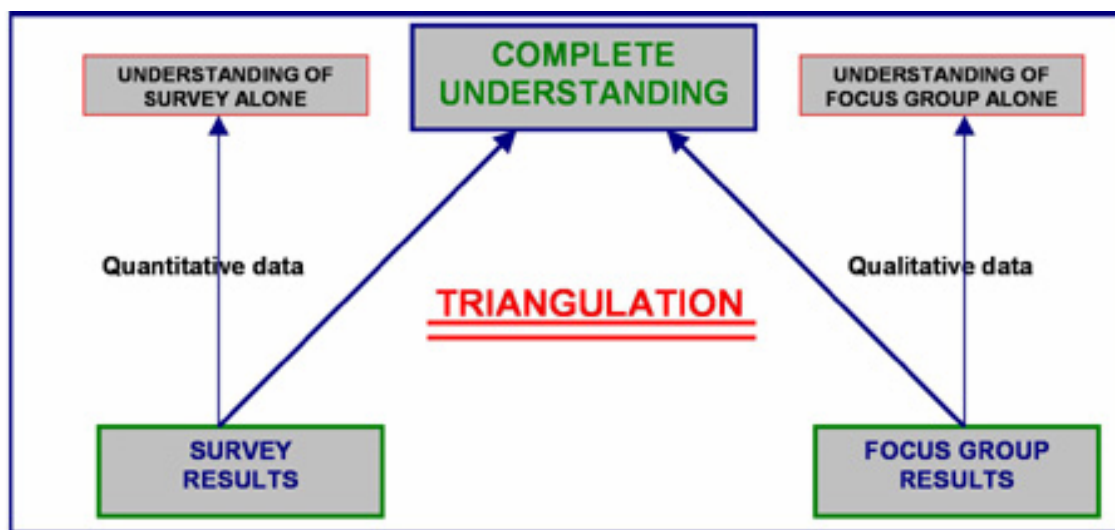
In creating interventions, more attention needs to be paid to the existing formal body of knowledge and relevant theories, rather than relying on intuition and personal opinion.

Providers wishing to support schools with their health promotion need to focus on interventions instead of programmes. Embedding the WSA and aligning to inquiry based learning will alleviate all the concerns associated with meeting the needs of the wider ethnic and socio groups, the length of the programmes, the one-size-fits-all philosophy and the learning needs of individuals within the districts, schools and classes. It gives providers a clear understanding of the purpose of the intervention and in turn highlights outcomes, which can be measured to show effectiveness.

## Methodology

This chapter outlines the evaluation methodology, including the evaluation purpose and key outcomes areas, and a discussion of the data collection, collation and analysis methods used.

Methodologies a researcher could employ include qualitative, quantitative or even triangulation. Triangulation is a “well known strategy to shore up the internal validity of a study . . . wherein two or three measurement points enable convergence on a site” (Merriam, 2009:215). Based on this review, triangulation was selected, as it allows for comparison/verification of the different stakeholders’ responses to education programmes in support of the education pedagogy.



## Qualitative Research

The main types of qualitative research are . . . .

### One on one Interviews

- interview is conducted one-on-one, and lasts between 30 and 60 minutes
- best method for in-depth probing of personal opinions, beliefs, and values
- very rich depth of information
- very flexible
- probing is very useful at uncovering hidden issues
- they are unstructured (or loosely structured) – this differentiates them from survey interviews in which the same questions are asked to all respondents
- can be time consuming and responses can be difficult to interpret
- requires skilled interviewers – expensive – interviewer bias can easily be introduced
- there is no social pressure on respondents to conform and no group dynamics
- start with general questions and rapport-establishing questions, then proceed to more purposive questions
- laddering is a technique used by depth interviewers in which you start with questions about external objects and external social phenomena, then proceed to internal attitudes and feelings



## Focus Groups

- an interactive group discussion led by a moderator
- unstructured (or loosely structured) discussion where the moderator encourages the free flow of ideas
- usually 8 to 12 members in the group who fit the profile of the target group or consumer
- usually last for 1 to 2 hours
- usually recorded on video/DVD
- group dynamics is useful in developing new streams of thought and covering an issue thoroughly

## Quantitative Research

Quantitative research is useful to quantify opinions, attitudes and behaviours and for finding out how the whole population feels about a certain issue. The main types of quantitative research are questionnaires and surveys. Survey research uses scientific sampling and questionnaire design to measure characteristics of the population with statistical precision. It seeks to provide answers to such questions as "How many people feel a certain way?" and "How often do they do a certain behaviour?" Survey research enables management to make comparisons between groups.

## Data Collection

For the quantitative research, questionnaires were employed to collect data from the PEOs, students and schools to ascertain the alignment of the YES programmes with up-to-date education pedagogy and to identify the success factors of the programmes in line with the Police strategic emphasis on preventing victimisation/offending and road trauma, and enhancing community reassurance.

This method was chosen for its practicality and efficiency as the data could be collected electronically, introducing a degree of confidentiality. For qualitative research interviews were employed to collect data. This method was chosen as it enabled the review to further probe and gain insight into the opinions stakeholders hold on the effectiveness of the YES programmes in the context of up-to-date education pedagogy.

Using quantitative techniques, an internet survey was carried out in the form of an electronic questionnaire, using Googledocs and SharePoint<sup>12</sup>. In contrast, using qualitative techniques, semi-structured interviews were used with some of the external and internal stakeholders. Interviews were held either in person, where possible, or using video conferencing or a software application that makes voice calls over the internet. A few leading questions were used to get the discussion going, but the reviewer directed "the conversation by identifying a number of topics and allow the interviewee to talk in their own time" (White, 2002:33). This technique was chosen to complement the questionnaire, as a means of gaining further clarification or clearing up any misunderstandings.

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<sup>12</sup> [http://en.wikipedia.org/wiki/Microsoft\\_SharePoint](http://en.wikipedia.org/wiki/Microsoft_SharePoint)



## Data Collection Tools

Two separate survey instruments for schools and police education officers were developed based on the deliverables of the YES education programmes. In conjunction with the surveys, there were some focus groups and one-on-one interviews.

## School Sampling

Thirty-six of the 74 mainstream schools and 11 Māori median schools completed the survey. These included schools that teach at primary, intermediate and/or secondary levels.

## School sample

Schools teach at various levels, including primary (Years 1 to 6), intermediate (Years 7 to 8) and secondary (Years 9 to 13). As this review examined education being delivered at various year levels, for simplicity these year levels were categorised according to three levels: primary, intermediate and secondary levels.

Table 1: Proportion of participating schools according to school level

School level	% of sample (n = 75)
Secondary	16%
Intermediate	8%
Primary (Contributing)	44%
Primary & Intermediate ( Full Primary)	27%
Primary, Intermediate & Secondary (Composite)	5%

Table 2: Proportion of participating schools according to police districts

Region	% of sample (n = 75)
Auckland City	9%
Bay of Plenty	5%
Canterbury	16%
Central	13%
Counties Manukau	7%
Northland	7%
Southern District	7%
Tasman District	3%
Eastern	8%
Waikato	7%
Wellington	8%
Waitematā	10%

Table 3: Proportion of participating schools according to decile rating

Decile Rating	% of sample (n = 75)
1	15%
2	9%
3	9%
4	8%
5	9%
6	8%
7	9%
8	15%
9	5%
10	13%

### Māori Median Schools Selected

Table 4: Proportion of participating schools according to school level

School level	% of sample (n = 11)
Secondary	10%
Intermediate	18%
Primary (Contributing)	45%
Primary & Intermediate ( Full Primary)	27%
Primary, Intermediate & Secondary (Composite)	0%

Table 5: Proportion of participating schools according to police districts

Region	% of sample (n = 11)
Auckland City	9%
Bay of Plenty	19%
Canterbury	0%
Central	27%
Counties Manukau	0%
Northland	0%
Southern District	9%
Tasman District	9%
Eastern	0%
Waikato	9%
Wellington	9%
Waitematā	9%

Table 6: Proportion of participating schools according to decile rating

Decile Rating	% of sample (n = 11)
1	9%
2	27%
3	27%
4	9%
5	9%
6	19%
7	0%
8	0%
9	0%
10	0%

### **Police Education Officers Sampling**

72 % of the PEOs (86 PEOs out of 120) completed the SharePoint survey and all districts were represented.

In addition to the survey, a randomly selected PEO from each district attended a workshop day, except for the Tasman district, which was unable to partake because of the flooding emergency in their district. With the group dynamics, the day generated a new stream of thoughts in relation to the YES programmes.

## Findings

### Findings – Police Education Officer Survey

Eighty-six PEOs completed the online survey, which allows inference to the PEO population with a margin of error of  $\pm 5.6\%$  (at the 95% confidence level).

YES has a range of programmes. The purpose of the PEO survey was to encourage the PEOs to identify the supply and demand of each programme in relation to meeting the needs of their communities, and to make recommendations about the development, implementation and evaluation of the programmes.

The following pages show the findings of the survey.

### YES DRUG Education Programmes

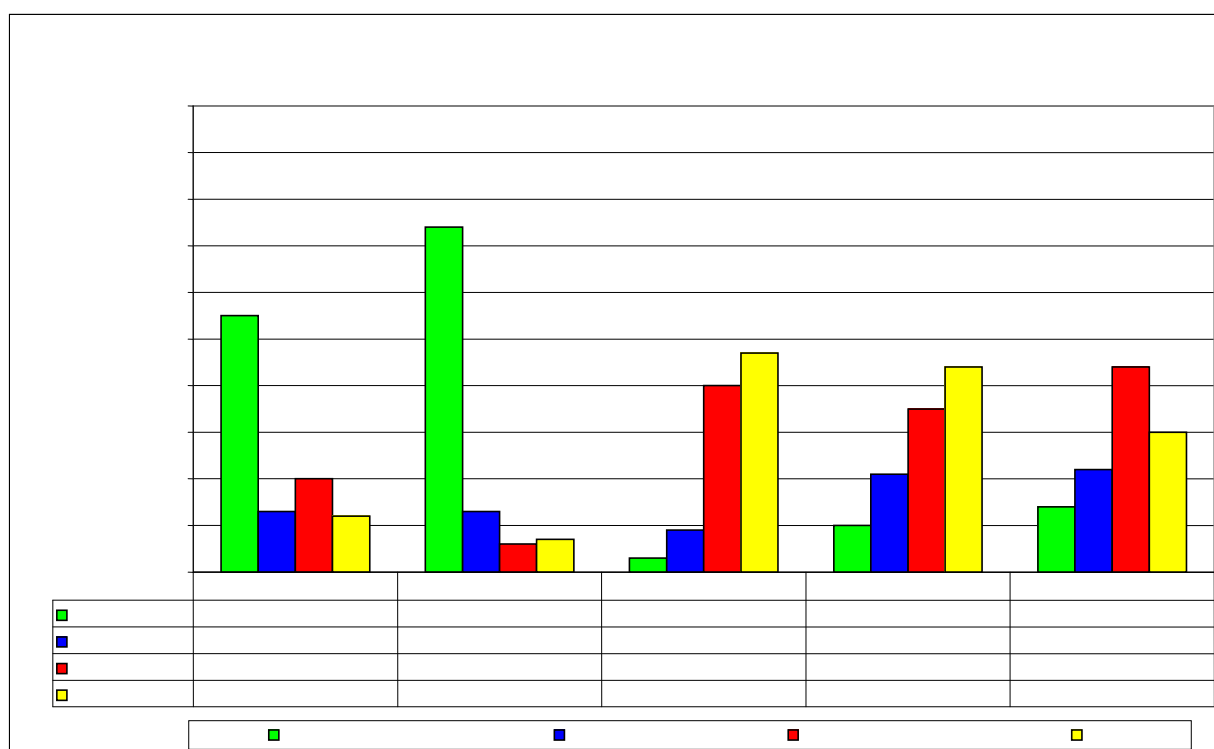


Figure 1: The degree to which YES Drug Education programmes meet the needs of PEOs communities

Around 55% of the PEOs surveyed thought that the programme *Choice* (Years 5 to 6) was above average at meeting the needs of the community. PEOs teaching it made positive comments about the flexibility of the programme and the positive feedback from the school/community.

Over 74% of the PEOs surveyed thought that the programme *Choice* (Years 7 to 8) has a positive impact on students in relation to drug education. Comments like 'popular' and 'sought after' indicate positive ownership of the programme for both PEOs and schools. Negative comments were aimed at the lack of speed in addressing the changing needs of society within the programme.

Nearly 50% of the PEOs made no comment in relation to *Tēnā Kōwhiria*. From the comments made, the inference taken is that there is little or no demand from full immersion classes, and that there is a lack of PEOs able to deliver the programme in Te Reo.

Again, nearly 50% of the PEOs surveyed had no comment about *Reducing the Harm*. Generally, it does not appear to be being taken up by schools because of time restraints within the schools.

*Support Your Kids* was viewed as a below average programme by 44% of PEOs who completed the survey. Issues included programme length, difficulty in getting parental attendance and commitment and competition from external programmes.

General comments from those surveyed indicate that they believe there is a need for drug prevention programmes, but many commented that the calibre and content of the programmes is unsatisfactory. Because of this, there is a lack of demand for these programmes from schools in some areas. Reference was made to issues such as time commitment by parents, length of the programmes and material not being up to date. A few of the people surveyed made a comment in reference to an older programme being better because of its life skills segment.

In relation to the drug education programmes YES already provides, most of those surveyed believed that they require up-to-date information on drug trends and statistics. Alcohol was seen as the next biggest issue that has been not 'highlighted' enough in the programmes, followed by those who felt that the drug programmes/themes were great but just needed to be modernised and updated.

Several PEOs believed that short, one to three lessons, sharp, hard hitting resources would be more beneficial to intermediate and secondary schools.

## YES Social Responsibility Education Programmes

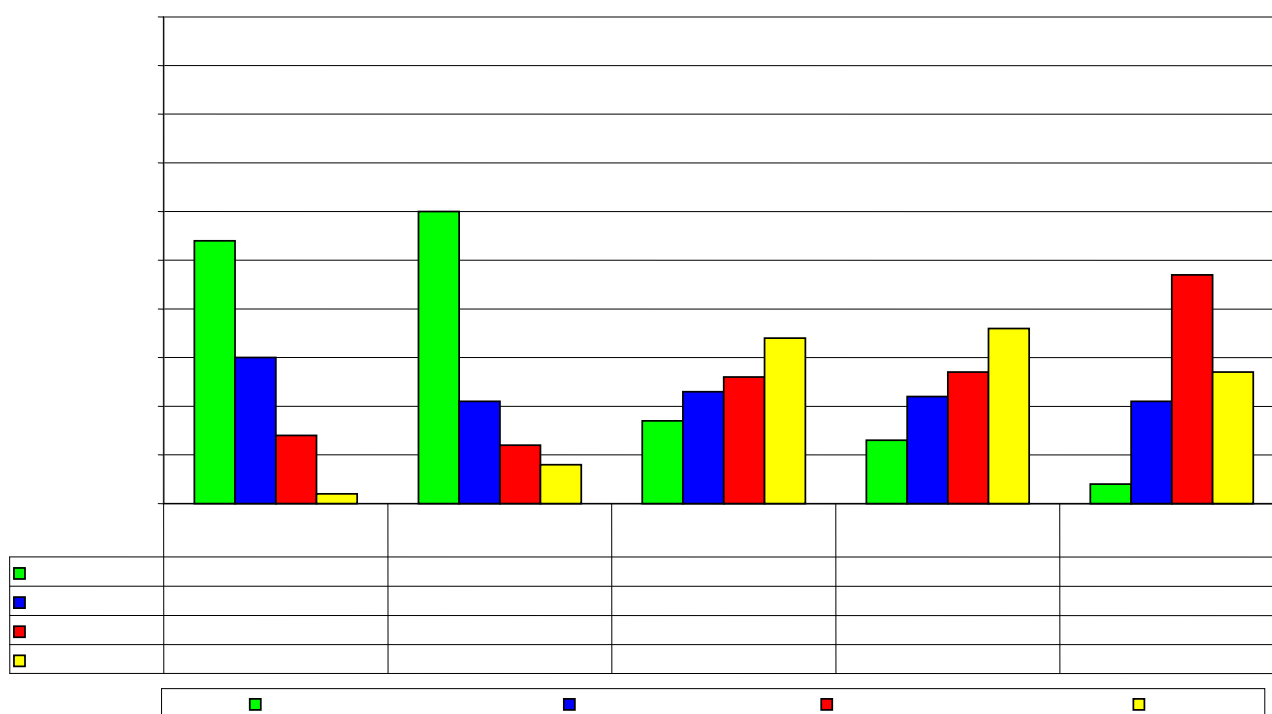


Figure 2: The degree to which YES Social Responsibilities programmes meet the needs of the PEOs communities

54% of those surveyed believed that the *Role of the Police* is a positive resource and is well liked by schools and students. There were several comments in relation to updating the photo resources.

64% of those surveyed believed that *Doing the Right Thing* was a positive programme. *Doing the Right Thing* is often adapted and formed into shorter lessons. It is even used as a one-off lesson at times.

*Tag Free* (Years 7 to 10) was seen as a below average programme by 26% of those surveyed. There is little or no relevance to the key issues within the programme for kids tagging, and the students find it really boring. Comments such as 'fizzer', 'waste of money' and 'not an issue in their community' reflect the summary of statements made.

*Burglary Free* was also seen as a below average programme by 47% of those surveyed and 27% who hadn't used the resource. It appears the programme is rarely used and people feel it is outdated.

In general, it appears over 50% of the comments about the YES social responsibility programmes indicate that PEOs are not using these resources, seemingly because they don't address the issues. However, the overall feeling is that social responsibility programmes are paramount. However, a national approach does not appear to be meeting specific local community needs.

In relation to the social responsibility education programmes YES already provides, most of those surveyed believed that there is a need for programmes that help teens make informed and sensible choices about use of alcohol, cyber safety and students' rights and responsibilities.

## YES Road Safety Education Programmes

The degree to which the YES Road Safety Programmes meet the needs of the communities.

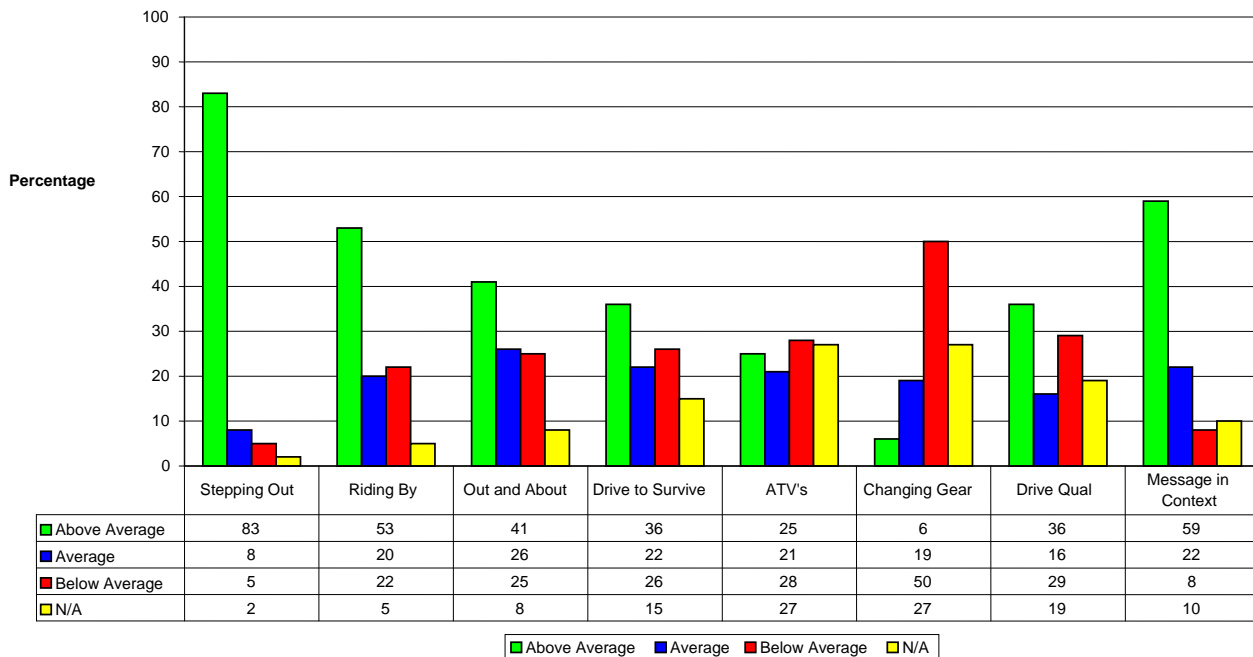


Figure 3: The degree to which YES Road Safety programmes meet the needs of the PEOs communities

*Stepping Out* was the SRSE programme rated highest, with 83% of those surveyed rating it 'above average' at meeting the needs of the community. The programme is well received by schools and used regularly. At times the programme is modified to suit the specific needs of the school.

Although 53% of those surveyed gave *Riding By*, and 41 % gave *Out and About* an above average rating, this was not reflected in the comments. The comments indicate that cycling is seen as an important theme in SRSE, but the current resources are out of date. Words such as 'dinosaur', 'embarrassing' and 'ridiculous' were used in several instances to describe this programme. There is an opportunity to replace *Riding By* and *Out and About* with a more general cycling programme for a wider age group. A focus on 'practical' skills is requested by schools according to the PEOs, and this need is often being met by other providers.

For *Drive to Survive*, there was a relatively even spread of ratings across the scale. Comments indicate that this programme is in need of updating, and there would be more demand from schools if it were more current.

In relation to *About ATVs*, there was a relatively even spread of ratings across the scale. There were few comments on this programme. Those comments that were made were in reference to it being appropriate for rural communities.

*Changing Gear* was rated as below average by 50% of those surveyed, and a further 27% rated it not applicable as they had not taught the programme. *Changing Gear* was referred to as a 'disaster' and 'embarrassing' by one PEO. There is little or no demand from secondary schools for this programme.

*Drive Qual* had a relatively even spread of ratings across the scale. Although *Drive Qual* has the benefit of NCEA credits, schools generally see this as a programme for low ability classes and not an integral part of the curriculum.

*Msg in Contxt* was the most well received secondary programme, with 59% rating it above average at meeting the needs of the community. *Msg in Contxt* was referred to as 'extremely effective', 'powerful, and supplements a road safety message', and 'a short programme with high impact'. Comments indicate that the length of the programme helps to get it into secondary schools, and that it is usually well received by students. A number of comments indicated that the programme is slightly out of date due to the change of law in relation to texting and driving.

General comments around SRSE indicate that PEOs see this as an integral part of their role, and that schools (particularly primary) also recognise the value in SRSE. Issues remain in secondary schools with the length of the programmes and impact of NCEA credits. PEOs also referred on many occasions to shorter programmes that enable students to get the most impact in one or two lessons, which are favoured by schools.

Comments indicate that most programmes are in need of condensing and updating, with specific reference to student engagement and relevant statistics and law changes.

For the SRSE education programmes we already provide, most of those surveyed believed that there is a need for a pre-driver/driver programme for secondary schools, with a focus on peer pressure in relation to speeding, drug/alcohol abuse prior to driving and up-to-date traffic laws, especially compliance with the learner and restricted licence.

Several PEOs commented on the big loss in not using Ronald McDonald or SRSE rewards and badges. Mention was also made about the effective use of other resources such as Brian and Bobby DVDs, Students Against Drunk Driving (SADD) and NZTA resources. Comments were that they do add value to existing YES programmes.

### **School Road Safety Education (SRSE)**

The review highlighted conflicts between the demand from schools for certain programmes and the required delivery of School Road Safety Education (SRSE ) sessions, which are driven by a pro rata allocation by district of NZTA funding.

The 2010/11 Road Policing Programme (RPP) aligns with *Safer Journeys*, New Zealand's road safety strategy to 2020, and was prepared by the New Zealand Transport Agency (NZTA) in consultation with NZ Police and the Ministry of Transport. The overriding outcome sought by the 2010/11 RPP is a reduction in deaths and injuries on New Zealand roads and in associated social cost.



The Minister of Transport, in consultation with the Minister of Police, has approved \$296.015 million for the delivery of the work programme detailed in this RPP.

The 2010/11 RPP was prepared as a variation to the 2009/12 RPP in accordance with section 18M of the Land Transport Management Act 2003 (LTMA). It forms part of the 2009/12 RPP, and is funded from the National Land Transport Fund (NLTF).

<b>Activity category and activity</b>	<b>2010/11 Police funding (\$000)</b>	<b>2010/11 FTE (indicative)</b>
School road safety education	7.051	42.0

The money was allocated for the:

- management and delivery of Police school road safety education services to schools, including the development of road safety education programmes.
- delivery of school road safety education services and training of school traffic safety teams must be undertaken by Police employees fully trained in school road safety education.
- monitoring of school traffic safety teams must be undertaken by Police employees who have completed school patrol monitoring training.

Definitions of terms used in the performance criteria below are:

1. A school road safety education session is defined as:

- classroom delivery of approved road safety education programmes including:
  - primary schools: *Stepping Out, Riding By, Out and About*
  - secondary schools: *Changing Gear, Drive Qual, Drive to Survive, Msg in Context*
- planning and preparation of lessons with teachers
- delivery to adults associated with the school (teachers/parents/caregivers)
- the training of school traffic safety teams (excluding monitoring).

For recording purposes, each half hour of any of the activities above equates to one education session. For example, if a class is taught one hour of road safety, this equates to two education sessions.

Note: Road safety sessions delivered outside a legal school setting do not contribute to the 50,000 sessions required.

2. A school contact is defined as:

- the promotion and explanation of available road safety programmes to a school
- assisting with road safety issues around a school.
- This contact may be face-to-face, by phone or by email.

3. School traffic safety teams include school patrols operating on pedestrian crossings and kea crossings, traffic wardens and bus wardens.

## Police activity performance measures 2011-12\*

- 100% of schools are contacted and/or in receipt of school road safety (SRS) education sessions in accordance with SRS education best practice.
- 100 % of school road safety teams (SRST) have received training in accordance with the SRST manual.
- 100% of all schools with school road safety teams have been monitored in accordance with the SRST manual.
- 230 secondary schools to receive classroom delivery of one or more of the following: *Changing Gear*, *Drive Qual*, *Drive to Survive*, or *Msg in Contxt*. Delivery must be by an appropriately trained Police employee.
- Deliver 43,350 half-hour education sessions annually. 15,000 of these will be committed to school patrol training and 28,350 to SRS education delivery.
- Deliver 6650 half-hour secondary SRS education sessions annually.

\* Police's school road safety education delivery (SRSE) requirements are set for an average of three years and are reviewed on an annual basis. The YES Programme Review was conducted within the 11/12 SRSE delivery requirements.

It is paramount that Police's SRSE delivery requirement is considered when YES evaluates its programme usage and delivering to needs.

## YES Kia Kaha Education Programmes

The degree to which the YES Kia Kaha Programmes meet the needs of the communities.

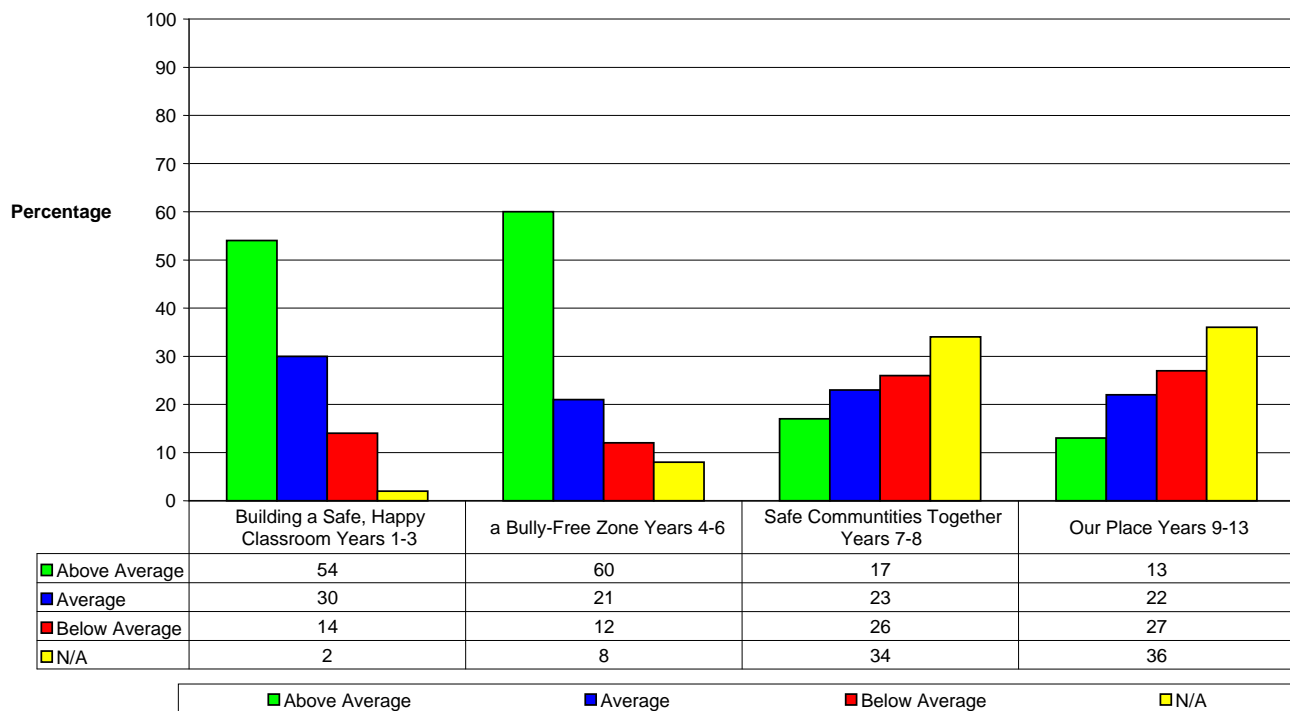


Figure 4: The degree to which YES Kia Kaha programmes meet the needs of the PEOs communities

54% of those surveyed rated *Building a Safe and Happy Classroom* above average. Several comments referred to the length of the programme.

