

## Hon Marama Davidson

Minister for the Prevention of Family and Sexual Violence

### Proactive release – Transforming the Family Violence and Sexual Violence System: National Strategy and Action Plans

Date of issue: 21 October 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	<b>Cabinet paper - Transforming the Family Violence and Sexual Violence System: National Strategy and Action Plans</b>  Author of document – Office of the Minister for the Prevention of Family and Sexual Violence	“Some information has been withheld 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

**Transforming the Family Violence and Sexual Violence System: National Strategy and Action Plans**

**Proposal**

- 1 This paper seeks approval for engagement on priorities for, and key elements of, a National Strategy and action plans (National Strategy) to address and prevent family violence and sexual violence.

**Relation to government priorities**

- 2 Since 2018 Government has made it a commitment to address the long-term challenges we face as a country so that New Zealanders are able to lead fulfilling lives. Prevention of family violence and sexual violence provides one of the most significant opportunities to improve the wellbeing of people in Aotearoa New Zealand. It is a core part of the Child and Youth Wellbeing Strategy to ensure that our children and young people are loved, safe and nurtured.
- 3 Experience in New Zealand and internationally has shown that family violence, sexual violence and child abuse can increase during and after large-scale disasters or crises. It is more important than ever that during a pandemic, and to support our recovery as a country, we prevent family violence and sexual violence and ensure that support for people affected by this is accessible.

**Executive Summary**

- 4 Communities and international bodies have long signalled that Aotearoa New Zealand needs a National Strategy to build a shared understanding of family violence and sexual violence and how to prevent it. Progress has been made without a National Strategy, but this has not happened in a systematic or coordinated way across all regions for all people.
- 5 As Minister for the Prevention of Sexual and Family Violence, I have prioritised the development of a National Strategy and Action Plans to drive the system transformation needed to prevent and address family violence and sexual violence. The vision for this work is that: wellbeing and the elimination of family violence and sexual violence can only occur when there is a significant increase in prevention and when Māori and communities have the power to lead solutions that meet their needs and aspirations.
- 6 Based on a wealth of research, evidence, lived experience and sector knowledge, there have been seven components identified that will enable and drive system transformation. The National Strategy engagement process will test how the seven

components resonate with people, their families and whānau. . By listening to the voices of our communities, Government can authentically align and strengthen their responses, with a priority on prevention and the needs and aspirations of children and young people. It will also provide the opportunity to identify the actions our communities want to see from government and how best to prioritise these.

- 7 It is crucial that the National Strategy is designed and implemented in partnership with Māori and in consultation with communities and the wider public. I am seeking Cabinet approval for engagement from early April – May 2021 with Māori and communities on the priorities for and key elements of a National Strategy. The core elements of the engagement plan are: digital engagement, organic community-led engagement, and targeted national hui.
- 8 I will report back to Cabinet by the end of August 2021 to enable the release of the National Strategy by the end of 2021.

## Context

### *Family Violence and Sexual Violence in New Zealand*

- 9 The Government has made its intention clear that transforming the family violence sexual violence system is a priority through its creation of a new Ministerial portfolio for the Prevention of Family and Sexual Violence. Family violence and sexual violence are pervasive issues through our country causing some of the most significant impacts on our wellbeing. Reducing and preventing family violence sexual violence is one of the greatest opportunities this Government has to improve safety and security of all New Zealanders, particularly women, children and young people.
- 10 Research shows that family violence sexual violence is prevalent in Aotearoa New Zealand. Studies have shown between 1 in 2 Māori women, 1 in 3 European/other women and 1 in 3 Pacific women, experience intimate partner violence in their lifetimes.<sup>1</sup> Studies also shows that gay, lesbian and bisexual adults are more than twice as likely to experience intimate partner violence and sexual violence.<sup>2</sup> Recent data shows that 32 percent of trans women, trans men and non-binary individuals experienced sexual violence since they were age 13<sup>3</sup>.
- 11 Violence takes many forms, for example, dowry-related violence, ‘honour’-related violence, forced and under-age marriage, and female genital mutilation are experienced in a number of different ethnic communities. We also know that disabled people are at greater risk of experiencing violence and abuse. Despite this prevalence of family violence and sexual violence in New Zealand, only 29% of family violence and 6% of sexual violence is reported to Police. Consequently, many people are not getting the help that they need.<sup>4</sup>

