Te Aorerekura Action Plan 2025-2030:   
Breaking the Cycle of Violence

Family violence and sexual violence are a crisis in New Zealand.

The second Action Plan builds on the important work that began in 2021, when Te Aorerekura (the National Strategy for the Elimination of Family Violence and Sexual Violence) was launched. The first Action Plan (2021-2023) laid the foundations that this second Action Plan builds from.

This new plan also contributes to the government’s target to reduced violent crime.

# Focus areas

The second Action Plan has seven focus areas that will guide government action over the next five years. These are:

1. Investing and commissioning well
2. Keeping people safe
3. Stopping violence
4. Protecting children and young people
5. Strengthening our workforce
6. Taking action on sexual violence
7. Preventing violence before it starts

To start with, Te Puna Aonui will focus on the first three focus areas in collaboration with its agencies.

1. Investing and commissioning well – adopting social investment to make evidence-‑informed decisions about when, where and how to invest to improve people’s lives.
2. Keeping people safe – strengthening how agencies work with communities, focusing on managing risk for those at greatest risk of serious injury and death, and prioritising children and young people.
3. Stopping violence – focusing on people who use violence so we can stop behaviour that causes harm to keep victims/survivors safe.

Agencies will continue to deliver services and make improvements in support of the remaining four focus areas.

# Population groups

We have identified eight main groups that are disproportionately affected by family violence and sexual violence. The voices and needs of these victims/survivors will be included in the implementation of this plan.

* **Māori:** 49% of wāhine Māori experience physical or sexual intimate partner violence in their lifetime (compared with 31% across all women).
* **Pacific peoples:** Pacific children are 4.8 times more likely to die from child abuse and neglect than children of other ethnicities.
* **Women:** 74% of people killed by their partners between 2007 and 2021 were women.
* **Children and young people:** 1 in 10 children and young people aged 12-18 were physically hurt by adults at their home in the past year; 56% of victims of sexual assault are aged 15-29.
* **Disabled people:** 18% of disabled young people have experienced violence at home in the past year; 44% of disabled people have experienced sexual assault.
* **LGBTQIA+:** 45% of LGBTQIA+ people have experienced sexual assault.
* Ethnic communities: 17% of people in ethnic communities experienced controlling behaviours by a family member in the past year.
* **Older people:** As many as 1 in 10 older people in New Zealand will experience some kind of elder abuse.

# Working together with iwi, Māori and communities

Māori are disproportionately affected by all forms of violence, and we will be partnering with iwi, hapū and hapori (Māori communities) to implement this Action Plan. This involves working together to understand system barriers and to build local and regional responses for whānau.

We will engage with purpose; incorporate whānau and community voices into design and delivery; address system barriers; and provide clarity to communities and the sector about what the government will focus on.

# Te Aorerekura – National Strategy six system shifts

1. Shift One (S1): Towards strength-based wellbeing
2. Shift Two (S2): Towards mobilising communities
3. Shift Three (S3): Towards skilled, culturally competent and sustainable workforces
4. Shift Four (S4): Towards investment in primary prevention
5. Shift Five (S5): Towards safe, accessible and integrated responses
6. Shift Six (S6): Towards increased capacity for healing

# Focus area 1: Investing and commissioning well

#### Supports Shift 1: Towards strength-based wellbeing

People affected by violence need access to a range of services to meet their needs and be safe, recover and heal from violence. The government spends $1.3 billion each year on family violence and sexual violence services and initiatives. We need to be sure these services and initiatives are the best ones.

A social investment approach will be used to review what we are delivering, identify what needs to change, and ensure people get the right support for their needs. This will happen in two ways:

1. **Investment reprioritisation**, which involves reviewing family violence and sexual violence spend. Phase 1 (May 2025) reviews collectively appropriated family violence and sexual violence funding from 2018‑2023. Phase 2 (May 2026) will review investment across the family violence and sexual violence portfolio, including baselines. This will be followed by annual updates.
2. **Contracting differently for better outcomes**, which means finding opportunities to apply social sector commissioning principles. By December 2025, we will review alignment opportunities and pilot an outcomes-based contract in one location with one provider. By July 2026, we will have implemented aligned contract reporting.

# Focus area 2: Keeping people safe

#### Supports Shift 2: Towards mobilising communities and Shift 5: Towards safe, accessible and integrated responses

Over the next two years, and in partnership with local organisations and iwi, we will focus on improving multi-agency responses for people who are at high risk and those with complex needs who experience or use violence.

