

New Zealand Families Today

July 2004



MINISTRY OF SOCIAL DEVELOPMENT
Te Manatū Whakahiato Ora

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New Zealand Families Today

A BRIEFING FOR THE FAMILIES COMMISSION

July 2004



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Foreword

In looking to advocate for New Zealand families generally, and for categories of families with difficulties, the Families Commission has a large and important task ahead of it. Individual families are aware of the pressures, challenges and opportunities they face, though they may not know that their situation is common to many families, nor about useful ways of dealing with it. The public sector is used to looking at issues to identify the impacts of change on particular population groups, for example, those of Māori, Pacific peoples, women, and disabled people, but looking at activities through a “families” lens is still a new approach. Other stakeholders, such as the private sector, local government, and the wider community, may not have up-to-date knowledge of families’ interests and preferences.

The work of the Families Commission will assist in all these areas. It will advocate for the interests of families generally and promote better understanding of the challenges and opportunities families face in New Zealand today. As they take up their roles, the Commissioners will be seeking information from a wide range of organisations and individuals in order to find out what families identify as their key interests.

This briefing, prepared by the Ministry of Social Development, provides a first resource of factual information for the incoming Commissioners. It is a descriptive document which brings together what is known about families in New Zealand today, based on information from the census, research and administrative data. It also identifies some of the important legislation, and government policies and programmes that have direct or indirect impacts on families, and identifies research underway or planned that relates to families.

This document is different from the Briefings for Incoming Ministers that are prepared by government agencies. Unlike those documents, it does not contain an analytical framework, policy advice, or recommendations for action by the Families Commission. These are matters for the Commission itself to consider. The briefing provides instead a collection of interesting and useful information which Commissioners can use in developing their own priorities. This information will assist them to undertake the functions set out in their founding legislation, the Families Commission Act 2003.

The Ministry of Social Development plays a significant role in the lives of families through a “social development” approach that:

- helps people through hard times by providing a social safety net (social protection)
- invests in people now for better outcomes in the future (social investment)¹.

A number of other government agencies also play an important role in the lives of families. These include, for example, the Ministries of Health, Education and Justice. We are all looking forward to working closely with the Families Commissioners, and they carry our best wishes as they take up their important advocacy role.

Peter Hughes
Chief Executive

Summary



Summary

This briefing document provides a first resource of factual information for the incoming Families Commissioners. It is a descriptive document which brings together what is known about families in New Zealand today, based on information from the census, research and administrative data. It also identifies some of the important legislation, and government policies and programmes that have direct or indirect impacts on families, and identifies research underway or planned that relates to families.

This document is different from the Briefings for Incoming Ministers that are prepared by government agencies. Unlike those documents, it does not contain an analytical framework, policy advice, or recommendations for action by the Families Commission. These are matters for the Commission itself to consider.

The family is a very important social institution which is critical for the wellbeing of individuals and of society. The International Covenant on Economic, Social and Cultural Rights 1966 states:

“The widest possible protection and assistance should be accorded to the family, which is the natural and fundamental group of society.”

The functions of families

Families carry out functions that are at the heart of our community, and our sense of ourselves. Although expectations of what families should do vary across generations, cultures, classes and countries, some core functions appear common in New Zealand today. They are:

- the nurturing, rearing, socialisation and protection of children
- maintaining and improving the wellbeing of family members by providing them with emotional and material support
- the psychological “anchorage” of adults and children by way of affection, companionship and a sense of belonging and identity
- passing on culture, knowledge, values, attitudes, obligations and property from one generation to the next.

Most families manage these functions well for themselves without needing state support, while working in partnership with the state to achieve important goals such as good health and the education of their children.

While there is broad agreement about these core functions, there are many views about whether other functions are also core, who in the family should carry them out, what the role of those outside the family is (including government and the community), and what constitutes “success” in family functioning. Europeans, Māori as tangata whenua, Pacific peoples and other cultural and ethnic groups all have different views of these matters.

New Zealand families

There is **great diversity in the form** of families in New Zealand today – couples with children, sole parents, parents who don't live with their children but are still involved, same sex couples (some with children), and many family members who have ties of support across households and generations.

As a group **Māori families differ significantly from European**. They tend to have children at younger ages, and to have more children; there is a greater proportion of sole-parent families (though many of them live with other family members); and grandparents and other whānau are more closely involved in children's upbringing. There are **different patterns again for Pacific and Asian families**.

There is also enormous **diversity of family functioning** – for example, some families take responsibility for all their childcare needs themselves while others are intensive users of childcare, which is sometimes provided by extended family, but often by formal childcare providers.

Some families are “work-poor”, with little paid work: others are “work-rich”, with family members spending long hours in the workforce. Balancing the demands of the workplace and family life is a challenge for many families.

New Zealand is experiencing a period of **rapid change for families**, which is happening during wider social and economic changes. Some changes in family formation are accelerating – for example, more frequent partnering, dissolution of relationships and repartnering by younger men and women. Other changes have slowed, such as the rate of teenage childbearing, divorce and adoption. Compared with a generation ago, there are significant delays in marriage and childbearing. Other changes include the rise in women's workforce participation, and the number of older people who are supported by the state, whether in hospitals or rest homes, or by home-based services, rather than being cared for by daughters or other family members.

There are also **rapid changes in the relationships within the family**, both between adult partners, with women increasingly becoming earners of independent income, and between parents and children, with a new emphasis on the need for children to be actively involved in family decisions.

Times of **family transition**, such as separation, divorce and repartnering **can be particularly testing**, and little is widely known, for example, about the reality of parenting in a stepfamily or blended family, or about the ways to help children to understand and take an active part in the decisions that go with divorce and repartnering.

New Zealand's **migrants now come from a greater range of countries**, with immigration from Asian countries increasing markedly in recent years. Our people maintain active family ties with many different societies and cultures. We have high levels of intermarriage across different cultures in New Zealand.

All of these changes create complexity, for families themselves and for those who interact with them.

Some of the changes are still in play, and we have yet to see the working out of the consequences. For example, the impact on children when their mothers have many partners (or if the father is the custodial parent, the impact if he has many partners); or the consequences for the care of older people from the rising number of older people who have divorced and are living on their own, and who do not have children to help them.

We don't yet know whether there will be a reaction once these impacts are more widely understood.

There's a risk of thinking of the family as a poorly functioning institution, because of widely reported cases of violence and harm within families, or of taking too rosy a view of the family as warmly supportive and nurturing. In reality most families function satisfactorily, with their own problems and achievements; some are exceptional, and some do poorly.

The Government's role in relation to families

The Government's role in relation to families ranges from responding to the needs of families to much more active enforcement of responsibilities.

For the most part governments in New Zealand have not sought to use policy to regulate family *form*: they have tended to react (reasonably speedily) to support emerging family structures (for example, the Domestic Purposes Benefit for sole parents, the Civil Unions Bill to give legal recognition to same sex relationships and other relationships where the parties do not wish to be "married", and the Property (Relationships) Amendment Act 2001 to regulate the division of property on the dissolution of de facto relationships as well as marriages).

This is not the case for family *functions*: governments have used law and other instruments to influence behaviour through:

- requiring children aged 6-16 to participate in education
- proscribing unacceptable behaviour – for example, the Domestic Violence Act 1995
- encouraging behaviour that is seen as desirable – for example, the structure of the Domestic Purposes Benefit abatement, which encourages part-time paid work by those on the DPB.

There is some evidence that the Government acts to promote the parent/child bond (for example through parental support programmes and child support provisions) more actively than the bond between partners, except as a means to strengthen the parent/child bond (an example of this is the absence of relationship support programmes).

Some families are functioning, but vulnerable. Some operate with few financial or other resources and find it difficult to cope with a shock, such as unemployment or the death of a family member; some function less than ideally. There is still insufficient conclusive information about these families and what will assist them to function well. Persistent low income makes it difficult for families to function well, and to bring up their children. Unsupported sole parents – those who are disconnected from family networks – are the most vulnerable families of all; how best to support them continues to challenge policy makers.

Understanding families

The family structure sits between the individual and the population level in terms of data collection: this makes it difficult to have a close understanding of family form and function, except in the most obvious cases like parenting households. In almost all cases, analysis is limited by the data to hand, which tends to be too broad (at a population or national level), too small (at an individual level) or a proxy (such as a household).

Household data are seriously limited in the insights they can give us about families. They do not show, for example, the exchanges of resources that happen between family members in different households, nor the strong ties that exist between different generations. They provide no insight into the lives of children who live in two households.

All of this works to limit our knowledge of families. Complexity of family form and functioning adds another challenge to the task of understanding what is happening for and in families.

There is a conceptual challenge in deciding when someone is to be considered primarily as an individual, or as a family member, for example, maintaining an older person's independence. Another example of this posing a challenge for policy is the tax system being based (primarily) on an individual basis, and the welfare system being based on the needs of the immediate family household.

Longitudinal data on families and their members are essential if we are to gain real understanding of families in New Zealand today, and the changes that are taking place.

Conclusion It is widely acknowledged that we live in a continuous state of transition. Given this, change itself is no longer a defining characteristic so much as the rapidity of change. The nuclear family of husband, wife and children is now only one of a rapidly developing range of family types.

Four central features of recent family change are common in post-industrial societies, and New Zealand is no exception²:

- an increase in the instability of partnerships
- a decline in the rate of marriage
- a weakening in the link between marriage and childbearing
- a fundamental change in women's economic role in the family.

Family systems today are characterised by:

- high levels of extra marital childbearing
- high rates of single parenthood
- less differentiation in roles between the sexes.

High expectations are placed on the family to provide stability in a rapidly changing world, reflected in a concern by some about the disintegration of the traditional family of husband, wife and children and its declining importance as a social institution.

A range of social problems is attributed to its decline, including the emergence of new poverty risks, poor educational performance of children, delinquency and so on³. This has led to a yearning by some for a return to the traditional family in the hope that it would solve social ills⁴, and, for many, as the ideal against which all families are judged.

The breadth of the Commission's functions and the approach taken to the definition of family in its legislation mean it is well placed to look at the reality of family systems as they are developing in New Zealand. Bearing in mind the social problems that are often attributed to "post-nuclear" family systems, it will need to look at how these families can best be supported in their family roles and how any negative effects can best be ameliorated.

While there may be drawbacks, many positive things flow from the changes to families. For example, the family is more egalitarian, women have better opportunities for having both a career and children, men no longer shoulder the obligation to be sole providers for the family, and they have more opportunities to participate in family life⁵.

Tomorrow's family looks as if it will be a flexible kind of family. Gender roles will be fluid. The boundaries between work and home will be redrawn. Separation and repartnering will be more common, and commitment to children may continue despite parents living in different households. Commitment within families can transcend marriage and separation. Many 21st century families will have an accumulation of life-long family members including in-laws from first marriages and new half kin from new marriages or partnerships. The ageing society will extend families further⁶. Families, particularly those with children, will depend for support on friends and wider family networks, and will also look for help from their communities, employers and the government in meeting their needs and achieving their aspirations.

What should the Government do?

New family patterns create new and complex ties of love, care, obligation, duty and support across and between different families and households, and thus pose a number of problems or dilemmas for governments⁷. Some argue that the government should seek to resist family change and restore the traditional family. Others argue that policy cannot turn back the clock in that way, but that it can and must positively support families in all their forms, and should value today's families rather than judging them.

There are important roles for the Families Commission:

- disseminating information about changes in families and what we know about impacts, including the research that underpins this
- finding out people's views about changes, and making that information more widely known
- understanding better and making more widely known how families in New Zealand are faring.

The Families Commission Act directs the Commission to have regard for the kinds, structures and diversity of families and to maintain and enhance their resilience and strengths. This suggests that the role of government should be to strengthen and stabilise families in all their diverse forms, to find ways of helping families, for example, to achieve a more effective balance between work and family life, to encourage men's involvement in family life, and, perhaps most importantly, to support families through times of transition, stress and hardship so that they can continue to respond effectively to the needs and aspirations of family members⁸.

Introduction



Introduction

The main function of the Families Commission is to act as an advocate for the interests of families generally. In doing so the Commission is to have regard for those factors that will improve the strengths and resilience of families. Its supporting functions include:

- encouraging and facilitating informed debate about families
- increasing public awareness and understanding of matters affecting families' interests
- encouraging and facilitating the development of government policies that promote and serve the interests of families
- considering, reporting and advising on matters concerning families referred to it by the Government
- stimulating and promoting research into families, for example by funding and undertaking research.

In undertaking these functions, the Commission must have regard to the Government's policies and priorities, the diversity of New Zealand families and family groups, the needs, values and beliefs of Māori as tangata whenua, of Pacific peoples in New Zealand, of other ethnic and cultural groups in New Zealand, and to the factors that help to maintain or enhance the resilience and strengths of families.

In directing the Commission in the performance of its functions, the Families Commission Act 2003 indicates that the Commission must have regard to the kinds, structures and diversity of families⁹. The Act defines the term "family" as including "a group of people related by marriage, blood, or adoption; an extended family; two or more persons living together as a family; or a whānau or other culturally recognised family group"¹⁰. Although we often think of "family" as meaning two or more generations this is not always the case, nor has it been historically. The Commission will have a concern for the interests of all families, whether they are parenting families, couple-only families, other family forms or much wider kinship groups.

Over recent decades, dramatic changes to family forms have occurred and continue to occur, particularly with respect to family members living in the same households. For example, "couple-only" households increased from a quarter of family households in 1976 to 40 percent in 2001, while parenting households (those with dependent children) declined from three-quarters of family households to two-thirds in the same period. The Act's broad definition of families highlights the flexibility and plurality of family relations in New Zealand today. Instead of dwelling on family forms, the Act focuses on advocating for the "interests" of families, and on activities that maintain or enhance their resilience and strengths.

What are the "interests" of families? They are probably best described as families exercising their responsibilities for, and obligations to, their family members. Families also have an important function in helping family members meet their aspirations.

There are many different opinions about what the responsibilities, obligations and functions of families entail. These can vary according to generation, culture, gender and social class. Nevertheless, the common “normative” assumptions about the functions of families generally include raising children, giving family members emotional and material support, sharing a sense of belonging and identity, and passing on culture, knowledge, values and property to the next generation.

The Commission has a role in advocating for all families as they carry out these functions; those who are doing well and those who are experiencing difficulty. It also has an important role in ensuring that the needs, values and beliefs of Māori, of Pacific peoples and of particular ethnic and cultural groups form part of that advocacy.

Not all families are well equipped, or willing to exercise their functions. For example, the Department of Child, Youth and Family Services (CYF) has 10,500 – 12,500 children and young people in care and protection at any one time¹¹. In the calendar year 2003, over 5,000 applications were made for protection orders under the Domestic Violence Act 1995¹². Sole-parent families, families on income-tested benefits, families with three or more dependent children, and Māori and Pacific families were over-represented among those living on restricted incomes.

It is relatively easy to identify family members who suffer from serious family dysfunction (as in the examples of abuse and violence above), and the role of public services in supporting them is widely accepted. Much less is known about the ways to identify families that are performing their functions sub-optimally. For example, there is little information about situations where family spending choices impact negatively, or less than ideally, on children’s nutrition, or where young people are discouraged from getting the best education or training they could, or children and older family members are excluded from decisions that affect them. Some recent research has highlighted risk factors for poor family functioning, particularly inadequate parenting practices, and some promising work has been carried out on the factors that build resilience in families. Nevertheless, intra-family functioning is not well understood, and debate continues about the impact of external factors, such as the employment of primary caregivers, on family functioning. There is also little agreement on the point at which it is appropriate or legitimate for public services to intervene.

There are many significant gaps in our knowledge about how families function in New Zealand today, as well as some surprising gaps in our knowledge of family forms (such as the lack of census data on blended families, stepfamilies and joint-custody families). The Families Commission will make an important contribution to the welfare of families in New Zealand through its investment in families-related research, and through the stimulation of co-ordinated research which is focused on families.

This briefing seeks to provide factual information to assist Commissioners with advocacy for families. It does not seek to be prescriptive or directive. The Families Commission will itself develop its own approach to its work, and the information in this briefing, the directions of the Minister on the Government’s priorities¹³, and the Commissioners’ own knowledge and experience will provide a sound starting point for the Commission’s work.

How to use this document *New Zealand Families Today* is primarily an information resource for the Commission. It provides information on:

- the situation of families in New Zealand today
- Government's involvement in families in New Zealand (this is the bulk of the material)
- other sectors and families
- research in New Zealand on families
- key sector and research contacts for the Commission.

A compact disk, with search facility, is included inside the back cover of *New Zealand Families Today*. The CD also includes hyperlinks to related websites.

The material in *New Zealand Families Today* is organised as follows:

Section 1: New Zealand families

This section examines the factors behind the changing characteristics of New Zealand families: the demographic trends that have affected families; the changing roles of men and women in families; and family circumstances, including working lives and economic circumstances. It also discusses two areas of concern: families with serious or multiple problems, and families and violence; and includes information about families and ethnicity.

Further data are contained in *Appendix 1*.

Section 2: Families and their environment

This section looks at Government policies, programmes and services that directly or indirectly impact on families, and identifies what appear to be key issues from the point of view of families. The information is organised under 12 headings: families and the law; working lives; income; housing; education; health; disability; social services; Māori families/whānau; Pacific families in New Zealand; ethnic minority families; and families and human rights. The discussion identifies key developments or trends in particular sectors, together with the types of approaches used by the Government in its policies and services. This section contains up-to-date information as at the time of the May 2004 Budget.

Appendix 2: Government's involvement with families and *Appendix 3: Government agencies' public awareness and education programmes that relate to families* set out the policies, programmes and services in more detail.

Appendix 4: Other sectors and families lists independent statutory authorities, private sector organisations, non-government organisations, and local government and community organisations who are likely to have an interest in the work of the Families Commission.

Section 3: Research on families

This section summarises the disciplines used in the study of families; identifies the agencies within and outside government that are most involved in research on families; summarises the current mechanisms for co-ordinating government investment in research; identifies the key international research centres in the field; and provides an initial list of gaps in our research knowledge about families and a brief discussion of issues relating to carrying out research on families.

Appendix 5 sets out examples of present and planned government-funded research that is family-related.

Appendix 6 lists New Zealand and international research contacts.

The briefing also provides references, and links to websites that provide more detailed information on the issues identified.

Some limits have been placed on the material to keep it within a reasonable length. The main limit is to provide material in the form of a snapshot, rather than to bring the dynamic aspects of family and family life into strong focus. Families influence their members all the time, and they have a particularly important role to play at times of transition in the life cycle such as pre-school to school, education to work, flatting to partnership, the first child, and work to retirement. Some of these transitions are discussed in the text, such as the long transition for young people from education to employment, but others are less fully covered.

Information on children and their families is threaded throughout this document, for example, in the information about parenting households, the proportion of children who enter stepfamilies, families and working lives, children's own working lives, and the rights of children. There is limited information on the direct experience and opinions of children, and it is restricted primarily to children's participation in arrangements after their parents separate, and their views of post-separation arrangements and other family formations. This lack of direct reportage from children is a significant gap in the material presented here. There is also a significant gap in the amount of material that understands and represents children as active players in families, and in the construction of their own futures.

Limited comment on generational effects of family functioning, both positive and negative, is made. The briefing has described overall trends, but not included projections. Finally a limited number of international comparisons have been drawn. Obtaining future information on all these aspects of families will help "round out" the Commission's knowledge of families.

Budget 2004 The 2004 Budget was particularly significant for New Zealand families. A summary of key family-related measures in the Budget is included below. Appendix 7 provides a short overview of Budget spending in the main family-related areas.

Particular Budget initiatives relating to families are included in relevant sections throughout this briefing document.

The *Working for Families* package will improve the income of low and middle income families with children, and make work pay for parents who move off the benefit and into work. By 2007 about 290,000 families (some 60 percent of all families) are going to benefit from the package.

Working for Families has four parts. These are:

- Increasing family incomes and making work pay:
 - Family Support will be available to more families at a higher rate
 - working parents will get an In-Work Payment that replaces and pays more than the Child Tax Credit
 - families will be able to earn more before their payments reduce.
- More affordable housing:
 - beneficiaries with extra income will now not have their Accommodation Supplement reduced while on a benefit
 - Accommodation Supplement will be available to more working people
 - a new Accommodation Supplement area will be created in some parts of Auckland.
- More help with childcare costs:
 - families on higher incomes will be eligible for the childcare subsidy
 - subsidy rates and thresholds will be increased
 - new Childcare Co-ordinators will be introduced.
- A simpler system:
 - the child component of benefits and Student Allowances moves to Family Support
 - the rules are changed to help people on Invalids Benefit who want to try out working
 - *Working for Families* teams will be set up
 - future work will look at further ways to simplify the benefit system.

Further information on the Budget can be obtained at:

<http://www.beehive.govt.nz>.

<http://www.msd.govt.nz>.

Acknowledgements The briefing was developed by the Ministry in consultation with a range of government agencies, individuals and research units. The Family Centre Social Policy Research Unit, and the Population Studies Centre of the University of Waikato, contributed valuable material, particularly to Section 1. Gray Matter Research Limited and a number of other writers, including Paul Callister, Michael Dreaver, Sonja Easterbrook-Smith, Fleur Keys, Murray Petrie, Elizabeth Rowe, and Mike Woods also contributed to the material on which this briefing is based.

The briefing was peer reviewed by external experts.

While input from all these parties was considered carefully, decisions on material included in the briefing and the relative weighting given to issues were taken by the Ministry of Social Development, which is responsible for the final content of the briefing.

This document can also be accessed online at <http://www.msd.govt.nz>.

New Zealand families

This section examines the changing characteristics of New Zealand families: the demographic trends that have affected them, family formation and family circumstances including the changing roles of men and women in families, their working lives, decision-making, and their economic circumstances. It also discusses two areas of concern: families with serious or multiple problems, and families and violence, and sets out information about families and ethnic identities.

The material in this section is necessarily selective because of space limitations, and the lack of specific family data. Trend data is included where this was available. Further data are contained in Appendix 1.



Demography of families¹⁴

Families in New Zealand have undergone profound changes in the last few decades – 50 years ago families were typically made up of a working father and a mother who stayed home to look after the children. Men and women married in their twenties, and had children closely spaced, often three or more, soon after marriage. Children grew up and left home in their late teens. Māori families followed the same pattern, though they tended to have more children than Europeans, and to have closer links with grandparents and extended family members, who often lived with them. Pacific families were few in number, as were Asian families. The most significant variations in family structures in immigrant populations were the close-knit generational and kin structures of communities such as the Italian and Greek communities.

Today a European couple is more likely to be at the upper end of the reproductive span and to have had their babies at significantly later ages than did their parents. If they are working full-time and are over 30 years old, they may be childless. Whatever their employment status, a couple is likely to have fewer children than a generation ago.

If the couple is Māori or Pacific, they are likely to have fewer children than their parents, but are likely to have children at younger ages than European families. A significant minority will be sole parents, a more common family form among Māori and Pacific than European families. Many families will be stepfamilies or blended families, with children living with one adult who is not their biological parent, and some children will be being brought up by their grandparents, or other family members.

If the couple is Asian, they are likely to fit the small family model, but their living arrangements will often be multi-generational.

Many couples of all ethnic groups will cohabit, though the rates of cohabiting and marriage together will be much the same as the marriage rates of their parents. Couples today are more likely to cohabit or to marry more often than their parents. The population is ageing, and increasing numbers of those moving into the older age group are divorced.

Many more families today will have changed their form compared with 50 years ago – couples may have separated and formed new relationships; children may be growing up in sole parent, step or blended families; and there are more same sex couples, some of whom are raising children.

This section concentrates on the key demographic factors most relevant for families (such as fertility, life expectancy, age structure, and migration); patterns of family formation (including numbers, timing and spacing of children) and dissolution of relationships; and the differences in patterns for the different ethnic groups in New Zealand. Families in New Zealand today are the

product of family demographic trends over many decades. Family changes, and thus the structures of families in New Zealand today, are determined primarily by fertility trends and family formation patterns, which have changed significantly over time, and dramatically over recent decades for all ethnic groups.

There are significant gaps in data about families, for example, we lack up to date knowledge about the nature and extent of step and blended families in New Zealand, and there is almost no data on informal same-sex couples.

The statistical data below mainly relates to the household. A household is one person who usually lives alone, or two or more people who usually live together and share facilities, such as eating or cooking facilities.

Household data are seriously limited in the insights they can give us about families. They do not show, for example, the exchanges of resources that happen between family members in different households, nor the strong ties that exist between different generations. They give us no insight into the lives of children who live in two households. The range of “family” household variables collected differs from census to census, generally increasing in more recent years. Data on family and household structures were very limited until 1976. A question on children ever-born alive to women was asked in 1981 and 1996 Census, but not in 2001.

For statistical purposes, a family is defined as two or more people living in the same household who comprise either a couple, with or without children, or one parent and their children. In common conversation, “family” and “household” are often used interchangeably, and there are major cultural differences in the way “family” and “household” are conceptualised and organised. Longitudinal data on families and their members are essential if we are to gain real insight into families in New Zealand today, and the changes that are taking place.

There are other problematic issues to do with gathering data on families, some of which are not capable of final resolution, because they are about shades of meaning, or contexts where the information will be used. They include:

- Relationships: while marriages are registered officially there are no official records of the beginning or end of cohabiting relationships or of informal separations from registered marriages. This means data about the duration and frequency of an increasing proportion of the relationships adults enter into are not available in official records.
- Multiple ethnic identities: just over seven percent of New Zealand’s population reported more than one ethnic identity at the last census. In 2001, 21 percent of live births were recorded as being of multiple ethnic identity. Much of the readily available data from Statistics New Zealand is prioritised: that is, if a person reports more than one ethnic identity they will be counted only once, in the following priority order: Māori, Pacific peoples, Asian, other, European. In prioritised data “European” is “European only”. Ethnic identity is, to some degree, situational: someone may identify more strongly as Māori on the marae, and as European when dealing with someone they think may be prejudiced.

Fertility New Zealand has long had relatively high rates of fertility for a Western developed country, and still has levels that are among the highest for such countries. All ethnic groups are now seeing these rates drop to relatively low levels, and New Zealand's overall fertility rates are now at sub-replacement levels. For Europeans, fertility and family formation have been the principal drivers of population growth until the last few years, when migration has contributed half the growth. From the beginning of European settlement until the 1960s, fertility rates for Māori were high. These levels began to decline in the 1960s, and this trend accelerated in the 1970s. The Māori total fertility rate (a summary measure approximating completed family size) dropped from 5.1 in 1970 to 2.8 in 1978 (the most rapid decline ever recorded anywhere in the world). This decrease has had a significant impact on Māori. By 2003, it had dropped to 2.6. Total fertility rates for the post-war period for Māori and non-Māori are shown in Table 1.

Table 1: Total fertility rates (TFR): live births per woman, non-Māori and Māori 1945-2001

YEAR	NON-MĀORI TFR	MĀORI TFR	TOTAL
1945	2.9	6.5	-
1956	3.8	6.9	-
1966	3.2	5.5	3.4
1976	2.2	3.0	2.3
1986	1.9	2.1	2.0
1990	2.2	2.2	2.2
1996*	1.8	2.7	2.0
2003*	1.8	2.6	2.0

Source: Population Studies Centre, University of Waikato and Statistics New Zealand, Population Monitor.

* Māori figures for these years are likely to be affected by changes to data collection procedures.

The “baby boom”, which began in the mid-1940s, was a European phenomenon. It was in part a marriage boom, as marriage for women became almost universal and occurred at younger and younger ages. At least in the early years of the baby boom, most births were within marriage, but this was not always true for conception. Pre-marital conception was frequently followed by marriage and a nuptial birth. The timing of childbearing was early in the reproductive span, and normally was closely linked in time to marriage. Spacing of pregnancies was close, so that the intervals between births were short.

After the baby boom, fertility rates for both European and Māori women dropped. European fertility rates dropped in the 1970s below replacement level, rose in the late 80s and early 90s to 2.2, and then dropped again to sub-fertility rates.

Fertility rates in New Zealand differ according to ethnicity, women's socio-economic and employment status, and geography. Māori (2.47 births per woman in 2002) and Pacific peoples (2.55) have relatively high rates, while European (1.7) and Asian ethnic groups (1.63) on average have lower rates.

Teenage childbearing rates increased dramatically in the years following World War II, reaching a peak of 70 births per 1000 15-19 year olds in the early 70s. After falling sharply they stabilised at around 30. Internationally, New Zealand teenage childbearing rates remain high (they are the third highest in the developed world) and they differ by ethnicity. Rates are especially high for Māori (69.5 births per 1000 women). Teenage childbearing rates for Pacific women are 44.5 per 1000, for European women 15.3 and for Asian women 5.6. Most teenage births are non-marital, whereas most teenage births in earlier years were marital (although conception may have occurred prior to marriage). Survey data show that the proportion of births to teenage mothers outside any union has increased dramatically, to 41 percent for non-Māori and 38 percent for Māori. See Table 1 (in Appendix 1) for further data on marital status at first birth.

By the end of the 1990s another major demographic trend was evident. Delayed childbearing, which first became prominent around 1990, became increasingly the norm in the 1990s, especially for European women. This is having very large effects on family structures: today nearly half of all births are occurring to women over the age of 30 years. For European women, this figure was 57 percent in 2001.

Since the mid-1990s, the modal age range for European childbearing has been 30-34 years, and now exceeds the rate at 25-29 years for the first time on record. The rates at 20-24 years (the peak years for reproduction in the late 1960s) were below those for 35-39 years for the first time in 2001. The modal age for Māori is 20-24; for Pacific women it is 25-29.

One New Zealand study suggests that current very low fertility rates and delayed childbearing are caused by factors including investment in prolonged study, workplace demands, and the need for two incomes to support a family. It suggests that many women are either avoiding pregnancy or are limiting the number of children they have to stay in the labour force¹⁵. Other work suggests a complex interaction between women's increasing economic independence, active choices about childbearing, and the availability of prospective partners who have similar education and income levels and who are willing to become parents.

It is interesting to note that high proportions of women at reproductive ages are now in the paid workforce, (for example, in 2001, more than 60 percent of women aged 20-39 worked full- or part-time) and, in the 1996 Census, at the key age range of 30-34 years, more than half (53 percent) of the women who were employed full-time were childless. We do not have similar information in the 2001 Census data.

This is a significant rise since 1981 when levels of female labour force participation at parenting ages were lower at 34 percent¹⁶. The proportion of women working full-time who are childless varies between occupations, with high rates for professional and managerial women.

In both 1981 and 1996, better educated women¹⁷ were more likely to have no children at any age-group, but that difference is slight for the 35-39 age group. Although there were minimal differences in the likelihood of different socio-economic groups having one or two children at older reproductive ages, differences were more marked for three or more children with more women in lower socio-economic groups having larger families.

The reasons for these differences, the nature of the causal relationship between employment and childbearing, and the degree to which family-friendly policies (or their absence) may influence the rate of women's labour market participation are significant issues. New Zealand and international research on this issue is included in Section 3 of this briefing.

There is some variation in fertility in different geographic regions of New Zealand. Northern regions have the highest levels of fertility, especially outside Auckland. Some of the variation will be driven by regional variations in ethnicity, e.g. Māori make up a higher proportion of the population in Northland and the East Coast. There are metropolitan-other regional differences, with non-metropolitan regions having higher fertility levels. Within metropolitan areas, some (e.g. central Auckland, North Shore, and Wellington City) have exceptionally low sub-replacement levels, despite having significant proportions of their populations in key reproductive ages.

Assisted human reproduction

The increasing age at which women give birth in New Zealand and improved techniques are likely to be increasing the demand for assisted human reproduction (AHR). Data on the use of AHR are limited in New Zealand. In Europe it is estimated that AHR-conceived children accounted for one to 3.7 percent of all children born in 2000¹⁸. If the level in Europe is assumed to exist in New Zealand, the total number of AHR-conceived children in New Zealand is likely to be in the range of 500-2000.

Age structure Age structures of the component populations of New Zealand (see Table 2) differ markedly, with those for Māori and Pacific peoples being more youthful, and the European population having higher proportions at middle and at older ages. About one in five persons of Asian and European ethnicity were aged less than 15 years in 2001, compared with over one in three among Māori and Pacific peoples. The situation is reversed among older people: 15 percent of the European population were aged over 65 in 2001, compared with three to 4.5 percent for Māori, Pacific peoples and Asian ethnic minorities.

Table 2: Age structures of major ethnic groups (percent), 2001

AGE GROUPS (YRS)	MĀORI	EUROPEAN	ASIAN	PACIFIC PEOPLE	TOTAL
0-14	37.3	19.0	22.5	34.8	22.7
15-24	17.4	11.7	21.6	17.7	13.5
25-44	28.6	29.3	34.3	30.1	29.7
45-64	13.3	24.9	17.4	13.7	22.1
65-74	2.5	8.0	3.0	2.6	6.6
75+	0.9	7.1	1.2	1.1	5.5
TOTAL	100.0	100.0	100.0	100.0	100.0

Source: Statistics New Zealand, 2001 Census.

Migration Over the period 1961-2001, New Zealand's population grew from 2.4 million to 3.7 million. Natural increase constituted 94 percent of the total growth (1,285,347) and net migration six percent (37,035). Migration typically involves young adults in their early reproductive years, so it affects both population growth and family formation.

Recently migration trends have seen a diversification of the most important source countries, with Pacific countries the most significant source of immigrants from the 1960s to the 1980s, and Asia in the 1990s. By 2001, people of a Pacific or Asian ethnic group constituted together almost one-seventh of the New Zealand population. They have brought with them distinctive family patterns, with Pacific peoples tending to have greater numbers of children, a more active extended family, and continuing responsibilities for support of family members in their originating country. Asian families, although smaller, also have active extended family networks. The geographic impact of migration is uneven. Recent flows have a major impact on only two of 15 regions (Wellington and Auckland). In all other regions, more than 90 percent of the population remains Māori or European.

The issues, values and beliefs of first generation families who are recent migrants to New Zealand can be very different from second and subsequent generations. This can lead to intergenerational tensions and create difficulties for childrearing and other family functions.

Many new migrant families continue to maintain very strong bonds with families overseas, and the movements between multiple residences may be becoming increasingly fluid. The growth in these new migrant populations also raises substantial issues with regard to changes in cultural norms and expectations. Issues for refugee and migrant families are discussed more fully in Section 2 of this briefing.

Mobility New Zealanders have always thought of themselves as a mobile society. An indication of the scale of that movement is shown in *Appendix 1, Table 3*. People aged 15-24 and 25-44 are those most likely to move to a new address (67 and 77 percent respectively in 1996-2001), followed by those aged 45-64 (42 percent). Older people are least likely to move (33 percent). Between the 1996 and 2001 Censuses, 47 percent of non-Māori aged over 15 years had moved within New Zealand compared with 59 percent of Māori. A smaller proportion of Māori returned to New Zealand from overseas in 1996 and 2001 (two percent) than non-Māori (eight percent).

More than half of all children aged 5-14 had lived elsewhere in New Zealand or overseas at the time of the 1996 Census. The negative effects on children of frequent changes of where they live and go to school have been highlighted in recent research carried out for the Ministry of Education¹⁹. Mobility potentially fragments the capacity of families to provide strong support networks. It may reduce some elements of social capital and support infrastructure, and it can be destabilising to child development if it results in constant upheaval. It may, however, be aligned with social mobility – movement to a better neighbourhood or to an area with better employment prospects. At present there are no readily available data in New Zealand that would map the scale and frequency of the mobility of families with children. However, research in this area is currently underway²⁰.

Ethnic groups in New Zealand

Using non-prioritised data (which sums to 108.4 percent, to allow the multiple ethnicities people have identified to be counted) the majority of the New Zealand population is of European ethnicity (80 percent), followed by Māori (14.7 percent), Asian (6.5 percent) and Pacific peoples (6.6 percent). These data obscure the fact that within the Pacific and Asian populations there is a range of languages, cultures, religions and countries of origin. The four percent of people who did not specify any ethnicity are excluded from these data.

Table 3: Sizes of ethnic groups, 2001

	EUROPEAN	MĀORI	PACIFIC PEOPLES	ASIAN**	OTHER
PRIORITISED DATA*					
Numbers	2,610,408	526,281	200,253	226,590	23,202
Percent of total	69.8	14.1	5.4	6.1	0.6
NON-PRIORITISED DATA					
Total response#	2,868,009	526,281	231,801	237,459	24,924
Percent of total	80.0	14.7	6.5	6.6	0.7

Source: Statistics New Zealand, Census 2001.

About 150,546 (four percent) did not specify their ethnicity.

* Using the prioritisation of ethnicities: a person is counted only once, and their ethnicity is recorded in the following priority order: Māori, Pacific, Asian, and European. Thus someone who records both Māori and European ethnicity (the most common multiple ethnicity) will be counted as Māori.

A person is counted more than once if they reported more than one ethnic identification in the Census.

** Fiji Indians are included in the Asian group.

During the 1990s, the greatest increase in population size was “other” ethnic populations which grew by 272 percent. The Asian population grew by 138 percent, followed by the Pacific population which grew by nearly 38 percent, and the Māori population by 21 percent. In contrast, the European population increased by just three percent. These figures are based on non-prioritised data.

Natural increase and net migration gain were the major drivers of population change in the last decade. For Māori, higher fertility has been the main cause of the increase. Māori population growth (and European population changes) may also have been influenced by emigration and changes to the definition of ethnicity in data collection procedures (10 percent of Māori lived overseas in 2001). For Asian ethnic groups, the major driver of growth was migration, as its fertility rate was similar to that for the European population. The significant growth in the Pacific populations was primarily caused by higher birth rates and, to a lesser degree, migration. For “Other” groups, it was a combination of much higher fertility and migration. The influence of migration on population changes is difficult to separate from other causes, as there are no ethnic-specific data on migration collected on entry to and exit from New Zealand.

Although most of the New Zealand population lives in urban areas, there are differences among the major ethnic minorities. In 2001, although about 94 percent of Asians and Pacific peoples lived in metropolitan or large urban centres (a reflection of the settlement patterns of immigrants), only 63 percent of Māori and 68 percent of Europeans did so.

Multiple ethnic identities

According to the 2001 Census data, 92 percent of the resident population who specified an ethnic group specified only one ethnicity, 7.3 percent reported two ethnicities, and the rest (0.7 percent) reported three or more ethnicities. Of those who reported two ethnicities, 74 percent reported Māori/European, 12 percent Pacific peoples/European, six percent indicated Māori/Pacific peoples and five percent reported Asian/European ethnicities. The proportion having two or more ethnic groups rose from 3.9 percent in 1991 to 7.3 percent in 2001. A growing proportion of the New Zealand population is involved in ethnic intermarriage, with each generation reporting a larger proportion of children belonging to more than one ethnic group.

New Zealand has multiple ethnic identities because of the high levels of ethnic intermarriage. Recent work, for example, indicates that of Māori in couples, about half are partnered with a non-Māori²¹.

Family formation

Much of the data in this part of the briefing are drawn from the 1995 Survey of New Zealand Women: Family, Education and Employment (NZW:FEE) and the follow-up New Zealand Family Formation Survey in 2001. This is one of the few sources of data (apart from official statistics on marriage and divorce) on marriage and cohabitation, and the dissolution and reformation of partnerships. There is no similar survey to NZW:FEE for men. Thus the discussion has more information about women's family formation patterns than men's.

Marriage and cohabitation

Two interesting trends have emerged. Firstly, the NZW:FEE showed that young women are increasingly entering cohabitation (rather than marriage) at young ages, as has been documented overseas. A significant minority of young people are in "unions" termed LATs by Western Europeans ("living apart together"), typically as a visiting relationship in his and/or her parents' homes, or his and/or her separate flats²². In the NZW:FEE, 20 percent of all women aged 20-24 years were "living apart together" (the most common age for this), as against 27 percent cohabitating at the same age. This is often linked to prolonged study and is a contributing factor to the "boomerang kids" phenomenon. Most importantly, pregnancy became functionally separated from the act of getting married in a formal union. Most births still occur in conjugal unions, to cohabitating or married couples, but many are "ex-nuptial". Increasingly, marriages are being planned for reasons of public commitment on the part of couples, often well after one or more children have been born to the family.

The most significant change in patterns of partnering in New Zealand has been the rise of cohabitation, which has become the most common form of first union, although fewer women in older cohorts cohabit.

Table 4: Percent of women cohabiting or married, by age

AGE	COHABITING (PERCENT)	MARRIED (PERCENT)
20-24	27	14
25-29	20	49
30-34	14	63
35-39	9	70

Source: NZW:FEE²³.

About 46 percent of cohabiting first unions aged 20-59 were converted into a marriage, and 44 percent were dissolved (11 percent were still intact at the time of survey). Of those that were either dissolved or converted into a marriage, over 90 percent did so in the first five years.

The rise and spread of cohabitation coincides with the decline of first marriage. The marriage rate among those aged 20-24 in 2001 was 36 percent of the rate for the same age group in 1961; for the 30-34 age group, it was 50 percent of the rate in 1961.

However, counting marriage and cohabitation together, although the form of the union has changed, women are about as likely to be living in unions as in the past. Among both Māori and European women born after 1950 who had not entered marital first unions, about 75-85 percent had cohabited by the time they turned 29.

The age at which people first marry has consistently increased since the early 1970s, when the mean age of marriage was 23 for males and 21 for females. This increased to 28 years for males and 26 years for females in 1991 and to just over 30 years for males and just over 28 years for females in 2001.

There are no official data on age of partners in cohabiting unions. However, the NZW:FEE data showed that, for the years before 1970, the average age at first cohabitation was 24 years for men, and 20 years for women. During 1990-95, the average age at first cohabitation was just over 24 years for men and 21 years for women. Although the incidence has changed dramatically, the average age at first cohabitation has changed only very slightly over the last 25 years.

Duration of union: separation and divorce

The displacement and deferment of first marriage by cohabitation has occurred at the same time as increases in the dissolution of legal marriages.

Separation and divorce rates vary by both the age of the partners and the length of the union. Rates of separation and divorce rise over the life of the marriage and younger women separate and divorce earlier in the marriage than young women did in the past.

Table 5: Separation in first five years of marriage, by birth cohort and ethnicity

	1936-50	1951-55	1966-75
All women	6	8	23
Māori women	6	19	29

Source: NZW:FEE.

The time at which the marriage took place also appears to have an effect. For example, in the 1995 NZW:FEE data, 13 percent of women who married before 1970 were separated in the first 10 years of marriage and 25 percent were separated within 20 years of marriage. Of those married during 1970-79, 18 percent were separated within the first 10 years and 34 percent within 20 years of marriage.

Official statistics on divorce show that among the marriages that occurred in the early 1980s, 16 percent were dissolved in the first 10 years, and close to 30 percent by 20 years of marriage. About 18 percent of marriages were dissolved within 10 years among those married in 1990.

In terms of birth cohort, the younger cohorts have higher rates of divorce than older cohorts. That said, both official data and the NZW:FEE survey show that divorce rates are no longer increasing. In part this is because rates of marriage and pregnancy at young ages, key determinants of divorce later, have declined.

After separation or divorce Although separation from first marriage has increased significantly since the 1960s, the average time spent in unions has not decreased to the same extent. This is due to the increased propensity for separated women to repartner. According to the NZW:FEE data for separated women, in the first two years after separation from first marriage about 30 percent had repartnered, and 74 percent had repartnered within 10 years.

Younger women were more likely to repartner than older women, and to do so more frequently. Among those who had separated in their late twenties, 33 percent were repartnered within two years. In contrast, only 17 percent repartnered within two years if they separated after reaching 40 years of age. Of those aged 30-34 at the time of the survey, 39 percent had dissolved at least one union, and at least 14 percent had dissolved at least two unions. Of those aged 45-49, 16 percent had dissolved at least one union and three percent had dissolved at least two unions.

The number of children women had was also related to the propensity to repartner. Among women with four or more live births, 14 percent had repartnered within two years, compared with about 30 percent among those with one or two live births.

Close to one-fifth of all women who had children had been parents in stepfamilies or blended families. Māori mothers were twice as likely as non-Māori to have been in such a union. About 13 percent of such units included children of both partners. The rest included the children of only one partner.

Children after separation or divorce

Of the children of dissolved unions, about half lived with their sole-parent mothers and half lived with their mothers in a stepfamily or blended family. The Christchurch Health and Development Study showed similar patterns: 16 percent of those born into a two-parent family had experienced family breakdown by five years, but over 70 percent re-entered a two-parent family within five years. Around 70 percent of those born to a single (unpartnered) parent entered a two-parent family by the age of five. Just over half (55 percent) of remarriages ended in breakdown within four years²⁴, and almost a fifth of the CHDS sample had lived in a stepfamily for some period between birth and 16 years²⁵.

In the NZW:FEE Survey, about 40 percent of children living with a sole mother saw her repartner within five years of separation from a partnership, whether from a cohabiting union or a marriage. For children, the probabilities of being in a stepfamily or blended family were higher for Māori, and higher for more recent birth cohorts than for earlier ones. Children of blended families were more likely to leave home earlier than other children²⁶.

Research points to striking variability in the relationships between step-parents and children. However, large-scale studies consistently find children in stepfamilies have a higher probability of a range of problems, but the effect of many of the differences is small²⁷.

A recent comprehensive analysis of family change and its impacts on children found children whose parents separate are at a significantly greater risk than those whose parents remain together for a wide range of outcomes in social, psychological and physical development. The risks are evident across generations and in western countries. However, the majority of children whose parents separate develop well. Furthermore, longitudinal studies indicate that ascribing causality for those outcomes to the separation itself may not be accurate: poor outcomes are in place before separation, for both children and adults. Also, children whose parents separate when they are in early adulthood are also at risk, suggesting that staying together in itself does not protect children²⁸.

Whether or not the risks for children associated with divorce are actually realised is determined by the complex interplay of factors other than the separation, which are in play before, during and after the event. Economic adversity, conflict and parental distress all contribute to adverse outcomes for children, through the parent-child relationship and parenting behaviour. Neighbourhood and community factors are also important: they too are often mediated through the parent-child relationship. Finally, parenting itself takes place in a particular context, which includes the characteristics of the children themselves²⁹.

Divorce and remarriage are part of the complex set of changes experienced by children as relationships dissolve and reform. Further research is necessary to understand more clearly the significance of the dynamics of these changes and their impact on children. A fuller understanding of stepfamilies (and sole-parent families) that succeed is needed, and the identification of protective factors for children in them is a priority.

Despite the apparent turbulence produced by these changes in family forms most children stayed in their parents' home until 17 years or older. Moreover, most fathers were still involved with their children 15 years after the birth of their children.

Of all the children born to mothers aged 20-59 interviewed in the 1995 survey, nine percent were born to mothers in "no partnership" at the time of their birth. This percentage was higher in the younger cohorts. The data also show that the younger the birth cohort of the child the more likely that the mother would not be in a union. Among those children born in the 1990-95 period, 19 percent were living with a sole mother in their first year of life (this figure includes those children whose mothers were not in a partnership at the time of birth of the child), compared with 12 percent among those born during the 1980s and nine percent among those children born during the 1970s.

Age of mother at first birth

Today over 50 percent of births occur to women aged 30+ years, but it is not known what proportion of these are first births. According to the 1995 NZF:WEE survey, about 15 percent of women had their first birth before 20 years of age and 76 percent had their first births before 30 years of age.