<sup>1</sup> [nzfvc.org.nz/frequently-asked-questions](https://nzfvc.org.nz/frequently-asked-questions)

<sup>2</sup> [justice.govt.nz/assets/Documents/Publications/NZCVS-Y2-A5-KeyFindings-v2.0-.pdf](https://justice.govt.nz/assets/Documents/Publications/NZCVS-Y2-A5-KeyFindings-v2.0-.pdf)

<sup>3</sup> [www.countingourselves.nz/](https://www.countingourselves.nz/)

<sup>4</sup> 2018-19 New Zealand Crime and Victims Survey.

- 12 The personal and collective costs of family violence sexual violence in Aotearoa are estimated to be up to \$7 billion a year, including over \$1 billion per year in lost productivity in the workplace.<sup>5</sup>
- 13 Successive governments have undertaken years of research and attempts to transform the family violence sexual violence system, including the setup of multi-agency collaborative initiatives. There have been some decreases in the severity of harm and to a lesser degree prevalence. However, the current models are not changing the trajectory and services are still not reaching all those in need, in the right form or timeliness required to effectively prevent and address harm.
- 14 In 2018, Cabinet agreed to establish a dedicated agent, the Joint Venture of the Social Wellbeing Board for family violence sexual violence (the JV), to lead government's collective response to family violence sexual violence [SWC-18-MIN-0037 refers]. We, as government, must be aligned and the JV provides a strong basis for us to lead and be coordinated and integrated in our approach.

*Work to date on a National Strategy*

- 15 To mark a significant change to the way Government works with Māori, the previous government appointed Interim Te Rōpu (ITR) to give effect to partnership between Māori and the Crown. The JV was tasked to develop a National Strategy with ITR [SWC-18-MIN-0037 refers]. This was to be designed in partnership with the sector, Māori and the wider public to enable voices of communities to be heard.
- 16 ITR's term formally ended in June 2020, however, they have undertaken to complete an independent report Te Hau Tangata describing a system-level relationship with Māori. As part of Te Hau Tangata, a literature review 'The Litany of Sound' will be produced to show the underpinning literature to Te Hau Tangata. They intend Te Hau Tangata and the literature review to be released in time to coincide and be distributed alongside the National Strategy. I will continue to engage with members of ITR on the progress of their report as well as how they may wish as individual leaders to contribute to the engagement.
- 17 In mid-March 2020, Family Violence and Sexual Violence Ministers agreed to a National Strategy discussion document and Cabinet paper going out for wider Ministerial consultation ahead of Cabinet consideration in April 2020. Shortly after, New Zealand went into COVID-19 Alert Level Four lockdown.
- 18 Family Violence and Sexual Violence Ministers agreed to put work on the National Strategy on hold, and postpone lodging the discussion document with Cabinet, as the risks posed by the pandemic around mass gatherings would limit options for engagement. This enabled the JV and the family violence and sexual violence sector to focus on the COVID-19 response knowing that family violence and sexual violence often increases at times of crisis.

<sup>5</sup> Kahui and Snively, 2014. Measuring the Economic Costs of Child Abuse and Intimate Partner Violence to New Zealand / The Glenn Inquiry; Roper and Thompson, 2006. Estimating the costs of crime in New Zealand. Treasury Working Paper 06/04.

## Why we need a National Strategy

*We need a National Strategy to galvanise our collective efforts*

- 19 A National Strategy has been highlighted as a need for Aotearoa New Zealand both locally and globally. The United Nations Committee of the Elimination of Discrimination Against Women (CEDAW) and United Nations Committee of the Economic, Social and Cultural Rights (CESR), recommended in 2018 that New Zealand adopt a strategy for the prevention and elimination of gender-based violence. The need for a strategic vision to bring together diverse communities and a fragmented system has also been noted by our Disability Rights Commissioner in 2020.
- 20 There has been progress in addressing and preventing family violence and sexual violence without a National Strategy, but this has not happened in a systematic or coordinated way either within government or across all regions for all people. A National Strategy provides the opportunity to recognise the diverse needs throughout communities and is a means to bring together the generally segmented, fragmented way of working. It provides us with the ability to monitor and analyse what works and where our future focus should be.
- 21 The National Strategy engagement process will provide government and communities a space to come to a common understanding of what primary, secondary and tertiary prevention is and the frameworks we will adopt. This will direct the actions and work streams that are required to disrupt the cycle of violence, at all points, across the lives of victim/survivors and users of violence.

