

TE RITO
*New Zealand
Family Violence Prevention Strategy*

February 2002

Acknowledgements

The New Zealand Family Violence Prevention Strategy was developed by the Family Violence Focus Group, which comprises the National Network of Stopping Violence Services, National Collective of Independent Women's Refuges, National Collective of Rape Crisis and Related Groups, Royal New Zealand Plunket Society, Barnardos, Age Concern New Zealand, Relationship Services, Child Abuse Prevention Services New Zealand, Pacific Island Women's Project, Ministry of Social Development, Department of Child, Youth, and Family Services, Ministry of Justice including the Crime Prevention Unit, Department for Courts, Department of Corrections, New

Zealand Police, Ministry of Health, Ministry of Education, Specialist Education Services, Early Childhood Development, Te Puni Kōkiri, Ministry of Pacific Island Affairs, Ministry of Women's Affairs, Department of Internal Affairs including Ethnic Affairs, Treasury and the Accident Compensation Corporation.

Valuable input was also provided by the Family Violence Advisory Committee, Office of the Commissioner for Children, community workshop participants, individual interviewees, submissions and organisations that work every day with those affected by family violence.

The cover artwork was designed by Justine Maynard and illustrates the interconnectedness between people and their environment. The centrepiece depicts a foetus surrounded by their whānau, hapū, iwi, communities, significant others and society as a whole. All of these environments are intertwined and have a direct impact on whether or not that individual will flourish. The artwork further illustrates the linkages between one individual and their environment and others.

**Family Violence Focus Group
February 2002**

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Foreword



He aha te mea nui o te ao?

He tangata!

He tangata!

He tangata!

*What is the most important
thing in this world?*

It is people!

It is people!

It is people!

Family violence is a major issue affecting the lives of far too many New Zealanders and creates significant social and economic costs for society as a whole.

Building a society where families/whānau are living free from violence requires a comprehensive, multi-faceted and co-ordinated approach, an investment in long-term strategies, and a continued effort to maintain progress.

In September last year I released the Review of Family Violence Prevention in New Zealand: Plan of Action. The plan of action set out a range of strategies to address the key issues and gaps in family violence prevention identified by an extensive literature review, four community workshops, interviews with key informants and written submissions from family violence prevention networks. The Government then tasked the Family Violence Focus Group – an expert advisory committee made up of government and non-government organisations – to use the plan of action to develop a five-year implementation strategy for the Government to consider.

It is now my pleasure to present the New Zealand Family Violence Prevention Strategy. The strategy captures the essence of the plan of action, provides the detail for achieving the family violence reduction goal of the Government's Crime Reduction Strategy and builds on the previous Government Statement of Policy on Family Violence. It sets out the Government's key goals and objectives and a framework for action for maximising progress toward the vision of families/whānau living free from violence. The strategy also establishes a set of principles that will guide the implementation process and any future approaches to family violence prevention.

The strategy has been developed by government and non-government agencies working together in partnership. There has also been significant input from a wide range of individuals and different sectors in the communities. I would like to acknowledge everyone's valuable contributions. Continuing and building on these relationships are integral to achieving the strategy's vision, goals and objectives.

This Government is strongly committed to ensuring that the New Zealand Family Violence Prevention Strategy is successfully implemented over time and to eliminating family violence in Aotearoa/New Zealand.

A handwritten signature in dark ink, reading "Steve Maharey". The signature is fluid and cursive, with a long horizontal stroke at the end.

Steve Maharey
Minister of Social Services and Employment

Contents

Foreword	3
The Strategy	5
The Context	8
Vision and Guiding Principles	12
Family Violence Prevention Goals and Objectives	14
Framework for Action	16
<i>Planned Areas for Action</i>	18
<i>Areas of Action Currently Underway</i>	44
Closing Message	54



THE STRATEGY

What is the strategy?

The New Zealand Family Violence Prevention Strategy is the Government's official response to, and **framework** for implementing, the family violence prevention plan of action released in September 2001. It reinforces the plan of action, the Government's dedication to addressing all forms and degrees of violence, and the Government's commitment to a number of international conventions¹ specifically relevant to violence in families/whānau.

The strategy:

- covers a broad range of controlling behaviours that occur within a variety of close interpersonal relationships;
- takes a multi-faceted approach to preventing, reducing and addressing violence in families/whānau;
- integrates the key sections and elements of the family violence prevention plan of action;
- builds upon the progress made by government and community organisations in responding to violence in families/whānau;
- is consistent with current or planned family violence prevention initiatives across the sector; and
- is linked to a variety of other key cross-sector strategies².

The strategy's **vision** is to create a society where families/whānau are living free from violence. A set of nine **principles** has guided its development and are also intended to guide the implementation process and any future approaches to family violence prevention. The strategy sets out five **key goals** and a number of **objectives** for achieving those goals, and a five-year implementation plan detailing **18 specific, interrelated areas of action**. Most actions are new, some contribute to broader government objectives and are currently underway as part of existing government work programmes (e.g. work associated with improving inter-agency co-ordination, collaboration and communication), and others, though underway as part of existing work programmes, have been refocused to address a particular gap and/or to include a specific family violence prevention component.

1 For example, the Convention on the Elimination of All Forms of Discrimination Against Women and the United Nations Convention on the Rights of the Child.

2 Such as the Crime Reduction Strategy, Blueprint for the Care and Protection Sector, and the Agenda for Children.

Why do we need a strategy?

Family violence in Aotearoa/New Zealand is a **significant social issue**. It directly affects the well-being of families/whānau and the extent to which they can participate in society. It creates high personal costs for those affected and significant social and economic costs to society as a whole³. Given the indicative level and nature of violence in New Zealand families/whānau and the breadth and complexity of the problem, an integrated, multi-faceted, whole-of-government and community approach to preventing the occurrence and reoccurrence of violence in families/whānau was required. There was also a need to approach family violence in a more comprehensive and co-ordinated way, and to place greater emphasis on prevention and early intervention strategies.

Who was involved in developing the strategy?

The Ministry of Social Development co-ordinated the strategy's development. Other key participants included the Family Violence Focus Group, comprising a number of government and non-government organisations at a national level, and the Family Violence Advisory Committee, which is an independent advisory committee to the Minister of Social Services and Employment. Community organisations have also contributed through community workshops held in Porirua, Whanganui, Christchurch and Thames/Hauraki⁴, organised feedback sessions, interviews, and written submissions.

How was the strategy developed?

Key tasks for developing the strategy included:

- establishing an agreed **cross-sector framework** and a set of **core principles** to guide the developmental process;
- gathering a **range of perspectives** at national, regional and local levels and from a **variety of sources**⁵ to identify key issues and gaps in family violence prevention, strategies to address these and priorities for action;
- undertaking a **stocktake** of existing family violence prevention initiatives and services to identify gaps and avoid duplicating efforts;
- **analysing and reconciling the information gathered** and establishing a vision, key goals and objectives, and a preliminary plan of action; and
- arranging and prioritising the identified actions into a **five-year framework for implementation**, determining responsibilities for leading key areas of action, and establishing preliminary targets and measures.

3 For example, Suzanne Snively's 1994 study *New Zealand Economic Cost of Family Violence* conservatively estimated the potential economic cost of family violence at \$1.2 billion a year.

4 Community workshops were held between 20 February and 1 March 2001 and attracted community representatives from a wide variety of government agencies, key sector groups, and family violence prevention service providers.

5 Information sources included an extensive review of national and international literature, four community workshops, interviews with key informants, and written submissions from interested family violence prevention networks.



THE CONTEXT

What is family violence?

Family violence covers a broad range of **controlling behaviours**, commonly of a physical, sexual, and/or psychological nature which typically involve fear, intimidation and emotional deprivation. It occurs within a variety of close interpersonal relationships, such as between partners, parents and children, siblings, and in other relationships where significant others are not part of the physical household but are part of the family and/or are fulfilling the function of family⁶. Common **forms** of violence in families/whānau include:

- **spouse/partner abuse** (violence among adult partners);
- **child abuse/neglect** (abuse/neglect of children by an adult⁷);
- **elder abuse/neglect** (abuse/neglect of older people aged approximately 65 years and over, by a person with whom they have a relationship of trust⁸);
- **parental abuse** (violence perpetrated by a child against their parent); and
- **sibling abuse** (violence among siblings).