The percentages of those having a first birth at a younger age were lower for younger women than for older women. For example, 52 percent of women born during the 1950s had their first birth before reaching 25 years of age, and 42 of those born in the 1960s did so. We do not have comparable data for those born in the 1970s, but it can be assumed that this trend has continued. Overall, the probability of having a birth by ages 20 and 25 has declined in the last two decades, while the probability of having a first birth from the age of 30 has increased.

Same sex parents

In 2001, there were 1356 same sex couples with children, up from 684 in 1996. The rising number of different parenting arrangements, as well as other new family circumstances, has prompted the Law Commission to issue a discussion paper on how the law can allocate the responsibilities and rights of parenthood to better reflect changing family circumstances, focusing particularly on donor IVF and surrogacy.

Family structures and forms: 1976-2001 Changes between 1976 and 2001 in family formation and forms, age-structural transitions and migration trends have resulted in a major shift in household types.

In the discussion that follows, “family household” covers all the categories above except “non-family” and “one person”. The ethnicity of the household is that of the “occupier” in 1976 and of the “reference person” who filled in the questionnaire in 2001. Information about the ethnicity of households in this section reflects the ethnicity of the occupier – that is, the person who filled out the census form. Prioritised data are used in this discussion as non-prioritised data are not readily available.

Table 6: Percent of households by type, ethnicity and total population for 1976 and 2001

Household type	EUROPEAN		MĀORI*		PACIFIC		ASIAN/OTHER		TOTAL	
	1976	2001	1976	2001	1976	2001	1976	2001	1976	2001
Couple only	21	29	8	12	6	7	21	12	20	25
Two-parent family	43	27	48	27	42	34	32	39	43	27
One-parent family	5	8	7	19	5	14	5	10	5	10
Parents plus#	9	6	22	20	35	32	11	22	10	9
Non-family	7	5	7	6	8	4	10	7	7	5
One-person HH	15	25	7	16	4	9	22	10	14	23
TOTAL	100	100	100	100	100	100	100	100	100	100

Source: Population Studies Centre, University of Waikato, based on Statistics New Zealand.

* The table compares 1976 and 2001. However, ethnicity information in 1976 was collected on the basis of self-reported descent, with those reporting more than half Māori blood being classified as Māori. In 2001 classification was based on self-identified ethnic group. This may affect the comparability of the data.

Tables 6 and 8 have been prepared by the Population Studies Centre, University of Waikato and use a “parents plus” category. “Parents plus” includes two one-parent families, a two-parent family and a one-parent family, two two-parent families, and parents with children and other persons who are not themselves family members. Statistics New Zealand reports on families differently by including couple, two-parent and one-parent families in their respective categories. See Statistics New Zealand, *New Zealand Now, Families and Households* 1998 Edition.

Overall a considerable decline in the proportion of two-parent households and a smaller decline in non-family households over this period were counterbalanced by a doubling of the proportion of one-parent households and one-person households. Couple-only households have also increased. A greater than average decline in two-parent families occurred for Māori and greater than average increases in one-parent families for Māori and Pacific peoples. The Asian and “other” ethnic categories stand out from almost all the trends below: their patterns of family structures have been altered significantly by the very high migration flows over recent years.

The growth of the single-person household occurs primarily at older ages, but delayed marriage and divorce were also significant. The couple-only household increases have come from young persons cohabiting or marrying and delaying childbearing, but also from older pre- and post-retirement couples who were “empty nesters”, whose children had left home. This sub-category is about to undergo a further shift as couples with delayed births, who are the norm today, remain parenting households when the occupier is older and even retired. The proportion of “parents plus others” remains virtually unchanged.

Parenting households declined from 59 percent in 1976 to 46 percent in 2001 of total households. The decline was primarily among European and Māori. Among Pacific peoples, parenting households declined by just one percentage point, and among Asian households, increased by 23 percent between 1976 and 2001. Nearly half of this increase (11 percent) was in the “parents plus” household type. This pattern is consistent with the increase in immigrants with multi-generation households.

The sole-parent category had grown rapidly from 1976 (5.2% of all households) to 1991 (9.3%), but from then until 2001 only went up very slightly to 9.5%.

Two-parent and “parent plus others” families have declined proportionately among all households but still constitute 80 percent of parenting households. The drivers are mainly the declines in fertility noted earlier, and young couples delaying childbearing and living in couple-only households.

In the 2001 census about one-half of all households were estimated to have at least two generations (see Table 7). The proportion varied by the ethnicity of the reference person. It was high among Pacific peoples (80 percent) and Asian (71 percent); moderate among Māori (66 percent); and low among European (41 percent). Much of the difference can be explained by age effects.

Table 7: Estimate of percentage of all households that are family households comprising at least two generations, 2001

EUROPEAN	MĀORI	PACIFIC PEOPLES	ASIAN	OTHER	TOTAL
41.4	65.6	79.8	71.3	64.8	46.3

Source: Statistics NewZealand, 2001 Census.

Table 8 shows the percent of households by ethnicity of occupiers in 1976 and 2001. The proportion of Māori, Pacific, and Asian/Other households is very small in comparison with the European households.

Table 8: Percent composition of housing types by ethnicity for 1976 and 2001

Household type	EUROPEAN		MĀORI		PACIFIC		ASIAN/OTHER		TOTAL	
	1976	2001	1976	2001	1976	2001	1976	2001	1976	2001
Couple only	93	91	3	5	0	1	3	2	100	100
Two-parent family	89	78	8	10	1	4	2	7	100	100
One-parent family	86	68	10	21	1	5	3	5	100	100
Parents plus	76	55	16	22	5	11	3	11	100	100
Non-family	87	77	7	12	1	3	4	7	100	100
One-person HH	92	85	3	7	0	1	5	2	100	100
TOTAL	88	80	7	10	1	3	3	5	100	100

Source: Population Studies Centre, University of Waikato.

Parenting households

Households with dependent children, described here as “parenting households”, are a declining proportion of all family households (which comprise mainly European and Māori households), but an increasing proportion of Asian/Other households.

The different forms of parenting households, and their changing distribution over time, are summarised in Table 9. In this categorisation, one-parent households include parent plus households that are sole parents plus other adults.

Table 9: Families with dependent children, by family type and marital status, 1981, 1991, 2001³⁰

	1981 (PERCENT)	1991 (PERCENT)	2001 (PERCENT)
Two-parent family	86	76	71
Married	83	70	59
Cohabiting	3	5	11
Same sex	n.a.	n.a.	n.a.
One-parent family	14	24	29
Sole mother	12	20	24
Sole father	2	4	5
TOTAL	100	100	100

Source: Ministry of Social Development (2003a) *The Social Report 2003*.

Sole-parent households

The proportion of sole-parent families has increased over the last two and a half decades, particularly among smaller ethnic minorities (see Table 10).

Much of the increase occurred prior to the 1990s, and there has been slower growth since then. Decreases in teenage births, due to the increasing abortion rate for women under 20 (from 12 per 1000 15-19 year olds in 1980 to 24.6 in 2001)³¹ have had a significant effect. Decreases in the pattern of pre-nuptial conception with marital birth and later divorce, and the recent levelling off of divorce rates, are also slowing the growth in the rate of sole parenting³². The following table shows sole parents who are living in a household without other adults:

Table 10: Sole-parent households as a percent of parenting households, 1976 and 2001

ETHNICITY OF OCCUPIER	1976		2001	
	PERCENT OF ALL FAMILY HOUSEHOLDS	PERCENT OF PARENTING HOUSEHOLDS	PERCENT OF ALL FAMILY HOUSEHOLDS	PERCENT OF PARENTING HOUSEHOLDS
European	6	9	12	20
Māori	9	10	24	29
Pacific peoples	5	6	16	18
Asian	6	n/d	12	14
TOTAL	7	9	13	21

Source: Population Studies Centre, University of Waikato, based on Statistics New Zealand.

Many sole parents live with other people: in the 2001 Census, a quarter of European sole parents, two-fifths of Māori sole parents, half of Pacific peoples and almost two-fifths of Asian sole parents lived in the households of other people. However, the degree of support provided by others in the household is not known. Nor do we know the extent of support provided by non-household members to those sole parents who live with no other adults.

Extended families

An estimate of families of three or more generations was obtained from the census data by extracting households with children under 16 years and one or more members aged 65+ years (assuming that such people are unlikely to be the parents of the children). This type of household is most prevalent for Pacific and Asian families, and is increasing for all ethnicities (see Table 11). In 2001, about eight percent of family households among Pacific peoples had three generations and six percent among Asian family households, compared with one percent among the European and three percent among Māori.

Table 11: Percent of all family households with children under 16 years and members 65+ years, by ethnicity of reference person, 1991 and 2001

	EUROPEAN	MĀORI	PACIFIC PEOPLES	ASIAN	OTHER	TOTAL
1991	0.7	2.6	5.7	3.5	1.5	1.2
2001	0.9	2.9	8.0	6.0	3.0	1.6

Source: Statistics New Zealand, Census 1991, 2001.

Census data do not allow us to identify households that may contain horizontally extended families. The “parents plus” category is an approximation of households that contain horizontally extended families. It includes three-generation families, two or more parenting couples, and families with a non-related adult living with them. This type of household will include sole-parent families who are living with extended family or other adults. All major ethnic minorities show a slight decline, except for Asian households, where the proportion has more than doubled. Recent high immigration has produced an Asian population that is structurally very different in 2001 than it was in 1976.

Table 12: Percent of family households that are horizontally extended (parents plus others, or two or more parenting couples)

	1976 PERCENT	2001 PERCENT
European	11	9
Māori	26	25
Pacific peoples	40	36
Asian	12	27
TOTAL	13	13

Source: Statistics New Zealand, Census 1976, 2001.

Anecdotal evidence suggests that young people are remaining at home longer than in the past, and that many who have left home return home again in their late teens and early twenties, often for lengthy periods.

Many people, especially parents and grandparents, live apart from their families but retain a strong family connection with them. There are no population-level data that allow us to identify the proportion of people living alone with strong family connections to other households.

Except for Asian households, there has been an increase in the number and proportion of households comprising persons living alone. This is a reflection in part of the growth of the older population, but it is also a shift in the preferred living patterns of older people. In 1976, 40 percent of households with older persons were one-person. In 2001, this was 50 percent. This is despite an increase over time in the proportion of family households having a person over 65+ years living with them (see Table 13).

Table 13: Percent of all households lived in by one person

	1976 PERCENT	2001 PERCENT
European	15	25
Māori	7	16
Pacific peoples	4	8
Asian	22	10
TOTAL	14	23

Source: Statistics New Zealand, Census 1976, 2001.

There has also been an increase in the number of young persons choosing to live alone. In 1976, 50 percent of one-person households housed older persons (65+); by 2001 this was down to 43 percent. In 1976, about nine percent of one-person households housed a person under 30 years, and this was unchanged in 2001. However those aged 30-34 years were nine percent of one-person households in 1976 and this rose to 19 percent in 2001.

Parents living away from their children

There are no population-level data on this in the census: such parents could be in any of the different household (family and non-family) categories. As a minimum, in October 2003, just over 142,000 non-custodial parents were registered at the Child Support Agency, of whom approximately two-thirds were beneficiary families, and one-third was voluntary registrations. The lack of readily available data on parents living away from their children is a gap in our knowledge about family living arrangements.

Grandparents acting as parents

At present, more than 4,000 grandparents have taken on the role of parents in looking after children through taking on legal guardianship. This figure does not include the wide variety of such arrangements that are not recognised by law.

Adoption

The number of children adopted into families has changed dramatically as the availability of reliable contraception and of abortion has increased, and attitudes to adoption and single parenting have changed. In 1968, 2,617 children were adopted by strangers (a peak year with adoptions at 6.2 percent of live births), but by 1996 the number had fallen to 114³³, or around 1.1 percent of live births.

Children and young people in care

Children and young people may be placed in care because they are in need of care and protection, or because they have offended. Caregivers provide emergency short-term or longer-term alternative care.

There were 4,956 children and young people in care as at 31 May 2004. This included placements with agencies contracted by Child, Youth and Family (such as Iwi Social Services, and Child and Family Support Services); placements with Child, Youth and Family caregivers (including family home caregivers; and family/whānau placements) and placements in Child, Youth and Family residences. The average duration of a child in care has been increasing, and currently the average length of stay is just under three years. Work is underway to speed up the movement of children from care to permanent placement.

Family circumstances

This section describes what we know about some important aspects of family functioning in New Zealand today: the changing roles of men and women in families; families and working lives; economic circumstance of families; and non-financial family resources. The section also discusses two issues of significant concern: families with serious or multiple problems, and families and violence.

The roles of men and women in families

The way in which responsibilities are distributed in families is conditioned to a considerable extent by the participation of men and women in extra-domestic economic and social activity. New Zealand research shows that when paid and unpaid work is combined, men and women in couples raising children undertake about equal amounts of total work³⁴.

The period since World War II has seen increasing labour force participation by women in New Zealand³⁵ and other industrialised countries³⁶. Between 1995 and 2001 the employment rates for women in both part- and full-time work rose from just over 30 percent in 1995 to almost 50 percent in 2001. In 2001, while the relative proportions of women and men in full-time employment were close (46.6 percent for women and 53.3 percent for men), the same was not the case for part-time employment, with women constituting 72.1 percent of part-time workers.

The increasing participation of women in the workforce in recent decades has accompanied demographic, social and economic changes over the period. These include declining fertility, delayed childbearing, changing social expectations of the family and gender differentiation, and the changing structure of the New Zealand economy. The roles of men and women within families at any particular time are the result of interactions among those factors, and of the individual decisions of the men and women concerned.

The survey on the roles of men and women in New Zealand society conducted in 2002³⁷, conducted under the International Social Survey Programme, found widespread belief (96 percent) in the view that both parents are equally important to their children and 80 percent considered that men should be more involved in their children's lives. This result suggests awareness among New Zealanders that childcare is a responsibility that is disproportionately assumed by women. According to the survey, a minority (18 percent) of New Zealanders considered that the responsibility to work and earn money rested primarily with men, although 40 percent of those aged over 60 considered it to be a male responsibility, compared with only 12 percent of those aged under 50.

As the roles of men and women have changed in relation to paid employment, so too have they changed in other spheres of life. In the area of leisure, for example, Phillips³⁸ documents a convergence of the leisure patterns of men and women from the 1970s, prior to which they were very different. In the period up to the early 1970s, Phillips argues, women were much more tied to the home and family than men were, and when they had interests outside the home they were likely to be different from those of their husbands and partners.

Roles of men and women: unpaid activities

The associations between women's employment and childbearing and childrearing point to differences in the roles of men and women in the family, and these are discussed in relation to childcare and nurturing, domestic work, unpaid work inside and outside the home, and decision-making, particularly financial management.

The discussion below focuses on the distribution of unpaid work inside and outside the home. It is drawn from Tables 4 to 6 in *Appendix 1*, which summarise data for all people aged 15 and over, drawn from data collected during the 2001 Census. The data do not focus upon parents or caregivers specifically. This means that we are unable to distinguish which activities have been carried out by parents, and which by older children (or other adults within the household). However, the participation rates of those in the 15-19 years age group do not differ markedly from the averages for all age groups for each category of unpaid activity, which suggests a degree of stability to gender role patterns across generations. While the data indicate people's participation in certain activities, they do not indicate the lengths of time people devoted to them.

Overall, the greatest gender inequalities are associated with unpaid childcare, and the care of ill and disabled people *outside* the home, for which women are much more likely to assume responsibility than men. The time use survey results identify a similar pattern for childcare³⁹.

International research indicates that there have been changes in the amount of childcare undertaken by women and men. While on average mothers undertake more childcare than fathers, in couples, the fathers' share of childcare has been increasing⁴⁰. US research demonstrates that, in intact couples, on average men undertake about 40 percent of the childcare⁴¹. New Zealand research also shows that when paid and unpaid work is combined, men and women in couples raising children undertake about equal amounts of total work⁴².

Childcare and nurturing: childcare within the home

Thirty-two percent of census respondents looked after a child who was a member of their own household: 27 percent of men and 35 percent of women overall. This includes non-custodial parents looking after their own children. Higher proportions of Māori and Pacific peoples were engaged in childcare activities than other population groups. There is a closer gender balance for European and Pacific peoples than for the other population groups.

Childcare and nurturing: unpaid childcare outside the home

Sixteen percent of census respondents said that they engaged in looking after a child who does not live with them: 11 percent of men and 20 percent of women, overall. This includes non-custodial parents looking after their own children. Higher proportions of Māori were engaged in unpaid childcare outside the home than other population groups. The gender imbalance is high for all groups and much more pronounced than for the care of children who live in the respondent's own home.

Non-custodial parents – their contact with their children

There is some evidence that the contact non-custodial parents have with their children has increased in recent years: a recent New Zealand study⁴³ found only 6.5 percent of the sample had no contact whatsoever with the non-custodial parent.

In one recent UK sample only 39 percent of children of separated parents saw their fathers less than monthly five years after separation, and another study of parenting found that only five percent of non-resident parents did not have contact with their children⁴⁴.

Caring for a member of own household who is ill or disabled

Eight percent of census respondents aged 15 or over said that they engaged in caring for an ill or disabled household member: six percent of men and nine percent of women, overall. Higher proportions of Pacific and Māori were caring for ill or disabled household members than other population groups. The gender balance is relatively high for all groups, with Asian people displaying the most equality, but lower numbers overall.

The data do not identify the age groups of those being looked after, so it is not possible to identify the intergenerational characteristics of this activity, such as grandparents looking after grandchildren, or children caring for their older parents.

Caring for a non-household member who is ill or disabled

Eight percent of respondents said that they engaged in caring for an ill or disabled household member: six percent of men and 11 percent of women overall. Māori are most likely to be involved in caring for a non-household member. Overall, European women are more involved in caring for non-household members who are ill or disabled than they are for ill or disabled members of their own households, while the reverse is true for the other population groups. This may be a reflection of family living patterns, with older parents of European family members more likely to live outside the home.

Domestic work

Eighty-six percent of census respondents said that they engaged in household work, cooking, repairs, gardening, etc. (As noted in the introduction to this discussion on the roles of men and women, these figures include older children.) This constituted 82 percent of men and 89 percent of women overall. Higher proportions of European people were engaged in unpaid work about the home than other population groups. The category includes, but does not differentiate among, a mix of domestic activities that have gendered histories.

The time use survey shows that the most time-consuming domestic tasks carried out by people in their own homes (food preparation and cleanup, cleaning, and laundry and care of clothes) are activities on which women spend twice as much time as men. While men spend considerably more time than women on home maintenance, the total time spent on this is considerably less than the time spent on the female-intensive activities. The traditional domestic role patterns revealed in the time use survey results are confirmed in the survey on the roles of men and women in New Zealand society⁴⁵ conducted under the International Social Survey Programme.

Decision-making in families

Families make decisions about large and small issues, for example, where to live, what school any children should go to, who should be in the paid workforce, what consumer goods to buy, and what to do with leisure time. We know very little about how these decisions are made or who makes them. We know little about the roles of all family members, children as well as adults, grandparents as well as parents, in these decisions. The few insights we have come from the International Social Survey Programme which provides some information on current opinions on the proper roles of men and women, from research on intra-family income sharing, discussed below, and from occasional examples of market research into major purchasing decisions such as buying a car.

There are many more decisions to be made during the dissolution of a marriage or relationship. A recent New Zealand pilot study⁴⁶ found about half of the children interviewed, who were aged between five and 20, had no knowledge or understanding of the reasons for their parents' separation. The majority had not been consulted about custody, but they were likely to have had an input into decisions about access. A national study on children's involvement in custody access arrangements found less than a fifth were consulted about initial custody arrangements and less than two-fifths about their initial access arrangements, despite nearly all of the children having clear opinions about these matters⁴⁷.

Financial management

A small-scale study completed in 1997 provides information on the respective roles of men and women in the management of family and household finances. Men's and women's roles were found to vary among ethnic population groups in ways that reflect different attitudes towards responsibilities for earning income, and to the relationship between the generation of income and the control of income⁴⁸. In her study of income sharing in New Zealand families, Fleming⁴⁹ identified three sets of money allocation systems: gendered division of responsibilities; common ownership and togetherness; and financial autonomy. Each of these is briefly described below.

There are three variations of the *gendered division of responsibilities*: the female-managed whole wage in which all the money was held by the wife; the male-managed whole wage in which all the money was held by the husband; and the housekeeping allowance in which the husband gave his wife a set sum to run the household. Among those studied in Fleming's research, the female-managed whole wage system was used more by Pacific and Māori couples than by European couples. All of the Māori couples who used this system were on low or very low incomes. The housekeeping allowance system was used primarily by European couples. In these couples, the husband was the primary, and sometimes sole, income earner.

Couples operating on the principle that they *own their assets and income in common* often pooled all or some of their income in a joint bank account or accounts. While British research identifies this system with couples who are both earning, Fleming's New Zealand research found that this system was used also by one-income couples as a means of making the income available to both partners. Fleming found that this system was employed by couples with a wide range of income levels. Pooling was employed by nearly two-thirds of European couples, just over one-third of Māori couples, and nearly one-third of Pacific couples.

Under *financial autonomy* each member of the couple retains control over the income they bring in and takes responsibility for an agreed share of the common expenditure. Sometimes this involves establishing a "kitty" to which each contributes and from which expenses are paid. This system was the second most common among European couples. The partners in these couples tended to be higher-income earners and have similar incomes to their partners. One-fifth of the Māori couples used this system. They covered a range of incomes, occupations, and residence. Almost one-third of Pacific families used this system.

Fleming's study reached four broad conclusions about the management and allocation of money in New Zealand families:

- family income is not always an indicator of the access to resources of individual family members
 - people bring different principles and values to the issue of access to family income
 - more women than men manage the household money
 - access to money can be affected by ethnicity, gender, income level, and whether the family includes children with absent parents.
-

Families and working lives

In New Zealand there is a wide range of family types, often with their own particular work/life balance. Because it is not possible to cover this diversity adequately in this review, this section focuses on childrearing families and, in particular, on two family types: childrearing couple households and sole-parent households⁵⁰.

Work and childbearing

For many women paid work is a choice they make, regardless of marital status, at the expense of childbearing. At the key reproductive ages of 30-34 years, 53 percent of full-time employed women were childless at the 1996 census. For professional and managerial women it was 65 percent. In contrast, only around 10 percent of part-time employed (professional-managerial or others), unemployed women, or those outside the labour force were childless. This differential between full-time employed women and other women is the most extreme example of polarisation in childbearing, and a vivid illustration of the issue of the work/life balance in contemporary New Zealand.

Employment and working hours

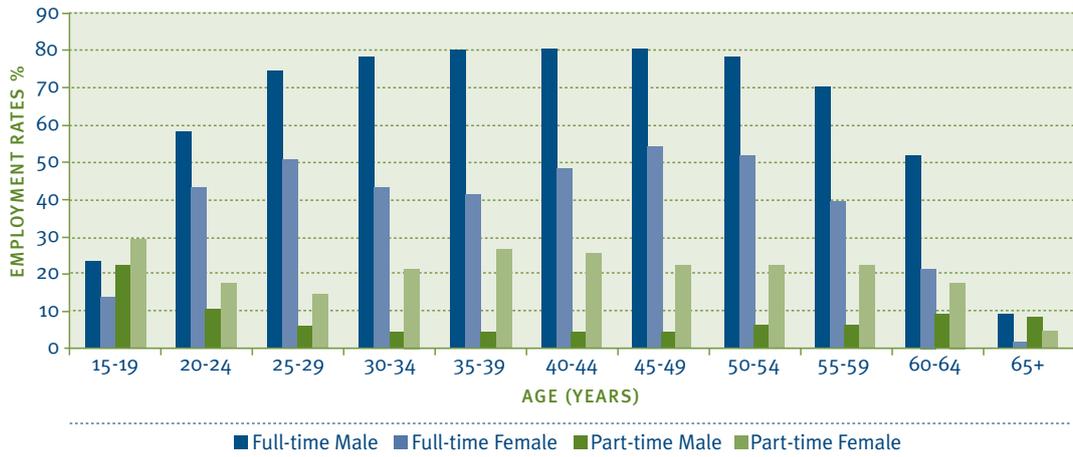
Both individual and family factors affect employment patterns. These factors include national and local economic conditions; availability of transport; age, educational qualifications, ethnicity and gender of individuals; family and household arrangements; and the presence, age and number of dependent children⁵¹. Over the long term, important trends have been: an increase in employment of women; a decrease in employment of men in prime childrearing age groups; increasing employment opportunities and incomes for the well educated; declining opportunities and incomes for those with little formal education; and a decline, then an increase, in the employment rates of older people⁵². In all industrialised economies, women's employment rates have risen dramatically as a result of changes in gender norms, increased education and real wage rates for women, growth in the service sector, the "professionalisation" of household work, decreased fertility and postponed childbearing⁵³.

For individuals, there are three potential problems in relation to paid work⁵⁴. These are involuntary unemployment, underemployment and overwork. Involuntary unemployment disproportionately affects those with little education, the young and Māori and Pacific peoples⁵⁵. Poor employment prospects are associated with lower rates of couple formation and stability, and can affect fertility decisions⁵⁶.

Table 14 shows employment patterns by gender, full-time and part-time work and age for 2001. Noteworthy patterns are that:

- For men peak ages of employment coincide with main periods of childrearing. In contrast, for women the pattern of full-time work decreases in peak childrearing years (30-39). On average, the full-time hours for women are also lower than for men⁵⁷.

Table 14: Employment rates (percent) by full-time and part-time work, 2001



Source: Statistics New Zealand, Census 2001.

- In almost all age groups women are more likely than men to work part-time. In the prime working age groups, this difference mainly reflects differences between men and women in childrearing responsibilities. It is interesting to note that this difference persists through into the 60 year old age group. No information is readily available on the reasons for this pattern continuing after childrearing years. It is not known whether women in these age groups would prefer to increase their hours, or prefer to continue to work part-time.

Over recent decades, employment growth has been particularly strong for mothers with young children. For example, rates for mothers with a child less than one year old have gone from 21 percent in 1986 to 34 percent in 2001. The rates are higher for partnered mothers (38 percent) than for sole mothers (17 percent)⁵⁸. Historically, the rise has been strongest amongst well-educated mothers⁵⁹.

Women become increasingly involved in employment as their children get older. The participation of men, on the other hand, remains fairly constant as their children grow older⁶⁰. The 1998 Childcare Survey⁶¹ also identified the differential impact of work-related childcare on women. For example, a change in or disruption to regular childcare arrangements was more likely to affect the participation of a mother in work than a father.

Employment rates have changed, but in most age groups amongst those in paid work there has been little change in average hours worked each week. However, averages disguise a polarisation of hours, and amongst some groups there has been an increase in the proportions working short hours and those working long hours⁶². People working long hours may have less time available for other aspects of their lives, such as leisure or time with family members⁶³. The proportion of employed people working 50 or more hours a week increased from 17 percent in 1986 to 21 percent in 1994 and has remained at 21-22 percent since then. The proportion of men

working long hours is much greater than the proportion of women. In 1986 the figure for men was 24 percent compared with seven percent for women. By 2002 the proportion of men had fallen slightly to 30 percent while the proportion of women had remained steady at 10 percent.

While workers without dependent children, and parents with older children, are over-represented amongst those working longer hours, a significant proportion of fathers with young children work long hours. For example, in 2001 a quarter of fathers aged 25-34 with a child under five worked 50 or more hours per week. The proportion of fathers working long weekly hours is similar to that of the UK, a country that is seen as having long hours of work relative to the rest of Europe⁶⁴.

Work and childrearing

Both changes in family type and employment have significantly altered childrearing arrangements since the mid-1980s. In particular, there has been a decline in the proportion of families raising young children consisting of a father breadwinner and a mother at home full-time looking after children (Table 15). The single largest childrearing family type/labour arrangement today is that of couples with both partners in paid work (many of which, when children are young, consist of a father in full-time work and the mother working part-time). This pattern of dual income families is even stronger when older children are considered, with a rise in the proportion where both partners work full-time. When all working-age households are considered, there has been a polarisation of employment at the household level into “work-rich” and “work-poor” households⁶⁵.

Table 15: Employment and family change for families with a child under five years of age

PARENT TYPE	PARENTS LABOUR FORCE STATUS	YEAR			
		1986	1991	1996	2001
Two parent	Father in paid work, mother not in paid work	49.2	35.6	28.5	28.0
Two parent	Mother in paid work, father not in paid work	0.8	2.1	2.4	2.5
Two parent	Both parents in paid work	30.2	28.4	35.8	36.3
Two parent	Neither parents in paid work	3.2	9.8	7.6	6.3
One parent	Mother in paid work	2.1	2.8	5.3	7.1
One parent	Mother not in paid work	13.3	18.8	18.4	17.1
One parent	Father in paid work	0.6	1.0	0.9	1.6
One parent	Father not in paid work	0.6	1.5	1.1	1.2
TOTAL		100.0	100.0	100.0	100.0
N=		173,208	192,555	197,718	189,513

Source: Statistics New Zealand, Census 1986, 1991, 1996, 2001⁶⁶.

In 1986, 33 percent of non-employed households (unemployed and jobless) were raising children, but by 2002 this had risen to 44 percent. This is despite the decline in the proportion of total households that were raising children. Māori and Pacific children are over-represented in terms of living in work-poor households. While international comparisons are difficult, this rate amongst childrearing in non-employed households appears to be high when compared with other OECD countries^{67,68}. This difference is primarily driven by high rates of sole parenthood in New Zealand relative to most OECD countries, and high rates of non-employment amongst sole parents relative to countries such as Sweden and the US. For example, in the late 1990s an estimated 68 percent of sole parents in both countries were employed relative to New Zealand's figure of 47 percent⁶⁹.

In New Zealand, research has identified a range of barriers to employment by single mothers, including relatively lower levels of education and a lack of affordable, flexible and high-quality childcare, as well as health problems, affecting either sole parents or their children⁷⁰. Other research has also identified a lower level of financial incentives for sole parents to be involved in paid work⁷¹. The financial returns from paid work, and the affordability of childcare will both improve once the *Working for Families 2004* budget package is implemented.

At the other end of the employment spectrum, US research indicates that increases in participation rates by partnered women have led to dramatic increases in the total working hours of couple families⁷². Now dual-earner couples tend to have work weeks of around 80 hours per week as opposed to male breadwinner couples who typically have 45 hours of paid work per week.

This trend is showing up in New Zealand⁷³. When average total hours are calculated for opposite sex couples where the female partner is aged 25-34 and one or both partners was employed, average hours increased from 65 per week in 1986 to just over 70 in 2001⁷⁴. There has also been a polarisation of hours of work within employed couples, including couples with young children (Table 16).

Table 16: Percentage of couples with a child under five working each of the specified combined hours: one or both partners in paid work, 1986 and 2001

	COMBINED HOURS PER WEEK			
	UNDER 30	40 TO UNDER 50	80 TO 99	100 OR MORE
1986	2.3	40.7	10.1	5.0
2001	4.2	27.4	15.6	7.2

Source: Statistics New Zealand, Census 1986, 2001.

In both 1986 and 2001, couples without dependent children were more likely to work very long hours of paid work (100 or more hours of combined paid work) than couples with dependent children, although the difference narrows considerably as the age of the youngest children increases. In addition, the rise in very long hours has been strongest amongst couples without dependent children⁷⁵.

In contrast, the increase in employment rates of sole mothers in recent decades has been in parallel with a decrease in average weekly working hours for this group. This is likely to be a result of a combination of the increasing availability of part-time work, and changes to the Domestic Purposes Benefit (particularly the encouragement to combine paid work and benefit receipt). While there are far fewer sole fathers than sole mothers, when controlled for age of child, sole fathers are more likely to be employed than sole mothers and to work longer hours⁷⁶.

Concerns have been raised in New Zealand that later childbirth, combined with an ageing population, is likely to result in an increasing proportion of the population bringing up young children and providing elder care (the so-called “sandwich generation”). Much of the US literature has focused on the negative effects of combining work and family, but recently more of the enhancing effects have been examined. For example, US researchers have found that sandwich generation employees reported beneficial outcomes associated with the care of their parents in the form of receipt of emotional support and help with the care of their children⁷⁷. There is no conclusive New Zealand evidence to suggest that mid-life individuals are squeezed, partly because there is no data on reciprocity of support between mid-life individuals and others⁷⁸. Delayed marriage and later childbearing also mean that people are often better placed financially when they do start a family.

Finally, working hours change for individuals and families over a life cycle. New Zealand research indicates a high level of fluidity in working arrangements (and family arrangements) over time⁷⁹.

Working-hour preferences

There is much debate about working-hour preferences. One currently influential theory suggests that there are three groups of women in industrialised countries⁸⁰. One is “home-centred” with these women preferring not to be in paid work when raising children. The second, the largest group, takes an “adaptive” strategy and when working will often work part-time when children are young. The third are “work-centred”⁸¹. Other theories suggest that many women are constrained in their working hours by factors such as a lack of childcare and rigid gender roles⁸². Official employment surveys in New Zealand only measure whether respondents wish to increase their hours of work. These data suggest a significant number of workers, particularly those working short hours, would like to increase their hours of work. This is supported by an international survey that included a New Zealand component⁸³. However, three small-scale studies indicate that some parents would like to work shorter hours⁸⁴. The desire to increase hours appears to be diminishing as full-time employment grows, as the March 2004 Household Labour Force Survey showed just over 20 percent of part-time employed wished to increase their hours, the lowest proportion since 1990.

Overseas studies suggest that work/family conflict is more likely to produce a desire for fewer hours of work when employees are well off economically⁸⁵. One study found that members of dual earner couples without children and male breadwinners without children are most likely to desire fewer hours. Another found that those whose standard of living is better secured – that is, persons with higher education, those residing in households with a high level of income, and older people – would prefer to reduce their workload, and that the opposite is true for the less educated with low family earnings⁸⁶. Some overseas research has suggested that a significant proportion of partnered high-income families actively choose a pattern where the man works longer hours and the mother provides the bulk of the childrearing.

Recent UK and Australian research⁸⁷ has suggested that in the last decade up to one-quarter of working adults have taken active steps to reduce their working hours or paid work responsibilities – the so-called “down-shifting” phenomenon and this has been a pattern across all income levels. No similar research has been undertaken in New Zealand, although the Department of Labour research into work/life balance may provide information in the future (see *Appendix 4*).

The US Families and Work Institute (<http://www.familiesandwork.org/index.html>) has carried out research into the views of children about how their parents navigate the responsibilities of home and work. The authors conclude that children are no less happy or healthy when both parents work, but do suffer if their parents have to cope with stressful workplaces and unreliable schedules. We are unaware of comparable research in New Zealand on children’s preferences for the working hours of their parents.

When and where parents undertake paid work

While New Zealand has a 24-hour, seven-day economy in a literal sense, the majority of paid work is still done at conventional times. Time use data from 1999 show that about three-quarters of all paid working hours are carried out in traditional business hours, between 8am and 6pm from Monday to Friday⁸⁸. In addition to their work during the standard working week, a common pattern for one group of parents is to undertake some work in the evenings or weekends. A significant proportion of this work is carried out at home. Another much smaller group undertakes all their work in evenings, weekends or at night (just over one percent of total women and men). Few parents work solely from home.

While the difference is not strong, partnered women with a child under five are the group of women most likely to be working in the evening. At first sight this seems as though it might be a “family-unfriendly” pattern of work. However, research in the US demonstrates that while this may not be the ideal work pattern for the parents’ relationship, it is one way that both parents can spend time with their children⁸⁹. Finally, New Zealand research indicates that amongst those parents who work at home in the evenings and weekend, a small but significant number combine this work with childcare⁹⁰.

Childcare- and family-friendly workplaces

Parents consistently cite readily available trustworthy childcare (and out-of-school care) and workplaces which accommodate the needs of working parents as critical factors in allowing them to manage paid work and family life. Parents in New Zealand face challenges in both these areas, according to a number of studies.

A shortage of affordable, high-quality childcare for pre-school children, particularly at non-standard times, is commonly reported. Shortages exist in some places and for some types of childcare, such as culturally appropriate services. The New Zealand Childcare Survey found in 1998⁹¹ that the cost of childcare was the single most significant factor preventing mothers' participation in work, education or training, with 47 percent of affected respondent-mothers giving this reason. A significant number of parents use informal care for their children when they are at work⁹².

A shortage of after-school and holiday care for school-aged children has also been reported. In 1998, the parents of an estimated 31,000 children (six percent of school-aged children) wanted to use this type of care. This was approximately one and a half times the number of children who were already using before- and after-school care programmes.

A Treasury research paper argues that the most significant factor affecting work/family balance appears to be the organisational culture of the firm. In general, if organisational culture is not in fact family-friendly, then family-friendly measures will have little effect⁹³. While no official measures are available, a number of small-scale studies point to a lack of employer support for work/family balancing⁹⁴. In addition, the highest level of family-friendly support tends to be given to those employees whose skills are in short supply⁹⁵. Fathers are not using workplace work and life policies as much as mothers⁹⁶.

In New Zealand, larger firms and government departments are more likely to provide childcare-friendly places. However, 86 percent of New Zealand enterprises are small to medium enterprises of 50 or fewer, where it is hard to have the critical mass to be family friendly.

Paid parental leave

Some writers have identified problems with the length, income support available and eligibility criteria in the current provisions for paid parental leave; however, the Government has recently announced planned changes to these provisions (see *Appendix 2* for details). An estimated 20,000 mothers per year currently receive paid leave, but mothers who work in casual work are not eligible⁹⁷. Fathers have no separate rights to paid parental leave⁹⁸.

Role strain, spillover and work/family conflict

Long hours of paid work away from the home, “juggling” non-overlapping shifts by couples, working at home while also looking after children, and changes in communication technology, as well as other changes in work have led to concerns about role strain, spillover and work/family conflict. Early research concentrated on spillover of paid work into family life but more recent research sees the process as being two-way. In addition the initial research focused on negative outcomes of spillover, but more recent US research acknowledges that there can be some positive spillover into both spheres⁹⁹. There has been little research on these issues in New Zealand.

Children and work

A recent survey of children in the cohort years 7, 8 and 9 in the Otago/Southland region showed over half worked, at least occasionally, with two-thirds of those who worked doing so regularly. About half of the regular workers worked for less than five hours per week. A third worked for family members while 70 percent said they worked to have their own money; three percent said explicitly that they work for family¹⁰⁰. A survey of Catholic primary and secondary schools in 2003 showed that, of those surveyed, about 40 percent of students between the ages of 10 and 17 are working. Students from lower decile schools and younger age groups are more likely to be working to supplement family income¹⁰¹. Pacific young people are particularly likely to be working to help support their families¹⁰².

Concerns about working lives

A number of New Zealand studies have identified other challenges facing families and working lives. These include:

- a lack of secure, well-paid jobs for those with few qualifications. Māori and Pacific peoples are over-represented amongst this group
 - for some workers, increasing pressure to work non-standard hours, e.g. in retail trade, or increasing pressure to work long hours
 - a lack of support for integrating breastfeeding and paid work. Some suggested that there be legislative protection for breastfeeding breaks¹⁰³
 - women possibly having to make a decision between having a family and a career. If they do have a family they may end up working at levels below their skills, training and aspirations¹⁰⁴
 - the possibility of student loan debt causing deferrals in both starting a family and buying a house.
-

Economic circumstances of families

This section presents information about income, living standards, poverty and income inequality among New Zealand families. Expenditure and consumption, savings and debt are also canvassed.

Income

Overall the data shows a widening of the income range in the late 1980s and the 1990s, with less movement in the last few years. There has been a steady decrease in the proportion of families in poverty (measured at 60 percent of the median income) subsequent to the economic depression of the early 1990s and the impact of the benefit cuts in 1991. There has, however, been a slight rise in the proportion of some family types who are in poverty in the last six years: this is most notable for sole parents. Sole-parent families and families with any Māori, Pacific or other than European adult are all disproportionately represented in the lower levels of income and living standards scales. They tend also to have lower employment rates, fewer savings and more debt.

One-parent family income levels are concentrated in the lower income ranges, with about half of these families having incomes of \$20,000 or less in 2001, compared with about a seventh of couples without children, and six percent of couples with children. Two-parent families, on the other hand, tend towards the higher income levels, with almost a quarter of couples with children and a fifth of couples without children having incomes in the \$50,001-\$70,000 range, compared with just over 7.2 percent of one-parent families. More data on income variations among family types are provided in Tables 10 and 11 in *Appendix 1*.

Census 2001 results for sources of family income by family type show that there are much higher receipts of income support such as Unemployment, Domestic Purposes, and Invalids benefits by one-parent families than by couples either with or without children. Market income shows the opposite trend, with high levels for couples with children, and couples without children, and lower levels for sole-parent families. More than 20 percent of couples without children are in receipt of New Zealand Superannuation. More data are provided in Table 12, *Appendix 1*.

Family income levels are associated with family ability to secure the goods and services upon which the well-being of citizens depends in a market economy. Two measures of this ability have been applied in New Zealand: income poverty and living standards. The income poverty approach is used to establish a measure of low income that is based upon a level of income sufficient to enable an individual, family or household of a specified composition to provide itself with the basic essential items necessary to ensure material survival in New Zealand. The living standards approach is used to measure relative wellbeing along a seven-level continuum ranging from “very restricted living standards” to “very good living standards”. The relationships between New Zealand family types and these measures are discussed below.

Living standards

Using its seven-level Economic Living Standards Index (ELSI), the living standards survey conducted by MSD in 2000 found that four percent of the total population had “very restricted” living standards, five percent had “restricted” living standards and a further 11 percent had “somewhat restricted” living standards. In total, 20 percent of the population had living standards in the bottom three levels of the ELSI scale.

Sole-parent families, families dependent on income-tested benefits, families with dependent children, Māori and Pacific families and those renting their accommodation experience a higher than average incidence of lower living standards and correspondingly lower than average incidence of higher living standards. This pattern is illustrated in Table 17, which lists the percentages of these groups in levels 1 and 7 of the seven-level ELSI index, along with the figures for the total population (in the ELSI scale, level 1 refers to the most restricted living standards and level 7 the least restricted).

Table 17: Percentages of selected population groups in levels 1 and 7 of the ELSI scale

SELECTED GROUPS	PERCENTAGE IN	
	LEVEL 1 (VERY RESTRICTED)	LEVEL 7 (VERY GOOD)
Māori	7	5
Pacific	13	3
European	3	11
Sole parent	15	1
Families dependent on income-tested benefits	17	1
Families with dependent children	6	6
Those renting private accommodation	6	2
TOTAL POPULATION	4	9

Source: Ministry of Social Development¹⁰⁵.

Overall, the probability of having low living standards declines with age, except for Māori. There is, however, a slight increase in the probability during the peak childrearing years, which is consistent with the higher than average risk of low living standards experienced by dependent children.

A latent trend is the division of New Zealand into the “have” regions, as measured by human capital resources, income and similar factors, particularly Auckland and to a lesser degree Wellington. There are those regions that are just “getting by”: some of the North Island regions such as the Waikato, and even Christchurch. Finally, measured the same way are the “have-not” regions, all of which are geographical peripheries, and which in the North Island have concentrations of Māori.

Geographic variations in wellbeing are set out in the New Zealand Index of Deprivation (NZDep), a 10-point index of deprivation (where 1 represents the least deprivation and 10 the most). Detailed atlases have been produced to represent degrees of deprivation in New Zealand¹⁰⁶. Table 9 in *Appendix 1* presents average deprivation ratings for Territorial Authorities (TAs) based on the latest deprivation index, NZDep2001¹⁰⁷. While the averages do not show the variations within each TA, which can be quite large, they illustrate geographical variations in the distribution of deprivation in New Zealand. The average score is 6. Examples of TAs that score 6 are Central Hawke’s Bay, Lower Hutt, Christchurch and Dunedin cities. Selwyn, North Shore City and the Queenstown-Lakes District score 2-3, while the Far North, Gisborne, Wairoa, Whakatane, Kawerau and Opotiki score 9-10.

Poverty

The New Zealand Poverty Measurement Project (NZPMP) developed a poverty measure which it defines as 60 percent of median disposable household income. The 60 percent figure was derived from interviews with low-income households in 1992 and has been updated on a regular basis since then. The method used to develop this measure is sensitive to changing socio-economic conditions, and it is possible that it will show changing patterns of social and economic wellbeing over the coming years. This measure is similar to one of three thresholds (60 percent, 50 percent and 40 percent of median disposable family income) used by MSD to measure the distribution of low income.

Table 18 summarises the distribution of poverty among family types since 1988. The figures point to the disproportionate disadvantage experienced by the members of sole-parent families, families with any Māori, Pacific, or “Other” (apart from European) adult, families with an income-tested benefit as the main source of income, and families who are renting their accommodation. The substantial increases between 1988 and 1992 reflect the impact of the economic depression and the 1991 Budget. The only family category which did not experience this increase was the economic family with New Zealand Superannuation as its main source of income.

According to the latest MSD social report¹⁰⁸, just over 23 percent of all economic families were living just below the 60 percent threshold in the year to June 2001, and 16 percent were below the 50 percent threshold.

Using the 60 percent threshold, the proportions below the threshold ranged from nearly 62 percent for families reliant on an income-tested benefit to 17.5 percent for two-parent families. Nearly 60 percent of sole-parent families were below the threshold¹⁰⁹.

Table 18: Proportion of population with net-of-housing-cost incomes below 60 percent of median (benchmarked to 1998), 1988, 1993, 1998 and 2001

		1987-88	1992-93	1997-98	2000-01
Total population		12.7	26.7	22.0	22.6
	Total dependent children	14.6	34.7	27.5	29.1
	Children in sole-parent families	18.5	65.6	59.2	66.3
	Children in two-parent families	13.8	27.5	18.5	19.7
	Total economic families	14.0	28.0	23.2	23.2
Economic families	With one dependent child	11.5	30.1	25.2	26.5
	With two dependent children	11.7	32.9	23.5	26.0
	With three or more dependent children	18.6	40.8	30.7	32.7
	Sole-parent families	17.4	62.5	51.9	59.4
	Two-parent families	12.4	25.1	17.0	17.5
Economic families	With any Māori adult	14.0	41.0	31.2	32.0
	With any Pacific adult	24.4	48.9	44.3	40.0
	With any "Other" ethnic group adult	23.6	42.8	53.7	35.6
	With any European adult	12.6	23.3	18.5	18.7
Economic families with main source of income ¹¹⁰	New Zealand Superannuation	7.0	8.4	9.9	6.5
	Income-tested benefit	26.0	74.3	61.7	61.6
Housing tenure (households with one family unit)	Rented	n.a.	43.3	37.2	33.5
	Owned with mortgage	n.a.	24.3	15.3	17.1
	Owned without mortgage	n.a.	4.9	3.7	5.6

Source: Derived from Statistics New Zealand's Household Economic Survey by the Ministry of Social Development.

