

Budget Sensitive

Offices of the Ministers of Justice and for Social Development and the Under-Secretary (Domestic and Sexual Violence Issues)

Chair, Cabinet Social Wellbeing Committee

Breaking the inter-generational cycle of family violence and sexual violence

Proposal

- 1 This paper seeks your agreement, subject to Budget 2018 decisions, to significantly reduce family violence and sexual violence in New Zealand, through a new approach that will be led by a dedicated agent within central government.

Executive Summary

- 2 Family violence and sexual violence can be prevented, yet 1 in 7 children grow up in violent homes, and 1 in 3 girls and up to 1 in 7 boys are subject to a form of sexual abuse by the time they reach 16. Exposure to this type of violence has lifelong impacts on child and youth wellbeing: they are three times more likely to attempt suicide, make up almost 80% of youth offenders, and are less likely to succeed in the education system and beyond. Family violence is one of the largest drivers of violent crime and makes up around 50% of all homicides.
- 3 Trauma from family violence and sexual violence can have intergenerational consequences: exposure to violence as a child is the best predictor of whether someone will be a perpetrator or victim of family violence as an adult. The majority of people in prison have witnessed or been victims of family and/or sexual violence. We believe that with the right institutional and funding arrangements we can seriously disrupt this cycle of family violence and sexual violence within the next 15 years.
- 4 We need to transform the way government operates to provide an integrated response to prevent, detect and address violence. Agencies and local communities have made some progress to lay the foundations for a better response. It will take transformational change across the system to support healthier, safer communities. This will require leadership, a collective commitment across multiple agencies to prioritise family violence and sexual violence efforts, the provision of new services that break the intergenerational cycle of violence, and stronger partnerships between government, NGOs and communities to deliver services that meet the needs of families.
- 5 Sustained cross-agency integrated practice has been difficult to achieve through voluntary co-ordination efforts. We therefore propose to establish a dedicated agent or body within government that is responsible for improving the way in which government agencies work together collectively to reduce family violence and sexual violence. We propose the dedicated agent have sufficient mandate to enable it to be an effective steward of the family violence and sexual violence system. This proposal is consistent with the recommendations made by the Family Violence Death Review Committee, the Law Commission, the Productivity Commission, and the People's Blueprint.

Background

New Zealand has unacceptable rates of family violence and sexual violence

- 6 Family and sexual violence¹ are linked to many of the most destructive and apparently intractable social issues facing New Zealand. Around 12% of New Zealanders – over half a million people – are directly affected by family violence each year. Family violence is the largest driver of violent crime in New Zealand – on average, 27 people are killed by a family member each year– and our homicide rates from family violence are significantly higher than those of comparator countries. One in three girls and up to 1 in 7 boys are subject to a form of sexual abuse by adulthood.
- 7 These two types of violence are similar in that they are driven by gender inequities in society – as such they are predominately perpetrated by men against women and children. There are significant structural barriers to disclosure because social attitudes often result in victim blaming or the excusing of a perpetrator's actions. Sexual and family violence are still incredibly stigmatised in our society. The process for engaging in and healing from the trauma and harm requires responses tailored to the unique experiences of those exposed to family violence or sexual violence. Both men and women perpetrate this type of violence. But the kind of violence they use, when and how they use it, the degree to which they use it, the harm it causes, and the ways it can be prevented often differ and tailored responses are needed. Recognising the gendered patterns of violence is not intended to negate the experiences of male victims.

Violence disproportionately impacts those suffering compounding forms of disadvantage and discrimination

- 8 Māori are disproportionately affected by family violence due to the complex intersection of sociohistorical and contemporary factors. Understanding violence within Māori whānau requires placing it within the social, historical, political and cultural experience of Māori wāhine, tāne and tamariki. Western approaches to responding to violence have not been effective for Māori.
- 9 Other populations, such as those with a disability, older people, rainbow, ethnic and migrant communities have distinct needs, but service providers are not resourced or supported to develop programmes to meet the needs of these groups. As an example, Pacific peoples have a greater exposure to violence, with Pacific students three and a half times as likely to report witnessing adults hitting other adults in their home, and twice as likely to report having experienced sexual abuse or coercion than their New Zealand European counterparts, yet there are very few Pacific family and sexual violence services available.

