

Hon Karen Chhour, Minister for the Prevention of Family and Sexual Violence

Draft Cabinet Paper on Action Plan

Date: 16/05/2024	File reference	2024/ 112196
------------------	----------------	--------------

Action Sought		Timeframe/Deadline
Note	Officials have developed a Cabinet Paper to support the process of developing a new Action Plan	21 May
Direct	Officials on changes you or your office would like to make to the draft Cabinet Paper	21 May
Agree	To Officials starting departmental consultation on Wednesday 22 May 2024	21 May

Contacts for telephone discussion (if required)

Name	Position	Telephone (work)	First contact
Jarrold Bryce	Strategic Advisor to the CE	9(2)(a)	<input type="checkbox"/>

Minister's office to complete

<input type="checkbox"/> Noted	<input type="checkbox"/> Approved	<input type="checkbox"/> Overtaken by events
<input type="checkbox"/> Referred to:		
<input type="checkbox"/> Seen	<input type="checkbox"/> Withdrawn	<input type="checkbox"/> Not seen by Minister

Minister's office comments

Purpose

1. The purpose of this paper is to provide you with a draft Cabinet Paper, seek any feedback and your agreement to begin departmental consultation on Wednesday 22 May 2024.

Draft Cabinet Paper seeking agreement for Te Puna Aonui to continue to develop draft plan

2. We have received advice that there is value in going to Cabinet to introduce the Action Plan and seek ongoing support for Te Puna Aonui to develop a draft plan, including necessary engagement.
3. The value of doing this is early engagement with Ministerial Colleagues allowing us to move at pace and build support for this plan. This will ensure the next conversation focuses on the draft plan and its contents.

Risks

4. Te Puna Aonui Business Unit needs to start testing content of the new Action Plan. There presents a risk if we are unable to get on the Cabinet agenda, as we wouldn't have explicit permission from Cabinet to engage. If this eventuates, we will require direction from you as our Minister to proceed.

Next steps

5. With your agreement we will begin Departmental Consultation on 22 May 2024 and will provide a contracted one-week consultation period. Te Puna Aonui agencies have already received a copy of the draft.
6. Following Departmental Consultation, we will support you and your office to run a Ministerial Consultation process. Ideally this would lead to a Committee date in the last week of June 2024.
7. We encourage your office to connect with the Prime Minister's office on this paper to support getting it on the Agenda of a Cabinet Committee meeting as soon as possible.

Recommendations

We recommend that you:

1. Note Officials have developed a Cabinet Paper to support the process of developing a new Action Plan	YES/ NO
--	---------



Te Puna Aonui

Joint Venture for the Elimination of
Family Violence and Sexual Violence

2. Direct Officials on changes you or your office would like to make to the draft Cabinet Paper	YES/ NO
3. Agree To Officials starting departmental consultation on Wednesday 22 May 2024	YES/ NO

Jarrod Bryce, Strategic Advisor to the CE, Te Puna Aonui

Hon Karen Chhour

Minister for the Prevention of Family and Sexual Violence

Date: / /2024

In Confidence

Office of the Minister for the Prevention of Family and Sexual Violence

Cabinet Committee

Developing an Action Plan for the Family and Sexual Violence portfolio

Proposal

- 1 This paper seeks agreement for The Executive Board for the Elimination of Family Violence and Sexual Violence to develop a new Action Plan under The National Strategy to Eliminate Family Violence and Sexual Violence – Te Aorerekura. I intend to return to Cabinet by September 2024 with a draft plan in order to publish the new Action Plan by the end of October 2024.
- 2 This paper also discusses my portfolio priorities.

Relation to government priorities

- 3 Addressing family violence and sexual violence is complex work, requiring coordination across government, reflecting the fact that addressing violence cannot be achieved by any single Minister or agency.
- 4 Sustained effort and investment to address family violence and sexual violence will contribute to improving a range of social outcomes and advancing a range of Ministerial priorities across Cabinet.
- 5 Addressing family violence and sexual violence through the National Strategy to Eliminate Family Violence and Sexual Violence – Te Aorerekura (the Strategy) is an important, and named, delivery pathway for the reduced violent crime and child and youth offending targets. It also contributes to the outcomes of the Child and Youth Wellbeing Strategy.
- 6 There are significant opportunities to consider how Social Investment could be used to support this work, especially when considering a life course approach and early intervention.

