

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

Emerging content for the second Te Aorerekura Action Plan

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Purpose

1. This paper provides an update on the development of the Second Te Aorerekura Action Plan (the Action Plan), including the strategic intent and emerging actions.
2. As Family Violence and Sexual Violence (FVSV) Ministers are unlikely to meet in July, I am sharing emerging content from the Action Plan with FVSV Ministers individually, prior to seeking agreement from all FVSV Ministers in late August. I have asked Interdepartmental Executive Board Chief Executives to find time with you to discuss, alongside Andrew Kibblewhite, Te Puna Aonui Board Chair and Emma Powell, Chief Executive of Te Puna Aonui.

Recommendations

3. It is recommended you:
 - a) **Discuss** your feedback on the Action Plan Update with officials, including changes in focus from the FVSV Ministers priorities and any gaps from the themes identified through stakeholder engagement.
 - b) **Note** we have populated the plan with initiatives irrespective of available funding, which may require significant reprioritisation across FVSV spend.

Background

4. In May 2024, FVSV Ministers met and endorsed six emerging priority focus areas. I am confident these have been reflected in the emerging content.
5. Officials have been engaging with a range of stakeholders including iwi representation, sector stakeholders, NGOs, and community groups to discuss the broad priority areas for the Action Plan and test the thinking of what will create change in the system to respond to their needs. Key themes from stakeholder engagement are included in the draft action plan attached.
6. A panel of Critical Friends (including people from peak bodies and the specialist sectors, and victim-survivors) has also been established and is providing oversight and input at various stages of the development of the plan.

7. The direction set in the Action Plan also reflects a range of research and evidence compiled in recent years, including the FVSV Service Gaps Report, which sought to identify the service gaps that are having the greatest impact on people experiencing FVSV.
8. Following your feedback, my intention is to provide all FVSV Ministers with a draft plan for a meeting in late August.

Action Plan Update

9. The Action Plan is focused on the reduction of violence and ensuring people who need help are getting the right response at the right time.

Proposed Actions

10. There are six proposed actions, with a range of milestones. These include:
 - Accelerate improvements to locally-led and regional multi-agency approaches for violence reduction and response.
 - Improve the visibility, accessibility and effectiveness of FVSV services, programmes, and initiatives.
 - Protect children and young people through early intervention and prevention.
 - Ensure victim safety through an effective intervention system for people who use violence, centred on accountability and behaviour change.
 - Equip our frontline workforces with the resources to recognise, safely respond, and refer so that more people get help for FVSV.
 - Prioritise funding and investment in the FVSV system to deliver sustainable outcomes for communities and those impacted by violence.
11. A more detailed summary of proposed actions is included in the attached slide pack. Note, the “Children and Young People” action will be subject to further consideration in light of the Abuse in Care Royal Commission of Inquiry report recommendations.
12. Agencies have identified a range of milestones to achieve each action. While there are multiple milestones under each action, these have been phased to provide a discrete focus in years one and two. Beyond this initial horizon, the action plan will need to have some flexibility to ensure we are focusing on the right things based on what we’ve learned. Nonetheless, the proposed plan provides additional milestones in out-years to reflect the things that are likely to require focus at that stage. Further work is needed to scope detailed funding and delivery arrangements.

Key Considerations

Not everything raised by stakeholders is included in the proposed plan

13. The attached slide deck summarises the themes from stakeholder engagement to date. This also highlights areas of feedback that are not reflected in the proposed plan, given

the plan is intended to be focussed on a discrete number of things. Officials will discuss this during their upcoming engagement with you.

We have populated the plan with initiatives irrespective of available funding

14. Some initiatives, particularly those in years one and two, have existing funding or are partially funded. However, some actions will require significant work to either reprioritise across the existing funding envelope, ahead of Budget 2025 and 2026; and/or require new investment in out-years. The funding status of the proposed actions is included in the draft plan attached.