*Developing the National Strategy will assist in building partnerships with Māori*

- 22 Partnerships with Māori are critical to the transformation the family violence and sexual violence system. The historical and ongoing impacts of colonisation have profoundly harmed Māori communities. Centring Te Aō Māori (holistic) solutions and leadership is important because Māori are far more likely to be harmed and far less likely to be able to access the support they need. A holistic approach needs to be taken that acknowledges the harm of colonisation and importance of the approaches within Te Aō Māori to prevent address family violence and sexual violence. We must look to devolve decision making to enable Tino Rangatiratanga. This will require government to address current systemic disparities and work in partnership with Māori.
- 23 Engagement on a National Strategy will create a joint vision and prioritised actions with Māori to address and prevent family violence and sexual violence. Interim Te Rōpū's work to date provides a strong basis for the partnership that must be built with Māori.
- 24 There are a range of pre-engagements underway, including wānanga with Māori from the family violence and sexual violence sector, to determine how our Te Tiriti partner may wish to proceed with the Māori-Crown relationship. The wānanga will involve former ITR members. Part of the discussion will seek to determine their involvement

in this kaupapa and how Māori perspectives can be at the centre of the National Strategy and what ongoing transformation of the system could be.

- 25 It is imperative that ITR's report sits in its own mana alongside other independent reports such as, He Whaipaanga Hou, Puao-te-ata-tu and Ināia Tonu Nei, which provide a call for many similar actions for system transformation.

### What a National Strategy will encompass

#### *Vision*

- 26 As Minister for the Prevention of Sexual and Family Violence, I have set the following vision statement for the National Strategy: Wellbeing and the elimination of family violence and sexual violence can only occur when there is a significant increase in prevention and when Māori and communities have the power to lead solutions that meet their needs and aspirations.
- 27 This overarching vision for family violence and sexual violence system transformation will take many years and substantial funding and resource to achieve. Family violence and sexual violence is an intergenerational issue and we must take a long-term approach to break the cycle. To achieve this, the National Strategy is intended to have longevity as a whole of Government strategy that is not subject to changes in political or budget cycles.

#### *Components of system transformation*

- 28 Whole-of-system transformation is required if we are to realise the significant improvements in Aotearoa New Zealand's wellbeing through the elimination of violence. The transformation has seven components, which are listed below. These components are the summation of research and strategic conversations between JV agencies, Māori and family violence and sexual violence sector representatives, communities, victims and/or perpetrators of family violence and sexual violence, experts and researchers across Aotearoa New Zealand. The components also reflect the six principles of the Future of Social Sector Commissioning work programme.
- 29 The components for change are as follows:
- a. ***Centering te ao Māori*** – te ao Māori frameworks and responses form the basis of practices, including the acknowledgement of the intergenerational harm of colonisation.
  - b. ***Integrated government responses*** – reduced duplication and gaps in support with people able to move seamlessly between government services.
  - c. ***Iwi-Māori leadership and community-led approaches*** – decision making is shared between Māori and Government and community. High trust and enduring relationships will support shared decision-making on resources and investments between Māori, NGOs, communities, and government. This enables flexible services to meet diverse needs and reduce the administrative burden on service providers.

- d. ***Skilled workforces to prevent and respond to violence*** – diverse, skilled and resourced workforces and organisations (government, Māori, and non-government) have a clear role in responding to and preventing violence. There is a common understanding of family violence and sexual violence, trauma, and cultural competency. Responses are tailored to meet the needs of people and whānau, which are inclusive of their history, culture and situation.
- e. ***Increased focus on prevention*** – greater investment in primary preventing and early help for family violence and sexual violence. Ensuring all responses heal, strengthen and protect from violence. This includes the prioritisation of children's needs and safety to prevent or stop intergenerational patterns of violence.
- f. ***Government settings enable change*** – statutory obligations, legislative changes and policies support Māori and community needs. Strategies, initiatives and practices align and support transformative changes and sector capacity. This includes flexible service funding and commissioning approaches.
- g. ***Continuous learning and improving*** – Learning what works and what needs to change. Data and insights are gathered, shared, used and understood across government, Māori and communities in a transparent and consistent way. Data and insights inform operational and strategic decisions. We invest in research from various lenses including kaupapa Māori that is funded to focus on areas of uncertainty, alongside the dissemination of research to build knowledge and understanding of family violence and sexual violence.