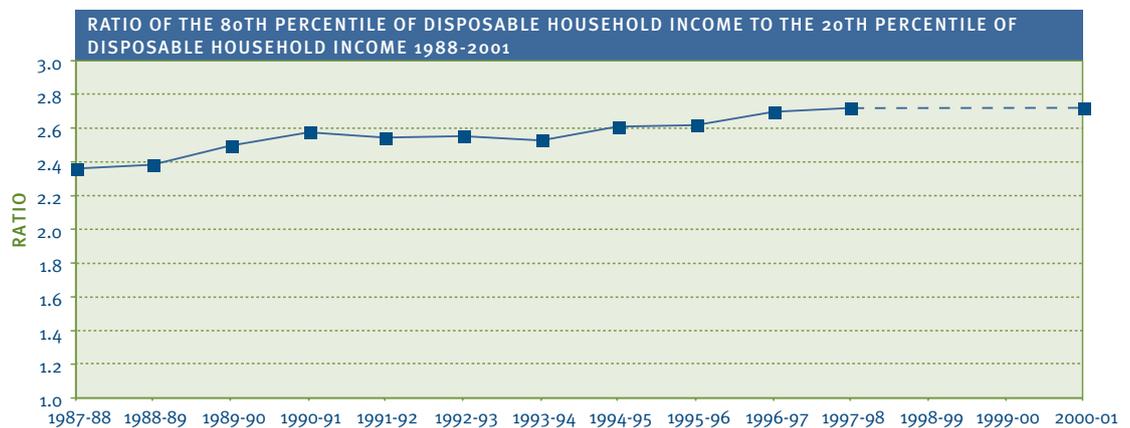
Based on a poverty threshold of 60 percent of median equivalent disposable household income (before housing costs), New Zealand ranked 12th out of 20 OECD countries in 1998. It had a higher proportion of households with a low (relative) income than the majority of European countries and Canada, a similar proportion to Australia, and a lower proportion than the United Kingdom and the United States¹¹¹. New Zealand's "poverty ranking" is in line with our ranking for real GDP: in 2002 and 2001, New Zealand ranked 21st among the 30 OECD countries for real GDP per person.

Inequality

Another way of measuring income-based inequality across society is through the ratio of the 80th percentile to the 20th percentile of disposable household income. The higher this ratio is, the greater is the level of inequality.

Table 19 shows trends in income inequality since 1987-1988. The overall rise between 1988 and 1994 can be attributed largely to the widespread social and economic reforms implemented during that period. The increases in inequality between 1988 and 1990, and between 1994 and 1998, were due to the large overall increase in the incomes of the top 20 percent of income earners (reflecting in part higher returns for skills) compared with the incomes of the bottom 20 percent, which remained steady overall. In contrast, the incomes of the middle 60 percent declined slightly between 1988 and 1994 before increasing between 1994 and 1998¹¹². These movements in the middle 60 percent are consistent with the overall decrease in inequality during the period 1991-1994. The pattern of inequality with respect to family type is reinforced by the skewed distribution of households with children towards the lower quintiles of the income distribution¹¹³.

Table 19: Income inequality trends



Source: Derived from Statistics New Zealand's Household Economic Survey by the Ministry of Social Development.

Note: This measure does not adjust for household size.

Government assistance to low-income families

The Government provides assistance to low-income families in two main ways:¹¹⁴

- targeted assistance towards meeting the costs of children, available to people irrespective of employment status (mainly through Family Support)
- income support (core benefits) for people who do not have sufficient income for specific reasons such as unemployment, ill-health, or caring responsibilities (these are available irrespective of whether one has dependent children, although rates depend on family type/size).

The main means by which the Government contributes to the cost of raising children in low-income families (Family Support) is available on the same basis both to beneficiaries and to low-income working families. Benefits are paid to enable people without sufficient income for specific reasons, to meet their living costs and to participate in the community. There are three main types of benefits:

- core benefits, e.g. the Domestic Purposes Benefit (DPB) and Unemployment Benefit (UB), which are increased annually on 1 April by the change in the Consumer Price Index
- supplementary assistance, e.g. Family Support, Accommodation Supplement, and the Childcare Subsidy
- emergency or hardship assistance, e.g. the Special Benefit.

As at 30 June 2003, there were 167,600 families receiving core benefits, comprising 124,980 sole parents with dependent children under 18 years old, 19,150 couples with dependent children under 18, and 23,470 childless couples. Since 1998, between 26 percent and 29 percent of all children aged under 18 years have been dependent on an income-tested benefit. In addition, 130,000-140,000 lower-income working families who are not on benefit receive Family Support and the child-related tax credits to supplement their market incomes.

For children, contact with the benefit system is now a common event. MSD research has found that more than half of all children born in New Zealand in 1993 had been in a family dependent on a primary benefit at some stage by the age of seven¹¹⁵. At least one-fifth of all children born in 1993 spent at least five of their first seven years in families on benefit. The age distribution of children dependent on core benefits as at 30 June 2002 was as follows: 31 percent of children dependent on core benefits were aged 0-4 years; 30 percent were 5-9 years; 28 percent were 10-14 years; and 12 percent were 15-19 (of whom 11 percent were 15-17 and one percent were 18-19 years).

Sole-parent families dominate the numbers of families on benefit, increasingly so as the numbers on UB have fallen in recent years. About three-quarters of families with children on benefit are in receipt of the DPB, and over 83 percent of all children supported by a benefit live in sole-parent families. As at 30 June 2002, over 6,500 DPB recipients (just over six percent) were receiving Special Benefit (i.e. about 40 percent of all Special Benefit recipients).

Since 1998, between 52 and 61 percent of Special Benefit recipients have been living with at least one dependent child under the age of 14. Special Benefit is a payment made to people who are unable to meet essential commitments from their income.

A large proportion (85 percent) of all sole-parent families in New Zealand is receiving a benefit. This is very high by OECD standards¹¹⁶. In contrast, only six percent of couple families with children are receiving a benefit. It should be noted, however, that about half of all sole parents were in work in June 2001: about 30 percent in full-time work, and 20 percent in part-time work.

Details of eligibility for benefits, weekly payment rates, and the numbers of families and children supported by benefits are set out in *Appendix 1: Government support to low-income families*.

Expenditure and consumption

The quantity and quality of family consumption is a function of income and a feature of living standards. Accordingly the distribution of consumption among family types can be measured with reference to living standards. The latest research in this area¹¹⁷ indicates that by far the lowest living standards, and highest constraints to consumption, were experienced by sole-parent families. These families were considerably less likely than either two-parent families or single people to be in the higher living standards categories and considerably more likely to be in the most restricted categories.

Savings and debts

A Household Savings Survey (HSS) carried out in 2001¹¹⁸ revealed clear relationships between savings, in the form of net assets, and legal marital status, family size, family type, and age. The net worth of couples living in the same household varied considerably according to whether they were legally married or not. The median net worth of all married couples was \$201,400 compared with \$49,500 for all unmarried couples (age-standardised data are unavailable). The median net worth of non-partnered people varied according to whether they had ever been married, and, if they had, whether they were separated or divorced, or whether they were widowed. Overall, people who had never married had lower median net worth than those who were either separated or divorced, or those who were widowed. Those who were widowed had substantially higher median net worth than the other two groups as a result of their inheritance, and because net worth typically increases with age, reflecting the time people have had to build assets and reduce their debts.

Families with dependent children had lower net worth than people with older, non-dependent, children, while sole parents had lower net worth than couple parents. Sole fathers had considerably higher median net worth than sole mothers (\$28,200 compared with \$2,500).

There are no direct surveys of over-indebtedness in New Zealand. A literature study from the Ministry of Social Development estimates that in any 12-month period 15 percent of households are over-indebted, in that they struggle to meet financial commitments on time. Around one-third of these have far more serious problems which require external intervention such as from budget advisors.

National and international research on the reasons for over-indebtedness and the impact this has on families is limited. Households that are most at risk appear to be those that have low incomes, few financial assets, low levels of human capital, consist of non-partnered individuals and have dependent children. Households with problem debts may suffer from financial hardship, poor health (physical and mental), family stress, stigma and social isolation. Debt may also be a barrier to employment.

According to the HSS, the median value of debt for non-partnered individuals who had at least one debt was \$1,400. The debts held by couples were higher, with a median value of \$13,000, where debt was the total for two people. Debt levels for both these populations varied significantly by age and type of debt. For example, the level of mortgage debt declined with age, whereas bank debt increased through the age groups, reaching its maximum in the 45-54 age group, before declining. Credit card debt (most often used to “smooth out” consumption to match income flows) reached its maximum in the 35-44 age group, before declining. Hire purchase debt was highest in the 25-44 age group for non-partnered individuals and 18-24 for couples.

Nonetheless, it should be noted that having debts is not necessarily “bad”. For example, borrowing money allows people to purchase houses or gain tertiary education qualifications far sooner than they would otherwise have been able to. Debt becomes a problem only if it affects people’s outcomes negatively.

For those in the younger age groups, the most significant debt was a student loan, while mortgage debt was the most significant debt for those in the middle age groups and for those 65 years and over. The most common debt type was credit card debt, which was relatively common across all age groups, along with bank debt, to a lesser extent. However, the value of credit card debt tended to be lower than either student loan or mortgage debt.

One way to summarise the debt positions of different family types is by comparing their debt ratios, which show how many dollars of debt an individual or couple has for every \$100 they have in assets. The debt ratio for the total population of economic family units was \$16 for every \$100.

The debt ratio of sole parents increased with each additional child, from \$25 for one or two dependent children, to \$56 for three or more children. For couples with dependent children, the ratios also increased with each additional child, but the ratios were lower and the increases smaller than for sole parents. For example, the debt ratio of couples was \$18 for three or more dependent children.

Housing cost

Housing costs comprise a significant proportion of family and household expenditure. They are a significant factor in determining whether a family unit is above or below any measure of low income, and they impact upon living standards and health outcomes. In a national household survey conducted by the NZPMP in 1998, 44 percent of households at or below 60 percent of median income paid 40 percent or more of their after tax income on rent or mortgage¹¹⁹. (The NZPMP did not survey those above 60 percent median income.) Work by MSD researchers found that the proportion of households spending more than 30 percent of income on housing had increased from 11 percent in 1988 to 20 percent in 1993 to just over 24 percent in 1998 and 2001¹²⁰. Households in the bottom quintile of equivalised disposable household income (that is, the amount of money available to a family, after tax and transfer payments, adjusted for family size) saw increased proportions paying over 30 percent during the same period, with 16 percent doing so in 1988 and 42 percent in 2001.

Housing costs over 30 percent of disposable incomes are differentially distributed by ethnicity, with households whose members were all European being less likely than households that had at least one adult non-European member to be paying over 30 percent.

Crowding

Household crowding is associated with increased risk of contracting infectious diseases such as meningococcal disease¹²¹. Using a Canadian crowding measure based on the need for additional bedrooms¹²², household crowding shows a similar distribution, with respect to income, employment status, housing tenure and ethnicity.

In 2001, just over 10.1 percent of New Zealanders lived in households requiring at least one more bedroom to accommodate household members adequately. In the five years to 2001, however, the number of people living in households requiring two or more additional bedrooms declined by around five percent.

Home ownership

Home equity in New Zealand society is most families' primary source of wealth, and the passing on of property is an important family function. Between 1991 and 2001, home ownership rates fell from 74 percent to 68 percent. Contributing factors appear to include labour market restructuring and student debt, which impact on the ability of low-income people to access and maintain mortgages. Low mortgage interest rates have helped ameliorate this impact. Delayed family formation is also linked to later ages for home ownership, and data are not readily available to show whether there has been a decline in home ownership in the older age groups (45 years and older). As yet, no conclusive judgement can be formed on the impact of declines in home ownership rates on inheritance.

Over the three census periods from 1991 to 2001, New Zealand's home ownership rate has fallen for all household composition categories as shown in *Appendix 1*, Table 15. One-family households made up the majority of owner-occupied households in 2001 at 74 percent, down from 77 percent in 1991. Two-family households made up almost two percent of owner-occupied households in 2001, a proportion that had remained fairly constant over the period, despite a 20 percent increase in the numbers of these households. Three or more family households comprised 0.1 percent of owner-occupied households in each census over the period. Other multi-person households made up 2.8 percent of owner-occupied households by 2001, down 0.2 percent from 1991. One-person households increased their share from 18 percent in 1991 to 21 percent in 2001¹²³.

Among one-family households, couples-with-children remained the largest group of home owners in 2001 at 42 percent, a decline from 49 percent in 1991. Couple-only households were 40 percent of homeowners in 2001, up from 35 percent in 1991 and 38 percent in 1996. Sole-parent households remained at a similar level during the period: 9.9 percent in 1991, 9.4 percent in 1996 and 9.7 percent in 2001.

Family resources The resources families have available to them have a significant impact on their ability to carry out their nurturing and support functions. A lack of resources can severely limit the ability of a family to pass on culture, knowledge, values, attitudes, property and obligations from one generation to the next. The information above on family income, savings and debt, and housing has highlighted the range of financial resources available to families.

Much less is known about the other resources families have available to them: for example human resources, such as education and health, are collected on an individual basis, with little aggregation into family data. A new area of enquiry is focusing on families' strengths and resilience as an indicator of how successful families will be in best using the resources available to them. The programme of research on family resilience and family effectiveness is identified in *Section 3: Research on families*.

Social capital, in a broad sense, tends to be identified at a community level, or by ethnic group, rather than on a family basis, although some data on social connectedness, particularly in relation to access to telephones and the internet, is available on a household basis. The data¹²⁴ have some limitations, in that it is not possible to measure either the extent to which the internet is used within households, or who in the household accesses it.

Access to a telephone is almost universal in New Zealand at around 96 percent. People living in Pacific families (i.e. those with any Pacific member) have the lowest telephone access at 88 percent, followed by Māori families (i.e. those with any Māori member), with 92 percent. Sole-parent families are considerably less likely than two-parent families to have a telephone (89 percent compared with 98 percent)¹²⁵.

In the 2000/01 Household Economic Survey (HES), nearly half of households had a computer. According to the 2000 Living Standards Survey, internet access is almost as high at 41 percent. Households consisting of a couple with children were more likely than all other household types to report having a home computer. People living in Pacific families have the lowest internet access at 16 percent, followed by Māori families with 28 percent.

Overall, families with dependent children are more likely than average to have internet access in the home, with households with a youngest occupant in the age group 10-14 years being the most likely to have access. Sole-parent families are considerably less likely than two-parent families to have internet access, a difference that remains even when income is standardised, suggesting that their limited uptake is not simply a matter of income.

A key issue for families with the internet is the ease of access to pornography. The Internet Safety Group¹²⁶ reports that over 20 percent of those that the Department of Internal Affairs (DIA) catches trading in pornographic images are school-aged males as young as 14. A recent DIA study of 115 child pornography offenders¹²⁷ concluded that there is an association between viewing child pornography and child molestation. Bullying and harassment via communication technologies can also be a problem. Messages can range from mild bullying to criminal harassment.

Anecdotal evidence suggests that young people are the heaviest users of mobile phones and texting has become their primary technology for communication. Parents increasingly use mobiles to assure themselves of their children's safety. Data on the use of all forms of technology, including mobiles, would assist in understanding family communication processes.

Cultural resources are important for Māori, Pacific peoples and other ethnic and cultural groups. For example, the 2001 Census showed that 159,200 people, or 4.3 percent, could speak Māori. This group comprised 130,500 Māori and 28,700 non-Māori. 5.6 percent of Pacific peoples said they could speak Māori, of whom 7800 claimed Māori ethnicity. 5200 Pacific/non-Māori people identified as Māori speakers. The survey of the health of the Māori language showed that nine percent of Māori who spoke the language could speak Māori well or very well, 11 percent fairly well, 22 percent not very well, 42 percent could speak Māori to some extent, and 58 percent only a few words or phrases. The absolute trend for Māori is improvement between 1996 and 2001.

Families with serious or multiple problems

Research supports the view that severe and persistent problems within families are likely to be the result of the cumulative effects of a number of adverse conditions. These include poverty and social and economic stress, inadequate parenting, parental substance abuse and conflict. Poor-functioning family processes can affect children's mental and physical health, their behaviour and their performance at school¹²⁸.

Not all children who grow up in families with multiple or serious problems have poor outcomes. Work on family resilience¹²⁹ has highlighted the role of a number of factors in protecting children from negative outcomes when there are external risks to their wellbeing. These include:

- family cohesion
- family belief systems and coping strategies
- positive parenting practices, including nurturance, consistent discipline and appropriate provision of autonomy.

The research has its roots in a strengths perspective, and has identified that the meaning of resilience, and the mechanisms by which it operates, may differ in different cultural or ethnic contexts.

Identifying families with multiple or serious problems

Approaches to identifying families with serious or multiple problems vary. The broadest approach uses a socio-economic perspective. In New Zealand this might involve selecting those who come into the "restricted" or "very restricted" standard of living categories in the New Zealand Living Standards studies¹³⁰. Overall, approximately 13 percent of families with dependent children among the population aged under 65 come into these two groups. The Living Standards report notes that "children with scores that place them at the lowest level of the ELSI¹³¹ scale (who are predominantly children in sole-parent families) are much more likely than other children to experience constraints that may adversely affect their health, education and general development"¹³². This population-based approach may be suitable when considering broad-brush, low-cost preventive programmes.

A more discriminatory approach considers cumulative disadvantage. New Zealand and British research indicates that with a cumulative measure of disadvantage, between five and six percent of families can be considered to have multiple or serious problems. This equates to between 20,000 and 30,000 families in New Zealand. The British study¹³³ found children in the most disadvantaged group came from families with multiple disadvantages – low income, poor housing and a disrupted family structure, usually having a sole parent.

Findings from the Christchurch Health and Development Study¹³⁴ found that the 5.4 percent of people in the study who came from families with the highest level of disadvantage had the highest chance of becoming multiple-problem teenagers. The authors scored families using 39 different measures, including measures of socio-economic disadvantage, personal history, family functioning, family conflict and childrearing practices. They found that the rates of severe behavioural disturbance were over 100 times more frequent in the most disadvantaged five percent of families when compared with the least disadvantaged 50 percent.

Families and 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 family. Common forms of violence in families include spouse/partner abuse, child abuse/neglect, elder abuse/neglect, and sibling abuse¹³⁵.

Family violence in New Zealand is a significant social issue. It directly affects the wellbeing of families 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 whole. As noted in *Te Rito: New Zealand Family Violence Prevention Strategy*¹³⁶ it is difficult to provide an accurate impression of the level and nature of violence within New Zealand families.

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. Some dynamics seem to co-occur for child abuse and neglect, such as fragile social networks, socio-economic deprivation, and criminality, violence and substance abuse
- perpetrators of the most severe and lethal 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
- 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/communities and society as a whole are wide-ranging and multi-dimensional
- family violence is the cause of further violence, in families and in society.

In recent years, family violence has had an increasingly high profile, with the deaths of children attracting particular attention. Since the 1970s rising public awareness of child sexual abuse, childhood physical abuse and inter-parental violence has highlighted these as contributing factors to poor adjustment by children and adolescents.

Family violence has been associated with increased risk of conduct problems, anxiety disorders, depression, suicide attempts, substance abuse and juvenile crimes.

The information that follows is organised around the various mechanisms for reporting or recording family violence. It is widely accepted that family violence is under-reported, compared with its underlying rate, for a range of reasons. These include reluctance to involve outsiders in family matters, mistrust of government organisations, fear of reprisals, worry about not being believed, beliefs about the roles and rights of various family members, and beliefs about appropriate disciplinary practices. Lack of confidence in the legal system, and concerns about the attitudes of those within it,¹³⁷ can also affect people's willingness to report abuse.

Child abuse, neglect, and insecurity of care¹³⁸

The Children, Young Persons, and Their Families Act 1989 provides a definition of the circumstances in which a child is in need or care and protection. Section 14 states that "a child or young person is in need of care and protection if: the child or young person is being, or is likely to be, harmed (whether physically or emotionally or sexually), ill-treated, abused, or seriously deprived; or the child's or young person's development or physical or mental or social wellbeing is being, or is likely to be, impaired or neglected, and that impairment or neglect is, or is likely to be, serious and avoidable".

A number of explanations for child maltreatment have been proposed¹³⁹. One cites so-called dysfunctional or stressed individuals or families. Another cites the impacts of stressful situations, material deprivation, or poor neighbourhoods and local environments. A third view suggests that child abuse and/or neglect reflect the values embedded in cultural systems.

The determinants and dynamics of child abuse and the determinants and dynamics of child neglect may overlap at times but are often considered as separate phenomena.

In the year to June 2002, there were 27,507 care and protection notifications to CYF. On a population basis, this represented 27.7 notifications per 1000 children aged 0-16 years. More than one notification can be made for individual children. Annual fluctuations in these figures do not necessarily reflect changes in the prevalence of child abuse. The fluctuations are not sufficiently large to indicate a trend, and they may be influenced by the level of resources made available and by changes in administration and reporting patterns.

Rates of substantiated child abuse are higher for children under 14 years than for older children. In 2002, just over seven per 1000 in age groups under 14 years were the subject of substantiated reports of abuse or neglect, compared with just over five per 1000 for 14-16 year olds. Māori children are more likely than non-Māori children to be assessed as abused and neglected. In 2002, the rate per 1000 was 10.3 for Māori children and 5.9 for non-Māori children¹⁴⁰.

In 1999, 11 children aged 0-14 and six young people 15-24 died of homicide¹⁴¹. During the three-year period 1996-1998 there were seven, 11 and 10 deaths respectively due to injuries inflicted by other persons¹⁴². Eleven children died from the same causes in 2003. *The Social Report 2003* notes that in countries like New Zealand, with a small population, the number of homicides is relatively low and small changes in the number of deaths can lead to large fluctuations in rates from one year to the next.

Analysis of the longitudinal Christchurch Health and Development Study¹⁴³ has found that physical child abuse and family violence is frequently embedded in a broader social context with multiple sources of social disadvantage, family dysfunction and parental adjustment difficulties. To a very large extent, the higher rates of adjustment difficulties found among abused children and children from violent families appear to reflect the consequences of a generally compromised and disadvantaged childhood, rather than the traumatic effects of family violence on personal adjustment.

The Christchurch study also found that 17 percent of females and 3.4 percent of males reported some exposure to childhood sexual abuse. The severity and extent of reported childhood sexual abuse ranged from minor exposures of non-contact abuse (e.g. indecent exposure) to repeated rape and sexual assault. A minority of the children reported severe sexual assaults, with 5.6 percent of girls and 1.4 percent of boys reporting childhood sexual abuse involving sexual penetration. The majority of perpetrators were male, although among boys reporting abuse a significant minority of perpetrators was female. Perpetrators were most likely to be non-nuclear family members who were known to the child, for example, family friends, uncles and other relations.

Childhood sexual abuse by natural parents was uncommon and only two out of 1025 young people questioned reported this type of abuse, with a further seven reporting abuse involving a step-parent. Those exposed to more severe sexual abuse had a higher risk of psychiatric disorder by the age of 18. However, this is not the only childhood factor associated with increased risk of psychiatric disorder and sexual risk-taking.

Violence between adults in families

Reliable information on the nature and extent of family violence is difficult to obtain. Applications for Protection Orders provide one source of information. The Domestic Violence Act 1995 (DVA) came into operation on 1 July 1996. The Act includes children and young people, siblings, parents and children, members of the same whānau or culturally recognised family group, boyfriends and girlfriends and people in same-gender relationships. Applications for orders can be made in respect of behaviour involving physical violence, sexual abuse and psychological or emotional abuse, including threats, intimidation, harassment or damage to property. Children witnessing abuse are deemed to have experienced psychological abuse.

Applications peaked in the year after the DVA came into force at 7250, and have steadily declined since then to around 5000 per year in 2003. Studies¹⁴⁴ suggest that not all those who need the protection of the DVA make applications in proportion to their need. Such groups include victims of domestic violence who are on low incomes but above the threshold for legal aid; Māori; Pacific peoples; people of other cultures; men; people in same-gender relationships; and victims with gang associations. Barriers to reporting family violence, whether asking for a Domestic Violence Order or reporting violence to the police, include fear of repercussions from the abuser, lack of confidence in the justice system, shame and embarrassment, and personal and cultural acceptance of domestic violence and male domination.

Family violence reports to Police

Forty-five to 55 percent of violence recorded by the Police is committed between people who are, or have been, in close or family relationships. In 2000 Police found that 27 of 53 murders were family-based. The Victims of Crime Survey 2001 found that the level of reporting of occurrences of stranger violence was much higher than that for non-stranger violence.

Elder abuse and neglect¹⁴⁵

Elder abuse and neglect is usually considered to be any act occurring within a relationship where there is an existing degree of trust on the part of an older person, which results in harm to that older person. Elder abuse may be physical, psychological, sexual, or material or financial abuse, as well as active and passive neglect.

Data collected from elder abuse and neglect prevention services show that most incidents of elder abuse usually involve more than one type of abuse and that most abusers are family members.

Most research estimates that between two and five percent of the older population experience some form of elder abuse or neglect. In the six months to 30 June 2001, elder abuse and neglect prevention services in New Zealand received around 1500 general enquiries and referred over 620 clients for assessment. Of the clients referred, almost 400 were found to be cases of elder abuse or neglect.

Other forms of family violence There has been little systematic research into violence against parents, which often involves male adolescent children exerting control over female parents, into violence and abuse between siblings, or into the level of bullying within families, same sex domestic violence or teen dating violence.

International comparisons Comparisons of family violence statistics between countries are extremely difficult. Countries have different reporting and legal systems. Some have mandatory reporting of suspected child abuse. Others, like New Zealand, do not. Some have no provision in legislation for dealing specifically with family violence so that family violence is under-reported. Many societies resist admitting the extent to which violence exists and is tolerated within their communities. Official recognition of family violence can be seen as a threat to the integrity of the family, and to existing social and economic structures. Where countries do recognise the impacts of family violence and make provision for dealing with them, increases in the rate of reporting may, in fact, be positive, in that they reflect higher levels of awareness and reporting rather than higher levels of abuse itself.

Families and their environment

This section looks at Government policies, programmes and services that directly or indirectly impact on families, and identifies what appear to be key issues from the point of view of families. The information is organised under 12 headings: families and the law; working lives; income; housing; education; health; disability; social services; Māori families/whānau; Pacific families in New Zealand; ethnic minority families; and families and human rights. The discussion identifies key developments or trends in particular sectors, together with the types of approaches used by the Government in its policies and services. This section contains up-to-date information as at the time of the May 2004 Budget.



Governments and families: a range of approaches

Family issues and family policy are emerging as a specific focus for co-ordinated action in a range of social policy areas for governments of many industrialised countries. This is a response to the major transformations undergone by the family. It is also due to an increasing realisation on the part of governments that what happens in families, especially in relation to children, has important effects on the life outcomes of their members. Families also play an important role in helping their members during major transitions, for example, as children begin school, move from education to the workforce, partner and become parents, and move out of the workforce. Families themselves go through many transitions. As the previous section has illustrated, family structures today form and re-form during the lives of their members.

The way in which governments have addressed the challenge of supporting families to carry out their functions has varied greatly, shaped by country-specific events, ideologies and circumstances. There have been various attempts to categorise models of government/family relations. For example Gauthier¹⁴⁶ suggests that there are at present four significant models of family policies described as: pro-family/pro-natalist; pro-traditional; pro-family but non-interventionist and pro-egalitarian. These are summarised below in terms of their approach to parents with dependent children and their involvement in paid work.

Pro-family but non-interventionist model Governments provide support only for families in need. Participation of women in the workforce is not discouraged, but benefits to support them are limited. Maternity leave is minimal and generally the responsibility of private employers. This model believes in the self-sufficiency of families and in the merit of a non-regulated market, e.g. the United States.

Pro-traditional model The preservation of the family is seen as the main concern. Some government support to families is provided, but tax policies and low provision of childcare, coupled with extended child-care leave, encourage mothers to stay at home with children, e.g. Germany.

Pro-family/pro-natalist model Low fertility is seen as a concern requiring government intervention. This model seeks to reduce obstacles to fertility through cash benefits and extensive support for maternity leave, e.g. Singapore.

Pro-egalitarian model Greater gender equality is promoted as the main objective. Legislation on parental leave is a centre-piece for this model. Under this model, the government creates conditions and opportunities for women to combine paid employment and family responsibilities more easily and for fathers to play a larger role in childrearing, e.g. in the Nordic countries.

Another way of describing governments' involvement in families is provided by Anitonen and Sipilä¹⁴⁷ in their analysis of the various "caring regimes" of welfare states. According to their study, European welfare states demonstrate the following four models in relation to state/family division of responsibility for care of children under the age of three, and the care of older people:

- **Model 1** which provides abundant services for both young and old (Denmark, Finland and Sweden).
- **Model 2** which offers only limited services for both young and old (Portugal, Greece, Spain, Ireland and Germany).
- **Model 3** which arranges abundant services for children, but limited services for older people (France, Belgium and Italy).
- **Model 4** which offers abundant services for older people but limited services for young children (the Netherlands, Great Britain and Norway)¹⁴⁸.

In a useful way of explaining governments' involvement in families, Harding¹⁴⁹ describes five approaches to family-state relations. These are set out below in a sequence from a reactive stance that responds to particular family patterns and changes, but does not attempt to explicitly influence or direct them, to an approach that attempts to control families, at least in particular areas.

The Harding approach has been applied to the material on government policies, programmes and services in the following discussion. Applying the framework has revealed some weaknesses, the most important of which is the overlapping nature of the categories (a very large court fine, for example, might be considered an incentive to change behaviour or an enforcement of responsibilities). Nevertheless, this approach gives some order to comments made on the nature of government involvement in families:

Responding to needs and demands that arise from families through the provision of various benefits and services which may be taken up as and when the need arises in families.

Substituting for and supporting families temporarily or permanently in those roles which are normally carried out by families where they fail or malfunction in some respect, e.g. provision of respite care for family caregiver, provision of foster care for children, or rest home care for frail older people. In this approach there is neither a conscious attempt to influence how families should function, nor any attempt to "crowd out" the role of families. The intention is, broadly, to help the family and the dependent family member. That help can range from minor assistance to total provision of the care task.

Working within constraining assumptions which, while they may be generally correct or incorrect, in practice limit the boundaries of family variation. They can make some patterns easier and others more difficult, e.g. application of property rights legislation to married couples only, and the treatment of “family” in the tax and benefit systems.

While assumptions mould family behaviour, they do not actually prohibit, or always penalise, behaviour which is different from the assumed pattern. However, those who do not conform to the pattern may be disadvantaged, and, even when assumptions accurately reflect current social reality, they may inhibit change in the future.

Use of incentives, both penalties and rewards, in order to encourage specific family behaviours and forms, generally through economic incentives, and to discourage those not favoured by the state. Some examples include the availability of longer hours of subsidised childcare for working parents, and the requirement on DPB recipients to name the father of their child or have their benefit payment reduced. The structures of incentives that accumulate over a period of time may not be the result of a conscious intention to mould behaviour. Instead they may be the accumulation of out-of-date assumptions, or the cumulative effects of policies introduced for other reasons, such as limiting expenditure.

Enforcement of responsibilities in particular areas in line with certain objectives, directed to specific areas, such as the obligation to maintain financially or to care for certain relatives in certain circumstances, e.g. Child Support. In this approach, which is more often seen in the enforcement of parental responsibilities than other aspects of family functioning, there is a deliberate intention to require certain behaviour, and to deter other behaviour.

Another way to analyse how government affects families is discussed in a recent report by the New Zealand Treasury about theories of family and family policies¹⁵⁰. It explores how the theories of family vary among the disciplines of anthropology, sociology, psychology, economics and evolutionary biology. It notes that different disciplines use different premises, data and methods to analyse the same policy issue, and are likely to arrive at different conclusions, not only about the nature of the problem, but also about preferred policies to address the problem and their effects. The report goes on to promote a multidisciplinary approach to family issues, suggesting that that a fuller appreciation of how different disciplines view the family can contribute to a better understanding of families and can improve the process of policy formulation.

The models and approaches outlined above show that there are various ways to view family-state relations. They enable us to better understand the control or influence that policies exercise over families and the range of approaches available to any government in influencing different spheres of family life.

Many democracies, including New Zealand, prefer to use the least coercive effective means to achieve the outcomes they are seeking. In theory, this should bias them to adopt strategies at the “responding to family needs and demands” end of the scale in preference to those at the “enforcement of responsibility” end. In practice, however, most countries, including New Zealand, have family programmes across the continuum. Moreover, while there is often a general flavour to the approach taken by governments, their laws and policies are rarely aligned with only one approach. Instead, they use a mixture of approaches, usually as a result of the accretion of law and policy over time and the interests of governments in using the most cost-effective approach to issues. Family policy, as with most areas of government action, must deal with tensions and conflicts between different policy goals, and with the limits to government intervention.

There has been considerable philosophical debate during recent decades (for example among philosophers such as Ronald Dworkin, John Rawls, Joseph Raz, Jeremy Waldron and William Galston) over whether the state should be neutral with respect to the nature of the good life, or whether it should seek to promote some particular conception of the good¹⁵¹. Those who argue a “neutralist” position tend to see questions of family structure and so on as “lifestyle choices” in which the state should not interfere. Those of a non-neutralist (or “perfectionist”) orientation tend to argue that the state should promote the good, or rather a particular conception of the good. Thus, for instance, if some family structures are more preferable than others (e.g. in terms of promoting the common good or serving the interest of society), it might be argued that they should be encouraged, and the others discouraged.

New Zealand has a policy context where the state takes a relatively neutral position on certain kinds of social relationships, and in particular is relatively even-handed between marriage, cohabitation and lone parenthood. Thus the state does not endorse particular lifestyle choices or patterns of inter-personal relationships, but rather seeks to maximise the ability of all family structures to benefit their members. The key assumptions underpinning this approach are that families are intrinsically or instrumentally good and thus should be promoted. In other words, strong, resilient families are thought to be an important ingredient of, if not a necessary condition for, the building of a good society and the state (via agencies like the Families Commission) has a responsibility to contribute to the building of a good society.

Government and families in New Zealand

One of the functions of the Families Commission, as set out in the Act, is:

“to encourage and facilitate the development and provision by Ministers of the Crown, departments of State and other instruments of the Executive Government of policies designed to promote or serve the interests of families”¹⁵².

This briefing seeks to provide an overview of those policies, programmes and services in place at present that are designed to promote or serve the interests of families. For example, Family Start seeks to work directly with vulnerable families in the early years of a child’s life in order to improve family outcomes. The briefing also seeks to identify those policies, programmes and services that are not directed at families but which can nevertheless have a significant impact on them. A case in point is the length of the school year and the timing and duration of holidays have a significant impact on families, particularly on working parents who have to juggle leave, pay for childcare during the holidays and contend with different holiday times for children at different schools.

A third approach involving families is one that enlists the support of families to assist in achieving sector outcomes. Here, families become active players in partnership with government agencies to make improvements in particular areas. The education sector has a large number of such initiatives, based on evidence that suggests that parental involvement in early childhood centres and schools and the quality of educational support provided by families in the home are important in achieving good educational outcomes in children¹⁵³. These include, for example, Boards of Trustees where family members play a key role in school governance and policy setting¹⁵⁴, and a variety of home/school partnerships that encourage contact between home and school.

This briefing focuses particularly on the first and second type of policies, programmes, and services, i.e. those that have a direct or indirect impact on families. These are summarised in *Appendix 2: Government’s involvement with families* and *Appendix 3: Government agencies’ public awareness and education programmes that relate to families*. This information is organised under 12 headings: families and the law; working lives; income; housing; education; health; disability; social services; Māori families/whānau; Pacific families in New Zealand; ethnic minority families; and families and human rights.

A discussion of these 12 areas is set out below, identifying key developments or trends in particular sectors, together with the types of approaches used by the Government in its policies and services. We also identify what appear to be key issues from the point of view of families.

The discussion on government approaches seeks to illustrate the range of instruments used to promote and serve the interests of families, and is based on the Harding taxonomy of governments' involvement with families discussed above. These are:

- responding to needs and demands
- substituting for and supporting families
- working within constraining assumptions
- using incentives
- enforcement of responsibilities in particular areas.

The analysis of present government policies and services in the following thematic areas illustrates the use of the full range of the approaches used by the New Zealand Government in its interactions with families, as described by Harding.

For example, many health, education and social assistance services *respond to the needs of families* and are taken up by families as they need them. A variety of services *substitute for or support families* in their roles. These include, for example, guardianship and adoption provisions, support for family caregivers, foster care for children, state housing for families and rest home care for older people. Other interventions *work within constraining assumptions*. For example, couples receiving benefits are treated as single economic units, and student allowance policy assumes that parents will support their children in tertiary education until the age of 25. Still others *use incentives*, e.g. differential benefit income tests to encourage part-time or full-time work; and provision of free or subsidised health services for children in order to encourage parents to access health services for children. There are also a number of areas where the Government *enforces responsibilities*, for example, contributions from liable parents for child support and protection of personal and property rights.

To add to the mix of approaches, some policies are applied universally (e.g. free primary health care for all children under the age of six), while others are carefully targeted (e.g. eligibility for Family Support). Some services are provided directly by the state (e.g. financial assistance), while others are provided under contract by the private or non-profit sector (e.g. foster care for children where families are unable to maintain them).

Sometimes, laws and policies appear to be “ahead” of behaviours and attitudes (e.g. the provisions in the Human Rights Act 1993 which prohibit discrimination on the grounds of sexual orientation or disability). At other times, they seem to “lag behind” (e.g. the enactment of the Property (Relationships) Amendment Act 2001).

This variety of responses in New Zealand as elsewhere drives off a complex set of ideological, political, demographic, social and economic changes and the interrelationships between them. Such a mix of approaches is likely to contain some contradictions, given the multiple objectives the Government pursues and the trade-offs inherent in complex policy areas (e.g. some unintended effects on incomes of the tax and transfer systems). However, mixed approaches may also contain mutually supportive or at least independently effective approaches.

The material collected in the following section and in *Appendix 2* provides a stocktake of information on government policies and services that have an impact on families. Its purpose is not to make judgements on the effectiveness or otherwise of the Government's present involvement with families, nor to prioritise issues. It seeks instead to provide an information base for the Family Commission's work encouraging and facilitating the development of government policies designed to promote and serve the interests of families.

Families and the law

Governments legislate in relation to families in order to:

- regulate issues relating to family formation, including marriage and civil union, fertility management (contraception, sterilisation, abortion and assisted human reproduction), adoption and parental status
- define the rights and responsibilities of family members (including guardianship and powers of attorney, rights of adopted people and inheritance)
- step in when families are malfunctioning (including cases of domestic violence, failure to care for children and youth offending)
- provide rules related to the dissolution of marriages and relationships (divorce, guardianship, division of property, maintenance, custody orders and child support)
- provide advocates for families' interests (Families Commission).

Other legislation provides for a range of services that families access, e.g. health and education services and income support.

More New Zealanders have direct experience of the Family Court than any other court. Issues that affect families are also heard in the Youth Court (for offenders up to 16 years of age), the District Court (for criminal matters) and the appellate courts.

Significant trends in family law over the last 10 years include:

- a greater focus on the legal rights of children within families, with moves to emphasis parental responsibilities rather than parental rights; to increase the rights of and ability for children to participate in decisions about them (e.g. the Care of Children Bill will give children new rights of appeal); and to make more information available to children about their birth parents (e.g. the Human Assisted Reproductive Technology Bill and the associated supplementary order paper provides for children conceived by assisted human reproduction (AHR) in a clinic setting to access information about their genetic parents)
- an associated move to bring New Zealand's family law more in line with international obligations (the UN Convention on the Rights of the Child; the Hague Convention on the Civil Aspects of International Child Abduction; and the Hague Convention on Protection of Children and Co-operation in Respect of Inter-country Adoption)

- greater legal protection, recognition and rights for people who are not in traditional family relationships (e.g. de facto or same sex relationships). This development has been gradual, reflecting an evolving consensus across party political lines. For example, the law reform process with respect to same sex relationships began with decriminalisation of male homosexuality in 1986; and moved to prohibit discrimination on the basis of sexual orientation in the Human Rights Act 1993. It now focuses on providing equal rights to people in same sex relationships (e.g. Human Rights Amendment Act 2001 and Property Relationships Amendment Act 2001); and if the Civil Unions Bill is enacted, will provide legal recognition to same sex relationships
- more recognition of legal equality and the sharing of responsibilities between parents (e.g. the emphasis in the Care of Children Bill on co-operative parenting and the greater recognition of the status of fathers, as well as in Law Commission proposals for more involvement of fathers in decisions on adoption). Terminology is adapting to this change, with “custody and access orders” replaced by “parenting orders”
- efforts to accommodate cultural differences within the family law and Family Court system – in particular the interests and needs of Māori. Examples include: proposals in the Care of Children Bill allowing the Court to order a specialist cultural report; proposals to make coroners’ proceedings more flexible and sensitive to cultural practices; and consideration of the role of “whangai” (Māori customary adoption) within the current review of adoption laws
- heightened awareness of the issues associated with family violence and the complexity of implementing and enforcing laws and policies to protect family members from violence. A series of high-profile cases involving the murder or serious abuse of children has highlighted what many people consider to be systemic failings in the child protection system¹⁵⁵
- the recent development of laws to regulate the impact of new technology on family formation. These have been developed after two decades of minimal government intervention in assisted human reproduction.

Key government agencies in relation to families and the law include:

- Ministry of Justice (<http://www.justice.govt.nz> and <http://www.courts.govt.nz>)
- Department of Corrections (<http://www.corrections.govt.nz>)
- Ministry of Social Development (<http://www.msd.govt.nz>)
- Department of Child, Youth and Family (<http://www.cyf.govt.nz>)
- New Zealand Police (<http://www.police.govt.nz>).

Nature of the Government's involvement in families and the law

Given the wide range of different family situations that are covered by the law, it is not surprising that the law and the associated policies and services reflect a range of approaches. Some laws, for example, and their associated policies and services *respond to needs and demands* (e.g. family counselling services, and the requirement to make information on natural parents available to adopted children). A significant number of family laws and associated policies are directed explicitly at *substituting for and supporting families*. These include provisions relating to guardianship and adoption.

Some family laws *enforce responsibilities in particular areas* when dealing with people in situations of disadvantage (especially children, but also women when a relationship dissolves). Others *work within constraining assumptions*, such as the Marriage Act 1955 which assumes that people cannot be married to more than one person at once, and the laws relating to sexual contact between relatives. Some of these assumptions are challenged from time to time, as with the Care of Children Bill providing for female partners of birth mothers to become legal parents in certain situations.

The law has tried to reflect social change by moving away from presumptions about “normal” family forms and does not generally use incentives with respect to family form. The law does, however, create incentives in respect of behaviour, e.g. a father who has physically abused his child is less likely to be granted custody of that child.

Families and the law: key issues

Family violence presents a significant challenge for government agencies to work together to prevent and respond effectively. There are concerns that law enforcement agencies pay less attention to violence between partners in a relationship than to stranger violence. Sibling abuse, elder abuse and abuse within same sex relationships is now becoming the subject of serious consideration. Defining boundaries between discipline and physical abuse of children is likely to remain controversial. *Te Rito, the New Zealand Family Violence Prevention Strategy*, is a multi-agency effort to address family violence.

As in other countries, the **New Zealand Family Court** is subject to criticisms of gender bias and secrecy. Although acknowledged as a valuable institution providing services to families in distress¹⁵⁶, the Family Court has been criticised by groups such as the Union of Fathers as being tilted against the interests of fathers. The confidentiality of most aspects of Family Court proceedings has also been criticised. There is a countervailing concern to ensure the privacy of individuals whose personal circumstances are often laid bare in Family Court proceedings. The Care of Children Bill seeks to address some of these issues without compromising the privacy of families involved in court processes.

Although there have been steps to **take account of cultural differences in family law** and legal procedure, there are still some contentious and difficult issues, particularly with respect to Māori. For example, there are valid debates over the extent to which adopted children should have the rights and obligations of their adoptive whānau with respect to traditional land and other rights of the whānau. The Care of Children Bill seeks to address some of these issues.

Legal changes to reflect and recognise **non-traditional family forms** have been contentious and are likely to continue to be so. The Civil Union Bill which allows same-sex couples to have their unions recognised in law, and the numbers of parents of one child that new birth technologies make possible, raise concerns from some quarters that granting legal recognition to non-traditional forms of family will undermine traditional family relationships and values.

There are also concerns associated with how best to **protect the interests of children** during dissolution of marriages and relationships, and transition to new family situations.

The recent surge in development of **new technology around family formation** is likely to create challenges requiring a legal response. Issues for debate around the Human Assisted Reproductive Technology Bill are whether new procedures should be allowed, banned, or subject to a system for deciding whether and how they should be allowed, and the rights of children to information about their genetic parents.

Although much of the focus of family law has been on issues involving young people, as the population ages there is likely to be an increasing number of family law issues associated with the **status, rights and responsibilities of older people** within families, e.g. the position of grandparents caring for children.

Families and working lives

The most significant influences on the working lives of families come from the operation of the labour market, and not from the actions of the Government, though government actions serve to modify those impacts.

The last two decades have been marked by significant shifts in work and employment. In recent times these have had three main causes: the changing economy (with growth in service industries, particularly “knowledge-intensive” industries); the changing workplace (with non-standard employment, particularly the growth of part-time work); and the changing workforce (with large numbers of older workers retiring and fewer younger workers joining the workforce).

Labour force participation of women has continued to increase over the last decade to just under 60 percent in December 2003. Over recent decades employment growth has been particularly strong for mothers with young children, although New Zealand’s non-employment rate for sole parents remains relatively high (for more detail, including childcare provision, see *Families and working lives* in Section 1 *New Zealand Families Today*). Women’s average hourly wages continue to move closer to men’s, though the gap remains at 87 percent of average full-time hourly pay rates in June 2003. Women remain concentrated in a limited range of industries and occupations and in the lower levels of organisational hierarchies.

The range of earnings grew quickly during the 1980s and has continued to rise at a slower pace in the 1990s, though we have no data that track individuals' incomes over time. The rise in skill demand from employers appears to have outstripped supply, leading to rising differentials associated with skill levels and workforce experience.

Work/life balance (balancing paid work and unpaid work with responsibilities and leisure) has become a more visible issue. This has occurred as more women and sole parents have entered the labour force, more people work longer hours, around 81,000 people juggle more than one job, and non-standard working hours appear to be increasing¹⁵⁷.

There has been relative stability in labour market and employment policies over the past decade, after the significant changes introduced by the State Services Act 1988 and the Employment Contracts Act 1991. Recent legislative reforms have generally continued to maintain the deregulated labour market established under the Employment Contracts Act 1991, with modifications to expand the role of unions in industrial bargaining introduced in the Employment Relations Act 2000. Recent years have also seen the raising of the minimum wage, expansion of holiday and safety provisions, and the introduction of paid parental leave.

Most of the legislation that directly sought to protect the interests of families has been in effect since the 1960s (equal pay legislation), 1970s (Human Rights Act) and 1980s (Parental Leave and Employment Act). The most significant changes in the last decade to employment provisions that affect families have been the increases in the subsidies for childcare, the introduction of subsidies for Out of School Care and Recreation (OSCAR) in 1999 and paid parental leave in 2002. In the first year of paid parental leave, 18,000 successfully applied, at a total cost of around \$48.2 million. Extensions to paid parental leave have recently been announced (see *Appendix 2, Families and working lives*, for details).

Since the repeal of the Employment Equity Act in 1991, equal employment opportunity remains a matter for encouragement rather than legislation in the private sector, although proposals for equal pay for work of equal value and work/life balance are under development (see *Appendix 2, Families and working lives*, for details).

The key strategies that impact on families and working lives are the:

- **Work-life Balance Project**, which has been set up to look at what is already being done for work/life balance and help shape practical solutions for what more can be done. The project also scopes current research and trends in work/life balance and provides case studies (see *Appendix 2*).
- Department of Labour's **Future of Work Project**, which is a three- to five-year programme designed to give New Zealanders better information on future trends in work and their implications for the workplace, the workforce and employment opportunities.

Key government agencies involved in issues which impact on families and working lives are:

- Department of Labour (<http://www.dol.govt.nz>).
- Ministry of Social Development (<http://www.msd.govt.nz>).