The size and scale of the plan will require further refinement

15. The Action Plan, as it stands, provides a range of milestones under each action. Given our agreement to have a discrete number of things for us to deliver well, your view is sought about what is most important to be reflected in the final draft of the Plan, ahead of broader FVSV Ministers' consideration.

Some aspects of the plan require further understanding of impact

16. The Social Investment Agency are current undertaking a targeted review to ascertain the relative impact of existing FVSV spend. Before FVSV Ministers next meet, we aim to ensure an understanding of effectiveness of any programme or service recommended to be continued or scaled as a focus for the plan.

The recent recommendations of the Abuse in Care Royal Commission of Inquiry report may need to be reflected in the Action Plan

17. The relationship between the FVSV Action Plan and the Government's response to the recommendations may inform the focus of the "Children and Young People" proposed action.

The draft Action Plan focuses on secondary prevention

18. Primary prevention is an important focus for the reduction of FVSV, however is intended to be delivered through the work programme and roles of key individual agencies such as ACC and the Ministry of Social Development.

Strategic Alignment

19. The next Action Plan is one of the key vehicles for delivering on "Reduced family violence and Reduced sexual violence" under the Target 4: Reduced Violent Crime Delivery Plan. I understand this Delivery Plan will be discussed at the Cabinet Strategy Committee on 30 July 2024. Due to the dependency on the FVSV Action plan, the attached proposed material provides visibility and the direction of this work ahead of the Strategy Committee discussion.

20. The plan also builds on connections with other work programmes and strategies across government, including the Child and Youth Wellbeing Strategy refresh and Oranga Tamariki Action Plan and will contribute to the achievement of various additional Government targets including Target 3: Reduced Child and Youth Offending.

21. Central to many of these, is the need to strengthen locally led multi-agency responses and placed based community approaches.

Social investment

22. Social investment will be central to the approach to FVSV action plan delivery.

23. Te Puna Aonui has been working with Social Investment Agency on one of three small scale reviews of current social spend, as a foundation for a social investment approach. Te Puna Aonui will continue to work with the Social Investment Agency on the application and integration of the Action Plan and Social Investment Work Programme.

Next steps

24. Following feedback from individual Minister discussions, Te Puna Aonui will develop a final draft of the action plan for broader FVSV Minister consideration in late August. Note, my office is working to firm up this date.

25. Following the August FVSV Ministers meeting, a Cabinet paper will be developed seeking final approval for the Action Plan.

Action plan timeline

26. The current timeline for approval and publication of the action plan is as follows:

Key milestones	Indicative date
FVSV Ministers – Final Draft Action Plan – Approval to proceed to Cabinet	22 Aug / 29 Aug (TBC)
IEB Board – Final Plan Approval	5 Sept / 12 Sept
Cabinet Paper Process Begins (Departmental Process)	2 – 13 Sept
Ministerial Consultation	23 Sept – 4 October
Cabinet Paper lodged	10 Oct*
Social Outcomes Committee	16 Oct*
Cabinet	21 Oct*
Publication	29-31 October**

* Pending publication of upcoming parliamentary calendar

** Labour Weekend Public Holiday 28 October

***IN DEVELOPMENT
SHARED IN
CONFIDENCE***

Te Puna Aonui

TE AOREREKURA: FIVE YEAR
ACTION PLAN

*Towards an integrated
pathway for prevention and
response by 2030*

July 2024



www.tepunaonui.govt.nz

THE CHALLENGE

The action plan is focused on addressing six key challenges in the FVSV system.

Too many people are falling through the cracks and opportunities to intervene early to reduce and prevent violence are missed.

People do not receive a coordinated joined up responses from agencies. Inconsistent risk assessment, triage and case management, undermined by lack of information sharing between agencies and across regions means those with high and complex needs do not always get the intensive support they need, placing them at greater risk of death or injury.

People find it hard to access services that supports their needs and long-term recovery.

Particularly holistic wrap-around support, early intervention, SV and housing. Services are not always designed to meet the needs of specific population groups. People find it hard to navigate the system to find information and access the right services to support them. This reduces the effectiveness of support and risks increased harm and re-traumatisation.