What do we know about the level and nature of family violence in New Zealand?

Due to methodological and data limitations, it is difficult to provide an accurate impression of the level and nature of violence within New Zealand families/whānau. However, common themes that consistently emerge from official New Zealand records, New Zealand studies of prevalence and incidence, and literature on the nature and effects of family violence suggest that:

- family violence is a problem affecting families from **all** cultures, classes, backgrounds and socio-economic circumstances;
- **perpetrators** of the most severe and lethal cases of family violence are **predominantly male**;
- **victims** of the most severe and lethal cases of family violence are **predominantly women and children**;
- there are significant **overlaps** between **male violence against female partners and child abuse and neglect**;

- **Māori are significantly over-represented** as both victims and perpetrators of violence in families/whānau;
- violence **is often a deliberate act**, used by perpetrators as a means of asserting **domination, power and control** over others;
- the **effects** of family violence on individuals, families/whānau, communities and society as a whole are **wide ranging and multi-dimensional**; and
- violence in families/whānau further contributes to the **continuation of violence** within families/whānau and in society in general.

What are the effects of family violence on children?

Violence in families/whānau seriously compromises children's safety and well-being. Many thousands of children in New Zealand are experiencing direct physical, sexual, psychological and emotional violence within their families/whānau. The effects of this violence are extensive and multi-dimensional and can negatively affect their personal growth and potential. In general, studies show that children who experience violence in families/whānau are more likely than children who have not experienced any form of family violence to:

- develop severe cognitive and behavioural problems;
- become violent as an adolescent; and
- continue the cycle of violence.

Given these effects on children and their particular vulnerability, it is imperative that children's needs and interests are given **priority** in any initiative that aims to prevent violence in families/whānau.

What causes family violence?

A number of theories⁹ attempt to explain what contributes to and/or supports the perpetration of violence in families/whānau. What is clear from an analysis of all these theories is that there is no single causal factor or theory that can adequately explain, in isolation, the presence or absence of **all types and forms** of family violence. Rather, many factors interacting in a complex way contribute to the occurrence of violence in families/whānau. Factors include:

6 This definition is consistent with the Government Statement of Policy on Family Violence 1996 and the definition of 'violence' in the Domestic Violence Act 1995.

7 Although child abuse/neglect can also occur outside the family, the strategy is focused on preventing, reducing and addressing abuse/neglect that occurs within families/whānau only.

8 Although elder abuse/neglect can also occur outside the family, the strategy is focused on preventing, reducing and addressing abuse/neglect that occurs within families/whānau only.

9 For example, systemic theories (most predominantly the feminist theory and colonisation theory), sociological theories, psychological theories and integrated theories.

- systemic and environmental variables, such as inequality, patriarchy, the impact of colonisation, and discrimination; and
- variables, such as power imbalances/differences and personal/psychological characteristics/traits/attributes.

Why don't people seek help when they are in violent situations?

A number of barriers prevent people from seeking the help they require when they are in violent situations. These can vary substantially according to their backgrounds and circumstances and are often influenced by their experiences and perceptions, the resources available to them, their needs and expectations and how they and others respond to the situation. It is therefore important to recognise and gauge some understanding of the different cultures, value systems and/or perspectives, which serve to inform and shape the realities of diverse populations. Not doing so can heighten people's vulnerability to violence and repeated violence, affect society's actions and responses, and create additional barriers to accessing essential services.

People who tend to face additional barriers to accessing essential services include:

- young children;
- older people;
- rural women;
- migrant and refugee women and children;
- lesbians and gays;
- women in gangs; and
- people with disabilities.

What works to prevent family violence?

The considerable research already undertaken on family violence prevention provides valuable insights into the effectiveness of particular prevention/intervention efforts. While there is some agreement on the **broader** elements of an effective multi-faceted approach, there is less certainty on the precise detail (i.e. which specific services, programmes and other initiatives are most effective in preventing violence in families/whānau and/or which particular elements of these initiatives work well, for whom and in what circumstances). Despite this, there appears to be a high level of consistency, across information sources, on the broad elements of an effective multi-faceted approach to family violence prevention. These include:

- preventing family violence from occurring in the first place by raising public awareness through education;
- strengthening community action and responsiveness;
- adopting an integrated, co-ordinated and collaborative approach;
- preventing family violence from reoccurring by providing appropriate crisis intervention and treatment services;
- placing greater emphasis on early intervention and prevention by identifying violence early and intervening immediately;
- ensuring approaches are culturally relevant;
- recognising and providing for diverse needs and circumstances;
- developing healthy public policy aimed at fostering equality, reducing socio-economic disparities and providing adequate support for families/whānau; and
- maintaining a high level of focus on and commitment to preventing violence in families/whānau.

VISION AND GUIDING PRINCIPLES

VISION

Families/Whānau living free from violence

Principle 1:

All people have a fundamental right to be safe and to live free from violence

The Government has a responsibility to ensure that all people in Aotearoa/New Zealand remain safe and free from violence. Consequently, family violence prevention initiatives must ensure that the safety and well-being of all victims are given paramount consideration.

Principle 2:

The unique customary and contemporary structures and practices of whānau, hapū and iwi must be recognised, provided for and fully engaged

The Treaty of Waitangi provides for a unique relationship between Māori and the Crown. In recognition of this and their status as tangata whenua, it is important that approaches to family violence prevention are constructed and implemented with the special interests and needs of whānau, hapū and iwi in mind, and strengthen the ability of whānau, hapū and iwi to control their own development and achieve their own aspirations.

Principle 3:

Family violence prevention is to be viewed and approached in a broad and holistic manner

At a broad level a multi-faceted approach to family violence prevention is required that addresses all forms and types of violence in families/whānau and is aimed at all levels of prevention (i.e. primary - preventing violence from occurring in the first place, secondary - identifying violence early and intervening immediately, tertiary - preventing violence from reoccurring). A holistic approach to family violence prevention is also required that aims to ensure that appropriate responses are in place to address the needs of the family/whānau as a whole. Similarly, responses to individual members of the family/whānau must also be tailored to comprehensively meet all of their identified needs.

Principle 4:

Perpetrators of violence in families/whānau must be held accountable for their violent behaviour

Perpetrators of violence in families/whānau are ultimately responsible for their violent actions. Family violence prevention initiatives should therefore encourage perpetrators to accept responsibility for their violent behaviour and for changing their behaviour.

<p>Principle 5:</p>	<p>It is not enough just to respond to and deal with the symptoms of violence in families/whānau. Well designed and targeted early intervention and prevention strategies could lead to significant gains. Such approaches will need to address the underlying factors that facilitate and/or perpetuate violence in families/whānau. Risk factors need to be identified and reduced, if not eliminated entirely. Concurrently, strengths and protective factors also need to be identified and enhanced. Strategies targeted at children and young people should be a priority in order to help break the intergenerational cycle of violence in families/whānau. In addition, the vulnerability of children, in particular, suggests that initiatives aimed at intervening early in children's lives - by educating and supporting their families and caregivers - are also a priority. It is therefore imperative that children's and young people's needs and interests are given special attention in developing and implementing family violence prevention initiatives.</p>
<p>Principle 6:</p> <p><i>Approaches to family violence prevention must be integrated, co-ordinated and collaborative</i></p>	<p>Cross-sectoral co-ordination, collaboration and communication are essential to providing an integrated and comprehensive approach to family violence prevention.</p>
<p>Principle 7:</p> <p><i>The community has a right and responsibility to be involved in preventing violence in families/whānau</i></p>	<p>Communities have a collective responsibility to prevent violence in families/whānau. Communities should be encouraged, guided and supported to develop their own local solutions to family violence prevention.</p>
<p>Principle 8:</p> <p><i>The diverse needs of specific populations must be recognised and provided for when developing and implementing family violence prevention initiatives</i></p>	<p>Effective family violence prevention initiatives need to take into account and be responsive to the diverse needs and particular vulnerabilities of specific population groups (for example, according to age, gender, ethnicity, mental and/or physical health, and social and/or cultural background). These groups, and/or advocates on their behalf, should be encouraged, guided and supported to develop their own solutions to family violence prevention.</p>
<p>Principle 9:</p> <p><i>Family violence prevention initiatives should be continually enhanced as information and better ways of working are identified</i></p>	<p>Family violence prevention initiatives require ongoing evaluation and improvement as society's needs change and as more effective ways of dealing with violence in families/whānau are identified.</p>