#### *Action Plans*

- 30 In 2018, Cabinet agreed to develop Action Plans alongside the National Strategy [SWC-18-MIN-0037 refers]. It was intended that the National Strategy would be focused on the long-term vision and shifts needed. Work undertaken by the JV has identified the need for the Action Plans to be rolling. The Action Plans would consist of priority actions for the Government that will achieve the system shifts set by the National Strategy. The Action Plans will cover short (6-12 months), medium (1-2 years) and long-term (2-3 years) actions. Longer-term actions will also be broken into key milestones to enable the actions to evolve with the system. The Action Plans will also be responsive to the changing aspirations and needs of Māori, communities and the sector.

#### **How we will engage on a National Strategy**

##### *Overarching approach and objectives*

- 31 I am seeking Cabinet approval for engagement from early April – May 2021 with Māori and communities on the form of a National Strategy to address and prevent family violence and sexual violence. The JV will provide a joined-up face of government to community and enable cross-agency collaboration.
- 32 The proposed engagement summary plan is attached as Annex Two. The JV worked with communities and the family violence and sexual violence sector to design an engagement plan that balances the needs of communities with realistic solutions for



government. This approach needs to be iterative, allowing us to continually review the scale and depth of engagement achieved and undertake further targeted engagement where needed.

33 The objectives of the engagement are to:

- a. Confirm we have all the inputs needed to develop a National Strategy.
- b. Gain a common vision for a transformed system, including the seven components for transformation and principles for how those shifts should occur.
- c. Identify opportunities to create actions that show where we should focus, that enable communities to lead responses to family violence and sexual violence in partnership with government. Noting that this conversation has been running for many decades, and there is much good work underway.
- d. Understand the opportunities for the National Strategy to braid together Te Aō Māori and other knowledge systems and where these different knowledge systems need to function together or separately.
- e. Inform the choices we have to make as government regarding the investment, actions and research to undertake.
- f. Develop enduring connections with communities and key groups who are working across the country to support people affected by family violence and sexual violence. This approach is intended to build trust and ownership between government and communities.

#### *How will we engage*

34 The engagement plan proposes to use three platforms:

- **Digital engagement:** This will provide a way for anyone to provide input on the engagement questions. Given the sensitive nature of this topics it is essential that people have ways to input anonymously. Digital engagement will build resilience into the plan in the event of changing COVID- 19 alert levels.
- **Organic community-led engagement:** ensuring communities can engage on their own terms in environments and ways that best work for them. A first step has been to build relationship with organisations who hold trusted relationships within their communities. These organisations will play a key role in disseminating information, bringing together their communities and sharing back to the JV. We will build simple tools that people can access and use to support engagements and conversations.
- **Targeted JV led hui:** across a range of geographic areas both urban and rural, city and very small towns. Locations will be informed by what we have heard from community leaders on what good engagement entails. We know the nature of violence is so different in these settings and we need a deeper and broader understanding of the needs and priorities of these different areas and communities. This will ensure those not engaged through digital and



community-led engagement can have their voices heard and will work with leaders in those regions to ensure the hui format and methodology responds to their local context.

*What we will do if there is a change in Alert Levels*

- 35 Should there be a change in Alert levels and physical engagement is no longer possible, engagement will move to a solely digital platform. To encourage participation, we will ensure there are sufficient platforms and tools to enable those who wish to meet electronically, to do so. As with all in-person engagement known to the JV through this time, we will ensure that online forums are heavily moderated to minimise vicarious trauma and have specialists available should people need support. However, I note that any delay in engagement will have implications for relationships with Māori, communities and the sector who are expecting to contribute to a National Strategy this year.