Children and young people are not prioritised in the FVSV system.

Services and responses specific to children are not available to the same extent as services for adults. Their specific needs are not considered in the commissioning, design and accessibility of responses, systems, processes and services. They are especially vulnerable to the risks of violence, are often not heard, and experience negative life outcomes as a result. The trajectory of a child exposed to / impacted by violence increases risk of future violent behaviour and offending.

There is limited early support for people who use violence.

There is limited support to intervene early to stop violence. Available programmes are short term and targeted at convicted offenders, with limited options for those who seek help for harmful ideation, those who self-refer or are not subject to a conviction.

Capacity and capability gaps in FVSV workforces.

The FVSV workforce is overstretched, ageing and suffering from low retention. There is no accreditation or professional standard for FVSV specialists to ensure appropriate trauma-informed, safe responses. Workers do not always have the skills and tools to respond effectively.

Siloed investment and complicated contracting.

We need to better understand the effectiveness of investment across the FVSV system so we can make informed collective decisions about where, how and when to prioritise funding to areas that could have greatest impact.

Transactional, output-driven contracting results in duplication, inefficiency and burdensome reporting. Centralised decision making undermines knowledge of communities about what works and how to achieve outcomes for the people they serve.

ADDRESSING THE CHALLENGE

The actions are focused on addressing six key challenges in the FVSV system.

Challenge

Too many people are falling through the cracks and opportunities to intervene early to reduce and prevent violence are missed.

People find it hard to access services that support their needs and long-term recovery

Children and young people are not prioritised in the FVSV system.

There is limited early support for people who use violence.

Capacity and capability gaps in FVSV workforces.

Siloed investment and complicated contracting

Action

Accelerate improvements to locally-led and regional multi-agency approaches for violence reduction and response.

Improve the visibility, accessibility and effectiveness of FVSV services, programmes, and initiatives.

Protect children and young people through early intervention and prevention.

Ensure victim safety through an effective intervention system for people who use violence, centred on accountability and behaviour change.

Equip our frontline workforces with the resources to recognise, safely respond, and refer so that more people get help for FVSV.

Prioritise funding and investment across the FVSV system to deliver sustainable outcomes for communities and those impacted by violence.

ACTIONS

1. Accelerate improvements to locally-led and regional multi-agency approaches for violence reduction and response

- Adopt consistent and systematic risk assessment and response for high risk and complex needs.
- Design alternative response pathways (non-emergency and community-led) to ensure children, young people and whānau get right responses in community.
- Implement a new multi-agency case management platform for integrated safety management and information sharing.

Milestone	Indicative Completion Date	Expected Funding Pathway
Good practice improvement plans for multiagency responses are developed and implemented in six regions (up to 12 localities)	2026	Funded
National and regional accountability framework and governance structure for multi-agency responses is established	2026	Partially funded*
Explore referral of protection orders to local triage tables for joined up risk assessment and service referrals in pilot locations	2026	Funded
Baseline assessment of current local alternative response pathways in six regions (phase 1) / further six regions (phase 2)	Phase 1 2026 Phase 2 2030	Phase 1 Funded
Design non-emergency alternative response pathways.	2027	Not Funded*
Develop investment plan (reprioritisation plan) for non-emergency alternative response pathways	2028	Funded
Whetū national case management platform and protocols is developed and operational	2028	Partially Funded*
Expansion of good practice improvement plans for multi-agency response to all regions nationally.	2030	Not Funded*
Establishment of non-emergency alternative response pathways.	2030	Not Funded*

2. Improve the visibility, accessibility and effectiveness of FVSV services, programmes and initiatives.

- Developing an effective strategy and associated implementation plan for addressing gaps in FVSV services, programmes and initiatives, to provide holistic, whānau-centred, wrap-around support to meet diversity of need.
- Target two prioritised gaps (as identified by the FVSV gaps report)
 - Increasing the visibility and accessibility of sexual violence and crisis response services.
 - Improving the accessibility of safe housing and emergency accommodation.

