

Hon Marama Davidson

Minister for the Prevention of Family and Sexual Violence

Proactive release – Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence

Date of issue: 21 December 2021

The following document has been proactively released in accordance with Cabinet Office Circular CO (18) 4.

Some information has been withheld on the basis that it would not, if requested under the Official Information Act 1982 (OIA), be released. Where that is the case, the relevant section of the OIA has been noted and no public interest has been identified that would outweigh the reasons for withholding it.

No.	Document	Comments
1	Cabinet paper - National Strategy to Eliminate Family Violence and Sexual Violence Author of document – Office of the Minister for the Prevention of Family and Sexual Violence	Some information has been withheld in accordance with: <ul style="list-style-type: none">• section 9(2)(a) of the OIA to protect the privacy of natural persons• section 9(2)(f)(iv) of the OIA to protect the confidentiality of advice tendered by Ministers of the Crown and officials.
2	Annex 1: Te Aorerekura – National Strategy to Eliminate Family Violence and Sexual Violence	Publicly available on the violencefree website (www.violencefree.govt.nz).
3	Annex 2: Te Aorerekura – Action Plan for the National Strategy to Eliminate Family Violence and Sexual Violence	Publicly available on the violencefree website (www.violencefree.govt.nz)
4	Annex 3: Engagement undertaken on the National Strategy to Eliminate Family Violence and Sexual Violence	Some information has been withheld in accordance with section 9(2)(a) of the OIA to protect the privacy of natural persons.
5	Annex 4: Progress on the implementation of Budget 2019 initiatives for sexual violence	Some information has been withheld in accordance with section 9(2)(a) of the OIA to protect the privacy of natural persons.
6	Annex 5: Title withheld under section 9(2)(f)(iv) of the OIA to protect the confidentiality of advice tendered by Ministers of the Crown and officials	Withheld in full in accordance with section 9(2)(f)(iv) of the OIA to protect the confidentiality of advice tendered by Ministers of the Crown and officials.

In Confidence

Office of the Minister for the Prevention of Family and Sexual Violence

Chair, Cabinet Social Wellbeing Committee

National Strategy to Eliminate Family Violence and Sexual Violence

Proposal

- 1 This paper seeks approval of Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence in Aotearoa New Zealand and the Action Plan (attached as Annexes 1 and 2).

Relation to government priorities

- 2 The elimination of family violence and sexual violence provides a significant opportunity to improve the wellbeing of people in Aotearoa New Zealand and is a core aspect of the Child and Youth Wellbeing Strategy. The development of a National Strategy to eliminate family violence and sexual violence aligns with the Government's priority of improving wellbeing and addressing the long-term, intergenerational issue of family violence and sexual violence. Te Aorerekura will prioritise and accelerate actions set within a generational 25-year vision to ensure a long-term commitment to complex change.

Executive Summary

- 3 Aotearoa New Zealand's high rates of family violence and sexual violence severely undermine the wellbeing of people who are impacted by violence and their family or whānau.
- 4 A National Strategy is needed to set a collective pathway for government, tangata whenua, the specialist sectors and communities, endorsed by Cabinet, to eliminate family violence and sexual violence. Te Aorerekura will direct government policy changes and actions.
- 5 Engagement on a National Strategy and Action Plan to eliminate family violence and sexual violence was undertaken between May and July 2021. 120 tangata whenua, specialist sector and community-led hui, involving over 2000 people, were held. Almost 1000 online, email, written and survey-based submissions were also received.
- 6 This engagement feedback aligned with the available research evidence to identify issues that shape how Te Aorerekura is different from what has come before. The Strategy sets a wellbeing and strength-based vision for eliminating family violence and sexual violence. There is a stronger focus on primary prevention, healing, and the critical role of tangata whenua and community leadership for achieving intergenerational change. The Strategy identifies and responds to the drivers of violence and requires accountability from people using violence and those responding, including government. There is greater acknowledgement of the complexity and diversity of the experiences of people, families and whānau and the

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different responses and workforce capability required to meet their needs. Te Aorerekura brings tangata whenua, communities, the specialist sectors and government together to regularly share knowledge and align actions.

- 7 There is significant work underway already. Te Aorerekura provides a collective framework to prioritise and accelerate this work, while identifying where more and different actions are needed. This will achieve the shifts required to support tangata whenua and communities to build their capacity and capability to strengthen, heal and respond to family violence and sexual violence.
- 8 Subject to upcoming Cabinet decisions on entity form, the Executive Board for the Elimination of Family Violence and Sexual Violence (the Executive Board) will work collectively to give effect to Te Aorerekura and deliver on the Action Plan. Implementation will be supported by:
 - 8.1 an Action Plan setting out actions for the next two years, with the Executive Board responsible for coordinating the collective efforts of government to progress each action and accountable to the Minister for the Prevention of Family and Sexual Violence for monitoring implementation and providing free and frank advice on delivery by agencies against the actions;
 - 8.2 the Executive Board facilitating annual tangata whenua-, specialist sectors- and community-led progress and learning hui to share learning, review progress and discuss revisions to the Action Plan; and
 - 8.3 the Executive Board providing progress reporting on the National Strategy, and advice on updates and revisions to the Action Plan, to the Minister for the Prevention of Family and Sexual Violence at least annually.
- 9 I propose that Te Aorerekura be launched in early December at an event with tangata whenua, communities and sector representatives who have been engaged in the development of the Strategy.

Background

Data, inquiries and international bodies reflect Aotearoa New Zealand's high rates of family violence and sexual violence

- 10 Aotearoa New Zealand's high rates of family violence and sexual violence severely undermine the wellbeing of people and their families or whānau. Family violence and sexual violence impacts on all sections of Aotearoa New Zealand society, but can take different forms in different communities, requiring responses that meet the diverse experiences and needs of people.
- 11 The majority of sexual assaults and family violence incidents in Aotearoa New Zealand are not reported and data collected is often not inclusive. However, from the data we have, it is clear that family violence and sexual violence disproportionately impacts some communities, and those experiencing compounding forms of disadvantage and discrimination. This is because experiencing violence serves to maintain and reinforce existing inequalities around gender, ethnicity, sexuality, age and ability.
- 12 Te Aorerekura acknowledges the gendered nature of family violence and sexual

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violence. The latest New Zealand Crimes and Victims Survey (2019/20 NZCVS) found that over twelve months 168,000 sexual assault incidents happened in Aotearoa. Women made up 76% of the victims of the assaults. Intimate partner violence (IPV) is one of the main forms of family violence. The 2019/20 NZCVS also found that, within a lifetime, 597,000 people experienced some form of IPV in Aotearoa. Women are three times as likely as men to experience IPV and wāhine Māori are more likely than any other group to experience IPV in their lifetime. The Family Violence Death Review Committee has noted that there were 125 IPV deaths in Aotearoa New Zealand between 2009 and 2018.

