

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

## Te Aorerekura: the National Strategy and the Action Plan

<b>Date:</b> 12 December 2023	<b>File reference</b>	<b>2023/108605</b>
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### Action Sought

### Timeframe/Deadline

<b>Note</b>	This briefing on Te Aorerekura – the National Strategy and the Action Plan	N/A
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### Contacts for telephone discussion (if required)

Name	Position	Telephone (work)	First contact
Emma Powell	Chief Executive	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 Withdrawn	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**

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1. To provide an overview of Te Aorerekura: the National Strategy to Eliminate Family Violence and Sexual Violence, implementation of the first Action Plan and your opportunity to set the direction and focus of the second Action Plan due for delivery in mid-2024.

## **Taking a collective approach to tackle family violence and sexual violence**

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### **The scale of family violence and sexual violence in New Zealand**

2. Family violence and sexual violence impacts many individuals, families, whānau and communities across New Zealand with significant health, social and economic costs.
3. Over one million New Zealand adults have experienced intimate partner violence or sexual violence at some point in their lives and approximately 85,000 children and young people whose experience of violence was notified to government. However, we know that most of the violence is not disclosed.
4. It is estimated that only about 33% of family violence incidents are reported and only 8% of sexual violence is reported to police. We know that addressing violence is one of our greatest opportunities to improve the lives of people, families and whānau in New Zealand.

### **No one agency has all the levers and resources to make a difference on the scale required**

5. Successive governments have recognised that tackling family violence and sexual violence is a complex and inter-generational problem which requires a shift from government-led solutions to enabling community-led solutions and integrated responses. Evidence shows that change will happen by enabling tangata whenua and community leadership, so that decisions are made closer to people impacted by family violence and sexual violence.
6. While family violence and sexual violence are distinct and take many different forms, approximately 70% of sexual violence occurs in the context of family violence. The interconnections and root causes of both forms of violence are similar enough to focus on preventing them at the same time with a collective approach across government alongside communities. However, violence can take different forms in different communities, requiring responses that meet the diverse experiences and needs of people.

7. There is well-established evidence about what drives (causes) family violence and sexual violence, what contributes to it, and what can help stop family violence and sexual violence occurring (the 'protective factors'). We know violence is preventable. Safety and healing from family violence and sexual violence is possible, and people can change.

### **A national strategy provides the building blocks and long-term vision to focus our collective efforts over 25-years with the goal of elimination**

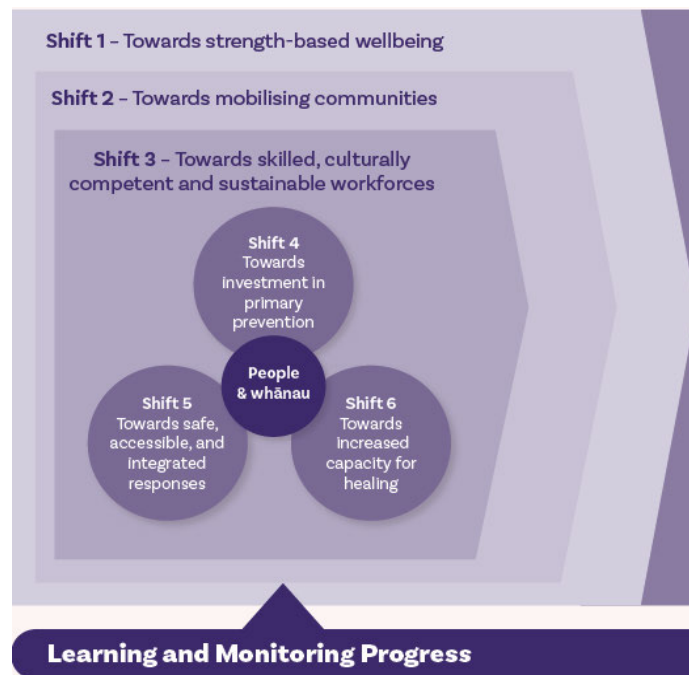
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8. Te Aorerekura: the National Strategy to Eliminate Family Violence and Sexual Violence (the National Strategy) was needed to set the collective vision and direction for tangata whenua, communities, specialist sectors and government to work together to eliminate family violence and sexual violence. The shared vision or moemoeā: *All people in Aotearoa New Zealand are thriving: their wellbeing is enhanced and sustained because they are safe and supported to live their lives free from family violence and sexual violence.*
9. The 25-year strategy recognises that violence is intergenerational in that harm experienced as a child is often repeated as an adult. The National Strategy provides the pathways for change – set out in the system shifts - for how we achieve the vision of eliminating violence within a generation.
10. The National Strategy signals a deliberate investment strategy to rebalance government spending towards investment in prevention and early intervention, and healing. We expect that in the short-term, as people feel safe and confident to seek support, demand for crisis and healing responses will continue to increase. Therefore, it will take several years before the increased investment in prevention reflects a drop in crisis response.