60% of those surveyed rated *Bully Free Zone* as above average. As above, there were several comments in relation to the length of the programme.

*Safer Communities* and *Our Place* are not requested often by schools and this is reflected in 34% and 36% of those surveyed stating that they had not taught these programmes. Those who had taught them commented that the programmes are far too long.

In general, comments on YES Kia Kaha programmes reflected that PEOs believe the idea and themes around the primary programmes are important, but programmes need to be much shorter. Some of those who were surveyed thought the *Kia Kaha* could be combined with *Keeping Ourselves Safe*.

Those surveyed believed that *Safer Communities* and *Our Place* are far too cumbersome, and they should be replaced by one to three lessons on aspects such text and computer bullying. They also referred to the need to have NZCE credits to increase demand in schools.

With the Kia Kaha education programmes YES already provides, most of those surveyed believed that there is a need for programmes that highlight strategies and communication/negotiation skills to deal with cyber bullying, anger management, girl fights and gangs.

## YES Keeping Ourselves Safe Programmes

The degree to which the YES Keeping Ourselves Safe Programmes meet the needs of the communities.

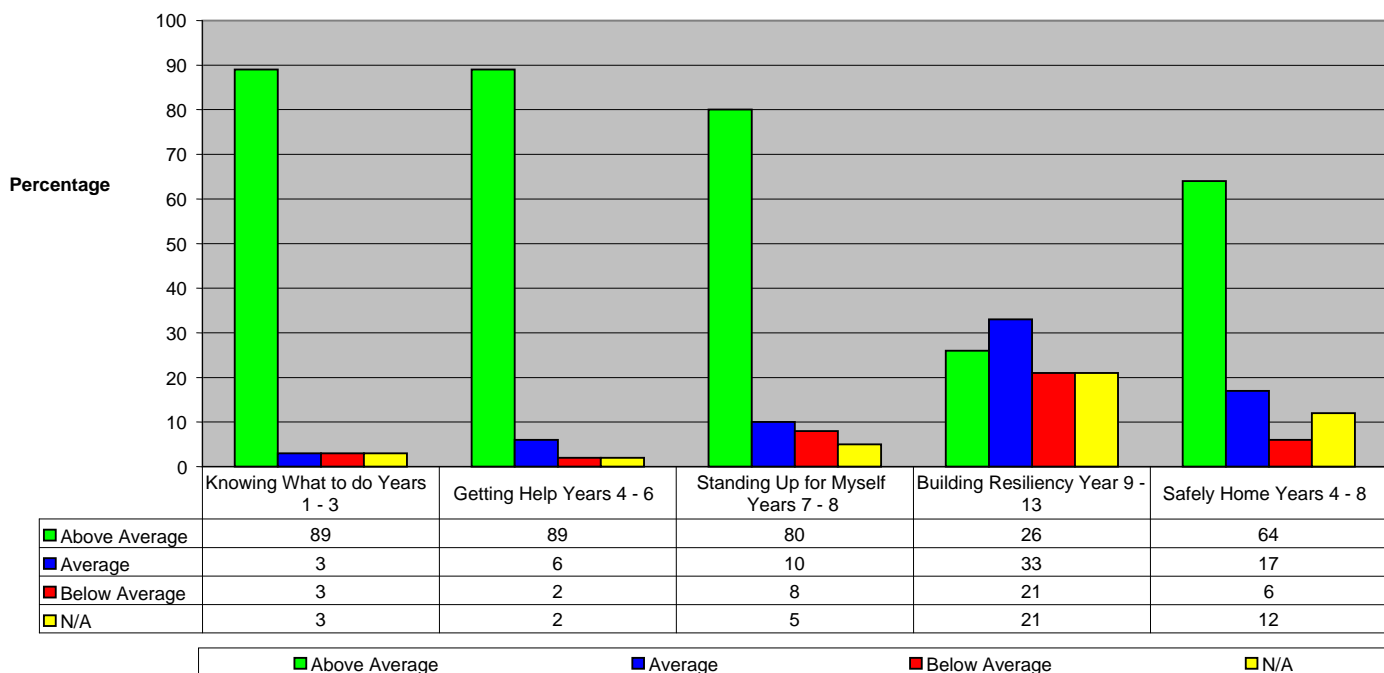


Figure 5: The degree to which YES Keeping Ourselves Safe (KOS) programmes meet the needs of the PEOs communities

The *Keeping Ourselves Safe (KOS)* Years 1 to 3 programme was rated very highly, with 89% of those PEOs surveyed rating it at above average for meeting the needs of the community. The programme is well received by schools. It is the most requested of the programmes.

The *KOS* Years 4 to 6 programme was rated very high, with 89% of those surveyed rating it at above average for meeting the needs of the community. Statements such as excellent, well received and most requested programme featured a lot in the comments.

The *KOS* Years 7 to 8 programme was rated very highly, with 80% of those surveyed rating it at above average for meeting the needs of the community. From reading a number of comments, it is perceived that this programme needs to be revised and brought into line with the Junior and Middle *KOS* by adding a component on cyber safety.

*Building Resiliency*, received a relatively even spread of ratings across the scale. There were very few comments on this programme, but those who did comment made reference to factors such as the programme needing to be split into separate units on different topics, as that way schools may be more likely to implement it.

The *Safely Home* programme was rated highly, with 64% of those surveyed rating it above average for meeting the needs of the community. It appears from judging the feedback from the survey that this programme is used as an added resource to support other programmes or lessons.

In general, comments around YES *KOS* programmes reflected that the series of programmes are well received and highly valued by the PEOs.

In relation to the *KOS* education programmes YES already provides, most of those surveyed believed that there is a need for the *KOS* programmes to embed the WSA by putting more of an emphasis on the Parents and Community education.

## **YES Programmes Cater for a Multicultural Audience**

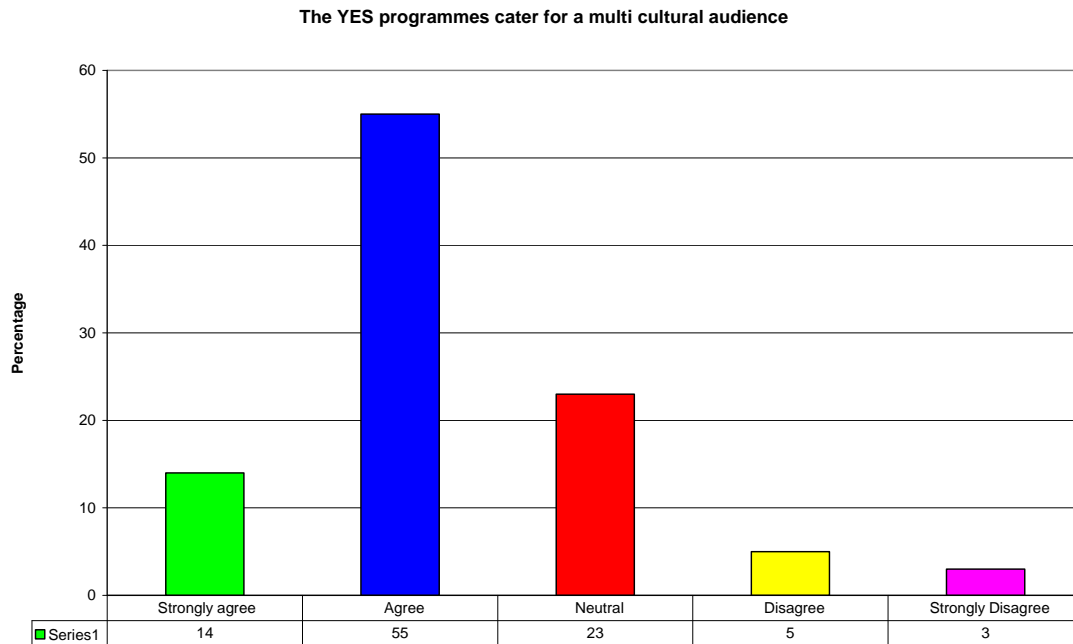


Figure 6: Do the Yes programmes cater for a multicultural audience?

69% of those surveyed believed that the new programmes have made a considerable effort to cater for multicultural audiences, that it is difficult to cater for all districts at a national level, and that the expertise needs to be with the PEO delivering the programme.

Some of those surveyed made comments that referred to the fact that our programmes show tokenisms for Māori inclusion and lack of understanding of Polynesian communities.

### ***YES Programmes Cater for Varied Socio-economic Audiences***

**The YES programmes cater for varied socio-economic audience**

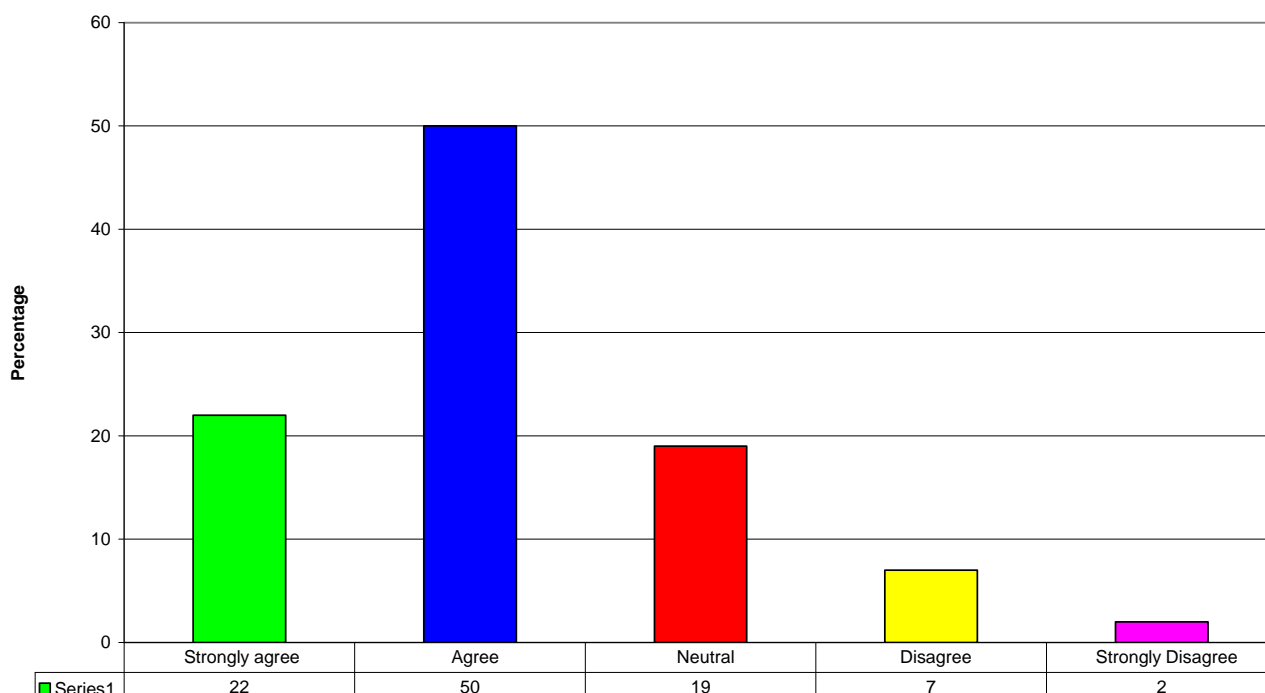


Figure 7: Do the Yes programmes cater for a varied socio-economic audience?

72 % of those surveyed believed that, in general, the programmes have made a considerable effort to cater for a varied socio-economic audience, that it is difficult to cater for all districts at a national level, and that the expertise needs to be with the PEO delivering the programme.

The comments also reflected the language ability of the students and the need to change the lessons within the programmes to cater for the different abilities at a local level.

### ***YES programmes fully engage the students***

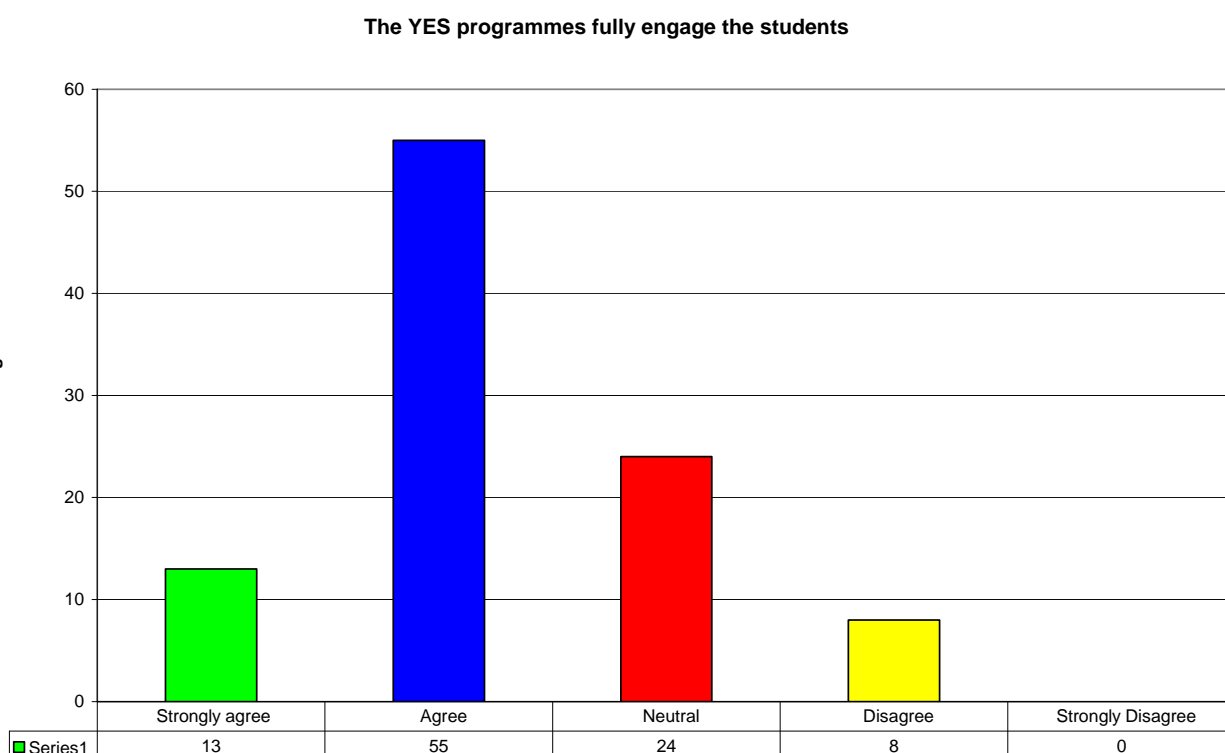


Figure 8: Do the Yes programmes fully engage the students?

68% of those surveyed believed that the YES programmes have made a considerable effort to engage students.

One person summed up the thoughts of those surveyed by saying, “There will always be those that don't engage and are not interested, but that is not always what they are being taught but perhaps the way they are being managed. I feel that the YES programmes are an awesome resource and it's a great reward to be able to reach some children that don't have the home life or role model to learn life skills by. To help them achieve and have some encouragement to achieve. It is Pro Active Policing to the Max.”

Comments were also made about the PEO/teacher partnership and the importance it plays in student engagement.

### ***How Satisfied Are You with the YES Programmes and Resources***

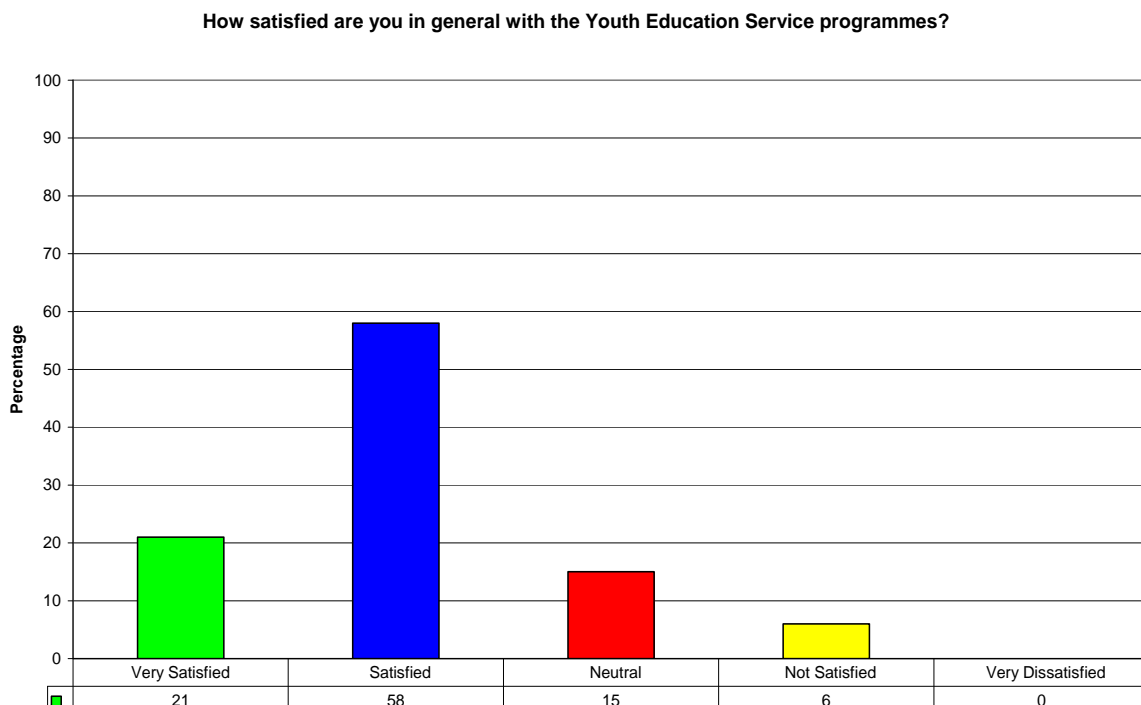


Figure 9: How satisfied are you in general with the YES programmes?

58% of staff surveyed were satisfied with the programmes, 20% were neutral, and 21% were very satisfied.

A high percentage of those surveyed believe that the programmes required updating or reviewing regularly. They also felt that although the programme core bases were good, they needed to be condensed or lesson numbers needed to be reduced for some programmes to make them more appealing to schools.

In general, those surveyed adapted the material to suit the specific schools' requirements. Some comments were made about the awareness of budget restrictions.

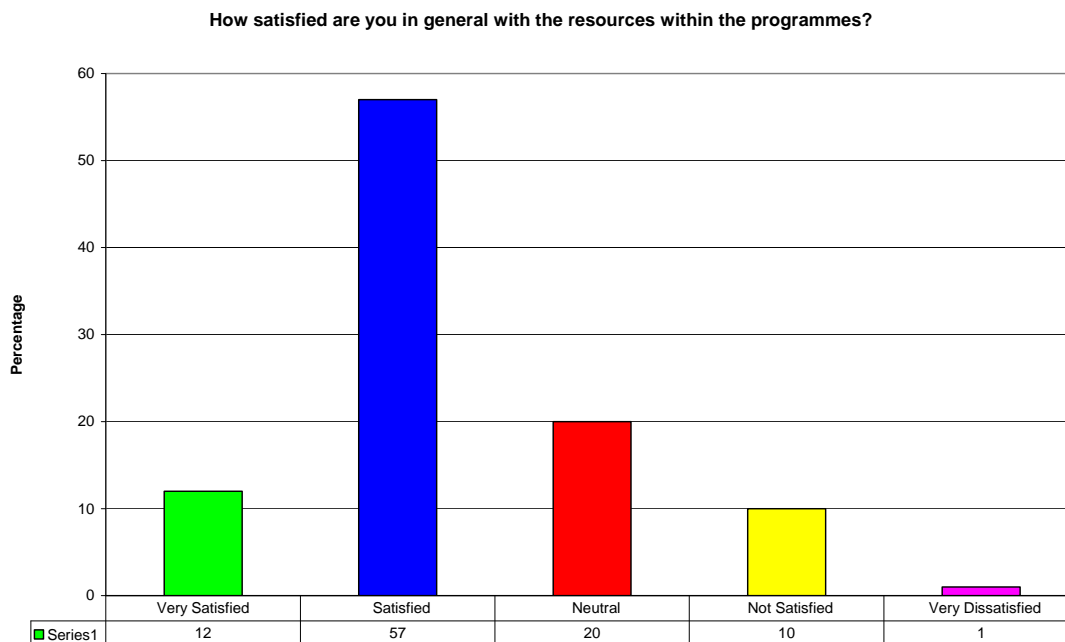


Figure 10: How satisfied are you in general with the resources within the YES programmes?

Although 57% of staff surveyed were satisfied with the resources within the programmes, 31% rated either neutral, not satisfied, or very dissatisfied.

The majority of those surveyed were concerned about the age of the resources, that is replacing videos with DVDs. There is a need to update the content of the DVDs/videos to keep up to date with fashions and trends. Many of those surveyed also referred to the need for more interactive activities, including books, visual aids and better rewards to offer as incentives for positive behaviour.

There were also suggestions that resources could be ordered individually so if the kits were returned incomplete a whole new kit would not need to be ordered.

A couple of those surveyed suggested an activity bank should be available for Māori students.



## Modification of existing programmes

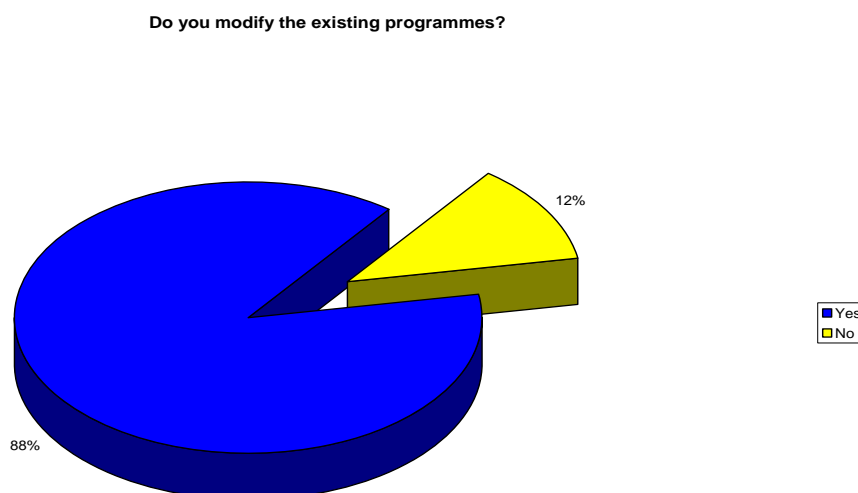


Figure 11: Do you modify the existing YES programmes?

88% of PEOs modify the existing programmes, with the majority stating they did this to include local and current issues, time restraints, and to suit different class levels and abilities: but most importantly to meet school needs. *Riding By* was continually brought up, with one PEO stating that she uses the name only and the content is completely her own.

Some PEOs said they mix their ideas with old and new versions of the resources.

## Creating new programmes

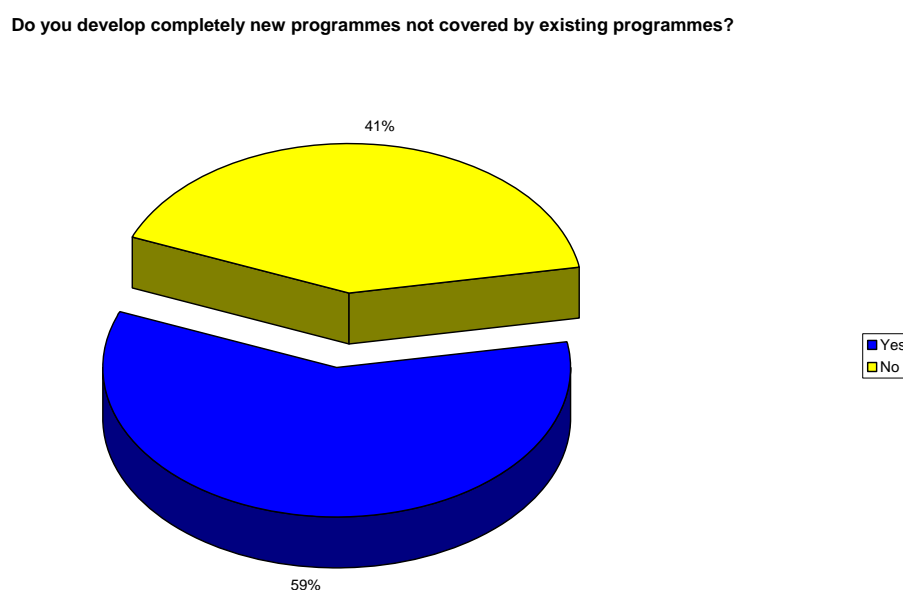


Figure 12: Do you develop new programmes not covered by existing YES programmes?

59% of those surveyed created their own programmes outside of those provided by PNHQ YES. The reason given for the creation of these programmes/lessons was based on the needs of the schools and community, and the fact that the YES programmes are too long and/or not engaging for students.

Examples of programmes/lessons that have been created are:

- Search and Rescue
- Risk-reward lesson
- Cyber Safety
- Relationship Building
- Crime Scene as an addition to *Role of the Police*
- Rights and Responsibilities
- Drugs and the Law
- Suspicious People/Cars Lurking Around Before and After School
- Rights and Responsibilities of Young People
- Youth and the Law
- Bus Safety
- Drug/Alcohol package
- Gangs
- After School Balls
- Forensics
- Guy Fawkes Safety

***What additional themes do you think YES should consider developing?***

- SEARCH & RESCUE – lost in the bush
- Security of schools – what to do with lock downs etc
- Farm safety – How to behave around dogs, farm animals etc
- Life Skills – use of the BLAST programme
- Give us the tools to present in today's technological environment. We need laptops to deliver effective engaging lessons.
- YES should work in Teen Parent Units and Alternative Education facilities.
- Forensics, that is fingerprinting and DNA.
- Internet Safety such as Facebook and Cyber Bullying
- A social responsibility programme centred on young people, alcohol and driving
- An early childhood programme centred on parents and the cognitive and physical attributes of pre-schoolers would also be good.
- Role of Police could be way better with more exciting photographs and have a DVD and PowerPoint component.
- CSI (fingerprinting) needs updating but also needs a PowerPoint and a DVD (such as the HANDS DVD previously mentioned) – needs to be brought into the 21st century with the actual murder mystery altered a bit to bring it into the modern age. It is a great programme and we have fun with this one with the students whilst they are learning.
- Text bullying

## Format/Media for the Resources

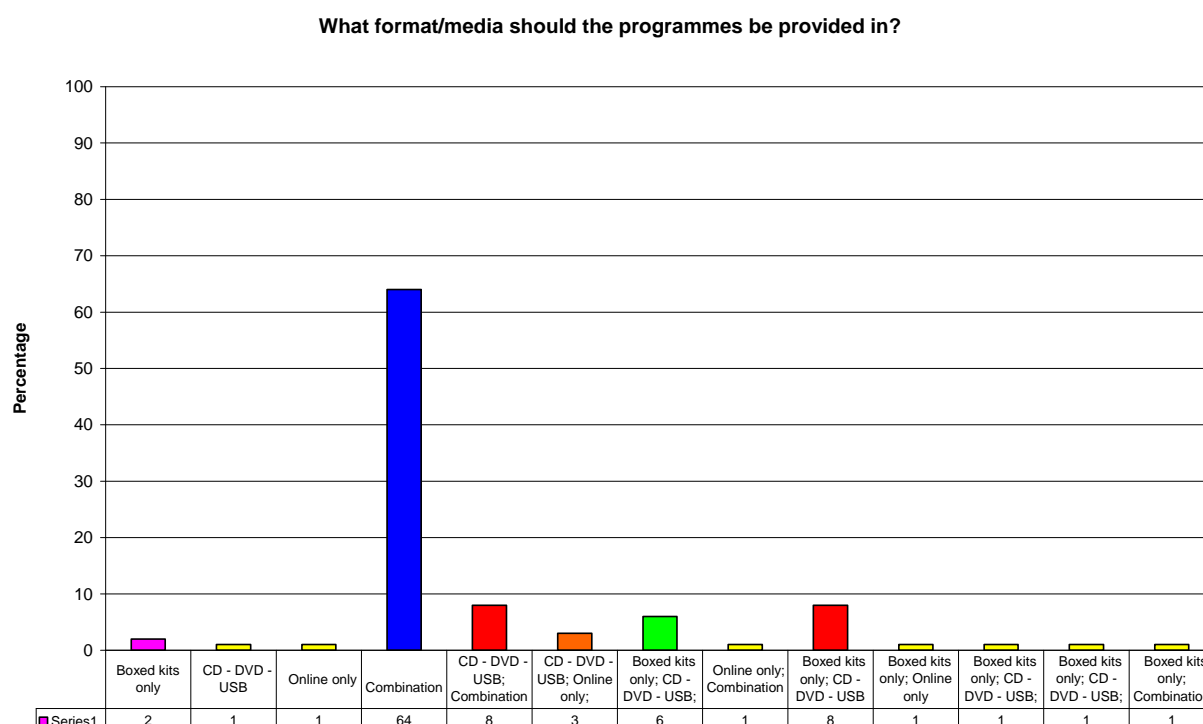


Figure 13: What format or media do you think the programmes should be provided in?

