

TE AOREREKURA
ACTION PLAN
2025-2030

**BREAKING
THE CYCLE
OF VIOLENCE**



**Te Kāwanatanga
o Aotearoa**
New Zealand Government



MINISTER'S FOREWORD

I am determined to do everything in my power to break the cycle of inter-generational family violence and sexual violence. Ensuring that all New Zealanders can live free from violence, are thriving, safe, and supported, is at the heart of this Action Plan.

As a government, we have set a clear target to reduce the number of people who are victims of family violence and sexual violence.

Having spoken to many organisations doing good work at the forefront of preventing and responding to violence, I am clear that the solutions are to be found in communities.

Victims/survivors of violence need to know they can get the right help when and where they need it. Too many people are falling through the cracks, and this is having a devastating impact and causing long-term trauma. This comes at a

high cost for the wellbeing and potential of our communities and New Zealand.

As a strong advocate and leader of change, I want to ensure that our system responds to victims/survivors in an appropriate and safe way and that those who commit violence are not just held accountable but also supported to change their behaviour.

This plan is focused on government prioritising fewer things and doing them well.

It is targeted at addressing the challenges that stop people from getting the right support first time, by strengthening how agencies work together with communities. Paramount in this, is the safety of children and young people, and working towards preventing people from using violence in the first place.

In doing so, we must ensure that our investments and actions in the family violence and sexual violence sectors are effective and directed where they will make a real difference for victims/survivors.

This plan prioritises efforts to eliminate family violence and sexual violence through Te Aorerekura - the National Strategy. It provides a clear pathway to achieve real results by placing the needs of victims/survivors at the heart of all we do and acting decisively to deliver change.

Hon Karen Chhour

MINISTER FOR THE PREVENTION
OF FAMILY AND SEXUAL
VIOLENCE





INTRODUCTION

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.

(Moemoeā - Dream and Vision - National Strategy for the Elimination of Family Violence and Sexual Violence)

Safe, supported and thriving communities

All of us want children and young people growing up in homes and communities where they are safe and nurtured to reach their full potential. Yet too many people in New Zealand are living with violence. Its effects last generations.

Family violence and sexual violence are a crisis in New Zealand

A third of New Zealand adults (30.2%) have experienced physical and sexual violence offences committed by an intimate partner in their lifetime.¹

Family violence and sexual violence, however, can take many forms, including psychological abuse. When taking this into account, 56% of women experience intimate partner violence in their lifetime. This is higher for wāhine Māori.²

One in three women (36%) and one in eight men (13%) have experienced one or more sexual assaults in their lifetime.³ Violence is hidden and often goes unreported. Only 6.6% of sexual violence is reported to police.⁴

Targeting serious offending

The government has prioritised addressing family violence and sexual violence.

It has set clear targets for the reduction of violent crime, which includes family violence and sexual assault (target 4) and reducing serious and persistent youth offending (target 3). By 2030, it wants to reduce violent crime and

the number of victims by 20,000, so that New Zealanders can live safe, connected, and healthy lives. Reducing family violence and sexual violence improves outcomes in education, health and employment.

A national strategy for change

We are three years into a 25 year journey to eliminate family violence and sexual violence through the National Strategy - Te Aorere Kura. This Action Plan sets out where government will focus and prioritise its actions to drive change to stop violence and keep people safe.

This plan builds on the important work that began in 2021, when Te Aorere Kura and the first Action Plan (2021-2023) laid the foundations for long-term change. This plan established more effective relationships across government and in communities, began to grow the capability of family violence and sexual violence workforces, and improved the use of data and evidence to make decisions.

Doing more of what works to break the cycle of violence

Breaking cycles of violence is possible when our systems deliver effective responses and we work with people who have used violence, to hold them accountable and support them to change their behaviour.

We have identified seven focus areas that will guide government action over the next five years (figure 1 and appendix 1).

To make progress in these areas, government will take a phased approach to delivery, learning and adapting to improve the system on the basis of the evidence. We want to do more of what works, and we want to do those things well.

"Victim/survivors described an incredibly long, complex, dangerous and difficult struggle to get safe in which they had very little access to resources or safe and appropriate support and often found they were powerless to stop the abuse even after they separated from the abuser."

*The Backbone Collective (2020).
Victim/survivor perspectives on longer-term support after experiencing violence and abuse, page 6.*

Accelerating action

Te Puna Aonui brings together government agencies to address family violence and sexual violence.

Over the next two years Te Puna Aonui will focus on three areas that require deep collaboration and contribute to the government's targets to reduce serious offending (target 4) and persistent and serious youth offending (target 3) by reducing revictimisation and reoffending.

1. Investing and commissioning well

Adopting a social investment approach to make evidence-informed decisions about when, where and how to invest to deliver change and improve lives.

2. Keeping people safe

Strengthening the ways agencies work together with communities, focusing on improving risk management for those at greatest risk of serious injury and death, and prioritising children and young people.

3. Stopping violence

Bringing a stronger focus on to the people who use violence so we can stop the behaviours that cause harm and keep victims/survivors safe.

We will measure success with clear actions, milestones, performance indicators and outcomes (appendix 2).

Agency work continues

The focus of this plan does not represent all the work that government does across the family violence and sexual violence system. Agencies will continue to deliver services and make improvements in support of the remaining four focus areas (appendix 3).

People and places matter

This plan focuses on working in regions and localities, continuing to build partnerships with tangata whenua, specialists and communities to enable change to break the cycle of violence.

FIGURE 1: FIVE-YEAR FOCUS AREAS

Government will focus on seven areas to improve safety, support and enable people to thrive (further detail in appendix 1).

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

Te Puna Aonui agencies will work collectively on priorities 1 - 3 for the next two years. Agencies will continue to take action in support of the other focus areas.





FAMILY VIOLENCE AND SEXUAL VIOLENCE IN NEW ZEALAND

Some groups are impacted by violence and experience more serious harm, more often (figure 2). The intersectionality of people belonging to one or more groups compounds their risk of harm, leading to a greater impact on victims/survivors' health, freedoms and ability to live their lives well. We will work to ensure that the voices and needs of these victims/survivors are included in the implementation of this plan.