Other government agencies, for example, the Ministry of Women's Affairs (<http://www.mwa.govt.nz>), Te Puni Kōkiri (<http://www.tpk.govt.nz>), and the Ministry of Pacific Island Affairs (<http://www.minpac.govt.nz>), are involved in policy advice and other activities to enhance the work and employment of the populations that concern them and the Ministry of Education (<http://www.minedu.govt.nz>) is the lead agency in the implementation of the Strategic Plan for Early Childhood Education.

In addition, the EEO Trust helps workplaces adapt to the diversity of the workforce through the use of equal employment opportunity (EEO) principles and best practice.

Key legislation relating to families and working lives includes the:

- Equal Pay Act 1972
- Minimum Wage Act 1983
- Wages Protection Act 1983
- Parental Leave and Employment Protection Act 1987
- State Sector Act 1988
- Health and Safety in Employment Act 1992
- Human Rights Act 1993
- Employment Relations Act 2000
- Holidays Act 2003.

Nature of the Government's involvement in families and working lives

A range of approaches is used. The Childcare Subsidy and OSCAR for low and middle - income parents and carers (and the ECE funding subsidy that is paid to ECE services on the basis of children's attendance) are policies that defray the costs of early childhood education and care for children while their parents are in work or training. These policies *respond to needs and demands*. Parents can access a greater number of hours if they are in employment, education, training or other approved activity. This is an example of the *use of incentives*, in this case rewards, to encourage parents to take up work or training.

Government also provides other financial assistance which has a work incentive objective. These include the In Work Payment, which replaces the Child Tax Credit from April 2006, which is designed to help make work pay; and the Family Tax Credit which guarantees minimum income for families in work and not receiving a benefit.

Government's other main involvement in families and working lives is through legislation and regulation, for example governing employment relationships, prohibiting discrimination, or enabling working parents (and carers) to manage their work and family responsibilities. Examples are the provision of paid parental leave, and job protection for those taking parental leave. These laws support families and enforce responsibilities.

Families and working lives: key issues

A significant number of children grow up in families with no adult in paid work, and many grow up in families with irregular income or low income. **Parental income** is positively correlated with virtually every dimension of child wellbeing, and almost all research finds that a long period of low income has a greater effect on children's outcomes than a short period of low income¹⁵⁸. Moreover, it appears that children in families with low income from benefit receipt have lower living standards than those on the same income from market sources. Further research is necessary to understand the cause, which may be to do with the attributes of the parents, rather than the source of the income. For many families with children, income from paid work is insufficient, and their wages are supplemented by government income support (see *Families and income*).

For New Zealanders, the two biggest **work/life balance** problems are for people with not enough work or income, the “work-poor”, and for people who have too much work, the “work-rich”. The latter group includes both the low skilled, who are low paid and need to work long hours to earn enough, and the higher paid who may feel trapped into working more hours than they would want¹⁵⁹.

The impact of children continues to fall more heavily on **women's working lives** (in terms of pay, promotion and hours of work) than on the lives of men. This is partly caused by the lack of affordable early childhood education and care, and out-of-school care (in some places and for some services, such as rural areas, and services for Māori and Pacific families), and partly by the low take-up by men of family-friendly workplace provisions, which is at least partly driven by men's attitudes and values, as well as those of workplaces.

Changes in family form and changes in the labour market in recent decades have been of such proportions that it is not yet possible to identify the **employment preferences** of families with children as not all the provisions to support working parents' preferences are in place. For example, affordable childcare is not yet universally available. Nor are family-friendly work practices. Women's increased levels of tertiary qualifications are not yet fully reflected in women's occupational choices. Part-time employment is still growing strongly, as are service industries. It is likely that family form and paid employment patterns will continue to change in coming years. More qualitative research will be needed to allow government policy to take account of the evolving preferences of working families.

Young people experience a long transition from dependence to independence. The increasing tendency for young women to gain a tertiary qualification and establish careers before having children, as well as increases in house purchase costs, have combined to delay the median age for women giving birth and have led to **reduced fertility**. It is unclear whether reduced fertility is the result of economic pressure or the expression of a preference for smaller families.

Below replacement level fertility rates mean that even with immigration the population will reduce. A significant issue is whether this is adverse and, if so, whether the government can change the trend by pro-natalist policies at a low enough cost and whether the government could ameliorate any negative effects.

Families and income

Government policies impact directly on the incomes of families in two main ways:

- through taxation that reduces disposable incomes
- through targeted income transfers that increase disposable incomes.

Income transfers take the form of benefits, pensions, supplementary assistance and hardship assistance. In 2002/03, the total social assistance system, including all social welfare benefits, supplementary assistance and the tax credits (but excluding New Zealand Superannuation) had a net cost of around a net \$7.2 billion, or 6 percent of GDP. Net expenditure on New Zealand Superannuation in 2002/03 was a further \$4.6 billion.

The 1980s saw a period of significant change, particularly the move from universal to targeted support for families. There were also significant policy changes in the early 1990s, including a tightening in eligibility criteria and reductions in benefit rates in 1991¹⁶⁰. Over the past decade, however, there has been comparative stability in family income assistance policies with consensus over the role of Family Support as the main instrument for providing income transfers to low-income families with children. There has also been comparative stability in tax policies. The main exception has been the change in New Zealand Superannuation with the removal of the surcharge in 1998. There have also been some changes to the income tax scale, and to the work expectations of beneficiaries who are sole parents.

In recent years, however, there have been growing concerns over the adequacy of assistance to low-income families, and the work incentives facing beneficiaries and low-income working families.

Key government agencies working in the families and income area are:

- Ministry of Social Development (<http://www.msd.govt.nz>)
- Treasury (<http://www.treasury.govt.nz>)
- Inland Revenue Department (<http://www.ird.govt.nz>).

Key legislation relating to families and income includes the:

- Social Security Act 1964
- Income Tax Act 1994
- Child Support Act 1991
- New Zealand Superannuation Act 2001
- Injury Prevention, Rehabilitation, and Compensation Act 2001.

Nature of the Government's involvement with families and income

The overall direct impact of the Government's policies on the incomes of families depends on the combined effect of taxes and transfers¹⁶¹. Most of the interpersonal income redistribution occurs through government spending rather than through the progressive income tax rate scale¹⁶². Current policy is based on the view that an individually-assessed income tax and a benefit system targeted on family income achieve the best overall balance between multiple and often competing objectives¹⁶³. The Government also has significant indirect impacts on the level and distribution of market (i.e. before taxes and transfers) incomes of families, for example, through macroeconomic policies, and the provision education, health, employment and training assistance services.

A study by Stephens and Waldegrave¹⁶⁴ found that, in 2001, 27.4 percent of the total population would have been poor on the basis of market income alone using a poverty measure which they define as 60 percent of median equivalent disposable household income. After taxes and transfers, however, around 16.3 percent were poor¹⁶⁵. The incidence was significantly higher for Māori (25.6 percent) and Pacific peoples (29.6 percent).

Redistribution of incomes to families with children in New Zealand is based mainly on notions of vertical equity (fairness between those on high and low incomes) and on poverty relief. Policies in this country are not designed to offset the additional costs of children for all families, as is the case to some extent in a number of OECD countries. An international study in 2002 of the generosity of government assistance to parents with costs of raising children ranked New Zealand 17th out of 22 OECD countries¹⁶⁶. Assistance for families remains relatively tightly targeted to low income in New Zealand.

The case for intervention to redistribute incomes rests on two main foundations:

- equity concerns about the current wellbeing of low-income families
- the accumulating evidence that inadequate living standards while children are young can adversely affect outcomes later in life, and that poor outcomes for children can be difficult to overcome as children become adults¹⁶⁷.

In redistributing incomes to low-income families, the Government uses a mix of the approaches. These include: *responding to needs* (payment of benefits); *supporting families* (DPB for carers); *working within constraining assumptions* (that couples receiving benefits are single economic units); *using incentives* (differential benefit income tests to encourage part-time or full-time work); and *enforcement of responsibilities* of non-custodial parents to contribute to the upkeep of their children, under the Child Support Act 2000.

The operation of the tax and transfer systems has a number of unintended effects on incomes. In addition to providing an increase in incomes, the income transfer system also impacts on beneficiary families through the incentives and disincentives it can create with respect to certain types of behaviour. For example, the rates of different benefits abate or reduce in various ways as the incomes of recipients increase. The result of these abatements is that, in some situations, there is little or no extra income to be gained when benefit recipients increase their hours of paid employment or return to work fulltime.

Various design features of the income support system attempt to ameliorate these effects by tailoring the system to match the differing circumstances of different groups of beneficiaries. There are, however, inescapable trade-offs between the competing objectives of providing income support for those who need it, encouraging beneficiaries back into paid employment, and prudently managing the use of public funds.

Families and income: key issues

Income inadequacy is a key issue for many families with children, where total income is too low to meet everyday basic needs. Some families rely heavily on discretionary hardship assistance on top of their benefits or wages – in part due to the non-indexation of Family Support rates, which are not adjusted to reflect changes in the Consumer Price Index. Inadequate incomes impact on children's living standards, and can jeopardise long-term outcomes.

Poor financial incentives and barriers to work can leave families who take up paid employment or who increase hours of employment financially worse off than on benefit. Families with children also face other financial barriers to work, such as early childhood education and care costs.

People do not receive all the assistance to which they are entitled. Social assistance benefits are complex and difficult for people to understand. Some working people on low incomes do not receive the financial help that is available through MSD and IRD. Delivery through two distinct systems (benefit and tax) and people's fear of getting into debt contribute to people not taking the assistance that they are entitled to.

These issues are key factors driving the Government's Working for Families package announced in the 2004 Budget. More detail is provided in *Appendix 7*.

Families and housing

About 90 percent of New Zealand households are housed either as home owners or as tenants renting privately, without direct assistance from the Government.

The Government has two direct roles in housing. The first is regulation, of the housing market and of housing quality. The second is providing housing assistance to lower-income households that have difficulty accessing affordable and suitable housing¹⁶⁸. Direct housing assistance generally falls into two sub-categories: assistance aimed at increasing the supply of affordable housing, and assistance delivered to those requiring housing.

Government housing initiatives in the past have included the provision of pensioner and workers' housing, the promotion of home ownership through subsidised mortgage finance and deposit assistance, and the widespread construction of state rental housing.

The 1980s and 1990s saw the end of the Family Benefit Capitalisation Scheme and subsidised interest rates which had contributed to the rapid growth of home ownership throughout the previous three decades. They also saw the freeing up of financial markets, making capital more accessible; the removal of subsidies to local government for pensioner housing; the introduction of market rents for state housing tenants, alongside a widespread sales programme; and the introduction of the Accommodation Supplement, a cash supplement, as the primary form of

government housing assistance (payable to public and private tenants, boarders, and to home owners). In addition, in 1986 the Residential Tenancies Act was passed, setting out the rights and obligations of landlords and tenants, and providing advice and dispute resolution services to both parties.

Since 1999, the Government has increasingly focused on housing and housing policy to improve people's social and economic circumstances. New initiatives have included the reintroduction of income-related rents for state housing tenants, and growth in the volume of state housing stock. Although new initiatives are small, in pilot form and/or in some locations only¹⁶⁹, the Government is expanding its range of other housing assistance. It is now running a home ownership programme, funding local government and other providers of social housing (not-for-profit housing) and actively exploring the potential of other interventions to deliver good housing.

The Local Government Act 2002 has as its central precept the intention to strengthen the concept of local democracy and the sustainability of communities. It seeks to improve local decision-making and action by, and on behalf of, communities, and to promote the social, economic, environmental and cultural wellbeing of communities now and for the future¹⁷⁰. Local government's role in relation to housing has been expanded to consider all determinants of wellbeing. This is likely to include housing. It is also required to encourage agencies that deliver services, such as housing services, to work together and define who is responsible for delivering outcomes. Local government now has the opportunity to become further involved in relation to social housing to help low- and modest-income households and other disadvantaged groups to access appropriate, secure and affordable housing.

By itself, housing policy cannot guarantee desirable housing outcomes. Monetary policy, labour market policy, taxation policy, social assistance and immigration policy have the potential to exercise as much, and sometimes more, influence on housing.

A discussion document, *Building the Future: Towards a New Zealand Housing Strategy*, released in April 2004 marks a key stage in the development of a New Zealand housing strategy, due for release in late 2004.

Key government agencies with responsibilities in relation to families and housing are:

- Housing Corporation of New Zealand (in relation to state housing) <http://www.hnzc.co.nz>
- Ministry of Housing (in relation to tenancies) <http://www.minhousing.govt.nz>
- Ministry of Social Development (in relation to the Accommodation Supplement) <http://www.msd.govt.nz>.

Key legislation for families and housing includes the:

- Housing Act 1955
- Residential Tenancies Act 1986
- Resource Management Act 1991
- Housing Restructuring (Income-Related Rents) Amendment Act 2000
- Housing Corporation Amendment Act 2001.

Nature of the Government's involvement with families and housing

Housing New Zealand Corporation (HNZC) rents over 64,000 houses to people in need and to community groups that provide housing for special needs groups. HNZC uses the Social Allocation System to allocate its houses to those in greatest housing need. Eligibility for a state house is restricted to households that are New Zealand residents; are on low incomes; have limited realisable assets; and have established housing needs. In providing state or community group housing, the Government is *supporting families* in a role which is normally carried out by families, i.e. accessing housing for family members and, for most of these families, contributing to the cost of that housing.

The Accommodation Supplement (AS) is a cash supplement available to beneficiaries and low-income people with housing costs that are greater than defined affordability thresholds. The AS had over 252,000 recipients (80 percent renters and 20 percent owners) in 2002. For those recipients who live with other family members (50 percent of AS recipients were single people living alone, 36 percent were single parents and less than nine percent were couples with children), the Government is again *supporting families* in a role normally carried out by families by contributing to the cost of housing for families.

Most local authorities also provide social housing, with over 14,000 local government units currently being rented, mostly at below market level rents, mostly to older people on low incomes and to single people. Again, this is assistance which is *supporting families* in a role normally carried out by families. Most of the smaller central government housing programmes such as the mortgage insurance scheme, Rural Housing Programme, Healthy Housing Programme, Community Renewal Programme, Low Deposit Rural Lending Programme, Papakainga lending, and Kapa Hanga Kainga (group self-build), also fall into this category.

A number of the other housing initiatives of the Government, such as the Housing Innovation Fund and the Local Government Housing Fund, do not fall neatly into any of Harding's categories. Instead, they are a programme of demonstration projects which aim to stimulate the development of an innovative social housing sector.

The operations of the tenancy services, including the tribunal, are best characterised as assistance *and enforcement of rights and responsibilities*.

Families and housing: key issues

The main issue for families and housing is that of **cost of housing and affordability, particularly for low-income families renting in the private housing sector**. As home ownership rates decline, an increasing proportion of New Zealand families are reliant on the private rental market. Low income families face a trade-off between price and quality of housing. A disproportionate number of sole-parent families have high relative housing costs and little disposable income, and Māori and Pacific families are also more likely to experience high housing costs relative to disposable income. This can lead to crowding and insecurity of tenure, which can be financially costly for tenants, and negatively impacts on households in terms of stress, personal and household safety, and on community stability. While crowding is stressful for children and adults, it has significant health impacts on children¹⁷¹. Significantly higher levels of crowding are experienced by Māori and Pacific households¹⁷².

A second issue is the **mismatch of current housing stock to the diversity of family forms**. Neither public nor private sector housing stock is configured to meet the needs of extended or blended families, or complex co-parenting or step-parenting arrangements where children reside with two or more families. Pacific families, in particular, often experience difficulty in finding housing that will accommodate all the extended family who would expect to live together. The typical suburban home of the 1940s to 1970s was designed to meet the needs of nuclear families consisting of a husband, wife and two or three children¹⁷³. Housing stock in both sectors is also ill-adapted to meet the needs of increasing numbers of older people who wish to be able to “age in place”, and continue to exercise independence.

Accessibility to infrastructure and to jobs is increasingly determined by house prices which limit “who can live where”. Some affordable housing is located in areas which lack reasonable-quality physical and social infrastructure, have poor access to transport and employment opportunities, and have high levels of crime or fear of crime. This is true of a proportion of HNZC’s housing stock, which is located in towns with stagnant or declining employment prospects. Conversely, the lack of housing for workers and families is holding back economic development in some areas, such as Ashburton.

Declining home ownership will have consequences for the passing on of property. Between 1991 and 2001, home ownership rates fell from 74 percent to 68 percent. This makes it likely that more families will be unable to pass on property to their children (the most common inheritance for New Zealand families) and, further, it will be less likely that older people will have either the property or the equity that will enable them to “age in place”. The decline in home ownership across all income groups has led not only to a rise in the number of renting households, but also to increased demand for social housing¹⁷⁴.

Housing quality, particularly the poor physical condition of some housing, is of concern. Poor quality includes structural and maintenance problems, and inadequate provision of facilities and services. The quality of housing is a particular concern in some rural areas, such as the Far North and the East Coast, particularly for housing on multiply owned Māori land.

Families and education

The education sector has traditionally been viewed primarily in terms of the compulsory education sector. Over recent years, however, there has been significant growth in both the early childhood and tertiary sectors. The provision of early childhood education has expanded to encompass a much higher proportion of young children, with the strongest growth occurring in full-time childcare, which is associated with the increased participation of women with young children in the workforce.

Similarly, there has been significant growth (a doubling of participation in just 10 years) and increased diversification in tertiary education, with expansion of provision in private training establishments and wānanga, alongside growth in universities and polytechnics. Over the last three to four years this growth has occurred particularly in low-level tertiary education and in post-graduate education.

The education sector has also seen significant development in kaupapa Māori education at all three levels, starting with the establishment of kohanga reo, moving into kaupapa Māori schooling and, more recently, in burgeoning growth in enrolments at wānanga catering for the tertiary education needs of Māori.

The other significant change has been the increasing cost of education at all levels, particularly at the tertiary level, and the burden this places on low-income families.

Families play a vital role in the education of their children. This is recognised in the Ministry of Education's work to support families to engage in their children's education to improve education outcomes.

The Government's priorities for education which draw together the various education strategies are set out in its May 2003 *Education Priorities for New Zealand*. Goal one is to build an education system that equips New Zealanders with 21st century skills. Goal two is to reduce systematic under-achievement. It underlies the need to strengthen family and community involvement in education through improved information-sharing and participation¹⁷⁵.

Key strategies in the education sector that sit within these priorities include the:

- **Strategic Plan for Early Childhood Education: *Ngā Huarahi Arataki*** which provides a 10-year strategic plan for early childhood education (2002-2012) focused on increasing participation in quality ECE services, improving the quality of ECE services, and promoting collaborative relationships with families.
- **School Strategy**, which is under development and still at an early stage. The strategy aims to enhance the achievement of top students while lifting the achievement of students who are not reaching their potential. The Ministry of Education is seeking the views of the education sector and wider community on what the Strategy should include.
- **Tertiary Education Strategy 2002-2007**, which sets a new direction and policy framework for the tertiary education system with an overriding theme of connectivity.
- **Ngā Haeata Matauranga: *Report on Māori Education*** which appears annually, provides a report for the past year and sets a strategic direction for the future.

- **Pasifika Education Plan**, which has its first release in 1996 as *Ko e Ako 'a e Kakai Pasifika*. The key strategic direction of the Plan is to increase Pacific achievement in all areas of education through increasing participation, improving retention and focusing on effective teaching strategies.

The Ministry of Education is the main government agency with responsibility for education (<http://www.minedu.govt.nz>). The Education Act 1989 is the primary legislation governing education provision.

Nature of the Government's involvement with families and education

The Government uses a range of approaches in relation to education and families. For example, in early childhood education, the Government responds to needs and demands.

These days, parents of young children are frequently working. With this change has come a significant growth in early childhood education and care services in both the private and community sectors that provide full-time services for young children. The state provides some financial childcare support for low- and middle-income working parents and in doing so is *supporting families* (see the sections on *Families and working lives* and on *Families and income*).

Charging for early childhood education and care reflects the private benefits of childcare, in terms of income earned by family members in employment, with costs of early childhood education and care partly offset for lower-income families by the Childcare Subsidy and the ECE Funding Subsidy (see *Families and working lives*). There is some evidence to suggest that students with young children face considerable financial strain in managing the additional costs of childcare¹⁷⁶.

In the compulsory education sector, the Government requires children to attend school between the ages of six and 16. In this, the Government is *enforcing responsibilities in particular areas*, although the use of penalties on parents by the courts when children fail to attend school regularly is generally last resort. Another view of the Government's role in compulsory education (and early childhood education) is that it is *substituting for families* in relation to the education/socialisation of children.

In the tertiary sector, the Government works within *constraining assumptions* with its student allowances policy, which assumes that parents will support their children in tertiary education until the age of 25. Part-charging for tertiary education reflects the benefits that accrue to an individual in the form of increased labour market participation rates and higher income levels after graduation. Tertiary education costs are offset to some extent by income-contingent loans and the Student Allowances scheme. The fall-back position for those students who are not supported is that they can borrow through the loans scheme and make repayments once they are working.

Families and education: key issues

The Commission should consider how families can best contribute to the education of children in partnership with schools.

The first issue is how families can be encouraged to provide the **best early childhood education and development for children** to be school ready. The role of the government in providing early childhood learning, particularly where parents are not doing so adequately, is important. In this area the form and level of assistance can differ depending on whether the government is trying to improve education outcomes for children or employment (and income) outcomes for parents.

The second issue is how the government can influence the **family home environment** to enable it best to support good education outcomes in school outcomes. This is important because of the important influence of the home on compulsory education outcomes.

The availability of **choice of education provider** can be an issue for families. Families in many centres have a choice of providers and are also able to access education of a special character. However, in smaller centres and rural areas families have fewer or no choices and may be unable to access particular types of educational provision (e.g. Māori immersion education, Christian education or a special school). A greater number of families have also experienced the effects of the local school network coming under review with the potential for schools in their neighbourhood to be closed.

Families and health

New Zealand's health system delivers services in the following areas: public health; personal health; mental health; and disability support. Mental health and disability support are covered in the section *Families and disability*.

Public health services are focused on the health of populations, and include health protection (e.g. immunisation programmes) and health promotion (e.g. healthy eating). A framework for public health action over the next three to five years is provided in the Ministry of Health publication *Achieving Health for All People*¹⁷⁷.

The Ministry of Health's Public Health Intelligence monitors the state of the public health of New Zealand against a set of 50 indicators of socio-economic, environmental and behavioural risk factors and health outcomes, differentiated by age group. Differences are monitored among ethnic minorities, across District Health Boards, and in comparison with other countries. The results are reported annually¹⁷⁸.

Personal health has as its main focus the health of individuals. There are three broad groupings of personal health services:

- **Primary health services**, which provide community-based treatment, disease prevention and health promotion services¹⁷⁹. Examples of primary health services include general practice, mobile nursing, screening and community health services. Most primary health care services incorporate an element of “user-pays”.
- **Secondary health services**, which are general hospital-based services, including the services of hospital clinicians and diagnostic tests. The costs of these services are generally fully funded in the public hospital setting.
- **Tertiary health services**, which are intensive specialist interventions. They include, for example, acute services to manage trauma, surgical services, interventions such as radiotherapy, and intensive care services. Not all tertiary care services are available in all hospitals. These services are publicly funded in public hospitals.

New Zealand’s health system has undergone significant structural changes over the past 20 years. The New Zealand Public Health and Disability Act 2000 underpins current health sector structures with the establishment of 21 elected District Health Boards (DHBs), each responsible for a geographically defined population. The functions of DHBs include the assessment of population needs, together with responsibility for both funding and providing services. DHBs have devolved funding and associated decision-making and are also forging strong links with the communities they serve.

The three overarching strategies for health are: the *New Zealand Health Strategy; He Korowai Oranga (Māori Health Strategy)*; and the *New Zealand Disability Strategy* (discussed under *Families and disability*).

The **New Zealand Health Strategy**, led by the Ministry of Health provides the framework within which the DHBs and other organisations across the health sector operate. The Strategy focuses on reducing disparities in health outcomes and improving the overall health status of New Zealanders. Māori and Pacific peoples are identified as target populations, as are those people in lower socio-economic groups.

One of the 10 goals in the strategy is for “Healthy communities, families and individuals”. This goal incorporates a number of objectives including adequate support for parents and young families and for caregivers in families with dependent members; policies and programmes that promote positive ageing; and reducing the incidence and impact of violence in interpersonal relationships, families, schools and communities¹⁸⁰.

He Korowai Oranga (Māori Health Strategy), led by the Ministry of Health, sets the direction for Māori health development in the health and disability sector. The achievement of whānau ora, or healthy families, is central to this strategy. The strategy has four pathways for action: development of whānau, hapū, iwi, and Māori communities; Māori participation in the health and disability sector; effective health and disability services; and working across sectors. Some of the programmes in place to implement these strategies are outlined in *Appendix 2*.

A number of strategies sit under the New Zealand Health Strategy. For example, the *Primary Health Care Strategy* sets out the strategic directions in this area, including improved accessibility, affordability and appropriateness of services, and the provision and funding of services according to the population's needs¹⁸¹. The Government has invested \$400 million of new funding to implement the *Primary Health Care Strategy* in the 2002/03 to 2004/05 period.

The establishment of Primary Health Organisations (PHOs) is a new initiative designed to assist in the implementation of the *Primary Health Care Strategy*. PHOs are groups of providers working in multi-disciplinary teams to provide primary health care services to a particular population. Some PHOs have been established to cater specifically to Māori, and others provide services to Pacific peoples and ethnic minority groups¹⁸². Services provided by PHOs are expected to be free or low-cost, with an initial emphasis on reducing costs for school-age children and for individuals with high health needs¹⁸³.

Other key strategies and plans that provide guidance to the health sector include the:

- **Child Health Strategy**, led by the Ministry of Health, which focuses on actions to improve health outcomes for children/tamariki and their families and whānau.
- **Health of Older People Strategy**, led by the Ministry of Health, which aims to develop an integrated approach to health and disability support services that is responsive to older peoples' varied and changing needs.
- **Pacific Health and Disability Action Plan**, led by the Ministry of Health, which sets out the strategic direction and actions for improving health outcomes for Pacific peoples and reducing inequalities between Pacific and non-Pacific peoples.
- **New Zealand Youth Suicide Prevention Strategy**, a national strategy co-ordinated by the Ministry of Youth Development, which sets out the way forward to prevent young people from considering suicidal behaviours.
- **New Zealand Positive Ageing Strategy**, co-ordinated by the Office for Senior Citizens which sets out the Government's vision for a society where people can age positively, where older people are highly valued and continue to have opportunities for participation.

Key agencies working in health include:

- Ministry of Health (<http://www.moh.govt.nz>)
- District Health Boards (<http://www.moh.govt.nz> – contains links to individual boards)
- Mental Health Commission (<http://www.mhc.govt.nz>)
- ACC (<http://www.acc.co.nz>).

The key independent statutory agency is the Health and Disability Commissioner (<http://www.hdc.org.nz>) (see Appendix 4). There are also a number of government-appointed committees providing advice to the Government, including the National Advisory Committee on Health and Disability (<http://www.nhc.govt.nz>).

Key legislation relating to families and health services includes the:

- Health and Disability Commissioner Act 1994
- New Zealand Public Health and Disability Act 2000
- Medical Practitioners Competence Assurance Act 2003.

Nature of the Government's involvement with families and health

In general, personal health services provided through the mainstream health system are focused on the individual not the family unit. The majority of services in the personal health area can therefore be categorised as *responding to needs and demands* of individuals within a family unit.

Healthcare-related subsidies (such as subsidised GP visits and prescribed medicines) have been developed in recognition of the potentially high cumulative costs of primary health care on a family unit. These subsidies may be viewed as a *use of incentives* to encourage families to access primary health care services, reducing the potential demand for more expensive secondary and tertiary interventions.

Families and health: key issues

The availability and cost of health services for sick family members are significant issues. It is the family that initiates contact with primary health services and so those services need to be accessible. The success of Public Health Organisations and patient subsidies in this regard will be crucial. The ability of the health system to engage those most at risk is important.

A second issue is the role of government where the **family has difficulty integrating the variety of services** a family member requires. This may be because of complexity of the particular situation or the capability of the family.

Third, **optimal levels and types of universal and targeted services** for newborns are critical for the best possible start in life.

Fourth, families have a particular interest in **reproductive health services**. The Commission should consider issues of family and health service responsibility for providing advice to teenagers and the role of government in providing assisted human reproductive services.

Lastly the role of the government and families in relation to providing **care for disabled or elderly members** who cannot live independently is an important issue.

Families and disability

One in five New Zealanders has a long-term impairment. The incidence of impairment increases with age¹⁸⁴. Impairments are generally physical, sensory, neurological, psychiatric or intellectual, or a combination of these. Survival rates of people with complex disabilities have increased with improved medical science and technology.

Recent decades have seen a significant shift in approaches to disability. The traditional medical model that saw disability as an individual problem to be treated has been largely replaced by the social model. This focuses on the relationship between disabled people and their social environment, and locates the required interventions in social policy and institutional practice.

The majority of disabled people have always lived at home with families/whānau and continue to do so. In the past, a minority of those with intellectual, psychiatric or age-related disabilities lived in institutions. Recent years have seen a steady movement of disabled people out of hospitals and institutions into supported community-based living, and the mainstreaming of their services, particularly in education and employment.

Disability issues have received increased prominence with the establishment of the portfolio of Minister for Disability Issues in 1999, the release of the whole-of-government New Zealand Disability Strategy in 2001, and the creation of the Office for Disability Issues in 2002¹⁸⁵. The responsibilities of the Office for Disability Issues include promoting and monitoring the implementation of the New Zealand Disability Strategy.

Consistent with the strategy, present government policies and services seek to promote a more inclusive society by removing barriers that prevent or limit disabled people from reaching their potential or participating fully in the community.

The **New Zealand Disability Strategy** has 15 objectives for making our society more inclusive. Objective 15 is to “Value families, whānau and people providing ongoing support”. Some of its identified actions are to:

- ensure needs assessment processes are holistic and take account of the needs of family/whānau as well as the person with disabilities
- ensure that the family/whānau who support disabled people are given the opportunity to have input into decisions affecting their family member
- encourage debate around responsibility for caring, payment for caring and how to further recognise and value the caring role
- provide families who support disabled people with information that is accurate, accessible and easily found¹⁸⁶.

In the mental health area the **National Mental Health Strategy**, led by the Ministry of Health, has two broad aims: to achieve a decrease in the prevalence of mental illness and mental health problems within the community, and to increase health status and reduce the impact of mental illness on consumers, their families and the general community.

The Department of Labour-led **Pathways to Inclusion**, released in 2001, is a strategy which aims to provide opportunities in employment for disabled people, to enable them to work in the open labour market, maintain adequate income and participate in the community.

Key agencies in the disability area are:

- Office for Disability Issues (<http://www.odi.govt.nz>)
- Ministry of Health (<http://www.moh.govt.nz>)
- DHBs (in relation to provisions of mental health and disabilities support services)
- Ministry of Education (<http://www.minedu.govt.nz>)
- ACC (<http://www.acc.co.nz>)
- Ministry of Social Development (<http://www.msd.govt.nz>)
- Mental Health Commission (<http://www.mhc.govt.nz>).

The key independent statutory agencies involved in this area are the Health and Disability Commissioner (<http://www.hdc.org.nz>) and the Human Rights Commission (<http://www.hrc.co.nz>) (see *Appendix 4*).

Key legislation relating to services for disabled people includes the:

- Education Act 1989
- Social Security Act 1964
- Health and Disability Act 1999
- Injury Prevention, Rehabilitation, and Compensation Act 2001
- Mental Health (Compulsory Assessment and Treatment) Amendment Act 1999
- Health and Disability Commissioner Act 1994.

Nature of the Government's involvement with families and disability

A range of approaches is used in the provision of services for disabled people. For example, generic health, education, employment and income support services (although with incentives for employment) are available to *respond to the needs and demands* of disabled people and their families, together with a range of specialist mental health, education and vocational services. Other services for this group serve to *substitute for or support families*. These include support for caregivers, respite care for family caregivers and employment of foster parents for disabled children whose parents are unable or unwilling to care for them.

Other policies *use incentives* to encourage particular family behaviours, for example, the Domestic Purposes Benefit has not generally been available to caregivers looking after their partner or a dependent child under the age of 16, as these are perceived as normal roles for partners and parents. ACC's services use a range of incentives to encourage rehabilitation and return to work.

Families and disability: key issues

The key issue for families is the **lack of coherence** between those government agencies providing services for disabled people, and the present **inequities across government-funded supports** for disabled people. This is particularly evident between those funded by ACC and those funded by other government agencies, but also between the services available for people with different types of disabilities. Despite the good work of service co-ordinators and case managers, disabled people and their families often have to navigate a range of services and agencies that are poorly co-ordinated, with little attention to facilitating transitions from one type of service to another. Work on this issue is underway, led by the Office for Disability Issues.

This lack of coherence sits behind the second key issue which is the need to develop coherent policies on the **payments to and support of family caregivers** for disabled people, including frail older people. Government policies for these family caregivers have not usually included allowing their contractual employment as caregivers or paying them wages or entitlements for providing care (see *Families and human rights*). Responding to a request by the Government to review this policy, work on this is underway at present, led by the Office for Disability Issues.

An ongoing service concern is the **shortfall in mental health services** available to New Zealanders, particularly for children and young people. Although considerable effort has gone into building up mental health services in recent years, international and New Zealand shortages of trained mental health staff continue to thwart attempts to achieve the *Blueprint for Mental Health Services*¹⁸⁷ target. That target is for three percent of the population to have access to mental health services.

Families and social services

This section focuses on services and programmes that are designed to support the social wellbeing of individuals and families. Support services for families offered through other sectors, including health, disability, education and housing are covered in the corresponding sections.

A number of government agencies are involved in the direct provision of social services to support children and their families. The Department of Child, Youth and Family (CYF) is a major government player, delivering statutory care and protection and youth justice social work services to children, young people and their families. However, the non-government sector is also a significant player, with a broad range of NGOs delivering programmes and services on behalf of government. Local government is also playing an increasingly important role in the provision of social services at a community level¹⁸⁸.

Over the last 10 years, an emphasis has been placed on enhancing the co-ordination of interventions and services provided to families. There are a number of cross-government initiatives that attempt to assist children and their families to access the services they need (e.g. Strengthening Families). However, there is no overall government strategy to deliver social services and support to families, and service coverage is variable throughout New Zealand¹⁸⁹. This point was most recently highlighted in the 2003 Baseline Review of CYF. The review noted that further work is required to build a strong family support sector, with a focus on improving the interfaces between a range of government agencies such as Health, Education, Police and Justice, as well as non-government providers.

CYF service volumes continue to grow. Following from the Baseline Review, CYF has a clear mandate and significant additional funding to address the backlog of unallocated cases and to respond to notifications in a timely and effective way. At the same time, MSD has established a Family and Community Services Group (operational from 1 July 2004). The role of the Group in respect of families is to strengthen support services by providing leadership and co-ordination across government agencies.

Most government investment in social services to support families is targeted to highly vulnerable families and to those families managing critical social transitions. For example, remedial care and protection services provided by CYF are targeted to those children facing the greatest risk of harm. Similarly, expenditure on early intervention and preventative initiatives such as Family Start are targeted to families assessed as being very vulnerable to poor outcomes. A relatively small amount is invested in assistance to all families through programmes provided by community organisations¹⁹⁰.

Present government policies are beginning to examine the capacity of more broadly targeted programmes to address problems before they become severe. A movement towards greater investment in early intervention focused on parents with young children is premised on international research that demonstrates the effectiveness of early intervention in changing behaviour and achieving good outcomes for children¹⁹¹. MSD's new Family and Community Services Group will promote service development in this area, with a view to reducing the demand for targeted and high-intensity health, education and justice services over time. Greater attention is also being paid to addressing family violence, through both preventative initiatives and enhanced service delivery. The links between family violence and child abuse are recognised and government agencies are examining ways of better co-ordinating responses to these issues.

CYF is currently the largest government funder of social services, contracting with non-government organisations (NGOs) for the provision of social services to families worth \$90 million per year.

The funding supports a range of support services to families as well as services to family members who are victims of abuse and neglect. CYF also funds some general welfare services such as budget advice. However, the 2003 Baseline Review of CYF recommended that CYF focus explicitly on the safety and security of children and young people and their protection from harm and on the safety and security of community members from offending by children and young people. While CYF's funding for safety and security responsibilities has increased as a result of the review, CYF's role in funding support services may be reduced, with other government agencies extending their responsibilities.

The New Zealand Lottery Grants Board is a Crown Entity responsible for the distribution of profits from state lotteries. Funding is provided to the social services area through a number of committees including Lottery Welfare (\$10,506,000), Lottery Youth (\$4,949,000) and Lottery Seniors (\$2,958,000)¹⁹². In general, the Lottery Committees do not fund projects that are considered to be the responsibility of local authorities, central government or some other funding body. The level of funds available for distribution by the committees has fallen by over \$30 million since 1999¹⁹³, as expenditure on gambling has transferred to new forms of gambling.

Over the past four years, the Government has set out a range of high level strategies to address issues about children, young people, and violence within families. These include:

- **Te Rito: The New Zealand Family Violence Prevention Strategy**, led by MSD, which seeks to address family violence by adopting a multi-faceted approach. It sets out a framework for action that emphasises a co-ordinated government and non-government response to preventing and reducing family violence.
- **Agenda for Children and Youth Development Strategy Aotearoa**, led by MSD both of which focused on the interests, profile and status of children and young people.
- **Blueprint for the Care and Protection Sector**, led by MSD, which is intended to strengthen protection from abuse and neglect.

- **Positive Ageing Strategy**, led by the Office for Senior Citizens, which sets out the Government's commitment to positive ageing. Each year, government agencies identify work items that will contribute to the goals of the strategy.
- **Youth Offending Strategy**, led by the Ministry of Justice, which aims to reduce the incidence and severity of offending by young people.

The Baseline Review of CYF made recommendations about statutory responses to child abuse, neglect and insecurity of care which are being implemented.

In addition to these strategies, the **Strengthening Families collaborative case management approach** (developed by the Ministry of Social Development in partnership with the Ministries of Health and Education and CYF) aims to better co-ordinate services to at-risk families. It involves the use of 60 local management committees that bring together government departments to provide co-ordinated services to families who have come to the notice of more than one agency¹⁹⁴. Membership of the local co-ordination groups includes frontline workers from the health, education, welfare, justice, housing and employment sectors and other government and community organisations and iwi. The groups co-ordinate case conferences, bringing together relevant agencies to work with the family to jointly identify and address needs.

A similar initiative has been implemented as part of the Youth Offending Strategy with 30 local **Youth Offending Teams** (established by the Ministry of Justice in partnership with the Ministries of Health and Education, the Department of Child, Youth and Family Services and New Zealand Police) established throughout the country to co-ordinate service delivery at a local level to young offenders, and ensure that some young offenders receive health and education assessments, followed by appropriate intervention from both sectors. Membership of the Youth Offending Teams includes frontline staff and managers from Child, Youth and Family, Police, Health and Education.

Current policy and service development priorities for service to families are as follows (for more details see *Appendix 2*):

- Improving the coordination of services and providing greater leadership and direction by setting up the Family and Community Service Group within MSD.
- Extending and improving support for parents by expanding some existing programmes, strengthening early intervention, and increasing investment in parent support and education e.g. the Strategies for Kids – Information for Parents (SKIP) initiative which aims to build parents' knowledge and skills in raising children.
- Introducing more effective prevention of, and responses to, violence within families including the implementation of priorities with Te Rito, more effective responses when care and protection concerns are first noticed, and strengthening elder abuse and neglect services.

Key government agencies operating in the social services area are:

- Ministry of Social Development – policy development and family services (<http://www.msd.govt.nz>)
- Treasury – policy development (<http://www.treasury.govt.nz>)
- Department of Child, Youth and Family Services (<http://www.cyf.govt.nz>)
- Department of Corrections (<http://www.corrections.govt.nz>)
- Ministry of Justice – encompassing court-related services (<http://www.justice.govt.nz> and <http://www.courts.govt.nz>)
- Department of Internal Affairs – primarily funding focused (<http://www.dia.govt.nz>).

There are also significant links with the interests of the Ministry of Health (<http://www.moh.govt.nz>); the Ministry of Education (<http://www.minedu.govt.nz>); Te Puni Kōkiri (<http://www.tpk.govt.nz>); the Ministry of Pacific Island Affairs (<http://www.minpac.govt.nz>).

Key legislation relating to families and social services includes the:

- Adoption Act 1955
- Guardianship Act 1986
- Children, Young Persons, and Their Families Act 1989
- Domestic Violence Act 1995
- Local Government Act 2002.

Nature of the Government's involvement in social services

Much of government's involvement in social services is focused on services to support families caring for children and young people. Social services provided for these families generally serve to *substitute for or support families* temporarily or permanently in those roles that are normally carried out by families. However, there is some variation within the service mix. Some support services such as general parenting programmes and “help lines” available to all families, *respond to the needs and demands* of parents and other caregivers. Others, particularly statutory social work services, substitute for families where children are placed in out-of-family care.

In general, services provided to families caring for children and young people attempt to preserve the family structure as far as possible. The principles underpinning the Children, Young Persons, and Their Families Act 1989 make it clear that, where possible, relationships between children and young people and their families should be maintained and strengthened¹⁹⁵. As a result, statutory social work practice places an emphasis on supporting parents and wider family in their caregiving roles, even if safety issues require that children or young people be temporarily removed from their families.

Social services provided to adults tend to *respond to needs and demands* of adults as individuals rather than as family members, and the assumption of family membership is not generally built into the operation of services. Similarly, social services provided for older people also *respond to the needs and demands* of individuals. However, some may be viewed as *substituting for families*, in particular visiting/befriending and home support services that are provided to assist older people to continue living in their own homes for as long as possible.

Families and social services: key issues

A key issue for families is the **lack of a coherent social services strategy**. The funding of social services is piecemeal, with investment coming from a variety of sources including central and local government, the New Zealand Lottery Grants Board, and private trusts and charities. There is a heavy reliance on the community sector for the delivery of social services, with some variations in service quality and availability. The new Family Services Group established within MSD is likely to address these issues as it seeks to strengthen and coordinate family support services across government. Work is also underway in MSD to develop a coherent framework for services directed to families.

A second, and related, issue is that of **poor service co-ordination** at the interface of the social services, health, education and justice sectors. This is particularly evident in the provision of support to families caring for children and young people. Work has begun to address concerns in the context of children and young people requiring care and protection services (see *Appendix 1*). MSD's new Family Services Group is also tasked with addressing this issue.

Thirdly, **service capacity** is an issue, especially in the domestic violence area, but also in terms of services for Māori, Pacific peoples, ethnic groups and specialist areas.

Finally, further work is required to **improve the knowledge base** on “what works” in early intervention and prevention services, and what outcomes may be expected from particular interventions. Many of the programmes operating in New Zealand are relatively new, and ongoing outcome evaluations are required to support a process of continuous development.

Māori families/ whānau Māori make up nearly 15 percent of the New Zealand population, with one person in seven identifying their Māori ethnicity¹⁹⁶.

In recent years, there have been some positive social and economic trends for Māori. For example, Māori unemployment is declining and participation in education is improving in absolute (and sometimes relative) terms. More Māori are participating in Māori medium education, and Māori are increasingly less likely to be housed in overcrowded conditions.

Despite these gains, average social and economic outcomes for Māori are not as good as average outcomes for the general population. For example, Māori life expectancy at birth is around 10 years less than for the general population. Māori are less likely than non-Māori to attend early childhood education or to leave school with a formal qualification and Māori are still more likely to be living in overcrowded housing¹⁹⁷.

The family or “whānau” is recognised as the basic social structure within Māori society. Whānau is a much wider concept than the traditional “family”. It approximates what non-Māori would generally understand to be an extended family. Although there are many one-parent Māori households, Māori are also likely to live in multi-generational households. For Māori, whānau provides care and nurturing as well as identity and a sense of purpose and belonging¹⁹⁸. People living in Māori families are more likely than non-Māori to engage in unpaid childcare (including older siblings caring for younger ones), to look after someone who is ill and to participate in

family activities¹⁹⁹. And membership of a kinship or “whakapapa whānau” may bring legal rights to communally owned land²⁰⁰, customary rights and interests to traditional areas and resources, as well as shared grievances.

As with any ideal of a family, the model of the caring, nurturing whānau does not always reflect reality. Māori children referred to CYF are almost twice as likely to be assessed as abused or neglected as non-Māori children²⁰¹. Māori children are significantly more likely to be hospitalised as a result of non-stranger violence than non-Māori. Māori women are more likely to be hospitalised as a result of non-stranger violence than non-Māori women, but non-Māori women are more likely to report family violence to the police²⁰². Māori are more likely to be separated from their whānau by imprisonment than non-Māori²⁰³.

The concept of whānau does not always require kinship or “whakapapa” ties – Māori may class as a whānau an urban Māori community in West Auckland (Te Whānau o Waipareira), the group of Māori expatriates in Sydney or Brisbane, a sports team, group of workmates or kapa haka group.

This type of whānau is generally described as “kaupapa whānau” as distinct from “whakapapa whānau”. The Families Commission Act 2003 in defining the family appears to explicitly exclude the concept of kaupapa whānau from coverage of its provisions²⁰⁴.

“Whanaungatanga” is another key concept in tikanga Māori, connecting a person to a wide range of kinship groups. It has been described as “the strong bond that influences the way one lives and reacts to his/her kinship groups, people generally, the world, the universe”²⁰⁵.

As tangata whenua and a party to the Treaty of Waitangi, Māori have a special place in New Zealand. The Treaty of Waitangi is New Zealand’s founding document and a part of our constitutional arrangements²⁰⁶. It involved an exchange between the British Crown and around 500 Māori chiefs of law-making power for the protection of chiefly authority²⁰⁷.

The Courts have described the Treaty as a “living instrument”²⁰⁸ which laid the foundation for “an ongoing partnership”²⁰⁹ between Māori and the Crown; and have ruled that “the Treaty has to be applied in the light of developing national circumstances”²¹⁰. The Waitangi Tribunal suggests that the intention of the Treaty was “to provide direction for future growth and development . . . it was not intended to be a finite contract but as a foundation for a developing social contract”²¹¹.

Although the Māori text of the Treaty does not mention whānau, Article 2 of the English text guarantees “to the Chiefs and Tribes of New Zealand and to the respective families and individuals thereof the full exclusive and undisturbed possession of their Lands and Estates Forests Fisheries and other properties which they may collectively or individually possess so long as it is their wish and desire to retain the same in their possession”. The Waitangi Tribunal has suggested that the Māori text of this Article conferring *te tino rangatiratanga* guaranteed “all the incidents of tribal communalism and paramountcy”²¹² including “the subordination of individual rights to maintaining tribal unity and cohesion”²¹³.

The approach of successive governments to Māori and whānau has evolved significantly over the last 150 years. There were active attempts to suppress collectivism from the middle of the 19th century, and to institute a policy of assimilation in the early part of the 20th century. Leadership from Māori politicians such as Sir Apirana Ngata contributed to a gradual social and cultural revival that greatly improved Māori health and education statistics, gave Māori the opportunity to develop the land they retained and helped to stem the decline in the Māori language. More recently, Māori assertion and exploration of tino rangatiratanga led to more attention being given to Treaty responsibilities and Māori cultural identity. The Waitangi Tribunal was established to report on past and present Treaty grievances, and increasing emphasis was placed on service responsiveness.