64% of those people surveyed believed that it was paramount to have a combination of resources. Comments indicate that the lack of computer access for those surveyed meant that it was impossible to have all the resources available only online, and that schools had different levels of computer access.

They also believed that having something to take with them into schools made them feel more professional, and that there was a better buy-in from the teachers because they could see the visual aids and resources available.

Keeping resources, such as technology, within the programmes up to date was commented on frequently.

## What processes do you think should be used for. . .?

### The development of programmes

Comments reflect that to identify themes for development, the schools and community needs are very relevant. PEOs also feel that they need to be involved in the process. The needs of Police and the strategic goals need to be balanced within this.

### The modification and updating of existing programmes

PEOs highlighted the need for modification and updating of existing programmes to go through a consultation process, where school communities and PEOs identify the key themes for intervention and then share them with PNHQ to develop. Students' engagement, time constraints when updating resources and providing a quality resource should be considered when modifying programmes.

A timeframe for reviewing and updating these programmes should be established and PEOs, teachers and health professionals from a cross section of districts should play a part in this development.

### ***PEOs' Partnership with Schools***

PEOs have reported their greatest successes as:

- communities having shifts in attitudes towards crime prevention and taking ownership
- teachers and PEOs working in partnership to help youth learn strategies to keep themselves safe.
- change in attitude of the Police, where Youth now feel Police are approachable.
- a resistant school that completely engages
- attentive, thriving, learning children.

PEOs have reported their greatest challenges as:

- difficulty with schools fitting YES programmes into their already overloaded curriculums, particularly secondary schools
- teachers not fulfilling the 'teaching in partnership' by not teaching the lessons they have undertaken to teach, catching up on other work during lessons etc
- difficult students and disruptive classes
- a lack of recognition of the role and value of PEOs by Police
- negative teacher and parent perceptions of Police, which impact on the PEO's ability to access all schools.

## Findings – School Survey

Thirty-six of the 74 schools approached completed the online survey, which allows inference to the school population with a margin of error of  $\pm 5.6$  percent (at the 95 percent confidence level).

YES has a range of programmes and the purpose of the school survey was to encourage the schools to identify the needs of their communities in relation to crime prevention and road safety education, as well as to determine whether the YES programmes meet best practice and are educationally sound.

The following pages show the findings of the survey.

### **The following programmes were not used at all in the schools surveyed:**

- *KOS* (Secondary)
- *Safely Home* Yrs 4-8
- *About ATVs*
- *Changing Gear* Yrs 9-10
- *Drive Qual* Yrs 11-13
- *Msg in Contxt* Yrs 9-13
- *Dare to Drive to Survive* (secondary)
- *Doing the Right Thing*
- *Tag Free Kiwi* Yrs 7-8
- *Tag Free Kiwi* Yrs 9-10
- *Burglary-Free* - a partnership approach
- *Kia Kaha* Yrs 9 - 13
- *Tēnā Kōwhiria* Years 5-8
- *Dare to Support Your Kids* - Parents
- *DARE - Reducing the Harm*

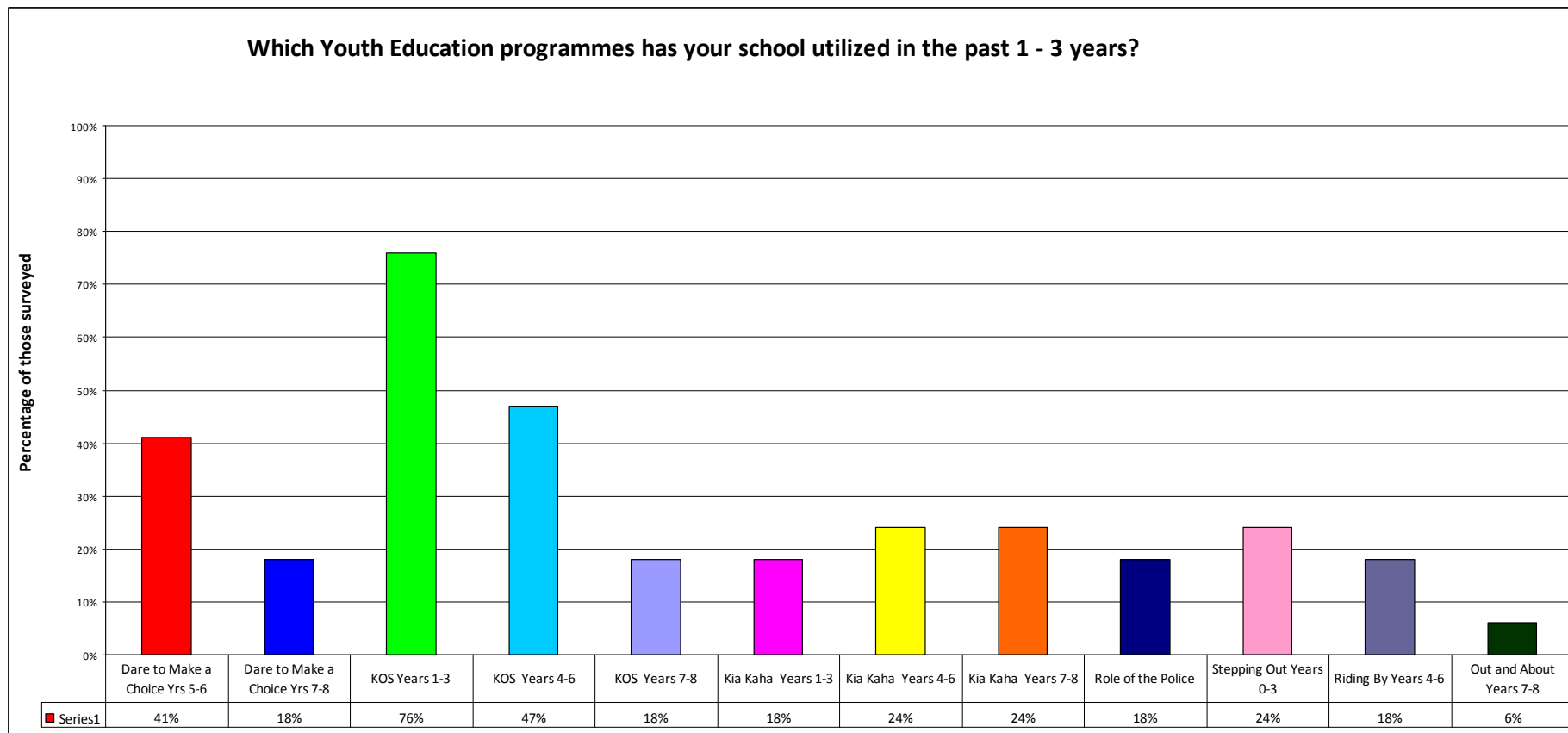


Figure 14: What YES programmes have your school utilised in the past 1 to 3 years?

**To what extent are you satisfied with the Youth Education Service programmes?**

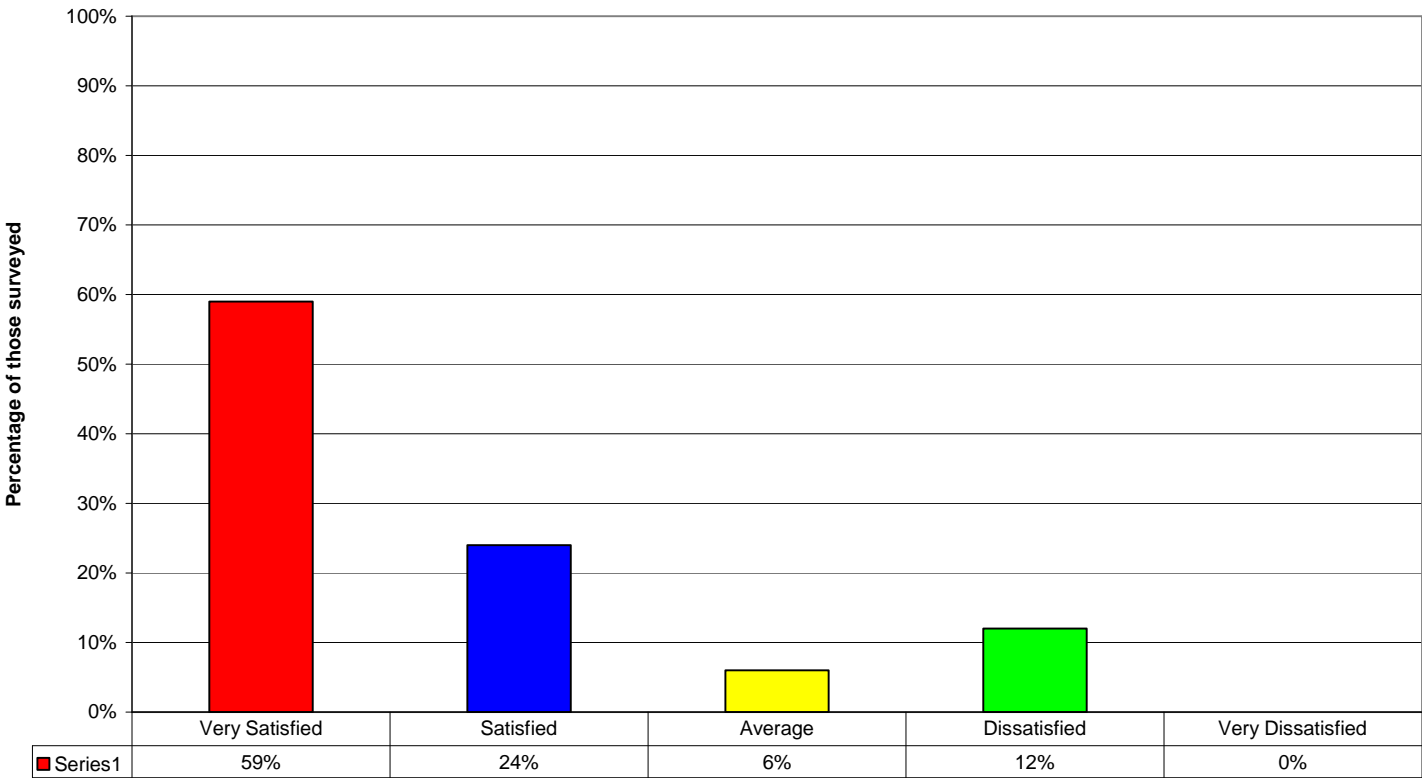


Figure 15: To what extent are you satisfied with the YES programmes?

59% of the schools that answered the survey were very satisfied with the YES programmes. The general comments reflected that the presence of a Police Officer at school built up community reassurance and enabled the schools to appear proactive about certain schools issues.

The 12% that were dissatisfied made reference to the outdated resources not being engaging to students and that the programme delivery was not to a high standard.

What were the contributing factors that influenced your school to choose the YES Programmes?

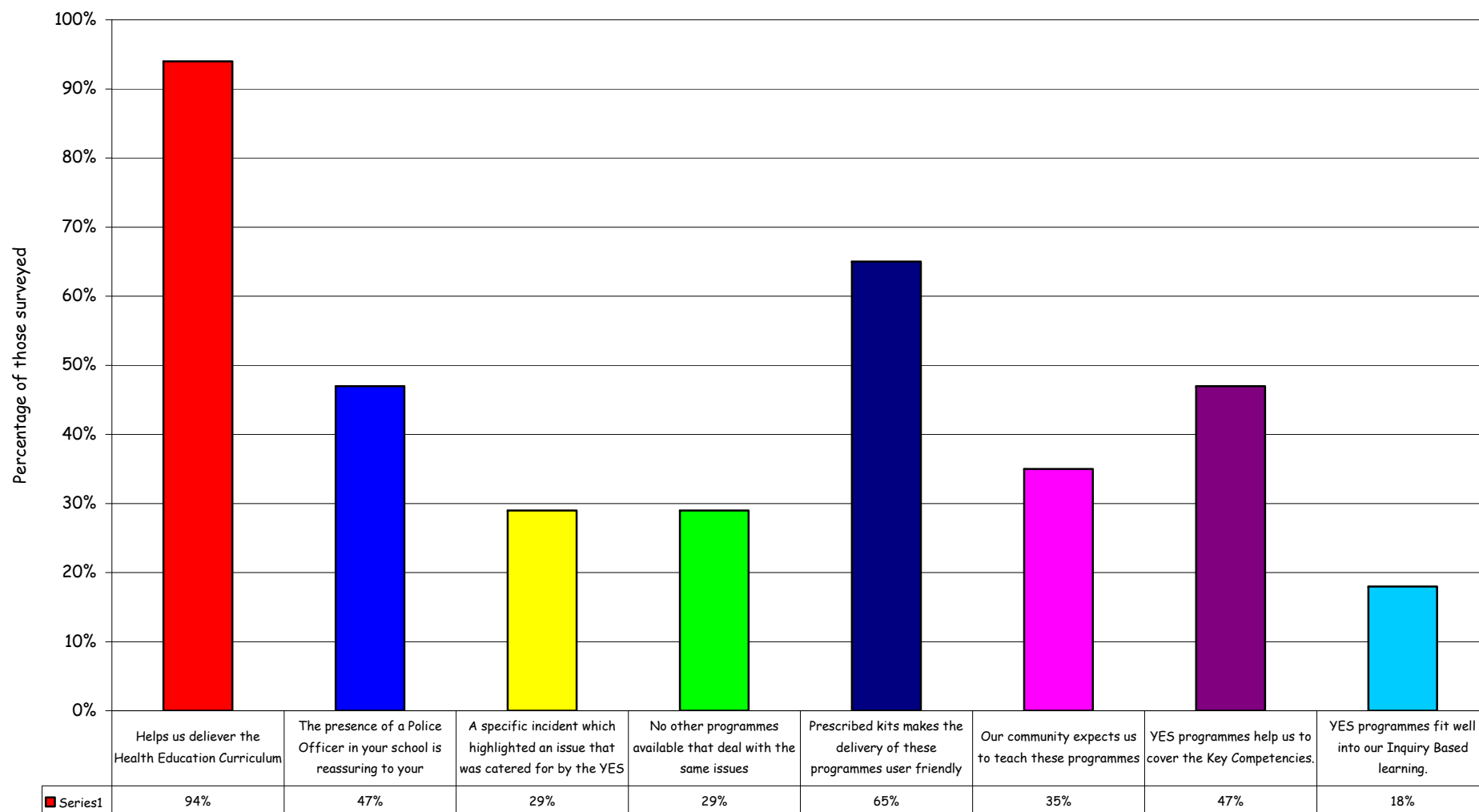


Figure 16: What were the contributing factors that influenced your school to choose YES programmes?



The YES programmes cater for a varied socio-economic audience

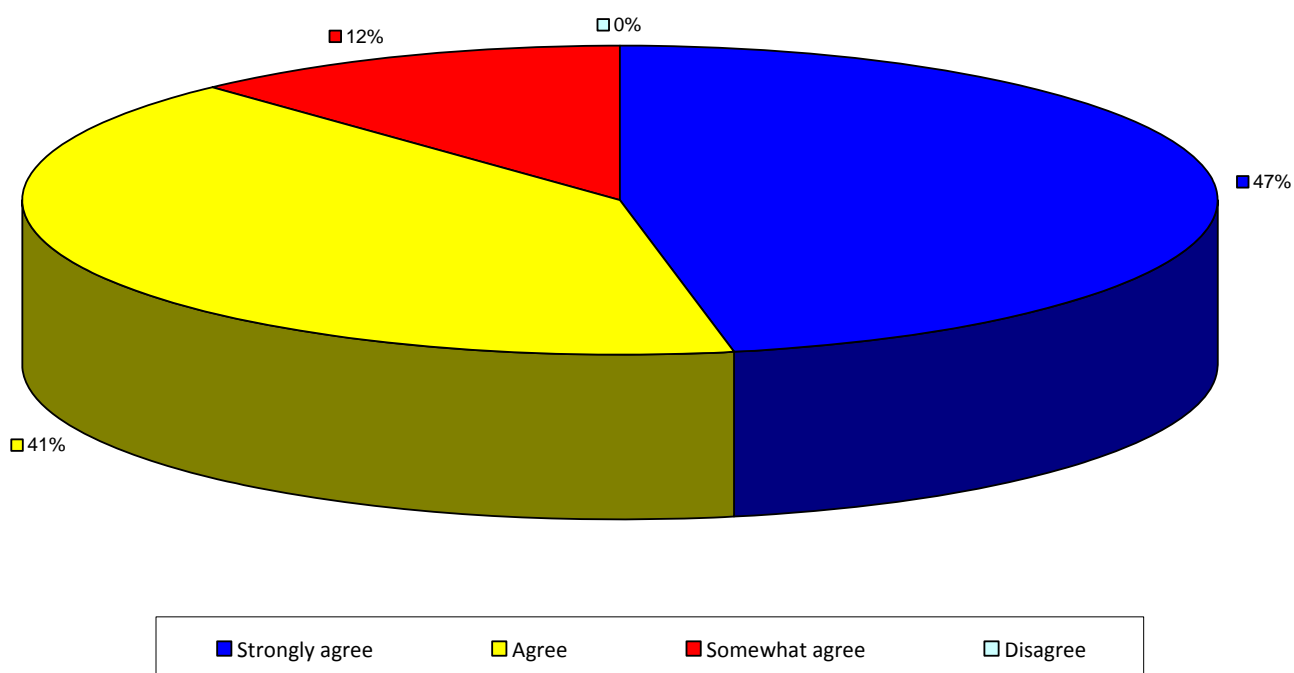


Figure 17: Do you believe the YES programmes cater for a varied socio-economic audience?

47% of the schools who answered the survey strongly agreed the YES programmes cater for a varied socio economic audience.

The following comments reflect the summarised thoughts of those surveyed.

- Would like to see an increase in programmes available in Te Reo Maori
- The examples and role play situations suit students from arrange of backgrounds
- The Yes programme caters for all levels of socio-economic whānau that we have at our Kura.
- Children from all types of back grounds (socio - economic and cultural) have felt included and respected during their YES programmes and I strongly agree that the Officers involved in the YES programme make it work for all included.
- Drugs and Peer pressure are a problem for students of all backgrounds and cultures

### The YES programmes cater for a multi cultural audience

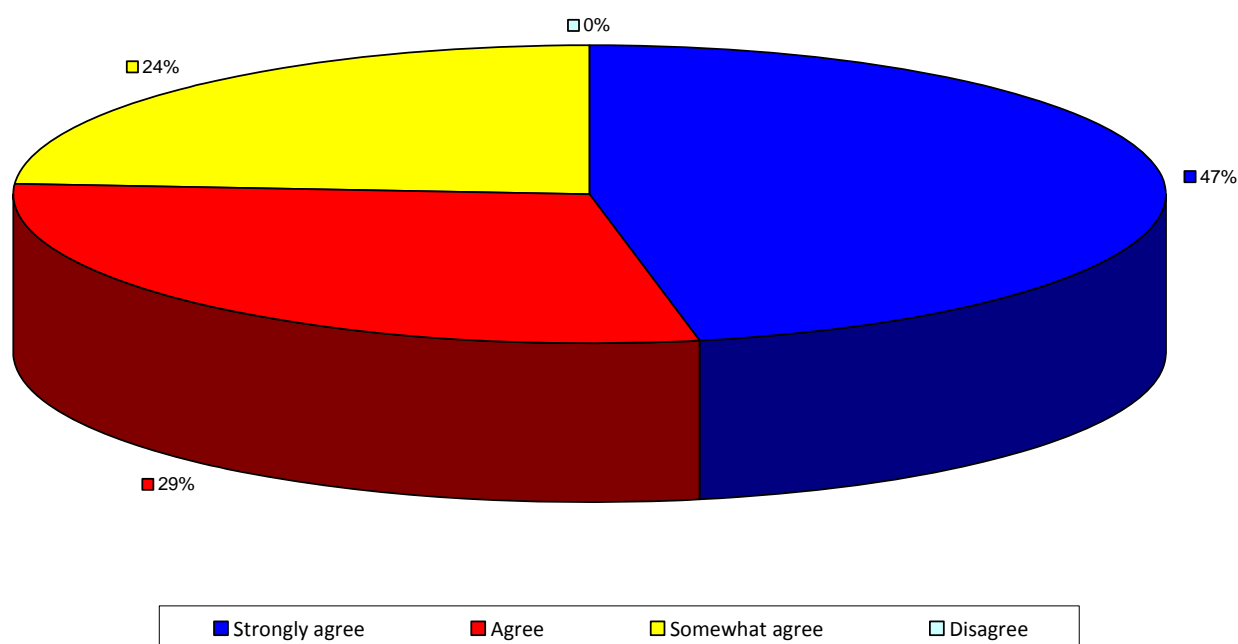


Figure 18: Do you believe the YES programmes cater for a multi-cultured audience?

47% of the schools who answered the survey strongly agreed the YES programmes cater for a multi-cultured audience.

The following comments reflect the summarised thoughts of those surveyed.

- Would like to see an increase in Programmes available in Te Reo Maori
- All students felt included and contributed to the programme
- We are a bilingual school and it does cater for our needs.
- Our multicultural students were involved and responsive to the programmes. We are approx. 60% Pasifika, 30% Maori and 1-% other
- Teachers feel the kits provided on a whole provide suitable activities
- Situations in the programmes are relevant to all, although sometimes the Middle East culture is different.

### The YES programmes fully engage the students

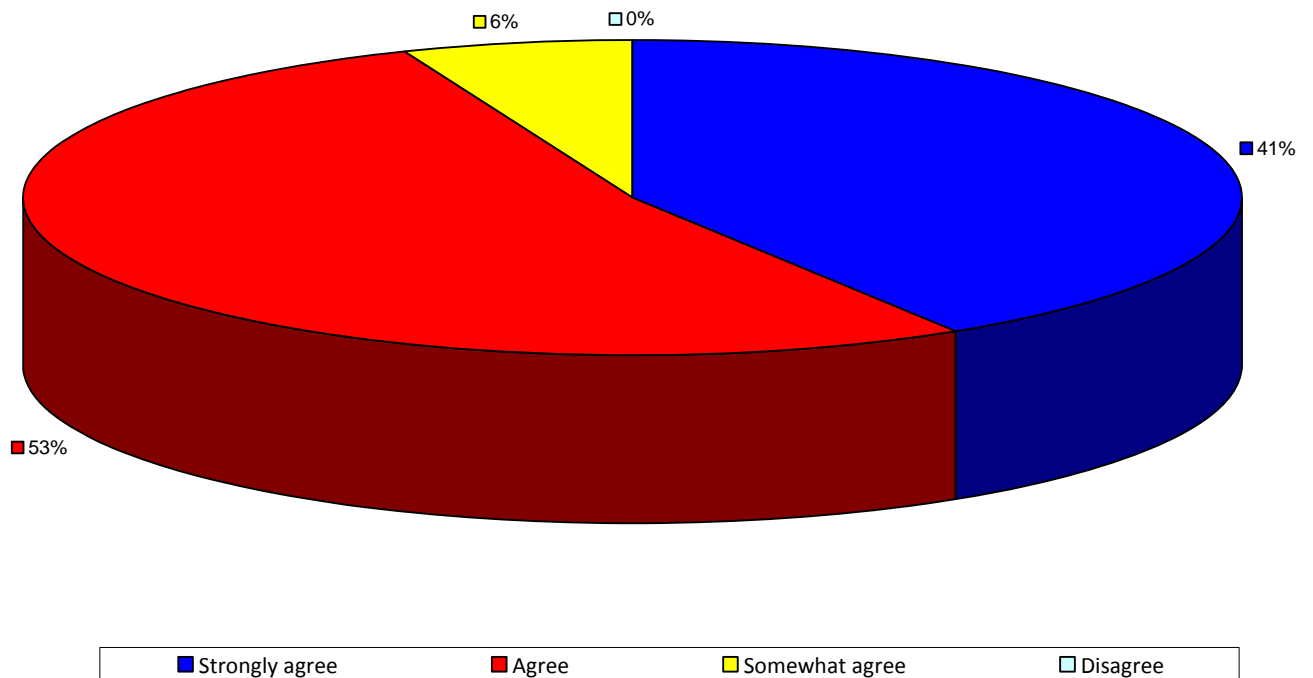


Figure 19: Do you believe the YES programmes fully engage the students?

41% of the schools who answered the survey strongly agreed the YES programmes engage the students.

The following comments reflect the summarised thoughts of those surveyed.

- Programmes support current issues for our tamariki.
- This KOS programme was extremely popular with our students.
- They looked forward to the Constable visits.
- YES programmes need more interactive media
- It took a long time to establish a relationship with students initially and this continued to develop throughout the programme
- The students have been able to be involved, engaged and enjoying hands on activities, as with all programmes
- The YES programme works with most students but there are some who miss out, for example. Special needs, non-English speakers.

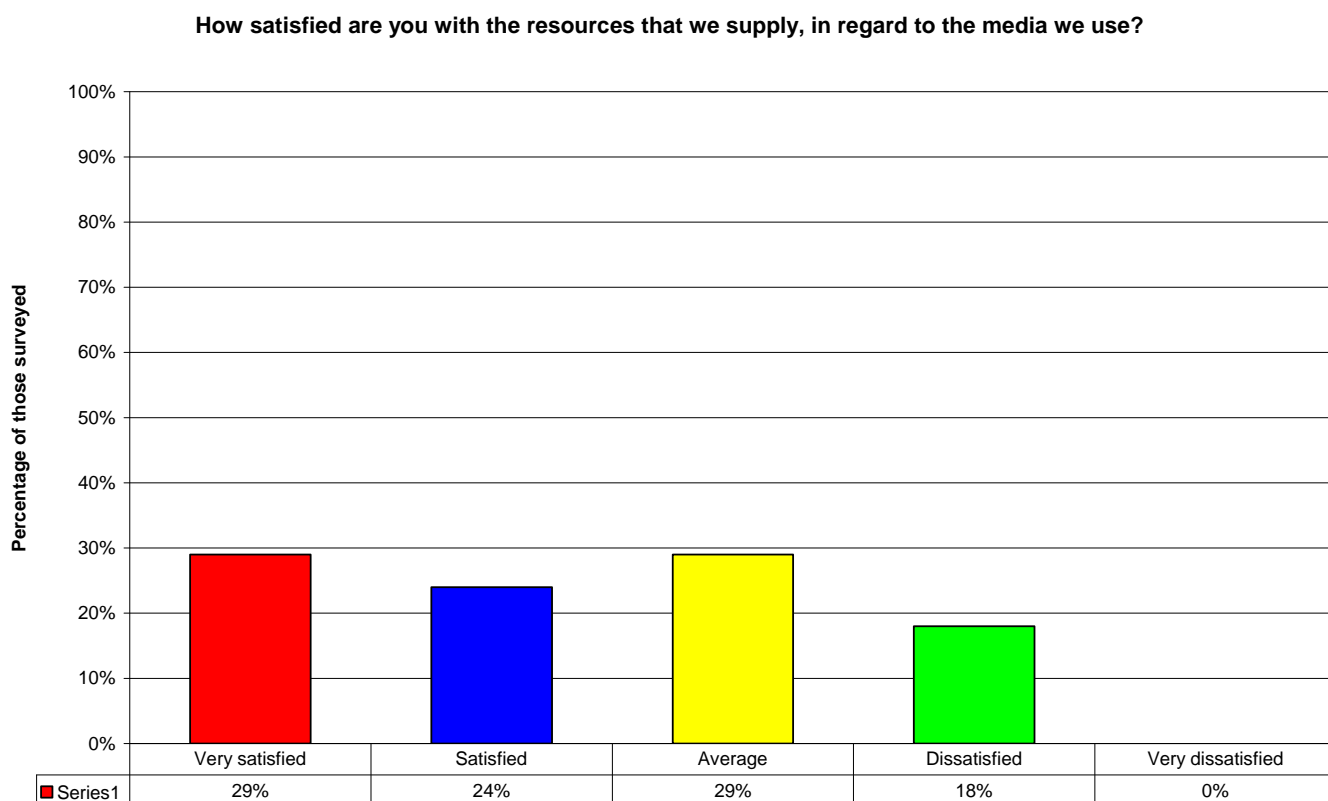


Figure 20: How satisfied are you with the media resources that we use within our programmes?

29% of the schools who answered the survey were very satisfied with the media used within the YES programmes.

The following comments reflect the summarised thoughts of those surveyed in relation to the improvements they believe YES should make to the media used.