Wāhine Māori are more likely to be subjected to family violence or sexual violence than any other ethnicity or gender. One in two (49%) Māori women experience physical or sexual intimate partner violence in their lifetime, compared with one in three (31%) for all women.⁸

Discrimination and stigma are drivers of violence towards LGBTQIA+ people and create barriers for effective help. Almost one in two LGBTQIA+ people (45%) have experienced sexual assault.⁹

Women experience more types of violence, more frequently and severely than men. More women reported serious injuries, fear, and physical and mental health impacts following intimate partner violence.⁵ 74% of people killed by their partners between 2007 and 2021 were women.⁶

Over their lifetimes, 1 in 8 men (12.5%) have experienced sexual assault.¹⁶

When children and young people experience violence and harm, it leads to poorer outcomes and limits their potential. One in ten children and young people aged 12-18 were physically hurt by adults at their home in the past year.¹² 56% of victims of sexual assault are between 15 and 29 years old.¹³

Pacific peoples disproportionately experience material hardship, which can exacerbate some forms of violence. Pacific children are 4.8 times more likely to die from child abuse and neglect than children of other ethnicities.⁷

Disabled people experience violence in different ways and at higher rates than other groups. 18% of disabled young people were hit or physically hurt in the place they usually live.¹⁰ 44% of disabled people have experienced sexual assault.¹¹

In ethnic communities, violence can take distinctive cultural forms, including dowry and 'honour' related violence, forced and underage marriage, and female genital mutilation. 17% of people in ethnic communities experienced controlling behaviours by a family member in the past year.¹⁴

Violence experienced by older people is often not visible because of poor health or disability, being socially isolated, or dependent on others for care. As many as one in ten older people in New Zealand will experience some kind of elder abuse which includes physical, sexual, psychological, and/or economic abuse and/or controlling behaviours.¹⁵

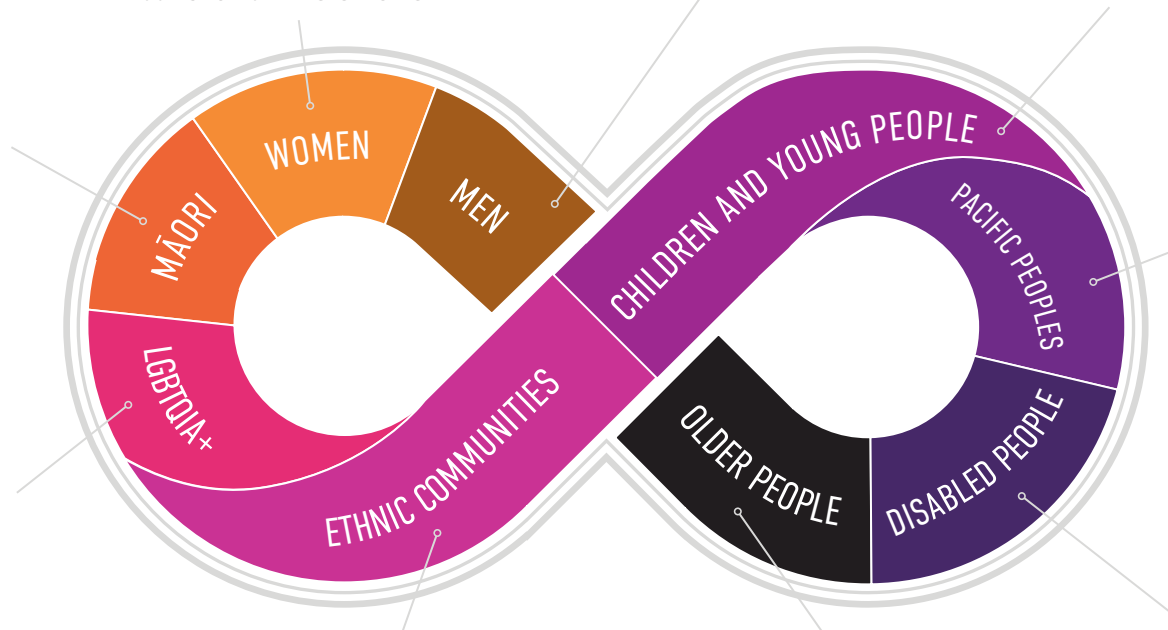


Figure 2: Highlights the diverse population groups that experience violence.

WORKING TOGETHER WITH IWI, MĀORI AND COMMUNITIES

The first Te Aorerekura Action Plan laid the foundations for building enduring relationships between government, the family violence and sexual violence sectors, and communities.

Now, as we look to the next five years, we must navigate a period of change as we seek to do things differently. The strength of these relationships will help us to move forward.

Most importantly we must not forget that we are here to ensure that we deliver positive change for those impacted by violence. We will work to ensure that the voices and experiences of victims/survivors remain central to all that we do.

WORKING WITH MĀORI

Recognising that Māori are disproportionately affected by violence, we will continue to partner with iwi, hapū and hapori (Māori communities) to implement this plan.

This will involve working together to understand the barriers to implementing changes that make a difference, particularly as part of a local or regional response to violence for whānau.

HOW WE WILL WORK TOGETHER

Engage with purpose

Being clear on the reason for engagement and expectations.

Government will work with communities and regional partners to understand local needs, requirements and opportunities.

Incorporate victim/survivor and whānau voice into design and delivery

Elevating the voices and needs victims/survivors, diverse groups, and communities to ensure their needs inform the design and implementation of actions.

Address barriers

Working with government agency partners to identify, understand, and address barriers facing communities and the family violence and sexual violence sectors so we can improve how we keep people safe, supported and thriving.

Provide direction

Offer clarity to communities and the family violence and sexual violence sectors on where government will focus attention and energy over the short to medium term.





INVESTING AND COMMISSIONING WELL

People affected by violence need access to a range of services to meet their needs and be safe, recover and heal from violence.

Annually, government directly invests over \$1.3 billion in family violence and sexual violence services and initiatives.

We need to ensure this funding is being invested in what works and that we stop doing things that are not effective.

ADOPTING A SOCIAL INVESTMENT APPROACH

Social investment will guide how we will make investment decisions. By taking a whole-of-government approach to investment across the family violence and sexual violence system, we will gain an understanding of what we are delivering; what needs to change and how to innovate to ensure people get the right support for their needs.



WHAT WE WILL DO

INVESTMENT PRIORITISATION

Undertake a review of family violence and sexual violence spend across government to inform collective investment decisions. This will identify opportunities to prioritise funding where it will have the most impact for people and communities. Phase 1 will focus on collectively appropriated family violence and sexual violence funding from 2018-2023. Phase 2 will involve a review of investment across the family violence and sexual violence portfolio, including baselines. This will be followed by annual updates.

When:	Jun 2026
Partners:	Te Puna Aonui agencies, Social Investment Agency
Milestones:	May 2025 Phase 1 Review and prioritisation of investment May 2026 Phase 2 Full review and prioritisation of investment

CONTRACTING DIFFERENTLY FOR BETTER OUTCOMES

Explore opportunities to apply social sector commissioning principles to increase the efficiency, accessibility and effectiveness of services, and improve outcomes.

We will undertake a review of family violence and sexual violence services and contracts. This will identify opportunities for greater alignment across contracts and pilot an outcomes-based contract. In the first instance this will focus on contracts that support multi-agency responses and services for people who use violence.

When:	Jul 2026
Partners:	Te Puna Aonui agencies
Milestones:	Dec 2025 Review of contract alignment options Dec 2025 Pilot an outcomes-based contract in one location with one provider Jul 2026 Aligned contract reporting

KEEPING PEOPLE SAFE

No single agency or organisation has all the levers to prevent violence and keep people safe from violence.

We need to strengthen how agencies respond to family violence by improving the way they work together. This means improving multi-agency responses in partnership with local organisations and iwi to better manage risk and intervene early so people get the right support at the right time.