*Who we will engage with*

- 36 Priority will be given to engagement with population groups that are most harmed by family violence and sexual violence - people who use violence and victims/survivors, noting that people who use violence can also be victims/survivors. Women are more likely to experience serious and repeated family violence and sexual violence, and men are more likely to use violence or to use power and control towards others. Historically, solutions to family violence and sexual violence have primarily been developed by victim/survivors and are focused on meeting the needs of victims, who are predominantly women. There are growing calls by men, for men, and those who use violence, to be more engaged and involved in developing approaches and solutions to reducing harm, and ending family violence and sexual violence.
- 37 Gender-specific community-led engagement will ensure men and women are provided with a safe space to discuss and identify solutions to addressing family violence and sexual violence based on lived and personal experience – this was of particular importance to new migrant, ethnic and refugee communities.
- 38 Priority will also be given to those whose voices are often most marginalised. These key cohorts are Māori, Pacific peoples, disabled people, new migrant, ethnic and refugee communities, rainbow communities, older people, and youth. We acknowledge that these cohorts may have specific engagement needs, which is where community-led engagement is critical. This is particularly true for specific sub-groups in these communities who are considered hardest to reach, such as disabled people with learning disabilities.
- 39 Across all cohorts and possible sub-groups as listed above, we are looking to reach people in the messaging and mediums that work for them. We recognise people identify with many communities and so applying an intersectional lens will be key.

*Key supports for all hui*

- 40 Across all hui and engagements, JV agencies have worked together to develop key supports and considerations for all hui: Pou, safety, accessibility and engagement material. The JV will ensure that at all hui specialist advice and support is provided.

A key priority will be to ensure people feel safe and not re-traumatised. We will aim to ensure all forms of digital communication is moderated and designed so that there is no triggering or vicarious harm.

- 41 As part of the wānanga process and across all other communities, Pou will be recognised as the leaders in that community that will hold a safe space for people, whānau and their families to contribute. In addition to holding safe spaces, a sub group of Pou will come together through June, with the JV to finalise what's heard into a strategy. I will work with relevant Ministers to ensure they are invited to be involved in the finalisation of the strategy.
- 42 The sensitive and challenging nature of family violence and sexual violence as a topic of discussion means there is a potential risk of negative impact on people. A priority will be to ensure the safety of communities both in terms of the environment and how people participate in timelines that work for everyone not just government. The engagement process will be victim/survivor centred to ensure safety and accountability. Advocacy groups have been engaged to ensure victim/survivor input into the design of the engagement process. Victims/survivors will be involved in all stages of the engagement process and there will be multiple options for providing feedback, including anonymous pathways and trusted third party options; relevant support, including specialist workers and Police available before, during and after engagement.
- 43 Accessibility requirements include, information being available in a range of formats at the same time, interpreters when required and accessible venues. People First NZ, a self-advocacy organisation, led and directed by people with learning disabilities are helping to design the engagement approach to ensure the participation of people with learning disability. Other Disabled People's Organisations will play a key role in accessing their communities.

#### *Tools that will be used to support hui*

- 44 Some communities have asked us to develop particular tools that recognise their unique context – the JV is in the process of collating where conversations on family violence and sexual violence are at for the priority communities listed in paragraph 38, and also for those who use violence and victims/survivors
- 45 The information summarised in annex one will be used to provide the framework for engagement. As discussed in paragraph 16, there will also be two documents made available by Interim Te Rōpū: The Litany of Sound and Te Hau Tangata.
- 46 We will evolve resources as the engagement progresses and apply a plain English approach.

#### **Finalising a National Strategy**

- 47 Following completion of the engagement process in late May, Pou from key cohorts will feed into the National Strategy and Action Plans to ensure that the voices of people, whānau and communities remain front and centre of this work. This will include ensuring engagement feedback is effectively translated into the outcomes and actions that need to occur to realise the vision of the National Strategy. The outcomes

and actions will be ambitious while acknowledging that there is already a great deal of work underway that supports transformation.

- 48 I propose to report back to Cabinet in August with a final National Strategy and Action Plans. This will enable the National Strategy and Action Plans to be released by the end of 2021.

### Consultation

- 49 This paper has been prepared by the JV Business Unit on behalf of the JV and in consultation with: Ministry for Children—Oranga Tamariki, Ministry of Education, Ministry of Health, Ministry of Justice, Ministry of Social Development, the Accident Compensation Corporation, Ara Poutama Aotearoa – Department of Corrections, Te Puni Kōkiri and New Zealand Police. The Ministry for Pacific Peoples, the Office for Seniors and Ministry for Women were also consulted.