- Would like to see an increase in programmes available in Te Reo Māori.
- More ICT interactive Mimeo board activities or an alternative website that we can access.
- Have available bilingual resources.
- Certificates to say the child had been on and finished a YES programme.
- Internet site with resources easily available.
- We no longer have video recorders in the school so resources need to all be on DVDs.

#### **What would you list as the strengths of the YES Programmes?**

- Topics are relevant to the concerns, issues of tamariki and the wider community.
- Supports concepts identified by whānau as a priority at the Kura.
- Strengthens relationships with Police and other health providers.
- The calibre of the police officer presenting the programme.
- The relevance of the topics to students of this age.
- The authenticity of the facts presented.
- Strong, consistent messages, delivered by a credible facilitator who has knowledge and experience in the specific areas.

- Follow-up, if necessary, is made easier with a police education officer involved, and this person can support the school in other requests.

**What would you list as the weaknesses of the YES programmes?**

- Would like to see an increase in programmes available in Te Reo Māori.
- Sometimes a little dry on delivery.
- Police officers lack education pedagogy and intimate knowledge of the students, and therefore may not be the best people to teach lessons in classrooms.
- We have no time – the amount of time the YES programme needs is too long for schools
- The availability of enough kits for 35 classes – we try to approach some of the programmes as a whole school over the same time period.
- Sometimes not enough time to do the whole programme.
- Up-to-date DVD presentations.
- Some of the activities in the books that are left for the teacher are low-level thinking.

**What recommendations, if any, would you have for the overall improvement of YES programmes?**

- Would like to see an increase in programmes available in Te Reo Māori.
- For schools to be able to access the programme on a regular basis.
- Police education officers given some training in "classroom management".
- Programmes used as part of a whole school inquiry theme.
- Market the programmes available so schools actually know what the YES programmes are. This will help us develop our school curriculum plans for odd and even years.
- PEO should have more PD sessions/workshops on teaching techniques and how 21st century learners learn.
- Have education officer available for school talks and one-off issues.

### How effective are the YES programmes in comparison to other education programmes available?

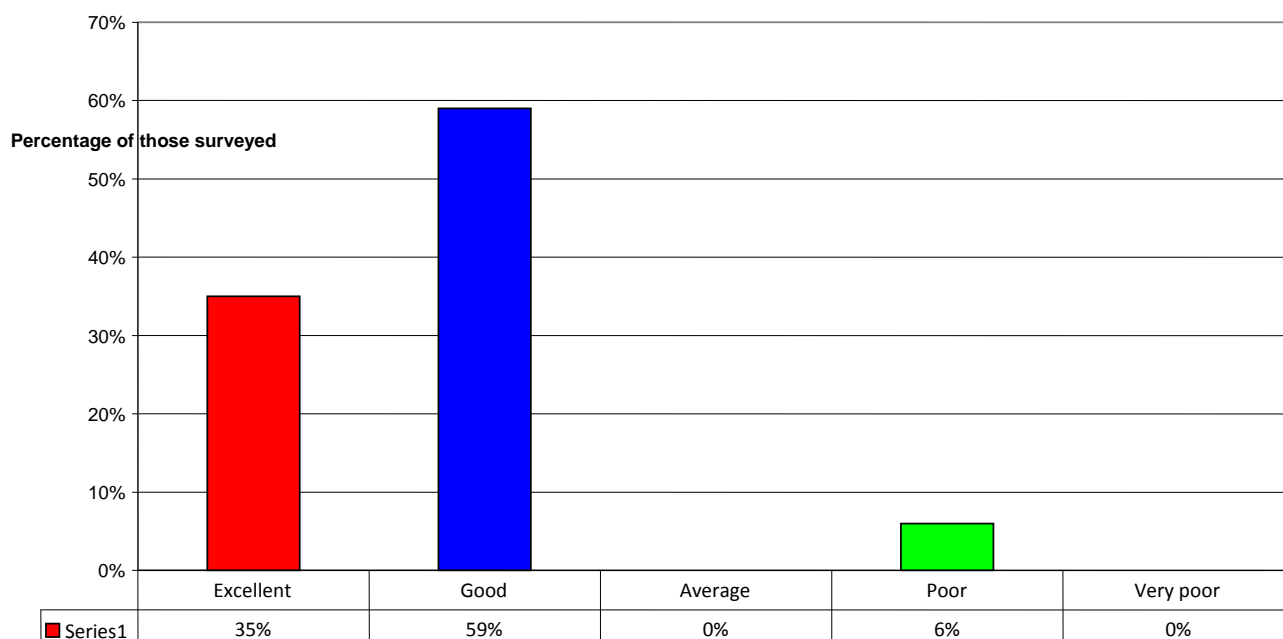


Figure 21: How effective are the YES programmes in comparison to other education programmes available?

35% of the schools who answered the survey believed the YES programmes were excellent in comparison to other providers.

The following comments reflect the summarised thoughts of those surveyed in relation to why the YES programmes are effective.

- Easily fits in with Kura philosophy re: relationships, values and personal growth and safety.
- Having a police officer available added value to the programme, as she/he involved themselves in all areas of school life for example, lunch hour sport, out of school hours fund raising event.
- Resources are good; personnel are very helpful and involved and can build relationships with children over time.
- Educates our students on the important things that they need to know.
- The Yes programmes we have for our classes (DARE and Road Safety) cover what our children require at the present time – these may change in time and with a change in community needs.

## Findings – External Stakeholders

Fifteen external stakeholders were interviewed on a one-on-one basis. The interviews were held to ascertain the alignment the YES Programmes with up-to-date education pedagogy and identify best practice prevention education.

The formal signing between Police and key education organisations on 30 September 2011 highlighted the strengthening of the partnership between Police and education organisations. The partnership is known as the Police and Education Partnership "Uplifting Communities, Preventing Crime Together - Āwhina ngā hapori, hei whakaruruhau te iwi whānui" (Police and Education Partnership). The Ministry of Education is involved in the group as an observer, as many issues that Police and the education partners may identify will require advice and support from the Ministry.

There are 760,000 school-aged students in New Zealand. They make up almost 20 percent of the population. Partnering with leaders of this sector allows Police to combine both resources and goodwill to improve safety, reduce road trauma and prevent crime for this significant sector of our population.

All of those interviewed referred strongly to the New Zealand Curriculum and made specific recommendations to ensure that we align our programmes at a profound level. It is important to note that it is not just the linkages to the strands within the curriculum, but more importantly to embed the philosophy about students' learning into the YES framework.

The move in February 2010 from the previous outcome-based curriculum (a curriculum that set out what the Ministry of Education and schools want students to know and be able to do) was to a curriculum that aims to support today's students to learn in a way that will prepare them for the world of tomorrow.

The New Zealand Curriculum:

- includes a set of common values
- places more emphasis on themes relevant to today's society
- contains five key competencies for students
- raises the profile and status of learning a second language
- raises the profile and status of statistics within mathematics
- makes the Treaty of Waitangi explicit in the overview, purpose, principles and values
- recognises the need for schools to work closely with communities to design relevant learning programmes.

The national curriculum "gives schools the scope, flexibility, and authority they need to design and shape their curriculum so that teaching and learning is meaningful and beneficial to their particular communities of students". Thus the national curriculum "is a framework rather than a detailed plan" and that while "every school curriculum must be clearly aligned with the intent of this document; schools have considerable flexibility in determining the detail".

The majority of stakeholders spoken to identified three key issues in relation to the YES programmes and the New Zealand Curriculum.

- *The New Zealand Curriculum*, and in particular its vision, values, key competencies, and achievement aims within different learning areas, is not sufficiently embedded in the programmes.
- Programmes are predominantly activity-based rather than inquiry based.
- They are limited to specific safety issues rather than encouraging schools to develop learning experiences to address the most pressing safety issues at that time.

With an inquiry approach, schools are more likely to be engaged in the YES prevention programmes because the programmes would sit within each of their unique curriculums. Inquiry-based learning is a constructivist approach, in which students have ownership of their learning. It starts with exploration and questioning and leads to investigation into a worthy question, issue, problem or idea. It involves asking questions, gathering and analysing information, generating solutions, making decisions, justifying conclusions and taking action.

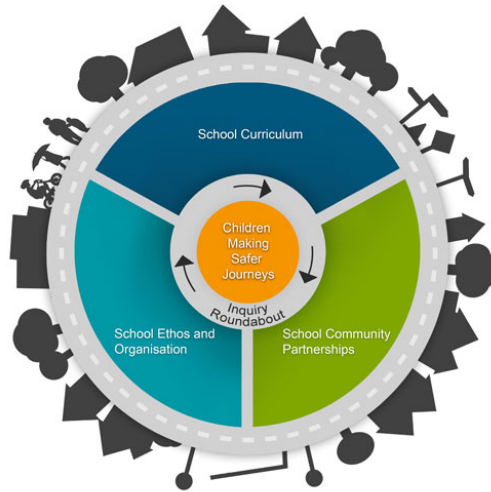
There are a number of inquiry-based models, such as Eisenberg and Berkowitz's (2004) 'Big6™' and Super3™ ( a modified Big6™ for juniors), Jamie McKenzie's (2000) 'Research Cycle', Trevor Bond's (2001) 'SAUCE' and Gwen Gawith's Action Learning (1988) and 3 Doors to Infoliteracy® (2000). Many of these were initially developed as information literacy models, but fit well with inquiry-based learning.

Those interviewed believed that in all planning processes the Police should operate with integrity and in the knowledge that schools are self-managing. As such, schools are encouraged to be critical when they select who, when and how external personnel are welcomed into their schools. Because schools have this mandate, YES needs to be able to articulate with confidence how our programmes are embedded in the New Zealand Curriculum and that we acknowledge the up-to-date philosophy of education in the 21st century.

Alongside the Police and Education Partnership YES also has a strong interagency link with NZTA. In previous years, prior to *Safer Journeys*, NZTA worked hard to embed a WSA, which is evident throughout all facets of NZTA's education intervention resources.

NZTA has also tailored its resources for schools and teachers to plan programmes of teaching and learning aligned to the New Zealand Curriculum, in particular the vision, values, principles, key competencies, effective pedagogies and learning areas. YES could benefit from aligning the underlying principles and philosophy of the NZTA curriculum to the one we will develop.





Source: [NZTA Whole school approach overview](#)

NZTA has gone a step further by implementing a whole-of-system approach. Based on sound research, NZTA has realised that the WSA is limited in the success of the desired 'behaviour change'. *Safer Journeys*, New Zealand's Road Safety Strategy 2010–2020, envisions a safe road system increasingly free of death and serious injury and introduces the Safe System approach to New Zealand. This approach represents a fundamental shift in the way we think about road safety.<sup>13</sup>

*Safer Journeys* goes beyond looking at the single incident. It takes a holistic approach, looking at the whole and not the isolated parts, and is based on the principle that even responsible drivers can make mistakes but it shouldn't cost them their lives.<sup>14</sup>

Alongside NZTA, YES needs to be committed to the direction set out in *Safer Journeys* and working in partnership across the road safety sector.

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<sup>13</sup> <http://www.nzta.govt.nz/about/who-and-what/what-we-do/safer-journeys/system-designers.html>

<sup>14</sup> [http://svaptrix/aptrix/corporate/corporate\\_publishing.nsf/AttachmentsByTitle/road-policing-strategic-plan-2011-2015/\\$FILE/road-policing-strategic-plan-2011-2015.pdf](http://svaptrix/aptrix/corporate/corporate_publishing.nsf/AttachmentsByTitle/road-policing-strategic-plan-2011-2015/$FILE/road-policing-strategic-plan-2011-2015.pdf)



Source: [NZTA Safer Journeys - The Safe System](#)

The diverse range of external stakeholders acknowledges that the role of PEOs is not under review; however, they believe that the need for a change in philosophy with the development and implementation of our programmes has a direct impact on their delivery. All of those interviewed challenged the role of PEOs as health educators within the school sector, especially their lack of training on how students learn, which is not necessarily in alignment with how to deliver a kit programme.

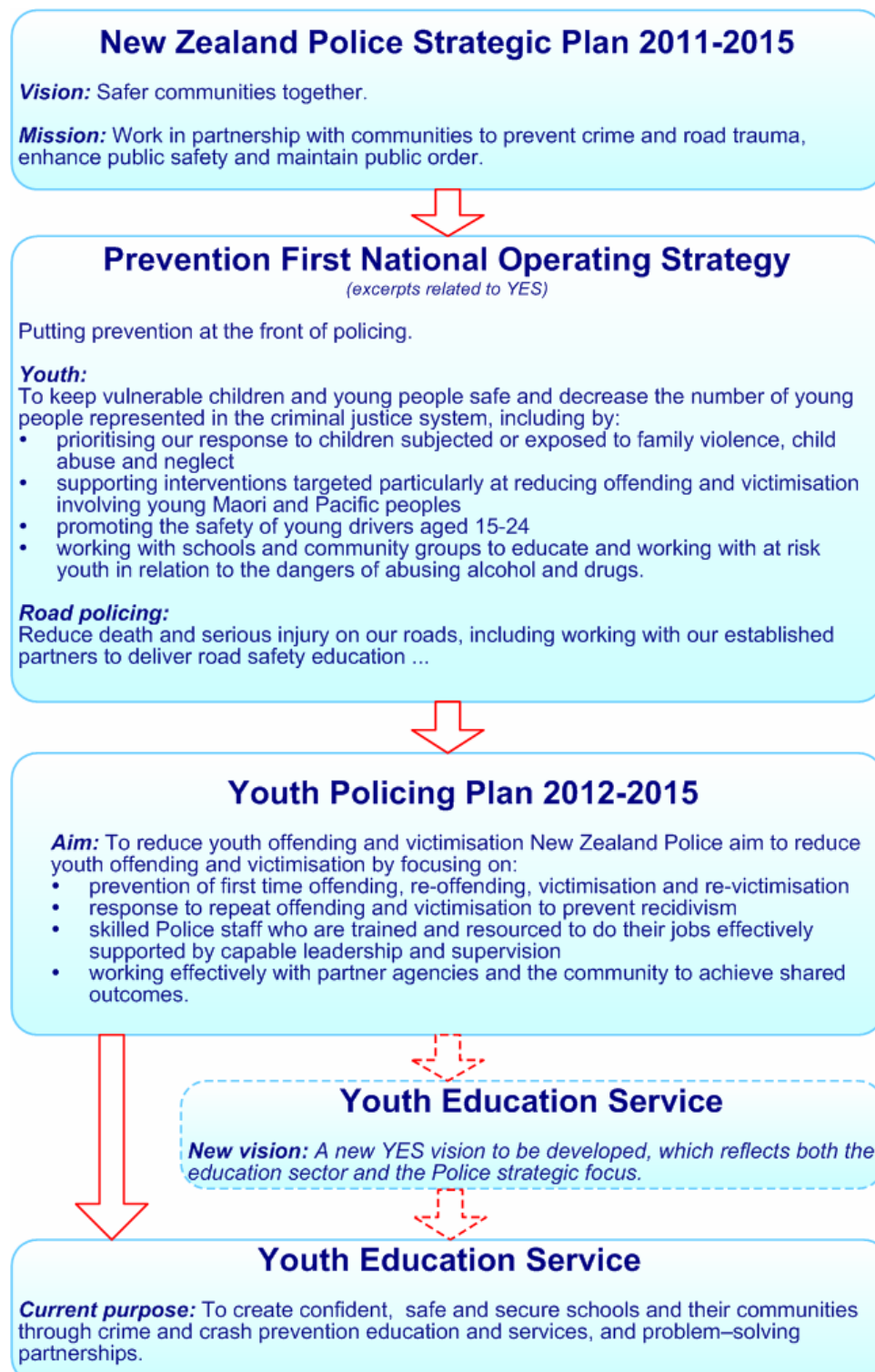
It was strongly stated by several stakeholders that “classroom teachers are the best providers of Health Education and that PEOs should become effective facilitators of the whole school approach. In this role they will work alongside schools and identify the needs within their communities.” An example of this facilitation is the School Involvement Officer<sup>15</sup> in the UK.

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<sup>15</sup> <http://icf.skillsforjustice.com/index.asp?SID=D37BDBA5-FEC9-41C5-91B7-53EBD>

## Findings – Internal Stakeholders

Twelve internal stakeholders were interviewed on a one-on-one basis. The varying level of understanding about the role of YES within the Policing community and the lack of knowledge of the types of programmes YES delivers in schools is a clear indication that there is a need for a Framework of Action within YES. Within this Framework YES should state clear visions, values, goals and outcomes that show how YES sits within the whole of Police Strategy.



A number of the internal stakeholders stated that the YES team within PNHQ appears to lack operational knowledge about:

- policing
- knowledge of the programmes
- history and background of YES.

The majority of stakeholders believe that having Police in schools as a preventative tool is invaluable. They believe the only way to achieve a sustainable reduction in crime, road trauma and anti-social behaviour is to focus on prevention. A few of those interviewed believe that the PEOs alienate themselves by identifying their key role as educators first and Police second. They stated that PEOs need to play a part in the critical elements of the Police Strategic Plan. They need to respond to, investigate and resolve crime and crashes.<sup>16</sup>

The current focus of PEOs through their position description, which has not been formally reviewed and changed since the early 1990s is to deliver kits in partnerships with schools.

Those interviewed believe that the current PEO position description, which focusses directly on kit delivery to schools that request the programmes instead of targeting at-risk schools and communities, is detrimental to successfully reducing crime and crash. There were also several comments made about the number of programmes and that it should be reduced dramatically, so that what we do, we do well.

Those interviewed identified the need for a more robust risk assessment of the development and delivery of YES programmes. Suggestions such as using National Policing Teams, Intel, Police Workgroups and other government strategic goals were mentioned.

The use of Intel data was discussed at length by all of those interviewed. There were definitely strong advocates who believed that delivery should be tailored to Intel, while others indicated that all New Zealanders should be given an opportunity to learn the strategies to keep themselves safe.

The other theme that was highlighted throughout the interviews was the shift towards programmes that further develop community reassurance. Those interviewed believed that the role of the Police was a good way to introduce our purpose within society, but there was room for additional resources such as the rights and responsibilities of youth, how to raise concerns and the workings of Communication Centres.

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<sup>16</sup> [http://svaptrix/aptrix/corporate/corporate\\_publishing.nsf/AttachmentsByTitle/nz-police-strategic-plan-2011-2015/\\$FILE/nz-police-strategic-plan-2011-2015.pdf](http://svaptrix/aptrix/corporate/corporate_publishing.nsf/AttachmentsByTitle/nz-police-strategic-plan-2011-2015/$FILE/nz-police-strategic-plan-2011-2015.pdf)

Sensible use of alcohol, relationship abuse, girls fighting and cyber safety were identified as key areas that are not specifically covered within the YES suite of programmes.

## Findings – Correlation Between YES Programme Delivery and Youth Offending and Victimisation

### Crime Prevention

It should be clearly identified that this part of the review has been very difficult to collate. The data below is a reflection on the information available and it is limited in its own right.

The main flaws with the correlation of information are the following.

- Limited data about child/youth victims of crimes.
- The data available in the *District Youth Information Reports* and the data collected from the PEOs do not correlate.
- YES gathers input and output data but not outcome evidence data on 'behaviour change'.
- When PEOs are coding against Crime Prevention they do not correlate with the Youth Offending codes

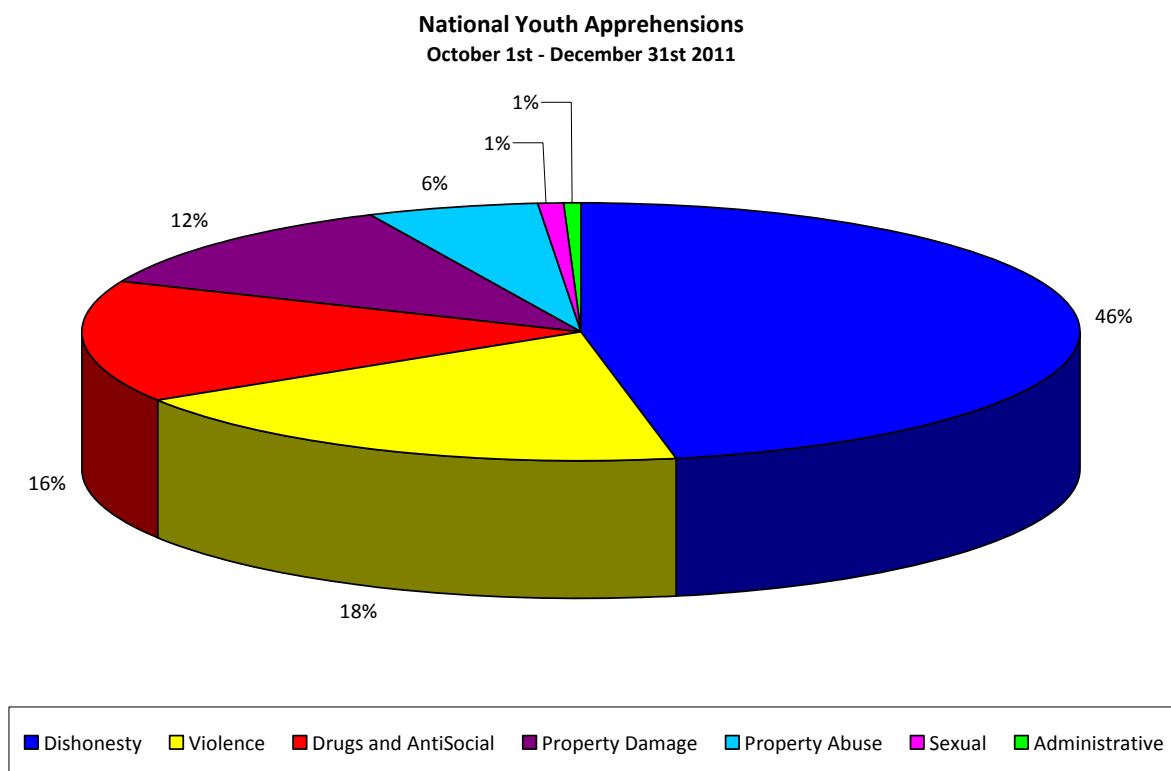


Figure 22: Data gathered from the *District Youth Information Reports* on the National percentage of Youth Apprehensions from 01 October 2011 to 31 December 2011

### National YES Crime Prevention Programme Delivery 2011

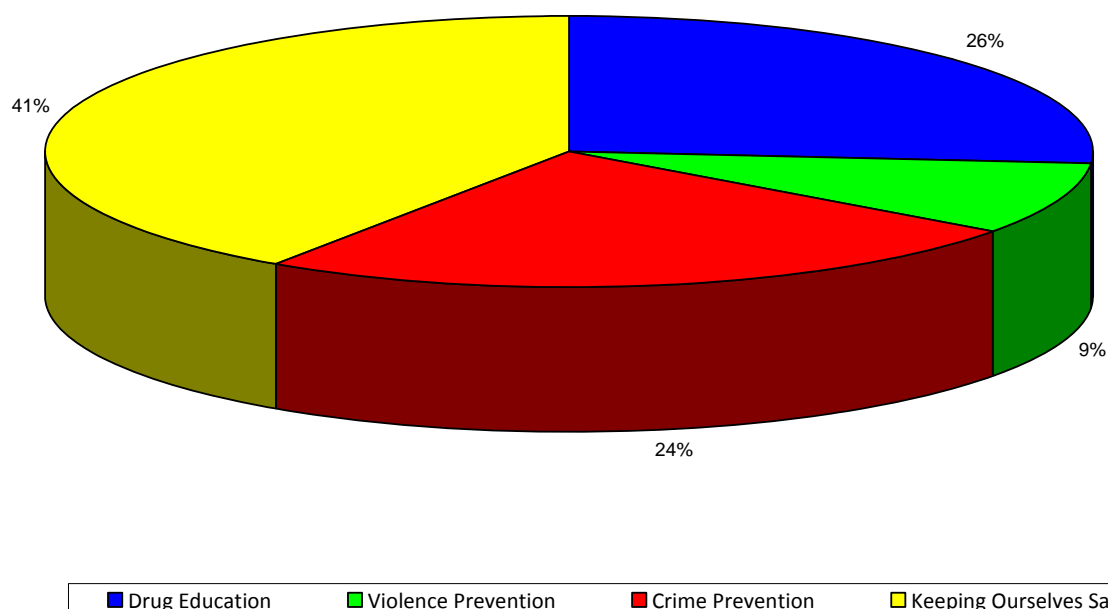


Figure 23: Data gathered from the *Quarterly YES Reports* on the National percentage of Crime Prevention Programmes delivered in 2011.

YES Coding Definitions	
Drug Education	<b>Choice (Years 5- 6 and Years 7-8)</b> <b>Tēnā Kōwhiria (Years 5–8)</b> <b>Reducing the Harm– Secondary</b>
Violence Prevention	<b>Kia Kaha</b> <ul style="list-style-type: none"> <li>Building a Safe, Happy Classroom Yrs 1-3</li> <li>A Bully-Free Zone Years 4–6</li> <li>Safer Communities Together Yrs 7–8</li> <li>Our Place - Years 9– 13</li> </ul>
Crime Prevention	<b>Tag Free Kiwi (Years 7–8)</b> <b>Doing the Right Thing</b> <b>Role of the Police</b> <b>Burglary Free</b>
Keeping Ourselves Safe	<b>Keeping Ourselves Safe</b> <ul style="list-style-type: none"> <li>Knowing What to Do Years 1–3</li> <li>Getting Help Years 4–6</li> <li>Standing Up for Myself Years 7–8</li> <li>Building Resiliency Year 9–13</li> </ul>

### District Youth Apprehensions 1st October - 31st December 2011

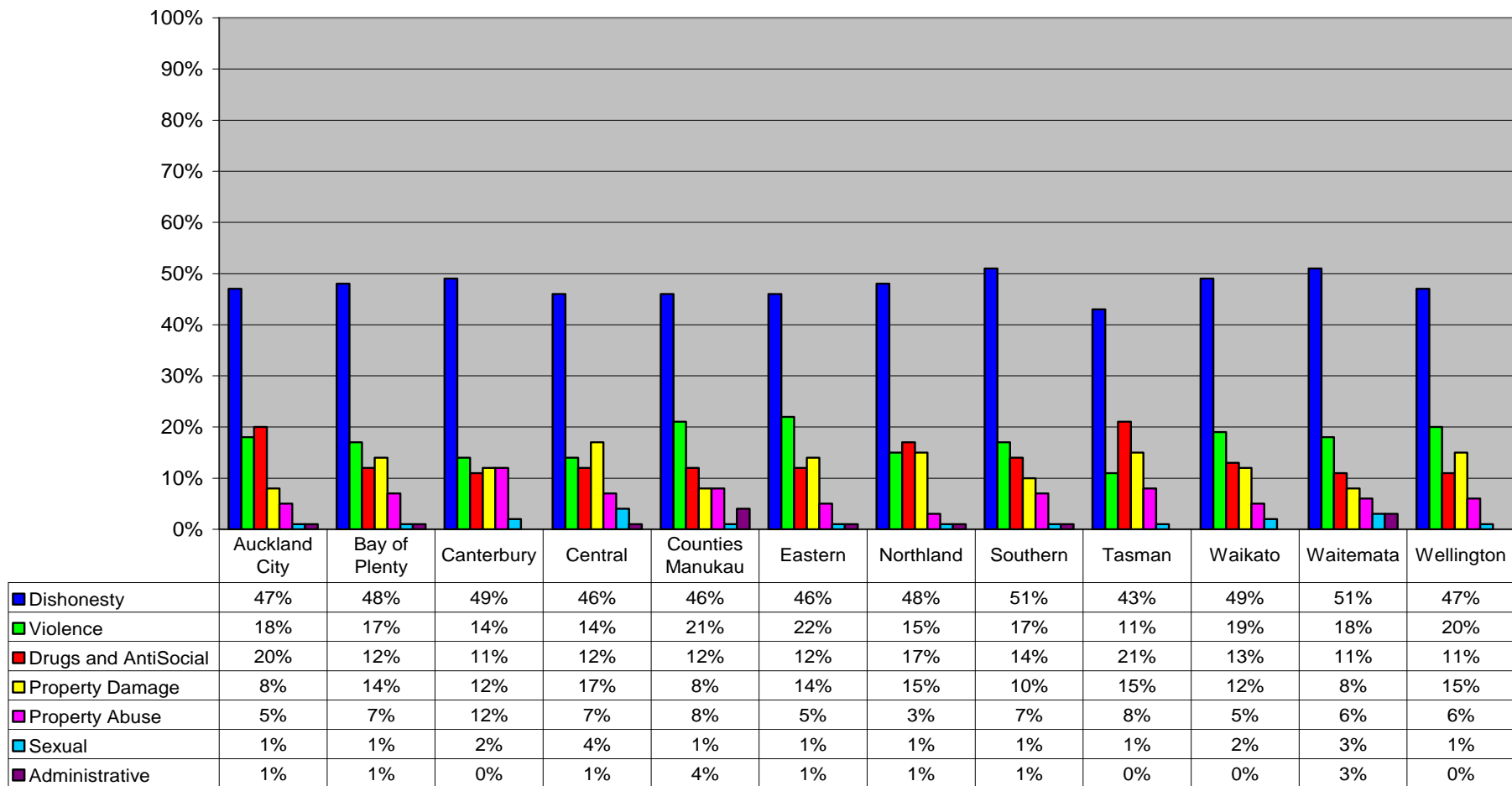


Figure 24: Data gathered from the *District Youth Information Reports* on the District percentage of Youth Apprehensions from 01 October 2011 to 31 December 2011