BUILDING AN EFFECTIVE MULTI-AGENCY RESPONSE

There are four interconnected components to our work to strengthen multi-agency responses which have informed what we will do and the activities we will undertake.



WHO WE ARE FOCUSED ON

Everyone affected by violence deserves a response that meets their needs. There are varying degrees of risk and need that require different levels of support. Over the next two years we will focus on improving multi-agency responses for people who are at high risk and those with complex needs who experience violence.



KEEPING PEOPLE SAFE

WHAT WE WILL DO

STRONG GOVERNANCE, LEADERSHIP AND WAYS OF WORKING

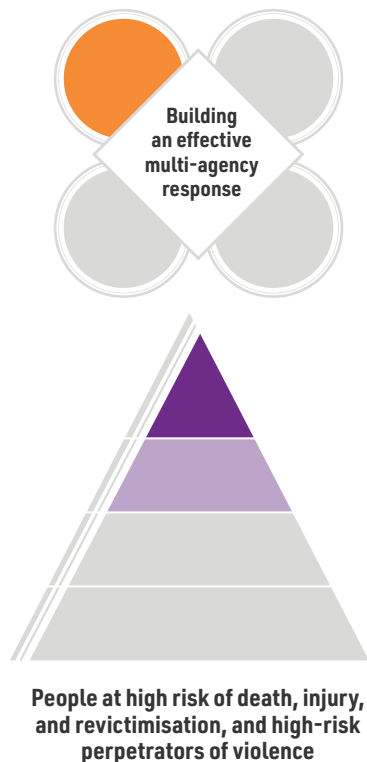
Effective multi-agency responses need strong governance, collaboration, and robust systems and practices to support joined-up working, effective cross-organisational planning for service delivery, and strong risk management practices, to keep people safe.

Agencies are already working with communities and iwi, and there are strong examples of good practice in some regions. However, this is inconsistent and there are opportunities to support regions and localities to strengthen their governance, leadership and ways of working. This ensures that responses are victim/survivor and child-centred, and barriers are removed, so that people can get help when they need it to be safe.

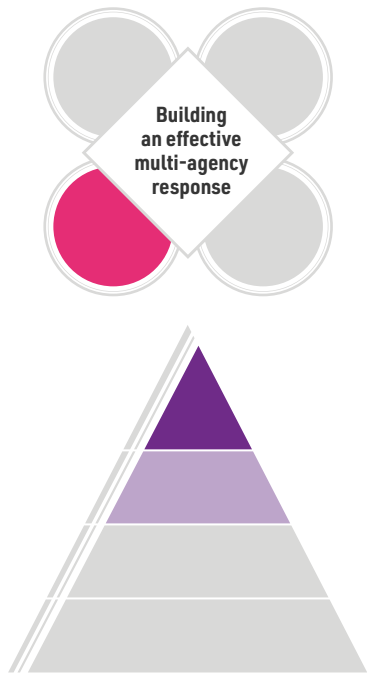
We will initially focus on six regions and 12 localities (see 'where we will focus') and work together with iwi and communities, we will co-design local approaches to develop Local System Improvement Plans. Lessons will be shared nationally to support the maturity and development of other regions.

The Ministry of Justice will also explore the referral of protection orders to local multi-agency responses in two locations for joined-up risk assessments and service referrals. This will help test an alternative non-NZ Police referral pathway and bring the Family Court and multi-agency responses closer together.

When:	Dec 2027
Partners:	Oranga Tamariki, NZ Police, Department of Corrections, Ministry of Social Development, Ministry of Education, Health New Zealand - Te Whatu Ora, Regional Public Service, Te Puna Aonui Business Unit
Milestones:	<p>Apr 2025 12-month Local System Improvement Plan produced (phase 1 - Auckland City, Rotorua, Canterbury)</p> <p>Jul 2025 12-month Local System Improvement Plan produced (phase 2 - five localities)</p> <p>Dec 2025 12-month Local System Improvement Plan produced (phase 3 - four localities)</p>



KEEPING PEOPLE SAFE



People at high risk of death, injury, and revictimisation, and high-risk perpetrators of violence

AN INTEGRATED APPROACH TO MANAGING HIGH RISK OF DEATH AND SERIOUS INJURY

WHAT WE WILL DO

Keeping people safe means we need to have in place strong and active risk management including of children and young people at severe risk of death, serious injury and revictimisation.

While agencies are already working with iwi and local community organisations to respond to family violence and manage risk, there are inconsistent multi-agency responses around the country. This means people are not always getting the right support when they reach out for help and are sometimes falling through the cracks.

We need to ensure we have a strong and effective joined-up approach to managing risk, particularly for people at high risk. We will focus on working with localities to develop an integrated risk management approach.

This will include:

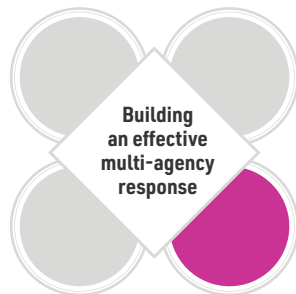
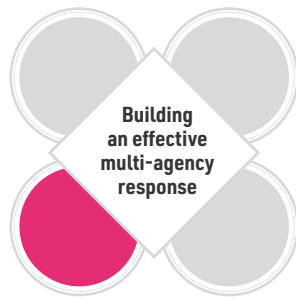
- improving risk management processes, systems, and practices
- providing intensive proactive case management support through accelerated outreach to families
- data management and monitoring practices to improve identification of early risk responses.

Initially this will be accelerated in two localities - Rotorua and Auckland City. Lessons from these places will be used to inform the ongoing development and roll out of the model to other regions and localities.

When:	Dec 2025
Partners:	Oranga Tamariki, NZ Police, Department of Corrections, Ministry of Social Development, Ministry of Education, Health New Zealand - Te Whatu Ora, Regional Public Service Commission, Te Puna Aonui Business Unit
Milestones:	<p>Dec 2024 Accelerated outreach in place in two localities (Rotorua and Auckland City)</p> <p>Dec 2025 Nationally consistent approach to managing risk (process, system and practices, and data management)</p>



KEEPING PEOPLE SAFE



CONSISTENT APPROACH TO UNDERSTANDING RISK

To support an integrated approach to managing risk we need to ensure that we have a nationally consistent approach to risk management, so that organisations and workforce can identify the early signs of harm and risk.

The Family Violence Risk and Safety Practice Framework has been designed with the family violence sector, tangata whenua and communities to support organisational processes and build workforce understanding of risk. These guidelines will ensure that risk is recognised early, responded to safely and appropriately, and people, whānau and families get the right support early. These will be rolled out across the regions, beginning initially with the 12 localities identified in this plan.

