

Update on the second Te Aorerekura Action Plan

Date of meeting	Wednesday 29 May 2024
From	Hon Karen Chhour, Minister for Children and for the Prevention of Family and Sexual Violence
To	Family Violence and Sexual Violence Ministers
File reference	2024/112117

Purpose

1. Previously, Ministers have agreed to work together to support the development of government action to prevent family violence and sexual violence.
2. The purpose of this meeting is to discuss and agree priority areas for the next action plan. This will enable officials to develop more specific content for the plan, to be considered at our June meeting.
3. To support this conversation, a summary of evidence has been provided as **Appendix One**. Six potential priority areas, plus necessary enablers to strengthen a social investment approach, are attached at **Appendix Two**.

Update on approach to the development of the Action Plan

4. At our last meeting, I provided an update on the approach to the next Action Plan and noted that the Plan must be considered within the suite of other delivery programmes underway across government.
5. I intend to engage with Cabinet as soon as possible to discuss my approach to this portfolio, including my intentions develop the second Action Plan as the vehicle for our shared priorities. I will be sharing this draft cabinet paper in the first week of June, aiming for a Cabinet committee in the last week of June. I then intend to return to Cabinet in September 2024 in order to publish the new Action Plan by the end of October 2024.
6. Te Puna Aonui business unit is working with your agencies on this plan. Feedback has been provided by agencies about potential content, and framing of the action plan, which is currently being worked through. Engagement has also been undertaken with a number of “critical friends” from outside of government to ensure

early work is reflective of community needs, including Te Pūkotahitanga, my Māori Advisory Group, and an established disability reference group.

Scope and outline of the next Action Plan

7. As agreed previously, the Action Plan will include no more than 10 actions and cover a five-year timeframe, with clear horizons for review built in.
8. Adopting a social investment approach is considered central to how we will achieve outcomes from the plan. To support this, work on the evaluation of Family Violence and Sexual Violence (FVSV) spend will continue in parallel.
9. When forming the action plan, my expectation is that the plan is clear about the:
 - intended goal
 - necessary evidence-based action
 - impact the action will have, and for whom
 - measurement approach.
10. Given the complex nature of FVSV, and the need for focus, I propose that the action plan primarily focus on actions that require collective implementation across government. Further agency specific actions will still be important and will need to be managed and monitored. I expect these contributions will be summarised as part of the Action Plan to ensure the broader effort for the elimination of FVSV remains connected.
11. Furthermore, the Action Plan will need to be aligned with the Child Wellbeing Strategy and actions will need to drive towards the delivery of the government's serious offending and youth offending targets.
12. The recent FVSV gaps report identifies some clear opportunities for action. The findings of this report will need to form an important basis for the Action Plan. A high-level summary of this report is provided as **Appendix Three**.

Next steps

13. The meetings in June and July will be an opportunity for us to consider officials' further advice on a draft Action Plan, including the specific actions proposed.
14. Formal Ministerial consultation will be undertaken in mid-August on the finalised Action Plan.

Decision requested

It is recommended that FVSV Ministers:

a) Discuss and Agree the priority areas for the Action Plan provided in this paper, which enables further advice on actions to be developed for our June meeting.	Agree/ Not Agreed
b) Note officials will continue to develop advice on actions and priorities in consultation with myself, Te Pūkotahitanga (Tangata Whenua Ministerial Advisory Group), and communities, which will be reflected in the focus of future advice to FVSV Ministers.	Noted

Interventions at the individual and family levels

Specialist holistic, culturally responsive services

Interventions are most effective when tailored to the level of need present and the range of risk factors which contribute to violence. Effective services need to be trauma-informed and use a range of models and approaches, including cognitive-behavioural and skill building techniques, kaupapa Māori and whānau centred approaches. Interventions are most effective when they are responsive to participants' unique needs, including their cognitive abilities and levels of motivation.

