

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

Update on 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, we intend to meet with key FVSV Ministers individually, alongside agency Chief Executives, to seek feedback on the action plan. This includes yourself as Minister for Children and the Ministers for Justice, ACC, Social Development, Health and Police.
3. The content included in this paper will be adapted following our discussion to support discussions with individual Ministers.

Recommendations

4. It is recommended you:
 - a) **Note** Family Violence and Sexual Violence (FVSV) Ministers are unlikely to meet in July.
 - b) **Note** your office has therefore agreed that Te Puna Aonui officials will meet with individual FVSV Ministers to seek feedback on the proposed actions.
 - c) **Note** the proposed strategic intent for the second Action Plan.
 - d) **Note** the six proposed action areas for the Action Plan, including two primary actions.
 - e) **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.
 - f) **Note** we have populated the plan with initiatives irrespective of available funding, which may require significant reprioritisation across FVSV spend.

Background

5. In May 2024, FVSV Ministers met and endorsed six emerging priority focus areas to inform the development of the next Action Plan:
 - Strengthening in place - Accelerate locally and regionally-led multi-agency responses to violence reduction.

- People who use violence – Support people to stop using violence through coordinated early intervention and rehabilitation.
 - Children and young people – Break the cycle of violence by reducing harm to children and young people.
 - Sexual violence – Bring together the right supports that respond to the needs of survivors of sexual violence.
 - Workforce development – Address growing demand for a workforce able to effectively recognise, respond, and refer people experiencing FVSV.
 - Prevention – Drive national and community-led action to prevent FVSV.
6. This includes a specific priority focus on children and young people exposed to family and sexual violence, and people who use violence, viewed as necessary to break intergenerational cycles of violence and abuse.
7. Further work has been undertaken to refine the strategic intention and objectives of the Action Plan, working to assess the emergent priority areas and associated actions against this.
8. 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 to-date are included in **Appendix 1**.
9. A panel of Critical Friends has also been established and is providing oversight and input at various stages of the development of the plan.

Action Plan Update

Strategic intent

10. To address critical challenges in the FVSV system (a summary of critical challenges intended to be addressed through the plan are included in **Appendix 2**), it is proposed the strategic intent of this Action Plan is working towards an improved and integrated system for the prevention of and response towards family violence and sexual violence by 2030, with two primary objectives:
- **Right response, right time:** Ensuring people who need help get the right support at the right time to leave violence, heal from violence, stop violence.
 - **Reducing violence:** Stopping violence from escalating, revictimisation and re-offending through early intervention and improved risk management.

Proposed Actions

11. A summary of proposed actions is included in the attached slide pack, **Appendix 3**.

12. There are six proposed action areas identified to deliver on this strategic intent. This includes two primary actions, central to the overall success of the action plan and that represent core infrastructure for further work in support of the strategic intent of the action plan. These primary actions are:

- Accelerating locally-led and regional multi-agencies approaches for violence reduction and response.
- Improving the visibility, accessibility and effectiveness of FVSV services.

The proposed actions for the plan have been refined from the priority focus areas agreed by FVSV Ministers

13. Prevention was a key priority identified by FVSV Ministers in May, however through our development process, actions focussed on secondary prevention are featured in the plan, as opposed to primary prevention initiatives.

14. The Action Plan sits in the context of ongoing work across multiple agencies to prevent and respond to FVSV, and we have choices about how we integrate primary prevention into the plan, should this be desired:

- a) Support agencies with existing primary prevention work, e.g. ACC and the Ministry of Social Development, providing visibility of this in the plan.
- b) Back and scale a pilot, such as the social investment driven Kā Au Kahuraki (KAK) – Kā Au Kahuraki is a place based multi-agency partnership working with communities and local services to co-design, a targeted prevention and early intervention approach. It is aimed at reducing harm from crime and family violence, engaging tamariki in early childhood education and whānau and families with health and social services.
- c) Expand the scope of the plan to include primary prevention activity – Note this will require trade-offs with other actions to ensure the plan remains adequately focussed.

15. These choices could be tested with Ministers through the upcoming individual discussions.

Not everything raised by stakeholders is included in the plan

16. From stakeholder engagement, it is recognised that there are growing concerns regarding upward trends in sexual violence and family violence because of technology and digital platforms.

17. Further detailed work is needed to understand this problem, how it manifests, and who is impacted. This will inform the development of future advice to Ministers as to what measures may be put in place to address this.

We have populated the plan with initiatives irrespective of available funding

18. 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 summary in **Appendix 3**.