FAMILY VIOLENCE PREVENTION GOALS AND OBJECTIVES

Goal	Objective
<p>Goal 1:</p> <p><i>To bring about attitudinal change by encouraging intolerance to violence in families/whānau, and by ensuring members of society understand its dimensions and manifestations, and play their part in preventing it</i></p>	<p>1(i) To promote the message that violence in families/whānau is unacceptable</p> <p>1(ii) To increase public awareness and understanding of the nature, causes and effects of various forms and types of violence in families/whānau</p> <p>1(iii) To ensure that each person who is aware of situations of violence in families/whānau will act promptly and appropriately</p> <p>1(iv) To ensure that people experiencing violence in families/whānau are aware of what to do to protect themselves, and where to seek help</p> <p>1(v) To reduce the impact of violence portrayed in the range of print, film, video, internet and other media</p> <p>1(vi) To promote healthy gender roles and responsibilities, and non-violent concepts of masculinity</p>
<p>Goal 2:</p> <p><i>To achieve an effective, integrated and co-ordinated response to situations of violence in families/whānau and to ensure that quality services are available and accessible to all</i></p>	<p>2(i) To ensure an effective crisis response to incidents of violence in families/whānau</p> <p>2(ii) To ensure that people working with children and families/whānau have the skills, understanding and knowledge to provide competent family violence prevention services</p> <p>2(iii) To ensure that family violence prevention services are culturally relevant and responsive to diverse needs</p> <p>2(iv) To ensure that a seamless service is provided to address the family/whānau as a whole, as well as the needs of each individual</p> <p>2(v) To prevent perpetrators from reoffending</p> <p>2(vi) To achieve effective inter-agency co-ordination, collaboration and communication in the delivery of family violence prevention services</p> <p>2(vii) To ensure that family violence intervention services are available and accessible to all</p>

Goal	Objective
<p>Goal 3:</p> <p><i>To prevent violence in families/whānau by providing children, young people and their families/whānau with education and support, and by identifying violence early</i></p>	<p>3(i) To ensure that early intervention and prevention of violence in families/whānau are given a high priority in policy and service development and implementation</p> <p>3(ii) To ensure that early intervention services are effective and accessible</p> <p>3(iii) To focus education for family violence prevention on parenting and interpersonal relationship skills</p> <p>3(iv) To ensure early and accurate identification of violence in families/whānau</p>
<p>Goal 4:</p> <p><i>To ensure that approaches to family violence prevention are culturally relevant and effective for:</i></p> <ol style="list-style-type: none"> <i>1. whānau, hapū, iwi; and</i> <i>2. Pacific peoples and other ethnic populations</i> 	<p>4(1)(i) To ensure that Māori perspectives and approaches to family violence prevention are recognised and given a high priority in policy and service development and implementation</p> <p>4(1)(ii) To recognise and provide for the diverse and specific needs of whānau, hapū and iwi in policy and service development and implementation</p> <p>4(1)(iii) To build the capacity of whānau, hapū and iwi to resolve family violence issues within their own communities</p> <p>4(2)(i) To recognise and provide for the diverse and specific needs of Pacific peoples and other ethnic populations in policy and service development and implementation</p> <p>4(2)(ii) To build the capacity of Pacific peoples and other ethnic populations to resolve family violence issues within their own communities</p>
<p>Goal 5:</p> <p><i>To ensure that there is a consistent and ongoing commitment to family violence prevention</i></p>	<p>5(i) To ensure a consistent whole-of-government approach to family violence prevention</p> <p>5(ii) To strengthen community action and commitment to family violence prevention</p> <p>5(iii) To ensure legislation and policy are consistent with family violence prevention guiding principles</p> <p>5(iv) To ensure that legislation, policy and service development and implementation, relevant to family violence prevention, are informed by adequate research and evaluation</p> <p>5(v) To ensure that a focus on family violence prevention is maintained and ongoing</p>





FRAMEWORK FOR ACTION

The framework for action provides a five-year implementation plan and details 18 specific areas of action. Areas of action are divided into two categories (i.e. 'planned' areas for action and areas of action 'currently underway'). Despite this division, these areas of action are all interrelated and contribute to achieving the strategy's key goals and objectives. In addition, it is expected that gains made in each of the areas of action will maximise progress toward the vision of families/whānau living free from violence.

Planned areas for action are summarised under the following key headings:

1. Mechanism to promote cross-sector commitment and consistency and to monitor progress.
2. Prioritise Māori-based approaches, early intervention and prevention, and evaluation.
3. Processes to monitor and enforce legal sanctions.
4. Consistency in relevant law, policy and service delivery.
5. Plan of action for preventing violence in Māori communities.
6. Strategy for preventing and/or reducing violence in Pacific communities.
7. Policy for self-referred and non-mandated clients.
8. Research and evaluation programme.
9. Service capacity.
10. Enhance screening and risk assessment.
11. Standards/competencies, best practice guidelines, and mechanisms to maintain competence.
12. Improve access to a range of services.
13. Public education/awareness.

Areas of action that are currently underway:

14. Improve inter-agency co-ordination, collaboration and communication.
15. Enhance capacity of Māori, Pacific and other ethnic service providers.
16. Enhance parent education and support services.
17. Promote and increase child advocacy services.
18. Expand and improve home, community, pre-school- and school-based services and programmes.

Each of the areas of action also identifies:

- the lead agency or agencies responsible and other agencies that have an interest in being involved;
- links to family violence prevention goals and objectives;
- the rationale for progressing the action; and
- preliminary targets and measures.

An estimated timeframe for commencing and completing each of the **planned** areas for action is also provided.

Precise details of how to successfully progress the framework for action have yet to be fully worked through. Further scoping is required and will help **clarify** the key tasks needed to effectively implement each area of action, the level of community input required, and implications for resources. It may also lead to modifications in the timeframes, targets and, in particular, the measures in this strategy. To ensure a transparent process, the Ministry of Social Development will be placing the strategy on its website¹⁰ as a living document. As the strategy progresses, any amendments made, will be documented on the website.

¹⁰ The Ministry of Social Development's website address is: www.msd.govt.nz.

PLANNED AREAS FOR ACTION

AREA OF ACTION 1:

Mechanism to promote cross-sector commitment and consistency and to monitor progress

Action details

Establish a mechanism:

- to promote a high level of cross-sector commitment to and consistency in family violence prevention¹¹; and
- to monitor the implementation and progress of the New Zealand family violence prevention strategy.

Responsibility

Lead	Other
Ministry of Social Development (MSD)	Family Violence Focus Group (FVFG)

Link to goals and objectives

Goal 5. Objectives 5(i), 5(iii), 5(v).

Timeframe

Will be started early 2002 and completed by June 2002.

Rationale

Family violence prevention is complex and requires an investment in long-term strategies, a high level of sponsorship, and a continued effort to maintain cross-sectoral focus, commitment, consistency and momentum. Without a mechanism to ensure consistency and to monitor the implementation and progress of the New Zealand family violence prevention strategy across the sector, it is unlikely that the strategy will be successfully implemented over the five-year timeframe.

Preliminary targets

To have in place by June 2002 an effective mechanism that will:

- establish cross-sectoral commitment to and consistency in family violence prevention; and
- ensure that the family violence prevention strategy is effectively implemented over the five-year timeframe.

Preliminary measures

- Mechanism is established on time.
- Mechanism is robust and has a high level of acceptance and influence across the sector, as evidenced by agencies' commitment and responsiveness to the strategy.
- Once established, high-quality reports on the strategy's progress and the meeting of responsibilities for each year are produced annually.
- At the end of the five-year timeframe, relevant cross-sector strategies have incorporated and/or are consistent with family violence prevention objectives, and the family violence prevention strategy is fully implemented.

11 This will include considering a process for reviewing all new policy and legislative initiatives to ensure consistency with family violence prevention guiding principles.

