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Presenting the Cabinet Paper on the Second Action Plan

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Action sought: Noting

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

From: Emma Powell, Chief Executive, Te Puna Aonui, 9(2)(a)

Summary

1. Following an extensive period of development, the second Te Aorerekura Action Plan (the Plan) is being presented to Cabinet on 25 November, following referral from Social Outcomes Cabinet Committee (the Committee) on 20 November.
2. The Plan is the product of several conversations with FVSV Ministers and government agency partners to ensure direction aligns with wider Government priorities, and to confirm its deliverability. Community and sector stakeholders have also been engaged through the development of the Plan.
3. Appended to this paper are talking points to support your presentation to Cabinet. A summary of the feedback provided during Ministerial consultation along with the changes made following the Committee meeting is also provided.

Purpose

4. This paper appends talking points to support you in presenting the cabinet paper 'The Second Action Plan for the National Strategy to Eliminate Family Violence and Sexual Violence' to Cabinet on 25 November.
5. The talking points cover:
 - Key points of the Plan
 - Recommendations from the Cabinet paper
 - Anticipated points of discussion
 - Potential Committee 'Question and Answers'

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6. A summary of feedback from Ministerial consultation and the changes made following the Committee meeting is also appended to this paper so you can see how we have addressed Ministerial feedback.

Background

7. The first Action Plan under Te Aorerekura – the National Strategy ended in December 2023. Its conclusion marks two years of progress and it has laid strong foundations for a more targeted and impactful second Action Plan.
8. The Plan reflects Ministerial direction and sets a path to guide government action over the next five years, with an initial focus on three focus areas.
9. Process of development over the past month has spanned:
 - Departmental consultation from 10 - 18 October. Agency feedback was reflected in the next iteration of the Plan as appropriate, and circulated for Ministerial consultation.
 - Discussion with Ministers with a strong interest in Family Violence and Sexual Violence (FVSV), who met on 17 October to review the Plan and agree it was progressed through Cabinet.
 - Ministerial consultation from 31 October to 11 November. Feedback was received from Minister Willis which was incorporated into the Cabinet paper.
 - The Social Outcomes Committee who met on 20 November to review the Plan. The Committee agreed to refer the cabinet paper to Cabinet on 25 November for further consideration, pending updates to the paper to reflect the discussion.
10. There are a range of Government priorities which the Plan can align with/contribute to, including the:
 - Suite of Government targets with a particular focus on the law and order targets
 - Impact Review of FVSV spend led by Social Investment Agency
 - Application of social sector commissioning
 - Child and Youth Strategy, specifically the 'Preventing Child Harm' priority area
 - Royal Commission of Inquiry into the Abuse in State Care
11. Accountability for delivering these areas in the Plan and driving change will sit with the Interdepartmental Executive Board (IEB).

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Next steps

12. Appended to this paper are talking points to support you at Cabinet on 25 November.
13. Pending Cabinet approval, a joint Ministerial launch is provisionally scheduled for 15 December.
14. A meeting with the IEB has been arranged for the 18 December, to provide you with an opportunity to set your expectations as we head into 2025.

Satisfaction on the quality of this aide mémoire [Minister's Office to complete]				
Please select your level of satisfaction with this Aide mémoire				
<input type="radio"/> Outstanding	<input type="radio"/> Very good	<input type="radio"/> Acceptable	<input type="radio"/> Poor	<input type="radio"/> Unacceptable
Any other feedback				

Annexes

Appendix 1: Supplementary talking points

Appendix 2: Summary of Ministerial Consultation Feedback

Appendix 3: Changes to Cabinet Paper and Action Plan following Social Outcomes Committee meeting

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Appendix 1: Supplementary Talking Points