## District YES Crime Prevention Programme Delivery 2011

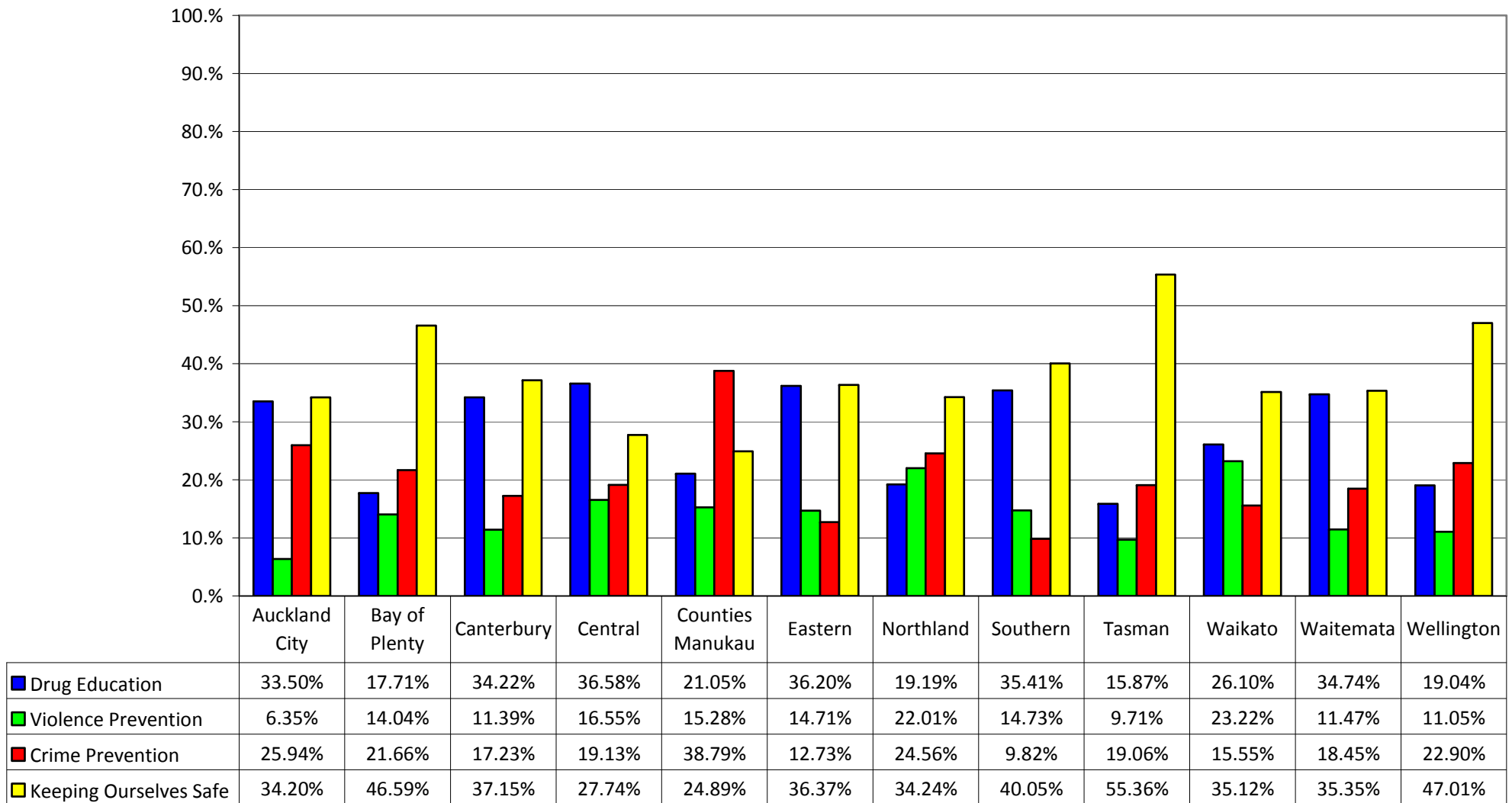


Figure 25: Data gathered from the *Quarterly YES Reports* in regard to the Districts percentage of Crime Prevention Programme delivered 2011

Correlation between Youth Apprehension and YES programmes in regard to Crime Prevention		
Youth apprehension categories:	Examples of Police categories that may relate to Youth:	YES Programmes that correlate with the following categories:
Dishonesty	<ul style="list-style-type: none"> <li>• burglary</li> <li>• possess instruments for burglary</li> <li>• armed with intent to commit a burglary</li> <li>• unlawful take/convert/interfere with a motor vehicle/ or bicycle</li> <li>• theft of a dwelling</li> <li>• receiving/possession of stolen goods</li> </ul>	<p><b>Doing the Right Thing – Primary</b> Helping children and young people distinguish between right and wrong and develop a positive set of values. It consists of a series of lessons around the themes of Honesty, Respect, Rules and Laws, Consequences and Right and Wrong</p> <p><b>Burglary Free</b> A strategy for primary schools and their communities designed to help create Burglary-Free zones around schools and their communities</p>
Violence	<ul style="list-style-type: none"> <li>• common assault</li> <li>• aggravated robbery</li> <li>• non aggravated robbery</li> <li>• assault with intent to rob.</li> <li>• wounds with intent</li> <li>• injures with intent</li> <li>• aggravated wounding</li> <li>• miscellaneous grievous assaults</li> <li>• assault with weapon</li> <li>• intimidation and threats</li> </ul>	<p><b>Keeping Ourselves Safe</b></p> <ul style="list-style-type: none"> <li>• Knowing what to do Years 1–3</li> <li>• Getting Help Years 4–6</li> <li>• Standing Up for Myself Years 7–8</li> <li>• Building Resiliency Year 9– 13</li> </ul> <p>A child protection programme designed to teach children and young people safe practices in their interactions with others. It will raise community awareness of child abuse, including family violence, and encourage those who have been abused to seek help. A whole school approach is advocated</p> <p><b>Kia Kaha</b></p> <ul style="list-style-type: none"> <li>• Building a Safe, Happy Classroom Years 1–3</li> <li>• A Bully-Free Zone Years 4–6</li> <li>• Safer Communities Together Years 7–8</li> <li>• Our Place Years 9– 13</li> </ul> <p>A programme designed to reduce bullying by building safe, positive relationships within the school community. A whole school approach is advocated.</p>

Drugs and Antisocial	<p><b>Drugs</b></p> <ul style="list-style-type: none"> <li>• consume/smoke/use cannabis and/or other forms of drugs</li> <li>• selling/supplying/administration/dealing cannabis and/or other forms of drugs</li> <li>• possession for supply</li> <li>• procure/possess cannabis and/or other forms of drugs</li> </ul> <p><b>Antisocial</b></p> <ul style="list-style-type: none"> <li>• disorder</li> <li>• resist police</li> <li>• threatening language</li> <li>• fighting in a public place</li> </ul>	<p><b>Choice</b> (Years 5–6 and Years 7–8) A programme designed to strengthen young people's ability to make positive life choices with special emphasis on drug use</p> <p><b>Tēnā Kōwhiria</b> (Years 5–8) A Maori language version of make a Choice</p> <p><b>Reducing the Harm – Secondary</b> Enabling the secondary school and the local community to collaborate in a health promoting initiative designed to minimise the harm from illicit drugs.</p>
Property Damage	<ul style="list-style-type: none"> <li>• sets fire to property</li> <li>• attempted arson</li> <li>• wilful damage</li> <li>• intentional damage</li> <li>• graffiti</li> </ul>	<p><b>Tag Free Kiwi (Years 7–8)</b> To reduce graffiti vandalism by encouraging young people to develop pride and respect in themselves and their community.</p>
Property Abuse	<ul style="list-style-type: none"> <li>• wilful trespass</li> <li>• lurk/loiter/peep/peer near dwellings</li> </ul>	
Sexual	<ul style="list-style-type: none"> <li>• obscene behaviour</li> <li>• indecent assault</li> <li>• indecent act</li> </ul>	
Administrative	<ul style="list-style-type: none"> <li>• false ID</li> <li>• escape Police Custody</li> <li>• failure to answer Police bail</li> <li>• escape from an institution</li> </ul>	

It was evident from the youth offending data that dishonesty is the largest contributor to youth crime statistics, which is reflected throughout all districts. Although YES has two programmes that relate well to this category, they are not often requested by schools.

Forty-one percent of the YES programme delivery is focussed solely on KOS. Because of the lack of victimisation data, there is no clear evidence that KOS is making a

difference when it comes to keeping children safer. Informally YES is aware of disclosures that are a result of KOS, but these are not officially collated.

However, it is very evident New Zealand does have a pressing issue with regard to children's safety. In 2010 Child, Youth and Family (CYF) received 124,921 notifications. Of the notified children, nearly 17,000 were found to have been maltreated. Findings for these children included 11,290 of emotional abuse, 4,059 of neglect, 2,769 of physical abuse and 1,171 of sexual abuse. In the same year, just over 3,000 children were brought into CYF care.<sup>17</sup>

### ***Road Safety Education***

A wide range of road safety data is available from the Ministry of Transport as along with information gathered by the Police at a district and national level.

However, the data available is not easily compared to the data gathered by YES. The data below is a reflection of the information available and this is limited in its own right.

The main flaws with the correlation of information are the following:

- the data available about victims of road trauma and the data collected from the PEOs have limited correlation
- YES gathers input and output data but not outcome evidence data on 'behaviour change'
- data in relation to road safety education are limited.

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<sup>17</sup> <http://www.msd.govt.nz/documents/about-msd-and-our-work/work-programmes/policy-development/green-paper-vulnerable-children/vulnerable-children-numbers-and-risk-factors-csre.doc>

**District Traffic Offences ( 16 years and under)**

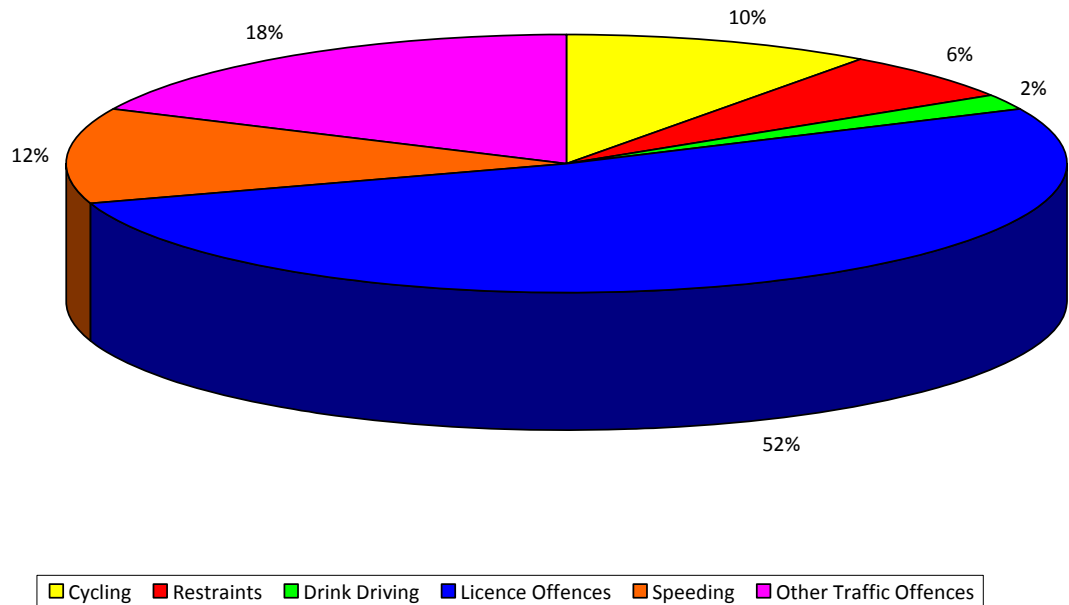


Figure 26: National Traffic Offences (16 years and under) 2011  
Source: Business Objects Universe - TENF\_ Offender Prov Stats

**National Traffic Offences (17-18 years)**

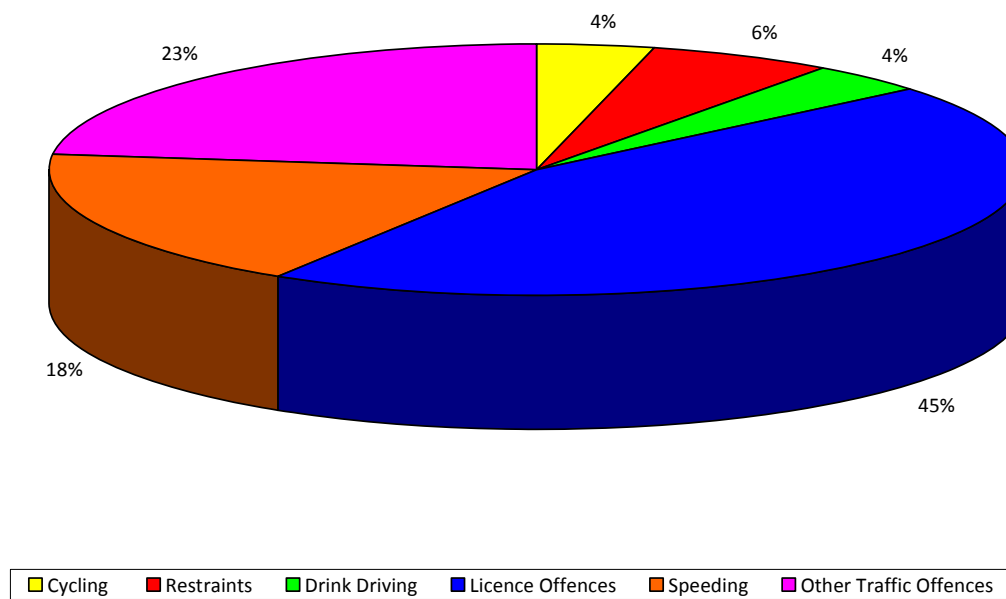


Figure 27: National Traffic Offences (17 - 18 years and under) 2011  
Source: Business Objects Universe - TENF\_ Offender Prov Stats

**National Average of YES Road Safety Programme Delivery 2011**

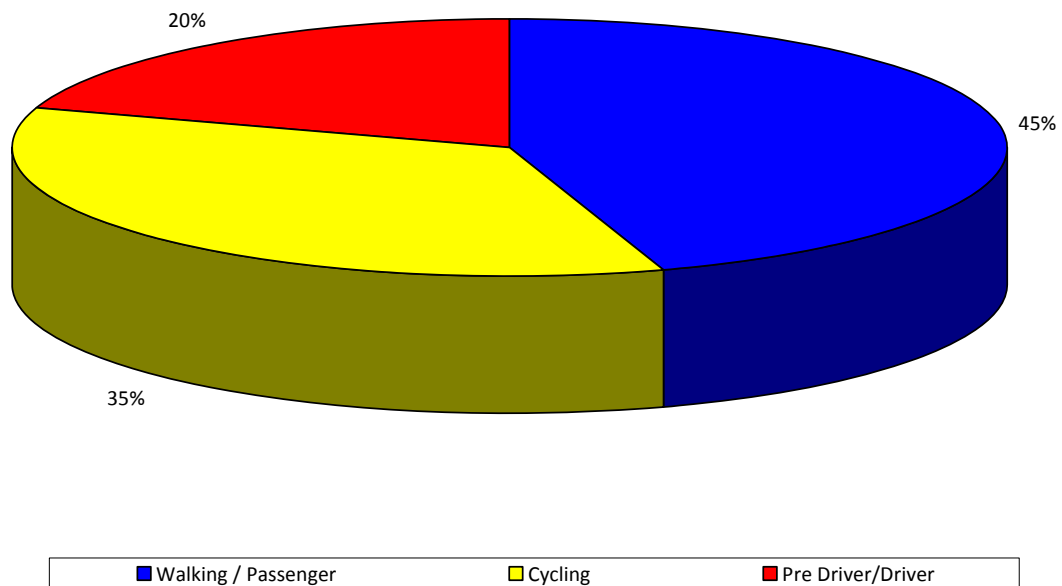


Figure28: Data gathered from the *Quarterly YES Reports* on the National percentage of Road Safety Programme delivered in 2011

### District Road Safety Education Programme Delivery 2011

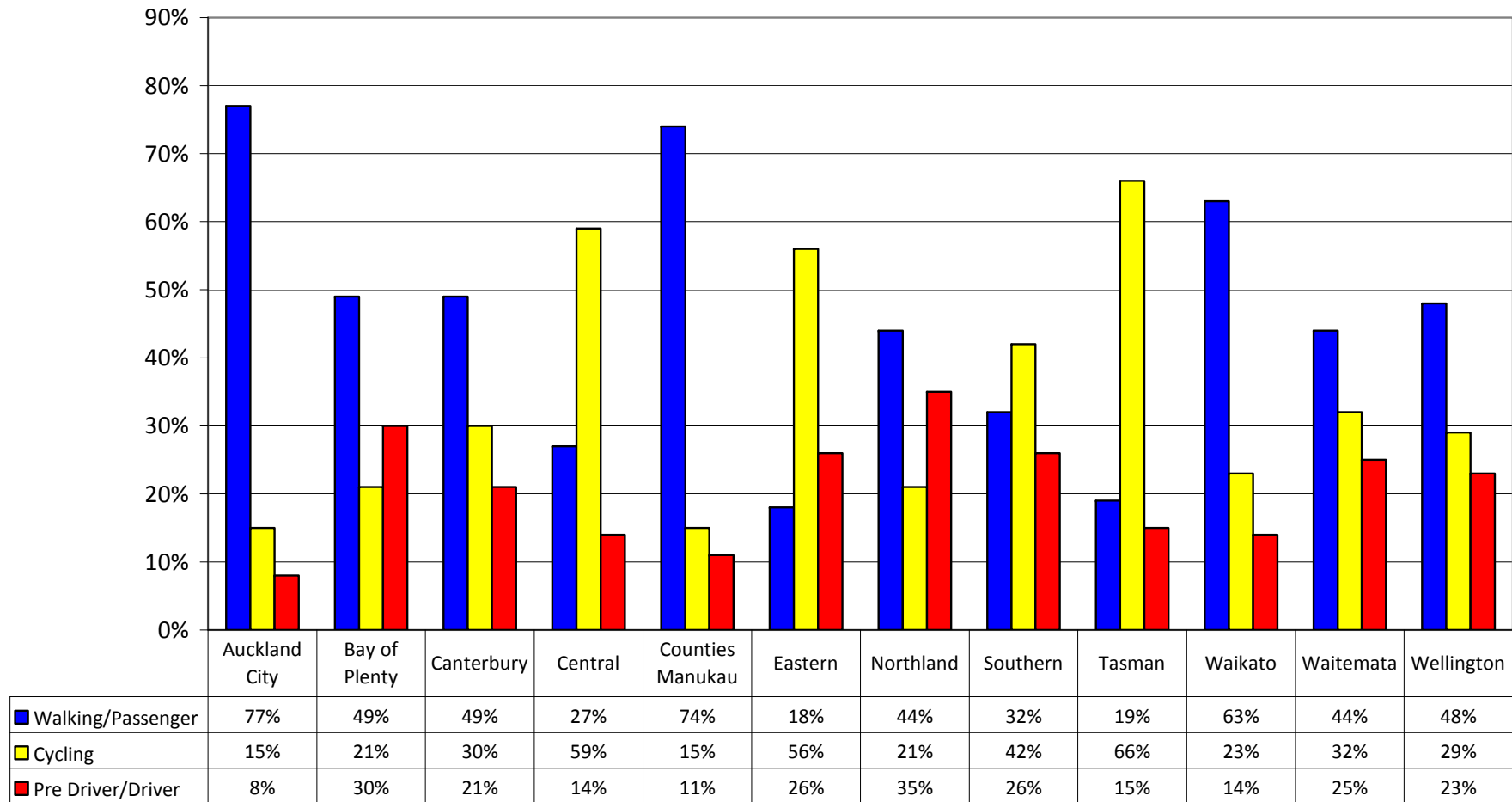


Figure 29: Data gathered from the *Quarterly YES Reports* on the District percentage of Road Safety Programme delivered in 2011

### District Traffic Offences (16 years and under)

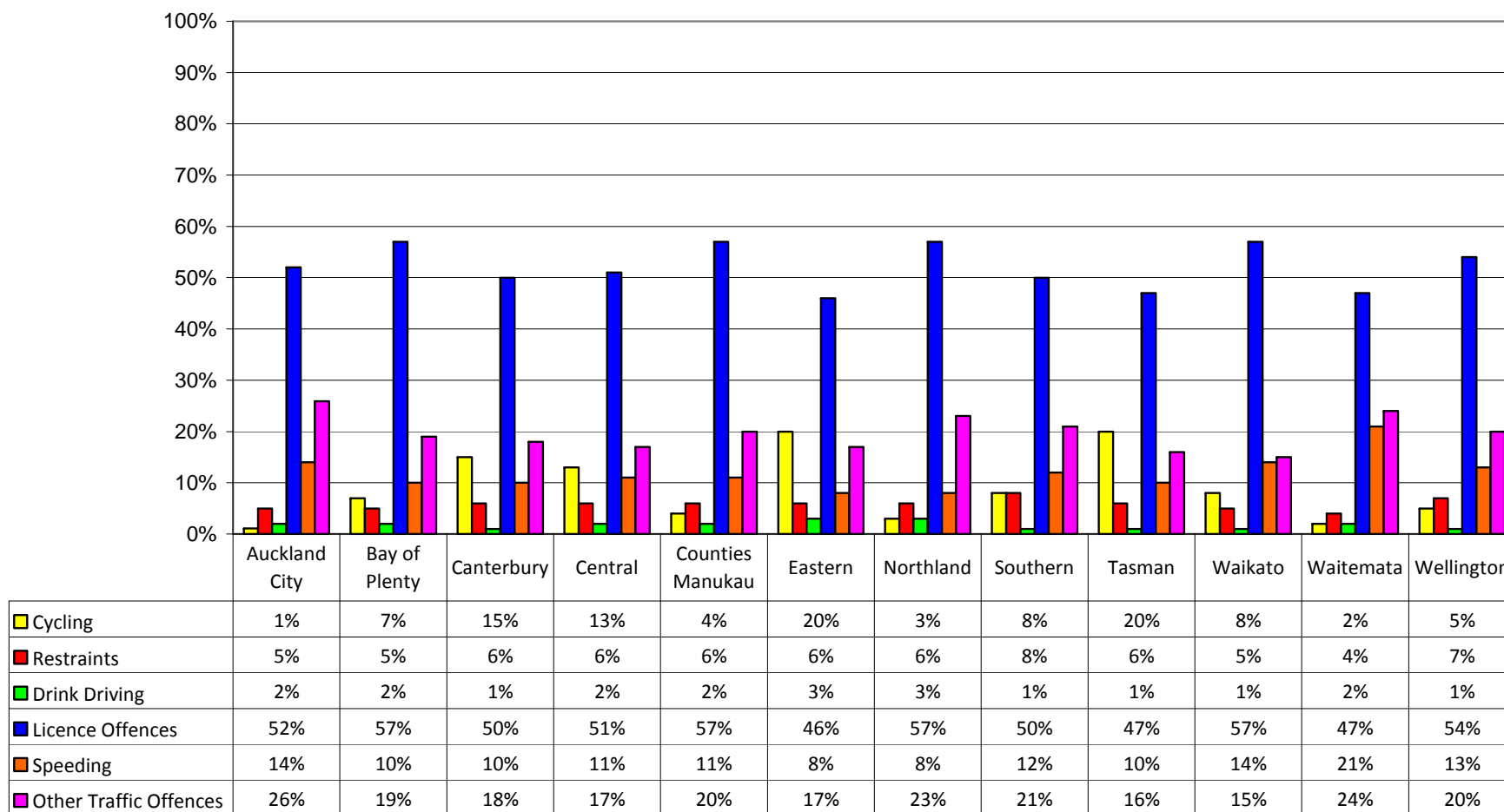


Figure 30: Percentage of District Traffic Offences (16 years and under) in 2011

Source: Business Objects Universe - TENF\_ Offender Prov Stats



### District Traffic Offences (17-18 years)

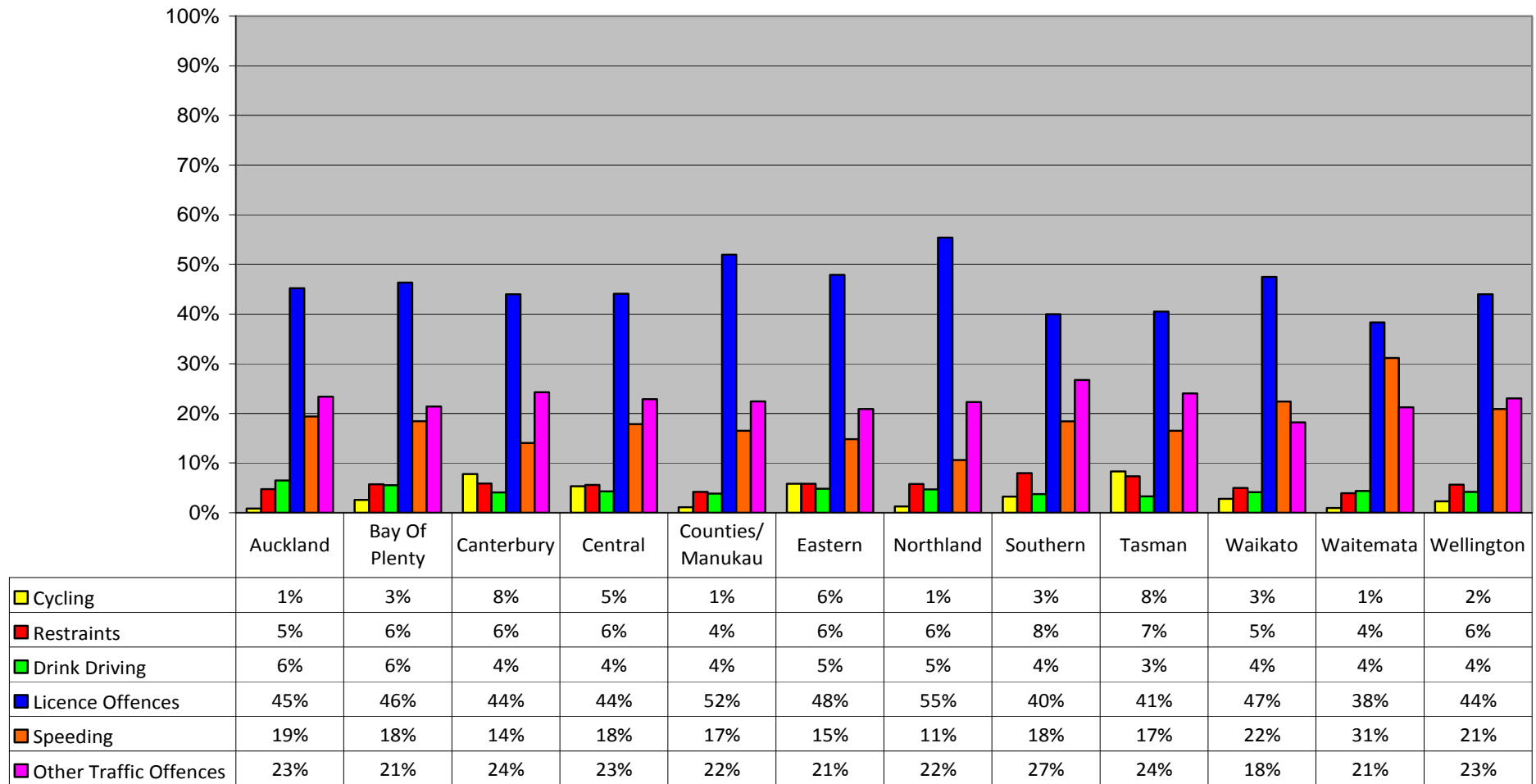


Figure 31: Percentage of District Traffic Offences (17 to 18 years and under) in 2011  
Source: Business Objects Universe - TENF\_Offender Prov Stats