When:	Jun 2026
Partners:	Te Puna Aonui agencies
Milestones:	Dec 2024 Finalise Family Violence Risk and Safety Practice Framework
	Dec 2025 Risk practice enhancements included in System Improvement Plans of first 12 localities

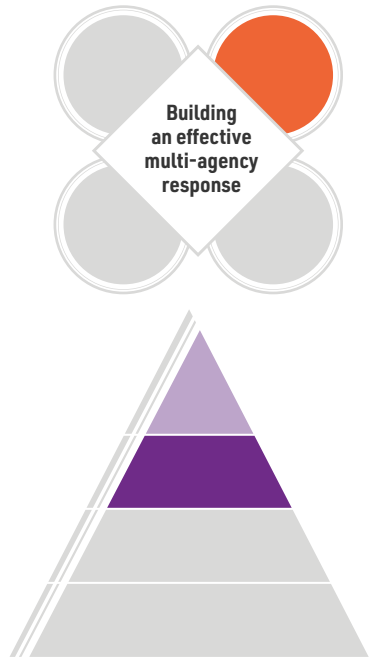
IMPROVING INFORMATION SHARING SYSTEMS

Effective and safe information sharing is critical to ensuring the safety of children and those affected by violence (*'everyone has a piece of the jigsaw, but no one has the full picture'*.) Systems must support more collaboration across services and enable joined up responses to family violence. A collaborative case management system will be developed to enhance the safe sharing of information, strengthen victim/survivor rights over their information and alert agencies to emerging risk.

When:	Dec 2028
Partners:	Te Puna Aonui agencies
Milestones:	Sep 2025 Core operating model for case management system complete
	Dec 2025 Information sharing protocols agreed and proof of concept commenced
	Jun 2026 Design complete and procurement of technological system commenced
	Jun 2027 Testing of technology system
	Dec 2028 Transition Family Safety System to new technology system
	Dec 2029 Evaluation of system undertaken to ensure safe and appropriate use of information

KEEPING PEOPLE SAFE

DELIVER JOINED-UP APPROACHES FOR CHILDREN AND YOUNG PEOPLE



People experiencing or using violence with complex needs, with a focus on children and young people

WHAT WE WILL DO

Many youth offenders (80%) have experienced or are affected by family violence. However, programmes designed to address the causes of youth offending are not currently joined-up with responses to addressing family violence. If we are to reduce youth offending, we need to adopt a whānau-centred response. This means improving coordination between multi-agency responses for family violence with responses for youth offenders.

Initially we will focus on three regions where Fast Track Youth Offending Support Teams are operating to align the work of these teams with local multi-agency responses for family violence, this will include governance and high-risk case management, and outcome measurement and data collection.

When:	Dec 2027
Partners:	Oranga Tamariki, Ministry of Social Development, NZ Police, Department of Corrections, Ministry of Education, Health New Zealand - Te Whatu Ora, Te Puna Aonui Business Unit
Milestones:	<p>Jul 2025 Scoping opportunities for alignment and decision making between family violence and Fast Track responses in three regions (Waitākere (West Auckland), Rotorua, Canterbury)</p> <p>Jul 2026 Implementation of the aligned family violence and Fast Track responses in three regions</p> <p>Dec 2026 Identify next regions for family violence and Fast Track alignment</p>





KEEPING PEOPLE SAFE

WHERE WE WILL FOCUS

In the first two years we will work with 12 localities in six regions to implement strong governance, leadership and ways of working, develop an integrated approach to high need risk management, and deliver joined-up approaches for children and young people.

These localities have been identified through a combination of factors (see key below).

Lessons and insights from these localities will be shared with other regions to build models of best practice nationally.

THRESHOLDS USED TO DETERMINE REGIONS

Family violence (FV) investigations as a ratio of population in 2023

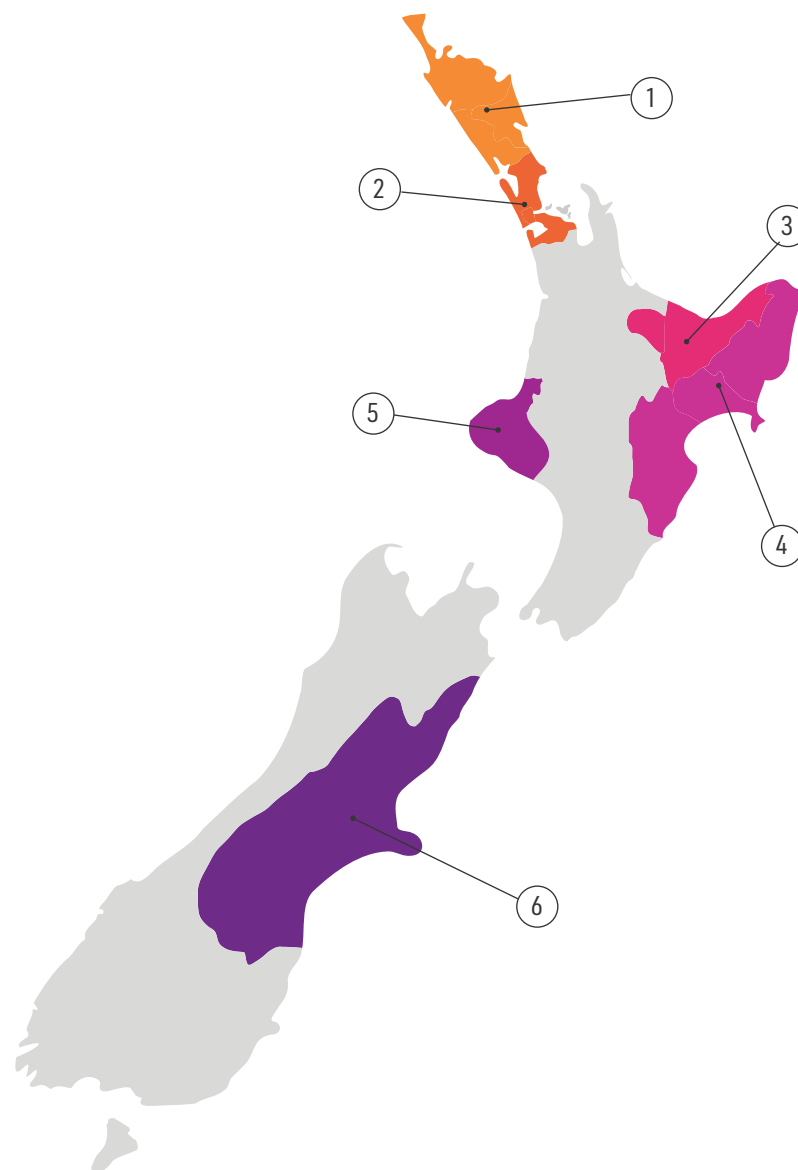
Low <23 per 1000 | Medium 23-36 per 1000 | High 36-61 per 1000

Family violence (FV) investigation volume (no. of investigations with an offence in 2023)

Low <2500 | 2500-5000 | >5000

Context and readiness based on number of aligning government programmes, funded roles, and iwi leadership in multi-agency response

High | Medium | Low



IMPROVING WAYS OF WORKING IN REGIONS / LOCALITIES

- 1. Te Tai Tokerau – Whangārei/Kaikōhe, Kaitiaki**
FV investigations - high
FV volume - medium
Context and readiness - high
- 2. Tāmaki Makaurau – Auckland City, Waitākere**
FV investigations - medium
FV volume - high
Context and readiness - high
- 3. Bay of Plenty – Rotorua, Eastern Bay of Plenty**
FV investigations - high
FV volume - high
Context and readiness - high
- 4. Hawkes Bay/Tairāwhiti – Gisborne, Wairoa, Hawkes Bay**
FV investigations - high
FV volume - high
Context and readiness - high
- 5. Central – Taranaki, Whanganui**
FV investigations - high
FV volume - high
Context and readiness - medium
- 6. Canterbury – Christchurch**
FV investigations - medium
FV volume - high
Context and readiness - high

JOINED-UP APPROACHES FOR CHILDREN AND YOUNG PEOPLE IN REGIONS / LOCALITIES

- 2. Tāmaki Makaurau - West Auckland Waitākere**
- 3. Bay of Plenty - Rotorua**
- 6. Canterbury - Christchurch**

STOPPING VIOLENCE

Keeping people safe and enabling victims/survivors to live free from violence means increasing protections for victims and families and stopping people from using violence.