Opening Remarks

- It is fitting that Cabinet is considering the second Te Aorerekura Action Plan today; White Ribbon day. Today is about demonstrating that we do not condone violence against women. As you will know, women are most likely to be hurt or killed by their intimate partners. And although the Action Plan is about all people – we do need to acknowledge that some groups of people are more likely to be victims of family violence and sexual violence.
- In coming here today, I am proposing Cabinet agree an Action Plan that charts a course for how we work together to reduce levels of family violence and sexual violence in New Zealand.
- This Plan represents the second phase of implementation of the 25-year National Strategy to eliminate family violence and sexual violence, building on what has gone before.
- The Prime Minister has identified this Action Plan as a deliverable for this quarter.
- This is important work:
 - Over one third of adults have experienced physical and sexual violence offences by an intimate partner in their lifetime.
 - This increases to 1 in 2 for women when other forms of violence such as psychological abuse and coercive control are taken into account.
 - We can also see this pattern of violence being passed down through generations, leading to youth crime and other poor outcomes for children and young people.
- In recognition of the enormity of this challenge, the National Strategy and first Action Plan had cross-party support. I am keen to ensure this cross-party commitment continues for the second Action Plan, as working together is the only way we can truly break the cycle of harm.
- With this sentiment, I would like to acknowledge the group of FVSV Ministers who have supported the development of, and endorsed, the Plan. We have travelled together over the past few months and your advice has helped ground the Plan and ensure it reflects our joint priorities.

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- I am clear that we cannot make a meaningful difference on levels of violence until we all work together to ensure sustained focus and investment. This is reinforced by feedback from communities and the specialist sector who have consistently called for greater collaboration across agencies, emphasising the importance of Health and Education.

Strengthening Accountabilities

- The first Action plan was focused on actions undertaken by individual agencies to support critical foundations for the Government's FVSV focus and investment. This Plan builds on this progress and targets our collective energies towards what will make the greatest impact.
- I am therefore keen to ensure the IEB is set up to effectively drive and deliver necessary leadership for this collective work.
- The IEB intends to revise its strategic intentions and strengthen its operating procedures to ensure the effective implementation of the Action Plan.
- Further options exist to strengthen these accountabilities, including:
 - The creation of an Appropriation Minister for core elements of the Action Plan, such as FVSV multi-agency responses. It is worth reinforcing that any restructuring of appropriations does not require a reallocation of resources. I have asked for further consideration of this prior to advice to Cabinet.
 - Further options, such as appropriation responsibility for all FVSV programmes, or the creation of a new stand-alone entity to lead all FVSV are likely to be problematic and unimpactful.
- I know there has been some concern about the potential for a new appropriation to introduce more complexity into an already complex portfolio. However I see this as an opportunity for us to think differently about how we drive delivery.
- My intention is to report back in four months with advice on how we strengthen accountability to ensure effective implementation of the action plan.

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Key Points from the Paper

- The Plan takes a different approach to the first Action Plan.
- It spans five years, setting out seven focus areas for government action. To drive rapid progress, three of these areas will be the focus of immediate cross-government activity in the first two years:
 - Investing and commissioning well, which ensures available funding is going to the right place and is making a difference
 - Keeping people safe by strengthening multi-agency responses to family violence and ensuring people at high risk of death and serious injury receive the right help to be safe
 - Stopping people using violence, which will keep victims safe by providing the right support services and ensuring perpetrators are held to account for their behaviour.
- This Plan is expected to directly contribute to the Government's targets, particularly the law and order targets. This is based on initial modelling, which has shown how an effective multi-agency response can reduce revictimisation, supporting achievement of the target to reduce serious offending.
- Overall, delivering this Plan will achieve the following outcomes:
 - ensuring more people, whānau, and families can access effective tailored services and supports
 - more people who use, or have used, violence are held accountable
 - less family violence and sexual violence reoffending.
- It is my expectation that the Interdepartmental Executive Board (IEB) is accountable for delivering these areas in the Plan and driving change. To ensure this happens, I am supportive of the IEB's intention to strengthen its accountability settings, committing to successful implementation of the Plan.
- The IEB will report back to Cabinet on these strengthened accountability settings in four months, as well as a recommended approach to Ministerial oversight.