### Māori-Crown relationship

- 50 Responses to family violence and sexual violence need to be underpinned by New Zealand's constitutional foundation of Te Tiriti o Waitangi. The Crown has responsibility to work closely with whānau, hapū and iwi to prevent violence against all whānau members including women and children. Te Tiriti provides the basis for government to govern (Kāwanatanga), qualified by an obligation to protect Māori interests, including for whānau, hapū and iwi to exercise Tino Rangatiratanga over their affairs, and equality (Ōritetanga) between Māori and other New Zealanders.

### Financial Implications

- 51 Financial implications from National Strategy engagement will be met from existing baselines of JV agencies and the JV Business Unit.
- 52 Any financial implications associated with implementing the National Strategy will be considered separately by Family Violence and Sexual Violence Ministers as part of Budget s.9(2)(iv).

### Legislative Implications

- 53 There are no specific legislative implications arising from the content of this paper.

### Impact Analysis

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

### Human Rights

- 55 Implementing a National Strategy will assist the government to meet its human rights obligations in 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.

### Gender Implications

- 56 A National Strategy would recognise the gendered nature of family violence and sexual violence. Women are nearly twice as likely as men to suffer serious harm from partner abuse and are more likely to be killed by a partner. 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. Recognising gendered patterns of violence does not negate experiences of male victims.
- 57 Some groups of women are at a higher risk of experiencing family violence and sexual violence than other women e.g. Māori women, young women, and disabled women. These forms of violence impact significantly on women's physical, psychological, sexual, reproductive, and spiritual wellbeing. Engagement with women, and Māori women, will be a key part of wider engagement.
- 58 Individuals (and communities of people) who challenge the dominant norms around sex, gender, and sexuality can face significant levels of violence and abuse of both a physical and sexual nature. Engagement with rainbow communities, will be a key part of the engagement.

### Disability and Older Peoples' Perspective

- 59 One quarter of New Zealanders, and one third of Māori, report having a disability. Disabled people, particularly disabled women and children are at a higher risk of experiencing family violence and sexual violence than people without a disability. Disabled people's experiences of family violence are unique and occur in a wider range of contexts. Targeted engagement with disabled people and carers of disabled people will be part of the broader engagement process and informed through consultation with the Office for Disability Issues and members of the disability community. The engagement process has been designed to conform to the Accessibility Charter of New Zealand, and document will be available in accessible formats.
- 60 In New Zealand, it is estimated that one in ten older people experience abuse or neglect from a family member or carer. Some older people are more vulnerable to abuse due to poor health, frailty or mental incapacity. A number of specific groups of older people also face higher rates of abuse, including women, Māori and those who are separated, divorced or widowed<sup>6</sup>. These findings have been reiterated by the United Nations Independent Expert on the enjoyment of all human rights by older persons. The Independent Expert's report on her visit to New Zealand in 2020 included a number of recommendations on violence, maltreatment, neglect and abuse<sup>7</sup>. Targeted engagement with older people will be part of the broader engagement process and informed through consultation with the Office for Seniors.

<sup>6</sup> <https://www.superseniors.msd.govt.nz/documents/osc-elder-abuse-neglect-june-15.pdf>

<sup>7</sup> <https://undocs.org/A/HRC/45/14/Add.2>

### Other populations

- 61 Engagement on the National Strategy is designed to capture the unique experience and perspectives of members of Pacific Peoples, ethnic migrant communities, and other groups. Tamariki and rangatahi will be a focus and require a separate engagement approach.

### Proactive Release and Communications

- 62 We intend to proactively release this Cabinet paper in April 2021 in accordance with proactive release guidelines as part of the engagement process.
- 63 Following agreement from Cabinet to begin engagement, targeted communications will be sent out to inform groups of the engagements planned and invite them to participate.
- 64 A draft communications plan has been prepared. The plan will support spokespeople to communicate about the engagement. It prioritises communication to the priority population groups identified in the engagement plan, along with proactive media and social media management to ensure awareness of the opportunity for New Zealanders to contribute online.