There are life-long consequences for children exposed to violence

- 10 Family violence and sexual violence is particularly damaging for children, and severely undermines their life-time wellbeing and chances of success. One in seven children report being exposed to family violence, and family violence accounts for nearly half of all referrals received by Oranga Tamariki. Violence affects children and young people's:
 - 10.1 ability to learn: they have poorer educational outcomes;

¹ The term 'family violence' encompasses all types of violence between family members. Sexual violence is often one of the tactics used by a perpetrator of family violence, but also occurs in a broader range of social relationships, and sometimes by strangers.

- 10.2 mental health: youth suicide attempts are three times higher;
- 10.3 propensity to be a future victim or perpetrator: experiencing child sexual abuse increases the likelihood of being a victim of intimate partner violence and sexual violence in later life; and
- 10.4 life-long offending: 80% of youth offenders have evidence of family violence in their homes, and the majority of these young people will re-offend as adults.

The current response to family violence is inadequate

- 11 Navigating the current system requires extraordinary effort from victims and their children entrapped in violent relationships, particularly those facing compounding forms of disadvantage, such as Māori and those with a disability. The onus is placed on the victim to coordinate many providers (each with different eligibility criteria) to access the health, justice, housing, counselling, income support, and other services that they and their children need to stay safe and move on with their lives.
- 12 Many of the services needed (for example, alcohol and drug services) are not readily available. Children exposed to violence do not generally receive help if the violence they are exposed to has not escalated to the justice or care and protection system. There are few services in place to mitigate the life-long impacts exposure to violence has on child wellbeing.
- 13 Family and sexual violence cost New Zealand between \$4 billion and \$7 billion each year and place a heavy burden on many agencies, leaving them over-stretched. The majority of all people in prison have been victims or witnesses of family and/or sexual violence, and family and sexual violence is a major source of demand on frontline Police. This means that almost all (91%) of government expenditure on family violence and sexual violence is spent on responding to crisis situations, putting offenders in prison and trying to mitigate the life-long impacts of violence. And yet the right types of primary prevention and early intervention programmes (particularly those focussed on children and youth) can significantly reduce life-time rates of violence and other crime while having huge benefits to life-time wellbeing but are not a major focus of effort.

Transforming our response to family violence and sexual violence

- 14 At least 10 government agencies work with family and sexual violence victims. The involvement of so many organisations creates opportunities for agencies to coordinate to provide a more comprehensive set of services to families and whānau, and to allocate resources across agencies in a way that will give greatest effect to reducing levels of family and sexual violence.
- 15 Success is a future where every person, in every family and whānau, in every community and in every organisation takes action so that all New Zealanders can live free from family violence, sexual violence and violence within whānau. To achieve this vision, we must transform organisational practice across government and ensure every opportunity is harnessed to better respond to families experiencing violence. Our commitment to improving child wellbeing will require an equally strong commitment to reducing violence.
- 16 This will require a strong integrated response across government whereby each agency knows the role it should play in responding to and reducing violence, and is equipped with the skills and resources it needs to fulfil its role. An integrated response (as informed by experts, victims and the sector) would:

- 16.1 significantly increase **primary prevention**, at the community and national level, so we build a culture of non-violence and change attitudes and behaviours that enable violence to occur and constrain help-seeking;
- 16.2 harness opportunities for **early intervention** by funding early intervention services that mitigate the impacts of trauma on children, youth and their families to prevent lifetime and intergenerational consequences;
- 16.3 help victims, children and families to **get the help they need** by ensuring that all relevant government and non-government organisations understand the dynamics and impacts of family and sexual violence, and know how to refer individual and families to the appropriate support;
- 16.4 ensure the **immediate safety of victims** through rapid multi-agency safety responses building on current innovations and learning from pilots such as the Integrated Safety Response (ISR) and Place Based Initiatives;
- 16.5 ensure specialist services are sustainably funded, better contracted, and support **new approaches to service delivery** at the community level so services better meet the complex needs of families and whānau, in particular those suffering intersecting forms of disadvantage or unique needs (such as the elderly and those with a disability); and
- 16.6 build awareness of effective interventions and **ensuring that evaluation informs our priorities**, and that communities, in particular Māori and Pacific communities, are supported and empowered to act on evaluation findings.