Note: A reprioritisation plan for B25 and B26 will need to be developed.

Milestone	Indicative Completion Date	Expected Funding Pathway
Develop an implementation and investment plan for B25 and B26 to address the specific issues identified in the FVSV Gaps Report.	2025 and 2026	Funded
Complete accessibility audits of safe housing and emergency accommodation.	2025	Funded
Develop a single-entry platform to improve accessibility to the family violence and sexual violence response system.	2025	Funded
Increase visibility and accessibility of family and sexual violence response digital sites and the helping system regionally and nationally.	2025	Partially Funded
Increase the capacity and specialist expertise of helplines	2025	Not Funded*

* Not Funded: Requires reprioritisation or new investment.

DRAFT Not Government Policy

ACTIONS

3. Protect children and young people through early intervention and prevention.

Note: Action area still under development and will need to be informed by the Child and Youth Wellbeing Strategy and the recommendations from the Abuse in Care Royal Commission of Inquiry

- Through Action 1 - ensure children and young people are prioritised within local and regional integrated multi-agency response.
- Through Action 2 - remove barriers which prevent children and young people from accessing services and work to ensure services are designed to better meet their needs.
- Through Action 5 - strengthen the capability of our workforces through education and training so they are better equipped to safely identify, refer and support children and young people at risk and / or impacted by violence.
- Work to ensure a child-centric approach for the things that affect them.

Milestone	Indicative Completion Date	Expected Funding Pathway
Strengthen legislative provisions relating to Child Protection Training.	TBC	Not Funded*
Review and strengthen Part 2 of the Children's Act – Children Protection Policies.	TBC	Funded
Strengthen multi-agency collaborative support for children, young people, and their families in sexual violence criminal justice proceedings	2026	Funded
Expand the Child Advocate programme nationally to at least one child advocate in all 50 Refuges.	2027	Not Funded*
Scope design of an aftercare system for children and families that have experienced serious FV or FV homicide	2027	Not Funded*

4. Ensure victim safety through an effective intervention system for people who perpetuate family violence and sexual violence, centred on accountability and behaviour change.

- Ensure provision of effective treatment options for people who perpetuate family violence and sexual violence
- Enhance the range of opportunities to increase accountability and ensure individual responsibility to change behaviour
- Explore opportunities for greater alignment across the service contracts targeting people who use violence, funded by three government agencies.
- Look at ways to support earlier intervention by increasing visibility and access to services, programmes and digital platforms e.g. through existing phone lines or online tools.

Milestone	Indicative Completion Date	Expected Funding Pathway
Current state review of intervention system for people who use violence completed.	2025	Funded
Review of contract alignment opportunities completed and options for future contract arrangements provided	2025	Funded
Expand access to safety programmes in the criminal courts	TBC	Funded
Undertake impact evaluation of Te Huringa o Te Ao to determine what works and where to drive change	TBC	TBC
Expand the Concerning Sexual Ideation Service	2030	Not Funded*

DRAFT Not Government Policy

* Not Funded: Requires reprioritisation or new investment.

ENABLING ACTIONS

5. Equip our frontline workforces with the resources to recognise, safely respond and refer so that more people get help for FVSV.

- Adopt best practice national standards and training for statutory front line workers.
- Strengthen the adoption of FVSV capabilities in Social Service accreditation standards.
- Establish a national qualification framework for the FVSV specialist workforce.
- Enhance local practice capability.
- Expand VIP Health Training Programme to primary and community care settings.