The 1988 Puao-Te-Ata-Tu report of the Department of Social Welfare was significant in stating that “the physical, social and spiritual wellbeing of a Māori child is inextricably related to the sense of belonging to a wider whānau group”²¹⁴.

By the 1990s it had become best practice across the government sector to consider explicitly how to deliver policies and services to Māori, and many government agencies have developed their own separate strategies that focus on Māori, or include a Māori dimension as part of a wider strategy. Consistent with a general move towards devolution, a number of these strategies explicitly promote whānau-focused services or whānau involvement in decision-making and service delivery²¹⁵. For example, the achievement of whānau ora or healthy families is central to the achievement of the Ministry of Health’s Māori Health Strategy.

Following a series of hui throughout the country, the Government is currently in the process of developing a National Strategy and Action Plan for Whānau Development as a means of promoting Māori self-determination and self-sustainability. One of the Government’s key goals is to “endeavour to uphold the principles of the Treaty of Waitangi”. The Government’s Reducing Inequalities Strategy aims to reduce the inequalities in society and offer a good future for all by better co-ordination of strategies across government sectors and by supporting and strengthening the capacity of disadvantaged communities, including Māori and Pacific communities. The Government has also announced a review of policies and services directed at Māori, with the aim of ensuring that they are based on need (rather than ethnicity). The review may also consider legislation that contains references to the Treaty of Waitangi²¹⁶.

Key agencies with involvement in Māori families/whānau include:

- Te Puni Kōkiri (<http://www.tpk.govt.nz>)
- Ministry of Social Development (<http://www.msd.govt.nz>)
- Ministry of Health (<http://www.moh.govt.nz>)
- Ministry of Education (<http://www.minedu.govt.nz>)
- Housing New Zealand Corporation (<http://www.hnzc.co.nz>)
- Department of Child, Youth and Family Services (<http://www.cyf.govt.nz>)
- Ministry of Justice (<http://www.justice.govt.nz>).

Nature of the Government's involvement in Māori families/whānau

There are two broad categories of policy and service that relate to whānau. One relates to the policies and services that have a primary aim of enhancing the role, status, capability and functionality of the whānau generally (whānau development projects, etc). These may relate to organisational structure or leadership capability, cultural revival, or infrastructure development. There has been a wide range of such initiatives across government agencies, many of a pilot nature. These initiatives have often operated on the philosophy that it is for whānau to identify their own needs and gaps, and the best ways to address them, and for the Government to support whānau in their efforts to address them. These approaches are best described as *supporting families*.

Most of the policies and services directed at Māori families are in the second category: government policies and services that are focused at providing services to Māori in a different way than to non-Māori. These involve *responding to the needs* of Māori families. Examples of these policies and services exist in the health, education, justice and care and protection sectors. Many of these are likely to be the subject of the recently announced government review of policies and services directed at Māori.

There are some policies that work *within constraining assumptions*. These may force a wider definition of whānau than some Māori are comfortable with, such as the requirements that succession rights to Māori land and the benefits of Treaty settlements must be available to those who are adopted into a whānau even though they may not have a whakapapa link to the land or the grievance. Or they may be restricting, such as the requirement that Māori traditional adoption (whangai) cannot provide legal rights and obligations.

Māori families/whānau: key issues

A key issue for the Government and for Māori families is the effectiveness of the model of addressing social and economic outcomes by **collective rather than individual intervention**. A number of strategies, programmes and services that use the collective model are still in the design phase or are in their infancy, and there is as yet no body of evaluation material for these interventions²¹⁷.

A further issue is a **lack of coherence** in the way that the whānau issues are addressed across government. For example, there is a range of whānau development projects run from different agencies without much in the way of information flow between them.

There are ongoing efforts to provide **Māori service providers with the support necessary to carry out their roles** – whether these are whānau providers or other Māori providers to whānau. Issues exist with resourcing, administering, networking, advocacy, and skills development. There is a wide range of capacity-building initiatives underway, but many of these have not proceeded past the “pilot stage”. There are also concerns about the capacity of non-Māori providers to provide effective services to Māori.

Finally, there are issues associated with the **broad concept of whānau and of whangai** (Māori customary adoption) and how best to take account of whānau under present policies and legislation. Examples include the legal status of whangai under the Adoption Act 1955, for the purposes of paid parental leave, and the ability of extended family to take part in legal processes and decisions.

Pacific families in New Zealand

There is great diversity within the Pacific population in New Zealand in terms of both ethnicity and cultural identity. The discussion below is premised on a pan-Pacific approach for succinctness and may contain some generalities and oversimplification.

While some Pacific people are recent migrants to New Zealand, others are New Zealand-born. Pacific people who migrate to New Zealand may have existing family, constitutional and historical ties to New Zealand. Although people from some island nations (Cook Islands, Niue and Tokelau) who migrate are already New Zealand citizens by birth, they may be affected by the same issues facing other new migrants, including other Pacific peoples.

Pacific self-identity and cultural preservation for the diversity of Pacific cultures are key issues for Pacific peoples, particularly youth.

The Ministry of Pacific Island Affairs reports that “for some second-generation Pacific peoples, the bonds of Pacific culture are not as strong or dominant, and have resulted in a loss or weakening of Pacific identity, particularly for those of mixed marriages, who increasingly do not identify as Pacific. This has implications for cultural and language preservation, Pacific identity and traditional Pacific values”²¹⁸.

Despite some aspects of Pacific culture weakening, the family unit remains central, with families playing a key role in the economic, social and spiritual lives of Pacific peoples. Strong family links are reinforced by cultural norms²¹⁹. While an increasing number of New Zealand-born Pacific people have weaker or no links with their parent country and extended families, such ties are more likely to be maintained by recent migrants, and the practice of sending remittances to family members in the home country is evident within this group²²⁰.

Over the last five years there has been a greater awareness across the government sector of the need to tailor policies and service delivery to meet the needs and aspirations of Pacific groups, particularly in the light of the social and economic inequalities that exist between Pacific peoples and other New Zealanders.

The Ministry of Pacific Island Affairs has led major consultative exercises within Pacific communities and across central government agencies to identify priorities for policy and service development. One of the seven key strategic priorities identified as part of this process in 1999 is to “significantly strengthen Pacific families”²²¹.

The Pacific Capacity Building Strategy, a three-year pilot programme focused on building Pacific capacity to achieve social and economic equity, has just been completed. This pivotal cross-government initiative, led by the Ministry of Pacific Island Affairs, has driven much of the policy and service delivery development targeted to Pacific peoples in the last three years. Areas covered by the strategy included economic development, education, health, housing, social services and employment. The effectiveness of the Strategy is currently being evaluated and will be reported to the Government in November/December 2004.

A key theme underpinning much of the *Pacific Capacity Building* work was the desirability and importance of having culturally appropriate services. The move towards “by Pacific for Pacific” service provision (including the use of Pacific churches as providers of social services) was reflected in government actions across the health, education and social services sectors.

Community-based initiatives, in which providers work alongside Pacific leaders in local communities and utilise existing social structures, represent ‘good practice’ in service delivery. Recognition of the centrality of family is also important, and many initiatives attempt to work with family groups rather than individuals. For example, recent work undertaken by the Ministry of Pacific Island Affairs on improving the social and economic prosperity of young Pacific people identified a key priority as “...equipping Pacific *families and communities* with the knowledge, resource and capabilities to support their young people to make positive lifestyle choices and informed decisions about their future”²²².

While there is no central directory of Pacific-focused services provided and/or funded by government, anecdotal evidence suggests that there is a wide range of services spanning the health, education and social service sectors in particular. However, it is also apparent that service availability and quality are variable, and Pacific workforce development remains a priority.

A number of government agencies have developed targeted Pacific strategies in their portfolio areas. These strategies generally address issues related to Pacific peoples’ access to mainstream services, as well as the development of specific services and programmes targeted to Pacific peoples. Present government strategies that have an impact on Pacific families include the:

- Framework for Preventing Family Violence in Pacific Communities (led by the Ministry of Pacific Island Affairs)
- Pacific Health and Disability Action Plan (led by the Ministry of Health)
- Pasifika Education Plan (led by the Ministry of Education).

An overview of each of these strategies is provided in *Appendix 2*.

The Ministry of Pacific Island Affairs is the key government agency overseeing the development of policies for Pacific peoples (<http://www.minpac.govt.nz>). Other government agencies are encouraged to ensure that policies and services they develop reflect the needs and aspirations of Pacific peoples. The Ministry of Pacific Island Affairs has developed a *Pacific Analysis Framework*²²³ as a tool to assist agencies in this process.

Nature of the Government's involvement in Pacific families

Most services in the health, education and social services areas in particular, *respond to needs and demands* of individuals, and the family unit is a secondary consideration. However, the importance of the family in the lives of Pacific people is increasingly recognised and reflected in government agency commitments to work with Pacific families and communities to ensure that services and programmes are effective. In some instances, this means adapting different approaches to the delivery of mainstream services, e.g. the establishment of Pacific-focused Public Health Organisations, while in other areas specific services have been developed, e.g. strategies to address family violence.

Some mainstream government policies in New Zealand, although not always explicit, *work within constraining assumptions* which may be in conflict, or at least inconsistent, with the values and practices of Pacific peoples in some areas. For example, there is some tension between policies surrounding the licensing and funding of early childhood education centres and the qualifications required for teachers, and recognition of the role played by family members in the transmission of Pacific language and culture.

Pacific families: key issues

Firstly, Pacific organisations (many of which are church-based) deliver programmes across the health, education and social service sectors. The long-term viability of some is not clear. Continued effort is required to ensure that they have **appropriate infrastructure support** to maintain effective service delivery to Pacific communities.

Secondly, it is important to ensure the competence of mainstream providers and to ensure that policy development and mainstream **services are responsive to the needs of Pacific families**. In the economic area this includes recognition of cultural expectations (such as the sharing of income within a household, donating income to churches, and sending remittances to family members in the home country) and Pacific family and leadership structures. In the social sphere it includes recognising cultural expectations related to age and gender, for example, children caring for older relatives after school.

Thirdly, issues surrounding the **labour force participation of young Pacific people** over the next 50 years will be crucial to addressing the economic needs of Pacific families. The Ministry of Pacific Island Affairs has identified five priorities for work on economic development for Pacific youth, including “Assisting Pacific families and communities to support Pacific youth in achieving their aspirations for social and economic prosperity”²²⁴.

Ethnic minority families

New Zealand's population is becoming increasingly ethnically diverse, as witnessed by the 2001 Census which recorded over 200 ethnic identities in New Zealand. Approximately 10 percent of New Zealand residents described themselves as belonging to an ethnic group other than New Zealand European, Māori or Pacific²²⁵.

There is also significant diversity *within* ethnic communities in terms of both culture and time spent in New Zealand. While some ethnic communities are well established in New Zealand (e.g. Chinese, Lebanese, Croatian, Greek and Indian communities), others are more recent arrivals (e.g. Koreans and South Africans). The needs and aspirations of people from ethnic minorities vary according to these factors. Refugees and recent migrants are two groups that are likely to have specific needs, and may require assistance to help them to settle in New Zealand.

New Zealand's immigration policies have a significant impact on the size and profile of ethnic minority groups in New Zealand. Since 2001, the level of approvals has been set each year at 45,000 places (plus 5000 if needed). Approvals are divided between three streams: the Skilled/Business (making up 60 percent of approvals); the Family-sponsored (30 percent); and International/Humanitarian stream (10 percent).

Immigration residence policy in general reflects a value on families through allocating residence rights to the spouses, partners and dependent children of all principal applicants. The Family-Sponsored Stream is targeted specifically to families. It provides an opportunity for people to live in New Zealand if they are married to, or in a de facto or same sex relationship with, a New Zealander. In some cases, it provides for the parents, children and adult siblings of New Zealanders to obtain residence.

When there is space in the Family-Sponsored Stream, parents, grandparents, siblings and adult children of New Zealanders who do not qualify under other categories might be able to enter through the Family Quota Category. Priority is given to the spouses, partners and dependent children of New Zealanders.

Under the International/Humanitarian Stream, there are two means under which refugees may gain entry to New Zealand: through the Refugee Quota (mandated by the Office of the UN High Commissioner for Refugees) and through Refugee Status (i.e. "spontaneous" refugee claims such as asylum seekers). The Refugee Family Quota, like the Family Quota, is a residual category. The objective is to facilitate the successful resettlement of refugees resident in New Zealand by providing them with an opportunity to sponsor family members who would not otherwise qualify for residence. Priority is given to those sponsors who are either totally alone in New Zealand or alone aside from dependent children and who have no other family members eligible for residency under other categories.

A domestic violence policy introduced in 2001 enables the ex-partners of New Zealanders to apply for residence when their relationship has ended because of domestic violence and they cannot return home for cultural and social reasons.

New Zealand's immigration policy takes a broader view of family than the United Nations Declaration on Human Rights (article 16), which states that “the family is the natural and fundamental group unit of society...men and women of full age, without any limitation due to race, nationality or religion, have the right to marry and found a family.” It is also broader than the approach adopted by the Office of the United Nations High Commissioner on Refugees, in which the principle of family unity applies to spouses, dependent children or others with an established dependency relationship.

Nevertheless, the definitions of family adopted in this policy setting do not always align with the expectations of some ethnic minorities, particularly in relation to aspirations of family reunification held by some refugee populations. For many ethnic minorities, “the family” is perceived as a social, rather than a biological, unit²²⁶.

New migrants and refugees and their families may face a variety of barriers to participation in New Zealand society including language barriers; the effects of trauma (especially for refugees); discrimination by the host community; lack of recognition of overseas qualifications, social isolation (particularly for women who are from traditional cultures and religious backgrounds and do not speak English), mental illness (though the rate is decreasing) and lower overall labour force participation rates.

Over the past 10 years there has been a greater awareness across government of the social and economic problems and disparities that exist for some ethnic minority groups in New Zealand. This has helped define the need to better understand cultural diversity and tailor policies and service delivery to meet the needs of particular groups. Action to enhance service and policy responsiveness to ethnic minorities has focused on two areas:

- improving access to mainstream services
- development of specific services targeted to particular ethnic minorities.

New Zealand does not have a coherent settlement service infrastructure. Historically, settlement services have been provided largely by the community sector, including ethnic minorities themselves. There is no central register of services and programmes targeted to ethnic minority groups in New Zealand, and anecdotal evidence suggests that services are limited and not well co-ordinated.

However, the needs of new migrants and refugees and their families entering New Zealand are gaining greater government attention. For example, the Government is developing a national settlement strategy, incorporating high-level cross-agency objectives for improved settlement outcomes for migrants, refugees and their families. The strategy should assist in the identification of appropriate government interventions that can promote good settlement outcomes and contribute to social cohesion (see *Appendix 2*). Local government is also playing a significant role in this area, particularly in the Auckland region, where most new migrants settle.

The Ministry of Social Development, the Department of Internal Affairs and the Police have each developed “ethnic responsiveness strategies” outlining actions designed to meet the needs and aspirations of their clients from ethnic minority groups. A number of other government agencies are planning work in this area (see *Appendix 2*). The Office of Ethnic Affairs has developed and published guidelines to assist agencies to incorporate ethnic perspectives into the formation of government policy²²⁷.

Key government agencies working in this area are:

- New Zealand Immigration Service of the Department of Labour (<http://www.immigration.govt.nz>)
- Office of Ethnic Affairs of the Department of Internal Affairs (<http://www.ethnicaffairs.govt.nz>)
- Ministry of Social Development (<http://www.msd.govt.nz>).

Key legislation is the Immigration Act 1987.

Nature of the Government’s involvement in ethnic minority families

Mainstream government policies and services will impact on different ethnic minorities in different ways. Those ethnic communities and families that are well established in New Zealand and familiar with the dominant culture are likely to have little problem accessing appropriate services. However, for other groups the state’s assumptions about families (although not always explicit) may conflict or be inconsistent with the cultural values and practices of minority groups. Such conflicts may occur both in the nature of the services offered and the way in which they are delivered. This is particularly evident in relation to the relative roles and responsibilities of children, parents and older people. For example, aspects of the compulsory education curriculum, such as sex education, may directly challenge cultural values related to the role of parents in educating their children, and the age at which this takes place.

Cultural expectations about the roles and responsibilities of women relative to those of men are another area of potential conflict. For example, English language training that is delivered in a community or educational setting may be inaccessible to some women who may have childcare responsibilities or who are unable to leave the family home without a male accompanying them.

The application of Harding’s approaches suggests that, from the perspective of many ethnic minority groups, mainstream services in New Zealand operate within *constraining assumptions about families*. Such assumptions may disadvantage members of ethnic minority families, most frequently women. Conversely, services developed specifically for ethnic minority groups are more likely to fit Harding’s category of services that *respond to the needs and demands* of families.

Ethnic minority families: key issues

Policy and service development focused on addressing the needs and aspirations of ethnic minority families in New Zealand has been limited. Although established ethnic minority groups may not experience difficulties accessing mainstream services, **recent migrants and refugees may face considerable difficulties accessing information and appropriate, effective services** in a range of everyday areas.

Responsibility for planning and funding settlement services does not sit with any single government agency. Service availability and quality are variable, and services tend to be reactive in nature. Different migrants and refugees, often facing the same issues, sometimes receive varying levels of assistance. Planned work to develop a whole-of-government national settlement strategy should assist in the identification of service gaps and the coordination of funding and service delivery.

To date, central government agencies have tended to focus on addressing the economic needs and aspirations of migrants and refugees in New Zealand. Services have been developed to assist this group to attain appropriate skills, to address employment-related needs and to enhance economic development. Further work is still required in this area to enhance service coverage and service effectiveness.

A minimal focus has been placed on the **social issues facing ethnic minorities** in New Zealand and, in particular, the needs of the family unit. Such issues are likely to impact particularly on women and children (e.g. a child who is required to act as an interpreter for his/her mother may not be able to participate fully in compulsory education). Initial work undertaken by the Ministry of Social Development indicates a noticeable gap in the provision of services to support refugee and migrant women in the home and community environments. Social isolation is a significant issue facing many women, particularly those who have limited English and/or are subject to cultural practices that limit their opportunities to connect with the wider community. The Ministry is currently leading work to identify service gaps in this area, with a view to building the capacity and capability of refugee and migrant communities to develop and deliver services.

The **negative attitude of some New Zealanders towards ethnic minorities** is also a key issue. Children and young people may experience difficulties in the school and social environments, while adults encounter difficulties in the employment sphere in particular. Further work is required to inform New Zealanders about the cultures, customs and backgrounds of ethnic minority groups.

Families and human rights Human rights cover most facets of human democratic activity and underpin many of the areas discussed in this section of the briefing.

Although concepts of human rights date back centuries, the international focus on human rights emerged with the establishment of the United Nations after World War II. The modern human rights protection system began in 1948 with the Universal Declaration of Human Rights.

Trends in the development of human rights include the consideration of civil/political rights which are immediately enforceable, and economic, social and cultural rights, which are to be realised progressively; elaboration of specific rights for particular groups, for example women, children, or against particular abuses, for example torture; gradual increase in the enforceability of civil and political rights, with the introduction of international institutional measures such as reporting, monitoring and complaints mechanisms; and the enactment of reinforcing legislation at a national level.

There has also been an increase in measures likely to have an effect on the rights of individuals within families, for example, measures addressing rape within marriage and the abuse of children by family members serve to promote the right of security of the person. There has been a greater emphasis on positivist approaches that both affirm rights and seek to address differences, for example, measures seeking the goal of equal pay for men and women and removing discrimination on the grounds of sex. It is likely that future initiatives will focus increasingly on economic, social and cultural rights, and indigenous rights.

The Families Commission Act 2003 stipulates that in exercising its functions,

*“The Commission must have regard to New Zealand’s international obligations relevant to the interests of families”*²²⁸.

Human rights instruments to which New Zealand is a signatory and which have significant implications for families include the:

- **Universal Declaration of Human Rights 1948**, which provides the basis for other international human rights conventions. The declaration states that “all human beings are born free and equal in dignity and rights”. Rights laid out include rights to life, liberty and security, and fundamental economic, social, cultural, civil and political rights. Of particular interest to families are the right to freedom from arbitrary interference with a person’s privacy, family, home or correspondence; the right to marry and to found a family; and the right to a standard of living adequate for the health and wellbeing of the individual and of the individual’s family.
- **Convention on the Elimination of All Forms of Racial Discrimination 1965**, which New Zealand ratified in 1972, is directed at eliminating racial discrimination on the grounds of race, colour, descent or national or ethnic origin. States undertake to guarantee a number of rights without distinction as to race, including the right to marriage and choice of spouse, and to prohibit racial discrimination. However, racial discrimination does not include special measures of a temporary nature with the sole aim of securing the advancement of certain racial or ethnic minorities to ensure their equal enjoyment of human rights and fundamental freedoms.

- **International Covenant on Civil and Political Rights 1966**, which New Zealand has ratified. This covenant provides a wide range of civil and political rights including rights to freedom of thought, conscience and religion, expression and association. It states (Article 23) that “the family is the natural and fundamental group unit of society and is entitled to protection by the society and the state” and asserts that men and women of marriageable age have “the right to marry and to found a family with the free and full consent of the intending spouses”. It provides “equality of rights and responsibilities of spouses as to marriage, during marriage and at its dissolution” and protection of any children following dissolution. Article 24 provides for “every child to have...the right to such measures of protection as are required by his status as a minor, on the part of his family, society and the State, and the right to be registered immediately following birth, and the right to acquire a nationality”.
- **International Covenant on Economic, Social and Cultural Rights 1966**, which New Zealand has ratified. This covenant provides the rights to work, to an adequate standard of living, and to health. It states that “the widest possible protection and assistance should be accorded to the family, which is the natural and fundamental group unit of society, particularly for its establishment and while it is responsible for the care and education of dependent children” (Article 10). The covenant also provides for free consent of spouses before marrying, special protection for mothers before and after childbirth, paid leave or social security for women giving birth, and special protection for children and young persons. This includes protection from economic and social exploitation and set age limits below which children cannot be employed.
- **International Convention on the Elimination of All Forms of Discrimination against Women 1979**, which New Zealand has ratified. It includes articles calling for the modification of “social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women”. It also asserts the need to “ensure that family education includes a proper understanding of maternity as a social function and the recognition of the common responsibility of men and women in the upbringing and development of their children, it being understood that the interest of the children is the primary consideration in all cases”.
- **United Nations Convention on the Rights of the Child 1989 (UNCROC)**, which New Zealand signed with expressed reservations, and subsequently ratified in 1993. The UNCROC provides for wide-ranging protections for children. Its preamble asserts that “the family, as the fundamental group of society and the natural environment for the growth and wellbeing of all its members and particularly children, should be afforded the necessary protection and assistance so that it can fully assume its responsibilities within the community”. Our reservations relate to age-mixing of children with adults in prisons, the minimum age of employment, and distinguishing between people, based on their right to be in New Zealand.
- **United Nations Convention on the Rights of the Child Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography**, which New Zealand signed in 2000. The protocol is designed to enhance the international legal protection for children from sexual and other forms of exploitation across borders.

Other relevant covenants, some of which New Zealand has yet to ratify, include the:

- **1951 Convention and 1967 Protocol Relating to the Status of Refugees**, which New Zealand has signed and ratified, and which establishes minimum standards for the treatment of refugees and the basic rights to which they are entitled. In some cases, the Convention accords refugees rights similar to those of nationals.
- **International Labour Organisation (ILO) Minimum Age Convention 1973 (No. 138)** (not yet ratified by New Zealand), which requires states to raise the minimum age for admission to employment to not less than the age of completion of compulsory schooling (16 in the case of New Zealand). Although New Zealand does not have a minimum age for child labour, it does offer children who are in work the same protections as adults, and employers are not permitted to employ children during school hours.
- **International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families 1990**, which provides for basic human rights protections to migrant workers and their families. New Zealand is not a signatory to this instrument.
- **Hague Convention on Protection of Children and Cooperation in Respect of Inter-Country Adoption 1993**²²⁹, which New Zealand has implemented, and which outlines a number of basic protections for adopted children and mandates particular arrangements for inter-country adoption.
- **ILO Worst Forms of Child Labour Convention 1999 (No. 182)**, which New Zealand has ratified, and which provides for the abolition of child slavery, prostitution, pornography, illicit activities and work likely to harm the health, safety or morals of children.

Major legislation on human rights issues includes the:

- New Zealand Bill of Rights Act 1990
- Human Rights Act 1993
- Privacy Act 1993
- Human Rights Amendment Act 2001
- Children's Commissioner Act 2003.

Key government agencies with responsibilities for human rights are the Ministry of Justice (<http://www.justice.govt.nz>) and the Human Rights Division of the Ministry of Foreign Affairs and Trade (<http://www.mfat.govt.nz>). The key independent statutory agencies with responsibilities in this area are the Human Rights Commission (<http://www.hrc.co.nz>) and the Office of the Children's Commissioner (<http://www.occ.org.nz>). The functions of these statutory agencies are discussed in *Appendix 4*.

Nature of the Government's involvement in human rights

The actions of the Government itself through legislation, policies, and practices of the broad public sector and of the judiciary are required to be in accordance with New Zealand's human rights obligations.

Prior to the introduction of human rights legislation, the treatment of human rights in New Zealand was not about compliance and enforcement within primarily a legal framework, but rather about alignment of practices in New Zealand following articulation of principles contained in the covenants. Achieving human rights outcomes is still as much a matter of changing attitudes held by members of the general public. For example, in relation to equal pay for women or the right to parental leave, as it is about laying out legal rights and allowing for complaints about infringements to be taken through legal processes.

Using Harding's approaches to government involvement with families outlined earlier, the role of the Government through human rights legislation is the *enforcement of responsibilities*, or, in this case, the rights of its citizens. Although it has this enforcement role, the Government nevertheless continues to address human rights issues through education, influence and example, where possible, rather than relying on legal means.

Families and human rights: key issues

All human rights come with corresponding responsibilities. One of these is to **balance the rights of one against the rights of others**. An example is the need to balance a parent's right to manifest their religion with a child's right to health, for example access to health services. This comes up from time to time, for example, in relation to blood transfusions for children when the parents are Jehovah's Witnesses. It is increasingly accepted that all rights are important and cannot be considered in isolation from each other. There is also ongoing debate internationally over **collective rights versus individual rights**. So far, this debate has been over the rights of a people versus the rights of an individual of that people, e.g. the collective rights of indigenous people, and not about the rights of a family versus the rights of an individual family member.

The Children, Young Persons, and Their Families Act 1989 seeks to achieve **a balance between family members** with its principles that "wherever possible, a child's or young person's family, whānau, hapū, iwi, and family group should participate in the making of decisions affecting that child or young person, and accordingly that, wherever possible, regard should be had to the views of that family, whānau, hapū, iwi, and family group". It states that "wherever possible, the relationship between a child or young person and his or her family, whānau, hapū, iwi, and family group should be maintained and strengthened"²³⁰. However, the Act specifies that these principles must be set against the principle that the welfare and interests of the child or young person are the first and paramount consideration²³¹.

A more specific issue relates to **payments to and support of family caregivers for disabled people** (see Families and disability). Government policies for these family caregivers have not usually included allowing their contractual employment as caregivers or paying them wages or entitlements for providing care. This approach has been successfully challenged with the Complaints Review Tribunal (now the Human Rights Review Tribunal) under the Human Rights Act 1993 and is the subject of work underway at present, led by the Office for Disability Issues.

Other stakeholders and families in New Zealand

Although the primary focus of this briefing is to provide information on the role of the Government in relation to the interests of families, there are a number of other stakeholders in New Zealand society that can have a significant impact on family wellbeing. These include independent statutory agencies such as the Children’s Commissioner and the Human Rights Commission that sit outside of central government and other key stakeholders including:

- the private sector
- non-government organisations (NGOs)
- communities and neighbourhoods
- local government.

The Families Commission Act 2003 directs the Families Commission to obtain the views of a number of stakeholders outside of government circles²³². The Commission’s consultations with these groups will serve to illuminate the role of non-central government organisations and groups in relation to families. The roles of each are discussed briefly below.

Independent statutory agencies

The interface between the functions of the Families Commission and those of other statutory agencies is referred to explicitly in the Act which directs the Commission to:

“refer to another official body or statutory officer a communication the Commission has received from a person if, in the Commission’s opinion, the communication relates in whole or in part to a matter that is more properly within the scope of the functions of the body or officer; and it is in all the circumstances appropriate to do so”²³³.

The independent statutory agencies whose functions are most likely to have an interface with those of the Families Commission are identified below in alphabetical order:

- Health and Disability Commissioner/Te Toihau Hauora, Hauātanga
- Human Rights Commission/Te Kāhui Tika Tangata
- Law Commission/Te Aka Matua o te Ture
- Mental Health Commission
- Office of the Children’s Commissioner
- Office of the Ombudsmen/Nga Kaitiaki Mana Tangata
- Privacy Commissioner/Te Mana Matapono Matatapu
- Retirement Commissioner.

The main functions of each of these agencies are outlined in *Appendix 4*, together with contact details.

The private sector The private sector interacts with families in two important ways. The first is as the primary provider of employment. The availability of employment, pay rates, training, and employment conditions offered by employers all have an impact, via those family members in employment, on the economic circumstances of their families, their ability to increase their income over time, and on opportunities to combine working and family life.

The private sector also interacts with families as the major provider of goods and services. The cost and range of the goods and services it provides have a significant impact on the living standards of families. Moreover, the distribution of those goods and services and the ability of families to physically access them can also have an impact on family wellbeing.

The private sector also influences families in other ways, for example, through the provision of “family-friendly” work practices, or through community-service initiatives such as computers in homes or computers in schools, development of local recreational facilities or support for cultural events.

Contact details for some key organisations representing private sector employers and those representing employees are set out in *Appendix 4*.

Non-government organisations The non-government sector includes those not-for-profit, voluntary and religious/welfare organisations that provide services to particular groups and act as advocates for particular segments of community. NGOs play a significant role in New Zealand in the provision of a wide range of social services and in human rights advocacy. Through their work, these organisations can significantly influence family outcomes.

Appendix 4 identifies a number of key NGOs with a particular interest in family issues. It describes some of their objectives and provides contact details for these groups. *Appendix 4* also provides a longer list of non-government organisations likely to be interested in the work of the Families Commission.

The establishment in 2003 of the Office for the Community and Voluntary Sector²³⁴ within the Ministry of Social Development signalled the Government’s increased recognition of the importance of the work of community and voluntary groups and the need to work effectively with them.

Communities and neighbourhoods Family wellbeing is enhanced by the quality of the physical, social and cultural environment in which they live. Neighbourhoods are known to have an impact, for better or worse, on the health, education and welfare of families and their members. For communities to flourish, they need sustained economic development and jobs, a healthy and safe environment, social cohesiveness, vibrant and developing culture and identity, and a stable political and economic climate²³⁵.

The Government is seeking to strengthen communities and neighbourhoods through a variety of initiatives, for example, Heartland Services, Safer Communities, and Community Employment Programmes. Other community-focused initiatives include capacity-building programmes undertaken by such agencies as Te Puni Kōkiri, the Ministry of Pacific Island Affairs and the Department of Labour's Community Employment Group. These seek to strengthen community and voluntary organisations and the capacity of community leaders to respond more effectively to their constituents.

Local government Although central government takes an interest in communities, territorial local authorities, i.e. local and regional government, have a more direct role to play in securing good outcomes for their communities and the families within them. Most community-based initiatives are funded from rates on local property, not from national taxes, and the revenue from rates is spent by local authorities on the localities they serve.

Historically, local government focused on providing services such as planning, water, sewerage, rubbish collection, roads and parks. Over time, many local authorities have become involved in provision of social housing and transport services. The enactment of the Local Government Act 2002 provides local and regional government with increased scope to operate, marking their responsibility to work to achieve improved social, economic, environmental and cultural wellbeing in the areas they serve²³⁶. With this wider responsibility goes a requirement for local authorities to consult with their communities on the best mix of services needed to achieve wellbeing for the residents. Although it is too early to tell what the impact of the new legislation will be, local authorities are likely to be more responsive to their communities and the families within them than in the past.

The role of Local Government New Zealand, the national voice of local government, is set out in *Appendix 4* together with contact details.

Research on families

This section summarises the disciplines used in the study of families; identifies the agencies within and outside government that are most involved in research on families; summarises the current mechanisms for co-ordinating government investment in research; identifies the key international research centres in the field; and provides an initial list of gaps in our research knowledge about families and a brief discussion of issues relating to carrying out research on families.



Research into families

The Families Commission has among its functions:

“to stimulate and promote research into any matter relating to the interests of families, for example,

by collecting and disseminating information or research about families:

by advising on areas where further research or information about families should be undertaken or collected:

by entering into contracts or arrangements for research or information about families to be undertaken or collected²³⁷.”

Until recently, relatively little research in New Zealand has focused specifically on family issues. This is partly because of definitional and data issues, partly because of policy and funding priorities, and partly because of the nature of the questions that researchers have sought to answer.

Defining a family is problematic, given the multitude of forms that families take, the way in which these forms are evolving over time, the dynamic nature of families which themselves change shape over time, and imprecision over the outer boundaries of families, in the context of networks of wider kinship relations. Given these problems of definition, it is unsurprising that statistical collections are inadequate to the task of describing the complex reality of families. In a 2004 issues paper²³⁸, Statistics New Zealand acknowledges that current data on families are limited. At present, most information about families is drawn from data gathered about families in the context of the household.

No statistical data are available on families that extend across households or about more complex families with single households. The existing measures provide no information about blended families, step-families or joint-custody families. There is a growing gap between the available information and the information required to reflect the often complex realities of contemporary families.

A revised definition of families and a more sophisticated data collection strategy are needed so that better information can be gathered on family structures, family dynamics, support patterns within families and family relationships across households. There will continue to be challenges in constructing a definition that is useful and encompasses the wide variety of family forms that exist in New Zealand today.

Views of families through different disciplines

Research into families is influenced by the cultural, social, class and political values and beliefs of all the parties involved – those who commission and use research, those who undertake it, those who are the willing or unwilling subjects of it and those who interpret it. Research is also strongly constrained by the disciplinary base of those who are undertaking the research.

Each discipline provides a different perspective on the family and offers different insights into how and why people act as they do. This can lead to quite different conclusions, not only about the nature of the issue under study, but about the likely effects of any proposed actions. A recent Treasury working paper²³⁹ identified five major disciplines which may underlie research, analysis and public policy on family issues:

Anthropology, whose richness of observations across cultures provides evidence of the enormous variation that exists in the formation, structure and behaviour of families and allows theories of the family, which might be specific to a particular culture, to be tested for their applicability in other societies.

Sociology, with its focus on human behaviour and interaction in groups, provides insights into the interrelationships within families and the functioning of the family as an organised system. Important sub-disciplines in the field include *structural functionalism*, which focuses on the family and its relationship to society, including insights into the key functions of the socialisation of children and the “stabilisation of the adult personality through marriage”; *symbolic interactionism*, which focuses on the way families create and recreate themselves at an everyday level, including the way couples negotiate the division of labour within the family; and *conflict theories*, such as those of Marx and Engels, Weber, Foucault and feminism, which focus on power, inequality and conflict.

Psychology, with its focus on mental processes and emotional states, provides insights into the deeper motivations of human behaviour and the ways in which families operate, more or less well, to meet human emotional needs. *Social psychology* places importance on how behaviour is affected by the presence or influence of other people; and *developmental psychology*, which recognises the importance of the family as the context in which the individual develops. A number of theories in psychology shed light on the nature and drivers of family formation, impacts of family structure and of changes in family structures, sex/gender roles within families, childrearing and parenting, and child abuse and domestic violence. One important approach in the field of developmental psychology is the notion of transactional models of development, which hold that child development involves an ongoing interplay between the child’s inherent predispositions and the environments in which the child grows up, including both the immediate family and the wider social context.

Economics, which stresses the concept of scarcity, and the need to consider the costs and benefits of alternatives, provides insights into the decision-making processes that underlie patterns of childbearing, labour force participation, marriage and divorce. The interpretation of behaviours such as childbearing, marriage and divorce as active choices rather than passive responses to social or cultural forces epitomises the economics approach. Changes in the Western family since World War II can be seen as a result of the increase in the earning power of women as economies developed, leading to lower fertility (because of the higher “relative price” of children) and increases in the divorce rate (because of reduced gains from marriage).

Biology, which focuses on organic and genetic processes, provides insights into the physiological development of children and how this is shaped by genetic endowments from parents. In particular, important contributions to understanding are made by studies of early brain development, *human behavioural ecology*, which traces linkages between ecological factors and behaviour, *memetics*, the idea that culture evolves, and *dual transmission theory*, which views genes and culture as co-evolving in separate but linked systems. The evolutionary approach provides an understanding of the strength, centrality and implications of blood relationships among kin. Genetic ties mean families are likely to be stable in some dimensions, such as intergenerational and kinship bonds, flexible and adaptive in others such as economic opportunities that change the value of marriage, and socially and psychologically problematic in yet others such as the impact of family structure and stability on the welfare and development of children²⁴⁰.

Another discipline which might be added to the list is **demography**, which with its emphasis on the size, structure and (especially) the dynamics of human populations, provides insights into the underlying forces which shape families. Demographic analyses of patterns of births, marriages and deaths provide an important backdrop to the study of families, since any change in these fundamental vital statistics is inevitably accompanied by changes in the shape of families. Family demography has recently emerged as a specialist sub-discipline, which involves more detailed analyses of families at the aggregate level, including such topics as union formation and dissolution, the notion of the “family life cycle”, sole parenthood and stepfamilies, gender roles, issues of intergenerational equity and impacts of population ageing on caring responsibilities.

Over recent years, the Government has paid more attention to family issues in various policy initiatives and research programmes, particularly in the Ministry of Social Development (MSD). While there is a body of literature on the economic circumstances of families, especially on their incomes, living standards and labour force behaviour, not much of this literature uses an approach that draws on the discipline of economics, for example by examining the choices that people make in terms of their costs, benefits and utility. Research on families in New Zealand remains limited, and the research on family form and functioning is based primarily in sociology and psychology, with relatively little that is economics-, biology- or anthropology-based, though these are growing.

In addition to the disciplinary bases for research, a life course approach, which seeks to establish whether the policy instrument alters the outcome in a positive manner, is typically taken as the first step in the course of policy analysis. A value-for money approach (which may be thought of as part of an economics approach) typically determines which of competing courses of action the Government could take as the most efficient means of achieving desired outcomes. Policy analysis will also include consideration of incentives, which may be based on an economics perspective, or any of the other disciplines discussed above. A similar sequence routinely forms part of any evaluation of a government programme or strategy.

Areas of government investment in research relating to families

Whole-of-government and cross-sectoral approaches to policy development, and to supporting research, are gaining increasing traction. At the same time there is a significant focus on particular population groups.

For example, overarching initiatives, such as the Sustainable Development initiative²⁴¹, can focus on specific groups or research issues²⁴² and the Foundation for Research, Science and Technology's (FRST's) two funding priorities in the social area indicate a focus on population groups: children and youth, and an ageing society. In addition, the interests of particular researchers have led to the development of research programmes, for example, in Māori and Pacific studies, and the area of migration and settlement. These areas of study now account for significant amounts of social research funding.

Appendix 5 sets out examples of present and planned government-funded research that is family-related. Earlier publications can usually be accessed through departmental websites. Useful sites include: <http://www.msd.govt.nz>; <http://www.justice.govt.nz>; <http://www.dol.govt.nz>; <http://www.moh.govt.nz>; and <http://www.minedu.govt.nz>.

A considerable proportion of government-funded research on families is contracted out to university and other research centres and to independent contractors. An increasing amount is being undertaken in-house through research units such as the Centre for Social Research and Evaluation (CSRE) in the Ministry of Social Development.

Government research into families focuses on three main areas: economic circumstances of families (particularly family living standards, and families and working lives); social circumstances of families (including family dynamics); and families and ethnicity (particularly refugees and migrants). Much of the work carried out by CSRE is concerned with understanding what promotes good social outcomes for families generally and children specifically.

Research in research centres outside government

A number of social research centres that sit outside government undertake research relating to families. The main ones are the:

- Christchurch School of Medicine and Health Sciences, University of Otago, Christchurch²⁴³.
- Children’s Issues Centre, University of Otago²⁴⁴.
- Dunedin Multidisciplinary Health and Research Unit²⁴⁵.
- Family Centre Social Policy Research Unit, The Family Centre, Lower Hutt²⁴⁶.
- Migration Research Group, University of Waikato²⁴⁷.
- Population Studies Centre, University of Waikato²⁴⁸.
- National Institute for Public Health and Mental Health Research, Auckland University of Technology²⁴⁹.
- Pumanawa Hauora, School of Māori Studies, Massey University²⁵⁰.
- Roy McKenzie Centre for the Study of Families at Victoria University of Wellington²⁵¹.
- School of Sociology, Social Policy and Social Work, Massey University²⁵².

Much of the research currently underway is concerned with “family connectedness” and “building attachment between families and communities”. These were priority areas under FRST’s previous Family and Community Wellbeing Portfolio. A high proportion of the research has to do with children and young people. A number of studies relating to particular ethnic minorities, including Māori and Pacific peoples, is either underway or planned. Other research is concerned with poverty and with older people and ageing. Relatively little research focuses on family work patterns, family relationships or parenting practices.

**Mechanisms
for co-ordinating
and funding
government
investment in
research**

Co-ordination

The **Social Policy Evaluation and Research Committee (SPEAR)**²⁵³ is the main mechanism for sharing information and co-ordinating the Government’s social policy research and evaluation purchase. The Committee was established in 2001 as part of the Improving the Knowledge Base project. As part of that project, social sector agencies collaboratively identified seven priority strategic social policy Knowledge Theme Areas to provide a framework to guide investment.

They are:

- the changing nature of work
- developing human capabilities – knowledge and skills
- disparities between groups – how to change the picture
- enhancing positive social outcomes – developmental risk and protective factors
- measuring and understanding social wellbeing
- social connectedness
- social and cultural identities.

The group also identified five key knowledge questions:

- Describing and monitoring variation in social outcomes
- Understanding the multiple causes of variation in social outcomes
- Monitoring key causal factors
- Analysing what works to change variation in social outcomes: design, delivery and impact of policy
- Anticipating the likely impact of future social, socio-demographic and technological trends on social outcomes.

One of the tasks of SPEAR is to ensure that the Government's purchase of social policy research, which, in the 2003/04 year was estimated at \$27 million, aligns with the Government's social policy priorities. SPEAR is convened by MSD and consists of officials from 22 agencies with an independent chair. SPEAR liaises with the Strategic Social Policy Senior Officials Group and consults with key stakeholders, including the:

- Social Science Committee of the Royal Society of New Zealand
- Research Committee of the New Zealand Vice-Chancellors' Committee
- Tertiary Education Commission
- Science and Innovation Advisory Council.

The committee meets every two months, with additional meetings for sub-committees on priority alignment, evaluation and linkages. Within the broad social priority areas set out above, SPEAR has not yet identified clear priorities for the Government's social policy research and evaluation purchase.

Allocation mechanisms

The **Ministry of Research, Science and Technology** (MoRST) is the primary advisor to the Government on research and innovation. Its main areas of work are policy advice, scientific and technical advice, advice on how to better integrate the different parts of the research and innovation system, supporting the New Zealand research community to make international connections and managing contracts. The Government's research, science and technology activities cover four areas – knowledge, economic, environmental and social. One of MoRST's tasks is to ensure that social science research supports the needs of social policy development

While MoRST contracts other agencies such as FRST and the Health Research Council (HRC) to manage the allocation of funds, it does manage the Cross Departmental Research Pool (CDRP) jointly with FRST. The CDRP supports policy-related research in government departments. Departments are able to bid for funding (transferred from Vote RS&T to their Vote) to carry out research of critical cross-portfolio interest.

The **Foundation for Research, Science and Technology (FRST)** manages the distribution of its funds through a portfolio process. FRST has recently reviewed its strategic portfolio outlines and has developed a new set of investment portfolios that will be used to develop investment strategies from 2004/05 onwards. The portfolio for the Social Research Output Class is Building an Inclusive Society, within which the priorities are children and youth, work, and the ageing society. The Foundation has identified three outcome areas for social research investment: improving outcomes for children and young people, improving participation in employment, earnings and quality of employment, and enhancing wellbeing in an ageing society.

FRST sits on SPEAR and meets regularly with appropriate sub-committees. It meets less regularly with the HRC to clarify the different areas in which they want to be involved. FRST and MoRST jointly manage the CDRP.

The **Health Research Council (HRC)** is the only large funding organisation with a single focus. Alongside the funding it allocates to investigator-initiated projects, the HRC has a partnership programme through which it funds initiatives decided on by the partners and focused on policy needs and strategy documents. In the social area, the HRC currently has partnerships with the Department of Child, Youth and Family Services, the Ministry of Social Development, the Ministry of Health, the Ministry of Justice, ACC and the Alcohol Advisory Council²⁵⁴. A proposed national research partnership programme focused on the Determinants of Whānau Ora is currently being negotiated. This will be co-funded by HRC, FRST and Nga Pae o te Maramatanga, the Māori Centre of Research Excellence established at the University of Auckland. There is some overlap between the HRC's partnership programme and the CDRP.

Funding

In 2003/04, MoRST allocated nine percent of its total funding, or \$48.82 million, to research in the social area. Of this, \$42.23 million went to health research, leaving \$6.59 million for other research aimed at improving social wellbeing.

The health research budget is managed jointly by the HRC and FRST. Up to \$4 million per year is available through the HRC to the social sector through Public Health funding. FRST invites proposals from interested parties within its areas of priority and has approximately \$6 million to invest.

Funding levels for the CDRP are not fixed. In 2003/04, two projects related to families or likely to have a significant impact on families were successful in gaining CDRP support. They received just under \$0.5 million from the CDRP.

Between \$1 million and \$2 million is allocated to the social sector through the **Marsden Fund**, which is administered by the Royal Society of New Zealand. The Fund is designed for researcher-initiated innovative or “blue skies” research and has been less accessed by researchers in the social area, in which most current research is applied or policy-driven.

Families Commission funding for social matters will make a significant contribution to the amount of social research carried out in New Zealand.

International research and research centres

A number of international research centres undertake family-related research that is of interest to New Zealand. The examples below are from Australia, the United Kingdom and Canada. These centres take a multidisciplinary approach and focus on families with dependent children. Contact details for these and others are provided in *Appendix 6*²⁵⁵.

The **Australian Institute of Family Studies**²⁵⁶ has a long history of family-related research in a context that has many similarities with New Zealand. The research programme focuses on the exploration, description and explanation of issues affecting family functioning and wellbeing. Three sub-programmes look at Children and Parenting, Family and Marriage and Family and Society. The Institute also hosts four major contract undertakings – Growing up in Australia (the longitudinal study of Australian children); the National Child Protection Clearinghouse; the Australian Centre for the Study of Sexual Assault; and the Stronger Families Learning Exchange.

The **Centre for Research on Families and Relationships**²⁵⁷ in Scotland undertakes research in five areas: children, young people, families and relationships; older people, families and relationships; Government, services, families and relationships; social inclusion, families and relationships, and health, wellbeing, families and relationships. The Centre notes that it works with the following principles: a life course approach; innovative methodologies; supporting new research; including participants and users; and making research accessible.

Research activity at the **Centre for Family Research**, Cambridge University²⁵⁸ falls into three broad clusters: socio-legal studies of the family, childhood and youth; psycho-social aspects relating to the new genetics and assisted reproductive technology; and maternity services.