We have started to make some progress

- 17 Agencies have also made progress to lay the foundations for a better response:
 - 17.1 The New Zealand Police have embarked on a significant organisational change programme which is an example of the type of shift we need to see in other areas;
 - 17.2 Innovative pilots, such as the Integrated Safety Response to family violence, and some Place Based Initiatives, have taught us much about how to build collective responsibility for victim safety;
 - 17.3 Some common cross-agency tools and frameworks have been developed on workforce development and risk assessment which will help build to common practices across agencies;
 - 17.4 The Ministry of Justice and the Department of Corrections have aligned contracts for non-violence programmes;
 - 17.5 The family violence legislation currently before the House, provides the legislative levers needed for more integrated responses; and
 - 17.6 MSD and ACC have made progress as lead agencies for primary prevention of family violence and sexual violence, although level of funding allocated to these programmes is small relative to the scale of the problem.
- 18 But these changes fall short of those required to deliver a fully comprehensive and integrated response to family and sexual violence.

Previous governments have tried a variety of mechanisms for co-ordinating government action with limited success

- 19 Successive governments have tried to develop better cross-agency approaches (refer Appendix 1), but have struggled to make lasting and substantive change. Prior attempts have used voluntary coordination through inter-agency taskforces, expert advisory groups, cross-agency boards and ministerial groups, but none have achieved sustained integration and systemic issues remain (for example, there is no overall strategy and prevention remains chronically underfunded).
- 20 Independent research has found that these earlier attempts were ultimately ineffectual due to related to the limits of voluntary coordination and cross-agency working. Drivers of this lack of progress include:
 - 20.1 It is not in the interests of any agency to make the case for the significant level of investment needed for integrated primary prevention and early intervention efforts, because this is not within the primary mandate of any agency;
 - 20.2 Accountability for working with families experiencing violence is fragmented across over ten departments (in particular, different agencies work with children, victims and perpetrators). Each agency has its own primary focus, resulting in a lack of overall system stewardship, strategy and family or whānau centred responses;
 - 20.3 Momentum is lost because family violence and sexual violence has not been the collective priority of the relevant agencies. Each agency faces strong competing demands on their time and budgets, with family and sexual violence initiatives, (particularly those that cross agency and service delivery lines) often not resourced sufficiently;
 - 20.4 As with other wicked problems, policy changes in one area can hinder improvements made in another and the wider system response. For example, changes to one agency's funding criteria can impact the security of providers reliant on multiple funding streams; and
 - 20.5 Government has not always listened to the expertise of the sector, communities, Māori and others, and already stretched services are often not compensated for their efforts when they are asked for input. Sector engagement is led by multiple departments on their areas of focus, rather than being coordinated and sequenced to achieve collective objectives.

This Government can make a difference but we must do things differently

- 21 This Government has already signalled its commitment to family violence and sexual violence by appointing an Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues) and by committing to increasing funding for services and networks. Under current structures ongoing initiatives to embed workforce capabilities and common risk assessment frameworks across agencies and services will struggle to continue. We will also not be able to realise the full intent behind the family violence legislation currently in the House
- 22 To achieve transformational change we must change the way government organises itself. Substantive change has been difficult to achieve as no-one within government has been responsible and accountable for ensuring an effective whole-of-government response to family violence and sexual violence. We therefore propose that a dedicated body or agent within central government be established that has a **stewardship role** for the performance of

the whole-of-government response to family and sexual violence. No such function currently exists.