There are four interconnected components to our work to strengthen multi-agency responses. These inform what we will do and the activities we will undertake:

## Strong governance, leadership and ways of working

1. There are strong examples of good practice in some regions, but this is inconsistent and there are opportunities to strengthen governance, leadership and ways of working.
   * + We will initially focus on six regions[[1]](#footnote-1) and 12 localities[[2]](#footnote-2) to work together with iwi and communities. We will co-design local approaches to develop Local System Improvement Plans. Lessons will be shared nationally to support the maturity and development of other regions.
     + Phase 1 (April 2025) will focus on Auckland City, Rotorua and Canterbury. Phase 2 (July 2025) will focus on five more localities. Phase 3 (December 2025) will focus on four localities).

## Delivering joined-up approaches for planning, resources and services

* + - This means improving coordination between multi-agency responses for family violence with responses for youth offenders.
    - Initially we will focus on three localities[[3]](#footnote-3) in three regions[[4]](#footnote-4) where Fast Track Youth Offending Support Teams are operating. By July 2025, we will have identified alignment opportunities in these locations.
    - By July 2026, we will have implemented these changes. By December 2026, we will have identified the next regions for family violence and Fast Track alignment.

## Consistent approach to understanding and managing risk

* + We need strong and active risk management, including of children and young people at severe risk of death, serious injury and revictimisation.
    - This includes integrating processes, proactive case management and outreach to families, and better data management and monitoring practices.
    - Initially this will be in two localities: Rotorua and Auckland City.
    - By December 2024, we will have finalised the Family Violence Risk and Safety Practice Framework. These will be rolled across the regions, beginning with the 12 localities identified in this plan.
    - By December 2025, there will be a nationally consistent approach to managing risk (process, system, practices and data management). There will also be risk practice enhancements included in the System Improvement Plans of the first 12 localities.

## Improving information sharing

* + - This involves a collaborative case management system that allows safe sharing of information, strengthens victim/survivor rights over their information, and alerts agencies to emerging risks.
    - By September 2025, the core operating model will be complete. By December 2025, we will have a proof of concept and information sharing protocols. Design and procurement will have started by June 2026, and testing will begin by June 2027. Transition to the new system will happen in December 2028, with evaluation happening the following year.

# Focus area 3: Stopping violence

#### Supports Shift 5: Towards safe, accessible and integrated responses

If we are to achieve our target of reducing violent crime, which includes family violence and sexual assault, we must stop people who use violence. This means improving accountability, providing the right support, and intervening early to help people change.

## Strengthen accountability

* + - By December 2024, the Ministry of Justice will introduce a Bill that makes stalking a specific offence.

## Provide the right intervention

* + - By March 2025, we will have scoped a review of current interventions. By December 2025, we will have completed a current- and future-state analysis of interventions for people who use violence.
    - Te Huringa ō Te Ao is a new family violence service provider for tāne and men who are hurting their partners and/or children and who realise it is time to change. By April 2025, contracts will be agreed with Te Huringa ō Te Ao providers; by December 2025, we will have scoped a baseline evaluation.
    - Rehabilitation programmes are being extended to prisoners on remand. These programmes play a crucial role in reducing reoffending. By December 2024, there will be a plan for service expansion. By March 2025, a plan will be submitted to Treasury to release additional funding. Service expansion will begin from July 2025.

1. We will also be expanding access to safety programmes in the criminal court, which will increase wellbeing for victim/survivors and their children and minimise the risk of further victimisation. Contracts will be agreed by June 2025 and the safety programmes will start the following month.

# Focus areas 4-7: Workforce; Children and young people; Sexual violence; and Prevention

Agencies have a lot of services and initiatives to support these four focus areas, and these will continue to be developed. The following gives a snapshot of these activities and identifies which of the six system shifts from Te Aorerekura are being supported.

## Workforce

#### Supports Shift 3: Towards skilled, culturally competent and sustainable workforces; Shift 4: Towards investment in primary prevention and Shift 5:Towards safe, accessible and integrated responses

* + - Training 10,000 frontline statutory workers
    - Health Violence Intervention Programme

## Protecting children and young people

#### Supports Shift 4: Towards investment in primary prevention and Shift 5:Towards safe, accessible and integrated responses

* + - Specialist restorative justice services
    - Specialist court support for child victims of sexual violence
    - The Child Advocates Programme

## Sexual violence

#### Supports Shift 5: Towards safe, accessible and integrated responses and Shift 6: Towards increased capacity for healing

* + - Kaupapa Māori sexual violence services
    - Concerning Sexual Ideation Service

## Preventing violence before it starts

#### Supports Shift 2: Towards mobilising communities and Shift 4: Towards investment in primary prevention

* + - Community-led sexual violence primary prevention
    - Whānau-Centred Facilitation Initiative
    - Elder Abuse Response Service
    - Pasefika Proud

# Measuring success

Indicators have been developed for the actions in the first three priority focus areas. These will be reported quarterly. Milestones are set for each action. These show what we will do by when. They will also be reported quarterly.