Cabinet Paper Recommendations

As set out in the Cabinet paper, I recommend that the Committee:

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1. **note** the 25-year National Strategy was launched with cross-party support in 2021 and that the first Action Plan ended in December 2023
2. **approve** the second Action Plan (including the Minister for Prevention of Family and Sexual Violence being able to make any minor editorial amendments ahead of publication)
3. **note** the IEB will be updating its strategic intentions (to be tabled in the House) and creating new operating procedures
4. **invite** Te Puna Aonui to report back to Cabinet in four months on initial progress, including advice on further options to strengthen the IEB's accountabilities
5. **note** Te Puna Aonui has a comprehensive communications and engagement plan to support the second Action Plan
6. **note** my intention to launch the second Action Plan in December 2024 subject to Cabinet consideration.

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Expected Points of Discussion

- Definition and prevalence of family violence and sexual violence:
 - **Family violence is defined under the Family Violence Act 2018** as physical abuse, sexual abuse, and psychological abuse, including coercion and control.
 - **The NZ Crimes Act 1961 defines sexual violation** as including rape, unlawful sexual connection (e.g. without consent or when consent cannot be given), and other forms of sexual abuse (e.g. indecent assault). The NZCVS measures rates of sexual violation and unlawful sexual conduct.
 - The New Zealand Crime and Victims Survey (NZCVS) shows that 30.2% of New Zealand adults have experienced physical and sexual violence offences committed by an intimate partner in their lifetime.
 - Research has shown that when other forms of violence are taken into account as per the Family Violence Act (2018) definition, levels of intimate partner violence increase to 56% for women in their lifetime, and higher for Māori women (65%).¹
- Implications for strengthening accountability for delivery:
 - Balancing agency-specific priorities and responsibilities alongside IEB functions has been an ongoing challenge, limiting the effectiveness of the IEB.
 - The IEB remains the most appropriate mechanism to drive improved FVSV outcomes, however further work is needed to ensure accountability settings are right and drive collective action.
 - This Plan proposes to strengthen the accountability of the IEB through updating the strategic intentions and developing operating procedures which would define escalation procedures and give effect to the intentions.
 - This work would confirm agency commitment to the Plan's implementation and ensure CEs are held accountable for their contribution.
 - It also outlines further considerations for strengthening accountability, which will require further work and advice before a decision is made.

¹ J. Fanslow, B. Mellar, P. Gullivar, & T McIntosh (2023). Ethnic-specific prevalence rates of intimate partner violence against women in New Zealand. *Australian and New Zealand Journal of Public Health*. 47(6), 100105.

- Proposal to develop a new appropriation and implications for agencies:
 - The consideration of a new appropriation does not mean shifting funding away from agencies for things that fall within the scope. It will however, provide the Minister with the delegation over the defined appropriation. This could be something relatively narrow such as multi-agency responses action.
 - Further advice will be provided about this at the next cabinet report back in four months, prior to any decisions taken about the merits of this option.
- How the Plan will be governed moving forwards:
 - The Plan has been developed with support from FVSV Ministers, ensuring direction reflects joint priorities.
 - There are a number of other existing Ministerial groups which will also have some interest in this Plan and the FVSV portfolio, including Justice Sector Ministers and Social Investment Ministers.
 - Further advice on this and Ministerial governance arrangements for the Plan will form part of the report back in four months.
- Alignment to social sector commissioning:
 - The Plan seeks to confirm opportunities to apply social sector commissioning principles, given the relationship to the social investment work programme led by the Social Investment Agency.
 - Outcomes-based contracting in support of multi-agency responses will be an early focus for the Plan.
- Approach to investment reprioritisation:
 - SIA led an FVSV Impact Review over the past few months to understand what works and what doesn't, to inform budget reprioritisation.
 - The Plan continues this work in subsequent years to inform the annual budget process, ensuring available funding is going towards the right places; where it will have the greatest impact.
- Supporting delivery of Government Targets
 - This Plan will support achievement of broader health and education Government Targets, alongside a direct contribution to the law and order targets.
 - Well-functioning multi-agency responses to FV can reduce revictimisation as people impacted by violence are getting the right response at the right time, subsequently helping us achieve the Violent Crime Target.