- 23 Its role of steward of the system means the dedicated agent would have the mandate to identify gaps in the system, and to support the right agency to design and secure funding for innovative services and responses to fill them (such as sustained early trauma-informed interventions for children and youth who have been exposed to family violence). [s9(2)(g) (i)]
- 24 The dedicated body or agent would not directly deliver services nor take over the role of other agencies – rather, its role would be that of an ‘architect’ responsible for ensuring an integrated response and designing the common capabilities needed across the system to achieve collective impact across disparate government and non-government agencies. It would provide agencies with common tools, frameworks, advice and other support to ensure that they are able to play to their strengths and form part of a wider, systemic approach to reducing New Zealand’s unacceptable rates of violence. Appendix two outlines the relationship of the dedicated agent to other agencies and the levers it will have to effect change.
- 25 While the agent’s role will also evolve over time and be determined in partnership with stakeholders, its core functions should be to:
- 25.1 Set a clear direction for the Government’s commitment to reduce family violence and sexual violence by developing a collective strategy, designed in partnership with the sector, Māori and other stakeholders, that establishes clear goals and targets for reducing family and sexual violence;
 - 25.2 Strengthen and sustain networks for ongoing organisational development across government agencies to ensure they know their role in the future system and align their current and future actions with the strategy’s priorities;
 - 25.3 Hold governments to account for making progress via the collection and public reporting on progress to achieving the outcomes, objectives and targets of the strategy;
 - 25.4 Support the ongoing evaluation and continuous improvement of responses to family violence and sexual violence, to build the evidence base for effective interventions;
 - 25.5 Provide input and advice into other related government priorities, such as the child wellbeing strategy and the mental health inquiry;
 - 25.6 Provide strategic, whole-of-government advice to Ministers [s9(2)(f)(iv)] to ensure current settings will realise the long-term goals outlined in the strategy;
 - 25.7 Co-design with communities the necessary infrastructure, tools and support they need to deliver the components of the integrated system, including community driven approaches to primary prevention, early intervention, and immediate safety and long-term recovery; and
 - 25.8 Develop, in collaboration with the sector and training organisations, the capabilities of front line staff in government and non-government organisations and family and friends, to safely identify and respond to violence before it escalates.

- 26 The agent will take a phased approach, starting by achieving a collective agreement across government, the sector and the public on the strategy and priorities for fundamentally transforming New Zealand's responses to family violence and sexual violence.

The concept of a dedicated agent or body is well supported locally and nationally

- 27 We have considered other options, such as more voluntary or dispersed models of coordination (as tried in the past) but concluded any such model would have limited ability to deliver meaningful change, unless it is given additional stewardship and budgetary powers.
- 28 The need for a single point of system leadership and accountability, supported by integrated national governance for family and sexual violence, is not new. It has been advocated for by the sector and experts from diverse backgrounds, including The People's Blueprint (informed by around 500 interviews with victims, perpetrators and experts), the Law Commission (in the context of sexual violence), the Family Violence Death Review Committee, the Productivity Commission (in the context of families with complex needs), and the Social Services Committee under the last Parliament.
- 29 Internationally, governments have already recognised the need to have one agency responsible for oversight of an integrated response to violence. In Victoria, Australia, a new family violence coordination agency was established in 2017 as a result of the 2016 Royal Commission into Family Violence. In Canada, the Public Health Agency is responsible for leadership and coordination of the 15 agencies in the Family Violence Initiative. Similarly, in the United Kingdom, the Home Office coordinates and oversees all violence against women, domestic and sexual violence work across government.