- 13 Different genders are impacted by sexual violence and family violence differently. Transgender and non-binary people experience higher rates of sexual violence than cisgender people. In addition to gender, ethnicity, age, impairments, class and LGBTQIA+ identity influence how people are impacted by violence. In the 2019/20 NZCVS more than half (52%) of the victims of sexual assault were between 15 and 29 years old. The proportion of bisexual people who experienced sexual assault over twelve months (13%) was almost seven times higher than the Aotearoa New Zealand average. After accounting for age differences, disabled adults are 52% more likely than non-disabled adults to be sexually assaulted in their lifetime. Understanding these different experiences is critical to developing effective responses, healing and prevention.
- 14 The Waitangi Tribunal Mana Wāhine Kaupapa Inquiry (Wai 2700) is hearing outstanding claims which allege prejudice to wāhine Māori as a result of Treaty breaches by the Crown. The central claim is the alleged denial of the inherent mana and iho of wāhine Māori and the systemic discrimination and inequities experienced as a result, undermining the rangatiratanga of wāhine in the context of whānau, hapori, hapū and iwi and the impact on whakapapa and whānau ora due to the experience, status and wellbeing of wāhine Māori. The experience of wāhine Māori with family violence and sexual violence is a central aspect of this inquiry.
- 15 In 2018, two United Nations committees (Convention on the Elimination of all Forms of Discrimination Against Women and the Committee on Economic, Social and Cultural Rights) expressed concerns about Aotearoa New Zealand's high level of reported family violence and sexual violence, and asked the government to strengthen actions and take a more focused approach to addressing these issues. Similarly, violence, neglect and abuse have been identified as ongoing concerns in other United Nations fora related to children, indigenous rights, disabled people and older people.
- 16 In addition to social harms, family violence and sexual violence also comes at an unsustainable fiscal cost to our economy. The current estimated cost of sexual violence is \$7 billion annually (ACC Investment Case, 2021). A 2014 report commissioned by the Glenn Inquiry estimated the cost of IPV and child abuse at between \$4.1 and \$7 billion per year, an amount that was anticipated to rise.

Research and community-led engagement demands change

- 17 In March 2021, Cabinet agreed (CAB-21-MIN-0083 refers) to the Joint Venture of the Social Wellbeing Board for family violence and sexual violence (the Joint Venture) engaging on the vision, components for change, and priority actions for a National Strategy and Action Plan to eliminate family violence and sexual violence.

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- 18 Between May and July 2021, 120 tangata whenua-, specialist sectors- and community-led hui, involving over 2000 people, were held. The Joint Venture also received almost 1000 online, email, written and survey-based submissions. The engagement undertaken is summarised by cohort and geography in Annex 3.
- 19 While the engagement involved more than twice the number of people originally expected, and reached some groups whose voices are seldom heard, it did not reach every community and hear every voice. Engaging providers who worked with individuals, communities and whānau was sometimes a more safe approach than engaging directly with people impacted by violence, particularly children and young people.
- 20 These hui and submissions built on a comprehensive review of reports and research from the past 20 years to develop insights on the change required to prevent and eliminate family violence and sexual violence. This research has developed strong evidence on the factors that drive and protect against violence. These are set out on page 15 of the Strategy. Key references are set out in the bibliography on pages 75-77 of the Strategy and includes the Interim Te Rōpū's report *Te Hau Tangata: the sacred breath of humanity – National Strategy for Eliminating Violence*.
- 21 To support engagement and development of the National Strategy, the Joint Venture has worked closely with a Tāngata Whenua Rōpū of Māori family violence and sexual violence leaders from across Aotearoa New Zealand. The Rōpū supported the analysis of insights from the tangata whenua engagement hui. The Rōpū provided recommendations and feedback to the Joint Venture and Ministers on framing for the National Strategy and the enduring relationship with tangata whenua required to address family violence and sexual violence, which is outlined in the companion Cabinet paper (paragraph 38 refers).
- 22 The Joint Venture also worked with a team of Independent Advisors to support and review the understanding of hui and submission insights and the framing of the National Strategy language and outcomes. The 14 Independent Advisors are expert practitioners drawn from, or able to represent, the specialist sectors and focus communities (tangata whenua, people impacted by violence, disabled people, Pacific peoples, LGBTQIA+ communities, older people, children and young people, people who use violence and ethnic communities).
- 23 The research, engagement feedback and expert review identified common issues that shaped the development of Te Aorerekura, and make it different from what has come before. The Strategy sets a wellbeing and strength-based vision for eliminating family violence and sexual violence. There is a stronger focus on primary prevention, healing, and the critical role of tangata whenua, specialist sectors and community leadership for achieving intergenerational change. The Strategy identifies and responds to the drivers of violence and requires accountability from people using violence and those responding, including government. There is greater acknowledgement of the complexity and diversity of the experiences of people, families and whānau and the different responses and workforce capability required to meet their needs. Te Aorerekura brings tangata whenua, communities, the specialist sectors and government together to regularly share knowledge and align actions.

Analysis

A National Strategy is needed

- 24 Over recent years, investment has been made in strengthening crisis responses to family violence and sexual violence but significant system change is still required to eliminate family violence and sexual violence. To achieve this, much more needs to be developed in the strengthening and healing spaces, in collective action with tangata whenua, communities and the family violence and sexual violence sectors.
- 25 A National Strategy is needed to set a collective vision and direction for tangata whenua, communities, specialist sectors and government to work together to eliminate family violence and sexual violence. It is needed to set out government actions and what government will remain directly accountable for as we develop new ways of working with a focus on community-led approaches.
- 26 I am proposing that we approve Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence, attached in Annex 1, and the Action Plan, attached in Annex 2. Te Aorerekura sets out:
- 26.1 a compelling shared **vision** for long-term change – *all people in Aotearoa New Zealand are thriving; their wellbeing is enhanced and sustained because they are safe and supported to live their lives free from family violence and sexual violence* (the *moemoeā*) on page 27;
 - 26.2 six **outcomes** required to achieve the vision through people being safe, free, respected, connected and cared for by people they trust (the *tukunga iho*) on pages 28-29;
 - 26.3 five guiding **principles** for the way people will work equitably and inclusively with aroha, tika and pono, kotahitanga and kaitiakitanga to achieve the vision (the *whanonga pono*) on page 30.
- 27 Te Aorerekura also sets out how the way we work needs to change in six **shifts** towards: strength-based wellbeing, mobilising communities, sustainable and competent workforces, investment in primary prevention, safe, responsive, accessible, and integrated responses, and increased capacity for healing.
- 28 These shifts will deliver change through six system **impacts**, which will achieve eight people **impacts** to improve the lives of all people in Aotearoa New Zealand:

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System impacts	People impacts
<ul style="list-style-type: none"> • Government commitment to addressing the underlying social conditions and norms • Government, tangata whenua, sectors and communities work better together • Alignment around primary prevention • Communities design, lead and deliver solutions to effect change • Skilled, culturally competent, and sustainable workforces • Joined up and easy to navigate services 	<ul style="list-style-type: none"> • Children and young people understand healthy relationships, how to seek help, and can access tailored services • Participants in the Justice system are protected, safe and supported and people who use violence are held accountable • People, families and whānau are safe and supported to heal and overcome the trauma of violence • Tangata whenua, Pacific, ethnic, LGBTQIA+ older people and disabled communities can access tailored services • Women, wāhine Māori and those impacted by violence access integrated and inclusive responses to enable safety • Those that use violence are accountable and supported to change. • Reduced tolerance for violence and inequality across Aotearoa New Zealand • Families, whānau and communities take action to prevent family violence and sexual violence

- 30 I am proposing that Te Aorerekura endures for the next 25 years. Eliminating family violence and sexual violence is a complex and challenging ambition. It will take a long period of sustained intergenerational focus and effort to achieve. To embed and implement Te Aorerekura, government will need to work with tangata whenua, communities and the specialist sectors using a continuous learning and improvement approach. Annual progress and learning hui (paragraph 46 refers) will allow actions to be built on, gaps to be filled and new learnings to be incorporated. This will ensure that Te Aorerekura can evolve and change through the years as the complexities of family violence and sexual violence in Aotearoa New Zealand evolve and change.

Significant work underway

- 31 There are initiatives already underway in Joint Venture agencies that contribute to the change Te Aorerekura seeks to achieve. Mapping these activities informed development of Te Aorerekura and key initiatives are highlighted on pages 33, 40, 46, 52, 58 and 64. It should be noted that the National Strategy does not set out an exhaustive list of all government initiatives underway, and some initiatives are led by agencies outside the Joint Venture. Additionally, initiatives and investments across the health and social sectors, such as mental health, housing and income support, are also critical to enhancing the factors that protect against family violence and sexual violence.

Action Plan

- 32 The work already underway across Joint Venture agencies, such as the justice system improvements and the health and disability system reforms, is foundational to improving the family violence and sexual violence system. Te Aorerekura builds on

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this much needed work and provides a collective framework to prioritise and accelerate the work. It also identifies where more and different actions are needed to achieve the shifts required to strengthen, heal and respond to family violence and sexual violence. Te Aorerekura identifies actions across the six shifts. Most of the actions in the Action Plan can be delivered by making better use of existing resources (paragraph 58 refers).

- 33 The Action Plan is **collective**. It is clear from past and present engagement that tangata whenua, the specialist sectors and communities are looking for government to align and integrate, to better meet the needs of people, family and whānau. The purpose of the Joint Venture is to lead a collective response by government to family violence and sexual violence and to focus on the areas where transformative change is most able to occur.
- 34 The Action Plan sets out **specific and time-bound** actions. While the aspiration for transformation in the Strategy is long-term, it is critical to identify clear, tangible actions to progress change. The initial actions will be for up to two years, with the actions reviewed and refreshed annually. These actions will enable clear accountability for delivery and the ability to develop future actions based on what has been achieved and learnt.
- 35 The actions are centred on establishing a **new way of working** because this is what is required to deliver on the Strategy and support success of the government initiatives already underway. The sequencing of actions has taken into account the capacity and capability of tangata whenua, specialist sectors and communities; acknowledging their leadership and expertise, while balancing their multiple and simultaneous demands.

Sustaining a collaborative approach

- 36 To best direct and co-ordinate long-term engagement, and the overall implementation of Te Aorerekura, consideration needs to be given to the enduring form of the Joint Venture. The upcoming companion Cabinet paper *Sustaining a collaborative approach to support the whole-of-government response to eliminate family violence and sexual violence* is to be considered as a key mechanism to deliver the strategy and the decisions in this Cabinet paper. .
- 37 The companion Cabinet paper will seek agreement to establish the Joint Venture as an interdepartmental executive board (the Executive Board for the Elimination of Family Violence and Sexual Violence) under section 26 of the Public Service Act 2020. This would help sustain a collective approach to work on family violence and sexual violence, and create joint accountability from the Executive Board to the Minister for the Prevention of Family and Sexual Violence. It will also clarify financial accountability and reporting arrangements under the Public Finance Act.
- 38 Alongside the sustainable arrangements for collective action within the Public Service, there is a need for an enduring mechanism to ensure Māori can input into decision-making at the right level. The companion Cabinet paper also seeks agreement to establish a Tangata Whenua Rōpū to advise the Minister for the Prevention of Family and Sexual Violence. The Tangata Whenua Rōpū will help strengthen the voices and leadership of tangata whenua in the Government's effort to eliminate family violence and sexual violence.

Alignment of all government family violence and sexual violence initiatives

- 39 Giving effect to the National Strategy will require both the successful delivery of the collective cross-government actions set out in the Action Plan and the continued improvement of all government action on family violence and sexual violence delivered by agencies.
- 40 Consistent with this expectation, Annex 4 provides the required report on implementation of the Budget 2019 funding allocated to the Ministry for Social Development and Oranga Tamariki for sexual violence support services.
- 41 Future decisions on family violence and sexual violence initiatives, across all portfolios, should demonstrate alignment with achievement of the National Strategy outcomes and give effect to the new ways of working with tangata whenua, the specialist sectors and communities that are central to the National Strategy. Funding for new areas of work will be sought through the Joint Venture's collective budget process as part of Budget 2022 and future budgets.

Implementation

- 42 The Minister for the Prevention of Family and Sexual Violence, has the mandate to lead the whole-of-government approach to substantially reduce and address family and sexual violence, and for the Reducing Family Violence and Sexual Violence appropriation. All other Ministers remain individually responsible for funding within their appropriations, and for the contributions of this funding and their agencies to the whole-of-government response. Ministers are also collectively accountable for the overall Joint Venture outcomes toward eliminating family violence and sexual violence.