Strategic Alignment

19. The next Action Plan is a key initiative for delivering on “Reduced family violence and Reduced sexual violence” under the Target 4: Reduced Violent Crime Delivery Plan that is currently under Ministerial consideration. This plan will be discussed at the Cabinet Strategy Committee on 30 July 2024.
20. The plan also builds on connections with other work programmes and strategies across government, including the Child and Youth Wellbeing Strategy and Oranga Tamariki Action Plan and will contribute to the achievement of various 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. The Business Unit 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. This work aims to understand how agencies are evaluating programmes and the current state of FVSV spend. As the report notes, initial findings, based on a narrow scope of funding, indicate limited evaluative practice and therefore limited understanding of impact at this stage.
23. A social investment approach could be applied to the action areas as set out in the action plan as part of ongoing work to support the adoption and implementation of the social investment approach.
24. This will be discussed at the Social Investment Ministers Group on 22 July 2024. Key messages have been provided to your office to support this discussion.

Next steps

25. As FVSV Ministers are unlikely to meet in July, it has been agreed with your office, that we, alongside agency Chief Executives, will meet with key FVSV Ministers seeking feedback on the plans proposed actions ahead of an intended FVSV Ministers meeting in late August. The Business Unit will keep your office updated on the outcomes of these discussions. The content in this paper will be adapted by individual agencies for their respective portfolio Ministers to support these discussions.
26. The FVSV Ministers meeting in August will provide a critical opportunity for all FVSV Ministers to input to the plan, prior to the Cabinet process for the Action Plan in September 2024.

27. You have a number of upcoming meetings where you may have the opportunity to raise current thinking on the action plan. These include:

- 22 July – Social Investment Ministers Group
- 30 July – Target delivery plans and quarterly reports reviewed at Cabinet Strategy Committee
- 31 July - Justice Sector Ministers Meeting.
- Late August (TBC) – FVSV Ministers meeting

Action plan timeline

28. 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

Contact Details

Please contact Emma Powell on 9(2)(a) if you have any questions.

APPENDIX 1: SECTOR AND COMMUNITY INSIGHTS

Eight key insights from sector and community engagement.

How the proposed action plan meets these has been illustrated.

1. 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

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 – Campaign for Action on Family Violence. ACC is leading sexual violence prevention.

3. Kaupapa Maori and tailored population approaches need more visibility

Working in partnership with Iwi and Maori 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. 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.

7. Improve collaboration across Government

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

Response: Action 6: Funding and investment. Accelerating change.

8. 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.

APPENDIX 2: THE CHALLENGE

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

1. 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 need do not always get the intensive support they need, placing them at greater risk of death or injury.

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

Particularly holistic wrap-around support, early intervention, SV and housing. Services are not 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.

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

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.

4. 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.

5. 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.

6. Siloed investment and complicated contracting.

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

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.

***IN DEVELOPMENT
SHARED IN
CONFIDENCE***

Te Puna Aonui

APPENDIX 3: OUTLINE TE
AOREREKURA: FIVE YEAR
ACTION PLAN

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

July 2024



www.tepunaonui.govt.nz

CONTRIBUTION TO GOVERNMENT TARGETS

The reduction family violence and sexual violence will positive impact (directly and indirectly) of the Government's targets.

Reduced violence, offending and (re) victimization.

Reduced violent crime
20,000 fewer people who are victims of an assault, robbery, or sexual assault

Reduced child and youth offending
15% reduction in the total number of children and young people with serious and persistent offending behaviour.

**ELIMINATING
FAMILY
VIOLENCE &
SEXUAL
VIOLENCE**

*TOWARDS AN
INTEGRATED
PATHWAY FOR
PREVENTION &
RESPONSE*

Improved Education Outcomes

Increased student attendance

More students at expected curriculum levels

Improved Health Outcomes

Shorter stays in emergency departments

Shorter wait times for treatment

Improved Employment Outcomes

Fewer people in emergency housing

Fewer people on the Jobseeker Support Benefit

Direct contribution

Indirect contribution

TOWARDS AN INTEGRATED SYSTEM FOR PREVENTION AND RESPONSE BY 2030

Right response, first time.

Ensuring people who need help get the right support at the right time to get to safety from violence, heal from violence, stop violence.

1. Accelerate locally-led and regional multi-agencies approaches for violence reduction and response.

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

5. Equip our frontline workforces with the tools to recognise, safely respond and refer for FVSV and ensure greater capacity in the system for responding and preventing violence.

Reducing violence.

Stopping violence from escalating, revictimization and re-offending through early intervention and improved risk management.

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

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

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

ACTIONS

1. Accelerate 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 whanau get right responses in community.
- Implement a new multi-agency case management platform for integrated safety management and information sharing.