The agent must facilitate solutions by Māori, for Māori and reflect people's experiences of violence

- 30 No matter what form the agent takes, it cannot be just another government body. It must work in partnership with the sector and learn from the experiences of victims, perpetrators, and children affected by violence.
- 31 We therefore consider that the dedicated agent should be informed and supported by two advisory bodies: a Māori advisory body and a tauīwi advisory body. The Māori advisory body is for specific advice to address the disproportionate burden of harm suffered by Māori. Both bodies will be comprised of relevant sector experts, NGOs, victims and community representatives.
- 32 A distinct Māori advisory body would recognise and acknowledge the level of family violence and sexual disadvantage suffered by Māori communities. It also accords with the Government's obligations under Article 22 (2) of the United Nations Declaration on Indigenous Peoples which requires states to take proactive measures in conjunction with indigenous peoples to ensure that indigenous women and children enjoy the full protection and guarantees against all forms of violence and discrimination.
- 33 In particular, the body must enable constructive Crown/Māori relationships, so that the agent has the capability to facilitate solutions by Māori for Māori, and reflect the aspirations of kaupapa Māori NGOs, whānau, hapū, iwi and urban Māori authorities. Māori experts support a standalone, bespoke entity responsible for: driving a new whole-of-government approach which has Māori and kaupapa tangata whenua as the mainstream; overseeing other agencies' policies; co-designing with communities; and devolved funding to communities. We envisage the dedicated agency will look to leverage off promising programmes [s9(2)(f)(iv)] as a means of delivering community-led family violence and sexual violence prevention initiatives.

What is a 'dedicated agent'?

- 34 We do not seek Cabinet agreement to the organisational form of the dedicated agent, its advisory bodies or its supporting cross-agency governance arrangements yet. There are several potential organisational forms the agent could take, including:
- 34.1 a separate business unit in a parent department (e.g. Immigration NZ, Office of Disability Issues) with Deputy Secretary level leadership;
 - 34.2 A departmental agency with its own chief executive and Minister (e.g. Social Investment Agency) which would be housed within a parent department;
 - 34.3 A new department (e.g. the Ministry for the Environment) with a chief executive and Minister.
- 35 To be successful it must be able to deliver the functions outlined above. It will need credible leadership with a clear mandate, set of accountabilities and a stable structure. It must be and be seen to be independent of other government agencies to fulfil its functions but it must also be able to successfully integrate, coordinate and provide support for agencies with key roles in the system.
- 36 We propose that the organisational form of the agent, the role and functions of the advisory bodies and its supporting integrated cross-agency governance arrangements be subject to further advice put to Cabinet in May 2018, following discussions between the current multi-agency family violence team (hosted by the Ministry of Justice), the State Services Commission and other agencies.

Deliverables of a 'dedicated agent' in the first year

- 37 Reducing family and sexual violence will take time and sustained effort over many years. To start the dedicated agent will focus on the following in its first year;
- 37.1 Develop a National Action Plan to Reduce Family and Sexual Violence in collaboration with sectors which will include a strategy for prevention.
 - 37.2 Develop workforce capability roadmap and support early adopters of the Workforce capability and Risk Assessment and Management Frameworks.
 - 37.3 Continue the work to develop and implement code of practices for family violence agencies
 - 37.4 Establish a monitoring mechanism and provide Cabinet with indicators to track progress.
 - 37.5 Provide policy advice on e.g. Child Wellbeing Strategy, mental health inquiry and inquiry into abuse of children in state care.

Relationship between family violence responses and sexual violence responses

- 38 Significant improvements have been made in the funding and delivery of specialist sexual violence services, including ACC's Integrated Service for Sensitive Claims, and since the Social Services Committee's inquiry into specialist sexual violence services resulted in additional funding allocated to services in 2016.

- 39 However, both the Committee and the Law Commission called for a lead agency or entity to be established to lead the specialist sexual violence sector. Most sexual violence occurs within intimate relationships and collaboration between family violence services and sexual violence services are needed to fully support these victims. Victims of sexual violence still face significant barriers in disclosing violence and seeking resolution.
- 40 It is important that the agent lead both the family violence and sexual violence response in New Zealand. As part of developing the strategy the agent will ensure the distinct needs of the two are met, but also identify where alignments and collaboration are needed (for example, through primary prevention initiatives focussing on healthy relationships and support for victims of intimate partner sexual violence).