Positive child development and supports for parents, families and whānau

Investment in antenatal and early years presents the greatest potential to alter the trajectory of health across the life course and disrupt intergeneration disadvantage and reduce violence.

General education

Education within schools and communities can help people, particularly young men and boys, to develop attitudes and skills that prevent the use of violence. This includes education about healthy parenting, relationships, mental health, gender roles, consent, and the development of healthy ways to cope with conflict and challenging emotions.

Housing and practical supports

Poor access to housing and financial stress can increase risk of using violence. Access to appropriate housing, along with behaviour change services and opportunities for education and employment supports desistance. There is emerging evidence that peer support (i.e., between men who have used violence) can promote healing from past trauma, and building empathy and relationship skills which can reduce risk of further violence.

Interventions at the community and organisational levels

Legal, criminal and family law responses

People are more likely to change their behaviour if they engage with the justice system in a fair and timely way and are referred to effective interventions to reduce risk of further violence. Many people who use violence have experienced trauma or abuse that relates to their use of violence, therefore, responses need to be trauma-informed. There is evidence to suggest that people who use violence can use the legal system to control victim-survivors, statutory responses need to be able to respond and mitigate this risk.

Kaupapa Māori responses and connections to culture and community

Kaupapa Māori approaches (e.g., the use of tikanga and mātauranga) show promise for reducing violence and supporting recovery. People are more likely to engage with services if they feel understood and are supported to develop a healthy cultural identity and connections with whānau, hapū, and iwi.

Helplines and screening

Many people who offend do so for the first time, but often there are warning signs that they or others might notice. Violence can be prevented if people who use violence (or are concerned that they might) are able to access services to help them develop ways to manage risk, and if broader health services are able to screen for risk.

Coordination and integration of responses

Interventions, particularly for young people, are more effective when they span different systems and organisations and view the person holistically within their social, cultural, and environmental context. For example, messaging and accountability is consistent across agencies, within schools, and within whānau, hapū and iwi.

Workforce development

Effective interventions to reduce risk of violence are delivered by workers who are properly trained and resourced. It has been found that the ability for workers to develop and maintain a strong therapeutic alliance with people who use violence is one of the key predictors of programme success.

Increasing community understanding and community action

Risk of violence is decreased when communities are able to recognise and respond to both risk of violence, and violent behaviour. Community mobilisation approaches, tailored to local contexts and engaging local leaders, can be effective in changing social norms and behaviours

Reducing alcohol and other drug harm

Drug and alcohol use is often associated with the use of violence. Policies and programmes that provide education about the reasons for and impacts of drug and alcohol use can reduce risk of violence.

Violence-free settings, workplaces and community spaces

Creating safe community and organisational spaces remove the opportunities for crime and enables early intervention – evidence-based approaches include bystander programmes, workplace and business responses, crime prevention through environmental design.

Interventions at the societal level

Legislation and policy reform

Internationally, legislation change and provision of funding for specific types of violence (e.g., sexual violence towards women) has been shown to contribute to reductions in violence. Legislation and policies can help to create the conditions for the prevention of family and sexual violence.

Changing attitudes, and social and gender norms

Attitudes that support rigid gender roles and accept the use of violence are strong risk factors for the use of violence. Attitudes and norms can either be supported or challenged by depictions of relationships within society and the media, and by gender inequalities that exist in society. Negative attitudes and stereotypes about people who use violence can undermine desistance and lead to social isolation and increased risk of violence.

What works to prevent and reduce victimisation from family violence and sexual violence?

Interventions at the individual and family levels

Specialist victim-centred, holistic, and culturally responsive services

Adult and child victim-survivors' physical and mental health and safety increases when they receive specialist services (e.g., advocacy, whānau-centred services, safety and education programmes, psycho-social supports, therapy) that are tailored to their culture, context, and diverse needs.

Positive child development and supports for parents, families and whānau

Investment in antenatal and early years of children's lives presents the greatest potential to alter their trajectory of health across their life course, disrupt intergenerational disadvantage, and reduce violence.