If we are to achieve our target of reducing violent crime, which includes family violence and sexual assault, we must firmly focus on stopping people who use violence.

This means holding people to account for their actions by strengthening legal powers, as well as providing the right support and intervening early to help people change their behaviour.

WHAT WE WILL DO

STRENGTHEN ACCOUNTABILITY

Introduce stalking as a new offence

A Bill will be introduced before the end of 2024 to make stalking a specific offence in New Zealand, and changing sentencing to ensure the safety of victims/survivors is prioritised.

When: Dec 2024

Partners: Ministry of Justice, NZ Police

Milestones: **Dec 2024** Introduction of stalking legislation

PROVIDE THE RIGHT INTERVENTION SERVICES

Review current interventions for people who use violence

We need to better understand the current community-based non-violence programmes to understand what is effective at stopping violence and when to intervene. We will undertake a review of current interventions to inform future service design, and identify what resources and support are necessary to deliver long-term change.

When: Dec 2025

Partners: Ministry of Justice, Department of Corrections, NZ Police, Ministry of Social Development, Oranga Tamariki, Social Investment Agency

Milestones: **Mar 2025** Scope of review and responsibilities agreed by government agencies
Dec 2025 Complete current and future state analysis of intervention system for people who use violence



STOPPING VIOLENCE

PROVIDE THE RIGHT INTERVENTION SERVICES

WHAT WE WILL DO

Support men’s behaviour change through Te Huringa ō Te Ao

Te Huringa ō Te Ao is a new family violence service for tāne and men who are harming and hurting their partners and children and who realise it is time to change. This service will support work in communities, and provide long-term, flexible contracts to enable service development and delivery. A core expectation from this service is the rollout of a ‘test, learn, and improve’ approach.

When:	December 2025	
Partners:	Ministry of Social Development	
Milestones:	Apr 2025	Contracts agreed with Te Huringa ō Te Ao providers
	Dec 2025	Baseline evaluation scoped

Extend rehabilitation support services to prisoners on remand

Prisoners on remand (meaning those awaiting sentencing or in custody) cannot currently access offence focused rehabilitation programmes to turn their lives around. These programmes play a crucial role in reducing reoffending. This action ensures people who commit violent offences can access the services they need to break the cycles of violent behaviour and leave remand with better and with brighter prospects.

When:	Jun 2025	
Partners:	Department of Corrections	
Milestones:	Dec 2024	Draft high level plan for service expansion
	Mar 2025	Plan submitted to Treasury to release funding for additional services
	Jul 2025	Begin expansion of services



STOPPING VIOLENCE

WHAT WE WILL DO

PROVIDE THE RIGHT INTERVENTION SERVICES

Expand access to safety programmes in the criminal court

Safety programmes help victim/survivors to be safe, recover from family violence, and protect themselves from any future violence. Through expanding access to safety programmes, we can increase safety and wellbeing for victim/survivors and their children, helping to minimise the risk of further victimisation and harm.

When: Jul 2025

Partners: Ministry of Justice

Milestones: **Jun 2025** Contracts agreed with providers

Jul 2025 Safety programmes go live in the criminal court





AGENCIES TAKING ACTION

Agencies are, and will continue undertaking activities in the family violence and sexual violence system in support of the focus areas of this plan.

This provides a snapshot of some of these activities. Further details can be found in appendix 3.



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A P P E N D I X S E C T I O N



APPENDIX 1: FOCUS AREAS

This describes in more detail the intent of each of the five year focus areas. These support the intent of Te Aorere Kura - the National Strategy and six system shifts. We have shown which shifts the focus areas will support.

INVESTING AND COMMISSIONING WELL

Investing in what works and meets people's needs; being strategic about what, where, and how we fund; and stopping things that are not effective.

S1

KEEPING PEOPLE SAFE

Agencies working better together with communities and iwi to keep people safe.

S2 | S5

STOPPING VIOLENCE

Stopping violence; holding people accountable and responsible for their behaviour; and supporting them to change.

S5

PROTECTING CHILDREN AND YOUNG PEOPLE

Prevention and effective early intervention to safeguard children and young people.

S4 | S5

STRENGTHENING OUR WORKFORCE

Trained, skilled, and sustainable family violence and sexual violence workforces that can safely recognise, refer and respond to violence.

S3 | S4 | S5

PREVENTING VIOLENCE BEFORE IT STARTS

Increasing understanding about family violence and sexual violence to promote positive behaviour, change social norms, and empower people to recognise and prevent harm. Creating safer communities to lower the risk of violence by strengthening protective factors.

S2 | S4

TAKING ACTION ON SEXUAL VIOLENCE

Stopping sexual violence from happening; helping those who have been affected; and creating a safe environment for everyone.

S5 | S6



Shift One (S1):
Towards strength-based wellbeing

Shift Two (S2):
Towards mobilising communities

Shift Three (S3):
Towards skilled, culturally competent and sustainable workforces

Shift Four (S4):
Towards investment in primary prevention

Shift Five (S5):
Towards safe, accessible and integrated responses

Shift Six (S6):
Towards increased capacity for healing

APPENDIX 2: MEASURING SUCCESS

We need to know we are positively changing the lives of New Zealanders by keeping them safe, and supporting them to live free from violence.

By measuring progress and success, government can do more of what works.

We will do this in three ways: performance indicators, outcomes and milestones.

PERFORMANCE INDICATORS

We will use indicators to assess how well government is performing. Indicators have been developed for actions in each of the three priority focus areas.

Reporting: Quarterly



OUTCOMES

Outcomes help us to understand if the actions are positively changing lives, and reducing violence, revictimisation, and offending.

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. This appendix shows which OMF outcomes this plan will contribute towards.

Reporting: Annually



MILESTONES

Milestones help us to remain on track, ensure that we are delivering what we said we would, and by when, to achieve change.

Milestones are set out under each action. A roadmap shows what the government will deliver in the first two years of this plan.