## Age and Sex of Road users killed and injured Year Ended 31 December 2010

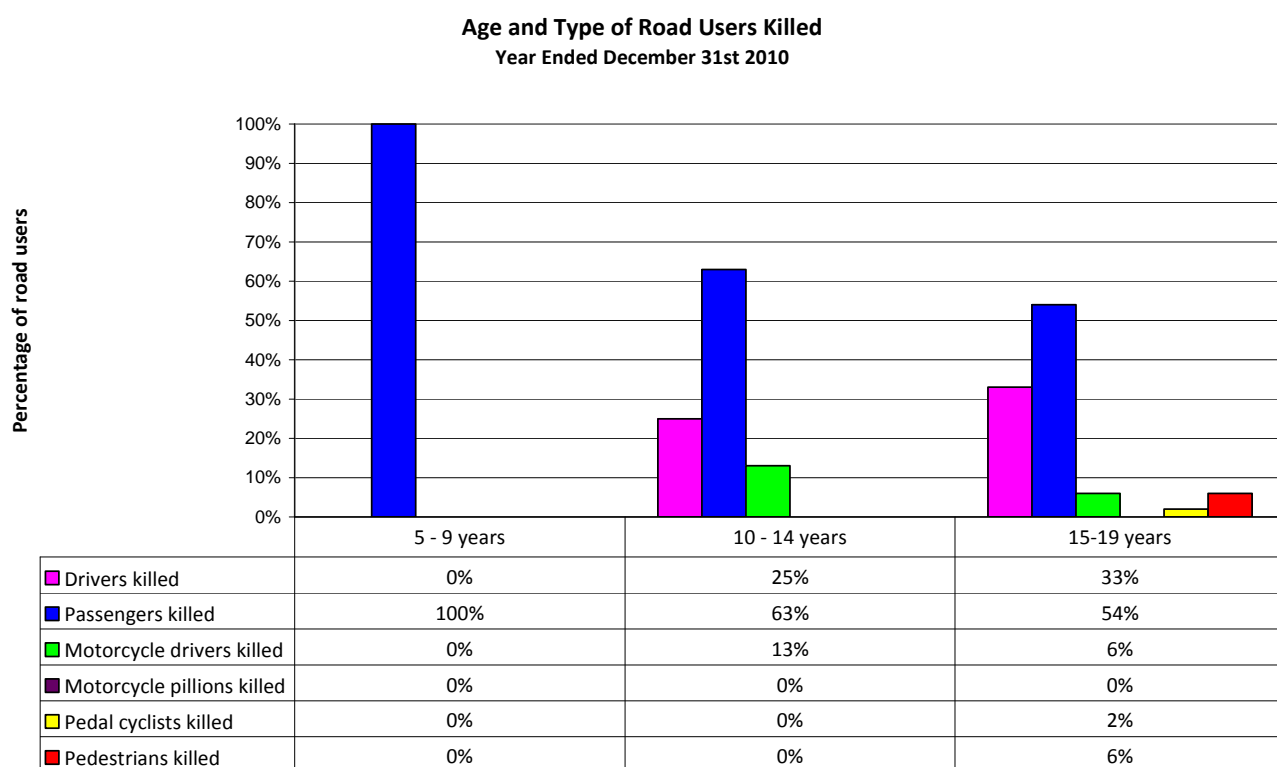


Figure 32: Age and Type of Road Users Injured in regard to Youth (Year Ended 31st December 2010)  
Source: Motor Vehicle Crashes in New Zealand 2010<sup>18</sup>

<sup>18</sup> <http://www.transport.govt.nz/research/Documents/Motor-Vehicle-Crashes-2010-Casualties-and-crashes.pdf>

**Age and Types of Road Users Injured**  
Year Ended 31 December 2010

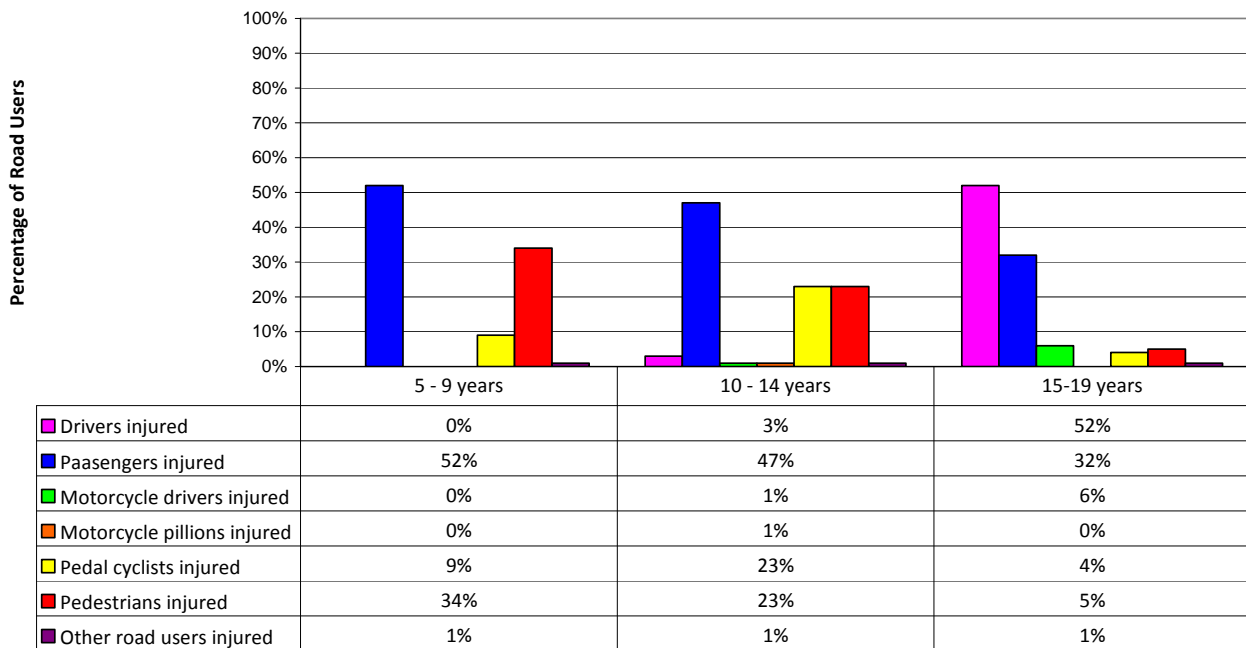


Figure 33: Age and Type of Road Users Killed concerning Youth (Year Ended 31st December 2010)

Source: Motor Vehicle Crashes in New Zealand 2010

Correlation between Youth Apprehension and YES programmes in regard to Road Safety		
Youth Traffic Offences:	Examples of Police categories with may relate to Youth:	YES Programmes which correlate with the following categories:
Cycling	<ul style="list-style-type: none"> <li>failure to wear a cycle helmet</li> <li>no reflectors/lights on a cycle</li> </ul>	<p><b>Riding By (Years 4–6)</b> A programme designed to encourage children to develop skills, knowledge and positive attitudes to keep themselves safe on or near the road.</p> <p><b>Out and About (Years 7–8)</b> A programme empowering young people to participate safely as responsible road users, aware of their own place in the traffic environment, as well as that of others.</p>
Restraints	<ul style="list-style-type: none"> <li>driver or passenger not wearing a seatbelt.</li> <li>child under 5 years not in an approved child restraint.</li> </ul>	<p><b>Stepping Out (Years 0–3)</b> The programme aims to encourage and assist children to behave in a safe way as pedestrians and passengers.</p>
Drink Driving	<ul style="list-style-type: none"> <li>excess breath/alcohol</li> <li>excess breath/alcohol causing injury</li> <li>driving under the influence of drugs</li> <li>refusing blood</li> </ul>	<p><b>Drive to Survive</b> Helping young people make informed, responsible decisions about alternatives to drink driving or travelling with a driver who has been drinking.</p> <p><b>Drive Qual (Years 11–13)</b> A series of modules designed to build the knowledge and positive attitudes that young drivers need to keep themselves and others safe while driving on the road. Meet a number of unit standards.</p>
Licence Offences	<ul style="list-style-type: none"> <li>driving contrary to drivers licence</li> <li>learner driver unaccompanied</li> <li>false details</li> <li>failed to produce a licence</li> <li>restricted unaccompanied between 10pm - 5am</li> <li>restricted licence with unauthorised passenger</li> </ul>	<p><b>Changing Gear (Years 9–10)</b> Empowering students to participate safely as responsible road users, aware of their own place in traffic, as well as that of others.</p>

Speeding	<ul style="list-style-type: none"> <li>• exceeding the posted speed limit</li> </ul>	<b>Drive Qual (Years 11–13)</b> A series of modules designed to build the knowledge and positive attitudes that young drivers need to keep themselves and others safe while driving on the road. Meet a number of unit standards
Other Traffic Offences	<ul style="list-style-type: none"> <li>• careless driving</li> <li>• unsafe lane changes</li> <li>• failed to stop at a stop sign</li> <li>• failed to give way at a give way sign</li> <li>• failed to indicate</li> <li>• reckless driving causing death or injury</li> <li>• made a prohibited U turn</li> <li>• vehicle not up to WOF standard</li> </ul>	<b>Msg in Contxt (Years 9–13)</b> To raise student awareness of the risk factors and conditions that contribute to road crashes, with a particular focus on strategies to avoid texting and driving. The lessons are based around a fatal crash that occurred in NZ in 2007. The lessons should be used with sensitivity.  <b>Drive Qual (Years 11–13)</b> A series of modules designed to build the knowledge and positive attitudes that young drivers need to keep themselves and others safe while driving on the road. Meet a number of unit standards Designed to be used by PEOs and other youth and community staff.

It was evident from the youth apprehension data that licence offences are the largest contributor to youth road safety statistics, which is reflected throughout all districts. Although YES has one programme that relates well to this category, in its current state it is not often requested by schools.

*Motor Vehicle Crashes in New Zealand 2010* highlighted that passengers are still the highest casualty within youth injury or fatality. This reinforces the *Safer Journeys*, New Zealand's Road Safety Strategy 2010–2020<sup>19</sup> and the *Road Policing Strategy 2011 - 2015*.<sup>20</sup>

When we look at the aims of YES, as identified in June 2008, they are defined as:

#### Aim of YES

1. YES aims to enhance community safety by the delivery and promotion of police education programmes and services to youth in partnership with schools.
2. YES is a proactive way of preventing youth crime, victimisation and road trauma, enhancing the safety of schools and their communities, and maintaining law and order.

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<sup>19</sup> <http://www.transport.govt.nz/saferjourneys/>

<sup>20</sup> [http://svaptrix/aptrix/corporate/corporate\\_publishing.nsf/AttachmentsByTitle/road-policing-strategic-plan-2011-2015/\\$FILE/road-policing-strategic-plan-2011-2015.pdf](http://svaptrix/aptrix/corporate/corporate_publishing.nsf/AttachmentsByTitle/road-policing-strategic-plan-2011-2015/$FILE/road-policing-strategic-plan-2011-2015.pdf)

Clearly, the focus of YES in schools is not to specifically target youth offending. The key role of YES should be to enhance the safety of the community through delivering programmes that maintain safer communities through the prevention of victimisation, such as through road safety education and abuse and violence prevention. (Both programmes start being taught from Year 1 – well before students could potentially be described as 'youth offenders'.)

Although there is a flow-on in terms of these programmes enhancing knowledge in young people about what is 'right and wrong', and therefore providing them with the means to question their behaviour and not become 'youth offenders', we need to accept that a small majority of our population are offenders. However, a large majority (arguably all) are victims or potential victims of crime and road trauma.

Thus considerable thought needs to take place in regard to how YES within the Police strategy will use Intel and/or data to inform what services we provide, to whom and what these interventions will look like.

## Summary of Findings

### Literature

It is evident from the literature review that prevention education providers need to step back and analyse what 'behaviour change' outcome they are hoping for.

The greatest risk education programmes face is that they will be treated as a magic bullet that satisfies a number of goals. This is because introducing a measure that allows authorities to be seen as addressing a topic that is important and of public concern; a measure which, moreover, is plausible both to those who design the intervention and those who receive it and is politically non-controversial, requiring no regulation; and effective.

The demand for educational interventions may be understood in the above context, as they do perform almost as a magic bullet. Generally, they do allow authorities to be seen to be addressing a topic of public concern, they are indeed plausible to those who create and those who receive them and they are generally politically non-controversial.

The one inconvenient problem concerns effectiveness. In examining a broad array of public health interventions, it might be hoped that a definitive conclusion could be reached that educational interventions are unambiguously successful. The results do not support that conclusion.

A consistent complaint is the proliferation of interventions that are based neither on theory nor on a formal body of work, and with no supporting evidence. The burden of proof has shifted. In the past, it would appear it has been assumed that educational interventions were effective. Now, educational interventions must demonstrate their effectiveness. In creating interventions, more attention needs to be paid to the existing formal body of knowledge and relevant theories, rather than relying on intuition and personal opinion.

Providers who wish to support schools with developing young people who are able to make informed decisions regarding their own wellbeing and that of others, need to focus on interventions instead of programmes. The embedding a WSA and alignment with inquiry-based learning will alleviate the concerns associated with meeting the needs of the wider ethnic and socio groups, the length of the programmes, the one-size-fits-all philosophy, and the learning needs of individuals within districts, schools and classes. It will give providers a clear understanding of the purpose of the intervention and, in turn, highlight outcomes that can be measured to show effectiveness.

### Police Education Officers

Comments reflect that to identify themes for development, school and community needs are very important. PEOs also feel that they need to be involved in the process. The needs of Police and the strategic goals need to be balanced within the identification and development of new interventions. Interventions also need to be developed with a cross section of PEOs, teachers and health professionals from varying social/geographical areas.

Because of the disparity between the programmes developed by PNHQ and the identified demand from schools, 59% of PEOs are creating their own programmes. This gives rise to the issue of PEOs delivering to schools lessons and programmes that have not gone through the robust YES programme

identification, development and evaluation process. This puts PEOs and Police in a position of potential risk of criticism and/or negative student outcomes.

The comments made by PEOs reflect that YES needs to develop programmes that are of sufficient length and are based on schools' community needs, so that schools are willing to incorporate YES programmes into an already congested curriculum.

The results show clearly that there is a need to reduce the number of programmes so that we are able to keep up to date with relevant laws, data, images and technology within our programmes and the available budget. One PEO summed up the issue by stating, "with the reduced budget a reduction in the number of programmes would allow a concentration of effort, time and money for the remainder of the programmes".

The programmes below have been rated most highly of all the programmes and are well received by schools and meet the needs of the community, as judged by the PEOs. Statements such as 'excellent', 'well received', 'popular' and 'sought after' featured a lot in the comments.

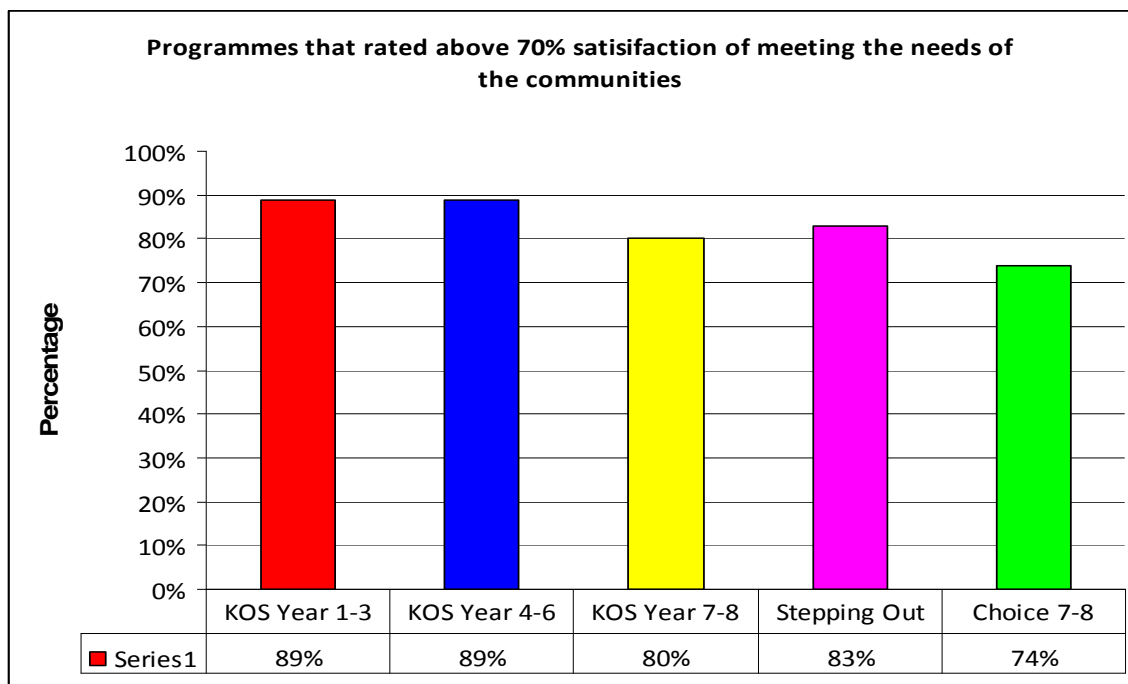
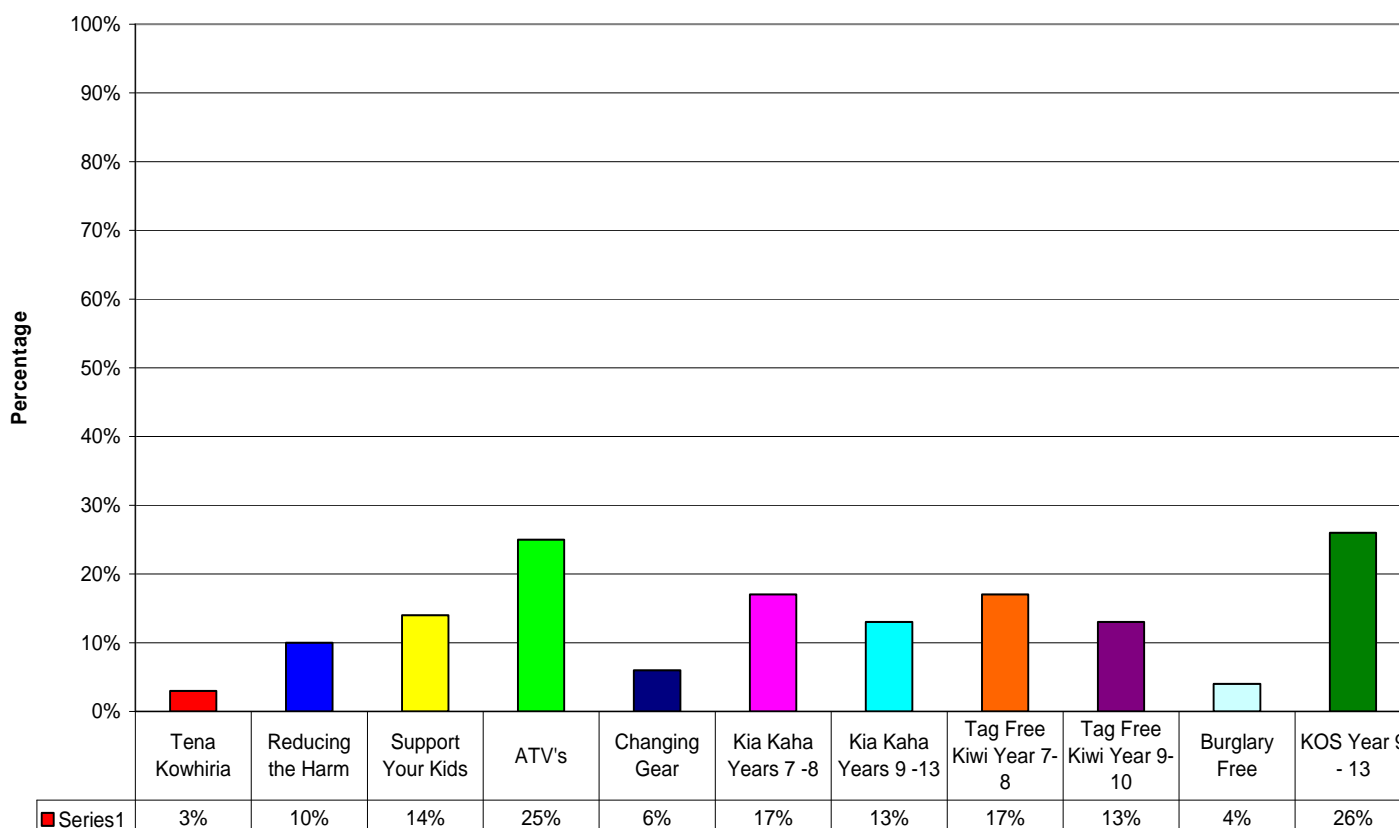


Figure 34 Current YES programmes that were rated above 70% satisfaction of meeting the needs of the communities

The programmes below have been rated lowest of all the programmes and are not requested by schools because they do not meet the needs of the community. Statements such as 'disaster', 'embarrassing', 'too long', 'fizzer', 'waste of money' and 'outdated' are some of the featured comments.



**Programmes that rated below 30% in meeting the needs of the communities**



**Figure 35 Current YES programmes that were rated 30% below satisfaction of meeting the needs of the communities**

PEOs believe that there definitely should be a more interactive, innovative ICT component of the resources. However, they believe it is important to continue to provide the resources in a combination media package. With the varying levels of computer access for PEOs as well as for schools, it would be detrimental to have an online resource only.

In conclusion, although PEOs are achieving a lot of successes within their role, especially in relation to community reassurance and having a positive impact on the lives of youth, some limitations do not allow YES to align fully with the Prevention First Strategy. This in turn potentially hinders the success of YES.

PEOs believe that there is a real difficulty with schools fitting police programmes into their already overloaded curriculums, particularly secondary schools. The school/PEO partnership is hindered because teachers feel overloaded. Another barrier to the school/PEO partnership reported by the PEOs is that many teachers see police programmes as an opportunity to catch up on other work while the PEO is teaching.

The review also highlighted challenges between the demand from schools for certain programmes and the delivery of School Road Safety Education (SRSE) sessions, which are driven by a pro rata allocation by district of NZTA funding.

It is paramount that this requirement is considered when YES evaluates its programme usage and delivering to needs.

PEOs have identified that in some cases schools are opting out of our programmes and using other prevention providers who are more engaging for the students and require less time commitment.

Finally, the disparity between the current PEO training and kit delivering of programmes, and interventions based on community needs identified by Police is an underlying issue that contributes to the lack of recognition of the role and value of PEOs by Police.

## **Internal Stakeholders**

It is very evident that there is a need to develop a clearer understanding of the role of YES within the Police strategy. In doing this we can enhance the relevance of YES internally. There is a need for the development of professional learning for the YES team within PNHQ. This will enable the team to gain the operational knowledge about:

- policing
- knowledge of the programmes
- history and background of YES.

As well as developing operational knowledge there is a need to develop a framework for action that states clear and concise visions, values, goals and outcomes for YES. It then needs to be articulated throughout the Police in a professional and innovative way to achieve understanding by Police groups that are key stakeholders in our core business.

This framework for action and professional development of YES are paramount to enhancing the credibility of YES and the intervention resources and services PEOs are delivering in schools.

PEOs are sworn officers and we need to consider ways in which we can clarify their role through a robust job description, and look at how the delivery of kit programmes is in conflict with this.

## **Correlation between YES Programme Delivery and Youth Offending and Victimisation**

The evidence highlights the discrepancies between youth offending and apprehension data and the YES programme delivery at a national level. In some instances at a district level there is some correlation between programme delivery and statistics but these are at a minimum.

To know that a small group of police officers in New Zealand are specifically tasked with going into schools to empower young people and the community to be able to take steps to keep themselves safe should be viewed as a real asset in the Prevention First Strategy.

Considerable thought needs to be given to identifying intervention themes that Police believe we should support schools with. Collecting and providing high quality analysis of youth offending and victimisation data to assist with identifying local districts' needs, is vital to the effectiveness of the YES intervention resources.

## External Stakeholders

The Police and Education Partnership has forged a valuable pathway for YES to align its core business for reducing crime and road trauma, and enhancing community reassurance of best education pedagogy.

YES needs to have a clear understanding of its own philosophy and create a clear positioning statement and purpose to support the values, key competencies and achievement aims within different learning areas within the New Zealand Curriculum.

The New Zealand Health Education Association (NZHEA) has an 'education focus', which is on supporting the development of young people who are able to make informed decisions regarding their own wellbeing and that of others. It is evident that it would be beneficial for YES to use the skills and knowledge of this group within working parties when developing education interventions.

YES has in the past had a strong interagency relationship with NZTA. To continue to strengthen this partnership YES will need to show outcome evidence of how it can deliver the Police-specific activities set out in the Safer Journeys' Action Plan.

Because schools are self-managing, YES needs to be able to confidently articulate how our interventions are embedded in the New Zealand Curriculum, show evidence of a robust WSA, an awareness of the government's Safe System approach, an understanding of the guidelines of best practice prevention, and acknowledgement of an up-to-date philosophy of education in the 21st century, specifically inquiry-based learning.

In 2010 Trevor Bond wrote a report about 'A Cross Competency Approach' in which he stated that "if we have a complex set of interwoven competencies then it seems logical that we should be able to identify some skills and attitudes that are foundational to being able to be successful across the competencies. This approach suggests that we identify a set of cross competency attitudes and cross competency skills then focus our work with students on that core set of skills and attitudes. This has special significance for students who will then be developing a core set of skills and attitudes in every learning experience and every learning context."

In the cross competency approach, the bulk of teacher/student discussion and interactions will be focussed on the development of the chosen skills and attitudes within a wide range of learning experiences.

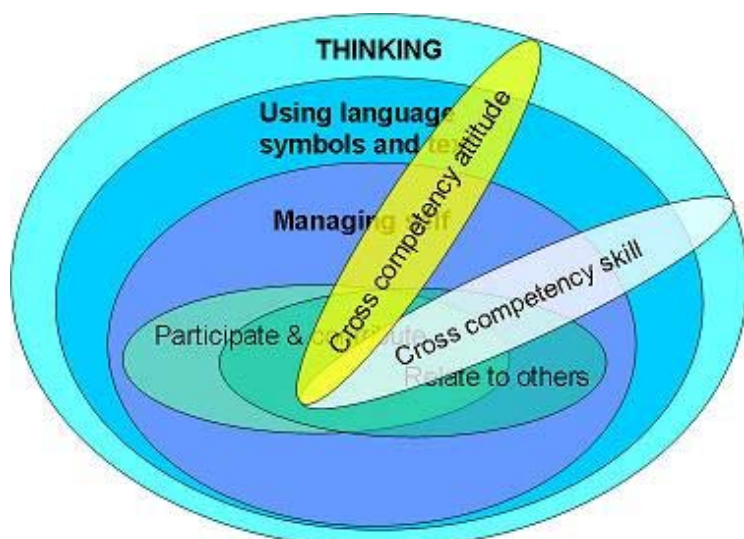


Figure 36 Source: [Single Competency Focus: A Flawed Approach to Delivering the Competence](#)

YES would benefit from adopting this concept and showing evidence of developing this within our overall YES curriculum.

Lastly, the role of PEOs, which is influenced by the programmes we provide, should be rethought. It is recommended that training for PEOs should build their capability to become effective facilitators of a whole school approach. Therefore, they would move from delivering a programme to supporting change within the school. They would also move from supplanting the role of the teacher to being part of the interface between the school and the community. As such, PEOs will be able to focus on their facilitation skills and apply their technical skills and law-related knowledge more effectively, and be not solely focussed on delivering lessons to students (Appendix H).

## Schools

Fifty-nine percent of those surveyed were very satisfied with the YES programmes. They chose to have the programmes mainly because:

- they helped the schools to meet the Health Education Curriculum requirements
- the presence of a police officer in the schools is reassuring to the community
- the prescribed kits make the delivery of these programmes user friendly for schools and teachers
- the YES programmes help schools to cover the key competencies.

The programmes that primary schools were using were KOS and *Kia Kaha* in all year levels, and *DARE to Make a Choice* in Years 5 to 6.

The secondary schools that completed the survey highlighted that they didn't necessarily cover the programmes provided, but did use the PEOs in a one-off capacity to support key messages they were giving to the students about social responsibility and road safety.

There was a common thread throughout the comments that the YES programmes suit a wide range of socio-economic and cultural backgrounds. Drugs and peer pressure are problems for students from all backgrounds and cultures. One principal who was surveyed stated "our multicultural students were involved and responsive to the programmes. We are approximately 60 percent Pasifika, 30 percent Maori and 1 percent other."

In relation to the YES programmes being effective at enhancing student engagement, 41 percent of those surveyed strongly agreed. Comments reflected the students enjoying having a PEO in the classroom, and because the themes covered current issues they were more likely to be involved.

Many of those surveyed made comment on the need to have the programmes and resources easily available on the internet so that they can be manipulated and used on interactive whiteboards. There were also comments about adding more interactive media clips etc to make the programmes more interesting.

Concluding comments referring to the strengths of the programmes were in relation to the authenticity of the facts presented, school and community reassurance being enhanced, and the themes being relevant to community issues.

Recommendations for improvements to the YES programmes referred to the lack of programmes available in Te Reo Māori, time constraints and the lack of flexibility between the programmes and, finally, that some PEOs lack education pedagogy and intimate knowledge of the students and so may not be the best people to teach lessons in classrooms.

## Conclusions and Recommendations

This review concludes that the New Zealand Police Youth Education Services (YES) has an important role in creating the perception of Police as an integral part of New Zealand society. The YES service has provided a wide range of printed resources and services since 1980. It has helped the Police provide a presence for children and young people, along with a reassurance that policing involves both a preventative (educative) as well as an enforcement approach to building a safer community.

However, the findings show clear gaps in the ability of YES to be effective as an educative process for improving the lives of children and young people and assisting in their learning while also meeting the Police's aim of reducing crash and crime.

The conclusions and recommendations are wide ranging and provide reference to both the findings of the programme review and international best practice models for safety education.