Executive Summary

- 7 Family violence and sexual violence is a significant problem in New Zealand which impacts on the health, mental health, education, productivity and participation of people in families and communities up and down the country.
- 8 There is an intergenerational 25-year strategy in place to eliminate family violence and sexual violence. This strategy is a high level and direction setting document. The Strategy is designed to be accompanied by action plans which outline the government's short- and medium-term actions. The first Action Plan ended in December 2023, requiring a new Action Plan to be produced and published.

- 9 Addressing family violence and sexual violence is a key enabler of other government priorities such as the Law and Order Targets. I expect the Action Plan for the next five years to be the delivery plan for how the government intends to address family violence and sexual violence over the short- and medium-term.
- 10 I also see this issue as good opportunity to apply social investment thinking. Family violence and sexual violence represents a \$14 billion problem (per year). Work has begun to evaluate the government spend that goes into addressing this problem.
- 11 This Action Plan will look different to the first action plan. It is my intention that this plan will focus on fewer, genuinely cross-government actions that will deliver tangible improvements for people on the ground. Specifically making the most of the services and funding already in place before we look to introduce new funding.
- 12 I am seeking agreement to the Executive Board for the Elimination of Family Violence and Sexual Violence to develop a draft plan for Cabinet to consider by September. The current paper covers lessons learned from the first plan, my intentions for the next Action Plan and my priorities for the Prevention of Family Violence and sexual violence portfolio – all of which demonstrates how I am thinking about the Action plan for the next five years.

Background

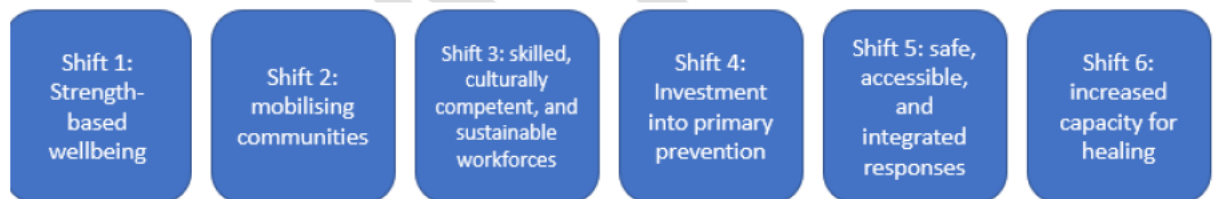
- 13 Family violence and sexual violence is a significant problem in New Zealand, with New Zealanders experiencing unacceptably high rates of violence. For example:
 - 13.1 Over a million adult New Zealanders have experienced intimate partner violence or sexual violence at some point during their life, which is one of the highest rates of intimate partner violence (physical and sexual assault) in the OECD.
 - 13.2 Seven percent of children had a family violence notification to government (Oranga Tamariki)– that means about 84,000 children whose experience of violence has been reported to authorities.
 - 13.3 Between one in two Māori women, one in three Pacific women, and one in three European or women of other ethnicities, experience physical or sexual intimate partner violence in their lifetime.
 - 13.4 Further statistics can be found in appendix one [attach graphic from BIM].
- 14 The trauma caused by family violence and sexual violence has a significant impact on the health, mental health, education, productivity and participation of people in families and communities within New Zealand. It is estimated that the total economic cost of family violence in New Zealand is up to \$7 billion per year¹ with sexual violence estimated to cost an additional \$6.9 billion per year². Eliminating family

¹ Kahui, S., & Snively, S. (2014). *Measuring the Economic Costs of child abuse and intimate partner violence to New Zealand*. Wellington: MoreMedia Enterprises.

² Business and Economic Research Ltd (2021). *Estimate of the total economic costs of sexual violence in New Zealand*. Wellington: Accident Compensation Corporation.

violence and sexual violence will help New Zealanders live safe, connected, and healthy lives for generations to come.