The **Centre for Research on Family, Kinship and Childhood**, University of Leeds²⁵⁹ carries out a range of research focused on changes that have affected families in earlier decades, including issues to do with declining fertility and marriage rates, increased cohabitation and divorce rates; changing philosophies of childrearing; and the impact of geographical mobility, divorce and housing provision on kin relationships.

The **Newcastle Centre for Family Studies**, University of Newcastle on Tyne²⁶⁰ undertakes multidisciplinary research on family life and relationships, and the development of family policy. The Centre has completed research in marriage support, family mediation and the consequences of family breakdown.

The **Centre for Families, Work and Wellbeing**, the University of Guelph, Canada²⁶¹, is an interdisciplinary research and educational centre that conducts research on work/life issues across the human and family life cycle. Research themes include work/life balance, worksite wellness and organisational policies.

A website, World Wide Web Resources – Family Studies²⁶² provides useful links to a range of family research, researchers and research centres.

Knowledge gaps in family research

One of the most pressing areas of need for research on families is for renewed investment in longitudinal studies of families and children. Much of what we know about family functioning and child development in New Zealand derives from two landmark longitudinal studies – the Dunedin Multidisciplinary Health and Development Study and the Christchurch Health and Development Study. Both of these studies have supplied a wealth of data on families and children and have attracted wide international acclaim. However, the children who were the subject of both studies are now well into adulthood (the Dunedin children are in their mid-thirties, while the Christchurch children are in their late twenties) and neither study now speaks well about the experience of early childhood and family life in families with young children in the early years of the 21st century.

There are many reasons why longitudinal data are important for the study of family functioning and child development: because families grow and evolve over time, both in their structural characteristics and in their patterns of functioning; because some of the most important issues concern how families negotiate transitions, such as the birth of a child or a marital separation, and how they cope with the resulting change in circumstances; because child developmental outcomes emerge over time, and the effects of family experiences on child development can only be observed over time; and because longitudinal data permit deeper analyses of the causal origins of family dysfunction and child developmental problems (and conversely of positive adaptation and resilience).

Many of the particular research gaps identified below would best be able to be studied using longitudinal data. Thus investment in a renewed longitudinal study of families and children would have multiple benefits, stimulating research on a broad range of important family issues, while also permitting deeper investigations into issues of underlying aetiology.

Researchers, analysts and government agencies have identified knowledge gaps in family research. These broadly follow the categories that were used in Section 1 of this report, *New Zealand families*, and provide input for the Families Commission in determining its research programme.

Family formation patterns

- Patterns of relationship formation and dissolution, including de facto and same sex relationships.
- The impact of family formation changes, particularly declines in fertility, on Māori families and Māori society.
- The impact of family formation changes, particularly declines in fertility, on Pacific peoples and Pacific peoples' societies – including such matters as family relational arrangements, rearing of children, and the transfer of culture to the next generation.
- The decline in fertility and its effects (and possible future effects) on the nature of New Zealand society, including employment patterns.
- The effect of educational costs, including student loans, on family formation and fertility.
- Patterns of separation of young people from the family: impact of current policies, including Unsupported Youth Benefit.

Family functioning

- The effects of social/biological relationships, including adoption, fostering, step parenting, same sex parenting and parenthood through artificial reproductive technologies on family functioning and children's wellbeing.
- Patterns of engagement with wider kinship networks, and patterns of sharing and exchange of income and resources among family networks, especially across generations.
- Causes, duration and consequences of sole parenting.
- Causes and consequences of teenage pregnancy.
- Patterns of engagement with wider kinship networks, and patterns of sharing and exchange of income and resources among family networks, especially across generations.
- The emergence of “living-apart-together” relationships (where partners in a relationship live separately, often with their parents).
- The stability and quality of partnerships.
- The dynamics of families: including establishment and maintenance of identity and values.
- Patterns of family interaction with the wider community.
- Nurturing and developmental needs of family members: patterns of family support and impact of current policies.
- Intergenerational poor family functioning and means to address it.
- Patterns of family interaction with the wider community.

Families and culture

- The family structures, values and experiences of the range of ethnic and cultural groups in New Zealand.
- Ethnic intermarriage and its impacts on family formation and dissolution, and family outcomes.
- Ethnic intermarriage and within-family dynamics.

Families and working lives

- Drivers and effects of family members moving in and out of the workforce.
- The patterns and prevalence of “downshifting”– working adults taking active steps to reduce their working hours or paid work responsibilities.
- Work/life preferences, including children's perspectives on parents' work patterns.
- The impact of various policies on family behaviour, including the impact of income support on sole parents and families.
- Impacts of Effective Marginal Tax Rates on family members' work patterns and preferences.
- Children's contributions to the economic family unit.
- Impact of parental leave, including paid parental leave.

Economic circumstances of families

- The relationship between income and wellbeing, particularly for families on low incomes, for example, understanding the difference in living standards for low income families who receive income from benefits rather than from market sources, and the impact of low income on health, including child health.
- The costs of raising children.
- The coping strategies of families in poverty.
- The level of family income across households.

Family resources

- The financial, human (including educational and health) and social capital resources available to different families.
- Within-family decision-making.

Children and their families

- Children's perspectives of their experiences, particularly in relation to family transitions and their impacts.
- The changing roles of children in families.
- Parenting practices (including parental style, discipline and gender roles).
- The role of fathers in families (both intact and dissolved) and their involvement with children's upbringing.
- Family transitions, both normative (e.g. birth of first child, departure of last child, and non-normative e.g. separation, divorce, bereavement, remarriage and stepfamilies) and their impacts, especially on children's wellbeing.
- Kinship caring, including the role of grandparents or other relatives looking after children whose parents cannot look after them; the effects on family members of caring for both children and older family members; levels of reciprocity in mid-life support.
- The wellbeing and coping ability of families of people in prison.
- Contributors to poor social outcomes for children and families.

There is also scope to undertake more detailed analyses of the census data to uncover all that it is possible to find out about households with children.

Key issues relating to undertaking research on families

The Survey of Family, Income and Employment (SoFIE, see *Appendix 5*), a longitudinal study undertaken by Statistics New Zealand, will address some of these information gaps. For example, it will provide information on the relationship between employment, incomes and the lives of families, and the changes in these over time. The first data from the survey are scheduled for release at the end of June 2004.

New Zealand research into families is increasing both in scope and extent. As is the case overseas, there is a significant amount of research on children and issues affecting them, and New Zealand is a leader in family research with a cultural focus. That work is, however, hampered by limited research capacity and by the increasing complexity of New Zealand's cultural make-up. Researchers and analysts have identified a number of issues for carrying out family research:

- The need for a **dynamic perspective**, in particular the need for **longitudinal data which follows families over time**, to examine changes and transitions, how these are managed, and what impacts they have, especially for children's development.
 - **Co-ordination across the public, private and voluntary research sectors**, including identifying barriers to interagency and cross-disciplinary collaboration in conducting good-quality research relating to families. This is a critical issue, as there is no single locus of responsibility across government for research on families.
 - The need for **official statistics** to better capture the diversity of changing New Zealand families.
 - **Difficulties in describing families succinctly and accurately**, given the wide variety of family living arrangements, with their various implications for financial support, social support and connectedness.
 - **Underdeveloped theoretical frameworks** for the study of families.
 - **The complexity of family issues**, partly due to the diversity of family forms, circumstances and modes of operation, and partly due to the difficulty of disentangling cause and effect in studying the relationship among family circumstances, family functioning and outcomes (especially for children).
 - The **need for a multidisciplinary approach for family research**, to assist in the understanding family structures and dynamics, and the impacts of social and physical environments on the wellbeing of families. A multidisciplinary approach will ensure the insights from different disciplines enrich the scope of the enquiry.
 - **Clarity about the research focus**, to ensure that research that seeks to answer questions about families has families, not individuals or households, as the primary focus.
 - **Sensitivities in interviewing family members**, including getting informed consent from children and young people, and working with people from other cultures where the man is the spokesperson for the household.
 - **Māori, Pacific and Asian research capacity** and the capacity of all researchers to work appropriately with families from different cultures.
 - **Variability in the quality** of research and evaluation produced both within and outside government.
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Abbreviations

AHR	Assisted human reproduction
AS	Accommodation Supplement
CAB	Citizens Advice Bureaux
CDRP	Cross Departmental Research Pool
CHRANZ	Centre for Housing Research, Aotearoa New Zealand
CIC	Children's Issues Centre, University of Otago
CPAG	Child Poverty Action Group
CSRE	Centre for Research and Evaluation, Ministry of Social Development
CYF Act	Children, Young Persons, and Their Families Act 1989
CYF	Department of Child, Youth and Family Services
DHB	District Health Board
DIA	Department of Internal Affairs
DOL	Department of Labour
DPA	Disabled Persons Assembly
DPB	Domestic Purposes Benefit
DVA	Domestic Violence Act 1995
ECE	Early childhood education
EEO	Equal employment opportunity
ELSI	Economic Living Standards Index
EPA	Enduring power of attorney
FRST	Foundation for Research, Science and Technology
HES	Household Economic Survey
HNZC	Housing New Zealand Corporation
HRC	Health Research Council
ILO	International Labour Organisation

IVF	In-vitro fertilisation
IRD	Inland Revenue Department
LPC	Liabile parent contribution
MOE	Ministry of Education
MOH	Ministry of Health
MOJ	Ministry of Justice
MoRST	Ministry of Research Science and Technology
MSD	Ministry of Social Development
NZIP	New Zealand Immigration Programme
NZIS	New Zealand Immigration Service
NZDep2001	New Zealand Index of Deprivation
NZPMP	New Zealand Poverty Measurement Project
NZW:FEE	Survey of New Zealand Women: Family, Education and Employment
OSCAR	Out of School Care and Recreation
PHO	Primary Health Organisation
PIECGs	Pacific Islands Early Childhood Groups
RMS	Refugee and Migrant Service
SAS	Social allocation system (applied by HNZC to applicants for state housing)
SCC	Safer Community Council
SNZ	Statistics New Zealand
SoFIE	Survey of Family, Income and Employment
SPEAR	Social Policy Evaluation and Research Committee
SSPSOG	Strategic Social Policy Senior Officials Group
TA	Territorial Authority
TIA	Training Incentive Allowance
TFR	Total fertility rate
TPH	Te Pumanawa Hauora
UB	Unemployment Benefit
UNCROC	United Nations Convention on the Rights of the Child
WB	Widows' Benefit

Appendices



Appendix 1: Supplementary data to Section 1

Demography of families

Table 1: Marital status at first birth, by ethnicity, birth cohort and age at first birth (percentages)

		BIRTH COHORT				
NON-MĀORI		1936-49	1950-59	1960-69	1970-75	ALL
Age at first birth < 20 years	Post-maritally conceived	22.5	21.8	3.9	4.5	15.7
	Legitimated by marriage	48.0	32.7	10.5	4.5	28.6
	Born in cohabitation	5.9	10.0	39.5	50.0	20.8
	Born outside any union	23.5	35.5	46.1	40.9	34.9
	All (Number of mothers)	100 (100)	100 (112)	100 (70)	100 (40)	100 (322)
Age at first birth > 20 years	Post-maritally conceived	83.2	78.0	65.7		74.4
	Legitimated by marriage	8.4	7.9	9.8		8.4
	Born in cohabitation	1.9	9.0	15.4		9.4
	Born outside any union	6.5	5.1	9.1		7.8
	All (Number of mothers)	100 (559)	100 (599)	100 (444)	--	100 (1657)
MĀORI						
Age at first birth < 20 years	Post-maritally conceived	22.7	12.5	6.1	4.2	10.4
	Legitimated by marriage	63.6	25.0	8.2	0.0	20.7
	Born in cohabitation	0.0	27.5	44.9	58.3	34.8
	Born outside any union	13.6	35.0	40.8	37.5	34.0
	All (Number of mothers)	100 (30)	100 (53)	100 (67)	100 (37)	100 (187)
Age at first birth > 20 years	Post-maritally conceived	60.9	51.0	20.0		37.3
	Legitimated by marriage	10.9	12.2	9.2		10.2
	Born in cohabitation	8.7	22.4	44.6		31.1
	Born outside any union	19.6	14.3	26.1		21.5
	All (Number of mothers)	100 (53)	100 (67)	100 (89)	--	100 (236)

Source: NZWFEE (Survey of New Zealand Women: Family, Education and Employment) 1995²⁶³.

Note: The row totals for the second and fourth panels exceed the sum of the numbers in the body of the table because the 1970-75 figures have not been shown. This is because these women would have been aged only between 20 and 25 at the time of the survey. As the peak years for childbearing are at older ages than this, the subgroup of women who had already given birth by age 25 constitutes a biased sample of women aged over 20 and thus does not provide a good basis for generating statistics about marital status at first birth among this age group.

Table 2: Growth 1991-2001 (percent)

ETHNICITY DEFINITION	EUROPEAN	MĀORI	PACIFIC PEOPLES	ASIAN	OTHER
Prioritisation*	-1.8	21.0	30.9	140.9	265.5
Total response#	3.1	21.0	38.7	138.0	272.4

* Using the prioritisation of ethnicities: a person is counted only once.

A person is counted more than once if reported more than one ethnic identification in the census.

Table 3: Mobility: Percent of people aged 15+ who moved between the 1996 and 2001 Censuses, by age and ethnicity

		15-24 YRS	25-44 YRS	45-64 YRS	65+ YRS	TOTAL
Percent moved between 1991 and 1996	Total Population					
	Within NZ	56	55	34	27	45
	From overseas	8	11	4	2	7
Percent moved between 1996 and 2001	Total Population					
	Within NZ	58	60	37	31	48
	From overseas	9	10	4	2	7
	Non-Māori Population					
	Within NZ	56	58	37	31	47
	From overseas	11	12	4	2	8
	Māori Population					
	Within NZ	66	67	41	32	59
From overseas	1	3	1	1	2	

Roles of men and women

Unpaid activities

Table 4: Childcare by ethnicity and gender

	LOOKING AFTER A CHILD WHO IS A MEMBER OF OWN HOUSEHOLD					
	EUROPEAN	MĀORI	PACIFIC	ASIAN	OTHER	TOTAL
Percentage of males	26	36	37	26	25	27
Percentage of females	34	51	48	36	39	36
Percentage of all	30	44	43	31	32	32
Ratio of male to female	0.78	0.70	0.77	0.72	0.64	0.77

Source: Census 2001²⁶⁴.

Table 5: Childcare outside the home by gender and ethnicity

	LOOKING AFTER A CHILD WHO DOES NOT LIVE IN OWN HOUSEHOLD					
	EUROPEAN	MĀORI	PACIFIC	ASIAN	OTHER	TOTAL
Percentage of males	11	17	14	4	6	11
Percentage of females	20	29	21	7	11	20
Percentage of all	16	24	18	6	8	16
Ratio of male to female	0.55	0.59	0.63	0.64	0.57	0.56

Source: Census 2001.

Table 6: Caring for ill or disabled household member

	LOOKING AFTER A MEMBER OF OWN HOUSEHOLD WHO IS ILL OR HAS A DISABILITY					
	EUROPEAN	MĀORI	PACIFIC	ASIAN	OTHER	TOTAL
Percentage of males	6	10	11	5	6	6
Percentage of females	8	14	15	6	9	9
Percentage of all	7	12	13	5	7	8
Ratio of male to female	0.72	0.68	0.79	0.83	0.68	0.73

Source: Census 2001.

Table 7: Caring for ill or disabled non-household member

	HELPING SOMEONE WHO IS ILL OR HAS A DISABILITY WHO DOES NOT LIVE IN OWN HOUSEHOLD					
	EUROPEAN	MĀORI	PACIFIC	ASIAN	OTHER	TOTAL
Percentage of males	6	8	7	3	5	6
Percentage of females	11	13	9	4	6	11
Percentage of all	9	11	8	3	6	8
Ratio of male to female	0.56	0.62	0.80	0.91	0.90	0.59

Source: Census 2001.

Table 8: Household work by gender and ethnicity

	HOUSEHOLD WORK, COOKING, REPAIRS, GARDENING, ETC, FOR OWN HOUSEHOLD					
	EUROPEAN	MĀORI	PACIFIC	ASIAN	OTHER	TOTAL
Percentage of males	84	80	77	71	66	82
Percentage of females	90	89	84	80	79	89
Percentage of all	87	84	81	76	72	86
Ratio of male to female	0.92	0.90	0.92	0.88	0.83	0.92

Source: Census 2001.

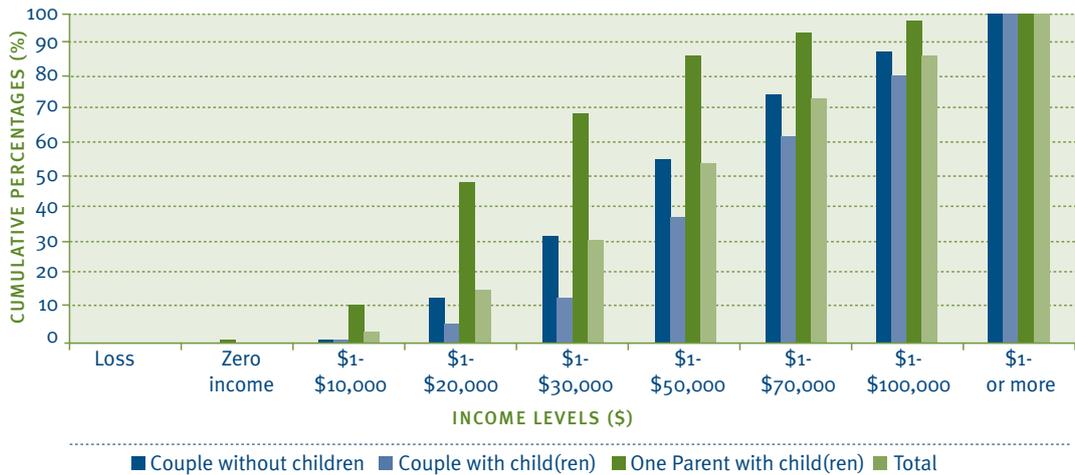
*Family circumstances***Table 9: Average NZDep2001 deprivation characteristics for territorial authorities**

TA NAME	DECILE	TA NAME	DECILE
Selwyn District	2	Western Bay of Plenty District	6
North Shore City	3	Westland District	6
Queenstown-Lakes District	3	Auckland City	7
Ashburton District	4	Grey District	7
Banks Peninsula District	4	Hamilton City	7
Central Otago District	4	Invercargill City	7
Clutha District	4	Kaipara District	7
Mackenzie District	4	Masterton District	7
Rodney District	4	Napier City	7
Southland District	4	New Plymouth District	7
Waimakariri District	4	Otorohanga District	7
Wellington City	4	Rangitikei District	7
Carterton District	5	South Taranaki District	7
Franklin District	5	Tauranga District	7
Gore District	5	Thames-Coromandel District	7
Hurunui District	5	Buller District	8
Kapiti Coast District	5	Hastings District	8
Manawatu District	5	Hauraki District	8
Marlborough District	5	Horowhenua District	8
Tasman District	5	Manukau City	8
Upper Hutt City	5	Papakura District	8
Waipa District	5	Porirua City	8
Waitaki District	5	Rotorua District	8
Central Hawke's Bay District	6	Ruapehu District	8
Christchurch City	6	South Waikato District	8
Dunedin City	6	Taupo District	8
Kaikoura District	6	Waikato District	8
Lower Hutt City	6	Waitomo District	8
Matamata-Piako District	6	Wanganui District	8
Nelson City	6	Whangarei District	8
Palmerston North City	6	Far North District	9
South Wairarapa District	6	Gisborne District	9
Stratford District	6	Wairoa District	9
Tararua District	6	Whakatane District	9
Timaru District	6	Kawerau District	10
Waimate District	6	Opotiki District	10
Waitakere City	6	Average for all TAs	6

Source: NZDep2001.

The TAs are listed in the table in ascending order from the least deprived to the most deprived.

Table 10: Cumulative percentages at income levels by family type (total gross income from all sources)



Source: Statistics New Zealand, Census 2001.

Table 11: Percentages of family type by income level (total gross income from all sources)

FAMILY TYPE	LOSS	ZERO INCOME	\$1-\$10,000	\$10,001-\$20,000	\$20,001-\$30,000	\$30,001-\$50,000	\$50,001-\$70,000	\$70,001-\$100,000	\$100,001 or more	TOTAL
Couple without children	0.3	0.3	1.2	11.9	19.2	22.4	20.2	12.7	11.7	100
Couple with child(ren)	0.3	0.3	1.1	4.0	9.0	24.3	23.8	18.1	19.2	100
One parent with child(ren)	0.3	0.3	11.2	36.2	20.9	17.8	7.2	2.9	1.8	100
TOTAL	0.3	0.3	3.0	13.1	15.3	22.3	19.4	13.2	13.0	100

Source: Statistics New Zealand, Census 2001.

Table 12: Percentages of families receiving income from listed sources, by family type

INCOME SOURCE	PERCENTAGES OF FAMILIES RECEIVING INCOME FROM LISTED SOURCE(S)			
	COUPLE WITHOUT CHILDREN	COUPLE WITH CHILD(REN)	ONE PARENT WITH CHILD(REN)	TOTAL
Market income	133.4	158.2	80.5	133.9
ACC/Insurance	3.1	3.3	2.3	3.0
Superannuation	40.1	4.5	9.5	19.3
Income support	13.9	32.0	74.2	32.9
Other support	1.5	3.8	5.8	3.3
No source of income	0.5	0.7	1.5	0.8
Income sources not stated	1.0	0.7	3.1	1.3
TOTAL	194	203	177	195

Source: Statistics New Zealand, Census 2001. Families were asked to list all income sources and consequently could list more than one. The fact that more than 100 percent of couple households receive market income indicates that some, if not all, receive income from more than one market income source, such as two jobs, or employment plus investment income, etc.

Economic circumstances of families

Government assistance to low-income families

Eligibility for benefits

To be eligible to receive most core benefits, applicants must have insufficient income from all sources to support themselves and any dependants. The level of income assessed will depend on the type of benefit sought and the circumstances of the recipient. These benefits are income tested, and some are also work tested. Each partner of a marriage or in a relationship in the nature of a marriage receives half of the married rate of payment, although same sex couples are currently treated as two individual applicants. The age of eligibility for Unemployment Benefit and Sickness Benefit is 18 (or 16 if living with a partner and dependent children); for Domestic Purposes Benefit, it is 18 (or 16 if married); and for Invalids Benefit it is 16. The rate of UB and Sickness Benefit is lower for 18-19 year olds who are living at home.

People with low incomes (and, for some transfers, with few assets) may also be eligible for supplementary benefits and emergency or hardship assistance. Supplementary benefits are designed to help meet specific living costs (accommodation and childcare) while hardship assistance is intended to meet other urgent and essential needs. There has been a large increase in the numbers receiving hardship assistance in the last two years, with expenditure more than doubling between 2000 and 2001 and 2002 and 2003.

It is possible to identify additional amounts payable in respect of children within the rate structure for core benefits (i.e. different rates for couples and sole parents, depending on the presence and number of children). These amounts are not consistent and vary among different benefit types. The substantial spending package on Family Assistance in the 2004 Budget will reduce – but not eliminate – some of the anomalies in the treatment of children within the core benefit system. There is currently a lack of information on costs of children and the appropriate equivalence scale to apply to families of different sizes (that is, how much extra costs are faced by larger families and families different aged children). Further research on the costs of children is needed to provide a firm coherent basis for recognising the costs of children across programmes.

The main programmes that are intended to increase the disposable incomes of families, including families with children, are briefly described in *Appendix 2*. The rates, as at 1 April 2004, of the main core benefits and pensions and of selected supplementary assistance programmes are shown below in Table 13.

Table 13 (4 Parts): Weekly payment rates for selected core benefits, supplementary assistance, and pensions, as at 1 April 2004

CORE BENEFIT	STATUS	WEEKLY PAYMENT RATE ^{1,2}		
		NUMBER OF CHILDREN		
		NONE	1 CHILD	2 OR MORE
Unemployment Benefit/ Sickness Benefit ³ granted after 1 July 1998	Married, each	\$136.79	\$145.36	\$145.36
	Single, 25+	\$164.16	\$235.12	\$256.52
	Single 18-24	\$136.79	\$235.12	\$256.52
	Single 18-19 (living at home)	\$109.43		
Invalids Benefit ⁴	Married, each	\$170.99	\$170.99	\$170.99
	Single, 18+	\$205.18	\$269.54	\$289.45
	Single, 16-17	\$166.04		
Domestic Purposes Benefit ⁴	Sole parent		\$235.12	\$256.52
	Women alone	\$170.99		
Domestic Purposes Benefit – Caring for Sick and Infirm ^{4,5}	Single, 18+	\$205.18		
	Single, 16-17	\$166.04		
	Sole parent		\$269.54	\$289.45
	Half married rate	\$170.99		
Emergency Maintenance Allowance	Age 16-17 (living at home)		\$109.43	\$109.43
	Age 16-17 (away from home)		\$235.12	\$256.52
	18 or over		\$235.12	\$256.52
Widows Benefit ⁴		\$170.99	\$235.12	\$256.52

Notes

1. Payments are shown as the net amount set by regulations. Rates shown apply from 1 April 2004. Tax at the "M" rate is calculated retrospectively and paid to Inland Revenue.
2. Rates shown are exclusive of Family Support payments. People on benefit who have children qualify for Family Support, a programme funded by Inland Revenue. Family Support rates are shown below.
3. People who have received a Sickness Benefit since before 1 July 1998 receive a higher rate of Sickness Benefit.
4. Some recipients are paid weekly, while others are paid fortnightly at double the indicated rates.
5. Only the caregiver receives payment.

SUPPLEMENTARY BENEFIT ¹	STATUS	MAXIMUM WEEKLY PAYMENT RATE ^{2,3}
Accommodation Supplement ⁴	Living in Auckland	\$150.00
	Living in other main provincial centres ⁵	\$100.00
	Living elsewhere in New Zealand	\$75.00
Child Disability Allowance	Fixed rate	\$36.30
Childcare Subsidy ⁶	Maximum amount	\$129.00
Family Support ^{7,8}	First child or only child 15 years or under	\$47.00
	Second or subsequent child 0-12 years	\$32.00
	Second or subsequent child 13-15 years	\$40.00
	Child 16 years and over	\$60.00

Notes

1. This is a selection of the more common types of supplementary benefits. In general these types of benefit may be received in combination with some core benefit or pension. They may also be available to low-income earners.
2. All rates payable from 1 April 2004.
3. Weekly amounts are shown.
4. Maximum amounts of Accommodation Supplement available are subject to household circumstances and to income and asset tests. Amounts shown are payments per family.
5. Includes Wellington, Christchurch, Hamilton, Hastings, Napier, Palmerston North, Rotorua, Tauranga and Nelson.
6. Maximum amount shown is for the maximum number of subsidised hours (50) at the highest level of subsidy. The actual rate of subsidy received depends on hours subsidised and income.
7. Administered by Inland Revenue, but payments may be made through Work and Income.
8. Payments under this programme are not included in the expenditures reported in this publication.

		PAYMENT RATE EXCLUDING TAX PAID AT "M" RATE ^{1,2}	PAYMENT RATE EXCLUDING TAX PAID AT "S" RATE ^{1,2}
NZ Superannuation and Veterans Pension	Married, per person, both qualify	\$191.61	\$180.64
	Married, per person, only one qualifies ³	\$182.70	\$171.73
	Married, per person, only one qualifies, and application accepted before 1 October 1991	\$191.61	\$180.64
	Single, living alone	\$249.09	\$238.12
	Single, living with others	\$229.93	\$218.96

Notes

1. All amounts shown are weekly rates, payable from 1 April 2004. New Zealand Superannuation and Veterans Pension payments are made fortnightly at double the indicated rates.
2. Rates shown are exclusive of Family Support payments (if any) made by Inland Revenue.
3. Where one partner is under the qualifying age, or does not meet residency requirements, the amount paid is income tested. The qualified spouse can opt to receive the "Married" rate where only one partner qualifies. All other rates are not income tested.

STUDENT ALLOWANCE ¹	STATUS	NO CHILDREN	ONE CHILD	TWO OR MORE CHILDREN
16-24 years	Away from home	\$136.79		
16-24 years	At home	\$106.79		
25+ years	Away from home	\$164.16		
25+ years	At home	\$131.31		
Couple allowance – both students, no children	Both eligible (each)	\$136.79		
	One eligible	\$164.16		
Couple allowance – dependent spouse, no children		\$273.58		
Single student with dependent children			\$235.12	\$256.52
Couples – both students with dependent children	One eligible		\$235.12	\$256.52
	Both eligible (each)		\$145.36	\$145.36
Couples – dependent spouses with dependent children			\$290.72	\$290.72
Students in independent circumstances		\$136.79		
Earning spouse – at home		\$59.31		
Earning spouse – away from home		\$88.34		

Note

1. Maximum weekly rates payable from 1 April 2004, net of tax.

Table 14: Families and children supported by a benefit as at 11 April 2003

BENEFIT TYPE	SINGLE ONE CHILD	SINGLE TWO CHILD	SINGLE THREE+ CHILD	COUPLE ONE CHILD	COUPLE TWO CHILD	COUPLE THREE+ CHILD	COUPLE WITHOUT CHILD	TOTAL CHILDREN	% OF CHILDREN
DPB related	49,653	33,560	20,869					189,815	75%
UB related	3,313	850	409	2,854	3,143	3,703	8,528	28,545	11.3%
Invalids Benefit-related	2,836	1,010	452	1,582	1,204	1,068	8,302	14,166	5.6%
Sickness Benefit-related	1,543	420	180	1,303	1,394	1,394	3,351	11,803	4.7%
Widows Benefit	1,027	615	385					3,605	1.4%
Emergency benefit	866	331	223	221	158	162	2,346	3,413	1.3%
UB Youth	321	57	4	517	231	80		1,708	0.7%
TOTALS	59,559	36,843	22,522	6,477	6,040	6,407	22,527	253,054	100%

Home ownership

Table 15: Home Ownership Rate by Household Composition, 1991, 1996 and 2001

HOUSEHOLD COMPOSITION	1991	1996	2001
One-Family	78.9	75.1	72.1
Two-Family	71.7	65.4	60.9
Three or more family	70.2	58.6	59.0
Other multiperson	38.0	37.8	34.9
One-person	65.8	64.9	63.5
TOTAL HOUSEHOLDS	73.8	70.7	67.8

Source: Statistics New Zealand, Census of Population and Dwellings, 1991, 1997, and 2001.

Appendix 2: Government's involvement with families

This appendix identifies the Government's policies and programmes already underway or planned by various government agencies, with the exception of public awareness and education programmes which are separately identified in *Appendix 3*. Policies and programmes are identified under the same themes used in the main report. These are:

- families and the law
- families and working lives
- families and income
- families and housing
- families and education
- families and health
- families and disability
- families and social services
- Māori families/whānau
- Pacific families in New Zealand
- ethnic minority families
- families and human rights.

Policies and services identified are organised under those that are:

- directed at families and seek to improve outcomes for families
- not directed at families but nevertheless have a significant impact on families.

Families and the law

This section categorises Government involvement in families and the law according to:

- family formation
- rights and responsibilities of family members
- poorly functioning families
- dissolution of marriages and relationships²⁶⁵.

Government's present involvement in families and the law

Legislation that is primarily directed at families includes:

Relating to family formation

- The **Marriage Act 1955**, administered by the Ministry of Justice, which sets out restrictions on marriage (such as between relatives) and procedural requirements for valid marriages. Services provided by the Government associated with marriage include the registration of marriage celebrants; the issue of marriage licences; and the maintenance of a register of births, deaths and marriages. (All these services are provided by Births, Deaths and Marriages in the Department of Internal Affairs.)
- The **Adoption Act 1955**, administered by the Ministry of Justice, which provides rules relating to adoptions, and ends the legal relationship with the natural parent and passes it to adoptive parents (and does not yet legally recognise adoption in accordance with Māori custom). The **Adoption (Intercountry) Act 1997** implements a convention on inter-country adoption²⁶⁶ and provides a framework for recognising overseas adoptions. The Adoption Information and Services Unit at CYF provides advice and services on adoption, including counselling birth parents, preparing those wanting to become adoptive parents, approving the placement of children for adoption and reporting to the Family Court.
- The **Status of Children Act 1969**, administered by the Ministry of Justice, which contains presumptions as to parenthood and for recognition of paternity, providing rules of legal parentage for children conceived by assisted human reproduction.
- The **Contraception, Sterilisation and Abortion Act 1977**, administered by the Ministry of Justice, which provides a legal framework for contraception, sterilisation and termination of pregnancies. An independent Abortion Supervisory Committee licenses institutions providing abortion services and reports to Parliament annually on the operation of the abortion provisions of the Act. The Supervisory Committee also has a limited role in advising DHBs and the Minister of Health on contraception and sterilisation services.

Relating to rights and responsibilities of family members

- The **Family Protection Act 1955**, administered by the Ministry of Justice, which allows claims for maintenance and support out of the estates of deceased persons to be brought by family members.
- The **Guardianship Act 1968**, administered by the Ministry of Justice, which defines and regulates the authority of parents as guardians of their children and the power to appoint guardians.
- The **Administration Act 1969**, administered by the Ministry of Justice, which provides the legal framework relating to the administration of estates of deceased persons.
- The **Adult Adoption Information Act 1985**, administered by CYF, which provides for access to information relating to adoptions and to the parties to adoptions by adult adopted persons and their birth parents.

- The **Protection of Personal and Property Rights Act 1988**, administered by the Ministry of Justice, which provides for the protection and promotion of the personal and property rights of persons who are not able to manage their own affairs, e.g. through granting of an enduring power of attorney (EPA), welfare order or property order.
- The **Property (Relationships) Act 1976**, administered by the Ministry of Justice, which acknowledges marriage (and since 2001, de facto relationships including same sex relationships) as an equal partnership and accepts that contributions in terms of earnings or property are not intrinsically worth more than other types of contributions to the partnership. It allows contracting out of equal division in certain circumstances.

Relating to poorly functioning families

- The **Children, Young Persons, and Their Families Act 1989**, administered by CYF, which provides the legal framework for the care and protection of abused, at-risk, or problem children and with the youth justice system including the Youth Court. (Services provided under this Act are discussed in *Families and social services*.)
- The **Domestic Violence Act 1995**, administered by the Ministry of Justice, which aims to mitigate the effects of domestic violence by allowing a partner to a domestic relationship to obtain a civil protection order against the other partner or family member to protect them and their children from violence. (Services provided under this Act are discussed in *Families and social services*.)

Relating to dissolution of marriages and relationships

- The **Guardianship Act 1968**, administered by the Ministry of Justice, which defines and regulates the powers of the courts in relation to the custody and guardianship of children. Associated services include alternative dispute resolution through the family court, free counselling, specialist assessment, counsel for the child, and report writing. The provisions implementing the Child Abduction Convention are contained in the Guardianship Amendment Act 1991. The Ministry of Justice is the “central authority” under the Convention in the event of a complaint about a child being abducted to or from New Zealand.
- The **Family Proceedings Act 1980**, administered by the Ministry of Justice, which deals with matrimonial proceedings including separation, the status of marriage, void and voidable marriages, the presumption of death and the dissolution of marriage.
- The **Child Support Act 1991**, administered by IRD, which assesses the minimum level of financial support payable by certain parents in respect of their children; and provides for the collection and payment of child support and spousal maintenance.

Government's planned or developing involvement in families and the law

Legislation, legal policies and services under review or development that are primarily directed at families include:

Relating to family formation

- A **review of the Adoption Act 1955**, led by the Ministry of Justice, which is being undertaken in response to a report from the Law Commission. The review is likely to consider issues such as who is eligible to adopt, the nature of consent requirements; the information and preparation services available for prospective adoptive parents; access to adoption information, inter-country adoptions; the role of the counsel for the child; and post-adoption services provided by the Government.
- The **Human Assisted Reproductive Technology Bill** and Government Supplementary Order Paper, led by the Ministry of Justice, which will establish an ethical framework for making decisions about the use of assisted human reproduction procedures and research, prohibit reproduction cloning and implantation of hybrid embryos, establish a Ministerial Advisory Committee to advise the Minister of Health on whether to ban, regulate or allow procedures under guidelines; establish an ethics committee to consider individual applications for any research and for procedures; and set up an information-keeping regime for children born from donated gametes.
- The **Civil Union Bill**, led by the Ministry of Justice, which will provide for couples of different or same sex to have a legal recognition of their relationship. Civil Union will be a mechanism for couples who cannot or do not wish to marry, to publicly declare commitment to each other and to have this legally and socially recognised. The Bill provides for eligibility for a civil union and the process for licence and solemnisation.

Relating to rights and responsibilities of family members

- The **Recognition of Relationship Bill**, led by the Ministry of Justice, which is intended to address all legal provisions that discriminate on the grounds of marital status, allowing de facto and civil union couples the same rights as married couples, including next-of-kin status if one partner dies.
- The Law Commission has just issued a discussion paper on **New Issues in Legal Parenthood**. The review focuses on how the law can allocate responsibilities and rights of parenthood to better reflect different family arrangements with a particular focus on families using donor gametes or surrogacy.
- Following two Law Commission reports, two elements of the **Protection of Personal and Property Rights Act 1988** are under review, led by the Ministry of Justice and the Office for Senior Citizens. The first relates to the process for a person to set up an EPA on their own behalf, and the scope of an EPA. The second relates to the imposition of a compulsory power of attorney for people who lose capacity without having made provision for an EPA.

- A **review of the Coroner's Act 1988**, led by the Ministry of Justice, which will consider issues such as involving families more in coroners' hearings, issues relating to the retention of body parts and improving opportunities for family to see and touch a body before a post mortem.
- A two-year pilot of **non-Judge led mediation** was funded in the 2004 Budget. \$156 million has been set aside for a pilot using mediators rather than Judges in four Family Courts to provide mediations for families involved in custody, access or guardianship proceedings. The pilot includes provision for children and extended family to be involved.

Relating to poorly functioning families

- The **Corrections Bill**, led by the Department of Corrections, which is currently before Parliament is intended to replace the Penal Institutions Act 1954. The Bill establishes principles²⁶⁷ that guide the operation of the corrections system including one that, as far as is reasonable and practical, the offender's family should be recognised and involved in decisions related to sentence planning and management, the rehabilitation and reintegration of the offender into the community, and planning for and participation by the offender in programmes, services and activities. It also provides that contact between prisoners and their families must be encouraged and supported so long as this is consistent with safety and security requirements, and contains provisions on the transfer of offenders that make it clear that imprisonment close to families is desirable²⁶⁸.
- The Government has said it will make a decision about **section 59 of the Crimes Act 1961** (the defence for reasonable force for physical discipline for children) in December 2005. The options are to repeal the section, amend it (by defining in law what is unreasonable), or leave it alone.

Relating to dissolution of families

- The **Care of Children Bill**²⁶⁹, when passed will replace the Guardianship Act 1968. It responded to proposals for shared parenting and concerns about the openness of the Family Court and would modernise the framework for resolving care arrangements for children within families. It is intended to have a stronger focus on the rights and voice of the child (e.g. requiring that the best interests and welfare of the child are the overriding principle in any decision); give children a right to appeal a decision; allow the court to call for a cultural report on the background of the child; promote co-operative parenting (e.g. require the court to consider how the parent not giving care can have contact with the child); remove discriminatory provisions that present barriers to families (e.g. distinctions between married and de facto couples); recognise the diversity of family arrangements that exist for the care of children (e.g. providing that a wider group of people can apply for parenting orders and attend hearings); allow parents to jointly appoint a new partner as an additional guardian; enforce court-approved contact agreements between donors of gametes and parents of a child born using AHR); and provide support for supervised contact when this is directed by the Family Court.

Families and working lives *Government's present involvement in families and working lives*

Policies and services that are directed at families and seek to improve outcomes for families include:

- The provisions of the **Parental Leave and Employment Protection Act 1987**, which provide for unpaid leave from work for birth mothers and their partner/spouses either on the birth of a child, or the adoption of a child under five. **Amendments in 2002** provided for payment for up to 12 weeks of this leave. In March 2004 the government announced the extension of paid parental leave from 12 to 14 weeks, phased in over 2 years, a reduction in the eligibility period from one year to six months, and an examination of the feasibility of extending paid parental leave to the self-employed. The payment can be taken by one parent, or shared between two eligible partners.
- The **Childcare Subsidy** and the subsidy for **Out of School Care and Recreation (OSCAR)** paid to low-income families who meet an income threshold and have dependent children aged under five or school-age children attending licensed education and care facilities. Parents and caregivers with young children who are in employment, education, or training, or who care for a sick or disabled family member, and parents and caregivers with school-age children, may access up to 50 hours of subsidised childcare. Up to nine hours per week of subsidised care is available for low-income parents who are not in employment, education or training (funded from Vote Social Development). The 2004 Budget has extended this to 20 hours per week at community-based non-profit childcare centres from 2007. Childcare subsidies and OSCAR subsidies have also been increased and extended to families with higher incomes.
- The **Work-life Balance Project**, led by the Department of Labour, which is building up a picture of what individual New Zealanders and organisations think about worklife balance. At the end of March 2004, more than 1300 people had contributed to the EEO Trust survey on work and relationships, run as part of the project and around 600 general submissions on work/life balance have also come directly into the project. The project also scopes current New Zealand and international research and trends in work/life balance, and provides case studies. Details of the project are available on the project website <http://www.worklife.govt.nz>.
- **Key provisions in current New Zealand legislation** that relate to the area of work/life balance are: flexibility over times of work; leave entitlements to help people balance paid work and family responsibilities; leave entitlements for other non-paid work roles; promoting equal rights for all working people irrespective of their social roles; flexibility for people to take up roles outside paid work; achieving balance through addressing work stress and fatigue; support for caring roles outside paid work; support for non-family life roles and activities. Further details of the legislative provisions are available at: <http://www.dol.govt.nz/futureofwork/worklife-wherever.asp#government>.
- The **Strategic Plan for Early Childhood Education (ECE)**, led by the Ministry of Education, provides a 10-year plan of action for improved access to, participation in, and quality of early childhood education. Major shifts signalled in the plan include: new funding and regulatory systems; better support for community-based ECE; higher quality standards; better cooperation/collaboration between ECE and other social services and to engage parents in children's learning and greater government involvement especially in areas of low participation. The ECE funding subsidy assists working families by lowering the cost of ECE.

There are a number of policies and services not primarily directed at families and working lives, which nevertheless have a significant impact on families. These include:

- The provisions of the **Human Rights Act 1993**, administered by the Ministry of Justice, which, among other grounds, prevent discrimination in employment on the grounds of sex or family status (see *Families and human rights*).
- The provisions of the **Equal Pay Act 1972**, administered by the Department of Labour, which prohibit the payment of different wages to men and women for the same work.
- The provisions of the **Holidays Act 2003**, administered by the Department of Labour, which came into force on 1 April 2004. The new legislation aims to create improved entitlements and more consistent arrangements for public holidays, separate entitlements for sick leave and bereavement leave, more certainty in holiday and leave calculations, and, from 2007, improved minimum entitlements for annual holidays.
- The **Employment Strategy**, begun in 2000, and led by the Department of Labour, which aims to make it easier for people to get a job and to increase the number of jobs offered, as well as the amount that people earn. To do this, the strategy has eight goals, including improvement in people's skills, a fair employment environment, and improved employment participation for Māori, Pacific peoples, people with disabilities and other groups at risk of long-term unemployment.
- **Strategies for Youth Transitions**. The Government and the Mayors' Taskforce for Jobs' share a goal for youth transitions which is that "by 2007, all 15–19 year olds will be engaged in appropriate education, training, work or other options that will lead to long-term economic independence and wellbeing". The proposed initial strategy for 2004/05 for government action is to enhance careers information, advice and guidance in schools; build on and better co-ordinate the post-school local support services for those most at risk; and enhance the vocational education and training available at school.
- **New Zealand Disability Strategy 2001**, led by the Office for Disability Issues, which has as one of its objectives to provide employment opportunities and economic development for disabled people.

Government's planned or developing involvement in families and working lives

- The **Action Plan for New Zealand Women 2004**, led by the Ministry of Women's Affairs, which includes the *Pay and Employment Equity Action Plan*, to address the gender pay gap and promote equal pay for work of equal value, initially in the public service, and various measures to improve women's economic wellbeing²⁷⁰.
- Funding for the progressive building of a **youth transitions** service targeted at at-risk school leavers, led by the Ministry of Social Development, has been approved in the Budget 2004.
- The government recently announced that the development of audit and gender-neutral job evaluation tools is underway, the processes for remedial settlements of **pay equity** claims will be finalised by the end of July, and a dedicated unit to oversee pay and employment equity in the public service, the public education and health sectors will be established within the Department of Labour by 1 July 2004. A tripartite steering group will oversee the unit and provide leadership and strategic direction for the plan.

Families and income *Government's present involvement in families and income*

The main income transfer programmes that are directed at families and seek to improve outcomes for families are set out below. With the exception of tax credits, and unless otherwise specified, they are funded from Vote Social Development.

- **Domestic Purposes Benefit (DPB)**, which is available to sole parents who are the primary carer of children under 18, for carers of sick and infirm people, and for older women who are alone and who meet various tests. Sole parents made up 93 percent of all DPB recipients as at June 2002. In some circumstances an Emergency Maintenance Allowance can be paid to clients who are experiencing domestic violence but who are still living with their partner or spouse.
- **Widows Benefit**, which is payable to widows living alone or with dependent children.
- **Orphans and Unsupported Child's Benefit**, which provides income support to the main caregivers of children whose parents cannot care for them.
- **Child Disability Allowance**, which reimburses the main caregiver of a child with a serious disability for ongoing regular costs they incur up to a maximum weekly amount. This allowance is not means-tested. Since 1998, one to two percent of children in New Zealand under the age of 18 have been covered by the allowance.
- **Childcare and Out of School Care and Recreation (OSCAR) subsidies**, which provide financial support to low-income families with a dependent child under five (Childcare Subsidy) or aged five to 13 (OSCAR subsidy) to obtain these services. Assistance is paid directly to the care provider. Since 1998 about 10 percent of children under the age of five have been covered by a Childcare Subsidy, while 0.3 percent of those aged five to 13 have been covered by an OSCAR subsidy.
- **Family Support**, which is income support available to low-income families with dependent children. The level of tax credit depends on the level of income and the number and ages of the children. It is not indexed to the CPI. Family Support is paid to the primary carer of the child(ren), on the basis that, in two-parent families, the primary carer is more likely to spend the income in ways that benefit the child(ren).
- **Child Tax Credit (CTC)**, which provides an additional \$15 per child per week to non-beneficiary families. The CTC abates once Family Support is fully abated, and is also paid to the primary carer.
- **Parental Tax Credit (PTC)**, which provides up to \$150 per week to non-beneficiary families for the eight weeks following the birth of a child. The PTC abates once Family Support and CTC are fully abated.
- **Family Tax Credit**, which ensures a minimum after-tax income of \$290 per week (\$15,080 p.a.) for people who work at least 20 hours per week (if a sole parent) or 30 hours per week (combined hours for two parents) and who have dependent children. It abates at one dollar per dollar earned.
- **Housekeeper Tax Rebate**, which provides a tax rebate of up to \$310 per year available to earners in respect of costs of care provided for childcare and for care of infirm or disabled people.