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Possible Questions and Answers

- Although agency feedback on the Cabinet paper and the Plan has largely been positive, there have been some areas which may be raised for discussion. These are summarised below along with suggested responses.

Potential Question	Response
How will the Plan be delivered and are there any anticipated financial implications?	<p>My expectation is that the agencies responsible for each action come together to agree the process for implementation and input into performance reporting. This will involve both national and regional agencies as needed.</p> <p>The IEB will have a critical role in supporting implementation, in line with their strengthened accountability function.</p> <p>I have also made clear my expectation that delivery be fiscally responsible. Any additional costs associated with delivery should be reviewed and validated through an investment reprioritisation process.</p>
There are other areas in the country which have high levels of family violence and which need improvement, such as Waikato. Why have these areas not been prioritised?	<p>The 12 regions in the Plan were selected based on a clear set of criteria – namely:</p> <ul style="list-style-type: none"> Level of FV investigations in the region Readiness of regions to work with Te Puna Aonui including number of funded roles and iwi leadership. <p>Resources don't currently allow us to increase the number of regions above 12. We recommend starting with these 12 and ensuring that lessons are shared across the nation.</p> <p>If changes are made to the regions we work with; trade-offs and implications will need to be considered.</p> <p>I will continue to review regions for multi-agency improvement and aim to introduce new areas in latter years and as resources allow.</p>

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<p>Family violence includes a range of forms of violence such as economic/financial abuse and elder abuse, which are on the rise. How is this plan addressing these issues?</p>	<p>Learning from the first Action Plan, we have sought to adopt a more targeted approach with the second Plan. This means we have had to make some tough choices and trade-offs about where we focus our energies first.</p> <p>The short timeframe and phased approach to the Plan also means we have an opportunity to review the scope and bring new and different focuses in, during subsequent years.</p> <p>Finally, there is already much work underway across government which will continue, such as a single-entry platform for SV services, concerning sexual ideation and harmful sexual behaviour services, and elder abuse response services.</p>
<p>How can we be sure that this Action Plan will have a greater impact and genuinely deliver change?</p>	<p>This Plan has a strong evidence base. For example, well-functioning multi-agency responses can reduce revictimisation based on reviews of local good practice. Programmes focused on long-term behaviour change for people who use violence are also well evidenced internationally.</p> <p>I am focused on doing fewer things well. I am clear that this Plan will enable us to get going now, learn and adapt as we go, and provide opportunities to scale what works.</p>
<p>How will this Plan support the findings and recommendations from the Royal Commission of Inquiry into Abuse in State Care?</p>	<p>There is a real opportunity for FVSV to support the recommendations from the Abuse in State Care Report, particularly related to targeted abuse and neglect prevention programmes.</p> <p>This can be fully explored once I have clarity on the recommendations Government has accepted.</p>
<p>What will the IEB operating procedures mean for agencies who have operational independence?</p>	<p>Operating procedures are important as they will provide clarity for agencies on IEB mandate and function in relation to the strategic intentions.</p> <p>The development of operating procedures will consider the unique roles of IEB agencies. I expect the IEB to work through the specifics together, ensuring what is developed is supported by CEs and considers individual agency mandates.</p>

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Appendix 2: Summary of Ministerial Consultation Feedback

Ministerial consultation on the Plan seeded feedback from the Office of Hon Nicola Willis. Comments along with the responses are set out below.