- 15 Work to address family violence and sexual violence has been growing for some time. In 2017, under the then National-led government, Ministers took the decision to establish a dedicated central agent (that became the Joint Venture for the Elimination of Family Violence and Sexual Violence) [XXX refers] to provide sector leadership for a collective response to family violence and sexual violence. This was, in part, to address the government targets set at that time. This same work led to the formation of the Executive Board for the Elimination of Family Violence and Sexual Violence. For more information on the Executive Board for the Elimination of Family Violence and Sexual Violence please see appendix two.
- 16 In December 2021, Te Aorerekura – National Strategy to Eliminate Family Violence and Sexual Violence (The Strategy) came into effect with cross-party support.
- 17 The Strategy sets a 25-year path for intergenerational change. It builds on a comprehensive review of evidence compiled over the last 20 years, to develop insights on the changes required to prevent and eliminate family violence and sexual violence. This evidence, as well as extensive community engagement, tells us that achieving the outcomes sought by the Strategy will require six key shifts to prevent and eliminate family violence and sexual violence. These six shifts are:



- 18 The Strategy is designed to be supported by action plans which articulate what actions will be taken in the shorter-term. The first action plan ran for two years, ending in December 2023. Given the change of government, work was required to refocus the plan on the priorities of the current government.
- 19 The Executive Board for the Elimination of Family Violence and Sexual Violence, supported by Te Pūkōtahitanga (my tangata whenua Ministerial Advisory Group) are responsible for monitoring the Strategy and its action plans.

Analysis

The focus for the Prevention of Family and Sexual Violence portfolio is to break the cycle of violence

- 20 It is my expectation that we focus on fewer, more impactful things that will demonstrate tangible progress. I am committed to making the most of the services and funding already in place before we look to introduce any new funding. I am focused on ensuring that services are delivering for people, which means continuing with the overall goals of the Strategy.

- 21 I welcome the opportunity to apply a social investment approach to parts of my portfolio. This is particularly the case when considering a life course and early intervention approach. Evidence tells us that many children that witness or experience harm go on to have significant problems later in life and/or use violence themselves. Working with these children not only keeps them safe and supported but it also stops any further escalation.
- 22 For the same reasons, taking a prevention approach is critical, as it stops violence occurring in the first place. We need to move towards more investment in primary prevention, but we also need to continue to stabilise our response system so that it is able to respond to the crisis in front of us.
- 23 Ultimately, the Action Plan will represent where government attention is most needed over the next five years. That plan will represent the Family Violence and Sexual Violence Ministers' collective priorities in this space.
- 24 However, more generally, my focus for this portfolio is to break the cycle of violence. The list below outlines my intentions about how I want to go about that:
- 24.1 Strengthen the existing system to ensure prevention investment reduces harm and we deliver better public services that achieve tangible changes for people impacted by violence. This includes looking at the existing funding envelope to ensure that it is having the greatest impact possible. It also includes looking at government's commissioning/contracting practices to avoid unnecessary burden, freeing providers to spend their time supporting people impacted by violence;
 - 24.2 Ensure services meet the needs of population groups that are more vulnerable and likely to have a poorer experience of response services, such as children or those living with a disability ;
 - 24.3 Consider local system performance, for example considering service gaps across the country, enabling grass roots solutions, and addressing workforce capacity and capability where it is a barrier;
 - 24.4 Take a life course approach to prioritise investment in early intervention and prevention to reduce long-term harm and revictimisation and strengthen families and communities;
 - 24.5 Ensure that the decisions I take are well informed by community and lived experience victim-survivor voice;
 - 24.6 Take an active role in supporting other Ministers and portfolios so that the impact on family violence and sexual violence is understood and considered when decisions are made.
- 25 The funding for this portfolio sits across 10 votes and represents \$x. Of this funding a disproportionate amount is spent on response, with only 11% going to prevention. To date, the business unit which supports the Executive Board for the Elimination of Family Violence and Sexual Violence (Te Puna Aonui Business Unit) has led a coordinated budget process that considered needs across the portfolio and provided

Ministers with joined-up advice. I think there is an opportunity to better evaluate the use of funding used in this system and get clearer on the true nature of portfolio spend so that collective trade-offs can be made.