Milestone	Indicative Date	Expected Funding Pathway
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*
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 (reprioritization 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, whanau-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 emergency / safe housing.

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

Milestone	Indicative Date	Expected Funding Pathway
Develop an implementation and investment plan for B25 to address the specific issues identified in the FVSV Gaps Report.	2025	Funded
Complete accessibility audits of FVSV services including emergency housing.	2025	Funded
Develop a single-entry platform to access cross agency-sexual violence services.	2025	Funded
Raise awareness of family and sexual violence response websites and the helping ecosystem regionally and nationally.	2025	Funded
Increase the capacity and specialist expertise of helplines	2025	Not Funded*

* Not Funded: Requires reprioritization or new investment.

DRAFT Not Government Policy

ACTIONS

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

- Ensure children and young people are prioritised within local and regional integrated multi-agency whanau centric response.
- Remove barriers which prevent children and young people from accessing services and work to ensure services are designed to better meet their needs.
- 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 children and young people have a voice in the things that affect them.

Milestone	Indicative Date	Expected Funding Pathway
Strengthen legislative provisions relating to Child Protection Training.	TBC	TBC
Review and strengthen Part 2 of the Children's Act – Children Protection Policies.	TBC	TBC
Implement sexual violence court support for children, young people and their whanau to connect them with holistic wrap-around services to support their wellbeing and to improve information sharing, referrals and contract planning.	2026	Funded
Expand the Child Advocate programme nationally to at least one child advocate in all 50 Refuges.	2027	Not Funded*

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

- Ensure provision of effective treatment for offenders, understanding pathways, outcomes, interconnections and gaps in provision to strengthen opportunities for greater accountability.
- Explore opportunities for greater alignment within three funded stopping violence service contracts.
- 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 Date	Expected Funding Pathway
Review of intervention ecosystem for people who use violence completed.	2025	Funded
Review of contract alignment opportunities completed	2025	Funded

* Not Funded: Requires reprioritization or new investment.

ENABLING ACTIONS

5. Equip our frontline workforces with the tools to recognise, safely respond and refer so that more people get help for FVSV and ensure greater capacity in the system for responding and preventing violence.

- 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 Date	Expected Funding Pathway
Strategic FVSV workforce gap analysis and strategy completed	2026	Funded
Adoption of FVSV Capability Frameworks and training plans in all statutory agencies (Phase 1: Police, Ara Poutama, Oranga Tamariki / Phase 2: 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
Local Practice Improvement Plans 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. Rebalance 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.
- Implement a pilot for social sector commissioning to understand and make visible the commissioning approach and spend for FVSV services.

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

* Not Funded: Requires reprioritization 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 o 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 or those who are at risk of using violence.

Primary Prevention

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 Area	Milestone	Indicative Date	Expected Funding Pathway
Accelerate locally-led and regional multi-agency approaches	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 to address the specific issues identified in the FVSV Gaps Report.	2025	Funded
	Complete accessibility audits of FVSV services including emergency housing.	2025	Funded
	Develop a single-entry platform to access cross agency-sexual violence services.	2025	Funded
	Raise awareness of family and sexual violence response websites and the helping ecosystem regionally and nationally.	2025	Funded
	Increase the capacity and specialist expertise of helplines	2025	Not Funded *
Children and Young People	Implement sexual violence court support for children, young people and their whanau to connect them with holistic wrap-around services to support their wellbeing and to improve information sharing, referrals and contract planning.	2026	Funded
People who use violence	Review of intervention ecosystem for people who use violence completed.	2025	Funded
	Review of contract alignment opportunities completed	2025	Funded

* Not Funded: Requires reprioritization or new investment.

INDICATIVE DELIVERY AND INVESTMENT PROFILE YEAR 1-2

Action Area	Milestone	Indicative Date	Expected Funding Pathway
Equip our frontline workforces with the tools to recognise, safely respond and refer	Strategic FVSV workforce gap analysis and strategy completed	2026	Funded
	Adoption of FVSV Capability Frameworks and training plans in all statutory agencies (Phase 1: Police, Ara Poutama, Oranga Tamariki / Phase 2: 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
	Local Practice Improvement Plans implemented in six regions (up to 12 localities). Phase 2: additional six regions.	Phase 1 2026	Phase 1: Partially Funded*
Rebalance funding and investment in the FVSV system to deliver sustainable outcomes	Spend review completed	2024	Funded
	Effectiveness assessment completed	2025	Funded
	Pilot of social sector commissioning launched	2026	Not Funded *

* Not Funded: Requires reprioritization or new investment.