PROACTIVELY RELEASED

## Recommendations

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

- 1 **Agree** to the Joint Venture of the Social Wellbeing Board for family violence sexual violence engaging on the vision, components for change, and priority actions for a National Strategy and Action Plans to eliminate family violence and sexual violence, set out in Annex one;
- 2 **Agree** to the proposed engagement summary plan on the key elements of the National Strategy that will inform the detailed engagement plan, set out in Annex two;
- 3 **Note** the proposed engagement approach builds on the findings of recently related engagements and will leverage opportunities to use existing planned events;
- 4 **Note** that Interim Te Rōpū will be producing an independent report Te Hau Tangata, which will be released alongside government material through the National Strategy engagement process;
- 5 **Note** the Minister intends to proactively release this Cabinet paper as soon as possible in line with proactive release guidelines;
- 6 **Invite** the Minister to report back with a National Strategy and Action Plans to Cabinet in August 2021 to enable it to be released by the end of 2021.

Authorised for lodgement

Hon. Marama Davidson

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



## Understanding family violence and sexual violence

- The causes of violence and barriers to getting help are complex and inter-linked
- Societal and institutional racism, colonisation, ageism, ableism, homophobia, and transphobia, perpetuate the use of violence
- Social tolerance of violence is a contributing factor
- Family violence and sexual violence are gendered
- Children and young people can feel the impacts for life
- Family violence and sexual violence can increase in times of crisis
- Hearing from those who have experienced and worked to eliminate family violence and sexual violence is key to unlocking solutions
- Research on help seeking behaviour tells us that most help seeking is informal.
- The vast majority of sexual assaults (94%) and family violence (76%) are not referred to Police (.)

## Where we are

- People have to tell their story multiple times
- Supports and services are fragmented and do not address reoccurring violence
- Solutions not designed by the people who need them
- Early help is not always available in the places where people want it
- Many services and supports are only available after people have been harmed
- People don't always get support for their holistic needs and wellbeing alongside responding to violence

## What are we engaging on?

- Are these the right seven components that will bring the transformation we need?
- Are these the right principles to base transformation on?
- What do the seven components look like to you, your whānau, and community?
- What are the key actions we need to undertake to make them happen?
- What is the most useful thing government could do to prevent sexual violence from occurring?
- What is the most useful thing the government could do to prevent family violence from occurring?
- What do you need to prevent family violence or sexual violence in your community?

## Vision

Wellbeing and the elimination of family violence and sexual violence can only occur when there is a significant increase in prevention and when Māori and communities have the power to lead solutions that meet their needs and aspirations

## Some facts and figures

- A survey of NZ women found that the lifetime of prevalence and/or sexual intimate partner violence (IPV) was 1 in 2 for Maori women (58%), 1 in 3 for European/Other women (34%) and 1 in 3 for Pacific women (32%)
- Young people (15-29 years) make up two thirds of those experiencing sexual assault
- Global data indicates disabled people are at *greater risk* of experience violence and abuse
- One in ten older people will experience some kind of elder abuse. The majority of cases will go unreported.
- Violence takes many forms, for example dowry-related violence, 'honour'-related violence, forced and under-age material, and female genital mutilation are experienced in ethnic communities.

4

Skilled workforces to prevent and respond to violence

- Diverse, skilled and resourced workforces and organisations (government, Māori, and non-government) have a clear role in responding to and preventing violence
- There is a common understanding of family violence and sexual violence, trauma, and cultural competency
- Responses are tailored to meet the needs of people and whānau, which are inclusive of their history, culture and situation

5

Increased focus on prevention

Greater investment in preventing family violence and sexual violence. Ensuring all responses heal, strengthen and protect from violence

6

Government settings enable change

Statutory obligations, legislative changes and policies support Māori and community needs. Strategies, initiatives and practices align and support transformative changes and sector capacity. This includes flexible service funding and commissioning approaches

7

Continuous learning and improving

- Learning what works and what needs to change
- Data and insights are gathered, shared, used and understood across government, Māori and communities in a transparent and consistent way
- Invest in research from various lenses including kaupapa Māori that, is funded to focus on areas of uncertainty, alongside the dissemination of research to build knowledge and understanding of family violence and sexual violence.