Executive Board accountability to the Minister for the Prevention of Family and Sexual Violence

- 43 Subject to Cabinet agreement, the Executive Board once formally established will be accountable to the Minister for the Prevention of Family Violence and Sexual Violence for monitoring implementation of Te Aorerekura. The Executive Board will also provide free and frank advice on delivery (including any specified actions) by agencies against the National Strategy. The Executive Board will confirm an operating model that ensures the actions in the National Strategy are successfully implemented and the role and responsibility of each agency is clearly identified.
- 44 Agencies will be responsible for updating the Executive Board on how they are tracking against each action and delivery against the Strategy, as well as how they are aligning their existing work to the National Strategy. Chief executives (including chief executives who are not board members) remain accountable for their agencies' delivery (including any specified actions) against the National Strategy to their respective Ministers (i.e. the appropriate portfolio Ministers).
- 45 As a public service agency under the Public Service Act, the Executive Board will also have annual reporting requirements to Parliament, covering progress on the National Strategy. The Executive Board will provide the Minister for the Prevention of Family and Sexual Violence with advice on updates and revisions to the Action

Plan, informed by progress and learning hui.

Progress and learning hui

- 46 Annual community-led progress and learning hui will be facilitated by the Executive Board. The hui will bring together tangata whenua, focus communities and sector representatives to share learning, discuss what it will take to achieve the National Strategy outcomes and workshop with Executive Board agencies the annual updates of the actions in the Action Plan. The hui will enable tangata whenua, communities (including people impacted by violence; people who use or have used violence; children and young people; disabled people; Pacific peoples; LGBTQIA+ communities; older people; and ethnic communities) and the sectors to be sustainably engaged in the development and review of the Action Plan. It will also enable clear and direct feedback from these groups to government on how initiatives are working on the ground.
- 47 The first of these hui will take place in July 2022 and then on an annual rhythm after that. This learning cycle will also be supported by the ongoing improvement of measures, data and the insights drawn from that data to strengthen national and local understanding of drivers, changes and impact.

Monitoring and measurement

- 48 Te Aorerekura includes draft impacts to be measured (on page 70). This sets out the impacts we will measure. Measurement covers overall wellbeing and prevalence outcomes, as well as the changes that we expect to see on the way. As part of the actions and implementation of Te Aorerekura, the Executive Board will use the framework to work with tangata whenua, communities and the sectors to identify the right measures, either existing or new, to track progress. These measures will be integral to Executive Board reporting to the Minister for the Prevention of Family and Sexual Violence, Cabinet and Parliament.

Five-year Strategy review

- 49 Te Aorerekura sets a generational 25-year vision for change. To ensure Te Aorerekura continues to provide a collective pathway for government, tangata whenua and community to eliminate family violence and sexual violence, the Strategy will be reviewed every five years drawing on insights from the annual progress and learning hui. However, to ensure the Strategy is being successfully implemented, an initial review and report back to Cabinet to seek approval for any recommended changes will be made within the first three years, in 2024.

Next steps

Launch

- 50 I propose that Te Aorerekura be launched in early December at an event with tangata whenua, the specialist sectors and communities who have been engaged in the development of the National Strategy. Subject to COVID Alert Levels, the launch of Te Aorerekura will be held in person at an appropriate location or online and will enable Ministers to create a call to action and affirm the Government's commitment to a different tangata whenua-, specialist sectors- and community-led approach to eliminating family violence and sexual violence.

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- 51 The launch will celebrate and thank those who have contributed to the development of Te Aorerekura, while also building momentum on its kaupapa and reinforcing the collective approach required from government, tangata whenua, specialist sectors and communities to give effect to it. It will also confirm actions government has committed to taking within two years.

Regional hui to support launch

- 52 Community mobilisation will begin following the launch of Te Aorerekura, with a series of regional hui to promote the Strategy, its vision and actions. The regional hui will take place in March to April 2022, at locations around the country as well as 'virtual' hui with live online sessions. The purpose of regional hui will be to:
- 52.1 reconnect and strengthen relationships with those who contributed to and supported the development of the National Strategy;
 - 52.2 encourage the uptake and wide ownership of Te Aorerekura, including having regional, local, iwi, hapū, and organisational family violence and sexual violence plans aligned to the National Strategy;
 - 52.3 increase understanding and action within Executive Board agencies of their role in helping to lead change; and
 - 52.4 extend the geographical coverage and duration of media reporting that broadens knowledge of and access to the National Strategy.
- 53 Following the regional hui to launch Te Aorerekura, the first of the progress and learning hui to embed and implement the strategy will take place in July 2022 (paragraph 46 refers).

Population Implications

- 54 Women: The Strategy acknowledges the gendered nature of violence; that is women are more likely than men to experience intimate partner violence and sexual violence, including repeat victimisation. One in three women has experienced physical, sexual or coercive violence from an intimate partner in their lifetime and the rates are higher for wāhine Māori. The impacts of violence for women can be serious, long-lasting and sometimes fatal.
- 55 The Joint Venture has prepared nine papers identifying key community insights from reviews of previous research and reports, and the National Strategy engagement with: tangata whenua; people impacted by violence; people who use or have used violence; children and young people; disabled people; Pacific peoples; LGBTQIA+ communities; older people; and ethnic communities. These papers will be published alongside Te Aorerekura. The National Strategy, and the effective implementation of actions to achieve it, are of critical importance to all these groups.

Financial Implications

- 56 The delivery of Te Aorerekura has financial implications. These implications will be addressed through the annual Budget process. The Minister for the Prevention of Family and Sexual Violence will coordinate Budget priorities in this area.

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- 57 The current estimated cost of sexual violence is \$7 billion annually, with IPV and child abuse estimated at over \$4 billion (paragraph 16 refers). Over the past four Budgets, \$200 million per year has been invested to lay the foundations for system change aimed at eliminating family violence and sexual violence in Aotearoa New Zealand. Te Aorerekura will enable Government to sequence future investment according to priority, in partnership with tangata whenua, and based on what we have been told by communities during the engagement process.
- 58 As outlined in paragraph 43, the Executive Board will confirm an operating model that ensures the actions in the National Strategy are successfully implemented. Most of the 39 actions in the Action Plan can be delivered by making better use of existing resources. Collectively, this translates to significant reprioritisation within baselines.

59 s 9(2)(f)(iv)

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Legislative Implications

- 62 There are no direct legislative implications arising from the National Strategy. Some proposed actions are expected to identify opportunities for legislative reform.

Human Rights

- 63 The National Strategy will enhance human rights and is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.
- 64 Article 22 (2) of the United Nations Declaration on the Rights of Indigenous Peoples outlines that States shall take 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. In 2014, Aotearoa New Zealand committed to taking concrete measures to implement the Declaration, and the proposals in this paper are designed to make progress on Aotearoa New Zealand's aspiration that all women and children can live free of violence and discrimination.