We will use the outcomes, indicators and measures in the Outcomes and Measurement Framework (OMF) to assess our progress in delivering change for people, whānau and families through this plan. The OMF was created for Te Aorerekura in 2023. It set two levels of desired outcomes: longer-term outcomes over 25 years and short-term outcomes that show steps along the way. The OMF will be reported against annually.

Te Puna Aonui will also provide up to two ‘deep dive reports’ each year, which will look at progress being made under Te Aorerekura for a particular community or group. These will use data and insights that reflect the experience and priorities groups disproportionately affected by violence – women, children and young people, tangata whenua, Pacific peoples, disabled people, older people, LGBTQIA+ communities, and ethnic communities.

Te Puna Aonui has also committed to an outcomes evaluation of Te Aorerekura in 2026/27.

# Actions under each focus area and performance indicators

## Investing and commissioning well

### Investment prioritisation

1. Number of assessments of effectiveness of initiatives undertaken
2. Number of initiatives with a Level 2 or above score for maturity of Social Investment Approach
3. Percentage of reinvested spend as a percentage of total spend
4. Number of new initiatives launched through prioritisation to address known service gaps or system barriers

### Contracting differently for better outcomes

1. Number of contract providers with aligned reporting

## Keeping people safe

### Strong governance, leadership and ways of working

1. Number of Local System Improvement Plans developed
2. Number of governance groups with agreed terms of reference, vision, and reporting frameworks

### An integrated approach to managing high risk of death and serious injury

1. Number of plans opened for people who use violence (after referral to a multi-agency response)
2. Number of plans opened for people experiencing violence (after a referral to a multi-agency response)
3. Number of families previously referred that are referred again
4. Percentage of victims who report feeling safer 12 weeks after a safety plan is initiated

### Consistent approach to risk

1. Number of organisations that have adopted Family Violence Risk and Safety Practice Framework

### Improving information sharing systems

1. Number of agencies and organisations that endorse the operating model for Project Whetū
2. Indicators aligning multi-agency and youth offending will developed as part of the planning for this activity

### Joined-up approaches to children and young people

1. TBC; indicators aligning multi-agency and youth offending will developed as part of the planning for this activity
2. Percentage of children who are referred to a multiagency response who have previous flags for being a victim of family violence

## Stopping violence

### Provide the right interventions and services

1. Number of service concepts signed off and services being delivered
2. Number of additional victims/survivors receiving safety programmes in the criminal court

# OMF outcomes are supported by the seven focus areas

Each focus area contributes to different outcomes in different ways.

For example, there is a long term outcome that “Government agencies’ family violence and sexual violence approaches are strength-based and contribute to wellbeing”. Under this short term outcomes include “Improved coordination and alignment within and across government agencies at local, regional, and national levels” and “More government agencies understand their roles, responsibilities, and opportunities in eliminating family violence and sexual violence”.

Another long term outcome is that “Tangata whenua, communities and specialist sectors lead effective family violence and sexual violence approaches and share knowledge”. Short term outcomes under this include “More locally and regionally delivered, effective family violence and sexual violence approaches” and “Increased tangata whenua and community leadership to eliminate family violence and sexual violence”.

Another long term outcome that “People who use violence are held accountable and supported to change their behaviour” is a short term outcome where “More people who use or have used violence can access effective early services and supports”.

1. Te Tai Tokerau, Tāmaki Makaurau, Bay of Plenty, Hawkes Bay/Tairāwhiti, Central, and Canterbury. [↑](#footnote-ref-1)
2. Whangārei/Kaikohe, Kaitaia, Auckland City, Waitākere, Rotorua, Eastern Bay of Plenty, Gisborne, Wairoa, Hawkes Bay, Taranaki, Whanganui, and Christchurch. [↑](#footnote-ref-2)
3. West Auckland Waitākere, Rotorua, and Christchurch. [↑](#footnote-ref-3)
4. Tāmaki Makaurau, Bay of Plenty, and Canterbury. [↑](#footnote-ref-4)