### **The strategic shifts will move us towards the goal of elimination**

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11. Based on a wealth of research, evidence, lived experience and sector knowledge, **six strategic shifts** were identified that would enable and drive the change needed to achieve the vision of elimination. Crucial to the success of the shifts is a **learning and monitoring system** which collects data and evidence, tangata whenua advice and the voices of communities, to continually improve and change (see diagram below).



12. Central to the National Strategy is the focus on people, families and whānau who experience, or are impacted by family violence and sexual violence. The changes required to support people to seek help, heal, and prevent further violence (Shifts Four, Five and Six) are articulated as:

- **Shift Four:** investment in primary prevention to strengthen the factors that protect against family violence and sexual violence and decrease the factors that drive violence;
- **Shift Five:** safe, accessible and integrated responses that meet the needs of people impacted by violence and that support accountability and behaviour change for people who use violence; and
- **Shift Six:** increased capacity for healing – more appropriate healing, recovery, and restoration services. These are essential to address intergenerational trauma.

13. **Shifts One, Two and Three** enable or provide the supporting environments necessary to increase safety, enable healing and recovery, and improve wellbeing.

14. We know that if we have well-trained and culturally responsive workforces (Shift Three), if we support tangata whenua and community leadership to mobilise communities to address violence (Shift Two) and government agencies work together effectively (Shift One), we will create the changes needed to realise the goal of elimination.

## What have we achieved since the launch of the National Strategy and implementation of the first Action Plan

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15. The launch of the National Strategy in December 2021 included an action plan of 40 actions for Te Puna Aonui agencies to implement over a two-year period. It was an ambitious plan arranged under the strategic shifts, with the opportunity to focus activities in one place (see **Appendix One** for Action Plan on a page and **Appendix Two** provides a snapshot of actions).
16. Under a two-year action plan Te Puna Aonui agencies have been able to drive a number of actions and associated activities that included:
- Key foundational actions to support the National Strategy, which included the Outcomes and Measurement Framework (Action 39);
  - Actions that were agency programmes of work or initiatives already in train and funded either through previous Budgets or able to be delivered through baseline funding e.g, national prevention campaigns (Action 21);
  - Actions that were focused on testing, piloting, and building our knowledge and understanding, like the analysis of gaps and opportunities in family violence, sexual violence, and healing services (Actions 29, 30, and 33); and
  - Actions that would need to be rolled out over several years, like building the capability of the generalist government workforce (Action 11).

### Development of a learning and monitoring system

17. The first Action Plan required the development of a learning and monitoring system, with agencies and communities working together to finalise an outcomes and measurement framework, ensuring we had a tool to demonstrate progress.
18. The Outcomes and Measurement Framework (OMF) forms the foundation of a learning system and is the first time New Zealand has had an agreed set of shared outcomes and measures across government in the work to eliminate family violence and sexual violence.
19. The OMF supports alignment across agencies, public accountability, and measurement of progress. The first Board monitoring report will be produced in August 2024. We will provide you a further briefing on the OMF in due course.

## Where to next?

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### Looking back to move forward – learning from the first Action Plan

20. The first Action Plan (December 2021 – December 2023) ends on 31 December 2023. While a lot has been accomplished, there are work programmes which are ongoing. We are currently in the process of closing off and transitioning these actions into a transition plan as we move towards delivery of a second Action Plan by mid-2024.
21. The transition plan will oversee actions until decisions are made about their continuation and the second Action Plan begins. During this transition period, there are further opportunities to learn from what has worked well and carry these lessons over into the next iteration of collective work. We are planning to brief you further on progress to close out the current Action Plan in February 2024.

### Development of the second Action Plan

22. Development of the second Action Plan is following a phased approach. Phase one began with a review of the first Action Plan to surface what has worked, what has not and to take stock of how the family violence and sexual violence system is responding to the implementation of Te Aorerekura. The review has included engagement with agencies, tangata whenua, communities and the family violence and sexual violence sectors.
23. For example, although the first Action Plan has enabled agencies to come together around a common vision, there are improvements to be made to the framing of actions, understanding what can be delivered in what timeframes, and consideration of dependencies and sequencing.
24. The findings from the review phase sit alongside data and evidence, specialist reports (e.g., Family Violence Death Review Committee reports, Dame Karen Poutasi report) and what we have heard through our engagements with key stakeholders. The results of the review phase have informed the potential shape and direction of the next Action Plan:
  - A plan of longer duration (e.g., five years instead of two years), significantly fewer and more strategic actions (six to eight), greater collaboration in planning and agreeing actions, and building on existing infrastructure and programmes of work.
  - A collective and accelerated focus around building and expanding integrated community response, with the recognition that communities are often better placed to deliver services and meet local needs than agencies.