The advantage to Police in considering implementing these recommendations is that the journey is as important as the destination. The journey will support alignment, relevance and building capability so that YES can be a significant contributor to the Polices strategic goals and the Prevention First Strategy.

The journey will allow an opportunity for ongoing internal and external informed debate. Making changes, even small ones, provides an opportunity to energise personnel involved in YES and the wider Police staff, as they begin to reconfirm the value in alternative models of working and methods for achieving powerful outcomes for children and young people.

### 1. Rationale and planning for the delivery

Although YES has a purpose there is no clear positioning statement and purpose for what YES is trying to achieve through its programmes. The rationale for the YES programmes are primarily based on the goals of the New Zealand Police (Police) around visibility and reassurance to the public. The outcome(s) of the YES programmes are not clearly defined. The clearest outcome is related to awareness of a police presence based on an assumption that the community feels safer and reassured if the Police are working in schools.

## Recommendations

**1.1** It is recommended that YES clearly aligns its services to function as a 'behaviour change' agent in schools rather than solely as a presence, reassurance and knowledge imparting function. Behaviour change is effectively described through international models of health promotion. In particular, the World Health Organization's Ottawa Charter for Health Promotion (1986)<sup>21</sup> or the Bangkok Charter for Health Promotion in a Globalized World (2005)<sup>22</sup>.

**1.2** It is recommended that YES produces, in consultation with other government agencies, a plan that includes a framework for action, which is aligned to international models of health promotion. An

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<sup>21</sup> [http://www.who.int/hpr/NPH/docs/ottawa\\_charter\\_hp.pdf](http://www.who.int/hpr/NPH/docs/ottawa_charter_hp.pdf)

<sup>22</sup> [http://www.who.int/healthpromotion/conferences/6gchp/hpr\\_050829\\_%20BCHP.pdf](http://www.who.int/healthpromotion/conferences/6gchp/hpr_050829_%20BCHP.pdf)

example of a vision for this plan is 'children and young people living and learning in safe communities.' Appendix B provides a sample of a plan aligned to the Ottawa Charter.

## **2. Current programme usage**

Currently the New Zealand Police Youth Education Services (YES) provides twenty-one primary and nine secondary school programmes free to schools. These programmes are focussed on varying key competencies and learning areas. A detailed list of the programmes can be seen in Appendix A.

YES has a history of continuing to add to the range of programmes we have developed and having no clear process to analyse whether there is still a need for the programme, whether it meets best prevention education guidelines, aligns with the Police's strategic goals and correlates with youth offending and victimisation data.

Because of local needs, the programmes that are requested and used in school communities differ dramatically from district to district and from school community to school community. The main focus of schools is 'raising achievements' and with the overcrowded curriculum and the focus on national standards it is a common trend for schools to operate a closed-door approach to prevention programmes that do not help them achieve this focus.

### **Current road safety programmes and services usage**

There has been an influx in providers of road safety education prevention in the 21st century. With the crowded curriculum, schools are tending to opt for programmes that take less time, are more engaging to the students and/or marketed well. Programmes are developed and provided by a diverse range of private providers, local councils and government agencies. There is considerable overlap and competition between agencies.

The only YES road safety programme that is seen to have any major value is *Stepping Out Years 0 –3*. *Msg in Context* and *Drive Qual* were valued by some police education officers (PEO) and schools.

The conflicts between the demand from schools for certain programmes and the required delivery of School Road Safety Education (SRSE) sessions, which are driven by a pro rata allocation by district of NZTA funding need to be considered when YES evaluates its programme usage and delivering to needs.

### **School Traffic Safety Teams**

On average 30% of the road safety education component in schools is the School Patrol and Bus Training and Monitoring, which covers the technical skills of improving the safety of students crossing the roads near schools, and helping students travel safely on school buses.

### **Cycling:**

PEOs do deliver cycle safety education but the Police programmes '*Riding By*' and '*Out and About*' (which include elements of cycling) are currently awaiting revision. Due to this, PEOs are modifying older NZTA resources such as Road Sense and Safe Cycling.

### **Secondary schools**

Many of those who took part in the review identified a need for a secondary school intervention resource that focusses on pre driver/driver strategies with lessons based on peer pressure in relation to speeding, drug abuse, alcohol and up-to-date traffic laws.

### **Current crime prevention programmes usage**

*Keeping Ourselves Safe* (KOS) at the primary levels is highly valued. Police is the only prevention education provider that delivers this message.

KOS and *Kia Kaha* are often requested on a two-year cycle from schools. However, many of those who took part in the review referred to compacting KOS and *Kia Kaha* into one programme.

*DARE to make a Choice Year 5–6* and *Year 7–8* have been identified as sought-after programmes that are designed to strengthen young people's ability to make positive life choices with special emphasis on drug use.

Many of those who took part in the review identified a need for crime prevention resources that focus on cyber safety, informed and sensible use of alcohol, and student rights and responsibilities for intermediate and secondary schools. Components of our current programmes have these themes embedded within them. This highlights the lack of knowledge of the key messages YES programmes deliver.

### **Recommendations**

**2.1** It is recommended that YES dramatically reduces the number of programmes by taking into account those that meet best prevention education guidelines, align with the Police's strategic goals, and correlate with youth offending and victimisation data. YES should also consider the challenges between the demand from schools for certain programmes and the required delivery of SRSE sessions, which are driven by a pro rata allocation by district of NZTA funding

The use of the *S-Curve Model* (behaviour gap analysis model - Appendix G)<sup>23</sup> will enable YES to show a transparent process in reducing programmes that are no longer needed.

With a reduced number of programmes the selection, updating and implementation of remaining programmes will be enhanced. This reduction should be seen as an interim step before YES takes into account further recommendations in relation to promoting interventions instead of programmes, the embedding of the whole school approach and the alignment to inquiry based learning.

**2.2** It is recommended that YES uses the *S-Curve Model* (behaviour gap analysis model - Appendix G) to determine what Secondary School intervention we need in regard to the following themes:

- a pre driver/driver road safety prevention resource that would include informed and sensible use of alcohol and up-to-date traffic laws, for example license restrictions
- a Social Responsibility prevention (Keeping Others Safe) resource that would include cyber safety and the rights and responsibilities of youth.

**2.3** It is recommended that any newly developed YES interventions are in line with the New Zealand Curriculum, be inquiry based and be embedded within a whole school approach, such as School Drug Education and Road Aware (SDERA).

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<sup>23</sup> <http://site.educ.indiana.edu/SCurveModel/tabid/12977/Default.aspx>



### 3. Identifying, developing and monitoring new interventions

The review illustrates that the YES programmes to date show that no transparent process for the identification, development and modification of programmes. It was identified that in some cases the development of a new resource is not an efficient method of intervention.

At times PEOs see developing their own programmes as part of their role. This may be proactive and responsive to either personal or community desires, as well as being the result of the lack of a robust model for identifying, developing and monitoring of programmes within the YES national management team.

The review highlighted the discrepancies between youth offending and apprehension data and the YES programme delivery at a national level and in most instances at a district level.

Internal stakeholders and PEOs believe that there is room for a better consultative process in which all relevant stakeholders are invited to be involved in the identification and development process of future resources. It was also identified that in some cases the development of a new resource is not an efficient method of intervention.

#### Recommendations

**3.1** It is recommended that YES uses the 'S-Curve Model'<sup>24</sup> (behaviour gap analysis model - Appendix G) to develop a methodology for YES to identify what interventions are needed, how they should be developed, who should be involved and what process should be used for the identification, design, development, implementation, modification and evaluation of the interventions Police choose to provide.

The Royal New Zealand Police College uses the Training Development Lifecycle (Appendix F) as the process in which it develops its training. Utilising the Analysis, Design, Development, Implementation, and Evaluation (ADDIE) model, S-Curve Consulting in the UK developed an *S-Curve Model*. It is an adaptation and synthesis of the International Society for Performance Improvement (ISPI) Model<sup>25</sup>, Wile Model<sup>26</sup>, Hale Hierarchy Model<sup>27</sup>, and the ADDIE process.

The main sections of the *S-Curve Model* are as follows:

- The **Organizational Analysis** is performed using the first steps of the ISPI model, which examines vision, mission, goals, and values.

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<sup>24</sup> <http://site.educ.indiana.edu/SCurveModel/tabid/12977/Default.aspx>

<sup>25</sup> Van Tiem, D. M., Moseley, J. L., and Dessinger, J. C. (2000). *Fundamentals of performance technology: A guide to improving people, process, and performance*. Washington, DC: International Society of Performance Improvement.

<sup>26</sup> [http://www.temple.edu/martec/accessibility/cd/data/assistivetech/brochure\\_eddy\\_burn.pdf](http://www.temple.edu/martec/accessibility/cd/data/assistivetech/brochure_eddy_burn.pdf)

<sup>27</sup> Hale, J. A. (1997). The Hierarchy of Interventions. In R. Kaufman, S. Thiagarajan, and P. MacGillis (Eds.), *The guidebook for performance improvement: working with individuals and organizations* (pp. 205-217). San Francisco, CA: Pfeiffer.

- The **Performance Gap Analysis** is performed using the strategy outlined in the ISPI model to identify desired and current performance. These performance gaps are examined using the seven organisational areas identified in Wile's Model in order to find the possible root cause of the performance gaps.
- The **Cause Analysis** is conducted using several levels of inquiry found in Hale's Hierarchy Model (i.e. Vision, Mission & Value, Policies, Job Design, Processes and People).
- The **Intervention Selection** is based on the cause analysis. We will seek to prioritise intervention areas using a systemic approach.
- The **Intervention process** is an adaptation of the ADDIE process, with analysis addressed in the previous stages of the model. It also includes a change management strategy for each intervention process.
- **Evaluation and Feedback** is an iterative process between the analysis and intervention processes.

**3.2** It is recommended that YES considers the data it gathers through the school profiles, as well as the data that are coded throughout the districts on Youth offending, apprehension and victimisation data. This data should be able to be easily correlated and used as an integral part of the *S-Curve Model* (behaviour gap analysis model - Appendix G) to determine what interventions are needed and how they should be developed.

#### **4. Approach when New Zealand Police work with schools**

Police is the lead government agency responsible for reducing crime and road trauma, and enhancing community safety.<sup>28</sup> It is paramount that in all planning processes Police should operate with integrity and under the knowledge that schools in New Zealand are self-managing. As such, schools are encouraged to be critical when they select who, when and how external personnel are welcomed into their schools.

At the same time, Police also need to be critical when they identify the schools that may require Police support, to ensure that they align with the Police strategic purpose of reducing crash and crime.

#### **Recommendations**

**4.1** It is recommended that YES should develop a clear positioning statement and purpose as to how it can assist schools through facilitating safety education where children and young people live and learn in safe communities.

**4.2** It is recommended that YES follows through with the proposed review to evaluate the effectiveness of the school profiles and determine how the PEOs can fit within the Police strategic purpose of reducing crash and crime within their districts tactical assessment.

**4.3** It is recommended that YES shows within the Framework of Action a clear linkage to the Police Strategic Plan, Prevention First Strategy and the Youth Services Plan.

**4.4** It is recommended that YES updates information for schools to align with the shift in YES safety education curriculum and delivery.

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<sup>28</sup> <http://www.emigratenz.org/major-wellington-employers.html>

## 5. Monitoring and evaluation of the delivery of YES

During this review it has become clear that the effectiveness of YES is defined by inputs and outputs (for example, number of PEOs, number of schools visited and number of hours taught) rather than outcomes (reduction in cases of bullying in a school, reduction in alcohol sales and/or consumption related to student initiated actions).

While there have been external evaluations of YES programmes in isolation, the assumptions in the terms of reference are that outputs are acceptable measures of outcomes. The expectation of the New Zealand Government is that government services achieve outcomes rather than outputs.<sup>29</sup>

### Recommendations

**5.1** It is recommended that logic modelling<sup>30</sup> be applied to YES. A logic model displays components of an intervention in a linear sequence: inputs, activities, outputs and outcomes. In this manner, the hierarchy of outcomes for YES programmes can be defined and the means of collecting, analysing and reporting information is predefined.

Such a model would be advantageous in:

- showing more clearly the effectiveness and value that YES provides in achieving the positioning statement and purpose that is stated in the YES plan
- clarifying the reasons for the data that the Police gather about the services provided in, for and with schools
- assisting schools and Police to determine and demonstrate the effectiveness of the programmes.

## 6. Whole school approach

The literature review reinforces the concept that for school communities to focus on behaviour change there it needs to be embedded in a whole school approach. The current delivery of YES programmes do reference the whole school approach. However, the whole school approach model is not applied with the intent, integrity or methodology identified in literature.

### Recommendation

**6.1** It is recommended that YES develops its interventions within the WSA model and aligns with other government agencies where possible, to agree on the operational processes that implement the whole school approach with the intent, integrity or methodology identified in literature.

Appendix C describes how the components of a whole school approach can be applied to generic safety education.

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<sup>29</sup> <http://www.ssc.govt.nz/sites/all/files/mfso-resource.pdf>, <http://www.learningstate.govt.nz/Glossary/>

<sup>30</sup> [http://en.wikipedia.org/wiki/Logic\\_model](http://en.wikipedia.org/wiki/Logic_model)

Appendix D demonstrates an example of how a model of school community planning can operate within a whole school approach.

## **7. School community needs**

The vast majority of schools surveyed were satisfied with YES programmes and that regular visits provide a means of forming good relationships between the school community and the Police.

Alongside this satisfaction was a perception that the YES programmes are limited in their ability to meet the desires of the schools to provide effective learning experiences. The limitations can be summarised as the YES programmes:

- being too long to operate within a crowded curriculum
- struggling with relevance in a school curriculum that is increasingly dominated by literacy and numeracy requirements for national standards
- being packaged in a way that limits flexibility so that teachers can easily adapt the resource to meet their students' specific needs
- being provided in a way that limits accessibility, as one teacher may have the programme and then it is not available for other staff
- being predominantly activity-based rather than inquiry-based
- being limited to specific safety themes rather than encouraging schools to develop learning experiences to address the most pressing safety issues at that time.

## **Recommendations**

**7.1** It is recommended that YES moves to an effective model of delivery where PEOs are facilitators of a whole school approach. As such, they will move from delivering a programme to supporting behaviour change within the school through targeted interventions (Appendix H).

**7.2** It is recommended that YES, in consultation with experts, produces a curriculum related to safety education. An example of such a programme is in the area of leadership education. (See Growing Leaders by Sport NZ<sup>31</sup>.) The production of resources may be planned to occur over time and emphasise different themes.

The curriculum should:

- incorporate different themes that promote inquiry and promote action and reflection from students
- show progression in student learning from managing self to participating and contributing to a safer community
- provide schools, teachers, communities, key stakeholders and the Police with a structure to select, develop and implement topics/themes that are relevant for their specific school, community and students.

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<sup>31</sup> <http://www.sportnz.org.nz/en-nz/young-people/Growing-Leaders/Growing-Leaders-Resources/>

**7.3** It is recommended that YES creates an education online portal where the new YES curriculum and intervention resources are available for schools to easily access.

As new activities/resources are developed by schools, they can be added to an online site along with examples of student work, so that safety education becomes a community of practice. This model of shared practice is well developed in the NZ Transport Agency (NZTA) Education portal<sup>32</sup> and is a clear part of the school community planning process (See Appendix C for a model of a school community planning process).

**7.4** It is recommended that YES programmes should no longer be called programmes. It is recommended that future communications reference them as interventions. This gives the clear message that safety education in the school curriculum has a goal of changing student and/or community behaviour. The safety education lessons are less about passing on information to children and providing schools with one-off programmes, and more that through these lessons and embedding the whole school approach we are doing something that will produce results for the safety of children and their community.

## **8. Role of Police Education Officers**

The review of the YES programmes is inherently related to the role of the PEO, because the programmes are often delivered by the PEO without a clear partnership between the school leaders, classroom teachers and the PEO (despite the programmes stressing the importance of this). The focus of PEOs through their current position description, which has not been formally reviewed and changed since the early 1990s, is to deliver programmes in partnerships with schools.

The underlying assumption is that children will gain knowledge from these classroom-based resources and for the knowledge gained by the children to result in behaviour change. The literature in health education clearly shows imparting knowledge is rarely effective in creating behaviour change in the short or long term.

At times PEOs see developing their own programmes as part of their role. This may be proactive and responsive to personal or community desires, as well as the result of the lack of a robust model for identifying, developing and monitoring programmes within YES. However, this practice is problematic and puts staff and the organisation at risk, as PEOs are not trained educators.

Registered teachers and educational stakeholders suggested that PEOs are unlikely to have the pedagogical background of teachers, intimate knowledge of the students, or knowledge of health promotion processes to create meaningful programmes that result in behaviour change.

## **Recommendation**

**8.1** It is recommended that the PEO position description be rewritten to reflect the role of PEOs influencing change within schools through targeted interventions.

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<sup>32</sup> <http://education.nzta.govt.nz/home>

**8.2** It is recommended that the training for PEOs should be to build their capability to become effective facilitators of a whole school approach instead of being solely focussed as programme deliverers. Therefore, they would move from delivering a programme to influencing change within the school through targeted interventions and where appropriate a range of Police services. They would also move from supplementing the role of the teacher to being part of the interface between the school, the community and other agencies/organisations. As such, with the sole focus of their roles moving away from delivering lessons to students, Police can focus on facilitation skills and apply their technical skills and law-related knowledge more effectively. (See Appendix E for a regional facilitation model.)

**8.3** It is recommended that PEOs be trained in the safety education framework and develop skills to enable them to demonstrate to schools ways in which they may combine and match resources.

**8.4** It is recommended that the PEO title be changed to better reflect this role. For example, School Involvement Officer like in the UK.

## **9. Eurocentric content**

Some Māori medium schools expressed the view that the resources would need to be in Te Reo before they would be relevant to their students.

### **Recommendation**

**9.1** It is recommended that Police seek advice and guidance from Te Akatea (Maori Principals Association) and Te Runanga Nui (Kura Kaupapa Association) in regard to producing intervention resources specifically for Māori Medium schools as well as, Rumaki and Bilingual classes within mainstream settings. Safety education is generic and can meet the needs of all communities and the Police can be effective facilitators within the whole school approach in all schools.

## **10. Alignment with government agencies (such as NZ Transport Agency)**

The areas of health education and safety education are confusing and conflicting, with a wide variety of government organisations that perceive schools as the market for their messages/resources. While the organisations are invariably well intentioned, there is a low level of alignment as most agencies and organisations have their own goals, based on meeting their organisational outputs. This review has also found a low level of alignment between Police and other key agencies.

### **Recommendations**

**10.1** It is recommended that YES works firstly to develop a framework for action to show a positioning statement and purpose that reflects a clear linkage to the *New Zealand Police Strategic Plan 2011-2015*, *Prevention First National Operating Strategy 2011-2015* and the *Youth Policing - Where Prevention Starts Youth Policing Plan 2011-2015* as well as identifying how YES can help schools by facilitating safety education so that children and young people live and learn in safe communities.

**10.2** It is recommended that when working with other government agencies YES uses the *S-Curve Model (behaviour gap analysis model)* to identify what interventions are needed, how they should be developed, who should be involved, and what process should be used for the design, development, implementation, modification and evaluation of the interventions we choose to provide.

**10.3** It is recommended that to strengthen the relationship the Police have with the NZ Transport Agency (NZTA) in relation to developing and delivering School Road Safety Education (SRSE) programmes and services, YES should realign the road safety education programmes and PEO training from focussing on programme delivery to a focus on effective interventions within a whole school approach (Appendix H). This should be seen as an interim step as YES moves towards playing an active part in the government Safe System approach.

## **11. Alignment with non-governmental organisations**

It is difficult to make an evidence-based recommendation about the alignment between non-governmental organisations (NGO) who deliver education programmes to schools and the Police. The two NGOs that were interviewed in relation to the review had similar frustrations when it came to understanding the framework in which YES operates. They both referred to the absence of effective prevention programme guidelines that YES follows. They also referred to the lack of transparency about the process YES uses for the identification, design, development, implementation, modification and evaluation of the interventions we choose to provide and, as a result, with whom Police may or may not partner.

### **Recommendations**

**11.1** It is recommended that YES develops a framework for action that shows a clear vision to NGOs about how YES is going to help schools by facilitating safety education to enable children and young people to live and learn in safe communities.

**11.2** It is recommended that YES uses the adapted *S-Curve Model (behaviour gap analysis model - Appendix G)* to identify what interventions are needed, how they should be developed, who should be involved and what process is used for the design, development, implementation, modification and evaluation of the interventions we choose to provide. This will enable YES to show evidence of a comprehensible and transparent process for the partnerships that can be formed with relevant NGOs, and whether or not it is appropriate to form a partnership.

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## Appendix A

Crime Prevention			
Name of the Programme:	Description:	Released and Revised	Evaluation
Choice Years 5–6  Years 7– 8	A programme designed to strengthen young people's ability to make positive life choices with special emphasis on drug use	DARE to make a Choice Yr 5/6 - First released in 1991 and last revised in 2011  DARE to make a choice Yr 7/8 - First released in 1991 and last revised in 2008	
Tēnā Kōwhiria Years 5–8	A Māori language version of DARE to make a Choice		ERO June 2003
DARE to Support Your Kids Parents	A parent programme to support DARE to make a Choice - offered by the DARE Foundation		
Social Responsibility			
Name of the Programme:	Description:	Released and Revised Date: dd/mm/yyyy	Evaluation Date: dd/mm/yyyy
Role of the Police	A selection of photos depicting Police work.	First released in 1992 and last revised in 2011	
Doing the Right Thing	Helping children and young people distinguish between right and wrong and develop a positive set of values. It consists of a series of lessons around the themes of Honesty, Respect, Rules and Laws, Consequences and Right and Wrong.	First released in 2005 and last revised in 2005	
Tag Free Kiwi Years 7-8	To reduce graffiti vandalism by encouraging young people to develop pride and respect in themselves and their community.	First released in 2010 and last revised in 2010	

Burglary-Free - a partnership approach	A strategy for primary schools and their communities designed to help create Burglary- Free zones around schools and their communities.	First released in 2001	
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## Violence Prevention

Name of the Programme:	Description:	Released and Revised	Evaluation
<u>Keeping Ourselves Safe</u> Knowing what to do Years 1-3  Getting Help Years 4-6  Standing Up for Myself Years 7-8	A child protection programme designed to teach children and young people safe practices in their interactions with others. It will raise community awareness of child abuse, including family violence, and encourage those who have been abused to seek help. A whole school approach is advocated.	Junior KOS - First released in 1987 and last revised in 2009  Middle KOS - First released in 1987 and last revised in 2011  Secondary Primary KOS - First released in 1987 and last revised in 2009	ERO Feb 2004
<u>Kia Kaha</u> Building a Safe, Happy Classroom Years 1-3  A Bully-Free Zone Years 4-6  Safer Communities Together Years 7-8	A programme designed to reduce bullying by building safe, positive relationships within the school community. A whole school approach is advocated.	Junior Kia Kaha - First released in 1997 and last revised in 2009  Middle Kia Kaha - First released in 1998 and last revised in 2009  Senior Primary Kia Kaha - First released in 1999 and last revised in 2010	
Safely Home Years 4-8	An audio visual resource designed to help students get home safely and be safe at home	First released in 2010 and last revised in 2010	

## School Road Safety Education

Name of the Programme:	Description:	Released and Revised	Evaluation
Stepping Out Years 0-3	The programme aims to encourage and assist children to behave in a safe way as pedestrians and passengers.	Last revised in 2006.	

Riding By – Years 4-6	A programme designed to encourage children to develop skills, knowledge and positive attitudes to keep themselves safe on or near the road.	Last revised in 2011	ERO March 2006
Out and About Years 7–8	A programme empowering young people to participate safely as responsible road users, aware of their own place in the traffic environment, as well as that of others.	Last revised in 2005	
About ATVs	A programme designed to stop injuries and deaths of children and young people on ATVs by making children and their families aware of the manufacturers warning that ATVs should not be ridden by anyone under 16 and the reasons for this.	First released in 2002 and last revised in 2010	
	The Police and NZ schools work together to run the STST. These teams aim to improve the safety of school students who are crossing the road near schools or travelling to school by bus. The Police train team members and monitor both them and their equipment	No guidelines or specific programme.	
<b>Secondary YES Programmes</b>			
<b>Drug Education</b>			
<b>Name of the Programme:</b>	<b>Description:</b>	<b>Released and Revised</b>	<b>Evaluation</b>
DARE Reducing the Harm	Enabling the secondary school and the local community to collaborate in a health promoting initiative designed to minimise the harm from illicit drugs.	Last revised in 2006.	
<b>Crime Prevention</b>			
Keeping Ourselves Safe Building Resiliency	A whole school approach to raise awareness of child abuse and assist young people avoid and report abuse.	Secondary KOS - First released in 2004 and last revised in 2007	

Kia Kaha Our Place	A whole school approach to reduce bullying by building safe, positive relationships within the school community.	Secondary Kia Kaha - First released in 2002 and last revised in 2008	
<b>School Road Safety Education</b>			
Changing Gear Years 9–10	Empowering students to participate safely as responsible road users, aware of their own place in traffic, as well as that of others.	First released in 1990 and the English and Science section was revised in 2005.	
Drive Qual Years 11–13	A series of modules designed to build the knowledge and positive attitudes that young drivers need to keep themselves and others safe while driving on the road. Meets a number of unit standards	First released in 2008.	
Msg in Contxt Years 9–13	To raise student awareness of the risk factors and conditions that contribute to road crashes, with a particular focus on strategies to avoid texting and driving. The lessons are based around a fatal crash that occurred in NZ in 2007 The lessons should be used with sensitivity. Designed to be used by PEOs and other youth and community staff.	First released in 2008.	
DARE to Drive to Survive	Helping young people make informed, responsible decisions about alternatives to drink driving or travelling with a driver who has been drinking.	First released in 1994 and last revised in 2000	

## Appendix B

# A Framework for Action

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The following section outlines an example of a possible a Framework including the YES vision, values, goals and outcomes. Further detail on each specific outcome is included in section five.

## Vision

*All New Zealand children and young people living and learning in safe communities*

This is a long-term vision that will provide the overall direction of the Framework. The achievement of the vision will see all children and young people developing the competence, confidence, and connectedness to positively influence the safety of their environment.

## Values

The following values underpin the Framework:

- **Child centered** – responsive to the development needs of children and young people; the learning experience belongs to an individual child or young person, not to the Police, a school, a teacher, parent, or any other interested party. A child's welfare is paramount and must take precedence over the self-interest of other persons or organisations.
- **Whole-School-Community** – students, staff, school leaders, police education officers, parents and a range of community providers come together to make a whole-school-community. School community ownership is essential in the development and implementation of safety education.
- **Long-term Approach** – through ongoing development and monitoring, school communities will sustain a culture where all children and young people are safe.
- **Collaboration** – creation of innovative and responsive interventions based on effective partnerships and networks between key agencies in government and at regional and community levels.

## Framework Principles

The New Zealand Police has identified a set of Guiding Principles to provide direction and govern future investment towards achieving this vision. These Guiding Principles build on the values and set the priorities that will underpin all work undertaken as part of this Framework. These Guiding Principles will be applied to future investment and partnering decisions regarding safety education.

These Guiding Principles are:

- **Leadership:** The New Zealand Police is committed to taking a lead role in the implementation of this Framework to ensure its success. A visible and cooperative commitment by all relevant government departments and any organisation involved in the provision of safety education for children and young people is required.
- **Inclusivity:** The outcomes identified in the Framework should be applicable to all children and young people involved in school communities. These outcomes must be culturally responsive and recognise the different social, economic, physical and ethnic factors.
- **Integration:** The New Zealand Police is committed to policy development and investment that supports consistent and collaborative approaches. Building strategic relationships to ensure that key stakeholders are aligned with the vision and direction of this Framework is critical. Integration requires a sector-wide approach to supporting school communities in safety education, an end to ad-hoc, inconsistent operating styles and fostering cohesion through sharing best practice.
- **Sustainable and Innovative:** All initiatives should include medium- and long-term outcomes to ensure that the gains made by the Framework are sustainable beyond 2018. Sustainability requires a focus on capability building, professional development and relationships rather than 'hands-on' service delivery.
- **Evidence-based:** The Framework and proposed actions should be based on effective practice, and robust research. Interventions should be evaluated and monitored to ensure their suitability and effectiveness.
- **Partnerships and collaboration:** Interventions and actions need to acknowledge the whole school community rather than just a teaching and learning programme. The New Zealand Police will work closely with the NZTA, the Ministry of Education, and other relevant government agencies to ensure all policies are effective, consistent and targeted.

## Goals

To ensure that this Framework is sustainable and effective, two high level goals have been selected that relate to supporting school communities to provide effective safety education within a whole school approach. These goals acknowledge that 'classroom based learning experiences' alone will not lead to safe communities.