- 26 Work is already underway to ensure that existing funding is delivering expected outcomes. The Social Investment Agency and Te Puna Aonui Business Unit are currently undertaking a review on the effectiveness of a subset of spend in the family violence and sexual violence portfolio to understand the impact they have had and to reprioritise or strengthen investment where it is not achieving the desired outcomes.

Developing the Next Action Plan

The first Action Plan enabled progress but there are opportunities to improve

- 27 The purpose of the first Action Plan was to build the foundations for longer term change, gathering momentum around interagency activity across 40 actions, and building the relationships across communities and sectors necessary to realise the long-term shifts of the strategy.
- 28 Te Puna Aonui Business Unit carried out a strategic review which found a number of areas for improvement:
- 28.1 Number of actions: the first Action Plan had too many actions, limiting the ability to focus resources on what would have the greatest impact. Family Violence and Sexual Violence Ministers have agreed that the second Action Plan will have fewer actions, ideally no more than ten.
- 28.2 Accountability and collaboration: many actions were owned by an individual agency, which perpetuated siloed working. This plan will focus on where collective action and collective accountability is required (two or more agencies).
- 28.3 Timeframe and phasing: a two-year timeframe was too short, given the longer-term changes that were being pursued. It is intended that second Action Plan will have a longer duration (five years) to allow for more meaningful change to occur and a greater impact on outcomes. It is also important to note that this allows the Action Plan timing to align with the delivery plans for the violent crime and child and youth offending targets.
- 28.4 Rigidity of actions: Actions were overly specific and did not allow for adjustment and learning over time. The second Action Plan will allow for refinement and iteration over time as measurement provides greater evidence as to what is working. Actions will be clearly measured to support this process.

The Action Plan will represent the Government's collective priorities to address family and sexual violence

- 29 The Strategy has strong support from the sector and community groups. I am satisfied that the Strategy, as it is written, is a helpful direction-setting document and is

sufficient for its purpose. However, a much more targeted approach is required for how we deliver tangible outcomes. The next Action Plan is our vehicle to do this.

- 30 It is my expectation that this plan focuses on fewer, genuinely cross-government actions that will deliver tangible improvements for people on the ground. I expect that the new Action Plan will outline our collective priorities for the next five years, and a series of actions that will be taken to deliver on those priorities.
- 31 There are several key government priorities, such as the Child and Youth Wellbeing Strategy and the violent crime and child and youth offending targets, that note the importance of addressing family and sexual violence. I see the next Action Plan as the delivery plan to achieve that.
- 32 No one Minister or agency has all the levers to address this problem in a sustainable way. For this reason, the next Action Plan needs to articulate our collective priorities for family violence and sexual violence.
- 33 I intend to work with the Family Violence and Sexual Violence Ministerial group to ensure that we are taking a whole-of-government look at priorities for action, making collective trade-offs where required. Ministers with portfolio responsibility for family violence and sexual violence have already started meeting as part of the development of this plan. Information on the purpose of this group and which portfolios are part of the group can be found in appendix three.

Individual Ministers and agencies will still need to carry out work in their respective portfolios

- 34 Whilst this plan will focus on cross-portfolio priorities, wider work programmes within other Ministerial portfolios will continue to be important. Each agency has its own responsibilities within the family violence and sexual violence system that will need to progress alongside the collective work set out in the Action Plan. I will work with you individually on those things.
- 35 Many actions in the first Action Plan were completed however some actions are still being governed by the Executive Board for the Elimination of Family Violence and Sexual Violence as they were designed to be ongoing and/or are longer-term actions that couldn't be completed in the timeframe of the first plan. These actions are in a "transition plan" whilst this Action Plan is produced. Decisions will be needed on what is carried into the Action Plan for the next five years and what is returned to business-as-usual operations.