Reporting: Quarterly





APPENDIX 2: PERFORMANCE INDICATORS

These performance indicators will tell us if actions are making the changes we expect to see. This holds government to account for how it is delivering this plan.

INVESTING & COMMISSIONING WELL			
ACTION	INDICATOR	DATA SOURCE	FREQUENCY
Investment prioritisation	Number of assessments of effectiveness of initiatives undertaken	Social Investment Agency	Annually
	Number of initiatives with a Level 2 or above score for maturity of Social Investment Approach	Social Investment Agency	Annually
	Percentage of reinvested spend as a percentage of total spend	Te Puna Aonui Business Unit	Annually
	Number of new initiatives launched through prioritisation to address known service gaps or system barriers	Social Investment Agency	Annually
Contracting differently for better outcomes	Number of contract providers with aligned reporting	Ministry of Social Development, Ministry of Justice, Department of Corrections	Annually
KEEPING PEOPLE SAFE			
Strong governance, leadership and ways of working	Number of Local System Improvement Plans developed	Te Puna Aonui Business Unit	Quarterly*
	Number of governance groups with agreed terms of reference, vision, and reporting frameworks	Te Puna Aonui Business Unit	Quarterly*
An integrated approach to managing high risk of death and serious injury	Number of plans opened for people who use violence (after referral to a multi-agency response)	Te Puna Aonui Business Unit	Quarterly*
	Number of plans opened for people experiencing violence (after a referral to a multi-agency response)	Te Puna Aonui Business Unit	Quarterly*
	Number of families previously referred that are referred again	Te Puna Aonui Business Unit	Quarterly*
	Percentage of victims who report feeling safer 12 weeks after a safety plan is initiated	Te Puna Aonui Business Unit	Quarterly*

**from implementation*

APPENDIX 2: PERFORMANCE INDICATORS

KEEPING PEOPLE SAFE			
ACTION	INDICATOR	DATA SOURCE	FREQUENCY
Consistent approach to risk	Number of organisations that have adopted Family Violence Risk and Safety Practice Framework	Te Puna Aonui Business Unit	Annually
Improving information sharing systems	Number of agencies and organisations that endorse the operating model for Project Whetū	Te Puna Aonui Business Unit	Annually
Joined-up approaches to children and young people	Indicators aligning multi-agency and youth offending will developed as part of the planning for this activity	TBC	TBC
	Percentage of children who are referred to a multi-agency response who have previous flags for being a victim of family violence	NZ Police	Quarterly

STOPPING VIOLENCE			
Provide the right interventions and services	Number of Te Huringa o te Ao providers contracted	Ministry of Social Development	Quarterly
	Number of service concepts signed off and services being delivered	Ministry of Social Development	Quarterly
	Number of additional victims/survivors receiving safety programmes in the criminal court	Ministry of Justice	Quarterly





APPENDIX 2: ACHIEVING OUTCOMES

We will use the Outcomes and Measurement Framework to measure how we are supporting people to live free from violence.

Measuring success through the Outcomes and Measurement Framework

In 2023, an Outcomes and Measurement Framework (OMF) was established for Te Aorerekura.

The OMF is one of the integral ways that progress of the Action Plan will be measured. The OMF sets out two levels of outcomes that are the intended results of implementing Te Aorerekura.

1. Longer-term outcomes are the 25-year results that we want to see for people, families and whānau, and system transformation. These are high-level and express the overarching intent of each shift.
2. Short-term outcomes specify what we will see over time as we progress towards the longer-term outcomes. These describe in simple language what success looks like.

Annual reporting

In addition to quarterly performance reporting, Te Puna Aonui will report annually on the intended short-term outcomes of Te Aorerekura, with a focus on outcomes that the Action Plan is likely to deliver.

Providing measures of progress against the work programme (before expected outcomes) will be important for providing stakeholders with assurance that the work is creating value and will lead to positive impact for people whose lives are impacted by violence, communities and New Zealanders.

Impact on diverse population groups

Data and insights will need to reflect the experience and priorities of different people, communities and population groups.

This includes those who are disproportionately affected by violence - women, children and young people, tangata whenua, Pacific peoples, disabled people, older people, LGBTQIA+ communities, ethnic communities, and those who experience compounding forms of disadvantage and discrimination.

Data improvement is necessary

There is a need to prioritise and invest in disaggregating data. Measurement of the Action Plan to make evidence-based decisions will require a progressive approach to data collection, this includes developing new indicators that are relevant to and reflect the priorities of all people and groups and building up our

collective capacity to gather and analyse data better over time.

Monitoring will be supported by deep dive reports and evaluation

Deep dive reports provide the opportunity to understand the progress being made in a particular area of Te Aorerekura, for a particular community or group. Te Puna Aonui Business Unit will pull together up to two deep dives annually. These deep dives will be guided by priorities, indications that an area requires further analysis, and reporting happening across Te Puna Aonui agencies.

Te Puna Aonui has already committed to an outcomes evaluation of Te Aorerekura in 2026/27 to gather in-depth information on what has been achieved at the five-year mark of implementation. This evaluation (and any other agency-led evaluations) will inform iterations of the second and future Action Plans.

APPENDIX 2: ACHIEVING OUTCOMES

We have identified which outcomes of the Outcomes and Measurement Framework will be supported by our focus areas.

OUTCOME	FIVE-YEAR FOCUS AREAS						
	Investing and commissioning well	Keeping people safe	Stopping violence	Protecting children and young people	Strengthening our workforce	Taking action on sexual violence	Preventing violence before it starts
Government agencies' family violence and sexual violence approaches are strength-based and contribute to wellbeing	●	●		●	●		●
Tangata whenua, communities and specialist sectors lead effective family violence and sexual violence approaches and share knowledge	●	●				●	●
Government and specialist sectors have safe, competent, responsive and sustainable workforces					●		
Families, whānau, friends and other networks safely provide help and support		●	●	●			●
People, whānau and families have safe and respectful relationships							●
Positive gender, social and cultural norms prevent family violence and sexual violence							●
Responses to family violence and sexual violence are safe, tailored, equitable and integrated	●	●		●		●	
People, whānau and families impacted by family violence and sexual violence get help early and are safe and supported	●		●	●		●	
People who use violence are held accountable and supported to change their behaviour			●				
People, whānau and families are supported to heal and recover in ways that work best for them		●		●		●	●
People, whānau and families are free from shame, stigma, silencing and discrimination							●
Improved quality and use of information to support evidence-based practice, policy and investment decisions	●	●		●			





APPENDIX 2: ACHIEVING OUTCOMES

We will report annually on how our three priority focus areas will contribute to these outcomes in the short term as identified in the Outcomes and Measurement Framework.