Prioritise Māori-based approaches, early intervention and prevention, and evaluation

Action details

Establish a process for monitoring policy and service development across all relevant agencies to ensure that:

- Māori perspectives and approaches to family violence prevention; and
- early intervention and prevention

are given a high priority that is also reflected in existing funding and contracting arrangements.

As part of this work, review existing funding and contracting arrangements in order to:

- (a) reconcile cross-sectoral funding for provision of co-ordinated services, by Māori for Māori, that address the wide-ranging effects of violence in whānau, hapū and iwi; and
- (b) ensure that evaluation of family violence prevention services and programmes is given priority.

Responsibility

Lead	Other
MSD	Te Puni Kōkiri (TPK), relevant government agency funders and purchasers of services and the National Network of Stopping Violence Services (NNSVS)

Link to goals and objectives

Goals 3, 4 & 5. Objectives 3(i), 4(1)(i), 4(1)(ii), 5(iv).

Timeframe

Will be started early 2002 and progressed over a two-year timeframe.

Rationale

Māori are over-represented as victims and perpetrators of violence in families/whānau. Several New Zealand evaluations and reviews have suggested that there is value in approaches to family violence intervention and prevention that specifically incorporate a Māori perspective that renews cultural links, affirms cultural identity, mobilises and utilises community, whānau, hapū and iwi resources, and takes into account the effects of colonisation.

In addition, Māori services and interventions often reflect a holistic approach to well-being, rather than an individualistic approach. Reconciling existing funding arrangements to encompass health, education and employment initiatives would enable Māori to deliver holistic services to address the wide-ranging effects of violence in whānau, hapū and iwi. With all of this in mind and recognising the Government's obligations under the Treaty of Waitangi, Māori perspectives and holistic approaches to family violence prevention should be recognised and given a high priority in policy and service development.

Preventing violence in families/whānau from occurring in the first place, and/or identifying violence and intervening early, could lead to significant savings and reduce the adverse effects of violence on families/whānau. However, most of the emphasis and funding have been directed at the crisis end of the spectrum. There is a need to place greater emphasis and priority on prevention and early intervention strategies.

Evaluations are also a vital component to learning more about what works, for whom, and in what circumstances. Evaluations at the formative stage of an initiative can assist with design, implementation, monitoring and assessment, and can also increase the effectiveness of services and programmes by detecting any potential issues at an early stage and identifying ways to address them. Evaluations should be given a priority that reflects their importance, by being built into, and appropriately resourced under, existing contracting arrangements.

Preliminary targets

- To have established a process that monitors policy and service development across relevant agencies to ensure Māori perspectives and approaches to family violence prevention and early intervention and prevention are given priority by June 2003.
- To have reconciled cross-sectoral funding for provision of co-ordinated services, by Māori for Māori, by June 2003.
- To give priority to evaluating family violence prevention services by June 2003.

Preliminary measures

- Process for monitoring is agreed across agencies and implemented.
- Framework for review of funding and contractual arrangements is developed and agreed to.
- Either cross-sectoral funding for services is reconciled or recommendations for reconciliation are made according to the framework's criteria.
- Agreed protocols are developed to ensure that evaluation is included in contracts for services according to the framework's criteria.
- Contracts with Māori providers for the delivery of family violence prevention programmes and services acknowledge specific tikanga and holistic approaches to well-being as contributing to family violence prevention.
- Contracts with all service providers for the delivery of family violence prevention programmes and services acknowledge the importance of evaluation and early intervention and prevention work.

Processes to monitor and enforce legal sanctions

Action details

Continue to establish and implement processes for ensuring that the legal sanctions under the Domestic Violence Act 1995 are effectively monitored and enforced.

Responsibility

Lead	Other
Courts, Police and Corrections	Justice, Department of Child, Youth and Family Services (DCYFS) and Women's Affairs

Link to goals and objectives

Goal 2. Objective 2(v).

Timeframe

Ensuring that legal sanctions under the Domestic Violence Act (DVA) are effectively monitored and enforced is ongoing. This action will focus on addressing any inconsistencies and gaps in monitoring and enforcement practice¹² and will start early 2002. Processes should be established and implemented by the end of June 2003.

Rationale

Consistently enforcing protection orders under the DVA is important to holding respondents accountable for their violent behaviour and for maintaining the safety of those protected by such orders. Community workshop participants raised concerns that the enforcement of protection orders is variable. Establishing and implementing processes for ensuring that legal sanctions under the DVA are consistently and effectively enforced across the country, and monitoring enforcement, should go some way to addressing variances in practice, ensuring respondents are held accountable, and maintaining the safety of protected persons.

Preliminary targets

- To have in place by June 2003 effective processes for monitoring and enforcing legal sanctions under the DVA.
- To increase consistency in enforcement practice across the country by June 2006.

Preliminary measures

- Current monitoring and enforcement processes and practices are reviewed and recommendations for improvements are made (if needed).
- Recommendations are implemented (where relevant) on time.
- Feedback from service providers and local communities, following the implementation of recommendations (where relevant) and at the end of the five-year timeframe, indicates an overall improvement in enforcement.

¹² Such as the enforcement of protection orders other than provisions related to programme attendance.



Consistency in relevant law, policy and service delivery

Action details

Review the operation of legislation that interfaces with the Domestic Violence Act 1995, in particular the Children, Young Persons, and their Families Act 1989, Guardianship Act 1968, Family Proceedings Act 1980, and Protection of Personal and Property Rights Act 1988, to ensure consistency in approach and effective integration in law, related policy and service delivery.

Responsibility

Lead	Other
Justice and MSD	Relevant population and operational government agencies

Link to goals and objectives

Goals 2 & 5. Objectives 2(iv), 5(iii).

Timeframe

This action will need to await the outcomes of current and planned initiatives, such as the reviews of certain aspects of the Guardianship Act, DVA and the Protection of Personal and Property Rights Act. It is likely to commence in 2004, with the timeframe for its completion determined closer to its commencement date.

Rationale

Research suggests that women and children are at increased risk of violence at the time of, and in the period immediately after, separation. Community workshop participants indicated that the current process for working through custody and access issues (in particular its length) can compromise the safety of women and children. Ensuring a consistent approach and effective integration in law, related policy and service delivery between the DVA and other relevant Acts should help address some of these issues.

Preliminary targets

Relevant law, policy and service delivery are consistent in approach and effectively integrated by June 2006.

Preliminary measures

- Framework for review is developed and agreed to.
- Review is completed according to the framework's criteria.
- Relevant legislation, policy and service delivery are consistent with family violence prevention guiding principles.



Plan of action for preventing violence in Māori communities

Action details

Develop and implement a specific plan of action for preventing violence in Māori communities, based on consultation with whānau, hapū and iwi.

Responsibility

Lead	Other
TPK	FVFG (sub-group to be established)

Link to goals and objectives

Goal 4. Objectives 4(1)(i), 4(1)(iii).

Timeframe

Initiatives such as the Report on *Whānau Violence* and the *Family Violence Strategic Agenda for Iwi/Māori* are almost completed and are likely to contribute significantly to meeting this action. Consequently this action has already started and the plan of action should be developed by the end of June 2003. The timeframe for implementation will be determined once the plan of action has been completed.

Rationale

There is currently no formal strategy for preventing violence in Māori communities that has been endorsed by whānau, hapū and iwi. Strategies for preventing violence within Māori communities are more likely to be effective if they are designed and owned by whānau, hapū and iwi.

Preliminary targets

To produce a plan of action for preventing violence within Māori communities, based on the outcomes of consultation with whānau, hapū and iwi, by June 2003.

Preliminary measures

- Consultation with whānau, hapū and iwi has been undertaken and the outcomes of the consultation reflected in the plan.
- Issues and gaps and initiatives to address them are clearly identified and justified.



Strategy for preventing and/or reducing violence in Pacific communities

Action details

Develop draft strategic directions for preventing and/or reducing violence in Pacific communities, based on the outcomes of consultations with Pacific communities, and conduct a nation-wide fono for Pacific peoples to come together and discuss and identify a way forward.

Responsibility

Lead	Other
Ministry of Pacific Island Affairs (MPIA) and MSD	FVFG (sub-group to be established)

Link to goals and objectives

Goal 4. Objective 4(2)(ii).