[s9(2)(f)(iv)]

Human Rights

- 44 Reducing family violence and sexual violence assists the Government to meet its human rights obligations including the Convention on the Elimination of Discrimination Against Women (CEDAW), Convention on the Rights of the Child, the Declaration on the Rights of Indigenous Peoples, the International Covenant on Economic, Social and Cultural Rights, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and the Convention on the Rights of Persons with Disabilities.

Legislative Implications

- 45 This paper has no direct legislative implications. The Family and Whānau Violence Legislation Bill, currently in the House, and the proposals outlined in this paper are mutually reinforcing. Many of the Bill's provisions will lay the foundations and provide the tools necessary for the success of the central agent.

Regulatory Impact Analysis

- 46 A regulatory impact or compliance cost statement is not required.

Gender Implications

- 47 Family and sexual violence are gendered in terms of victimisation, perpetration and impacts of violence. Women are nearly twice as likely as men to suffer partner abuse in their lifetime. Women are more likely to be killed by a partner than men are, and girls are more likely to be killed by a family member than boys. Men are more likely to perpetrate sexual violence, serious assaults on adults and children, and to be arrested for family violence. Women suffer more repeat victimisation, harm, fear, stalking and negative health impacts of partner abuse than men.
- 48 Māori women, Pacific women, young women, women on a low income, rainbow women, gang women and disabled women are at a higher risk of experiencing family violence than other women, and are more likely to experience secondary victimisation when seeking help. Family and sexual violence have a significant impact on women's physical, psychological, sexual, reproductive, and spiritual wellbeing.

Disability Perspective

- 49 One quarter of New Zealanders, and one third of Māori, report having a disability. Disabled people, particularly disabled women and children, have a higher risk of experiencing family violence and sexual violence than people without a disability. Recent Australian research showed women with a disability or long term illness are one and a half times more likely to experience partner abuse than women without a disability, and are less likely to report it to Police or seek support. In New Zealand, it is estimated that one in ten older people experience abuse or neglect from a family member or carer.
- 50 Abuse of disabled people is less likely to be reported or identified because of reliance on family members, as well as communication difficulties. Disabled people's experiences of family violence are unique and occur in wider range of contexts, including preventing access to medical treatment, failing to provide basic needs, social isolation, erratic care and attention, taking away necessary aids such as wheelchairs.

Publicity

- 51 Our approach to publicity will be determined through the Budget process.

Consultation

- 52 This paper has been prepared by the multi-agency team hosted by the Ministry of Justice.
- 53 The following agencies have been consulted on this paper: Ministry of Business Innovation and Employment, Ministry for Children—Oranga Tamariki, Ministry of Education, Ministry of Health, Ministry of Justice, Ministry of Pacific Peoples, Ministry of Social Development, Ministry for Women, the Accident Compensation Corporation, Department of Corrections, Office of Ethnic Communities, New Zealand Police, State Services Commission Te Puni Kōkiri, and the Treasury. The Department of the Prime Minister and Cabinet was informed.

Recommendations

The Minister of Justice, the Minister of Social Development and the Parliamentary Undersecretary (Domestic and Sexual Violence Issues) recommend that the Committee:

- 1 **Note** that New Zealand has unacceptable rates of family and sexual violence which severely undermines the lifetime wellbeing of victims and their children, in particular those most marginalised and disadvantaged in our society
- 2 **Agree** that there are significant opportunities to do better, and that the foundations of an integrated response will require sustained, cross-agency commitment to:
 - 2.1 significantly increase **primary prevention**, at the community and national level, so we build a culture of non-violence and change attitudes and behaviours that enable violence to occur and constrain help-seeking;
 - 2.2 harness opportunities for **early intervention** by funding early intervention services that mitigate the impacts of trauma on children, youth and their families to prevent lifetime and intergenerational consequences;
 - 2.3 help victims, children and families to **get the help they need** by ensuring that all relevant government and non-government organisations understand the dynamics and impacts of family and sexual violence, and know how to refer individual and families to the appropriate support;
 - 2.4 ensure the **immediate safety of victims** through rapid multi-agency safety responses building on current innovations and learning from pilots such as the Integrated Safety Response (ISR) and Place Based Initiatives;
 - 2.5 ensure specialist services are sustainably funded, better contracted, and support **new approaches to service delivery** at the community level so services better meet the complex needs of families and whānau, in particular those suffering intersecting forms of disadvantage or unique needs (such as the elderly and those with a disability); and
 - 2.6 build awareness of effective interventions and **ensuring that evaluation informs our priorities**, and that communities, in particular Māori communities, are supported and empowered to act on evaluation findings.
- 3 **Note** that prior cross-agency arrangements have not realised their ambitions because accountability for addressing family violence and sexual violence is fragmented across many departments which frustrates overall system stewardship, strategy and sustained progress
- 4 **Agree** that a dedicated agent or body, with a stewardship role for the performance of the whole-of-government response to family violence and sexual violence is necessary given the failings of prior attempts at reform and the collective strength of recommendations from multiple expert groups
- 5 **Agree** that, while the dedicated agent's role will evolve over time and be determined in partnership with the advisory body, its core functions should be to:
 - 5.1 Set a clear direction for the Government's commitment to reduce family violence and sexual violence by developing a collective strategy, designed in partnership with the sector, Māori and the wider public, that establishes clear goals and targets for reducing family and sexual violence;

- 5.2 Strengthen and sustain networks for ongoing organisational development across government agencies to ensure they know their role in the future system and align their current and future actions with the strategy's priorities;
 - 5.3 Hold governments to account for making progress via the collection and public reporting on progress to achieving the outcomes, objectives and targets of the strategy;
 - 5.4 Support the ongoing evaluation and continuous improvement of responses to family violence and sexual violence, to build the evidence base for effective interventions;
 - 5.5 Provide input and advice into other related government priorities, such as the child wellbeing strategy and the mental health inquiry;
 - 5.6 Provide strategic, whole-of-government advice to Ministers on future Budget initiatives the administration of funding and the purchasing and effectiveness of services, to ensure current settings will realise the long-term goals outlined in the strategy;
 - 5.7 Co-design with communities the necessary infrastructure, tools and support they need to deliver the components of the integrated system, including community driven approaches to primary prevention, early intervention, and immediate safety and long-term recovery; and
 - 5.8 Develop, in collaboration with the sector and training organisations, the capabilities of front line staff in government and non-government organisations and family and friends, to safely identify and respond to violence before it escalates.
- 6 **Note** that the dedicated agent should be supported and informed by two advisory bodies: a Māori advisory body and a tauīwi advisory body. Both bodies will be comprised of relevant sector experts, NGOs, victims and community representatives and the Māori advisory body is for specific advice to address the disproportionate burden of harm suffered by Māori
- 7 **Note** that there are several organisational forms the dedicated agent and its advisory bodies could take
- 8 **Invite** the Minister for Justice, the Minister for Social Development and the Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues) to report back to the Cabinet, in light of cross-agency discussions and Budget decisions, on the agent's appropriate organisational form, including the role and functions of the advisory bodies, in May 2018
- 9 **Note** that new funding is being sought through Budget 2018.

Authorised for lodgement

Hon Andrew Little

Minister of Justice

Hon Carmel Sepuloni

Minister for Social Development

Jan Logie

Parliamentary Under-Secretary to the Minister of Justice

(Domestic and Sexual Violence Issues)

Previous efforts of central coordination and cross-government approaches to family violence and sexual violence in New Zealand