LONG TERM OUTCOME	SHORT TERM OUTCOME	INVESTING AND COMMISSIONING WELL	KEEPING PEOPLE SAFE	STOPPING VIOLENCE
Government agencies' family violence and sexual violence approaches are strength-based and contribute to wellbeing	Improved use of strength-based approaches in government responses	●	●	
	Less harm by government agencies toward people, whānau and families	●	●	
	More government agencies understand their roles, responsibilities, and opportunities in eliminating family violence and sexual violence	●	●	
	More government agencies act on opportunities to impact family violence and sexual violence	●	●	
	Improved coordination and alignment within and across government agencies at local, regional, and national levels	●	●	●
Tangata whenua, communities and specialist sectors lead effective family violence and sexual violence approaches and share knowledge	Improved trust and relationships between government, tangata whenua, communities and specialist sectors	●	●	
	Increased tangata whenua and community leadership to eliminate family violence and sexual violence	●	●	
	More locally and regionally delivered, effective family violence and sexual violence approaches	●	●	●
People, whānau and families enjoy safe and respectful relationships	Improved support for families, whānau and caregivers	●	●	●
Responses to family violence and sexual violence are safe, tailored, equitable and integrated	More people, whānau and families can access effective tailored services and supports	●	●	●

APPENDIX 2: ACHIEVING OUTCOMES

LONG TERM OUTCOME	SHORT TERM OUTCOME	INVESTING & COMMISSIONING WELL	KEEPING PEOPLE SAFE	STOPPING VIOLENCE
People, whānau and families impacted by family violence and sexual violence get help early and are safe and supported	More people, whānau and families can access early family violence and sexual violence services and support	●	●	●
	Improved understanding and response from all government agencies for people, whānau and families impacted by family violence and sexual violence	●	●	
	More people, whānau and families feel safe and supported after accessing a specialist service or support	●	●	
People who use violence are held accountable and supported to change their behaviour	More people who use or have used violence can access effective early services and supports	●		●
	More people who use or have used violence are held accountable	●	●	●
	Less family violence and sexual violence reoffending	●	●	●
People, whānau and families are supported to heal and recover in ways that work best for them	More people, whānau and families can access a range of effective healing responses across their life course	●		
	Improved healing and recovery after accessing a family violence and/or sexual violence response			●
Improved quality and use of information to support evidence-based practice, policy and investment decisions	• More quality information, developed in partnership with tangata whenua, communities and specialist sectors, strengthens practice, monitoring and evidence-based decision-making		●	
	• Improved use of community-validated, and lived experience evidence in decision-making on investment and actions needed			



APPENDIX 2: ROADMAP FOR DELIVERY

2024 | 2025

2025 | 2026

		Q3 Sep/Dec 2024	Q4 Jan/Mar 2025	Q1 Apr/Jun 2025	Q2 Jul/Sep 2025
INVESTING AND COMMISSIONING WELL	INVESTMENT PRIORITISATION			Phase 1 review and reprioritisation of investment complete	
	CONTRACTING DIFFERENTLY FOR BETTER OUTCOMES				
KEEPING PEOPLE SAFE	GOVERNANCE, LEADERSHIP, AND WAYS OF WORKING			12-month Local Improvement Plans produced (Phase 1 localities)	12-month Local Improvement Plan produced (phase 2 localities)
	INTEGRATED APPROACH TO MANAGING HIGH RISK OF DEATH AND SERIOUS INJURY	Accelerated outreach in place in two localities			
	CONSISTENT APPROACH TO UNDERSTANDING AND MANAGING RISK	Finalise Family Violence Risk and Safety Practice Framework			Implementation of guidelines phase 1 (four localities)
	IMPROVING INFORMATION SHARING SYSTEMS				Core operating model for case management system complete
	JOINED-UP APPROACHES FOR FAMILY VIOLENCE AND CHILDREN AND YOUNG PEOPLE				Scoping opportunities for alignment and decision making between family violence and Fast Track responses (three regions)
STOPPING VIOLENCE	REVIEW THE CURRENT SYSTEM OF INTERVENTIONS FOR PEOPLE WHO USE VIOLENCE		Scope of review and responsibilities agreed		
	SUPPORTING MEN'S BEHAVIOUR CHANGE THROUGH TE HURINGA Ō TE AO			Contracts agreed with providers	
	EXTEND REHABILITATION TO PRISONERS ON REMAND	Implementation plan for service expansion completed	Plan submitted to Treasury to release funding for additional services		Expansion of services begins
	EXPAND ACCESS TO SAFETY PROGRAMMES IN CRIMINAL COURT			Contracts agreed with providers	Safety programmes go live in the criminal court



2025 | 2026

2026 | 2027

Q3 Oct/Dec 2025	Q4 Jan/Mar 2026	Q1 Apr/Jun 2026	Q2 Jul/Sep 2026	Q3 Oct/Dec 2026	Q4 Jan/Mar 2027
		Phase 2 Full baseline review and reprioritisation of investment complete			
Review contract alignment options Pilot outcomes based contract in one location with one provider			Aligned contract reporting		
12-month Local Improvement Plan produced (phase 3 localities)					
Integrated approach to managing risk in place in two localities					
Implementation of guidelines phase 2 (four localities)		Implementation of guidelines phase 3 (four localities)			
Information sharing protocols agreed and proofs of concept commenced		Technology ecosystem design complete and procurement underway			
			Implementation of the aligned family violence and Fast Track responses (three regions)	Identification of next set of regions for family violence and Fast Track alignment	
Current and future state analysis of intervention system for people who use violence completed					
				Baseline evaluation scoped	





APPENDIX 3: AGENCIES TAKING ACTION

Agencies will continue to take action in support of the five year focus areas set out in this plan. This details which agencies will be leading these activities, and when and how they contribute to the government targets.

STRENGTHENING OUR WORKFORCE				DIRECT CONTRIBUTION TO TARGETS	
ACTIVITY	DESCRIPTION	AGENCY	DUE	TARGET 3 - REDUCING YOUTH OFFENDING	TARGET 4 - REDUCING SERIOUS OFFENDING
Future capacity and capability plan for family violence and sexual violence workforce	Developing a future strategy (including a gap analysis) to address the future capacity and capability requirements and long term retention of the family violence and sexual violence workforce.	Te Puna Aonui Business Unit	2026		●
Family violence and sexual violence capability frameworks and training plans	Working to ensure family violence and sexual violence capability frameworks and training plans are adopted in all statutory agencies (Phase 1 NZ Police, Department of Corrections, Oranga Tamariki).	Te Puna Aonui Business Unit; NZ Police; Department of Corrections; Oranga Tamariki	Phase 1 2027		●
Training frontline statutory workers	Training 10,000 frontline statutory workers in family violence and sexual violence over two years.	Te Puna Aonui Business Unit, NZ Police, Department of Corrections, Oranga Tamariki	2027		●
Health Workforce Violence Intervention Programme	Supporting the tertiary health workforce to develop its capability to identify family violence, assess health and risk, and refer victims of abuse by developing training programmes, practice protocols, standardised documentation, support processes, posters, monitoring and evaluation.	Health New Zealand - Te Whatu Ora	Ongoing		●