Timeframe

A number of consultations with Pacific communities have already been completed as part of the review of family violence prevention in New Zealand, the Blueprint for the Care and Protection Sector, the Agenda for Children and the Pacific Capacity Building initiatives. The collation of this information and development of draft strategic directions can be started early 2002 and a strategy developed by June 2003.

Rationale

There is currently no formal strategy for preventing and/or reducing violence in Pacific communities that has been endorsed by ethnic-specific Pacific communities. Strategies for preventing and/or reducing violence within diverse Pacific communities are more likely to be effective if they are designed and owned by Pacific communities. Conducting a nation-wide fono to bring together Pacific peoples to discuss family violence issues and to identify and develop ethnic-specific solutions to preventing and/or reducing violence within diverse Pacific communities is viewed as an important process, and was specifically raised by the Pacific focus groups at the community workshops.

Preliminary targets

To produce a strategy for preventing and/or reducing violence in Pacific communities, based on the outcomes of consultation with Pacific communities, by June 2003.

Preliminary measures

- Information already gathered through consultations with Pacific communities is collated and reflected in the strategy.
- A nation-wide fono of diverse Pacific communities is conducted to discuss family violence issues and the outcomes of the fono are reflected in the strategy.
- Issues and gaps and initiatives to address them are clearly identified and justified.

Policy for self-referred and non-mandated clients

Action details

Progress and implement the policy developed for determining funding arrangements for victims without protection orders and perpetrators not mandated by the court, to attend family violence intervention programmes¹³.

Responsibility

Lead	Other
MSD and DCYFS	Relevant operational, population and funder government agencies and Justice

Link to goals and objectives

Goal 2. Objectives 2(v), 2 (vii).

Timeframe

The policy should be finalised by June 2002 and implemented by June 2004.

Rationale

In December 1998 the Chief Executives' Crime Prevention Group requested the former Ministry of Social Policy to investigate the provision of family violence services to non-mandated and self-referred clients. Research associated with this project revealed that a number of programme providers referred victims without protection orders and perpetrators not mandated by the court elsewhere because of limited resources and insufficient funding. The National Network of Stopping Violence Services has also indicated that the viability of its programmes is at risk because funding is not available for perpetrators who refer themselves to its programmes without a court mandate.

Preliminary targets

- To have finalised a robust policy for determining funding arrangements for victims without protection orders and perpetrators not mandated by the court, to attend family violence prevention/intervention programmes by June 2002.
- To have implemented the policy by June 2004.

Preliminary measures

- Policy is finalised and agreed to by relevant agencies on time.
- Policy is implemented on time where feasible.
- Feedback from relevant programme providers indicates an increased capacity to service self-referred and non-mandated clients.

13 Intervention programmes include Anger Change for parents who are violent, Stopping Violence programmes for men, and women's empowerment programmes.

Research and evaluation programme

Action details

Investigate options and make recommendations for establishing a mechanism to co-ordinate national, and collate international, family violence prevention research and evaluation and to widely disseminate information.

As part of a family violence prevention research and evaluation programme:

- continue to develop a series of information papers which are evidence-based and inform the general public on the definition of family violence, the level and nature of family violence in New Zealand, the underlying causes of family violence and what works to prevent family violence;
- develop a framework for auditing/evaluating the effectiveness of family violence programmes and services for Māori;
- review frameworks, in partnership with relevant community groups, for auditing/evaluating the effectiveness of family violence programmes and services;
- collate and disseminate information on the potential effects of violence portrayed in the media, with a particular emphasis on the effects on children; and
- update an agenda for family violence research, which specifically includes an indigenous component.

Responsibility

Lead	Other
MSD	FVFG

Link to goals and objectives

Goals 1, 3, 4 & 5. Objectives 1(ii), 1(v), 3(ii), 4(1)(ii), 5(iv).

Timeframe

Research and evaluation are ongoing. A number of initiatives are currently underway, such as the preparation of draft information papers, which are contributing, in part, to meeting this action. Consequently this action has already started and will be staged and progressed over the five-year timeframe.

Rationale

There appears to be a lack of clear, empirical New Zealand-based research and evaluations from which to judge the effectiveness of programmes and services. There is also no mechanism for co-ordinating and collating existing research and disseminating information.

Having access to quality information is critical to ensuring family violence prevention strategies and initiatives have the greatest impact possible and can also assist cross-sectoral consistency in approaches to family violence prevention. Well designed evaluations are a vital component in achieving quality information. In addition, informing the public about the nature, causes and effects of violence in families/whānau is an important component of any prevention/early intervention strategy.

Preliminary targets

- To have established a mechanism to co-ordinate, collate, promote and disseminate family violence prevention research and evaluation by December 2002.
- To have completed identified research and evaluation tasks by June 2006.
- To have improved access to quality family violence prevention information by June 2006.

Preliminary measures

- Scoping and timeline for research project are completed.
- Options for establishing a research co-ordinating mechanism are identified and recommendations made (and agreed to by FVFG) according to the timeline.
- Mechanism is established on time.
- Draft information papers are developed according to the timeline.
- Consultation with FVFG on papers has been undertaken and any comments reflected in papers where relevant.
- Information papers are widely disseminated according to the timeline.
- Audit/Evaluation frameworks are reviewed in partnership with relevant community groups and recommendations for enhancements are made (if needed) according to the timeline.
- Recommendations are implemented where relevant.
- An audit/evaluation framework is developed, in partnership with relevant Māori community groups, according to the timeline.
- The agenda for family violence research is reviewed, updated and agreed to by FVFG according to the timeline.
- A specific indigenous component is included in the updated research agenda.
- Research indicates increased public awareness and understanding of the nature and effects of family violence.
- Feedback from service providers and local communities, following the completion of relevant tasks, indicates an improvement in accessing quality family violence prevention information.

Service capacity

Action details

Examine and identify any shortfalls:

- (a) in the capacity of family violence crisis intervention and post-support services¹⁴ to meet demand and to service diverse clients' needs effectively¹⁵;
- (b) in the capacity of family violence prevention services¹⁶ to meet:
 - Māori client needs effectively; and
 - the needs of Pacific and other ethnic clients; and
- (c) in accessing appropriate specialist family violence prevention training programmes for those requiring specialist training.

Once the examinations have been completed, investigate options and make recommendations for addressing identified shortfalls.

Responsibility

Lead	Other
DCYFS	FVFG (sub-group to be established)

Link to goals and objectives

Goals 2 & 4. Objectives 2(i), 2(ii), 2(iii), 4(1)(ii), 4(2)(i).

Timeframe

Will be started early 2002 and staged and progressed over a three-year timeframe.

Rationale

It is extremely important to ensure that quality services are fully available and appropriate to all those requiring help. If services do not have the capacity to respond effectively and meet demand, further damage can be caused to victims and perpetrators and their confidence and motivation to change.

The inadequacy of resources (both financial and people) to deal with high and/or increasing caseloads and a lack of culturally appropriate services were consistently raised as key issues by community workshop participants. In addition, the Māori focus groups at the community workshops raised the issue that mainstream services have not adequately met the needs of Māori and that there is a need for more services designed by Māori for Māori. Issues identified included a perceived lack of services to address whānau as a whole and within a kaupapa Māori context and a lack of cultural competence, knowledge, skills and expertise in frontline professionals. Similar issues were raised by Pacific and other ethnic peoples.

Ensuring appropriate and specialised training programmes, workforce development and support are available is key to enhancing the quality of family violence prevention/intervention services and the ability of key personnel working with children and families/whānau to identify and respond to situations of family violence. Training programmes need to be accessible and culturally relevant and responsive to diverse needs.

Preliminary targets

- To have completed an examination of the capacity of family violence services to meet demand and to service diverse needs effectively and to have identified any shortfalls, by December 2003.
- To have completed an examination of the accessibility of appropriate specialist family violence prevention training programmes and to have identified any shortfalls, by December 2003.
- To have made recommendations for addressing identified shortfalls by June 2004.

Preliminary measures

- Framework for examinations is developed and agreed to.
- Examinations are completed on time according to the framework's criteria.
- Shortfalls in capacity and access to appropriate training programmes are clearly identified on time.
- Options are identified and recommendations are made for addressing identified shortfalls where relevant and on time.

14 Services for 'victims' of all forms of family violence.

15 An examination of capacity should include ensuring that systems, such as workforce development, appropriate training and support mechanisms, are in place to up-skill and maintain the competence of both voluntary and paid workers.