Milestone	Indicative Completion Date	Expected Funding Pathway
Strategic FVSV workforce gap analysis and strategy completed	2026	Funded
Adoption of FVSV Capability Frameworks and training plans in all government agencies (Phase 1 Statutory Agencies: Police, Corrections - Ara Poutama, Oranga Tamariki / Phase 2 Wider Government Agencies: Health, Education, MSD, ACC and Justice)	Phase 1: 2026 Phase 2: 2030	Phase 1: Funded Phase 2: Funded
Training delivered to up to 20,000 statutory workers in phase 1. Phase 2 Up to 100,000 frontline workers over 5 years	Phase 1 2025 Phase 2: 2030	Phase 1: Funded Phase 2: Funded
Good Practice Improvement Plans are developed and implemented in six regions (up to 12 localities). Phase 2: additional six regions.	Phase 1 2026 Phase 2 2030	Phase 1: Funded Phase 2: Not Funded*
Expansion of VIP Health Training to Primary Care Settings (Phase 1: 6 regions (up to 12 localities) Phase 2: National roll out)	Phase 1: 2028 Phase 2: 2030	Phase 1: Not Funded* Phase 2: Not Funded*
Strengthening and adopting FVSV organisational capabilities in social service accreditation working with Te Kahui Kahu.	2028	Funded
Partnering with the Workforce Entities to develop a national qualifications framework for the specialist FVSV	2030	Funded

6. Prioritise funding and investment in the FVSV system to deliver sustainable outcomes for communities and those impacted by violence.

- Undertake a spend review to assess the distribution of funding and investment across the FVSV sector.
- Review the effectiveness of spend to support a social investment approach and inform the Implementation and Investment Plan for B25 and B26.
- Implement a pilot for social sector commissioning to understand and make visible the commissioning approach and spend for FVSV services.

Milestones	Indicative Completion Date	Expected Funding Pathway
Targeted spend review completed	2024	Funded
Effectiveness assessment completed	2025	Funded
Pilot of social sector commissioning launched	2026	Not Funded*

* Not Funded: Requires reprioritisation or new investment.

KEY AGENCY ACTIVITIES (under development)

This plan is focused on the collective actions agencies need to take to drive towards an integrated system for prevention and response.

Agencies will continue to undertake activities in support of this. This provides some details of the types of activities agencies are currently delivered.

Children and Young People

Children's Flexi Fund (Police)

Funding children and young people's services as part of family and whānau-centred solutions in family violence response sites across New Zealand providing access to a range of services that are not accessible for rangatahi.

People who use violence

Senior Practitioners for family violence (Ara Poutama)

Five senior FVSV Practitioners based in five localities to strengthen integrated community responses focusing on high-risk family violence episodes and offenders and supporting frontline workforce capability building.

People who use violence

Supporting Men's Behaviour Change – Te Huringa ō Te Ao (MSD)

This is a new family violence service that supports sustainable behaviour change for men who use violence to restore whānau wellbeing.

Primary Prevention

Love Better Youth Campaign (MSD)

An internationally recognised primary prevention campaign to foster safe, positive, and equal relationships amongst young people between the ages of 16-24.

Primary Prevention

Change is Possible Campaign (MSD) (Phase 4 of the It's not OK Campaign)

A primary prevention campaign that tackles family violence by helping men become violence free

Early Intervention

Concerning Sexual Ideation services (MSD)

This service aims to reduce clients' (adults) sexual ideation and the potential for this to impact negatively on their day-to-day functioning; reduce the risk of the client engaging in Harmful Sexual Behaviour; and increase their quality of life with the ultimate goal of making communities safer.

INDICATIVE DELIVERY AND INVESTMENT PROFILE YEAR 1-2

Action	Milestone	Indicative Date	Expected Funding Pathway
Accelerate improvements to locally-led and regional multi-agency approaches for violence reduction and response	Good practice improvement plans for multiagency response are developed and implemented in six regions (up to 12 localities)	2026	Funded
	National and regional accountability framework and governance structure for multi-agency responses is established	2026	Partially funded*
	Baseline assessment of current local alternative response pathways in six regions (phase 1) / further six regions (phase 2)	Phase 1 2026	Phase 1 Funded
Improve the visibility, accessibility and effectiveness of FVSV services, programmes and initiatives.	Develop an implementation and investment plan for B25 and B26 to address the specific issues identified in the FVSV Gaps Report.	2025 and 2026	Funded
	Complete accessibility audits of FVSV services including safe housing and emergency accommodation.	2025	Funded
	Develop a single-entry platform to improve accessibility to the family violence and sexual violence response system.	2025	Funded
	Raise awareness of family and sexual violence response websites and the helping ecosystem regionally and nationally.	2025	Partially Funded
	Increase the capacity and specialist expertise of helplines	2025	Not Funded *
Protect children and young people through early intervention and prevention	Strengthen multi-agency collaborative support for children, young people, and their families in sexual violence criminal justice proceedings	2026	Funded
Ensure victim safety through an effective intervention system for people who use violence, centred on accountability and behaviour change	Current state review of intervention system for people who use violence completed.	2025	Funded
	Review of contract alignment opportunities completed and options for future contract arrangements provided	2025	Funded