Consultation

- 65 Te Aorerekura was developed based on extensive tangata whenua, specialist sectors and community-led engagement, including sustained consultation with a Tāngata Whenua Rōpū and an Independent Advisor's group of family violence and sexual violence leaders from across Aotearoa New Zealand.
- 66 Te Aorerekura was developed in partnership by the Joint Venture agencies: Te Kaporeihana Āwhina Hunga Whare (Accident Compensation Corporation), Ara Poutama Aotearoa (Department of Corrections), Te Tāhuhu o Te Mātauranga (Ministry of Education), Manatū Hauora (Ministry of Health), Tāhū o te Ture (Ministry of Justice), Te Manatū Whakahiato Ora (Ministry of Social Development), Ngā Pirihimana O Aotearoa (New Zealand Police), Oranga Tamariki (Ministry for Children), and Te Puni Kōkiri (Ministry of Māori Development).
- 67 The following government agencies were also consulted during the development of Te Aorerekura: the four associate Joint Venture agencies, Te Tari O Te Pirimia me te Komiti Matau (Department of Prime Minister and Cabinet), Manatū Wāhine (Ministry for Women), Te Tari Mātāwaka (Ministry for Ethnic Communities), and Te Manatū mō Ngā Iwi o Te Moana-nui-a-Kiwa (Ministry of Pacific Peoples); Te Kawa Mataaho (the Public Service Commission); and Te Tai Ōhanga (the Treasury). Te Tarī Mō Ngā Take Hauātanga (the Office for Disability Issues), Te Tari Kaumātua (the Office for Seniors) were also consulted.

Proactive Release and Communications

- 68 Subject to Cabinet agreement, Te Aorerekura will be launched in early December 2021. A media and communications plan will support the launch, with the objective of building awareness of the National Strategy, and the Action Plan. The National Strategy will also be prepared in alternative formats including Easy Read, New Zealand Sign Language, braille, audio, large print and te reo Māori. The one page summary of the Strategy will also be translated into Samoan, Tongan, Mandarin and Hindi.
- 69 This Cabinet paper will be proactively released in whole when the National Strategy is launched in accordance with proactive release requirements and guidelines.

Recommendations

The Minister for the Prevention of Family and Sexual Violence recommends that the Cabinet Social Wellbeing Committee:

1. **note** that in March 2021, Cabinet agreed to the Joint Venture of the Social Wellbeing Board for family violence and sexual violence engaging on a National Strategy and Action Plan to eliminate family violence and sexual violence [CAB-21-MIN-0083];
2. **note** that engagement was conducted between 12 May and 30 July 2021, involving 120 tangata whenua-, specialist sectors- and community-led hui with up to 2000 participants and the receipt of almost 1,000 online, email, written and survey-based submissions;
3. **note** that research, feedback from engagement and expert review all indicate that a new wellbeing- and strength-based approach is needed to address Aotearoa New Zealand's high rates of family violence and sexual violence with a stronger focus on primary prevention, healing, and accountability, the complex and diverse needs of people, families and whānau, tangata whenua, specialist sectors and community leadership, and knowledge sharing to improve ongoing action;
4. **note** that there is significant work underway across government, but that further collective action is required to improve the way government works with tangata whenua, communities and the specialist sectors on strengthening protective factors, and responding to and healing the trauma from family violence and sexual violence;
5. **approve** Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence attached in Annex 1;
6. **approve** the Action Plan for Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence attached in Annex 2;
7. **authorise** the Minister for the Prevention of Family and Sexual Violence to approve any necessary minor changes to the National Strategy and Action Plan before publication, including working with relevant vote ministers to ensure budget processes aren't compromised;
8. **note** that Te Aorerekura will be launched and published alongside the proactive release of this Cabinet paper in early December 2021;
9. **note** that the Joint Venture will facilitate annual tangata whenua and community-led hui to

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share learning, review progress and discuss revisions to the Action Plan;

10. **authorise** the Minister for the Prevention of Family and Sexual Violence to agree updates and revisions to the Action Plan as required;
11. **note** that the Joint Venture, if established as an interdepartmental executive board, will report annually to Parliament on the progress of the National Strategy;
12. **agree** that the National Strategy will be reviewed in 2024, and every five years thereafter, and that the Minister for the Prevention of Family and Sexual Violence will report back to Cabinet on any changes or updates required;
13. **note** the report on progress on the implementation of Budget 2019 initiatives for sexual violence attached in Annex 4.

Authorised for lodgement

Hon Marama Davidson

Minister for the Prevention of Family and Sexual Violence
Minita mō te Ārai I te Whakarekerekere Whānau me to Koeretanga

Annexes

Annex 1: Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence - is publicly available on the [violencefree website \(www.violencefree.govt.nz\)](http://www.violencefree.govt.nz)

Annex 2: The Action Plan for Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence - is publicly available on the [violencefree website \(www.violencefree.govt.nz\)](http://www.violencefree.govt.nz)

Annex 3: Engagement undertaken on the National Strategy to Eliminate Family Violence and Sexual Violence

Annex 4: Progress on the implementation of Budget 2019 initiatives for sexual violence

Annex 5: s 9(2)(f)(iv)

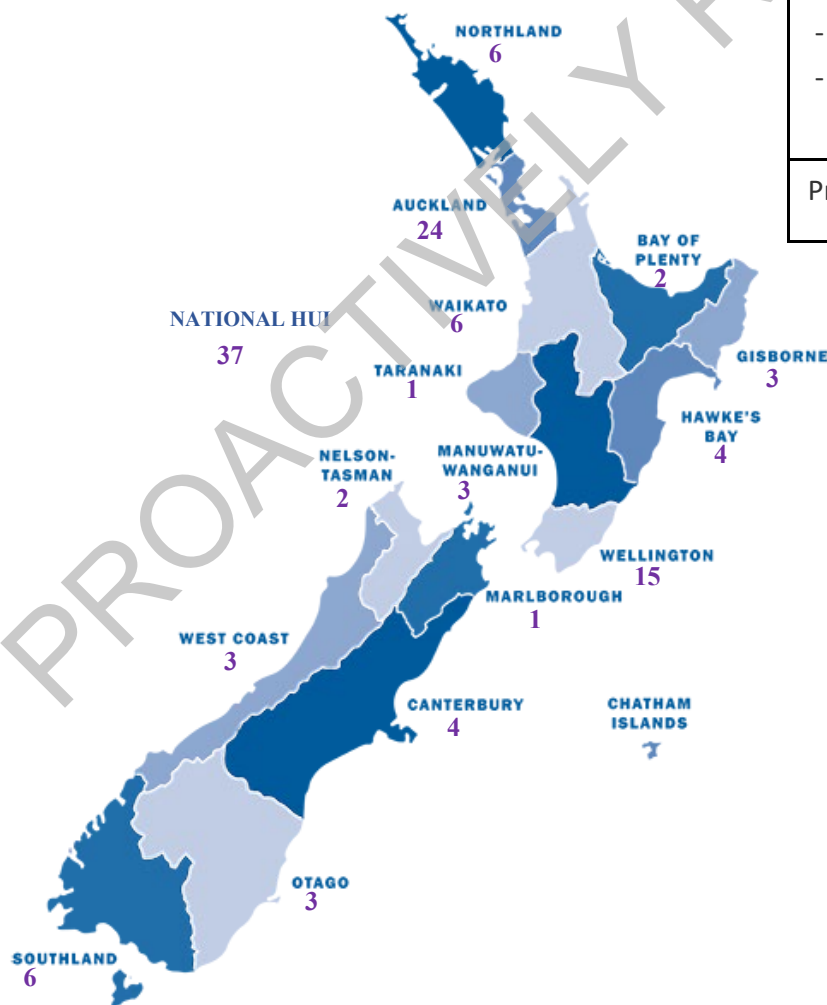
s 9(2)(f)(iv)