Safe housing and emergency accommodation

Providing emergency housing and safe house options has been shown to reduce re-victimisation and is essential for enabling victim-survivors and children to connect to other support services.

Financial support and economic empowerment

Financial stress is associated with increased risk of experiencing child abuse and family violence. Financial support for victim-survivors, including interest-free loans and emergency grants, and increasing access to basic needs, economic stability, and independence, reduces exposure to violence.

Practical and long-term flexible help

Victim-survivors are less likely to experience re-victimisation if they have access to a range of services and supports over the long term. These include informal help, legal support, physical, mental, and sexual health services, support to access education and employment, child-care, and transport.

Interventions at the community and organisational levels

Legal, criminal, and family law responses

A range of justice system responses have been shown to reduce victimisation, including consistent risk assessment and management, specialist advocates attending with Police and in Court, training and guidance for police and judges, and proactive enforcement.

Helplines and screening

Evidence shows that screening (e.g., asking questions about experiencing violence) increases early identification of victims, but only reduces further victimisation when it leads to psycho-social supports being provided to the victim-survivor.

Kaupapa Māori responses and connections to culture and community

Evidence shows that uplifting cultural protective factors contributes to effective healing and recovery. Kaupapa Māori initiatives show promise for reducing victimisation and supporting recovery. People are more likely to engage with and trust services if they feel understood and connected to them.

Coordination and integration of responses

When multiple agencies work together with well defined roles and share information safely, they are able to respond more effectively to risk of violence and prevent further victimisation.

Workforce development

Building workforce capability and capacity ensures services for victim-survivors are accessible to diverse groups, safe, culturally competent, and sustainable. This increases the likelihood that victim-survivors will seek support, through building trust and confidence in system responses and reduces barriers to participation.

Increasing understanding and community action

Evidence shows that community education and skill building helps people to become better equipped to recognise and counter problematic attitudes and behaviours. Community mobilisation approaches, tailored to local contexts, can be effective in changing social norms and behaviours.

Reducing alcohol and other drug harm

There is evidence that population-based strategies can reduce the harms associated with alcohol and other drugs. These include increased capacity for addictions treatment, reducing access to drugs and alcohol, working with licenced venues to preventing alcohol harm, and bystander interventions.

Violence-free settings, workplaces and community spaces

Creating safe community and organisational spaces removes opportunities for crime and enables early intervention. Evidence based approaches include bystander programmes, workplace and business responses, and crime prevention through environmental design (e.g. lighting and cameras).

Interventions at the societal level

Legislation and policy reform

Internationally, legislation change and provision of funding for specific types of violence (e.g., sexual violence towards women) has been shown to contribute to reductions in violence. Legislation and policies can help to create the conditions for the prevention of family and sexual violence.

Changing attitudes, social and gender norms

Attitudes, including gender and social norms, that support the use of violence and perpetuate inequities and discrimination contribute to the levels of violence within society. Effective communications and social marketing stimulate local and national conversation, increase knowledge and critical thinking, and deconstruct harmful norms.

Te Puna Aonui

APPENDIX TWO

TE AOREREKURA ACTION PLAN 2.0

POTENTIAL PRIORITY AREAS
IN CONFIDENCE

23 MAY 2024



www.tepunaonui.govt.nz

Action Frame

This provides a frame for how we intend to present the actions.

Each action will demonstrate a clear evidence-based intervention logic and impact that is hoped to be achieved through the action.

Clear measures will be identified to monitor progress towards delivery and achievement of outcomes.

ACTION HEADLINE

GOAL

Summary statement - what we will deliver and achieve through the action.

ACTION

Evidenced-based action.
What is the action and why do we need it.

IMPACT

The impact the action will have.
Who will the action support. What change and outcome will be achieved.

MEASURE

How we will measure the impact.
Indicators of progress towards the outcomes and delivery.