16 Services range from prevention/early intervention services, such as parent support services, through to crisis intervention and post-support services.

Enhance screening and risk assessment

Action details

Review and evaluate the effectiveness and appropriateness of existing screening and risk assessment tools, guidelines and procedures for the identification of violence in families/whānau¹⁷; and investigate options and make recommendations for extending and promoting the development and use of these tools, guidelines and procedures¹⁸.

Responsibility

Lead	Other
DCYFS and Police	FVFG (sub-group to be established that will include Health and Education)

Link to goals and objectives

Goal 3. Objective 3(iv).

Timeframe

A number of initiatives are currently underway, such as the implementation of the *Family Violence Guidelines for Health Sector Providers*, which are contributing, in part, to meeting this action. Consequently this action has already started and is likely to be completed by June 2004.

Rationale

Accurately identifying violence in families/whānau is crucial to ensuring that the violence is promptly addressed. Appropriate mechanisms to screen, investigate and assess individuals and families/whānau are essential ingredients for identifying an appropriate response.

'First contact' people working with children and families/whānau (such as teachers and health professionals) are in a prime position to identify children, adults and elders at risk of family violence. With appropriate guidelines, procedures and training, these professionals would be in a better position to identify the indicators of family violence, know what to do, how best to respond and who to refer these families to. Education about identifying violence in families/whānau, and how best to respond, could be provided within tertiary institutions and private training establishments for people (in particular teachers and health professionals) intending to work with children and families/whānau. However, at the very least, basic on-the-job training should be available for all people working with children and families/whānau.

Preliminary targets

- To have evaluated the effectiveness and appropriateness of screening and risk assessment mechanisms for the identification of violence in families/whānau by June 2003.
- To have made recommendations for extending and promoting the development and use of effective and appropriate mechanisms by June 2004.

Preliminary measures

- Evaluation framework developed and agreed to.
- Existing mechanisms are reviewed according to the framework's criteria and recommendations for improvements are made (if needed).
- Review is completed on time.
- Options for increasing the use of mechanisms are identified, and recommendations are made where relevant.

17 An evaluation of the effectiveness and appropriateness of tools, guidelines and procedures should include a focus on whether these mechanisms recognise and provide for the special needs of children and older people, and whether the co-occurrence of various forms and types of violence is also recognised and provided for.

18 In particular, consider including education about identifying violence in families/whānau in training programmes for people who work with, or are likely to work with, children and families/whānau.



Standards/ competencies, best practice guidelines, and mechanisms to maintain competence

Action details

Develop and/or implement:

- (a) minimum standards/competencies for identifying violence in families/whānau and for responding to situations of family violence¹⁹ that will apply to all people working with:
 - children; and
 - families/whānau²⁰;
- (b) best practice guidelines to ensure that agencies model non-violent behaviour in their work with children and families/whānau; and
- (c) best practice guidelines for relevant agencies and service providers around delivery of family violence prevention services to:
 - Māori; and
 - Pacific and other ethnic peoples;
 and for establishing relationships with:
 - Māori communities and service providers; and
 - Pacific and other ethnic communities and service providers.

As part of this work:

- review existing support and monitoring systems²¹ within relevant agencies for maintaining staff competency standards and best practice in family violence prevention work; and
- improve safe practice within family violence prevention services by developing and monitoring guidelines around training, caseloads and supervision.

Responsibility

Lead	Other
DCYFS and Police	FVFG (sub-group to be established that will include Health and Education)

Link to goals and objectives

Goals 2, 3 & 4. Objectives 2(ii), 2(iii), 3(ii), 3(iii), 3(iv), 4(1)(ii), 4(2)(i).

Timeframe

This action will need to await the outcomes of current and planned initiatives, such as the review of DVA rules and programme regulations. It is therefore scheduled to commence in 2003, with the timeframe for its completion determined closer to its commencement date.

Rationale

Issues were raised from a range of information sources about the lack of skills, knowledge and understanding that people working with children and families/whānau have of family violence issues and how to respond appropriately. All people working with children and families/whānau require a basic understanding and competency to be able to initially identify those children, adults and elders at risk of family violence, and to make appropriate referrals to services equipped to conduct full specialist assessments.

Community workshop participants raised the importance of key people working with children and families/whānau role-modelling non-violent behaviour. Public messages that violence is not acceptable can be countermanded by inappropriate role-modelling. It is important that

guidelines be developed for organisations that work with children and families/whānau, setting out the types of behaviours that should be modelled on a consistent basis.

In addition, building effective relationships with Māori communities and service providers would help improve the capacity of mainstream agencies and service providers to achieve better outcomes for Māori generally. Similar relationships should be established with Pacific and other ethnic communities. Appropriate training programmes, workforce development, reasonable caseloads, and adequate supervision are key to improving safe practice.

Preliminary targets

- To have developed and implemented minimum standards/competencies for identifying violence and intervening; and best practice guidelines for modelling non-violent behaviour by June 2006.
- To have developed and implemented best practice guidelines around delivery of services to Māori, Pacific and other ethnic clients, and for establishing relationships with Māori, Pacific and other ethnic communities and service providers by June 2006.
- To have developed and implemented guidelines around training, caseloads and supervision and established a process for monitoring these by June 2006.
- To have improved safe practice within family violence prevention services by June 2006.

Preliminary measures

- Scoping and timeline for standards/competencies and best practice guidelines project completed.
- Framework for review of standards/competencies, best practice guidelines, and existing support and monitoring systems is developed and agreed to.
- Standards/Competencies, best practice guidelines and existing support and monitoring systems are reviewed according to the framework's criteria and timeline.
- Recommendations for developing and/or enhancing standards/competencies, best practice guidelines, and systems are made (if needed) according to the framework's criteria and timeline.
- Recommendations are implemented (where relevant) according to the timeline.
- At the end of the five-year timeframe appropriate and ongoing training and supervision for those working within family violence prevention services are in place.

19 Incorporate cultural competencies and specific competencies related to responding to a range of diverse needs, and effective engagement with parents to ensure children are adequately protected.

20 People working with children and families/whānau include teachers, health professionals, police, lawyers, probation officers, counsellors, social workers and judges.

21 This should include reviewing professional supervision, and ongoing professional development of staff in key agencies.



Improve access to a range of services

Action details

Improve access to a range of services. *As part of this work:*

- (a) review early intervention and prevention services to establish the availability of:
 - services and programmes for specific population groups (such as children and young people, first time parents, women, people with disabilities, and caregivers of older people); and
 - culturally relevant services;
- (b) develop and implement strategies, in conjunction with specific populations²² and/or advocates on their behalf, to counteract barriers to accessing the services they require to remain safe and free from violence;
- (c) investigate options and make recommendations for improving the availability and accessibility of remedial and support services²³ that address the wide-ranging effects of violence in families/whānau, particularly for women and children;
- (d) investigate options and make recommendations for improving the range of family violence intervention programmes and services to ensure adequate programmes and services are available and accessible for a diverse range of perpetrators; and
- (e) continue to develop and implement initiatives to improve outreach services for children and families/whānau, particularly in rural areas.

Responsibility

Lead	Other
MSD and DCYFS	FVFG (sub-group to be established)

Link to goals and objectives

Goals 2 & 3. Objectives 2(i), 2(iii), 2(iv), 2(v), 2(vii), 3(ii).

Timeframe

A number of current initiatives, such as the implementation of the Heartland Services initiatives, are contributing, in part, to meeting this action. This action will focus on addressing gaps in services and barriers to accessing services, which are currently not being dealt with. It will start early 2002 and will be staged and progressed over the five-year timeframe.

Rationale

Victims of family violence face a number of internal and external barriers to accessing the services they need to remain safe and free from violence. Specific population groups often face additional barriers. For example, migrant women face additional barriers to accessing family violence prevention services, such as fear of implications for their immigration status, social isolation and bringing dishonour and shame to the family; a lack of understanding of the New Zealand social system; language barriers; and cultural insensitivity to their specific needs.