The plan will be developed over the coming months and officials will take into account feedback from community groups and my expectations

- 36 It is my expectation that Officials ensure that the draft plan is:
- 36.1 Fiscally responsible, using existing funding effectively before new funding is sought;
- 36.2 Practical and implementable, doing things that will lead to improved access, experience and outcomes for people experiencing family violence and sexual violence;

- 36.3 Measurable, to ensure that we know what is working and how impact is being achieved;
- 36.4 Localised, ensuring we improve the systems and structures already in place, supporting the specialist family violence and sexual violence sectors, communities and agencies to fill gaps in how we prevent and respond to family violence and sexual violence across all parts of New Zealand. This aligns to my Ministerial priority which I outlined to the Prime Minister.
- 37 It is also my expectation that Officials build on the momentum of the first Action Plan by engaging with the communities and localities they have built relationships with. Due to the significant work that has already occurred, much of this engagement will focus on validating what has already been heard from communities to ensure the plan is on the right track.

The Action Plan needs to allow for refinement and iteration over time as new evidence comes to light

- 38 There are still many things that we do not yet know. As we learn more and gather new evidence, we will need to evolve our approach and adjust the actions we take to deliver on our priorities. This plan is being developed in a way that would allow for yearly review and change ahead of Budget processes. The Action Plan will be supported by an Outcomes and Measurement Framework and specific measures for each action.
- 39 The Outcomes and Measurement Framework (released last year) translates the vision of the Strategy into a set of outcomes and shorter-term indicators. It forms the foundation of learning and monitoring approach and will help grow our evidence base. The first report for the Outcomes and Measurement Framework will be released in a similar timeframe to the new Action Plan. The insights from this work will factor into the plan as it is being developed.
- 40 Taking a five-year view allows us to align with delivery plans for targets and allows us to break down the 25-year strategy into focused periods of time and change. These priorities will be reviewed and updated, to build on progress, at the end of the five years.

Cost-of-living Implications

- 41 Sentence on relationship to cost of living. Sentence on that this proposal doesn't impact. Sentence on final proposal in September.

Financial Implications

- 42 There are no financial implications in the development of the a new Action Plan. However, there may be implications in the plan itself which will be considered later this year. One of the principles I expect to be considered during the development of the plan is that the plan will be fiscally responsible, using existing funding well before new funding is sought.

Legislative Implications

- 43 There are no legislative implications in the development of a new Action Plan.

Impact Analysis

Regulatory Impact Statement

- 44 This proposal does not recommend the introduction of new legislation, or changes to or the repeal of existing legislation and therefore does not require a Regulatory Impact Statement. Should the draft plan recommend such things this will be covered in the October paper.

Climate Implications of Policy Assessment

- 45 No Climate Implications of Policy Assessment (CIPA) is required.

Population Implications

- 46 Family violence and sexual violence impact on all groups in New Zealand. The data available on family violence and sexual violence does not tell a complete story. The majority of sexual assaults and family violence incidents are not reported (approx. 65% of family violence and 87% of sexual violence is not reported to Police), which makes it difficult to establish a true picture of the harm experienced.
- 47 However, the data we do have indicates that family violence and sexual violence disproportionately impact women, wāhine Māori, tāngata whenua, Pacific peoples, disabled people, older people, children and young people, LGBTQIA+ communities, some ethnic communities and those experiencing compounding forms of disadvantage and discrimination. This is because experiencing violence maintains and reinforces existing inequalities.

Human Rights

- 48 The proposals in this paper are consistent with the requirements of the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993 and are a positive contribution to securing the human rights of New Zealanders.

Use of external Resources

- 49 There is no intention to use external resource to develop Action Plan 2.

Consultation

- 50 TBC but will list agencies that have been consulted with

Communications

- 51 Following Cabinet approval, I intend to issue a media statement to announce targeted engagement on the draft Action Plan and my expectation that it will focus on fewer, more impactful, actions. Te Puna Aonui Business Unit will manage regular communication with key stakeholders to keep them informed about the process. Once

the Action Plan is completed and approved by Cabinet, I anticipate launching and publishing it on the website.

Proactive Release

- 52 I intend to proactively release this Cabinet Paper in full within 30 days of Cabinet agreement.