Priority Areas

SEXUAL VIOLENCE

Bring together the right supports that respond to the needs of survivors of sexual violence

Why we need it :

- 1 in 3 women experience sexual violation before the age of 16; Māori are more than 2 times more likely to be impacted
- Victims of SV are more likely to become victims again.
- The FVSV Gaps Report highlights the insufficient SV services available nationally. Gaps exist in crisis support, support to navigate the criminal justice system, support in long-term care and recovery.
- Action will support delivery of the sexual assault component of the Violent Crime Target through connecting people with services sooner to reduce the likelihood of revictimisation

System shifts required:

- Integration:
 - collaboration across agencies to achieve coordinated access to the SV system
- Information Sharing:
 - Agencies share information to improve referral pathways and ensure survivors can access the services or supports they need
 - elevate and share innovative practice and learnings
 - help quantify the demand for SV services

PEOPLE WHO USE VIOLENCE

Support people to stop using violence through coordinated early intervention and rehabilitation

Why we need it :

- Demand for services that respond to FV has increased over time.
- Intimate partner violence is not decreasing, unlike other forms of violence
- People who use violence can often not access the services they need (e.g. accommodation, specialist behavioural change)
- Focus on people who use violence will help to break the intergenerational cycle of harm
- Help us deliver Violent Crime Target
- FVSV Gaps Report has prioritised the need for services for people who use violence

System shifts required:

- Integrated Commissioning/Funding and Investment:
 - coordination across agencies to deliver/trial integrated service contract
 - shift towards joint commissioning to address funding and investment issues (e.g. different pricing schedules)
- Strong and Effective System:
 - Quality assurance that ensures high quality standards for services are met (e.g. access, availability, timeliness)

Priority Areas

CHILDREN AND YOUNG PEOPLE

Break the cycle of violence by reducing harm to children and young people

Why we need it :

- Almost 20% of young people have reported unwanted sexual contact (MSD 'What about Me' survey, 2022)
- FVSV Gaps Report identifies the limited availability of support for people with concerning sexual ideation or services to address harmful sexual behaviour.
- Activity will support delivery of the sexual assault component of the Violent Crime Target
- Aligns with Child and Youth Wellbeing Strategy priority

System shifts required:

- Understand Needs and Prevalence:
 - Evaluating impact of effectiveness of spend
- Innovation and Continuous Improvement:
 - Removing barriers in the system
 - Exploring implementation innovative practice

WORKFORCE DEVELOPMENT

Address growing demand for a workforce able to effectively recognise, respond, and refer people experiencing FVSV

Why we need it :

- FVSV Gaps Report highlights the need to increase capability of specialist FVSV services to respond to the needs of diverse communities, including people with disabilities and children and young people
- There is an absence of strong career and professional development pathways to recruit and retain the FVSV workforce
- There is fragmentation and ad hoc development of the workforce, and limited FVSV training via educational institutions in professions.

System shifts required:

- Strong and Effective System:
 - Performance measurement framework that enables us to track and demonstrate progress towards delivery of the Plan
- Understanding Needs and Prevalence:
 - Building knowledge of different workforces and their needs to inform phased implementation of the Plan

Priority Areas

PREVENTION

Drive national and community-led action to prevent FVSV

Why we need it :

- FVSV costs up to \$7 billion per year in New Zealand
- A focus on prevention will help us achieve Te Aorerekura National Strategy
- Targeted focus on prevention will involve strengthening community-led wrap around provision, including prevention
- Pockets of promising community-led prevention; we now need government to get in behind and strengthen initiatives for greater impact

System shifts required:

- Understanding Needs and Prevalence:
 - Understanding and communicating evolution of violence and its different manifestations
- Strong Effective System:
 - Ensure alignment of activity with strategic priorities
- Innovation and Continuous Improvement:
 - Enabling communities to deliver holistic wrap-around services