Culturally relevant early intervention and prevention services and programmes are essential to ensuring that the specific and diverse needs of a range of ethnic-specific populations are appropriately provided for. In addition, a recent process evaluation of the DVA indicated that Māori, Pacific and other ethnic peoples did not tend to apply for protection orders in proportion to their need. Further, although the range of DVA approved programmes is improving, more programmes are needed in some areas for Māori, Pacific and other ethnic victims and perpetrators of family violence.

There also appear to be gaps in programmes and services for female perpetrators of violence in families/whānau, and abusive caregivers of older family members. In addition, a range of services need to be available and accessible to address the wide-ranging effects of violence in families/whānau, particularly for women and children and particularly in rural areas.

Preliminary targets

To have improved the availability of, and access to, a wide range of family violence prevention, intervention and support services that will help diverse populations to remain free and safe from violence by June 2006.

Preliminary measures

- Scoping and timeline for access project completed.
- Framework for review of services developed and agreed to.
- Consultation with key relevant stakeholders is undertaken and the outcomes of the consultation reflected in the framework for review of services.
- Services are reviewed and recommendations for improving the range of services are made (if needed) according to the framework's criteria and the timeline.
- Recommendations are implemented where relevant.
- At the end of the five-year timeframe research indicates an improvement in the capacity of family violence prevention services to meet demand and service diverse client needs appropriately.

22 People who tend to face additional barriers to accessing essential services include young children, older people, rural women, migrant and refugee women and children, lesbians and gays, women in gangs, and people with disabilities.

23 Such as mental health services, counselling, budget advice and remedial services in schools.



Action details

Develop a comprehensive family violence prevention education/communication strategy and then conduct regular family violence prevention public awareness campaigns, using a variety of media, aimed at:

- promoting a consistent message that violence in families/whānau is unacceptable;
- promoting healthy relationships and safe behaviour in families/whānau, with a particular emphasis on the safety and well-being of children;
- promoting healthy gender roles and responsibilities and non-violent concepts of masculinity;
- raising general awareness of the nature, causes and effects of various forms and types of violence in families/whānau; and
- encouraging individuals to take safe and responsible action when they are aware of violence in families/whānau.

As part of the development of the comprehensive family violence prevention education/communication strategy:

- (a) establish a process for engaging communities, key sectors and a range of diverse groups:
- in promoting intolerance to violence in families/whānau; and
 - for raising awareness and understanding of the nature, causes and effects of various forms and types of violence in families/whānau;
- within their specific communities, sectors and groups;
- (b) involve positive Māori role models in developing and implementing specific strategies aimed at promoting intolerance to violence in whānau, hapū and iwi and encouraging healthy relationships and safe behaviour in whānau, hapū and iwi with a particular emphasis on the safety and well-being of tamariki and mokopuna;

AREA OF ACTION 13:

Public education/awareness

Responsibility

Lead	Other
DCYFS, Health and MSD	FVFG (sub-group to be established)

Link to goals and objectives

Goals 1, 3, 4 & 5. Objectives 1(i), 1(ii), 1(iii), 1(iv), 1(v), 1(vi), 3(ii), 3(iv), 4(1)(ii), 4(1)(iii), 4(2)(i), 4(2)(ii), 5(i), 5(ii), 5(v).

Timeframe

Developing the comprehensive family violence prevention education/communication strategy will start in July 2002 and the overall action will be staged and progressed over a four-year timeframe.

Rationale

Any strategy to prevent violence in families/whānau needs to raise public awareness of the devastating effects family violence has on individuals, families/whānau, communities and society as a whole and enhance society's capacity to more effectively and appropriately understand, identify and respond to it. The media, written literature and information, education in schools, and community advocacy are key instruments through which a comprehensive communication/education strategy could be delivered.

- (c) involve positive male role models in developing and implementing specific strategies designed to promote healthy gender roles and responsibilities and non-violent concepts of masculinity;
- (d) develop specific strategies to improve access to information and programmes particularly for women and children, which educate them of their rights, how to identify situations of risk and their safety choices;
- (e) identify methods for improving public information on existing family violence services;
- (f) promote information/ guidelines on 'what to do' when individuals are aware of violence in families/whānau, with a particular emphasis on the safety and well-being of children;
- (g) maintain action to promote positive non-violent parenting, including providing information about alternatives to smacking;
- (h) develop parent education resources aimed at raising parents' awareness of children's access to violence in media, encouraging them to take responsibility for children viewing violence and educating them about safe TV, video and video game viewing;
- (i) maintain education resources for children and young people which promote healthy relationships and balanced views of gender roles and responsibilities; and
- (j) develop specific education resources and programmes for whānau, hapū and iwi based on traditional Māori views of gender roles and responsibilities.

Preliminary targets

- To have developed a comprehensive family violence prevention education/communication strategy by December 2003 that has considered and reflected the identified tasks for development.
- To have conducted a number of well targeted and focused family violence prevention public awareness campaigns by June 2006.
- To have raised public awareness and understanding of family violence by June 2006.

Preliminary measures

- Scoping and timeline for the development of the education strategy completed.
- Stocktake of existing family violence prevention campaigns undertaken and completed according to the timeline.
- Consultation with relevant stakeholders and communities undertaken and completed according to the timeline.
- Education strategy is completed on time.
- Outcomes of consultation are reflected in the education strategy.
- Identified action tasks are reflected in the education strategy.
- At the end of the five-year timeframe research indicates increased public awareness and understanding of family violence.

AREAS OF ACTION CURRENTLY UNDERWAY

AREA OF ACTION 14:

Improve inter-agency co-ordination, collaboration and communication

Action details

Address identified barriers to inter-agency co-ordination, collaboration and communication at all levels²⁴; and continue to establish and/or promote protocols, guidelines and systems between relevant agencies and service providers nationally, regionally and locally for information sharing and co-ordination of services. *As part of this work, review the impact of:*

- relevant legislation, particularly the operation of the Privacy Act 1993 and Public Finance Act 1989 on inter-agency co-ordination, collaboration and communication;
- existing funding, contracting, reporting and compliance models on cross-sectoral co-ordination, collaboration and communication, with the aim of streamlining the funding and contracting processes; and
- existing systems, including information technology and data-matching, on inter-agency co-ordination, collaboration and communication.

Responsibility

Lead	Other
MSD and Justice	FVFG

Link to goals and objectives

Goals 2 & 5. Objectives 2(iv), 2(vi), 5(ii).

Rationale

Family violence prevention requires effective co-ordination, collaboration and communication between government and non-government organisations at national, regional and community levels. At present, there appear to be a number of barriers to achieving this, such as the perceived competitive, confusing and time-consuming nature of existing funding and contracting arrangements.

Enhancing and streamlining national systems and processes and establishing and/or promoting protocols, guidelines and/or systems between relevant agencies at all levels, should encourage inter-agency co-ordination, collaboration and communication and result in a more effective and holistic approach to family violence prevention. There would also be a positive flow-on effect to the delivery of broader crime prevention activities through improved co-ordination and collaboration between government and community agencies²⁵.



Preliminary targets

- To have addressed identified barriers to inter-agency co-ordination, collaboration and communication by June 2004.
- To have improved co-ordination of service delivery nationally, regionally and locally by June 2006.

Preliminary measures

- Scoping and timeline for co-ordination project completed.
- Relevant legislation and existing national processes, guidelines and systems are reviewed and recommendations for enhancements are made (if needed) according to the timeline.
- Recommendations are implemented where relevant.
- Feedback from service providers and local communities, following the implementation of recommendations (where relevant) and at the end of the five-year timeframe, indicates an overall improvement in inter-agency co-ordination, collaboration and communication.

²⁴ For example, policy, planning, training, service development and delivery.

²⁵ This has been identified as a key element of the Crime Reduction Strategy.

Enhance capacity of Māori, Pacific and other ethnic service providers

Action details

Continue to monitor and implement Māori and Pacific capacity building projects.

In addition, investigate options and make recommendations:

- (a) for providing assistance, for making funding applications and administering contract compliance requirements to:
 - Māori service providers; and
 - Pacific and other ethnic service providers; and
- (b) for building the capacity of other ethnic providers to deliver services to their communities.

Responsibility

Lead	Other
TPK, MPIA, MSD and DCYFS	Agencies represented on the Capacity Building Senior Officials' Group and Internal Affairs

Link to goals and objectives

Goal 4. Objectives 4(1)(iii), 4(2)(ii).