Feedback	Response
How, specifically, multiagency responses will be governed and implemented	<p>Multi-agency responses are governed at three levels:</p> <ul style="list-style-type: none"> • Community/locality • Regional • National <p>At a national level, the IEB and a sub-group of DCEs will oversee activity, ensuring progress and change is made and sharing good practice models.</p> <p>Regionally, close working with the Regional Public Service Commissioners will be critical as they play an important role in supporting and sustaining improvements made to multi-agency responses.</p> <p>Locally, there are a range of governance models in place which will be strengthened where needed.</p> <p>Implementation will be led out by a team within the Te Puna Aonui Business Unit, working with key agency partners including MSD, OT, Department of Corrections, Police.</p>
What actions, beyond recommendation 6 (<i>from the previous cabinet paper - agree the IEB is accountable for delivery of the second Action Plan, and that agencies are held to account for their performance in undertaking their roles to give effect to these priorities</i>),	<p>The IEB is responsible for effective delivery of the Action Plan. Actions within the Plan require agencies to work together – particularly if we are to successfully strengthen multi-agency responses.</p>

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will be taken to ensure that sector agencies are working more collaboratively, keeping in mind the resource implications of making any appropriation changes	To ensure agencies work collaboratively, accountability settings will be strengthened to ensure CEs are held accountable for agency contributions to the Plan. This is detailed in the Cabinet paper and will be led by Te Puna Aonui Business Unit.
Outline how success will be measured and how such measures will link between family and sexual violence statistics in New Zealand and the intervention logic for the proposed actions.	<p>Success will be measured through the different performance reporting on the Plan, including:</p> <ul style="list-style-type: none"> • Quarterly reporting on milestones • Quarterly reporting on performance indicators • Annual reporting on outcomes <p>An intervention logic model has been prepared, demonstrating how each action will contribute to delivering the actions in the Outcomes and Measurement Framework. This can be produced if required.</p>

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Appendix 3: Changes to Cabinet Paper and Action Plan post Social Outcomes Cabinet Committee

On 20 November, the Social Outcomes Cabinet Committee (the Committee) reviewed the submission on the Second Action Plan for the National Strategy to Eliminate Family Violence and Sexual Violence and referred the paper to Cabinet on 25 November 2024 for further consideration, pending further updates reflecting the discussion at the Committee meeting.

A summary of the changes made to the cabinet paper and the Action Plan are provided in the Table below.

Feedback	Response
9(2)(f)(ii)	Report back period has been updated in Rec 4 and Para 34 in the cabinet paper.
	Feedback from MSD regarding a new appropriation has been incorporated into para 33 and noted in para 54 of the cabinet paper
	<p><u>Cabinet Paper Changes:</u></p> <ul style="list-style-type: none"> • A definition of family violence and sexual violence is provided in Footnote 1 • Levels of physical and sexual violence as measured through the NZ Crime and Victims Survey has been added to para 8. <p><u>Action Plan Changes:</u></p> <ul style="list-style-type: none"> • The Introduction has been updated with revised statistics on family violence and sexual violence. The relationship between Violent Crime Target and the Plan has also been strengthened under 'accelerating action' subheading. • The Family Violence and Sexual Violence in New Zealand section has further clarified specific forms of violence included within

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	<p>the statistics, including minor clarifications to:</p> <ul style="list-style-type: none"> ○ disabled people – i.e. '18% of disabled young people were <i>hit or physically hurt in the place they usually live</i>, in the past year.' ○ Older people – i.e. '...will experience some kind of elder abuse which <i>includes physical, sexual, psychological, and/or economic abuse and/or controlling behaviours</i>.' <ul style="list-style-type: none"> • In Appendix 3, Agencies Taking Action, the Disability Abuse Prevention and Response Programme language has been updated to replace the term 'vulnerable adults' with 'disabled adults at risk'. <p>Te Puna Aonui Business Unit can also add a glossary to the Action Plan post Cabinet, if required.</p>
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