- Supporting future work to determine individual agency contributions to eliminating family violence and sexual violence, clarifying agency roles and responsibilities, and opportunities for alignment.

### **Moving towards priority setting for the next Action Plan**

25. Drawing on the review findings, key research reports, and wide-ranging stakeholder engagements we are now moving into the prioritisation phase of developing the next Action Plan.
26. The strategic shifts provide the pathways but how we get to the goal of elimination has not been laid out. Our review and engagements indicate the need to be more targeted and focused on fewer collective priorities that will have greatest impact. There is also a need for government agencies to act strategically to align related government strategies and work programmes e.g., the Victims Operating Model and Child, Youth and Well-being Strategy to make progress toward realising our shared objectives and outcomes.
27. The development of the second Action Plan is your opportunity to set the direction and focus of the next phase of delivering the National Strategy. It is clear there is still much to achieve and the IEB are of the view that the biggest impact would be made through community-led solutions, supported by integrated systems and services at a local, regional and national level.
28. How we might strengthen the delivery of Te Aorerekura in communities will form a briefing and a deep dive session scheduled for late January.

## Recommendations

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We recommend that you:

1. <b>Note</b> this briefing on Te Aorerekura – the National Strategy and the Action Plan	YES/ NO
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**Emma Powell, Chief Executive, Te Puna Aonui**

APPROVED/SEEN/NOT AGREED

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**Hon Karen Chhour**

**Minister for the Prevention of Family and Sexual Violence**  
**Minita mō te Ārai i te Whakarekerekere Whānau me te Koeretang**

**Date:**                /        /2023



## Appendix One: Action Plan on a page

Shift	Action
<b>Shift One – Towards strength-based wellbeing (Actions 1-4)</b>	<ul style="list-style-type: none"> <li>• Te Aorerekura is supported by a clear investment plan</li> <li>• Agencies integrate community-led responses</li> <li>• Strengthen wāhine Māori leadership</li> <li>• Wāhine Māori leadership succession</li> </ul>
<b>Shift Two – Towards mobilising communities (Actions 5-9)</b>	<ul style="list-style-type: none"> <li>• Engage and value communities in collective monitoring, sharing &amp; learning</li> <li>• Relational approach to commissioning to better support community decision making and needs</li> <li>• Enable Te Aorerekura implementation in the regions</li> <li>• Establish a Ministerial Tangata Whenua Advisory Group</li> <li>• Establish an annual Te Aorerekura Hui</li> </ul>
<b>Shift Three – Towards a skilled, culturally competent, and sustainable workforce (Actions 10-15)</b>	<ul style="list-style-type: none"> <li>• Develop and implement trauma informed FV and SV capability frameworks for specialist workforces</li> <li>• Agencies implement capability frameworks for generalist workforces</li> <li>• Tools to recognise and respond to violence to support people experiencing violence / people supporting them</li> <li>• Invest in upskilling community primary prevention</li> <li>• Build the specialist workforces for children</li> <li>• Build court workforce capability</li> </ul>
<b>Shift Four – Towards investment in primary prevention (Actions 16 – 26)</b>	<ul style="list-style-type: none"> <li>• Adopt the Primary Prevention System Model</li> <li>• Develop tools to support healthy, consensual relationships for young people</li> <li>• Refresh the health and physical education curriculums</li> <li>• Develop the Oranga Whakapapa programme</li> <li>• Develop community mobilisation infrastructure to lead sexual violence primary prevention</li> <li>• Deliver prevention initiatives</li> <li>• Develop and deliver SV primary prevention campaign for Māori / Tāuiwi</li> <li>• Prevention programmes for ethnic communities</li> <li>• Holistic support for safe early years</li> <li>• Develop social and emotional learning for children</li> <li>• Strengthen community-led solutions to prevent child sexual abuse</li> </ul>
<b>Shift Five – Towards safe, accessible, and integrated responses (Actions 27 – 32)</b>	<ul style="list-style-type: none"> <li>• Develop new practice guidelines for participants in court proceedings</li> <li>• Safeguarding responses for disabled &amp; vulnerable adults</li> <li>• Develop a plan to fill the service gaps for family violence</li> <li>• Develop a plan to fill the service gaps for SV</li> <li>• Develop a case management system for family violence responders</li> <li>• Improve the Family Start service</li> </ul>
<b>Shift Six – Towards increased capacity for healing (Actions 33-37)</b>	<ul style="list-style-type: none"> <li>• Undertake an analysis of healing services and responses to determine gaps and opportunities</li> <li>• Develop training and resources for parents, caregivers, and whānau</li> <li>• Design local Māori services for SV healing and restoration</li> <li>• Extend and expand whānau-centred initiatives</li> <li>• Extend and expand whānau-centred early intervention</li> </ul>