- **Child Support** – applicants for the DPB must apply to IRD’s Child Support Agency for a child support assessment. Any Child Support amounts in excess of the DPB are paid to DPB recipients. The Child Support process is also available to non-beneficiary custodial parents. Child support is assessed using a formula based on lagged taxable income, minus a living allowance with the result multiplied by a percentage reflecting the number of children.
- **Foster care allowances**, which are weekly board payments to foster parents that are age and need determined. Many caregivers are recipients of benefits (funded from Vote Child, Youth and Family).

Table 16: Expenditure (net of supplementary assistance) and numbers on main family-related income transfer programmes

BENEFIT/PROGRAMME	EXPENDITURE 1997/98 \$ MILLION	NUMBERS AT 30/6/98	EXPENDITURE 2002/03 \$ MILLION	NUMBERS AT 30/6/03	VOTE
DPB (all types)	1,240	113,329	1,261	109,295	Social Development
Unsupported child's/ orphans	30	5,078	46	6,789	Social Development
Widows	80	9,372	79	8,659	Social Development
Childcare Subsidy/OSCAR	40	31,014	57	27,474	Social Development
Child Disability Allowance*	28	17,587	47	27,342	Social Development
Family Support	1,002	266,500*	847	270,700**	Revenue
Family Tax Credit	6.6	2,900*	15.6	3,000**	
Child Tax Credit	121.4	114,500*	143	120,300**	Revenue
Parental Tax Credit	N.A.	N.A.	11.7	20,800**	Revenue
Housekeeper Tax Rebate (all data is for year to March)	19.4	83,180	16.9	65,213	Revenue ***
Foster Care Allowance	Not available#	Not available#	31.8*****	3819*****	Child, Youth and Family
Child Support Off-set	(134.6)	N.A.	(156)	284,427****	Revenue (Revenue Crown)

* Numbers are for year to 30 March 1998.

** Numbers are as at 30 March 2002.

*** The childcare rebate is a reduction of tax collected, it is not appropriated as expenditure.

**** Of these, 140,321 were liable parents, and 144,106 were custodial parents.

***** Includes base Foster Care Allowance and clothing only.

***** Excludes core payments provided under contracts. Includes payments made to direct caregivers and CYF Family Home caregivers. It excludes payments provided under contract for all-inclusive service.

Changes in the structure of the Department of Social Welfare and subsequent agencies mean that we cannot provide meaningful data for 1997/1998. Child, Youth and Family was established in 1999.

In addition, there are other income-tested benefits that are not directed at families, but are modified for recipients with families. For example, the rates for Unemployment Benefit, Invalids Benefit, and Sickness Benefit are higher for married couples than for single applicants. Core benefits also include a supplement for families with children.

Low-income families may also receive supplementary assistance, for example, to meet accommodation expenses through the Accommodation Supplement (discussed in the section on *Families and housing*), Student Allowances (see *Families and education*), and for hardship or emergency expenses. For example, the Special Benefit is payable to beneficiaries and non-beneficiaries who have insufficient income to meet ongoing essential expenses, and who meet income and asset tests.

In addition to core benefits and supplementary assistance, the Government also provides old age and veterans' pensions. New Zealand Superannuation is payable to all individuals over the age of 65 who meet a residence test. As long as a non-qualified spouse is not included in their payment, people receiving New Zealand Superannuation or a Veterans Pension are not income tested, in recognition of the contribution recipients have made to society. The married couple rate is set at 65 percent to 72.5 percent of average ordinary time weekly earnings. A single person living alone receives 65 percent and a single person sharing accommodation receives 60 percent of the couple rate.

In parallel with the income maintenance system outlined above, the ACC provides weekly compensation of 80 percent of weekly earnings to cover income lost through injury by workers in paid employment. ACC funds the provision of services through the collection of levies from:

- employers to cover the cost of work-related personal injuries
- workers in paid employment to cover the cost of their non-work injuries
- motor vehicle users to cover the cost of motor vehicle injuries
- government appointed funds to cover the cost of injuries to non-earners

If a claimant is assessed as vocational independent or their injury resolves, weekly compensation generally stops. However if the person is unable to find work or continues to have a disability or sickness issue unrelated to their injury migration to the Unemployment, Sickness or Invalids Benefit may occur.

Government's planned or developing involvement in families and income

A major three-year expenditure package, *Working for Families*, was announced in the 2004 Budget. It entails fundamental reform of the family income assistance system including:

- increases to Family Support rates
- the replacement of the Child Tax Credit with a new in-work payment delivered through IRD and with eligibility established by family, not per child
- a start on restructuring the benefit system through transferring the existing child component from benefits to Family Support.

- increases to the Family Tax Credit and consequential changes to Special Benefit
- changes to the rates and thresholds for Childcare Subsidy
- changes to the Accommodation Supplement
- increased integration between IRD and MSD in delivery of Family Support to provide smoother arrangements for people moving between work and the benefit system.

Other change initiatives currently being developed by departments include:

- changes to the treatment of same sex couples in the benefit system, so that they will be subject to a joint income test
- research on the costs of children, childcare costs, living standards and the effectiveness of early intervention programmes
- a Child Support Bill which is planned for introduction in mid-2004 to address problems with the large stock of child support debt, to reduce avoidance of child support obligations, and to give priority to custodial parents over the Crown in situations where there are overdue obligations both to custodial parents and the Crown.

Families and housing *Government's present involvement in families and housing*

While few housing services are directed at families, all of the Government's housing policies and services have a significant impact on families. These include:

- **Housing New Zealand Corporation (HNZC)-provided housing** which rents over 64,000 houses to people in need and to community groups that provide housing for special need groups. In 2002, 65 percent of HNZC households were families. The Social Allocation System used to determine the level of need and the priority category of those applying for a state housing takes into account the suitability, accessibility, affordability, adequacy and sustainability of current housing for the composition of the household. Eligible households²⁷¹ are categorised into four levels of housing need, with those in more serious need having first call on housing stock. Eighty-nine percent of households in state housing pay a subsidised income-related rent at an overall cost to the Government of \$330 million a year (funded from Vote Housing).
- The **Accommodation Supplement (AS)**, which is a cash supplement available to beneficiaries and low-income people with housing costs at more than defined affordability thresholds. The AS had over 252,000 recipients (80 percent renters and 20 percent owners) at a cost to the Government of \$740 million in 2002/03 (funded from Vote Social Development).
- **Rent help for tenants in difficulty**, a joint initiative between the Ministry of Social Development and the Ministry of Housing which aims to provide an early intervention point for those tenants in renting difficulty who receive, or are entitled to receive, income support. The aim is to improve outcomes for tenants by offering them an opportunity to discuss with Work and Income any options they may have in terms of financial assistance, when their tenancy is at risk. Homeowners can claim the **costs of essential repairs and maintenance** to their house as accommodation costs (funded from Vote Social Development).

- In 2003, \$63 million was allocated to a four-year programme of social housing demonstration projects to be developed in partnership with iwi, third sector housing providers and local government. This programme, which includes the **Housing Innovation and Local Government Housing Funds**, encourages development of an innovative alternative social housing sector that is able to provide affordable and secure rental housing and home ownership opportunities to low-income New Zealanders (funded from Vote Housing).
- A **mortgage insurance scheme**, piloted through Kiwibank, targets those able to afford, but unable to access mortgage finance through the existing banking system. There were nearly 9000 enquiries and 1300 applications in the first four months, resulting in 279 approvals at 31 December 2003.
- Community Group Housing which lets some 150 houses to community-based organisations providing services to families at risk, including residential and emergency housing.
- **Small home ownership programmes** that are tightly targeted and designed to address particular issues for Māori and low-income rural families. These include the Low Deposit Rural Lending programme; the Papakainga lending that is available for building or buying housing on Māori land held in multiple ownership, and which provides for owners' work input to be substituted for cash; and the Kapa Hanga Kainga (group self-build) programme that also assists groups to use their labour as equity. HNZN assistance is provided for project planning and supervision.
- The **Healthy Housing Programme**, which is a partnership between HNZN and District Health Boards which operates primarily in South Auckland. It aims to reduce overcrowding and the associated risk of meningococcal and other crowding-related diseases. It also seeks to improve health by facilitating referrals to health and social service providers and by undertaking housing modifications. In 2002/03, the programme helped over 400 households. It has had a significant impact on overcrowding and crowding-related illness in South Auckland's community (funded from Vote Housing).
- The **Community Renewal Programme**, which takes a partnership approach to involve residents of renewal areas and local councils in projects to promote safe, healthy and confident communities. It involves upgrading housing stock in areas with concentrations of state housing in five areas (funded from Vote Housing).
- The **Rural Housing Programme**, which provides for: carrying out urgent and essential repairs on dwellings that pose serious health and safety risks; establishing Home Improvement Project Zones to help iwi and kaupapa Māori organisations to administer maintenance and repair programmes in their areas; increasing the supply of state housing in affected areas; working with local iwi organisations to build their own rental portfolios and ability to respond to housing problems; and implementing the Ministry of Health's scheme that subsidises sewerage schemes to small settlements (funded from Vote Housing).
- **Joint ventures with iwi and hapū** have also been developed to meet local housing needs in areas such as Opotiki, Morrinsville and Torere.
- In 2002/03, HNZN housed 282 **refugee households**: 45 percent in private sector or local government housing and 55 percent in state housing.
- The National Collective of Independent **Women's Refuges** is supported with subsidised accommodation provided by Housing New Zealand Corporation.

Government's planned or developing involvement in families and housing

HNZC is leading the development of the New Zealand Housing Strategy which sets the strategic direction for housing over the next 10 years. (See <http://www.hnzco.nz/nzhousingstrat/NZHS-discussiondocument.pdf>) Because of its broad reach, the strategy will potentially impact on all families. A discussion document, *Building the Future: Towards a New Zealand Housing Strategy*, was published in April 2004. Its six goals are: more efficient and effective housing markets; improvement in the quality of housing; increased access to affordable and sustainable housing; increased choice and diversity in housing markets; increased collaboration and integration of housing with community and other services; and increased capacity in the housing sector.

Actions are planned in the following areas:

- **Housing assistance and affordability**, which includes actions to measure and track affordability; expand state housing stock, and reconfigure it to match current and expected types of demand; a review of the Accommodation Supplement; expand social housing and alternative social housing providers; develop structural options such as regional trusts and housing associations; encourage social and/or affordable housing by the non-government sector; trial the use of planning and zoning instruments; and explore developing a register of approved social landlords.
 - **Collaborative responses across all sectors in housing markets under stress**, which includes actions to make housing more affordable and accessible for low-income households; help increase the supply of social housing and help diversify the range of social housing options; investigate the level of demand for emergency housing and develop clearer funding policies; identify land suitable for affordable housing development, including surplus Crown and local authority land; review legislation to assess its impact on housing problems; and to explore how sustainable urban form can contribute to reduced housing costs.
 - **Home ownership by lower-income households**, which includes research into the causes of the decline in home ownership; implementing HNZC's mortgage insurance scheme to improve access to home ownership for low-income families; and investigating the effectiveness of other home ownership programmes such as savings incentives, deposit assistance, shared equity and sweat equity models.
 - **Capability of the private rental sector to provide secure, decent housing** which includes actions to extend residential tenancies legislation to include boarding houses; review the regulatory framework provided by the Residential Tenancies Act 1986; improve the ability of tenants and landlords to enforce their rights under the Act; investigate ways to reduce barriers to accessing private rental housing; improve the quality of business and property management practices, and of ways to prevent and resolve disputes that affect the stability of housing.
 - **Housing quality: regulatory framework and standards**, which includes actions to complete the review of the Building Act 1991 and the Building Code and to implement new legislation and regulations.
-

Families and education *Government's present involvement in families and education*

The education sector is involved in four key cross-sectoral and jointly funded initiatives that seek to improve outcomes for families (which are discussed further in *Families and social services* and *Families and health*). These are:

- Strengthening Families
- parent support and development initiatives
- social workers in low-decile schools
- children's Health Camps.

Policies directed at improving outcomes for families include:

- **Family literacy initiatives**, which seek to build the literacy levels of both parents and children simultaneously in order to reduce the inter-generational cycle of illiteracy and poverty. COMET (Manukau City Council) in partnership with two tertiary providers has initiated two family literacy pilots and Literacy Aotearoa is developing its Whānau/Family Literacy Projects in six sites around New Zealand.
- **ECE Services**, including work underway to implement the Strategic Plan for Early Childhood Education. The Ministry of Education provides funding for: playgroups that meet the funding criteria; chartered ECE services (through the ECE funding subsidy that is paid to ECE services on the basis of children's attendance); and for after-school care. There is also a programme directed at parents/caregivers that promotes participation of children in ECE.

The education sector has a wide range of policies and services that are not directed at families, but nevertheless have significant impacts on families. All are funded from Vote Education. These include:

- Access to the local **Network of Schools**, and changes to the local network, which will affect almost all families with school-aged children. A number of policies operate to encourage families to enrol their children in a local school, and schools must provide for children to enrol at their nearest school. For rural families, however, choice is constrained by travel time to the nearest school. Options include enrolment in a boarding school and the Correspondence School.
- **Terms, holidays and opening hours** of educational institutions affect all families with children in early childhood, school-age and/or tertiary education, particularly families with working parents for out-of-school care arrangements and holidays. Although requirements are set by the Ministry of Education in relation to schools, each school still has some flexibility in its term dates and opening hours. Problems arise for families when they have family members attending different institutions with different term start and end dates and different opening hours.
- **Student support policies** such as Student Loans and Allowances have an impact on the cost of tertiary education that families or family members must bear, or students must borrow under the income-contingent loans scheme, which covers tuition fees, course costs and living costs. Student Allowances provide basic living support and are targeted to students from low-income backgrounds. The most controversial aspect of this policy is the requirement for parental income-testing for all unmarried students under the age of 25.

- **Special education** services are of considerable interest to families with children who have special needs due to the highly targeted nature of support. Support for young children with moderate, high or very high needs is provided through the Early Intervention Initiative from birth to six years, while older children with high needs receive direct support related to level of need and those with moderate or low needs are supported through the Special Education Grant to schools and other initiatives. Gifted and talented children receive some support through 17 regional initiatives. Special education policies emphasise mainstreaming. For families with a child with low or moderate needs, the support and assistance provided by the local state school can vary significantly. For those with high needs, quality of family life can be enhanced significantly through support provided.

Government's planned or developing involvement in families and education

Programmes that are not directed at families but nevertheless have significant impacts on them include:

- The **Schooling Strategy** to complement the existing Early Childhood Education and Tertiary Education strategies, and to set the direction for schooling policies.
- **Youth Transitions**, which aims to review policies that support young people in making the transition between school and work or tertiary education in order to increase the number of young people who are actively engaged in learning.
- The **Student Engagement Initiative**²⁷² to work with schools that have unusually high levels of student disengagement, with the intention of lowering levels of truancy and suspensions and improving education outcomes. This initiative is likely to result in schools engaging better with families.
- The **Foundation Learning Strategy**, which aims to improve both access to and the quality of literacy, numeracy and ESOL opportunities for adult family members. Opportunities include family-focused programmes.

Families and health

Government's present involvement in families and health

In addition to health-specific services, the health sector is involved in a number of cross-sector initiatives that seek to improve outcomes for families. These include:

- **Children's Health Camps** – the Ministry of Health contracts the New Zealand Foundation for Child and Family Health and Development to run children's health camps focused on providing services to support vulnerable children aged five to 12 years who are at risk of poor physical and mental health status, school/social failure and/or exclusion and of developing anti-social behaviour later on in life. Each camp has a school attached to it; the schools are funded by the Ministry of Education (funded from Votes Health and Education).
- **Strengthening Families**, which seeks to support families in resolving issues with their children (refer to *Families and social services*).

- **Intensive home visiting pilot programmes**, which have been trialled in South Auckland and Tokoroa. The programmes aim to improve health outcomes for Māori and Pacific peoples through the provision of information, health education, community involvement and improved cross-agency collaboration.
- **Parent support and development initiatives**, e.g. Family Start, Parents as First Teachers, and Whānau Toko I Te Ora (refer to *Families and social services*).
- **Social workers in low-decile schools** (refer to *Families and social services*).

Present health policies and services directed at families that seek to improve outcomes for families, all funded from Vote Health, include:

- **Maternity services** including antenatal, labour, birth and post-natal services which are provided free through the public health system.
- **Well Child/Tamariki Ora services**, which are designed to support families/whānau to maximise their child's developmental potential and health status from birth to five years, establishing a strong foundation for healthy development. Service providers are required to: build on the strengths of each family; inform and support parents to gain the knowledge and skills required to understand and manage the various stages of their child's development; work with families/whānau to identify their needs for support; provide culturally appropriate services to all children and their families/whānau; and provide services in a way that recognises the needs of identified priority groups, including Māori, Pacific, children from families with multiple social and economic disadvantage and children with high health and disability support needs.
- **Pharmaceutical Subsidy Cards**, which are available to families who have paid for 20 items of subsidised prescribed medicine in a year. The card reduces the amount family members pay on subsequent prescribed medicines that have government subsidies.
- **Pharmacy co-payments** – pharmaceutical drugs or medicines are generally free for children under six. Prescription fees are set at a maximum of \$3 for children aged between six and 17 enrolled in interim PHOs; and to patients of all ages enrolled in access PHOs (those serving populations in the lowest socio-economic groups and individuals with high health needs). From 1 July 2004, everyone aged 65 years and over enrolled in a PHO will also be eligible for the \$3 maximum charge. Pharmacy co-payments are paid by everyone else. The maximum charge is either the price of the item, or \$15, whichever is the lesser amount.
- **Community services card**, which entitles family members to lower GP and prescription charges. Eligibility for the card is income tested and income thresholds vary according to family size (from approximately \$19,400 for a single person sharing accommodation with others, to approximately \$51,000 for a six-person family.) Income thresholds are adjusted annually in line with the Consumer Price Index.
- **Family violence intervention guidelines** – the Ministry of Health has developed guidelines to assist health providers to intervene effectively to assist victims of violence and abuse. The guidelines focus on child and partner abuse and set out the principles of intervention.

Examples of present health policies and services not directed at families but which nevertheless have a significant impact on them, all funded from Vote Health, include:

- **Primary Health Organisations**, the multidisciplinary teams of professionals which are being developed throughout the country to provide affordable primary health services to their local communities. It is envisaged that the community services card will be gradually phased out over an eight- to 10-year period as PHOs are established to meet the needs of this group.
- **School-based health clinics**, which some DHBs have established in secondary schools to provide general health services to young people on the school grounds. Young people are traditionally low users of health services.
- **Healthline**, which is a 24-hour, seven-day-a-week, free-phone service providing information and advice to assist callers to decide on the type of health care they need. Services include symptom assessment, counselling, home treatment advice, referral, information provision, disease management and crisis intervention. It was originally piloted in four sites.
- **Healthy Eating – Healthy Action: A Strategic Framework 2003**, which establishes a framework for addressing nutrition, physical activity and obesity over a five-year period. One of the priority areas identified in the strategy is that “services and programmes will have a focus on nutritional and physical activity needs of infants, children, young people, and their families and whānau, including older people, to build the foundation for a lifetime”²⁷³.
- **Problem gambling** – From 1 July 2004, the Ministry of Health will assume responsibility for funding and co-ordinating problem gambling services. The Ministry has released for public consultation a draft *Strategic Plan for Preventing and Minimising Gambling Harm*. The draft plan incorporates a focusing on working with family/whānau units and communities to build resilience and minimise harm.
- **Free general practitioner visits for under six year olds** which ensures that visits to GPs are generally free for under six year olds, although some doctors may charge a small surcharge (usually \$5 to \$10). Older children (six to 17 years) are charged approximately \$20 if they are eligible for publicly funded healthcare.
- **Free immunisation**, which ensures that immunisation services are free for eligible children.
- **Free hearing and vision screening for children**, which, as a component of the Well Child/Tamariki Ora programme, provides free screening, surveillance, education and support to children and their families from birth to 11 years.
- **Free dental care for school children**, which provides free basic dental care to eligible school children up to 18 years of age.

Government’s planned or developing involvement in families and health services

Work is continuing on development a vaccine to prevent meningococcal disease. Pending appropriate approvals, a mass immunisation programme is scheduled to begin in mid-2004.

Families and disability *Government's present involvement in families and disability*

Present services directed at families that seek to improve outcomes for families include:

- **Needs assessment and service coordination services**, which determine the needs of disabled people, ideally taking account of the support provided by family members and their needs for continuing to provide that support (funded from Vote Health).
- **Provision of family advisors** in the mental health services of a few District Health Boards (funded from Vote Health).
- **Early Bird Parenting Programme** to support and train parents of children/young people with autism spectrum disorders (funded from Votes Health and Education).
- **Consultation with families of people with disabilities** on provision of services for their family member. This is a formal requirement in the mental health area underpinned by the Mental Health (Compulsory Assessment and Treatment) Amendment Act 1999, section 7 A, and the National Mental Health Sector Standards, Standard NZ5143:2001 (funded from Vote Health).
- **Child Disability Allowance**, which is paid to the main caregiver of a child or young person with a serious disability to help with the costs of caring for the child or young person at home (funded from Vote Social Development).
- **Payment of foster care allowances** for care provided by a family member, other than the person with whom a child would normally live, for disabled children who come under the care and protection provisions of the Children, Young Persons, and Their Families Act 1989 (funded from Vote Child, Youth and Family).
- **Domestic Purposes Benefit** for family caregivers of a disabled family member who is not the caregiver's partner or a dependent child under the age of 16²⁷⁴ (funded from Vote Social Development).
- **Caregiver support such as respite care**, where alternative care is provided for disabled people to provide a break for family caregivers, and **family and whānau carer support programmes** which aim to support caregivers by improving their skills in caring for disabled family members and understanding of the support systems, and by providing opportunities to reduce social isolation (funded from Vote Health).
- **Payment of family caregivers** by disabled people who are claimants of ACC. Claimants receive payments from ACC and can engage a family member as their caregiver (funded by ACC).
- **Carers New Zealand Information Network** which provides online information for caregivers and acts as a support for the development of caregiver support activities and services²⁷⁵ (funded from Vote Health).
- **Home-based rehabilitation and support** which assists claimants to look after themselves, their children or their home (funded by ACC).

All health and rehabilitation services including ACC rehabilitation services have some impact on families needing these services. Other examples of policies and services not directed at families but which nevertheless have a significant impact on them include:

- **Pathways to Inclusion policies** which aim to increase participation of disabled people in employment and in their communities (funded from Votes Social Development and Labour).
- **Day and vocational services** for disabled people (funded from Votes Health, Social Development and ACC).
- **Mental health services**, provided for people with mental illness (funded from Vote Health).
- **Income support measures** such as Sickness, Invalids and Unemployment Benefit and Disability Allowance (funded from Vote Social Development) or earnings-related compensation for injured workers (funded from ACC).
- **Community group living** arrangements for disabled adults to live independently from their families (funded from Votes Health and Housing).
- **Provision of housing modifications, and home or mobility equipment** that affect the level of independence disabled people can achieve and maintain (funded from Vote Health and from ACC).
- Communication and sensory assistance, and provision of aids and equipment (Votes Health, MSD and Education and from ACC).
- **Special education information for families**²⁷⁶ to inform families/whānau about what special education services are available (funded from Vote Education).
- **Cultural support** for families/whānau so that special education services are responsive to the needs of Māori and others (funded from Vote Education).
- **Special education early intervention services**, which work alongside families/whānau to provide services for children under six (funded from Vote Education).
- **Provision of a range of special education services** for school-aged children in collaboration with the student's family/whānau, e.g. behaviour support, speech/ language services²⁷⁷ (funded from Vote Education).

Government's planned or developing involvement in families and disability

Policies under development that are directed at families or family members of disabled people include:

- **Review of payments to and support for family caregivers** of disabled people, which seeks to clarify the Government's objectives for its caregiver policies in relation to people with disabilities, in particular whether families should be entitled to wages or entitlements for providing this care, and what other assistance may be required to help family caregivers (led by the Ministry of Social Development).
- **Development of an individualised funding programme** that will provide for some disabled people to manage the personal support services they require in a way that they believe best meets their needs, including payment of family caregivers (led by the Ministry of Health).
- **Development of a work programme relating to families of people with a mental illness**, primarily to monitor the development and provision of family services in District Health Boards (led by the Mental Health Commission).

Examples of policies and services under development that are not directed at families but which nevertheless may have a significant impact on them include:

- **Development of report on the health, functioning, living arrangements, education, employment and socio-economic situation of disabled people** based on the 2001 post-census New Zealand Disability Survey with a view to providing comprehensive information to guide the development of policies and services for disabled people (led by the Ministry of Health).
- **Improving needs assessment and service co-ordination** for disabled people, with the development of trials that aim to improve intra-sectoral and inter-sectoral collaboration in the provision of these services (funded from Vote Health and the Cross-Departmental Research Pool administered by MoRST).
- **Developing opportunities for Sickness and Invalids Benefit recipients to enter the paid workforce** by exploring innovative ways for recipients of these benefits to enter and retain open, paid employment (led by the Ministry of Social Development).
- Promoting **coherence** with the New Zealand Disability Strategy and **equity** across government-funded supports for people with disabilities to ensure government-funded, disability-specific supports are simple to access, seamless and equitable (led by the Office for Disability Issues).
- Pilot programmes for successful transitions from school to work for young people with disabilities (funded from Vote Social Development).
- **Developing the skills and leadership required of families of disabled people** to become involved in policy development, service development and delivery, and in monitoring and evaluation (interagency project led by the Ministry of Social Development).
- In the mental health area, **developing a training programme for mental health workers** to enable them to work effectively with families/whānau of those with mental illness (led by the Ministry of Health).

Families and social services *Government's present involvement in social services for families*

Present policies and services directed at families that seek to improve outcomes for families include services targeted to families caring for children and young people; services for adults within families; and services for older people within families.

Social services that target families with children and young people include:

- **Parenting programmes** which provide advice and information to parents of children and young people. Providers are often community-based and include Parents as First Teachers (PAFT), Whānau Toko I Te Ora, Anau Ako Pasifika, Triple P, Parenting with Confidence, Plunket and Parents Centre. Funding sources vary and may include a mix of government, private sector and service-user contributions. Some providers offer services throughout New Zealand, while others are limited to selected communities (funded from Votes Education and Health).

- **Parenting “help lines”** – there are a number of parenting telephone advice services offering information and advice to parents. These include Plunket Line, a 24 hour telephone helpline service for parents and caregivers of babies and young children; and Barnardos’ telephone counselling service, Parent Helpline, for parents concerned about child abuse or having parenting problems (coverage of this service is limited to Auckland). Plunket Line is a national service (funded from Vote Health), while other parent services have mixed funding sources and variable coverage.
- **Social/support groups for new parents** which provide informal support groups for new parents within a regional locality. These are often organised by community-based groups such as Plunket. Groups may be self-funded or funded from various government and non-government sources.
- **ECE and Playgroups** (see *Families and education*)
- **Statutory social work services** that are provided by social workers employed by CYF. **Care and protection** social work services include risk assessment and investigation processes following reports of abuse; and, in serious cases, the development of intervention plans. A Family Group Conference may be convened, in which family members work together with social workers and other professionals to ensure that appropriate actions are taken to ensure the safety of the child or young person. In the most serious cases, a child or young person may be removed from their parent or usual caregiver. Depending on the circumstances, placements may be made with other family members, foster carers, or alternative care providers. Community-based organisations have an important role to play in the provision of alternative care (funded from Vote Child, Youth and Family).
- **Family violence intervention programmes** – The Domestic Violence Act 1995 provides the framework for the development and delivery of programmes for children whose lives have been affected by domestic violence and who are protected persons either as part of an adult protection order or in their own right. The programmes are delivered by a number of community-based organisations approved by the Ministry of Justice. CYF is the largest purchaser of family violence intervention services. The Ministry of Justice is responsible for purchasing services accessed via a court – under the Domestic Violence Act. Individuals may also self-refer to services, in which case the costs are met by CYF.
- **Supervised access services** which provide a safe, child-focused environment in which children can maintain relationships with family members from whom they are separated. Separation may be the result of an agreement between parents, a Family Court order, or because the child is in the care of the Department of Child, Youth and Family Services. The services are provided by a range of community-based organisations including the Salvation Army and Presbyterian Support Services (funded from Vote Child, Youth and Family).

- **Intensive parent support and development programmes** – in addition to the parenting programmes noted above, there are a limited number of intensive parent support programmes providing a range of services to identified “at-risk” families. *Family Start* is one such programme. This home-based support programme delivers services directly to families in their homes and links families to both universal and specialist services within their communities. *Family Start* operates in 16 locations around the country, covering approximately 18 percent of target population (funded from Vote Health and Education and the Department of Child, Youth and Family Services) (see <http://www.strengtheningfamilies.govt.nz>).
- Funding in Vote Child, Youth and Family has been approved in Budget 2004 to **expand the Family Start programme**, to an additional nine locations.
- **Social workers in low-decile schools** – these social workers are employed by NGOs to deliver social services to students and their families in low-decile schools whose social and family circumstances place at risk their chances of attaining good health, education and wellbeing outcomes. The social workers have a preventative focus, working with children and their families, together with teachers and health workers to address emerging problems. There are currently 77.5 full-time equivalent social worker positions covering approximately 226 primary and intermediate schools located in 25 priority regions throughout New Zealand. Budget 2004 (Vote Child, Youth and Family) will extend coverage to approximately 115.5 FTEs by 2007, covering approximately 330 schools.
- **Strengthening Families** services (led by MSD, the Ministries of Education and Health and CYF) which provide collaborative case management services to co-ordinate services for at risk families and their children.
- **Adoption services** – CYF is responsible for administration of both domestic and international adoptions in New Zealand. Adoption services include: the provision of information and education programmes to prospective adoptive families; social work assessments; and post-placement information and support (funded from Vote Child, Youth and Family).
- **Services for parents of special needs children**, which incorporates a range of community-based organisations focused on providing support and information to parents of children with particular needs, e.g. Parent to Parent, Autistic Association of New Zealand, Child Cancer Foundation (funded from a variety of government and non-government sources).

Services for adults within families are provided predominately by community-based organisations, sometimes under contract to government agencies. These include:

- **Relationship/counselling services**, which incorporate advice on family transitions including becoming a parent; balancing work and family commitments; dealing with parental separation and divorce; forming new family structures; and building resilient family relationships. Services are provided by a range of community organisations, including the Salvation Army, Relationship Services, Lifeline, Mensline and Lesbianline. Private providers also offer counselling services for a fee. Some community organisations offering services in this area are part-funded by government agencies, predominantly by CYF.

- **Budget advice services**, which provide budget planning advice and work with clients to develop budgeting skills. Services are provided by a range of community organisations. The *New Zealand Federation of Family Budgeting Services* is a collective of 160 community organisations that deliver free budget advice to families and individuals. In general services are partfunded, predominately through Vote Child, Youth and Family, together with a range of other sources such as Community Organisations Grant Scheme (COGS) and Lottery Welfare.
- **Family violence intervention programmes** – the Ministry of Justice administers programmes for victims of domestic violence in accordance with the Domestic Violence Act 1995. When an adult victim is granted legal protection under the Act, they become eligible to attend an approved programme designed to protect them from further domestic violence. Adult victims may also self-refer to these programmes.
- Additionally, **Women’s Refuge services** offer support, advocacy and accommodation to women and their children experiencing family violence; and **Sexual Assault Abuse services** provide counselling and support services to women, young people and children who have been sexually abused. More limited services are offered to male victims of sexual assault.
- **Services to adult prisoners and their families** – the Department of Corrections has established a pilot programme (Reintegrative Support Services to Inmates and their Families) to provide intensive reintegrative support for prison inmates with partners and children. The programme is run by Te Hokinga Mai in Auckland, and PILLARS in Christchurch. The programme aims to address the critical issues in the reintegration of inmates by providing intensive post-release support for inmates and their families/whānau. An impact evaluation of the pilot is in progress and will inform decisions about the future of the programme and any possible expansion. At the same time, the Department is reviewing its current framework for reintegrative services (to be completed by June 2004).
- Other relevant programmes administered by the Department of Corrections include: **Women and Dependent Children** – which allows for babies under six months to either live with their mother in a self-care unit, or be brought into the prison on a daily basis for the purposes of feeding and bonding. **Parenting programmes** – for both male and female offenders who are caregivers to children under the age of 16 years, (provided at the majority of prisons by local providers). *Kaiwhakamana* and *Fautua Pasefika* – initiatives targeted at Māori and Pacific inmates respectively, to allow nominated kaumatua or community people greater and easier access to Māori and Pacific inmates in order to provide support and guidance. In many cases this involves whānau/familyrelated issues.
- At a general level, the Department of Corrections’ operating principles aim to ensure that an offender’s family must, as far as is reasonably practical, be recognised and engaged in decisions related to sentence planning and management, rehabilitation and reintegration into the community. The Department also attempts to locate inmates as near to their home or support as possible, subject to the constraints of prison and sentence management.

Services for older people within families include:

- Visiting services which provide support and friendship to older people who may feel socially isolated. Services are provided by a range of community-based organisations, including Age Concern's Accredited Visiting Service. Such services may be offered to older people living in a variety of settings, including rest homes, hospitals or within the community. The services may complement the roles played by family members, and are particularly important when family members are not in regular contact. Age Concern's Accredited Visiting Service is funded through Vote Health.
- **Home support services** – a range of services including Meals on Wheels, cleaning and personal care services for bathing, dressing and feeding, are provided to assist older people to remain living in their own homes for as long as possible. These services are defined as core disability support services and are funded through Vote Health.
- **Elder abuse and neglect prevention services**, which are responsible for co-ordinating responses to reports of suspected cases of elder abuse or neglect, as well as providing public education and prevention services. The services exist in 22 localities, with Age Concern Councils holding the contracts for 14 of the services (funded from Vote Child, Youth and Family – currently under review).

Examples of present policies and services not directed at families but which nevertheless have a significant impact on them include:

Services for families caring for children and young people

- **Youth development programmes** which incorporate a range of activities undertaken by local government and the community and voluntary sectors including: recreational activities for young people; sporting events; mentoring programmes; and cultural groups. Central government also part-funds holistic youth development-based programmes that incorporate community-based service, education and personal development activities. These 20-week programmes are administered by the Ministry of Youth Development. Many programmes are part-funded through local government and the New Zealand Lotteries Commission and non-government organisations and trusts.
- **Advice and counselling services for children and young people** which are provided by a number of specialist organisations and community groups, e.g. Youthline and Barnardos.
- **Youth justice** services, in which minor offending may be dealt with by the Police, by way of a warning or by action such as an apology or reparation to the victim. More serious cases involve a Family Group Conference to decide how young offenders can be held accountable and encouraged to take responsibility for their own behaviour. The most serious cases of offending involve court action, predominantly through the Youth Courts. CYF maintains **youth justice residential facilities** in Auckland, Palmerston North and Christchurch with a total capacity of 96 beds.

- **Community-based youth programmes** – The Crime Prevention Unit (Ministry of Justice) and Police jointly fund a number of community youth programmes located in Northland, Whangarei, Auckland, Hastings and Christchurch. These programmes specifically target youth offenders and youth at risk. The majority of the programmes involve the co-ordination of services to address a young person’s offending (this often includes assisting with the follow-up of Family Group Conference outcomes). A smaller number of projects address specific offending risk factors through family violence and alcohol and drug intervention programmes. These projects are generally focused on serious recidivist youth offenders who are likely to benefit from specific six to 12-month interventions aimed at addressing patterns of anti-social and criminal behaviour (funded from Votes Justice and Police).
- Other community-based programmes include the **Specialist Youth Services Corps**. These 20-week programmes incorporate service, education and personal development activities to provide a holistic response to reducing youth offending (funded by the Ministry of Youth Development).
- The Government is also piloting alternative community-based approaches for serious recidivist young offenders. The **Reducing Youth Offending Programme** being piloted in Auckland and Christchurch uses multi-systemic therapy with 14-19 year old offenders. A Hamilton-based pilot, **Te Hurihanga Youth Residential Programme**, will trial a three-phase residential and community reintegration approach for male offenders aged 14-17.
- **Neighbourhood-based safety programmes**, which operate in five high-crime, materially disadvantaged locations: Flaxmere (Hastings), Otangarei (Whangarei), Munro Street (Gisborne), Otara (Manukau) and Papakura. These programmes have a range of specific crime prevention projects, together with social programmes to provide educational and social activities for local children and young people. The programmes aim to improve the welfare and wellbeing of young people and their families and to reduce crime. Services are tailored to fit the needs of the targeted location. The most frequently provided services are programmes for youth at risk, reducing burglary and graffiti, and making neighbourhoods better places in which to live.

Services for adults within families

- **Advocacy/information/advice services** which are provided by a range of community organisations. The *Citizens Advice Bureaux* is the primary provider of information and guidance on a range of subjects including legal issues, housing, education, dispute resolution and personal services. The Bureaux act as an information broker, assisting individuals to identify and access the range of services available within communities. There are 88 CABs throughout New Zealand providing services free of charge; the Bureaux also operate a national freephone service. There is also a range of other “issue-based” organisations, providing information and advice on specific areas of interest, e.g. beneficiary advocacy groups.
- **Services to victims of crime**, in which support for victims of crime is offered by a national network of *Victim Support Groups*, offering 24 hour, seven-day-a-week advocacy, counselling, crisis support and referral services. Support is also provided to victims attending court hearings and Family Group Conferences (funded from Vote Justice).

Services for older people within families

- **Community support services**, which encompass a range of services such as lawn mowing, home maintenance, assistance with shopping and transport. These services provide the practical support that some older people require to assist them to remain living in their own homes for as long as possible. Services are provided primarily by community organisations, often on a voluntary basis (e.g. Age Concern), but may also be available for a fee in the private sector. Older people may qualify for a Disabilities Allowance to assist them to meet the costs of some of these services. Community-based services are funded from a variety of government and non-government sources (e.g. New Zealand Lottery Grants Board).
- **Information/advocacy services** whereby a number of community-based organisations that provide advocacy, information and advice services to older people on issues including health, housing, income support (e.g. Grey Power and Age Concern). Services are funded from a variety of government and non-government sources, (e.g. New Zealand Lottery Grants Board).
- **Recreational/educational/social groups** – local government and community organisations offer a variety of services designed to actively engage older people in social, recreational and educational activities. Many of these services are designed and managed by older people themselves, e.g. Senior Citizens Clubs, Fifties Forward, SeniorNet.

Government's planned or developing involvement in social services for families

Policies and services under development that seek to improve outcomes for families include:

- **Improved co-ordination and leadership of services for families.** MSD has a new responsibility to lead, co-ordinate and align government programmes and services which assist families to support their members. This responsibility will be met by a new Family and Community Services Group that commences operation on 1 July 2004. Its roles are to: develop and implement strategies to support and strengthen families; provide families and communities with better information about and access to family support services; promote effective cross-sectoral responses to the needs of families; and promote the elimination of family violence.
- More effective support for parents with young children by intervening early when they need support.
- To address these gaps, the government will: strengthen early intervention systems through better identification, referral and support; expand existing programmes such as *Family Start* and *Social Workers in Schools*; implement the *positive parenting* programme that helps parents acquire and improve their childcare and skills knowledge.
- **Helping families to be in safe and secure environments where their members can live free from violence.** In respect of violence, abuse and neglect of children and young people, government focus is on prevention and early intervention to reduce the need for remedial services through the Department of Child, Youth and Family. As well as initiatives to support families the Government is working to implement: better integrated services for care and protection and dealing with family violence, building on the *Care and Protection Blueprint* and *Te Rito: The New Zealand Family Violence Prevention Strategy*; effective responses when care and protection concerns are first noticed; improved workforce capabilities; a better information base, including setting up a clearing house for best-practice information of

dealing with family violence; strengthened remedial responses to child abuse, neglect and family violence by improved services through CYF; of the programme of action from *Te Rito*; and strengthened elder abuse and neglect prevention services.

- In the 2004 Budget, the government set aside \$14.9 million over four years for the creation of four **Family Safety Teams** to provide a collaborative approach to dealing with family violence issues. This is a joint initiative between the Police, the Ministry of Justice and the Department of Child, Youth and Family Services. Each team will consist of a supervisor, three police investigators, and three adult and three child victim advocates. Two national co-ordinators will also be appointed. The first two Family Safety Teams will begin work in January 2005, and the third and fourth teams will be established in the first quarter of the 2005 and 2006 financial years, respectively. An evaluation of the pilot's effectiveness will be done over a three-year period.

Māori families/whānau *Government's present involvement in Māori families/whānau*

Present policies and services directed at whānau that seek to improve outcomes for whānau include:

General capacity-building

- A number of government agencies run programmes that provide assistance specifically for **whānau development** (e.g. MSD's whānau development pilots), or which have a significant whānau development component (e.g. Te Puni Kōkiri's capacity-building and direct resourcing and local level solutions programmes and CYF's Strengthening Communities Action Fund). These programmes can assist a variety of forms of general whānau capacity building such as promoting cultural cohesion and awareness (e.g. wānanga waiata, wānanga whakapapa, wānanga reo); improving organisational capability (e.g. mentoring through kaiataki a rohe); infrastructural enhancement (e.g. marae restoration and development); and economic enhancement (e.g. business community and service networks). These programmes are funded from Votes Māori Affairs, Social Development, and Child, Youth and Family.
- Whānau development projects operated and funded by Te Puni Kōkiri, MSD or CYF, which may provide for or address a **particular need**, e.g. a direct resourcing initiative involving assistance for a mentoring programme for youth at risk.

Māori families and the law

- The Department of Corrections has recently approved a **whānau involvement plan**. Each unit has a **whānau liaison worker** who is responsible for working with the inmate's whānau to explain the lifestyle changes the inmate is making, to assist whānau to support the inmate on release, and to make changes to their own lives. The Department has run pilot cultural assessment programmes in Auckland and Waikato looking at the strengths and weaknesses in the **support structures for Māori** inmates. This informs the inmate's case manager on the importance of whānau to the inmate and may lead to supportive whānau being given easier access to inmates. Reintegrative support services for inmates with children at risk include the joint Corrections/CYF initiatives **PILLARS** (Christchurch) and **Te Hokinga Mai** (Auckland), which involve the development of a plan of release for the offender that is focused on protecting the child (funded from Vote Corrections).

- The **Reducing Youth Offending Programme** is a joint Corrections/CYF initiative piloted in Auckland and Christchurch that involves intensive assessment of the needs of the family/whānau of youth in prison, on a CYF supervision order or coming up for sentence in the District Court or High Court.
- The **Māori Youth Contestable Fund** provides services and resources to support Māori youth aged 10-16 who are at high risk of continuing to offend and being placed in an out-of-whānau placement. It enables service providers to develop, implement and monitor whānau plans which aim to reduce the frequency and severity of offending (funded from Vote Child, Youth and Family Service).

Māori families and housing

- Housing New Zealand Corporation funds small home ownership programmes targeted at Māori and low-income families, including the Low Deposit Rural Lending Programme.
- Papakainga lending for building and buying housing on multiple-owned Māori land; and the Kapa Hanga Kainga (group self-build) programme. There are also some joint venture local housing projects with iwi and hapū in areas such as Opotiki, Morrinsville and Torere (see *Families and housing*).

Māori families and education (all funded from Vote Education)

- Educational services directed at Māori families include the Whānau Toko I Te Tora **parenting programmes for whānau and tamariki Māori**, delivered by the Māori Women's Welfare League and planned in partnership with individual whānau, which aim to integrate tikanga into all aspects of whānau and tamariki development.
- Ahuru Mowai, the Māori dimension of Parents as First Teachers, provides **training for Māori parent educators** based on: traditional Māori childrearing and development practices; Māori parent support methods and avenues; the rights of the child and tino rangatiratanga; and keeping yourself safe and well.
- Hei Awhina Matua is a whānau-based project delivered through marae or similar settings that develops **partnerships between teachers and Māori families**, on the basis that behaviour and learning in the home and school are intertwined.

Māori families and health (all funded from Vote Health)

- The **Māori Health Strategy: He Korowai Oranga**, which guides the health and disability sector on how to meet its responsibilities for whānau health. The overall aim of the strategy is whānau ora: Māori families supported to achieve their maximum health and wellbeing. It affirms holistic Māori approaches to health and disability and seeks to support Māori-led initiatives to identify and address their health needs. There are specific Māori public health and mental health action plans. Māori service specifications have been developed for the purposes of district health board contracting and there are over 230 Māori health providers across the country.

- General policies and services directed at Māori families consistent with He Korowai Oranga include **Well Child/Tamariki Ora services** which are child-focused services designed to support families/whānau to maximise their child's developmental potential and health status from birth to five years, and require service providers to provide culturally appropriate services to children and their families/whānau.
- Specific manifestations of the Māori service specifications that are directed at whānau in the health system include **Māori liaison officers** in hospitals to assist in communication between patient, health professional and whānau; **Māori wards**²⁷⁸; community nursing that focuses on the health of the whole whānau rather than just the presenting patient; counselling for whānau of mental health patients, and temporary accommodation for the whānau of seriously ill patients.
- The whānau awards scheme and inter-sectoral whānau innovation fund provide support for whānau to develop their own plans for whānau ora.

Māori families and social services

- CYF contracts with Māori providers for whānau wellbeing, counselling and rehabilitation services as well as for the delivery of family violence prevention programmes and services that acknowledge specific tikanga and holistic approaches to wellbeing as contributing to family violence prevention. CYF also operates a **Māori father-focused parenting skills and support** programme.

Present policies and services *not directed at whānau but which nevertheless have a significant impact on them* include:

- The Holidays Act 2003, administered by the Department of Labour, which provides that an employer in considering whether to grant **bereavement leave** must consider whether the employee has cultural responsibilities to perform in relation to the death.
- The policy restricting the availability of **Unemployment Benefit** to those who move to certain parts of the country, which does not apply to Māori moving to ancestral lands.
- The **historical Treaty settlement policies**, which contain a strong Crown preference to negotiate with large natural groupings of claimants (usually iwi) and make it a challenge to ensure that negotiations take account of legitimate whānau interests.

Government's planned or developing involvement in Māori families/whānau

- The **review of the Adoption Act 1955**, which will include consideration being given to the role, status and rights of whāngai (led by the Ministry of Justice).
- A project funded by the Law Foundation which will look at making changes to **lessen the alienation of Māori from the Family Court**.
- Consideration is being given by the Department of Corrections to appointing **whānau liaison workers** to all youth units and women's prisons, and to opportunities to increase inter-agency co-operation to help address the needs of children whose parents are in the corrections system.
- The Māori Health Directorate at the Ministry of Health is currently developing a framework for **monitoring progress towards the objectives of He Korowai Oranga**.

- The **Māori Provider Development Scheme**, which provides \$10 million a year for Māori provider development. The Scheme aims to enhance and support the delivery of effective health services, facilitate growth of the Māori health and development workforce and improve the integration and co-ordination of health services for Māori.
- The Care of Children Bill, which proposes to **extend the group of people who can apply for parenting orders and attend hearings**. This will improve the ability of extended whānau to participate in hearings.
- The **review of the Coroners Act, 1988** which will consider initiatives of interest to whānau such as involving families more in coroners' hearings as well as views on the retention of body parts and the wish of some people to see and touch bodies before a post mortem.

Pacific families in New Zealand

Government's present involvement in Pacific families in New Zealand

Present policies and services directed at families that seek to improve outcomes for Pacific families include:

Health sector (funded from Vote Health)

- District Health Boards are responsible for developing and extending culturally appropriate **outreach services for Pacific children and their families**. Examples of initiatives in this area include the formation of alliances between health providers, such as *TaPasefika*, a Primary Health Organisation established in the Counties-Manukau area by three Pacific providers, with a patient register of almost 16,000.
- **Home visiting pilot programmes** trialled in Tokoroa and South Auckland which aim to improve health outcomes for Māori and Pacific peoples, through the provision of information, health education and improved community involvement and cross-agency collaboration.