Elements needed for effective stewardship of family violence and sexual violence system	Organisational form and support	1985-1992 Family Violence Prevention Coordinating Committee Ministerial Committee on Violence Supported by Team of 1-2 staff in MSD	1994-2002 Family Violence Focus Group Family Violence Advisory Committee Business Unit in Social Policy Agency in MSD	2002-2005 Te Rito Advisory Group Ministerial Group Māori Taskforce on Family Violence Team in MSD	2007-2009 Taskforce for Action on Sexual Violence Secretariat in Justice, 2-3 staff	2005-2015 Taskforce for Action on Violence within Families + Ministerial Group Māori Reference Group Pacific Advisory Group Expert Advisory Group Business Unit in MSD : 2-11 staff	[s9(2)(g)(i)] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
	Strategy	No strategy, just actions for individual agencies	Crime Prevention Strategy; Government Statement in Family Violence Policy	Te Rito Family Violence Prevention Strategy New Zealand's only national family violence strategy. It is still being used by networks and communities	Short-term in order to provide advice to particular Minister	No Taskforce strategy, just actions planned or underway in each agency. E Tu Whānau and Pasefika Proud Programme of Action developed but did not lead to cross-agency action	[s9(2)(g)(i)] [REDACTED] [REDACTED]
	Aligned actions across government	No one responsible aligning and ensuring mutually reinforcing actions across government	No one responsible aligning and ensuring mutually reinforcing actions across government	No one responsible aligning and ensuring mutually reinforcing actions across government	No one responsible aligning and ensuring mutually reinforcing actions across government	No one responsible aligning and ensuring mutually reinforcing actions across government	[s9(2)(g)(i)] [REDACTED] [REDACTED]
	Outcomes, monitoring and reporting	-	-	Some reporting on progress of individual actions, not outcomes, newsletters to sector	Government response to recommendations published, but no progress reports	No defined outcomes nor recorded decisions and consequent actions	[s9(2)(g)(i)] [REDACTED] [REDACTED]
	Integrated budget bids	Budget decisions made by individual agencies and Ministers without a view to overall system	Budget decisions made by individual agencies and Ministers without a view to overall system	Budget decisions made by individual agencies and Ministers without a view to overall system	Budget decisions made by individual agencies and Ministers without a view to overall system	Budget decisions made by individual agencies and Ministers without a view to overall system	[s9(2)(g)(i)] [REDACTED] [REDACTED]
	Co-design of services and support for implementation	Advisory role for NGOs on Committee HAIP pilot	Advisory role for NGO reps on Focus Group Short-term implementation support	Advisory role for NGOs Short term support only for FVIARS and networks	No	Advisory role for NGOs on Taskforce Short term support for new interagency initiatives	[s9(2)(g)(i)] [REDACTED] [REDACTED]
	Partnership w/ Māori	Kaupapa Māori NGOs on Committee; Māori Women's Welfare League advisory role	-	Independent advice from Māori Taskforce; Kaupapa Māori NGOs represented on Advisory Group; consultation with Māori communities	Kaupapa Māori NGOs represented on the Taskforce; Nga Kaitiaki Mauri (TOAHNNEST) reps	Separate advice from Māori Reference Group; kaupapa Māori NGOs represented on the Taskforce	[s9(2)(g)(i)] [REDACTED] [REDACTED]
	Workforce development	No	Good Practice Guidelines for Interagency Coordination	Established NZ Family Violence Clearinghouse; Risk Assessment and Safety national standard developed but not implemented	Practice guidelines	No	[s9(2)(g)(i)] [REDACTED] [REDACTED] [REDACTED]

Not present

Partly Present

Present

Government agencies spent most of the time explaining why they weren't able to do anything – no money, other priorities, doesn't fit with internal work programme

The process for prioritising and allocating responsibility for initiatives appears to be more 'buck passing' with many agencies trying to avoid doing things

When the top decision makers were around the table, we saw some changes in individual agencies, but they started sending lower level officials, and we lost the ability to do anything

We weren't allowed to raise the issue of money

The Taskforce made people feel like something was happening, when it really wasn't

The large Government agencies are the only ones with resources to commit to these actions and hence they tend to retain control for most actions

Information in this table is based on a short period of desktop research (March 2018) and discussions with NGO reps and officials – it is not an exhaustive policy review

How a dedicated agent will work with other agencies to put families at the heart of our response

28 March 2018

Draft – Not Government Policy