Annex 3: Engagement undertaken on the National Strategy to Eliminate Family Violence and Sexual Violence

- 120 community-led hui
- Over 2000 hui participants
- 700 online, email and postcard submissions
- 264 Backbone Collective victim-survivor survey responses
- 6000 violencefree website page views

Hui	
Tangata whenua	22
Disabled peoples	6
Pacific peoples	14
Ethnic, migrant and refugee communities	10
Children and young people	7
LGBTQIA+ communities	4
Older people	3
FV SV Sectors	51
- People impacted by violence	
- People who use, have used violence	
Professional Representatives	3

Hui by Region



Annex 4:**Progress on the implementation of Budget 2019 initiatives for sexual violence****Purpose**

- 1 In April 2019 the Cabinet Wellbeing Committee (SWC) invited the Ministers of Social Development and Children, along with the Parliamentary Under-Secretary to the Minister of Justice to report to the Cabinet Social Committee on [CAB-19-MIN-0174.36]:
 - 1.1 Progress with implementation of the newly introduced/expanded sexual violence services
 - 1.2 Updated service levels
 - 1.3 The early impacts of increased services on both demand and outcomes.
- 2 This report provides the requested report back, and includes initiatives provided by the Ministry of Social Development (MSD) and Oranga Tamariki, Ministry for Children (Oranga Tamariki).

Budget 2019 initiatives

- 3 Oranga Tamariki and MSD's bid to support a focus for sexual violence in Budget 2019 was to ensure a responsive system through continuing to build on the provision of support services for those affected by sexual violence.
- 4 Budget-19 provided \$320.9 million of new funding over four years towards eliminating family violence and sexual violence in New Zealand. Of that, \$131.1 million over four years was allocated to grow essential specialist sexual violence services. This included moving towards fully funding services, increasing volumes funded and expanding coverage of services – including services designed specifically for children and young people, investing to grow specialist sexual violence services in Kaupapa Māori providers, and providing specialist support for adult victims of sexual violence through the court system.

Increased access and supporting service stability*Sexual Harm Crisis Support Services (SHCSS)*

- 5 MSD received \$50.553m (over four years, and on top of Budget 16 baseline funding) to increase access to SHCSS to better support providers to deliver higher-quality services that meets the needs of victims/survivors.
- 6 SHCSS delivers psycho-social support services for victim/survivors in crisis. It includes advocacy and support (including callout), emergency face-to-face sessions (including crisis counselling), crisis social work support. Budget-19 funding has achieved:

- 6.1 **An updated FTE funding model** - to ensure a stable workforce and services. This funding model addressed provider cost pressures by enabling pay parity for frontline staff. This has resulted in retention of experienced specialist crisis support workers and greater recruitment, including roles such as administration, meaning staff are better supported to deliver responsive, quality services to victims/survivors.
- 6.2 **24/7 SHCSS services** - SHCSS are, where possible, expected to be available 24/7, 365 days a year, to be effective at responding to people in crisis. This requires a minimum of four FTEs per provider. Budget-19 funding was not sufficient to enable this minimum across Aotearoa. To mitigate this, MSD worked to reframe what 24/7 service delivery looked like regionally, ensuring providers utilised resources such as Safe to Talk - Kōrero mai ka ora, to enable 24/7 service delivery.
- 6.3 **Better met demand for SHCSS** - Providers previously reported working at or over capacity. Recent trends suggest demand for SHCSS will continue to increase. Budget-19 funding has meant SHCSS providers are better supported to address demand.

Sexual Harm Crisis Support Services for Children and Young People (SHCRSCY)

- 7 Oranga Tamariki received \$24.9m over four years to increase the accessibility and sustainability of sexual harm crisis support services.
- 8 SHCRSCY delivers immediate psycho-social crisis support for children and young people who have been victims/survivors of sexual harm, and support for their family and whānau. The services include ensuring safety measures and protection for children and young people, advocacy, and support of the wellbeing of children or young people, emergency face-to-face sessions (including crisis counselling), and crisis social work support.
- 9 The funding gap for services for children and young people was identified as constituting: “no dedicated and sustainable government funding for SHCSS for children and young people” – that was highlighted when Oranga Tamariki was established separately from the MSD in April 2017. It was estimated that up to 1,700 children and young people received adult services from MSD providers despite not being specifically tailored to children’s needs.
- 10 To date, Budget-19 funding has achieved:
 - 10.1 **An updated funding model** to alleviate the cost pressures faced by providers and ensure pay parity for frontline workers. The current FTE model provides better support for providers to deliver to children and young people and their family and whānau.
 - 10.2 **Better tailored services for children and young people** as previous reporting from MSD showed providers working over-capacity to include service delivery for children and young people without the appropriate funding.

- 10.3 **Delivery of services to better meet identified needs** – while remaining within the scope of appropriation, service delivery has flexibility for providers to deliver their services to meet the needs of children and young people, as well as their family and whānau. This includes education, prevention and additional support where required.