* Not Funded: Requires reprioritisation or new investment.

INDICATIVE DELIVERY AND INVESTMENT PROFILE YEAR 1-2

Action	Milestone	Indicative Date	Expected Funding Pathway
Equip our frontline workforces with the resources to recognise, safely respond and refer so that more people get help for FVSV	Strategic FVSV workforce gap analysis and strategy completed	2026	Funded
	Adoption of FVSV Capability Frameworks and training plans in all government agencies (Phase 1 Statutory Agencies: Police, Corrections - Ara Poutama, Oranga Tamariki / Phase 2 Wider Government Agencies: Health, Education, MSD, ACC and Justice)	Phase 1: 2026	Phase 1: Funded
	Training delivered to up to 20,000 statutory workers in phase 1. Phase 2 Up to 100,000 frontline workers over 5 years	Phase 1 2025	Phase 1: Funded
	Good Practice Improvement Plans implemented in six regions (up to 12 localities). Phase 2: additional six regions.	Phase 1 2026	Phase 1: Partially Funded*
Prioritise funding and investment in the FVSV system to deliver sustainable outcomes for communities and those impacted by violence	Targeted spend review completed	2024	Funded
	Effectiveness assessment completed	2025	Funded
	Pilot of social sector commissioning launched	2026	Not Funded *

* Not Funded: Requires reprioritisation or new investment.

SECTOR AND COMMUNITY INSIGHTS

Eight key insights from sector and community engagement.

How the proposed action plan meets these has been illustrated.

1. Housing and wider social issues

Build an integrated system (response/ housing/ income/ ongoing support) and invest in the factors that protect against violence (access to resources, cultural connection, mental health, social norms etc as set out on pg 15 of Te Aorerekura)

Response: Action 2: Visible, accessible and effective services.

2. Be clear about the different forms of prevention

There is a need to continue primary prevention to address the attitudes and beliefs that enable violence.

Response: Primary prevention is not in scope of this plan. Individual agencies are leading on specific primary prevention activities e.g. MSD is leading family violence prevention; ACC is leading sexual violence prevention.

3. Kaupapa Māori and tailored population approaches need more visibility

Working in partnership with Iwi and Māori in response to the specific forms of violence and need for culturally grounded prevent and responses.

Response: Action: 1 Integrated responses. Action 2: Visible, accessible and effective services

4. Prioritise children and young people

Build capability to parent without violence and ensure everyone in communities and workforces can recognise, refer and respond when violence is occurring

Response: Action 1 Integrated response. Action 5 Workforce.

5. Work with perpetrators AND their families

Ensure programmes are effective and sustain behaviour change through accountability and healing – for the whole family.

Response: Action 1: Integrated responses. Action 4: People who use violence.

6. Workforce capability and capacity

Investing in workforces, including allied workforces such as teachers and counsellors and the Courts, will improve responses in communities and across the system.

Response: Action 5: Workforce

7. Online harm

Digital environments enable grooming, harassment and different forms of violence. They are continuing to evolve.

Response: Not in scope of this plan. It is proposed that further work is undertaken to understand this issue and to bring back detailed proposals for consideration.

8. Improve collaboration across Government

Ensure government agencies collaborate effectively on investment, commissioning, system and policy design,

Response: Action 6: Funding and investment.