Rationale

Any approach to preventing family violence within Māori communities must ensure that Māori themselves are given the means to take control over their collective lives. The Māori focus groups at the community workshops highlighted the need for more services designed and delivered by Māori for Māori. To ensure these services are as effective as possible, the capacity of Māori providers to deliver these services needs to be enhanced and the infrastructure of Māori organisations must be sufficiently capable of maintaining the capacity of providers over time.

Similarly, the Pacific focus groups at the community workshops raised the need to provide extra assistance and mentoring to build the management structures and capacity of current Pacific providers to deliver services to their communities and to support the establishment of additional Pacific service providers. There is also a need to enhance the capacity of other ethnic providers to deliver services to their community.

The ability of Māori and other ethnic-specific service providers to obtain essential funding and administer contract compliance requirements would be greatly enhanced with some assistance. Currently there are no formal mechanisms in place to help provider groups.

Preliminary targets

To have increased by June 2006 the capacity of Māori, Pacific and other ethnic providers to:

- deliver services to their communities;
- make funding applications; and
- administer contract compliance requirements.

Preliminary measures

- Framework for needs analysis of ethnic service providers is developed and agreed to.
- Needs analysis is completed according to the framework's criteria, and recommendations for ethnic capacity building are made (if needed).
- Recommendations are implemented where relevant.
- Options are identified for providing assistance to Māori, Pacific and other ethnic service providers to make funding applications and administer compliance requirements, and recommendations are made and implemented where relevant.
- Feedback from Māori, Pacific and other ethnic service providers at the end of the five-year timeframe indicates an increased capacity to deliver services to their communities, to make funding applications and to administer contract compliance requirements.

Enhance parent education and support services

Action details

Continue to work on developing a framework for government investment in parent support and development services, and as part of this work, investigate options and make recommendations for enhancing existing parent education and support services and/or developing additional parent education and support services that are more effective in preventing family violence.

Responsibility

Lead	Other
Agencies represented on HESSOG ²⁶ (i.e. Education, MSD, DCYFS and Health)	FVFG (sub-group to be established that will include Early Childhood Development)

Link to goals and objectives

Goal 3. Objectives 3(ii), 3(iii).

Rationale

Violence in families/whānau seriously compromises children's safety and well-being. Their particular vulnerability suggests that initiatives aimed at intervening early in children's lives by educating and supporting their parents are important. Well designed and targeted early intervention and prevention programmes and services can be effective for preventing violence in families/whānau. Programmes and services should be designed to include components which specifically:

- enhance parents' understanding and knowledge of children's needs and development;
- educate parents on the negative effects of family violence on their children's well-being;
- provide information about non-violent forms of discipline; and
- promote positive parent-child relationships.

Preliminary targets

To have made recommendations on the enhancement and/or development of additional parent education and support services that are more effective in preventing family violence, by June 2004.

Preliminary measures

- Scoping and timeline for parent education and support project completed.
- Options for enhancing and/or developing additional services are identified according to the timeline.
- Recommendations for enhancing and/or developing additional services are made on time.



Promote and increase child advocacy services

Action details

Continue to promote and increase child advocacy services across the sector.

Responsibility

Lead	Other
MSD	FVFG (sub-group to be established)

Link to goals and objectives

Goal 2. Objective 2(vii).

Rationale

Children face a number of barriers to adequately accessing the support they need to address issues of violence within their families/whānau, including the dependence they have on others (primarily their mothers) to access the assistance they require, and to remain free and safe from violence. Advocacy services could help with ensuring that the needs and interests of children affected by violence in families/whānau are not overlooked and are appropriately addressed.

Preliminary targets

To have increased child advocacy services across the sector by June 2006.

Preliminary measures

- Stocktake of existing child advocacy services undertaken and completed.
- Framework for consultation with key relevant stakeholders developed and agreed to.
- Consultation with key relevant stakeholders undertaken and completed according to the framework's criteria.
- At the end of the five-year timeframe the number of child advocacy services across the sector has increased²⁷.

²⁷ Numbers will be determined during the project scoping phase.



Expand and improve home, community, pre-school- and school-based services and programmes

Action details

Continue to work on expanding home-based and community-based family support services and pre-school- and school-based services and programmes. In particular:

- parent education and support services; and
- children's and young people's opportunities to learn non-violent values and interpersonal skills.

As part of this work, develop and/or improve in conjunction with:

- Māori, culturally relevant parent education and support services and interpersonal skills programmes for Māori; and
- Pacific and other ethnic peoples, culturally relevant parent education and support services and interpersonal skills programmes for Pacific and other ethnic peoples.

Responsibility

Lead	Other
Agencies represented on HESSOG (i.e. Education, MSD, DCYFS and Health)	FVFG (sub-group to be established that will include Early Childhood Development)

Link to goals and objectives

Goals 1, 2, 3 & 4. Objectives 1(vi), 2(iii), 2(vii), 3(ii), 3(iii), 4(1)(ii), 4(2)(i).

Rationale

Violence in families/whānau occurs predominantly in the home. This is where the subtle signs of violence can first be noticed and addressed with appropriate intervention and support.

Early childhood education can build children's resilience, provide oversight of young children outside the home, and can be a critical point of connecting with parents. And school is a key environment in which to teach relationship skills to children and young people, to model non-violent behaviour, to reach parents, and to identify and take early action when there is violence or risk of violence.

Research suggests that well targeted home-based and school-based services can be effective for promoting positive parent-child, partner and caregiver relationships, enhancing health and well-being, increasing knowledge about the availability of community services, and preventing violence within families/whānau. In addition, in order to adequately engage Māori, parent education and interpersonal skills programmes must be culturally relevant to the specific and diverse needs of whānau, hapū and iwi. Similar considerations apply to Pacific and other ethnic populations.

Effective parent education and interpersonal skills programmes require some understanding of diverse cultural perspectives pertaining to roles, authority and discipline.

Preliminary targets

- To have increased the availability of home-based and community-based family support services and pre-school- and school-based services and programmes by June 2006.
- To have improved the range of culturally based parent education and support services and interpersonal skills programmes for Māori, Pacific and other ethnic peoples by June 2006.

Preliminary measures

- Framework for consultation with relevant stakeholders developed and agreed to.
- Consultation with relevant stakeholders is undertaken and completed according to the framework's criteria.
- At the end of the five-year timeframe the number of home-based and community-based family support services and pre-school- and school-based services and programmes has increased²⁸.
- At the end of the five-year timeframe the range of culturally based parent education and support services and interpersonal skills programmes has improved²⁹.

28 Numbers will be determined during the project scoping phase.

29 Numbers will be determined during the project scoping phase.

Closing Message



Achieving the vision of families/whānau living free from violence requires ongoing commitment and action from each and every individual and all sectors of society.

The New Zealand Family Violence Prevention Strategy provides a starting point and I am confident that gains made in each of the areas of action will maximise progress toward this vision.

As Chief Executive of the Ministry of Social Development I am committed to ensuring that the Ministry plays a major role in progressing and monitoring the implementation of the strategy. A lot of work needs to be undertaken immediately to progress it.

Firstly, we need to ensure that the areas of action set out in this strategy are fully scoped, and as part of this process undertake further work on establishing precise targets and outcome and performance measures. Targets and measures are important to monitor the strategy's success.

Secondly, we need to establish a mechanism to progress and monitor the strategy's implementation and to ensure that a cross-sector focus on, and commitment to, family violence prevention is maintained over time.

I envisage that the project scoping exercise may lead to modifications in the current timeframes, targets and outcome and performance measures documented in this strategy. To maintain transparency, the strategy has been placed on the Ministry of Social Development's website, as a living document to be updated as required.

The strategy is a product of the positive, collaborative working relationship between government and non-government organisations. I would like to pay special tribute to all those who contributed to developing the strategy and am keen to ensure that these relationships continue throughout the implementation process. I am also keen to seek innovative ways of gathering community input.

Each and every one of us has a role to play in preventing family violence. Working together is key to ensuring the successful implementation of the strategy and to maximising progress toward the vision of families/whānau living free from violence.

A handwritten signature in black ink, appearing to read 'Peter Hughes', written in a cursive style.

Peter Hughes
Chief Executive, Ministry of Social Development