Male Survivors of Sexual Abuse (MSSA) Services

- 11 MSD received \$11.998m (over four years) to ensure continuity of MSSA services, and to increase access to MSSA services by expanding geographical reach.
- 12 MSSA services support the long-term recovery and wellbeing of male survivors through individual and peer-to-peer support. Budget-19 funding has achieved:
- 12.1 **A shift to an FTE funding model** to ensure the stability of the workforce, and continuation and viability of MSSA services. Minimum levels of funding were established, including a minimum level of service of 1.5 FTE per provider, and providing funding reflective of providers' current capability and demand.
- 12.2 **Increased accessibility of MSSA services** throughout the country by having providers increase their service reach where possible. Support has increased to over 1,760 men from 2020/2021 onwards.
- 12.3 **Established services in high-need areas** as identified by a needs-analysis and increasing the geographic coverage of services from six to 11 locations across New Zealand.
- 12.4 **Better quality MSSA services** as they are being delivered by trained facilitators and men can access them in a timelier manner. Budget-19 allowed funding of more facilitators, and therefore more groups to be run. Current providers are wanting to further increase their geographical reach, but current funding has not allowed this to happen.
- 13 Work is being undertaken by Male Survivors Aotearoa (the MSSA National Body), and supported by MSD, to develop and implement Kia Maarire, the Male Survivors Aotearoa strategy which focusses on effective services for Māori.

Non-mandated Harmful Sexual Behaviour (HSB) Services

- 14 MSD received \$11.753m (over four years) to continue and increase access to HSB services.
- 15 HSB services are delivered in a community setting and aim to reduce the prevalence of harmful sexual behaviours. Harmful sexual behaviours involve elements of force, coercion and/or power by one person over another for the purpose of sexual gratification and control. Budget-19 funding has ensured:
- 15.1 **Services are available for people using HSB** (previously it was time-limited).

- 15.2 **The service is more widely accessible.** An increase in the assessment and treatment rates has enabled more people to access the service. Previously, HSB services saw 87 clients nationally per year; funding has ensured 130 people using HSB can now receive treatment from 2020/21 onwards annually.
- 15.3 **Clients can access a service in a more timely manner,** as waitlists have been reduced. However, it should be noted that demand remains high.
- 15.4 **Improved service quality** because the HSB service is now complimented with a recovery component. Clients can access psychosocial support lasting between six and 24 months, depending on the level of risk the client presents with.

Concerning and Harmful Sexual Behaviours (CHSB)

- 16 Oranga Tamariki received \$15.9m over four years to increase accessibility and sustainability, and for the design of services that are by Māori, with Māori, for Māori.
- 17 CHSB services are delivered to support children and young people displaying concerning or harmful sexual behaviours. The services include assessment and treatment for children and young people and additional support and education for their family and whānau.
- 18 Demand for CHSB services for children and young people has increased significantly and the number of children and young people in care with noted HSB increased by 50% over the previous five years, and actual demand is likely much higher as there are significant waitlists with all providers. To date, Budget-19 funding has achieved:
 - 18.1 **Better met demand for CHSB** – a further increase has enabled existing providers to deliver their services to more children and young people.
 - 18.2 **Early Intervention Pilot** – utilising an existing programme to educate educators on recognising and addressing concerning and harmful sexual behaviours among school children. Oranga Tamariki are facilitating to develop the relationship between the provider, STOP, the Ministry of Education and Ngāi Tahu to ensure the programme is culturally responsive and meaningfully engages mana whenua.

Develop services and support the needs of whānau, hapū and iwi

Kaupapa Māori Services for Victims/Survivors, Perpetrators and their Whānau

- 19 MSD received \$6.964m (over four years) to support the development of the Kaupapa Māori provider sector and specialist sexual violence services for whānau.
- 20 MSD is focused on enabling the development and co-design of holistic, whānau-centred Kaupapa Māori specialist sexual violence services to support the full spectrum of responses.
- 21 MSD has worked in partnership with Kaupapa Māori sexual violence specialists to understand what is and is not working, and what can be built that will work for

whānau. MSD established an independent Kaupapa Māori sexual violence capability building working group (Te Pou o Te Rarama) to focus on:

- 21.1 Providing independent direction on what support Kaupapa Māori Specialist Sexual Violence Mahi Tūkino is needed.
- 21.2 Designing the ideal mechanisms for building capability, support and options for providing that support.
- 22 In March 2021, Te Pou o Te Rarama produced a report, Te Hikina Manawa, which discusses building capability for Kaupapa Māori Sexual Violence providers. Te Hikina Manawa identifies several recommendations to grow provider and community capability-building so the that the raft of Māori sexual violence prevention and healing practices can be implemented; to better meet the needs of whānau, hapū and iwi.
- 23 These recommendations will inform the service design phase currently underway. It includes developing service specifications and guidelines for the full spectrum of Kaupapa Māori responses to sexual violence across Aotearoa, and outlining the support they need, including how the Kaupapa Māori workforce can be grown, nourished and strengthened.
- 24 Oranga Tamariki has identified the geographical reach of current Kaupapa Māori services for tamariki and rangatahi Māori. The available data shows tamariki and rangatahi Māori are disproportionately impacted by sexual violence across Aotearoa New Zealand, both as victims/survivors and those displaying CHSB. The current funded Kaupapa Māori services cover only a limited number of areas across the country; Far North, Waitakere, Whau, Hastings, Central Hawke's Bay, Christchurch, Timaru, Mackenzie and Waimate.

Section 7AA and Te Tiriti o Waitangi

- 25 Oranga Tamariki is obliged to work with whānau, hapū, iwi and Māori organisations to ensure tamariki and rangatahi are connected through their whakapapa to their whānau, hapū, iwi, culture, and identity in accordance with S7aa of the Oranga Tamariki Act 1989. The Chief Executive is enabled to entrust responsibility of tamariki and rangatahi either in care or custody to iwi and Māori organisations.
- 26 Partnerships within the remit of care services, namely Whānau Care, have been the mechanism to developing partnerships that provides an opportunity to explore unmet needs of tamariki, whānau, hapū, iwi and Māori communities in the context of sexual violence. To date, engagement with partners has highlighted a number of actions and also historical barriers for those in crisis such the limiting criteria for legal aid, and the cost of protection orders and further costs for contested protection orders.