The two goals are:

- |               |   |
|---------------|---|
| <b>Goal 1</b> | <p><b><i>Supporting safety education</i></b></p> <p><i>School communities are provided with sufficient resources, knowledge, and support to assist them provide effective and relevant safety education.</i></p>  |
| <b>Goal 2</b> | <p><b><i>Participation in safety education</i></b></p> <p><i>Within their learning communities, all children and young people will develop the competence, confidence, and connectedness to positively influence the safety of their environment.</i></p> |

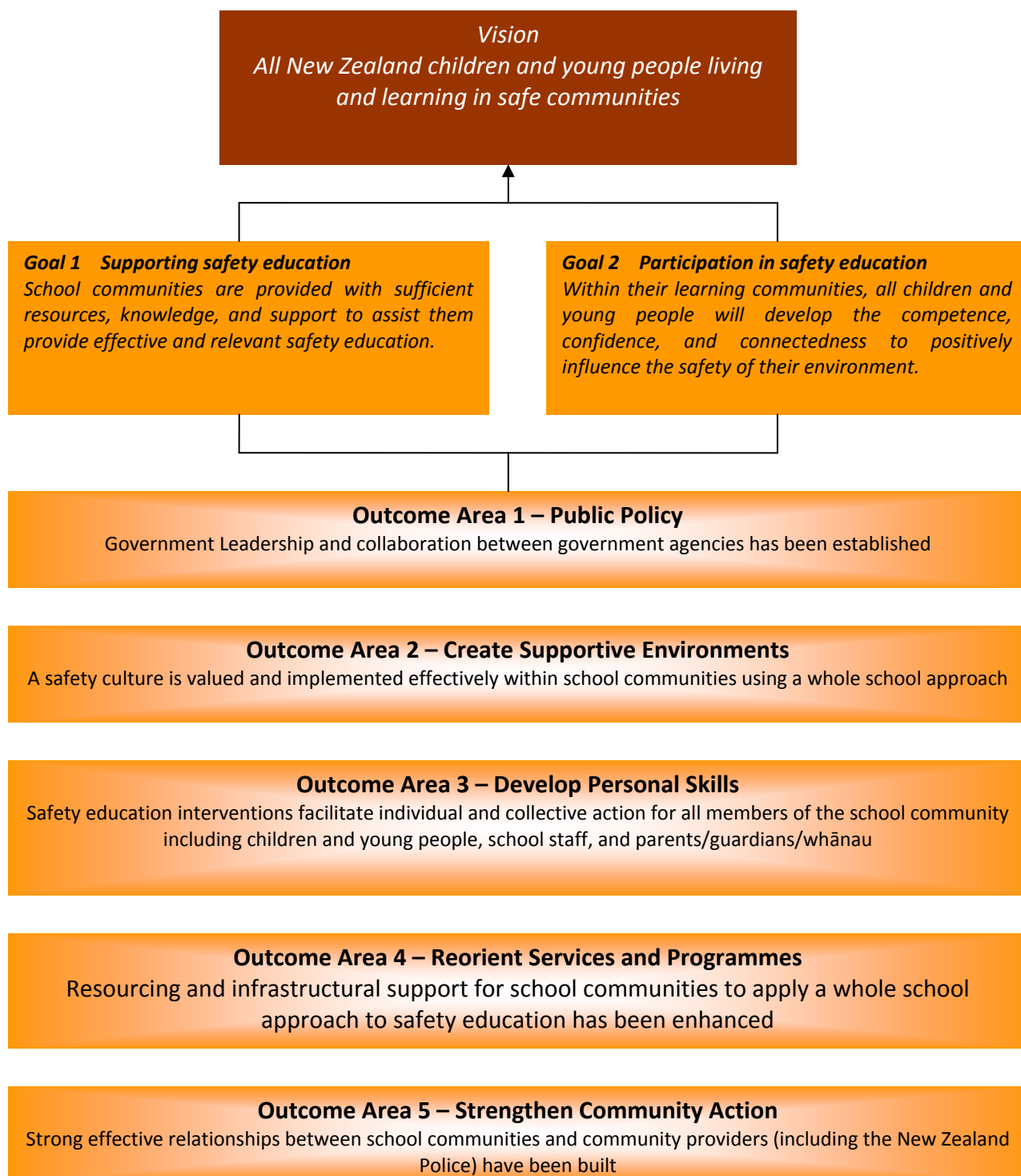
## **Outcomes and Objectives**

To achieve these goals the New Zealand Police has identified six outcomes that will lead to children and young people living and learning in safe communities.

The Outcomes below are aligned with the Ottawa Charter for Health Promotion as an internationally accepted nationwide model for behaviour change. An essential component of this Framework is providing effective leadership by reducing duplication and confusion within safety education.



## The 2018 Framework



## Appendix C

### Principles for Safety Education through a whole school approach (Developed From SDERA)

1. Implement current and evidence-based safety education interventions in schools.

#### Curriculum

2. Embed safety education interventions within the school curriculum.
3. Students are actively engaged in developing safety education interventions.
4. Use student-centred and interactive teaching strategies.
5. Actively engage students in skill development.
6. Inform parents about the content of safety education interventions.
7. Help students to influence their peers to apply safety behaviours and attitudes.

#### Ethos and Environment

8. School management actively promotes safety in the school curriculum, school culture, and school environment.
9. School governance endorses safety education guidelines.
10. School management encourages staff to implement safety education.
11. Staff model appropriate safety behaviours and attitudes.
12. Continuously review and modify the school environment to enhance student safety.

#### Parents and Community

13. Consult the wider school community when developing safety education guidelines.
14. Provide parents with information to reinforce safety messages and skills.
15. Encourage parents to model safety behaviours and attitudes.
16. Engage agencies to complement school safety education interventions.
17. Encourage school-community participation in school safety education interventions.

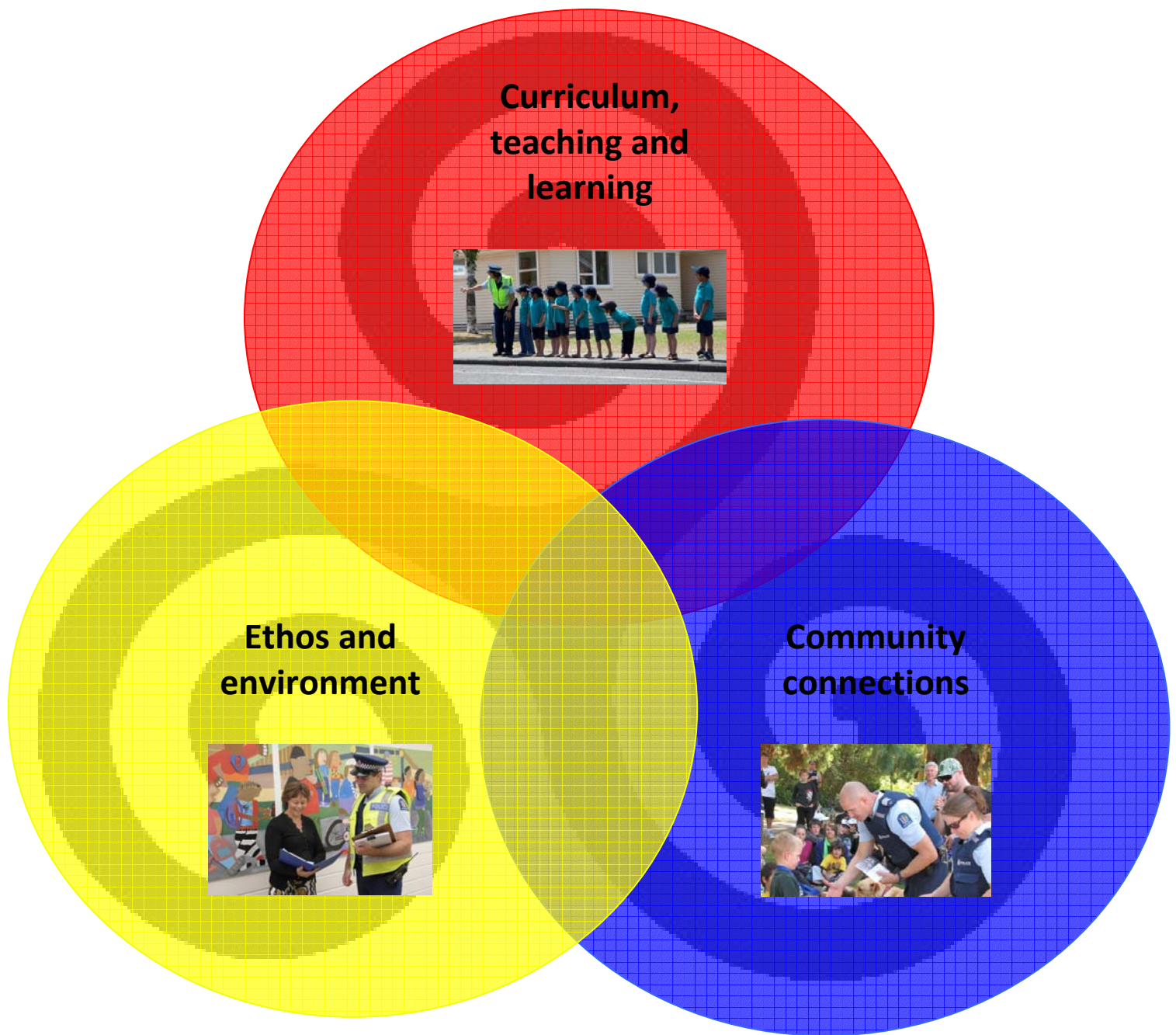
Implement current and evidence-based safety education interventions in schools	Safety education interventions based on safety education research is more likely to be effective. Including a monitoring component in each intervention will help ensure the safety education interventions are continually improving.
<b>Curriculum</b>	
Embed safety education interventions within the school curriculum.	When embedded in the curriculum, students' and teachers' awareness and knowledge of the importance of safety education will be enhanced. Children and young people progress through developmental phases of learning. The ability to interact safely with their environment relies on the learning and reinforcement of age appropriate content and skills throughout these phases.

Students are actively engaged in developing safety education interventions.	When the learning context is more relevant and authentic, students are more engaged in the learning and more likely to implement the learning they gain. Where schools encourage students to identify personal safety issues that contribute to the school safety education interventions the learning experience gained by the student is more likely to lead to behaviour changes.
Use student-centred and interactive teaching strategies.	Interventions that encourage student-centred activities such as those which promote play, social interaction, self-awareness, personal reflection and exploration of the world are most effective, as they actively engage students, satisfy their natural curiosity in learning and encourage peer interaction during the learning process. Students from demographics who are at greater risk of injury benefit most from student-centred and interactive strategies.
Actively engage students in skill development.	Learning is dependent on active engagement with a task. Emphasis should therefore be placed on learning new skills and applying these to the appropriate context. Skill development that focuses on identifying and responding safely to risk situations is central to safety education. A combination of classroom activities and students taking individual and collective action will reinforce learning and develop skills.
Inform parents about the content of safety education interventions.	Classroom curriculum can be effective in changing safety knowledge, attitudes, skills and behaviours of children and young people. However, student safety is more likely when parents are encouraged to model behaviours and attitudes that support safety education interventions.
Help students to influence their peers to apply safety behaviours and attitudes.	Peers are often the most influential role models in young peoples' social learning. Encouraging students to engage in safe behaviour when in peer situations can be effective in improving safety for all students. When used in conjunction with other strategies peer discussion can greatly enhance learning gains.
<b>Ethos and Environment</b>	
School management actively promotes safety in the school curriculum, school culture, and school environment.	Schools often face many barriers when implementing a new programme. To increase the success of a safety intervention it is important for school management to provide leadership and support to the school community in their efforts. By taking a proactive approach, school management can openly demonstrate their commitment to safety education.

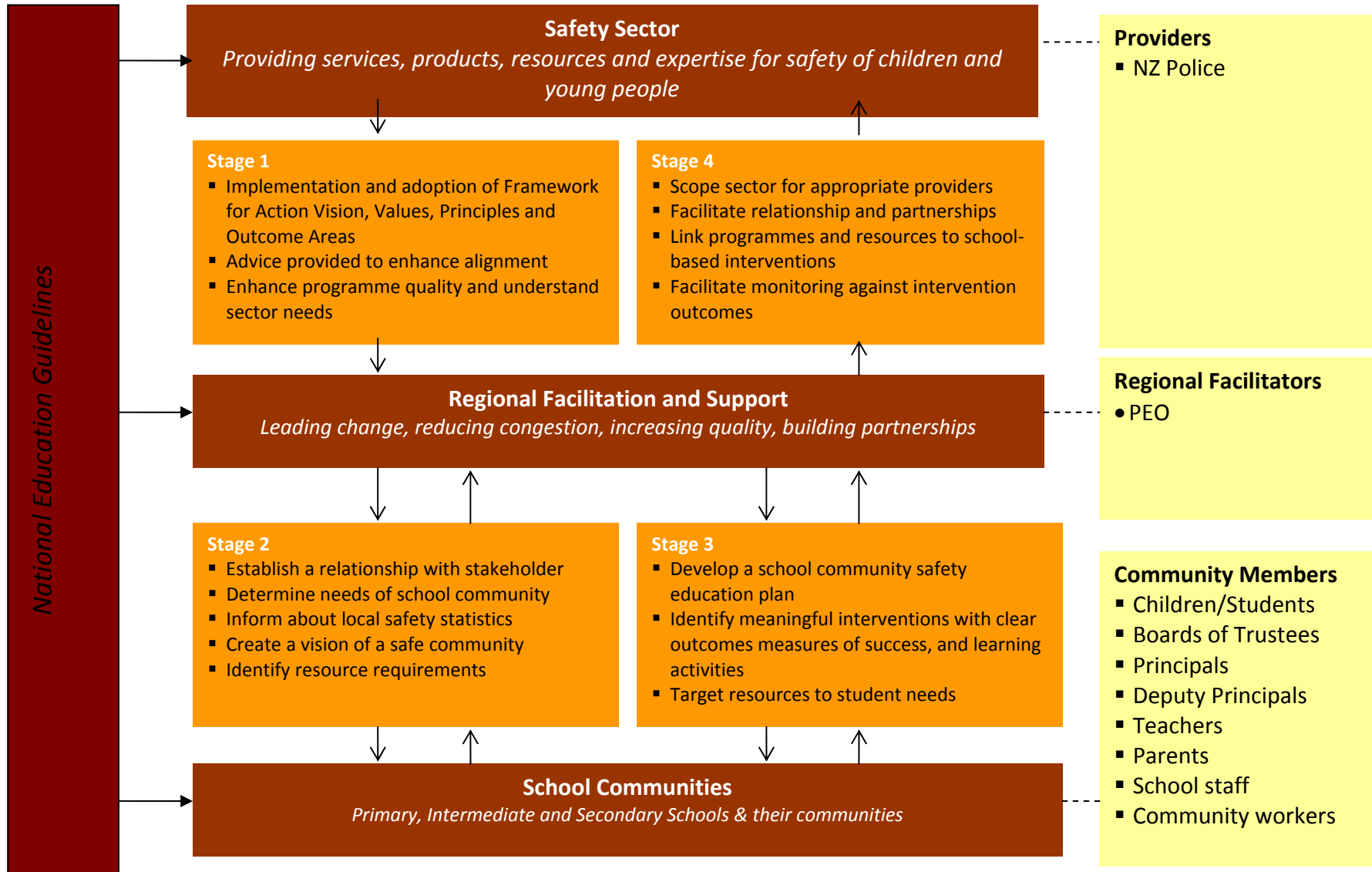
School governance endorses safety education guidelines.	School Boards of Trustees endorse the operational policies of the schools. Where they are active in developing and reviewing safety education guidelines they are better implemented and monitored.
School management encourages staff to implement safety education.	Professional development and support is a fundamental principle in safety education. Enhancing staff member's skills in facilitating safety education will ensure current and accurate information and resources are delivered to students.
Staff model appropriate safety behaviours and attitudes.	Individuals learn by observing others perform a particular behaviour. Positive relationships between students and staff have been found to improve students' connectedness to school as well as reduce problem behaviours and improve attendance and academic achievement. Staff are therefore important role models for students and may exert considerable influence on the behaviours of young people.
Continuously review and modify the school environment to enhance student safety.	Improvements in the school environment such as separation of pedestrians and vehicles around schools and separate play areas for different age groups can greatly reduce student injuries.
<b>Parents and Community</b>	
Consult the wider school community when developing safety education guidelines.	Safety education is more effective when the three areas of the whole school approach are considered when planning, implementing and reviewing school safety guidelines. Inviting feedback on draft versions can encourage ownership and increase acceptance. Providing parents and school staff with schools' safety guidelines encourages them to model the desired behaviours and attitudes as specified.
Provide parents with information to reinforce safety education messages and skills.	Provide parents/guardians/whānau with practical activities and planned training so they can model appropriate behaviours to their children.
Encourage parents to model safety behaviours and attitudes.	Parents are best placed to model safety behaviours and attitudes for their children because they care and are motivated to ensure their child's safety. They are also aware and responsive to their children's habits and have many opportunities to teach their children about staying safe. Safety information that is practical, offers ideas and encourages interaction between parents and their children is preferred. Families/whānau are more likely to be engaged in safety education when information is relevant for their child and combines printed materials with interactive activities.

Engage agencies to complement school safety education interventions.	Safety educators and stakeholders are encouraged to collaborate and combine their expertise when developing new safety education in schools as this will contribute to improved health and safety outcomes for both the students and the community.
Encourage school-community participation in school safety education interventions.	When the whole-school community is involved in addressing safety through school-based, environmental and community interventions there is potential for long-term behaviour change and reduction in injuries for children and young people.
Engage, train and resource PEOs to complement and support safety education intervention.	Safety requires a comprehensive, combined approach. Engaging school-based staff and relevant community groups to support safety education supports this approach. Presentations and services offered by these groups can complement and reinforce classroom programs when included as part of a safety education intervention.

**Appendix D**  
**Youth Education Services – Whole School Approach**



## Appendix E



## Appendix F

### Introduction

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#### ***Purpose***

The purpose of the training development lifecycle details the Police requirements for assessing, developing, delivering and maintaining training.

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#### ***Who does this affect?***

Police employees who are responsible for the development or maintenance of training should follow the training development phases and processes described in this manual.

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#### ***Drivers for training***

A request for training can be initiated by any of the following drivers:

- new or amended legislation
  - a change in strategic direction
  - new technology, capability or equipment
  - new or revised policies or procedures
  - professional/organisational development
  - reviews, reports or recommendations from:
    - Independent Police Complaints Authority (IPCA)
    - Professional Standards
    - coroners, tribunals, and the judiciary
    - employment practices
    - post operations
    - commissions of inquiry, and
    - the findings from an [evaluation](#) of existing training.
- 

#### ***First steps***

Once a performance problem or issue has been identified by the business owner, or there is a need to introduce a change or capability, the Performance Analysis is conducted. This process identifies the existing performance or behaviour and compares it with the required performance.

For the Performance Analysis to be conducted, the business owner must complete the [Business Requirements for Learning Solution template](#).

When done correctly, the Performance Analysis has the potential to guide targeted and effective solutions that will help Police achieve strategic and operational outcomes.



***Caution: Is  
training the  
best solution?***

Not all drivers for training will result in training being the best solution. The process for determining if training is the appropriate solution is determined during the Performance Analysis phase.

Performance Analysis is a process that needs developers to maintain a holistic perspective throughout each step. **To ensure Police resources are used effectively and efficiently, it is important that Police do not implement training where none is required or would be only partly effective.**

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## What is the Training Development Lifecycle?

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### ***Purpose***

Training Development Lifecycle is an approach that has been adopted and applied to Police training to ensure the solution developed and implemented is ultimately:

- the appropriate solution
- fit for purpose
- cost effective, and
- aligns with Police strategies.

The Training Development Lifecycle comprises two main components.

- The first part is the **Performance Analysis** component, which identifies the performance gap.
  - The second component is **ADDIE**. **ADDIE (Analyse, Design, Develop, Implement and Evaluate)** is a dynamic, flexible guideline for building effective training, and is implemented if the Performance Analysis identifies training as the most appropriate intervention.
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### ***Specific phases***

The Training Development Lifecycle process has six phases, which together are a complete and systematic approach to training. The business requirements and performance analysis are used to initiate the Analyse phase of ADDIE.



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***Cyclic process***

The processes, steps and actions within the Training Development Lifecycle are often listed as linear, but are in fact performed in a cyclic fashion and are not independent of each other. The six phases are ongoing activities throughout the lifecycle of training. The phases do not end once the training has been delivered, but are continually repeated as new challenges are encountered.

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***Principles of the Lifecycle***

The Training Development Lifecycle helps attain the Police's vision, goals and outcomes as it:

- links training and assessment with the achievement of job tasks and operational outputs (ie, it is focused on outcomes instead of curricula)
  - uses a criterion-referenced methodology to ensure accurate and targeted achievement of agreed training requirements, which reduces unnecessary over-training (ie, it is specific and efficient instead of vague and generic)
  - provides a single organisational approach to analysing and designing Police training requirements
  - enables Police training strategies, policies, and initiatives to be applied
  - employs practices that help identify the most appropriate solution for performance issues, ensuring efficient use of resources
  - allows the methodology to be consistently applied to both simple and complex training and development tasks
  - follows internationally validated approaches that support the implementation of quality training
  - supports the application of contemporary training and education practices, methods and technology, improving the overall effectiveness and efficiency of Police training, and
  - applies a systemic, systematic and cyclic review, evaluation and continuous improvement process.
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***Quality assurance***

All training must go through a quality assurance process, as it is critical to maintain standards, improve performance and provide credibility.

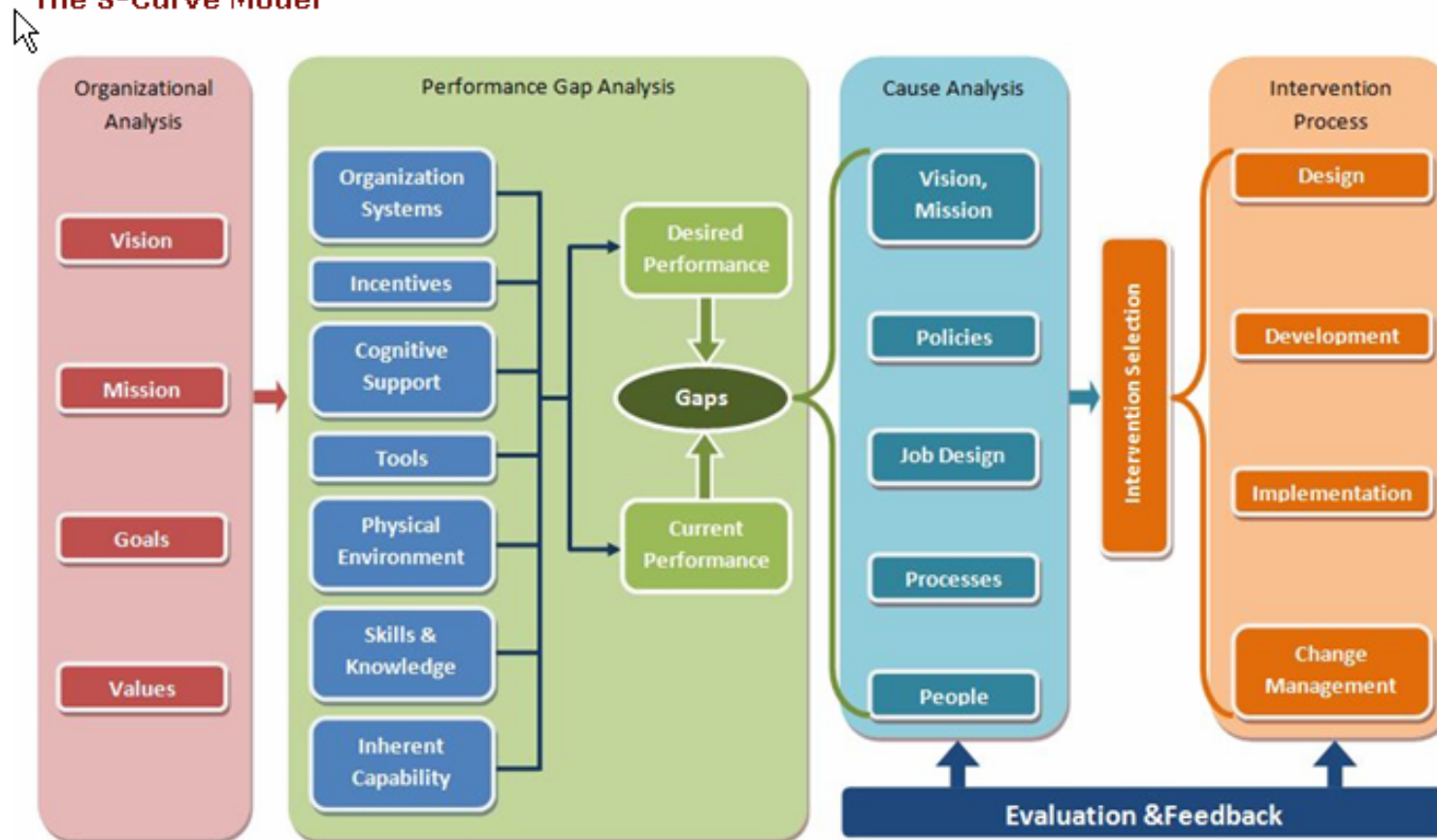
The TSC Approvals Committee provides the organisational assurance that the business owner's requests for training are met and that training solutions are fit for purpose. The TSC Approvals Committee provides three assurance gateways throughout the Training Development Lifecycle. Refer to the Training Service Centre Approval Policy for further information.

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## Appendix G

YES has been given approval to use this model in its entirety or with adaptations, provided the source is referenced.

### The S-Curve Model



The S-Curve Model

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## Inquiry Topic: What is a successful digital citizen?

### Curriculum, teaching and learning:

#### Lesson One

##### Focus Question:

What does it mean to relate to others in a positive meaningful way?

#### Lesson Two

##### Focus Question:

What does honesty and integrity look like when using ICT?

#### Lesson Three

##### Focus Question:

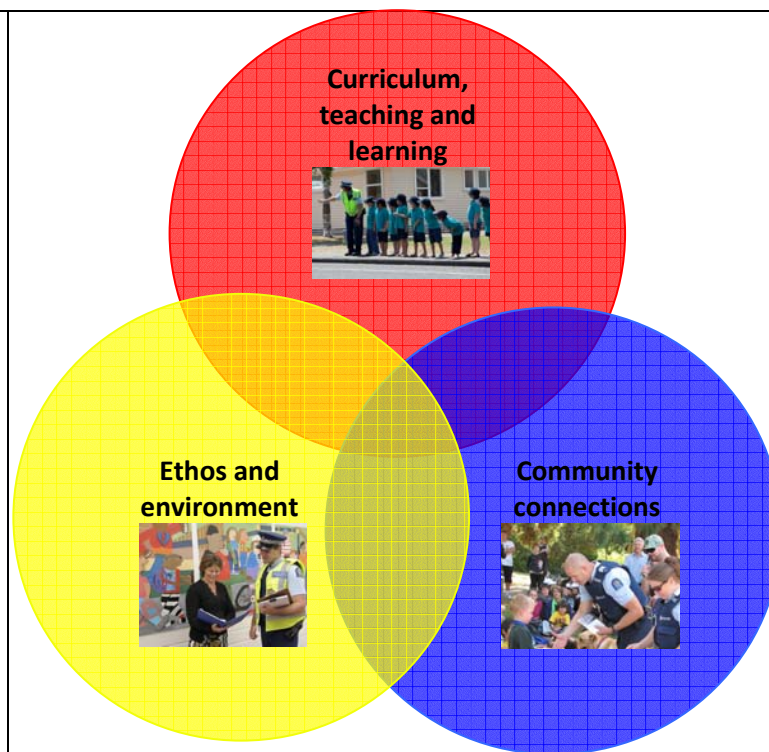
What are the challenges that you can face when using ICT and how do you manage it effectively?

### Possible Curriculum, teaching and learning intervention ideas

- What is the process involved when I make a complaint at the Police Station? (Flow Charts)
- Safer Internet Day (SID) will take place every year in February
- *At a Distance* a video on Cyberbullying. The DVD shows children acceptable strategies to deal with bullying and encourages them to become 'positive bystanders' when they are aware of bullying situations.
- Define the difference between rules and laws?
- What are our rights?
- What does it mean for me as a Youth in NZ if I breach the facebook's terms and conditions?
- Preparation for the Family Forums
- Girls - Think You Know CEOP (Powerful video showing how easy it is to be duped online through sharing too much information. Thought provoking video that should generate discussion with students.)
- Staff Meetings - security settings, dealing with cyber bullying

### **Ethos and Environment:**

- Policy Discussions e.g. Blogging and Web2.0 Considerations for Schools
- BOT - Why is being a successful Digital Citizen important?
- Security
- Policy and Use Agreements
- Filtering Considerations for schools
- Choosing secure passwords



### **Community connections:**

**"Discover the digital World together...safely!"**  
**Connecting generations and educating each other'.**

- Family Forums (lead by the youth)
- Interagency coordination e.g. netsafe
- Newsletters e.g. new facebook security settings
- Parent Group meetings e.g. what is cyber bullying, choosing secure passwords  
<http://www.cyberbullying.org.nz/parents/>
- Parent Information Brochures
- Internet cafes - what processes do they have in place when truants come in during school hours? Who is their point of contact if they have concerns about the computer use of a youth?