## **Appendix Two: Snapshot of Actions**

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### **Shift 1 – Government adopts a strength-based wellbeing approach**

- Supporting and enhancing community-led responses so that people can access whānau-centred services that are holistic and support healing (**Action 2**).
- Supporting iwi and local communities in different geographic communities through partnership and funding – recent investment includes funding a data analyst in Manaaki Tairāwhiti to provide analysis of whānau need so we can learn what is needed and what is working on the ground.
- The South Auckland Social Wellbeing Board is a ‘Place-Based Initiative’ set up to bring social sector leaders together to work in partnership with whānau and communities in an evidence-informed way. Recent investment includes funding Pacific practitioners.

### **Shift Two – Towards mobilising communities**

- Building ways to incorporate diverse community voices and populations into government decision making. Investment into community networks have been established including ethnic communities, tangata whenua, Pacific peoples, Rainbow peoples, disabled peoples, children and young people, older people, victim-survivors, and people who have used violence. Funding has been provided for them to be involved in monitoring, sharing and learning to ensure and enable change on the ground (**Action 5**).
- There is a cross-government commitment to making significant change to how government, iwi, and communities work together to deliver social services. Social sector commissioning is a key lever in mobilising local community solutions that disrupt and respond to the drivers of violence.
- Te Puna Aonui agencies are using the social sector commissioning principles in the implementation of initiatives funded under Budget 2023. The Business Unit is testing providing flexible funding for immediate need in Cyclone Gabrielle impacted areas (**Action 6**).
- Implementing Te Aorerekura in the regions through strengthening connections with Regional Public Service Commissioners, who have a similar mandate to the IEB (**Action 7**).

### **Shift Three – Towards skilled, culturally competent and sustainable workforces**

- Two family violence frameworks were launched in May 2022 - the Specialist Family Violence Organisational Standards (SOS) and the Family Violence Entry-to-Expert Capability Framework (E2E). These frameworks are now being implemented across government and non-government organisations (**Action 11**).

- Work is also underway to design and implement a Sexual Violence Entry-to-Expert capability framework (to be finalised in 2024) which will provide the skills and knowledge people need to respond and work effectively with people impacted by violence and/or who use sexual violence (**Action 10**).
- Launching new 24/7 online help portals for people impacted by violence and for people who have used violence. This means that people can access help online and by phone when they need it. This reduces pressures on Refuges after hours. (**Action 12**)

#### **Shift Four – Towards investment in primary prevention**

- Developing the next phase of prevention initiatives under the Campaign for Action on Family Violence focused on people who have used violence (ChangeisPossible.org.nz/ Love Better/ E Tū Whānau/ Pasefika Proud) (**Action 21**).
- Piloting EMERGE, Alert and Incredible Beginnings social and emotional learning for children (**Action 25**).
- Testing resources to strengthen community-led prevention of child sexual abuse (**Action 26**).

#### **Shift Five – Towards safe, accessible and integrated responses**

- Expanding the Waitematā and Manawatu pilots using the Safeguarding Framework and safeguarding adults at risk and disabled people from violence and abuse. Budget 2023 funding of \$6.11 million over 4 years to strengthen the current pilots and expand into one more location - collaboration between agencies and strong partnership between Te Whatu Ora and Waikaha – Ministry of Disabled People (**Action 28**).
- Completing a capability assessment for responding to family violence and sexual violence in Family Start (**Action 32**) to inform regional plans and investment decisions.

#### **Shift Six – Towards increased capacity for healing**

- Engaging with iwi on the design of local services for sexual violence healing and restoration (**Action 35**)
- Prototyping the expansion of whānau-centred early intervention through the **Ngā Tini Whetū** initiative to strengthen families and improve the safety and wellbeing of children – collaboration between Te Puna Kōkiri, Whānau Ora Commissioning Agency, Oranga Tamariki and ACC. Ngā Tini Whetū enables more whānau to access early support, services and resources that are tailored to their needs. Ngā Tini Whetū is delivered to around 800 whānau across the North Island by 58 Whānau Ora partners (**Action 37**).