Establish new services to address unmet needs

Court Support Services (CSS)

- 27 MSD received \$6.348m (over four years) to address the support gap for victims/survivors to mitigate the harm caused by sexual violence and the criminal justice response.
- 28 Approximately 1,660 victims go through the criminal justice system each year. CSS provide victims/survivors of sexual violence mental, spiritual and physical support while they are going through the criminal justice process to reduce the severity and longevity of trauma, including re-victimisation.
- 29 MSD has worked with the sexual violence sector and key stakeholders to design the Court Support Service. In 2021/2022 services are available in eight regions: Whangārei, Auckland, Wellington, Christchurch, Waikato, Central, Canterbury and Southern. The service is now available in identified high need regions as well as regions operating a Ministry of Justice (MoJ) Specialist Sexual Violence Pilot Court.
- 30 MSD will continue the rollout of Court Support Services across New Zealand over the next year. The intention is to have a service that is available nationally. As the service develops, more information about service sustainability and accessibility will become available. This could lead to changes in what the minimum level of funding is, as well as where services need to be.
- 31 To support providers in the delivery of this service, MSD has developed a guide outlining the criminal justice system, and areas that may be particularly difficult for victims/survivors.
- 32 An early evaluation of this service, prior to Budget-19 funding for further rollout, noted victims/survivors:
 - 32.1 felt supported and empowered to continue with the court process
 - 32.2 felt better informed and prepared for the criminal justice process
 - 32.3 were able to cope physically and mentally before, during and after trials
 - 32.4 learned and used psychosocial strategies to manage anxiety, depression, and negative thoughts
 - 32.5 were connected to appropriate ongoing services after court.

Concerning Sexual Ideation (CSI) Services

- 33 MSD received \$2.750m (over four years) to establish and continue the delivery of CSI services.
- 34 CSI services aim to reduce sexual ideation and the potential for this to impact negatively on day to day functioning; and to reduce the risk of the client engaging in harmful sexual behaviour.
- 35 This includes 18 treatment places available across New Zealand. The development and implementation of CSI services closes a gap in the systematic response to sexual

violence by intervening early to prevent sexual violence from occurring in the first place. The funding has ensured:

- 35.1 A service for people with concerning sexual ideation is available and is accessible in a timely manner.
- 35.2 The intervention delivery aligns to the level of risk a person presents with and prevents the behaviour from progressing onto being harmful (i.e. less people offending and entering HSB services).
- 36 Over 2021/2022 MSD will review and analyse funding for CSI services to ensure it reflects the true costs of delivery. This will support the ongoing stability and sustainability of the service into the future.

Early impacts of increased services

- 37 MSD's Research and Evaluation team is evaluating the impact of Budget-19 funding. To date they have undertaken a baseline survey to understand how, and when, the investment is expected to impact services and the sector. It should be noted that early outcomes from the initiatives are indicative only as it will take time to understand the overall effects.

Demand for support has increased

- 38 Providers reported Budget-19 investment increased demand because there was greater investment in service promotion, improving referral pathways and access to services. This includes increasing public awareness and reducing the stigma of sexual violence.
- 39 Overall, it is predicted demand will continue to grow year on year. Demand for sexual violence services is often higher than many providers can keep up with, even with increased services from Budget-19.
- 40 MSD and Oranga Tamariki-funded services are also impacted by other under resourced services within the system, such as Accident Compensation Corporation (ACC) support services. ACC is a primary contributor to the high demand for MSD and Oranga Tamariki-funded services, particularly for SHCSS and SHCRSCY. SHCSS and SHCRSCY providers often 'hold' victim/survivors and provide support until or if they can be seen by ACC. This can impact the quality of services as people cannot access the service for as long or as often as they need.

COVID-19

- 41 On 26 March 2020, the Government announced \$27 million of funding to ensure essential social services could keep delivering for communities after COVID-19. Of this, \$1.86 million was made available as grants to the sexual violence Crisis Service. These grants increased services and enabled providers to help more people at imminent risk to access appropriate support, locally.
- 42 Providers reported both Budget-19 funding and COVID-19 grants have helped them to respond to the high demand for their services. This is largely due to a more stable workforce and ability to increase the workforce.
- 43 COVID-19 impacted the implementation of initiatives as providers were only

able to meet face-to-face with clients in limited instances during Alert Levels 3 and 4. Services were provided remotely, through a mixture of telephone and video conferencing depending on the client's preference. Due to the restrictions, providers reported a decrease in referrals during this period.

- 44 Once the restrictions were removed, providers saw a notable increase in demand. Some of this was due to new clients seeking help for historical abuse and some required support for longer periods due to anxiety caused by COVID-19. This increase put pressure on providers and their waitlists.

Changing future demand trends

- 45 Clients who access sexual violence services come from all backgrounds, ages, and genders. Providers noted similar themes for the clients that they are supporting:
- 45.1 Increased demand for services from young people
 - 45.2 An increase in referrals from tertiary providers
 - 45.3 An increase in clients presenting with multiple and complex needs.
- 46 Obtaining client feedback has proved challenging for many. Reasons for this include it not always being appropriate to seek this information at a point of crisis, clients may not present again, or may not be willing or ready to comment. Guidance or options to support the sector with this was highlighted as a need.

Creating a stable, sustainable and increasing workforce

- 47 Budget-19 funding has addressed some pay parity issues, anxiety about poor job security, and short-term and unstable funding of sexual violence services. MSD has moved to longer-term contracts: HSB and CSI providers are in four-year contracts, and SHCSS and MSSA providers are in three-year contracts. Oranga Tamariki has also moved to four-year contracts for CHSB and SHCRSCY.
- 48 This is creating a more stable workforce due to staff retention, ability to recruit more staff and the transfer of some volunteers to paid employees. Most providers reported a focus on recruitment for frontline roles, such as social workers and counsellors. The workforce increase has meant the workload is shared between staff to avoid stress and burnout, therefore ensuring high-quality sustainable services. Reduced caseloads are allowing support workers to spend more time with service users, offering them longer and/or more support sessions.
- 49 These changes have also meant waitlists can be addressed and therefore clients can be seen in a more timely manner, increasing engagement in services.
- 50 Budget-19 has also supported providers to build a more capable workforce because they have time, due to longer contracts, to have training as part of recruitment and professional development. Providers are better placed to offer full time employment to trainee social workers and counsellors once they have graduated.
- 51 As providers grow their overall workforce, staff are beginning to work in their specific roles, instead of needing to be across multiple responsibilities. For example,

having more administrative staff has provided more time for senior managers to spend time on strategic planning and exploring ideas for future service improvements.

Better meeting the needs of people affected by sexual violence

Cultural responsiveness

- 52 Cultural competency and delivering culturally responsive services are key focus areas for providers. Budget-19 has facilitated a greater focus on this as they have more time and resource to attend or deliver training.
- 53 As part of Budget-19 implementation, there will be changes to Oranga Tamariki contracts and service specifications to ensure appropriate cultural responsiveness from providers. Oranga Tamariki will continue to support providers with the tools and resources to meet these requirements.

Better client reach

- 54 Providers have been increasing their capability to ensure the services they deliver meet the needs of their clients. Providers have invested in mobile phones and laptops. A small number of providers had also invested in motor vehicles to improve travel to clients, particularly in rural or remote areas. These assets have also increased flexibility in service modality.