Recommendations

The Minister for the Prevention of Family Violence and Sexual Violence recommends that the Committee:

- 1 note that Te Aorerekura – the National Strategy for the Elimination of Family Violence and Sexual Violence was agreed with cross party support in 2021;
- 2 agree that Te Puna Aonui will develop a draft a new Action Plan which I will bring to Cabinet by the end of September 2024;
- 3 note that Te Puna Aonui Business Unit will carry out targeted engagement and consultation to develop this draft;
- 4 note that I will continue to meet with the ‘FVSV’ Ministerial group as the Action Plan is developed, to ensure we are developing cross government priorities, especially considering existing priorities;
- 5 agree to the membership of and mandate of the FVSV Ministers’ group;
- 6 note strategic alignment;
- 7 note principles that officials will use to develop a plan...;

Once the Minister has approved the draft Cabinet paper for lodgement for Cabinet or a Cabinet committee, this section should be updated to state ‘Authorised for lodgement’.

Hon Karen Chhour

Minister for the Prevention of Family and Sexual Violence

Appendices

Appendix 1: Snapshot of family violence and sexual violence prevalence in Aotearoa New Zealand

Appendix 2: Further information the Executive Board for the Elimination of Family Violence and Sexual Violence

Appendix 3: Further information on the Family Violence and Sexual Violence Ministerial Group

DRAFT

Appendix 1: Snapshot of family violence and sexual violence prevalence in Aotearoa New Zealand

DRAFT

Appendix 2

- 1 The Executive Board for the Elimination of Family Violence Sexual Violence (named Te Puna Aonui) is responsible for:
 - 1.1 Providing whole-of government strategy, policy, and budgeting advice to Ministers;
 - 1.2 Providing analysis and evidence to support Ministers to make decisions on specific interventions;
 - 1.3 Providing Ministers with oversight of interventions and outcomes within the sector;
 - 1.4 Monitoring, support and coordinate the implementation of Te Aorerekura and other cross portfolio initiatives;
 - 1.5 Managing relationships between government and the sector.
- 2 Chief Executives from the following departments have been appointed to the Interdepartmental Executive Board by the Public Service Commissioner: Department of Corrections, Ministry of Education, Ministry of Health, Ministry of Justice, Ministry of Social Development, New Zealand Police, Oranga Tamariki, and Te Puni Kōkiri. In addition the Public Service Commissioner has appointed the Chief Executive of the Accident Compensation Corporation as an independent adviser to the Board. Associate members of the Board include the Chief Executives of: Department of the Prime Minister and Cabinet, Ministry for Ethnic Communities, Ministry for Pacific Peoples, and Ministry for Women. Associate members are not formal members of the Board but will be consulted on papers and attend Board meetings.
- 3 The Board is supported by these agencies and by a small business Unit.
- 4 Following collective decisions, Individual Ministers and agencies retain their responsibility and accountability for the use of crown funds.

Appendix 3:

Working with the Family Violence and Sexual Violence Ministerial Group

- 1 Because no one Minister has all the levers to address this problem in sustainable way I intend to work with the Family Violence and Sexual Violence Ministerial group to ensure that we are taking a whole-of-government look at priorities for action.
- 2 I propose that the purpose for this Ministerial group should be to provide direction and agree to the new Action Plan, and then collectively hold the Executive Board for the Elimination of Family Violence and Sexual Violence accountable for the successful monitoring and implementation of the Action Plan.
- 3 I propose that this group meets at least quarterly to receive updates on the implementation of the plan and the outcomes it is achieving. In its development phase, the Family Violence and Sexual Violence Ministerial Group has agreed to meet monthly.
- 4 The Ministers that should be on this group are as follows:

Minister	Portfolio
Hon. Karen Chhour (Chair)	Minister for the Prevention of Family Violence and Sexual Violence Minister for Children
Hon. Louise Upston	Minister for Social Development Minister for Disability Issues Acting Minister for Women
Hon. Casey Costello	Minister for Seniors Associate Minister of Health (Family and Sexual violence)
Hon. Paul Goldsmith	Minister of Justice
Hon. Mark Mitchell	Minister of Police Minister of Corrections
Hon. Melissa Lee	Minister for Ethnic Communities
Hon. Erica Stanford	Minister for Education
Hon. Tama Potaka	Minister for Māori Development
Hon. Matt Doocey	Minister for ACC Minister for Mental Health
<i>Hon. Nicola Grigg</i>	<i>Minister for Women – on leave</i>

5