APPENDIX 3: AGENCIES TAKING ACTION

PROTECTING CHILDREN AND YOUNG PEOPLE					
ACTIVITY	DESCRIPTION	AGENCY	DUE	DIRECT CONTRIBUTION TO TARGETS	
				TARGET 3 - REDUCING YOUTH OFFENDING	TARGET 4 - REDUCING SERIOUS OFFENDING
The Child Advocates Programme	This initiative provides specialist, child-focused support to children who have experienced family violence in eight Women's Refuge sites across New Zealand.	Ministry of Social Development	Ongoing	●	
Children's Services Flexi Fund	The Children's Services Flexi Fund is a source of flexible funding that can be used by government and NGO services to 'directly or indirectly enhance tamariki/ rangatahi wellbeing following family harm, through the purchase of one-off or timebound goods or services'.	NZ Police	Ongoing	●	●
Specialist Restorative Youth Justice Services	Contracting specialist restorative justice services for victims of a sexual violence offence by a young person. Victim/survivors will have access to a victim-centred restorative justice process provided by sexual violence specialists. The specialist provider will also work with the young person who offended as part of the restorative justice process.	Oranga Tamariki, Ministry of Justice, NZ Police	Late 2024 onwards	●	
Specialist Court Support for Child Victims of Sexual Violence	Enhanced safety and support experiences for tamariki (children), rangatahi (young people), and whānau (family) who are participating in sexual violence criminal justice proceedings through specialist court support and multi-agency collaborative practice.	Oranga Tamariki, Ministry of Justice	2025		●
Kā Au Kahuraki	Kā Au Kahuraki is a cross-agency collaboration with iwi in East Christchurch. It focuses on prevention activity to build protective factors for 0-5 year olds through a range of outreach. Kā Au Kahuraki objectives include increasing presence, participation and progress in early childhood education, good health outcomes for tamariki (children) 0-5 years, a reduction in child poverty, developing safe homes and communities, and enabling tamariki and their whānau to thrive in settings that affirm their language, culture and identity.	Ministry of Education, NZ Police, Department of Internal Affairs	Ongoing		●



APPENDIX 3: AGENCIES TAKING ACTION

TAKING ACTION ON SEXUAL VIOLENCE					
ACTIVITY	DESCRIPTION	AGENCY	DUE	DIRECT CONTRIBUTION TO TARGETS	
				TARGET 3 - REDUCING YOUTH OFFENDING	TARGET 4 - REDUCING SERIOUS OFFENDING
The Concerning Sexual Ideation Service	This service aims to reduce adults' sexual ideation and the potential for this to impact negatively on their day-to-day functioning. This reduces the risk of the client engaging in Harmful Sexual Behaviour, and increases their quality of life with the ultimate goal of making communities safer.	Ministry of Social Development	Ongoing		●
Kaupapa Māori sexual violence services	Kaupapa Māori sexual violence services are free for whānau, and aim to ensure holistic service provision, with services spanning prevention, crisis support, and long-term healing. For many of these services, this holistic approach includes providing whānau with access to housing, or alcohol and drug counselling.	Ministry of Social Development	2026		●
Single entry online platform for sexual violence services	Develop a single entry platform to improve accessibility to the family violence and sexual violence response system.	ACC, Ministry of Social Development	2025		



APPENDIX 3: AGENCIES TAKING ACTION

PREVENTING VIOLENCE BEFORE IT STARTS					
ACTIVITY	DESCRIPTION	AGENCY	DUE	DIRECT CONTRIBUTION TO TARGETS	
				TARGET 3 - REDUCING YOUTH OFFENDING	TARGET 4 - REDUCING SERIOUS OFFENDING
The Campaign for Action on Family Violence	A programme of activities that focuses on changing social norms and supporting men on their journeys of change to stop using violence. This includes national communications encouraging men who use violence to access online resources and support to help them change their behaviour.	Ministry of Social Development	Ongoing		
Pasefika Proud	Pasefika Proud acknowledges the power of cultural values and strength in preventing family violence and supporting Pacific peoples to thrive. This supports communities to develop and lead their own solutions for addressing violence and improving wellbeing.	Ministry of Social Development	Ongoing		
E Tū Whānau	E Tū Whānau is a community-led kaupapa Māori initiative, focused on building protective factors to prevent family violence. It addresses local issues, barriers and needs in a practical and context-specific way.	Ministry of Social Development	Ongoing		
Community-led sexual violence primary prevention	Investing in community-led action, building a skilled workforce, developing communications to challenge and shift social norms, creating supportive environments, coordinating investment across government, and working with and through others to prevent sexual violence before it occurs.	ACC, Ministry of Social Development, Oranga Tamariki, Department of Internal Affairs, Te Puna Aonui Business Unit	Ongoing		
Elder Abuse Response Service	The Elder Abuse Response Service addresses the immediate needs of older people experiencing, or at risk of abuse, and neglect.	Ministry of Social Development	Ongoing		●
Disability Abuse Prevention and Response Programme	Included within this work programme is the implementation of safeguarding responses for disabled adults at risk, which aims to prevent, report, investigate, and respond to alleged or identified family harm and other forms of abuse, neglect, or harm of vulnerable adults.	Whaikaha - Ministry of Disabled People	30 Jun 2027		
Whānau-Centred Facilitation Initiative	The Whānau-Centred Facilitation Initiative supports whānau-centred family violence prevention and restoration of healing by kaupapa Māori providers, improving service access, restoring whānau relationships, and fostering better health and safety outcomes.	Te Puni Kōkiri	Ongoing		



ENDNOTES

- 1 NZCVS Data Tables 2023 (Cycle 6) Sexual violence and family offences <https://www.justice.govt.nz/assets/Documents/Publications/NZCVS-2023-Cycle-6-Sexual-violence-and-family-offences.xlsx>
- 2 J. Fanslow, B. Mellar, P. Gullivar, & T McIntosh (2023). Ethnic-specific prevalence rates of intimate partner violence against women in New Zealand. *Australian and New Zealand Journal of Public Health*. 47(6), 100105.
- 3 NZCVS Data Tables 2023 (Cycle 6) Sexual Violence and Family Offences.
- 3 HELP Auckland Preventing Sexual Abuse. Supporting Survivors Sexual-Abuse-Statistics-September-2023.pdf Accessed 21.11.24
- 4 Five years of insights on crime and victimisation in Aotearoa poster (2023), Accessed from <https://www.justice.govt.nz/assets/documents/publications/nzcvcs-5-years-poster-web.pdf>.
- 5 Fanslow, Malihi, Hashemi, et al. (2022). Prevalence of interpersonal violence against women and men in New Zealand: results of a cross-sectional study. *Australian and New Zealand Journal of Public Health*, Volume 46(2).
- 6 New Zealand NZ Police (2024). NZ Police Statistics on Homicide Victims in New Zealand 2007-2021: A Summary of Statistics about Victims of Murder, Manslaughter, and Infanticide. Wellington: New Zealand NZ Police
- 7 Family Violence Death Review Committee (2014). Fourth Annual Report. January 2013 to December 2013. Wellington: Family Violence Death Review Committee.
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- 9 New Zealand Crime and Victims Survey, Cycle 6, 2023. Ministry of Justice.
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ISBNB: 978-1-0670532-0-8



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o Aotearoa**
New Zealand Government