STRENGTHENING IN PLACE

Accelerate locally and regionally-led multi-agency responses to violence reduction

Why we need it :

- Police Family Harm callouts have increased by 80% in the past 10 years
- Many people impacted by family violence call Police for help, however they may not need an emergency response.
- Local areas understand what their local population needs are and are best positioned to adapt changes at a national level while ensuring they also meet local needs
- FVSV Gaps Report highlighted support for community-led, holistic services as a priority

System shifts required:

- Funding and Investment/Commissioning:
 - Potential framework for devolution to enable a shift of resources to communities
- Information Sharing:
 - Developing the right information infrastructure platform that promotes cross agency collaboration and information sharing
- Innovation and Continuous Improvement:
 - Supporting communities to deliver innovative practices at a local and regional level

Strengthening a Social Investment Approach

We need to strengthen, and take a social investment approach and improve and system settings for impact and outcomes

UNDERSTANDING NEEDS AND PREVALENCE

Continuing to build our knowledge and understanding of the rates of prevalence; how violence and coercive control manifests; the effectiveness of interventions and needs of specific communities to inform service design and strategic response.

INFORMATION SHARING

Removing barriers to sharing data and information between agencies to better inform the response to support those who experience family and / or sexual violence to improve referral pathways so that people get the right help at the right time; reduce risk; and stop re-traumatising people.

STRONG EFFECTIVE SYSTEM

Through improved portfolio governance & management of initiatives focused on eliminating family violence and sexual violence. Ensuring visibility and oversight to drive action towards a common goal and collective vision.

INNOVATION & CONTINUOUS IMPROVEMENT

Develop a culture and platform for innovation and improvements by working in new ways with agency partners and communities, to remove system barriers and burdens in accessing support and services following family and / or sexual violence.

FUNDING & INVESTMENT

Work towards transforming the way family violence and sexual violence support and services are funded and commissioned so that they best support people, families and whānau to have access to community-based, trusted, accessible services.

ENGAGEMENT

Continue to build our relationships with our partners and communities to ensure that their voices shape and inform our actions, implementation and services.

Appendix three – FVSV Gaps Report

In April 2024, the Ministry of Social Development released *A report outlining family violence and sexual violence service gaps in Aotearoa*.

This was in response to Te Aorerekura – The National Strategy to Eliminate Family Violence and Sexual Violence – which called on government to identify the FVSV service gaps across Aotearoa New Zealand and propose a plan to address the gaps (the Gaps Report). This work delivered on two actions from the first Te Aorerekura Action Plan.

The work began in May 2022 and involved Accident Compensation Corporation (ACC), Ara Poutama Aotearoa – Department of Corrections, Ministry of Justice, MSD, NZ Police, Oranga Tamariki, Te Puna Aonui Business Unit and Whaikaha Ministry for Disabled People.

The report was endorsed by Te Puna Aonui Interdepartmental Executive Board in November 2023 and will be published on the MSD and Te Puna Aonui websites.

At a high-level the report identified the following gaps:

1. **FVSV services workforce capability** – The FVSV services workforce requires capability building to better respond to the range of needs of the people accessing their services.
2. **The delivery of holistic, whānau centred wraparound support** – While there are some existing FVSV services that offer holistic, whānau-centred, wraparound support (e.g. Kaupapa Māori services), the FVSV system is not able to consistently provide this type of support.
3. **Sexual violence services** – There are insufficient sexual violence services nationally, with gaps in crisis services and in support to victims/survivors after crisis before they can access long-term support.
4. **The accessibility of safe houses and the availability of emergency accommodation** – Safe houses are not accessible for all, and emergency accommodation is limited.
5. **Services tailored for tangata whenua and people from diverse communities** – Many service needs can be met by strengthening the knowledge, good practice, and accessibility of existing FVSV services. However, tangata whenua and people from diverse communities may still experience unique FVSV service gaps that will require the expansion of a service, or the development of a tailored service to support.