3

Iwi-Māori leadership and community-led approaches supported by government

- Decision making is shared between Māori and Government and community.
- High trust and enduring relationships supports shared decision-making of resources and investments between Māori, NGOs, communities, and government. This enables flexible services to meet diverse needs and reduce the administrative burden on service providers

2

Integrate government responses

Reduced duplication and gaps in support with people able to move seamlessly between government services

1

Centering te ao Māori

Te Ao Māori frameworks and responses form the basis of practices, including the acknowledgement of the intergenerational harm of colonisation

## Principles

**Whānau ora** – people, families and whānau, and their safety and wellbeing, are at the centre of all we do

**Mauri ora** – relationships are based on mutual respect n the mana of everyone involved

**Healthy relationships** – transformative change lies in partnerships and the empowerment of communities, Māori, whānau and families at all levels

**Equitable and inclusive approaches** – to ensure that people are free from discrimination, receive culturally informed support and have their inherent dignity and mana upheld.



Purpose

Our kaupapa is to build on what we’ve heard, what we know from research and experience, and what has been achieved as communities and agencies. We will listen and reflect the voices heard, especially those most impacted by family violence and sexual violence, in the strategy and action plans that are developed.

Engagement Platforms

1. **Community-led hui:** we will provide resources (guidance, materials, limited funding) to enable communities to host conversations about the National Strategy and what is needed to see changes in their community.

Scenario for a community-led hui

We are in conversation with Age Concern NZ to support them to activate their regional network. In practice, this might look like supplying them with conversation toolkits and funding to hold conversations across the country

2. **Targeted JV-led hui:** we will work with iwi-Māori, community organisations and NGOs to facilitate conversations about the National Strategy, what we’re hearing from communities, and how to enable change.

3. **Digital:** we will enable people to share their views with the JV online through:

- Broad promotion across JV platforms
- Communities determining how they want to reach us digitally
- Citizen Space – anyone can share their views. This platform will be moderated.

Approach

People and whānau will be at the centre of each engagement

By focusing on relationships, the intention is to develop or strengthen enduring connections with communities and key groups who are working across the country to support people affected by family violence and sexual violence.

We understand that the safest way for people to participate and share information with the Joint Venture is through people and organisations that are known to them and who are part of their community.

To support the engagements, we will:

- build simple tools that people can access and use to support engagements and conversations
- create safe ways to contribute online
- deliver a series of local events
- make sure that accessibility requirements are met

In practice, this might look like:

- Supplying a facilitator and sourcing venues
- Ensuring support is available for people
- Arranging translated materials and interpreters

We are working with JV agencies, NGOs, peak bodies, and community organisations, to enable communities to take part in engagements in ways that work best for them.

Communities

- Māori
- Disabled People
- Pacific peoples
- New migrant, refugee and ethnic communities
- Older people
- Tamariki and Rangatahi
- Rainbow communities
- Victims and survivors

Our Focus

- Applying an *intersectional lens* across the cohorts (for example, Māori disabled youth)
- Ensuring there is a gender equity lens (recognising that more women experience the impact of violence)
- Striving for a mix of rural and urban perspectives for each community
- Working to reach people who do not access services
- Endeavouring to reach those who experience the most harm and impact and where violence is hidden

Stakeholders

- Specialist family violence and sexual violence organisations and peak bodies
- Networks and interagency groups responding to violence
- Kaupapa Māori organisations working with whānau, responding to violence
- Frontline responders in communities and government
- Community leaders, groups and workplaces leading violence prevention initiatives
- Experts, researchers and spokespeople
- Businesses, unions, local government and philanthropic organisations

2021 Timeline to get to a National Strategy

Feb – Mar

- Prepare for engagements and build tools and support materials.
- Recognition of Pou in communities to hold safe spaces for people to contribute.
- Wānanga for tangata whenua to come together to unpack and heal what happened with Interim Te Rōpu, select Pou and discuss Māori-Crown relationship.

Apr - May

Submissions & insights

- Undertake engagements, gather insights and analyse findings
- During the engagement period, we will gather insights from each engagement and build what we’re learning into future engagements

From June

- Develop National Strategy by drawing themed insights into outcomes, distilling actions and building consensus across Pou and other key stakeholders.

Process to finalise the National Strategy

- Pre-engagement, Pou in communities are recognised to hold safe space and lead engagement for their people
- A sub-group of Pou will come together through June to finalise what was heard through engagement into a coherent strategy
- Ministers will be invited throughout the finalisation process to make sense of what was heard and understand the outcomes and actions sought by communities

COVID-19 CONTINGENCY PLAN: In the event of a national move to COVID-19 Alert Level 3 or 4, we will deliver engagement digitally in collaboration with JV agencies and communities.