Social services

- The **Pacific Family Violence Prevention Framework**, which was developed following consultations with Pacific communities. The framework identifies Pacific priorities and solutions in preventing family violence.
- **Parenting support and development programmes** – there are a few parenting support and education programmes targeted to Pacific families caring for young children. These include home-based early childhood education programmes and parental development programmes offered by Anau Ako Pasifika, in Auckland, South Waikato and Wellington (covering approximately 400 families and funded from Vote Education). The Family Start intensive home-based support programme (refer *Families and social services*) is also delivered by Pacific providers in regions where there is a high proportion of Pacific families.
- **Social services for older Pacific people** – There are a limited number of services targeted specifically to older Pacific people and their families. The Auckland-based *Treasured Older People (TOA) Pacific* group provides an example of a community-based organisation providing a range of programmes and services including: day programmes offering activities for older Pacific people who live alone or are at home alone during the day; home visiting services for homebound older Pacific people; and the “Empowerment to Pamper” project, which offers educational programmes designed to prevent the abuse and neglect of older Pacific people.

Present policies and services *not directed at families but which nevertheless have a significant impact on them* include:

- **State Sector Pacific Provider Development Framework**, led by the Ministry of Pacific Island Affairs, which aims to improve guidance for the implementation of Pacific provider development initiatives across the state sector. The framework aims to establish a comprehensive and holistic service structure for Pacific peoples; consistency in policy and funding frameworks; and the establishment of partnership relationships between key agencies and Pacific providers. The framework recognises Pacific values and principles, and the need to develop the sustainability of Pacific providers.
- **Pacific Workforce Development Strategy**, led by the Ministry of Pacific Island Affairs, which provides a framework to improve consistency in policy and funding for Pacific workforce development across all sectors of Government.

Health sector (funded from Vote Health)

- The **Pacific Health and Disability Action Plan**, which sets out the strategic direction and actions for improving health outcomes for Pacific peoples and reducing inequalities between Pacific and non-Pacific people in New Zealand²⁷⁹. The plan identifies six priority areas of action, including: child and youth health; promoting healthy lifestyles and wellbeing; and primary health care and preventative services.
- **Pacific Provider Development Fund (Health)**, which was developed to support Pacific provider development consistent with District Health Board strategies for Pacific health; consolidate Pacific provider structures; support Pacific providers to effectively deliver health services; and build a highly developed Pacific health and disability workforce²⁸⁰. \$15 million was allocated for the period 2001/02 to 2003/04.
- **Pacific immunisation co-ordination service**, a pilot programme which aims to develop and implement strategies to improve immunisation rates in Pacific children. The two-year pilot will be evaluated at the end of 2004.
- **Ageing in place initiatives**, under which the Ministry of Health supports the development of alternative systems of support for older people that enable them to age in place. One project under this initiative is the **Maama Project** run by Treasure Older Adults Pacific under contract to the Counties-Manukau District Health Board. The organisation has been funded to work closely with Primary Health Organisations to encourage people to register with a primary health care provider; and to support communities to set up interest groups for older people that incorporate the provision of health information, exercise programmes, outings and arts and crafts.
- **Services to minimise harm in the areas of gambling, smoking, alcohol and drug use**. These have all been identified as risk factors that impact disproportionately on the health of Pacific peoples. The Ministry of Health is working to identify effective health promotion models to address these issues. In the gambling area, for example, a **Pacific Gambling Reference Group** was established in 2003. Gambling has been identified as a problem leading to financial hardship for some Pacific families. The reference group is to prepare a national Pacific gambling development plan; a national Pacific gambling workforce development plan; and a lobbying strategy targeting key stakeholders.

Social services sector

- **Pacific Peoples Provider Development Fund (Social Services)**, which aims to build the capacity of community-based organisations providing social services to Pacific children, young people and their families.
- The fund was established in 2000, and a total of \$3.11 million was allocated for distribution over a four-year period. Forty-two existing providers are being funded in the 2003/04 period and 18 new providers have been funded to develop business plans and services. Most service providers are located in the greater Auckland region. An evaluation of the fund is due to be completed in June 2004 (funded from Vote Child, Youth and Family).

Education sector (funded from Vote Education)

- The **Pasifika Education Plan** which contains the Government's goals and targets for Pacific education, and supports a partnership approach between the Ministry of Education, early childhood education services, schools, education providers and Pacific communities²⁸¹. The focus of the plan is to "...increase Pasifika achievement in all areas of education through increasing participation, improving retention and focusing on effective teaching strategies in early literacy and numeracy"²⁸².
- Effective communication with Pacific families and communities has been identified as crucial to achieving the long-term educational goals identified in the plan. The Ministry of Education has therefore placed an emphasis on effective **two-way communication with Pacific families** through using its website; holding fono with Pacific groups; utilising local Pasifika radio programmes; and the production of a Pacific-focused newsletter, *Talanoa Ako: Pacific Education Talk*²⁸³.
- In the area of **Early Childhood Education (ECE)**, the *Pasifika Education Plan* aims to increase the participation of Pacific children; increase the quality and number of Pacific ECE services; and strengthen the links between Pacific families, parents and communities and ECE services and schools.
- **Early Childhood Education Participation Initiative**, which aims to empower Pacific communities to come up with solutions to increasing participation for their Pacific four year olds. Targeted communities include South Auckland, Waikato and part of the Wellington and Canterbury regions, where participation rates are particularly low.
- **Pacific Islands Early Childhood Groups (PIECGs)** – community-based playgroups which involve parents, families and children meeting regularly to provide early childhood care and education for their preschoolers. PIECGs aim to use Pacific languages and cultural values within the programme²⁸⁴.
- The Pacific Islands School Parent Liaison project.

Pacific-focused initiatives in the tertiary education sector are similarly focused on increasing participation and achievement and encouraging higher levels of study. Of particular relevance to families, however, is a goal to improve Pacific adults' literacy over the next five years²⁸⁵.

Government's planned or developing involvement in Pacific families

Policies under development that are primarily focused on Pacific families or family members include:

- ***Ala Fou – New Pathways: Strategic Directions for Pacific Youth***, a report prepared by the Ministry of Pacific Island Affairs, which provides a guide to the Government for the development of policy for Pacific youth, with a focus on attaining social and economic prosperity. The Ministry is currently working with other government agencies to develop an action plan to address key issues identified in the report. One of the five priorities identified in the report was: “Assisting Pacific families and communities to support Pacific youth in achieving their aspirations for social and economic prosperity”²⁸⁶.
- ***Pacific Economic Development Strategy***, work for which is being lead by the Ministry of Economic Development in conjunction with the Ministry of Pacific Island Affairs. A key focus will be to work towards influencing those factors that will lead to improvements in the economic status of Pacific peoples in New Zealand.

Ethnic minority families***Government's present involvement in ethnic minority families***

Present policies and services directed at ethnic minority families that seek to improve family outcomes include:

- The ***Mangere Refugee Reception Centre***, where refugees selected for resettlement spend six weeks on arrival. An orientation programme, coordinated by the New Zealand Immigration Service in partnership with other government agencies and NGOs is provided to assist refugees during their initial phase of settlement. The programme provides general information about life in New Zealand, aims to build basic social and coping skills, and provides some English language training. The Ministry of Health provides and funds comprehensive dental and medical check-ups, including mental health services as required (funded from Vote Immigration, with input from Votes Health and Education for specific services).
- Community-based settlement assistance programmes, where community groups provide a limited range of settlement support services. Funding sources are varied and include the New Zealand Immigration Service, the Ministry of Social Development and the Department of Child, Youth and Family Services²⁸⁷, together with local government and some private providers. Services funded include: family and social support; counselling and interpreting services; and activity programmes for refugee children and young people with special needs²⁸⁸. (One of the key community-based providers operating in this area is the Refugee and Migrant Service, which plays a central role in assisting refugees to settle in New Zealand. The Service is contracted by the New Zealand Immigration Service to recruit, select and train volunteers to provide assistance for resettled refugees. Volunteers provide practical assistance, advice and support to families as they settle into the community, e.g. introductions to local schools and doctors.)

- The **National Association of ESOL Home Tutor Schemes**, which delivers language support to new migrants and refugees in their own homes. While focused on language development, in practice the volunteer home tutors often provide general support to families, including advocacy or mediation with schools, local services and other agencies²⁸⁹ (funded from Vote Education). NZIS also funds ESOL initiatives in some localities as part of its settlement programme.
- The **Shakti Community Council**, which is an Auckland-based human rights advocacy group for ethnic minority women, providing education programmes, health information and advocacy services, interpreters and language assistance, and support for ethnic minority women suffering the effects of family violence (funded from Vote Child, Youth and Family). In addition, two programmes are funded by NZIS from Vote Immigration: the Shakti Asian Women's Safe House and the Shakti Migrant Resource Centre.
- **Migrant and Refugee Education Coordinators**, who are employed by the Ministry of Education to provide links between schools and refugee and migrant families and their communities. The Ministry has also produced a series of booklets in a range of languages called *Families Learning Together*. The booklets offer guidance to refugee and migrant families on how they can assist their children to become better learners (funded from Vote Education).

Examples of present policies and services not directed at families but which nevertheless have a significant impact on them include:

- **Settlement information** provided by the New Zealand Immigration Service. This includes a range of printed and web-based information about life in New Zealand for new migrants and refugees. It covers housing, health, education, work, business, government, the Treaty of Waitangi and aspects of basic day-to-day living. The Service also runs a migrant-helpline free phone that assists migrants to make contact with the right organisations, covering issues such as housing, health, schooling, English language training courses, employment and a range of other topics (funded from Vote Immigration).
- **Language Line telephone interpreting service** which is a pilot telephone interpreting service that provides language support for people who require assistance to transact business with a number of government agencies (Department of Internal Affairs, Ministry of Social Development, New Zealand Police, Housing New Zealand Corporation, New Zealand Immigration Service and the Accident Compensation Corporation). The service links agencies and clients with an interpreter to facilitate transactions.
- **Adult English for Speakers of Other Languages (ESOL) training**, which provides classes through adult and community education programmes, ESOL Home Tutor Schemes and the Multicultural Centre for Learning and Support Services (funded from Vote Tertiary Education Commission).
- **ESOL support for school-aged students** where ESOL funding is provided to schools to assist them to hire teachers and bilingual persons to provide small group learning support for refugees and migrants (funded from Vote Education).

- **Support/advocacy groups** – there are a significant number of ethnic representative groups in New Zealand, providing support and advice to local ethnic communities, and maintaining cultural practices and interests. Some of these groups receive funding through a variety of sources including the New Zealand Lottery Grants Board, COGS, and local authorities.

There is also a range of initiatives undertaken within the health and broader social service sectors to assist migrants and refugees access mainstream programmes. Services include the provision of interpreters, specific Public Health Organisation refugee services, housing assistance, and employment and careers advice.

The majority of new migrants settle in Auckland and, as a consequence, some policies and services target the Auckland region. One such example is the **Auckland Regional Metropolitan Migrant and Refugee Strategy** developed by the Ministry of Social Development to improve employment outcomes for migrants through a number of tailored interventions including: the establishment of a multi-lingual call centre; one-stop shops for migrants through the integration of Work and Income staff into community migrant and refugee centres; reduction of caseloads for specialist migrant case managers; and the establishment of specialist migrant and refugee employment programmes (funded from Vote Social Development).

Government's planned or developing involvement in ethnic minority families

Policies and services under development include:

- **A national settlement strategy** – the Department of Labour (through the New Zealand Immigration Service) is coordinating the development of a strategy to improve settlement outcomes for new migrants and refugees, and their families. The strategy will provide a framework for the development of a cross-agency work programme to co-ordinate the initiatives of a number of government agencies in the settlement area.
- **Development of community-based social services to the refugee and migrant community**, which aims to identify social service needs and gaps, with a view to purchasing additional services to meet immediate needs and capacity-building where gaps are identified. The focus is on building the capacity and capability of refugee and migrant communities to develop and deliver services for their own populations. Coverage is limited to Auckland, Hamilton, Wellington and Christchurch in the first instance (led by the Ministry of Social Development).
- **Ethnic responsiveness strategies**, whereby a range of government agencies have been directed by Government to put in place plans for the development of strategies to enhance their policy and service delivery to ethnic minority groups. Agencies include the Ministries of Health and Education, the Department of Labour and Housing New Zealand Corporation.
- **Monitoring of the social impacts of settlement policies**, whereby a set of social indicators is being developed to monitor the social impacts of settlement policies, including the impact on social cohesion. Work in this area will inform further policy and service development for ethnic minority families (led by the Ministry of Social Development).

Local authorities in the Auckland and Wellington regions are also taking a lead role in the development of services to assist migrant and refugee families. Auckland-based councils have sponsored the formation of the **Auckland Regional Settlement Strategy Working Group**, a group of local government, government agency and NGO representatives, established to develop a strategy to facilitate the successful settlement of migrants in the region. A draft settlement strategy has also been prepared for the greater Wellington region.

Families and human rights

Government's present involvement in families and human rights

Human rights legislation that is directed at families and seeks to improve outcomes for families includes:

- The **Human Rights Act 1993**, administered by the Ministry of Justice, which provides individuals with protection from discrimination on the grounds of marital status and family status for access to employment; membership of partnerships, industrial and professional associations; access to places, vehicles and facilities; provision of goods and services; access to land, housing and accommodation; and access to education. "Marital status" relates to whether a person is single, married, married but separated, divorced, widowed or living in a relationship in the nature of a marriage. "Family status" relates to having responsibility for part-time or full-time care of children or other dependants; being married to, or being in a relationship in the nature of a marriage with, a particular person; or being a relative of a particular person.

Examples of human rights legislation not directed at families but which can nevertheless have a significant impact on families include:

- The **New Zealand Bill of Rights Act 1990**, administered by the Ministry of Justice, which provides democratic and civil rights, non-discrimination and minority rights, and search, arrest and detention rights that apply to acts done by the various branches of government. The Act is designed to protect individuals from the coercive powers of the state. Every new piece of legislation has to be vetted against the Bill of Rights Act and a statement issued by the Attorney-General as to its consistency with the Act.
- The **Privacy Act 1993**, administered by the Privacy Commissioner, which provides individuals with protection from unlawful collection of information about them, unless the information is necessary and the information is collected directly from the individual concerned. The legislation also provides for the information to be held securely and for it to be made available on request to the individual concerned and to be able to be corrected.

Government's planned or developing involvement in human rights

Policies and services planned or under development in relation to human rights that have implications for families include:

- New Zealand's active participation in the **development of a new international instrument to promote the rights of disabled people** (led by the Office for Disability Issues and the Ministry of Foreign Affairs and Trade).

Appendix 3: Government agencies' public awareness and education programmes that relate to families

The Families Commission has among its functions:

To encourage and facilitate informed debate by any of the following persons, on matters relating to the interests of families:

- *representatives of government, academic and community sectors*
- *members of the public.*

To increase public awareness and promote better understanding of matters relating to the interests of families, for example on the following matters:

- *the importance of stable family relationships (including those between parties to a marriage or a de facto relationship)*
- *the importance of the parenting role*
- *the rights and responsibilities of parents²⁹⁰.*

This appendix identifies public awareness and education programmes already underway or planned by various government agencies using the themes set out in the main report. It identifies those programmes that are either directed at improving outcomes for families or have an indirect impact on families. It also identifies those that seek to engage families in achieving particular government outcomes. These programmes are expected to complement work undertaken by the Families Commission to raise public awareness and promote the interests of families.

Families and the law

See discussion below on *Families and social services* concerning the campaign on alternatives to physical punishment of children that relates to section 59 of the Crimes Act 1959.

Families and working lives

The New Zealand Work-Life Balance Project²⁹¹ is looking at what is already being done for work/life balance (covering paid work, unpaid work, and personal time) and to helping to shape practical solutions for what more can be done. The project includes events, newsletters, discussion packs, surveys and an interactive website.

The Future of Work Programme²⁹² aims to provide information to plan for the future for employers, workers or future workers, including information about changes in employment opportunities, patterns of work, and skill demands. It includes workshops, newsletters, publications and research on the changing economy, workplace and workforce, and changes in skills, education and training that are needed to take advantage of the new world of work.

The Employment Relations Service (a service unit of the Department of Labour) provides information and advice to the public on employment rights and obligations, and other government departments, such as the Ministry of Women's Affairs, Te Puni Kōkiri, and the Ministry of Pacific Island Affairs provide newsletters and other publications that regularly highlight employment issues and achievements of interest to their stakeholders.

Families and income

There are extensive activities to publicise the availability and conditions of income assistance programmes amongst the potentially eligible population. Some of these involve broad target methods such as advertisements in the mass media publicising the availability of Family Support (funded from Vote Inland Revenue Development). IRD also runs advertisements in the mass media at times during the year publicising tax obligations, and has in the past run advertisements concerning Child Support obligations (funded from Vote Inland Revenue). The Retirement Commissioner runs public advertising campaigns promoting saving for retirement.

Families and housing

The Ministry of Housing provides information on landlord and tenant rights and obligations – information that is helpful to families who rent in the private sector, which comprises 26 percent of all households.

The Ministry's community education campaigns, which include those most "at risk" in the rental housing market, such as Māori, Pacific peoples, English as a second language groups, and those on low incomes, seek to stabilise tenancies and reduce the level of rent arrears. These use print, radio, website, and market stalls as media. The Ministry also works with other agencies such as Work and Income, and refugee and migrant services¹. These services are funded from Vote Housing.

Families and education

Although the education sector has no public education programmes focusing on family outcomes per se at present, two programmes seek to enlist the support of families in achieving improved educational outcomes. These are: *Feed the Mind* and *Te Mana*.

Feed the Mind is a television, radio, and pamphlets campaign that seeks to engage all parents in building literacy and numeracy skills in their children. *Te Mana*, a television and events campaign, seeks to engage all Māori families to ensure that rangatahi/young people get the most of out education. It seeks to underpin the work of Pouwhakataki – Māori Community Liaison Officers – who work throughout New Zealand, providing local support for Māori to be involved in education at all levels.

Families and health

A number of strategies and services led by the Ministry of Health have a significant publicity or communications component. These include:

- the *Healthy Eating – Health Action Strategic Framework*, designed to encourage healthier lifestyles to achieve reductions in obesity, improve nutrition and increase physical activity. Children are a priority for the strategy, with much of the information targeted to their parents and caregivers
- the *Strategic Plan for Preventing and Minimising Gambling Harm*, with a focus on the families of those people affected by gambling problems
- the *National Immunisation Programme*, which includes parents as a key focus area for information.

Families and disability

Objective 1 of the New Zealand Disability Strategy 2001 is to “*encourage and educate for a non-disabling society*”. Present public information and education campaigns are the Ministry of Health-led *Like Minds, Like Mine* and *VIP – Valued, Included and Participating*. These aim to counter stigma and discrimination associated with mental illness and disability. Although they focus on people with disabilities, any changed attitudes that result from these programmes benefit both people with disabilities and their families.

ACC mounts a number of *ThinkSafe* education programmes. Some, such as the *Home Safe* programme, aim to engage families in reducing accidents around the home. Others such as the road, workplace, rural, school and sports safe programmes are aimed at other populations, but nevertheless benefit families through reduced incidence of accidents to family members²⁹³.

Families and social services

A family violence prevention public education framework has been developed by the Ministry of Health in conjunction with a range of other agencies, with a focus on changing social norms and attitudes that tolerate violence and abuse. Implementation of the framework will take place over the 2004/05 to 2006/07 financial years (funded from Vote Health).

The Department of Child, Youth and Family employs 21 *Community Liaison Social Workers* throughout New Zealand to provide information to the community and targeted professional groups about the work of CYF. They have an educational role to play not only in raising awareness about child abuse and neglect, but also in helping community groups to develop child abuse reporting protocols.

CYF is also implementing a community-based public awareness campaign, known as *Everyday Communities*. This is a regional public education programme that focuses on promoting wellbeing, positive parenting and safety for children, in order to create an environment where child abuse is less able to exist. The programme rolls out over a 12-month period in a defined community and is implemented in partnership with a wide range of organisations. The *Everyday Communities* programme is currently active in the Wairarapa and Pacific communities in Auckland.

MSD is responsible for the implementation of Strategies with Kids – Information for Parents (SKIP). SKIP promotes the benefits of positive parenting and provides practical knowledge and skills for parents and caregivers of children aged 0 to 5. SKIP aims to increase awareness and use of alternatives to physical punishment through providing information and support to parents and caregivers about effective parenting. The SKIP programme involves developing national resources, strengthening existing parent education and support, and a local initiatives fund. The programme will run until June 2006.

Māori families/whānau

See *Te Mana* under *Families and education* above.

Pacific families in New Zealand

The Ministry of Pacific Island Affairs and the Ministry of Social Development have jointly developed a *framework for preventing family violence in Pacific communities*. Implementation of the action plan will begin in the 2004 financial year. Foundation actions include developing and disseminating information resources and holding workshops with Pacific leaders. An emphasis is being placed on working at a community level, with church leaders and others in leadership roles.

Ethnic minority families

No programmes identified.

Families and human rights

Each year, New Zealand celebrates Race Relations Day (21 March), Human Rights Day (10 December) International Women's Day (8 March), Children's Day (a Sunday in October), and International Day of Disabled People (3 December). Funding for promoting and celebrating these occasions is provided by the Human Rights Commission in relation to Human Rights and Race Relations Days, Ministry of Women's Affairs in relation to International Women's Day and CYF in relation to Children's Day.

Appendix 4: Other sectors and families

1. Independent statutory agencies (in alphabetical order)

Health and Disability Commissioner/Te Toihau Hauora, Hauātanga

The Health and Disability Commissioner Act 1994 which establishes the position of the Health and Disability Commissioner is a key element in an environment for consumer-focused and consumer-accountable health and disability services. It has become the primary vehicle for dealing with complaints about any health or disability service provider in New Zealand. The Commissioner's role is to:

- promote and protect the rights of consumers of health and disability support services
- facilitate the fair, simple and speedy and efficient resolution of complaints relating to the infringement of those rights.

The functions and activities of the Commissioner are prescribed by the Act. One of the main functions is to administer the Code of Health and Disability Consumer's Rights. Free advocacy services are available throughout New Zealand in order to facilitate the resolution of complaints. The Commissioner has offices in Auckland and Wellington²⁹⁴.

Key contact Ron Patterson, Health and Disability Commissioner
Level 13, Vogel Building, 8 Aitken Street
PO Box 12299
WELLINGTON
(04) 494 7900
hdc@hdc.org.nz
www.hdc.org.nz

Human Rights Commission/Te Kāhui Tika Tangata

The Human Rights Commission is an independent statutory body that administers the Human Rights Act 1993. It has offices in Auckland, Wellington and Christchurch. The Act provides protection for people facing unlawful discrimination on one or more of the following grounds: sex; marital status; religious belief; ethical belief; colour; race, ethnic or national origin; age; sexual orientation; employment status; disability; political opinion and family status. Sexual harassment and racial harassment are also unlawful.

People are protected from unlawful discrimination in certain areas, i.e. government or public sector activity; employment; education; accommodation; access to public places; vehicles; facilities; provision of goods and services; industrial and professional organisations; qualifying bodies; vocational training bodies; and partnerships.

The primary functions of the Commission are to advocate and promote respect for, and an understanding and appreciation of, human rights in New Zealand society; encourage the maintenance and development of harmonious relations between individuals and among the diverse groups in New Zealand society; and facilitate the resolution of disputes relating to unlawful discrimination²⁹⁵.

Key contact Rosslyn Noonan, Chief Commissioner
 Human Rights Commission
 Level 8, Vogel Building, 8 Aitken Street
 PO Box 12411
 WELLINGTON
 (04) 473 9981
 infoline@hrc.co.nz
 www.hrc.co.nz

Law Commission/Te Aka Matua o te Ture

The Law Commission, which was established by statute in 1985, is an independent organisation which reviews areas of the law that need updating, reforming or developing. It makes recommendations to Parliament, and these recommendations are published in reports. Its objectives are to improve:

- the content of the law
- the law-making process
- the administration of the law
- access to justice
- dispute resolution between individuals
- dispute resolution between individuals and the State.

The Law Commission helps ensure that laws provide effectively for the current and future needs of New Zealand's rapidly changing society²⁹⁶.

Key contact Hon Justice Bruce Robertson, President
 Law Commission
 89 The Terrace
 PO Box 2590
 WELLINGTON
 (04) 473 3453
 brobertson@lawcom.govt.nz
 www.lawcom.govt.nz

Mental Health Commission

The Mental Health Commission was established as a ministerial committee under section 46 of the Health and Disability Services Act, 1993, and began work in September 1996. A key part of its role is to ensure the implementation of the national mental health strategy by monitoring and reporting on the performance of key agencies.

With the enactment of the Mental Health Commission Act 1998, the Commission became a Crown Entity from 1998.

The Commission's functions are defined by the Mental Health Commission Act 1998. Its key functions are to: monitor and report to Government on the performance of the Ministry of Health in the implementation of the Government's National Mental Health Strategy; work with the sector to promote better understanding by the public of mental illness, and eliminate discrimination; and strengthen the mental health workforce.

While it has a legislative mandate to monitor the performance of key sector agencies, the Mental Health Commission believes the mental health sector needs to identify and promote effective practices, and recognise excellence and innovation. The Commission facilitates and promotes:

- leadership at all levels within the mental health sector
- use of evidence based practices in all aspects of mental health service delivery to lead to best possible outcomes for service users
- innovation and continued service improvement and development.

The Commission is working to promote recovery approaches to mental illness and to ensure that meeting the needs of service users and families is a priority in mental health services²⁹⁷.

Key contact Jan Dowland, Chair
 Mental Health Commission
 Level 4, 142 Lambton Quay
 PO Box 12479
 WELLINGTON
 (04) 474 8900
 jdowland@mhc.govt.nz
 www.mhc.govt.nz

Office of the Children's Commissioner/Manaakitia a Tatou Tamariki

The Office of the Children's Commissioner is established under the Children's Commissioner Act 2003. The role of the Office is to:

- investigate any decision, recommendation made or act done or omitted in respect of any child in that child's personal capacity
- promote the establishment of accessible and effective complaints mechanisms for children and monitor the nature and level of the complaints
- raise awareness and understanding of the United Nations Convention on the Rights of the Child (UNCROC)
- undertake and promote research into any matter that relates to the welfare of children

- act as advocate for children's interests, rights and welfare and advance and monitor the application of the UNCROC by departments of state and other instruments of the Crown
- increase public awareness of matters that relate to the welfare of children
- promote the participation of children in decisions that affect them
- enquire into and report on any matter including any enactment fr law or any practice or procedure that relates to the welfare of children.

The Commissioner also has a number of functions in relation to the Children, Young Persons, and Their Families Act 1989, and a responsibility to develop a means of consulting with children from time to time to ensure that the views of children are taken into account in exercising her functions.

Work with the public includes responding to enquiries and complaints about children's rights and promoting children's welfare through publications and presentations at public forums²⁹⁸.

Key contact Dr Cindy Kiro, Commissioner for Children
 Office of the Commissioner for Children
 PO Box 5610
 WELLINGTON
 (04) 471 1410
 children@occ.org.nz
 www.occ.org.nz

Office of the Ombudsmen/Nga Kaitiaki Mana Tangata

The Ombudsmen are appointed by the New Zealand Parliament. Their primary purpose is to enquire into complaints raised against New Zealand central, regional and local government organisations or agencies. They are independent review authorities and are accountable to Parliament, not the Government of the day.

The Ombudsmen can review any decision or recommendation made or act done or omitted by a central or local government department or organisation which affects any person or body of persons in their personal capacity. They will generally consider investigating a complaint only after there has been an attempt to resolve the matter with the organisation concerned²⁹⁹.

The Ombudsmen have offices in Auckland, Wellington and Christchurch.

Key contact John Belgrave, Chief Ombudsman
 Office of the Ombudsmen
 Level 14, 70 The Terrace
 PO Box 10152
 WELLINGTON
 (04) 473 9533
 office@ombudsmen.govt.nz
 www.ombudsmen.govt.nz

Privacy Commissioner/Te Mana Matapono Matatapu

The Privacy Act of 1993 sets out 12 information privacy principles that regulate the collection, storage, use and disclosure of personal information. The Act gives people the right to access and to correct personal information held in public or private sector agencies. The Act also establishes the Privacy Commissioner and gives the office a number of functions.

One of those functions is to investigate complaints made by people who believe that an interference with their privacy has occurred. Another is to promote an understanding and acceptance of the information privacy principles. Her functions also include reporting on information-matching programmes between public sector agencies, reporting to the Minister of Justice on the impact of proposed legislation on privacy, and advising the Prime Minister on privacy issues. The Commission maintains a general watchdog role over privacy matters and makes public statements on issues affecting privacy³⁰⁰.

Key contact Marie Shroff, Privacy Commissioner
 PO Box 10094, The Terrace
 WELLINGTON
 (04) 474 7590
 enquiries@privacy.org.nz
 www.privacy.org.nz

Retirement Commission/Whiriwhiria

The Retirement Commission is established under the Retirement Income Act 1993.

The role of the Retirement Commission includes:

- assisting New Zealanders in understanding current retirement income policies. This involves educating people about the need for and approach to private savings
- ensuring that New Zealanders have access to knowledge and unbiased information required to make appropriate personal financial planning decisions
- monitoring trends in retirement savings and related areas and providing reports to the Government and to the public.

The Retirement Commissioner's objective is to provide New Zealanders with the knowledge and information they need to make their own savings decisions. Unlike the Ombudsmen, she has no power to mediate or investigate individual complaints³⁰¹.

Key contact Diana Crossan, Retirement Commissioner
 Retirement Commission
 Level 3, Gleneagles Building, 69-71 The Terrace
 PO Box 121-48
 WELLINGTON
 (04) 499 7396
 Office@sorted.org.nz
 www.sorted.org.nz

- 2. Private sector organisations**
- Simon Carlaw, Chief Executive
Business New Zealand
Level 6, Lumley House
311 Hunter Street
PO Box 1927
WELLINGTON
(04) 496 6555
admin@business.org.nz
<http://www.businessnz.org.nz>
- Ross Wilson, President
New Zealand Council of Trade Unions
Education House, 178 Willis St
PO Box 6645
WELLINGTON
(04) 385 1334
<http://www.nzctu.org.nz>
<http://www.union.org.nz>
- Dr Philippa Reed, Acting Chief Executive
EEO Trust
Level 6, Ellerslie Tower
Penrose
PO Box 12929
AUCKLAND
(09) 525 3023
admin@eeotrust.org.nz
<http://www.eeotrust.org.nz>
-

3. Non-government organisations (in alphabetical order)

Age Concern New Zealand/He Manaakitanga Kaumatua, Aotearoa

Age Concern is a not-for-profit, charitable organisation, dedicated to promoting the quality of life and wellbeing of older people and advocating for positive healthy ageing for people of all ages. It is a federation of Age Concern Councils, which provide information and services in cities and most major provincial centres.

Age Concern has a significant advocacy role for older people, particularly in the areas of positive ageing, human rights, income, work, health, housing, elder abuse and neglect and in relation to the role of not-for-profit organisations providing services for older people. In addition, Age Concern co-ordinates three national programmes:

- the Accredited Visiting Service which provides companionship and support for older people who may be lonely and socially isolated
- the Elder Abuse and Neglect Prevention Service which provides awareness and education to prevent elder abuse and neglect, and co-ordinates responses to cases of abuse and/or neglect of older people
- the Ageing is Living Programme which is a national health promotion project for positive ageing.

Age Concern develops and disseminates information about issues affecting older people throughout New Zealand. It publishes the quarterly *Positive Living* newspaper which contains information for and contributions from older people. Age Concern works to encourage successful and healthy ageing with an intergenerational approach³⁰².

Key contact Garth Taylor
 Chief Executive
 Age Concern National Office
 PO Box 10688
 WELLINGTON
 (04) 471 2709
 garth.taylor@ageconcern.org.nz
 www.ageconcern.org.nz

Children's Agenda

Children's Agenda is a non-party political movement of people from diverse backgrounds throughout New Zealand whose aim is a society which values children. It pursues its aim through advocacy. It originated in 1991 out of concern for the conditions under which many children lived and the inadequacy of many of the services provided for them.

The Children's Agenda advocates that, at the national level, children's interests should be represented by, for example:

- the introduction of child advocacy into decision making processes at every level
- the establishment of a co-ordinated system which ensures the delivery to all children of the health and education services that are necessary to their wellbeing
- the development of a comprehensive, national database of the state of New Zealand's children as a base for research and policy decisions
- the introduction of a transparent system of review of all child deaths.

Children's Agenda also advocates that, inside the parliamentary process:

- the voice of children and their families is represented in Cabinet
- the development of a policy for children has equal prominence with policies on trade, law and order, health, education and the economy
- child impact statements accompany Cabinet papers and legislative proposals
- a social policy committee of parliamentarians is established with the task of checking parliamentary papers concerning their relevance for children and their families. This committee should be able to organise expert hearings and make recommendations to select committees³⁰³.

Key contact Dr Ian Hassall
 Chairperson
 Children's Agenda
 18 Corbett-Scott Avenue
 Epsom
 PO Box 90723
 AUCKLAND
 (09) 376 1422
 childadvocacy@childrensagenda.org.nz
<http://www.nztravel.co.nz/hosts/childadvocacy/contacts.html>

Child Poverty Action Group

Child Poverty Action Group (CPAG) is a non-profit group made up of academics, practitioners and supporters. CPAG, in partnership with Māori, advocates for more informed social policy to support children in New Zealand, particularly those who currently live in poverty. CPAG believes this situation is unnecessary and is due to policy neglect.

Through research and advocacy, CPAG highlights the position of New Zealand children who live in poverty and promotes public policies that address the underlying causes of the situations in which these children live. It also produces a regular newsletter for its members.

Recent activities include the publication of *Room for Improvement: Current New Zealand Housing Policies and Their Implications for Our Children* by Alan Johnson, a complaint to the Human Rights Commission about the Child Tax Credit, and an article on tax cuts proposed by the National Party³⁰⁴.

Key contact The Executive Committee
 Child Poverty Action Group
 CPAG Inc.
 Mt. Eden
 PO Box 56 150
 AUCKLAND
 no phone listing
www.cpag.org.nz

DPA New Zealand

The Disabled Person's Assembly, New Zealand or DPA, is an umbrella organisation representing people with all types of impairments – physical, sensory, intellectual, psychiatric and neurological – acquired at any stage of life; the families/whānau of people with disability; disability advocacy organisations; and disability service provider.

DPA provides:

- information and advice to ensure that members are well informed about new developments on issues that affect them, and representation of the views and aspirations of people with disabilities to service providers, Government, the general public and the media
- co-ordination of service provision at a local, regional, and national level to minimise duplication and advance the quality of community services
- input from people with disabilities into Government's policy development and strategic planning processes, involving Māori at every level in DPA to ensure that solutions to disability-related issues acknowledge the Treaty of Waitangi
- monitoring of legislation, regulations and codes of practice and their implementation to ensure they incorporate the principles of equality of access, effective participation, and economic independence, and monitoring of disability services to ensure they are designed to enable people with disabilities to have a full, meaningful and constructive life of their own choosing.

DPA promotes self-advocacy as the strongest and most effective form of communication and promotes disability awareness to inform communities about the rights, needs, potential and contribution to society of people with disabilities. It also maintains international links through its affiliation with Rehabilitation International and Disabled People's International³⁰⁵.

Key contact	Gary Williams Chief Executive Disabled Person's Assembly (NZ) Inc PO Box 27 524 WELLINGTON (04) 801 9100 gen@dpa.org.nz www.dpa.org.nz
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Māori Women's Welfare League

The Māori Women's Welfare League is a national organisation for Māori women, with branches throughout the country. It is concerned with promoting through study, discussion and action, the health, culture and wellbeing of Māori women and their families. It provides input into policy proposals and has service delivery contracts with government departments to provide a variety of programmes on matters as diverse as parenting, business assistance and advice on consumer law and safety.

Key contacts Jacqui te Kani, General Manager
Māori Women's Welfare League
24 Burnell Ave
Thordon
PO Box 12-072
WELLINGTON
jacqui@mwwl.org.nz

Kitty Bennett, National President
Māori Women's Welfare League
24 Burnell Ave
Thordon
PO Box 12-072
WELLINGTON
(04) 473 6451
mwwl@mwwl.org.nz

Maxim Institute

The Maxim Institute's mission is to promote the principles of a free, just and compassionate society through policy and public debate. It describes the building blocks of civil society as: the lifelong family, citing the importance of intergenerational families; kinship and the commitment of mothers and fathers to their children and grandchildren; freedom with responsibility, where responsible individuals understand and accept the consequences of their decisions, and exercise self-control and respect for each other; and balancing the role of government in families' lives where government's role is to provide a legal and economic environment that encourages free and responsible family and community behaviour.

The Maxim Institute provides research and analysis on policy issues relating to families and communicates these findings to the public, media, Members of Parliament, policy makers and advisors, and educational leaders and institutions³⁰⁶.

Key contact Greg Fleming, Managing Director
Maxim Institute
49 Cape Horn Road
Hillsborough
AUCKLAND
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mail@maxim.org.nz
<http://www.maximinstitute.org.nz>

New Zealand Council of Christian Social Services

The members of the New Zealand Council of Christian Social Services (NZCCSS) are Anglican Care, the Baptist Union, Catholic Social Services, the Methodist Church, Presbyterian Support NZ and the Salvation Army.

Collectively, NZCCSS has around 550 social service delivery sites in all areas of the country. NZCCSS members are involved in a variety of work in the community including the provision of services to children, young people and families, older people, the disadvantaged, people with addiction problems, and those who have mental illness or psychiatric conditions. The services provided continually evolve to meet the changing needs of the community. These services are available to all, regardless of religious belief, and serve about 50,000 clients at any one time³⁰⁷.

Key contact Paula Skilling, Executive Director
 New Zealand Council of Christian Social Services
 3rd Floor, Anglican House, 18 Eccleston Hill
 Thorndon
 PO Box 12 090
 WELLINGTON
 (04) 473 2627
 admin@nzccss.org.nz
 <http://www.nzccss.org.nz>

New Zealand Federation of Ethnic Councils Inc

The New Zealand Federation of Ethnic Councils Inc was established in July 1989 as an incorporated, non-government body which acts as an umbrella organisation for the ethnic communities of New Zealand.

The Federation's primary role is to advocate, lobby, support and share information among the regional councils and New Zealand's ethnic communities. The challenge for NZFEC is to provide an opportunity for people from all segments of New Zealand's diverse society to address the challenges facing its multicultural communities.

The objectives of the Federation are to:

- promote joint action and co-operation among ethnic councils on issues of common concern
- promote and preserve ethnic customs, languages, religions and cultures throughout New Zealand
- support the rights of ethnic individuals and groups to enjoy equal opportunities and have equitable access to, and an equitable share of, the resources which the Government manages on behalf of the communities

- raise consciousness among ethnic communities to the needs, aspirations and status of the tangata whenua
- monitor legislation and other measures including by-laws affecting the interests of the ethnic communities throughout New Zealand and to take appropriate action
- promote the recognition of New Zealand as a multi-ethnic society in order to remove the monocultural philosophies and structures that exist within New Zealand society³⁰⁹.

Key contact Pancha Narayanan, National President
 New Zealand Federation of Ethnic Councils
 144 Riddiford St
 Newtown
 WELLINGTON
 Executive.nzfec@xtra.co.nz
 <http://www.nzfec.org.nz>

New Zealand Federation of Voluntary Welfare Organisations

The New Zealand Federation of Voluntary Welfare Organisations is a national umbrella group for voluntary social service agencies. As well as supporting its members, it promotes the voluntary sector and its wider concerns.

In supporting member organisations, it responds to member-specific questions and concerns and provides networks which link members' experience and interests. It also provides information and training, publishes newsletters with up-to-date information about sector issues and one-off manuals for management support and development, and promotes training that is specific to the sector.

The Federation works in liaison with Members of Parliament and key government agencies on behalf of the voluntary sector. It also fosters links between member organisations and with other organisations, national and international, that have similar goals³⁰⁸.

Key contact Tina Reid, Executive Director
 New Zealand Federation of Voluntary Welfare Organisations
 175 Victoria Street
 PO Box 9517
 WELLINGTON
 (04) 385 3248
 <http://www.nzfvwo.org.nz>

PACIFICA

PACIFICA Inc is a national organisation for Pacific women, with branches from Whangarei to Invercargill. It takes an interest in local and national issues affecting Pacific women and their families. It comments on research and policy documents relating to working conditions and salaries for Pacific women and their families, paid parental leave, home care and childcare. Its projects include local and national initiatives, empowerment and leadership schemes for Pacific women, literacy programmes, early childhood groups and anti domestic violence programmes.

Pacifica's objectives are to:

- provide opportunities for Pacific Islands women to contribute effectively to the cultural, social, economic and political development of Aotearoa New Zealand and its people
- give Pacific Islands women opportunities to plan and work together for the stability and development of themselves, their families, their communities and to contribute to the development of the country
- create ways and means for Pacific Islands women to overcome barriers that may hinder their ability to reach their full potential
- inspire unity among women of Pacific Islands descent in the furtherance of these aims so that all can speak with one voice in true fellowship
- initiate and promote policies and programmes that support Pacific Islands women to take active decision-making roles in their lives
- initiate and support programmes promoting the education, welfare, health and social development of Pacific Islands families and Pacific Islands family life
- promote understanding between women of all races.

Key contact Josephine Bartley, National Secretary
 PACIFICA Inc
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 Titahi Bay, PORIRUA
 027 2899152
 Josephine.Bartley@mca.govt.nz or finabartley@hotmail.com
 <http://www.pacifica.org.nz>

Parenting Council

The Parenting Council was recently established to bring together representatives from a range of organisations with an interest in parenthood. These are:

Pacific Foundation
 PO Box 28 346
 Remuera
 AUCKLAND
 info@pacificfoundation
 (09) 377 5384
<http://www.pacificfoundation.org.nz>

Parenting with Confidence Inc
 Level 3, 125 The Strand
 Parnell
 AUCKLAND
 (09) 307 0025
 pwc@parenting.org.nz
<http://www.parenting.org.nz>

Parents Centre Z Inc
 PO Box 30 145
 LOWER HUTT
 (04) 560 1990
 info@parentscentre.org.nz
<http://www.parentscentre.org.nz>

Triple P Healthy Families Trust
 PO Box 74025
 Market Road
 AUCKLAND
 (09) 520 7164
 sp@triplep.co.nz

Parent to Parent
 c/- Vialou House, 6 Vialou Street
 HAMILTON
 (07) 234 1108
 freephone 0508 236 236
 p2pnational@compuserve.org
<http://www.parent2parent.org.nz>

The objectives of the Parenting Council are to:

- apply the knowledge, experience and insight of its members to strengthen the ability of parents and the Government to work together effectively in achieving the prime purpose – well-nurtured children
- be a recognised advisory body on parenting issues
- provide recommendations and policy advice on parenting to the Government
- promote the support and education needs of parents
- facilitate, conduct or assist in research to identify current and future issues around parenting
- promote the interests of parents to the community and to all political parties
- network with parenting organisations in New Zealand.

The Council's aim is to bring about systematic changes to the parenting environment, to move New Zealand to a situation in which the parenting role is valued and seen as worth resourcing. To achieve this, the Council will have three areas of activity: research, public relations and lobbying. Its activities will focus on: parenthood education; getting the start right; validating parents; early childhood education; disabilities issues; and erosion of community services³¹⁰.

Key contact Viv Gurrey, CEO, Parents Centre on behalf of
Parenting Council
PO Box 30 145
LOWER HUTT
(04) 560 1990
ceo@parentcentre.org.nz

Refugee and Migrant Service

The Refugee and Migrant Service (RMS) is New Zealand's refugee resettlement agency. It is a non-profit, non-governmental incorporated society dedicated to assisting refugee survivors in New Zealand. Since its inception in 1976, RMS has assisted over 20,000 refugee survivors in starting a new life in New Zealand.

Refugees are people forced to flee their country because they have been persecuted for reasons of race, religion, nationality, political opinion or membership of a particular social group. RMS assists quota refugees selected by the Office of United Nations High Commissioner for refugees who are now legally residing in New Zealand.

On arrival in New Zealand refugees are severely disadvantaged. Many are traumatised, have language difficulties, have few or no material possessions, are culturally and socially bewildered, and are suffering the loss of some or all members of their family. RMS assists refugee survivors in both the practical and emotional aspects of beginning life in New Zealand³¹¹.

Key contact Peter Cotton, Director
Refugee and Migrant Service
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WELLINGTON
(04) 471 1932
<http://www.rms.org.nz>

Other non-government and community organisations that are likely to have an interest in the work of the Families Commission include:

- Action for Children and Youth Aotearoa
- Affirming Women
- Alcohol Advisory Council of New Zealand
- Asian Social Services
- Association of Blind Citizens
- Association of Staff in Tertiary Education
- Auckland Kindergarten Association
- Barnardos
- Bethlehem Institute of Education
- Birthright (NZ) Inc
- Carers New Zealand
- Caring Fathers Support and Education Group
- Caritas Aotearoa New Zealand
- Catholic Women's League of New Zealand
- Catholic Family Support Services, Hamilton
- Centre for Housing Research
- Child Abuse Prevention Services Inc
- Child Advocacy Services
- Child Health Research Foundation
- Children's Health Camps
- City Impact Church (Auckland)
- Commission for the Family – Roman Catholic Church of Wellington
- Community Support Services ITO
- Cot Death Association (New Zealand)
- CCS
- Deaf Association
- Disabilities CEOs Group
- Donald Beazley Institute
- Downtown Community Ministry, Wellington
- Ethnic Women's Policy Group
- Family information Service
- Family Life International
- Family Law Section, New Zealand Law Society
- Family Planning Association of New Zealand
- FARE
- Father and Child Trust
- Family Start
- Federation of Islamic Associations of New Zealand
- Federation of Islamic Women
- Foundation for the Blind

- Grandparents Raising Grandchildren Trust
- Grey Power
- HandsOnEqualParent
- Hauraki Māori Trust Board
- Heretaunga Māori Executive
- Hutt Valley Benefit Education Service
- IHC
- Ikaroa Rangatahi
- La Leche League New Zealand
- Like Minds Project National Advisory Group
- Mens Centre
- Mothers Network Incorporating New Mothers Support Groups
- Mothers' Union
- National Advisory Council on the Employment of Women
- National Collective of Independent Women's Refuges Inc
- National Committee – NZ Father and Child Society
- National Council of Women of New Zealand
- National Association for OSCAR
- National Network of Stopping Violence Services (NZ) Inc
- New Zealand AIDS Foundation
- New Zealand Association of Child and Family Support
- New Zealand Chinese Association
- New Zealand Equality Education Foundation
- New Zealand Family and Foster Care Federation (Inc)
- New Zealand Father and Child Society
- New Zealand Council of Trade Unions
- New Zealand Council for Educational Research
- New Zealand Federation of Family Budgeting Services Inc
- New Zealand Playcentre Federation Inc
- New Zealand Prisoners' Aid and Rehabilitation Society Inc
- New Zealand University Students' Association
- New Zealand Violence Prevention Association
- Ngapuhi Iwi Social Services
- Ngati Awa Social and Health Services
- Ngati Ranginui Iwi Society
- Ngati Ruanui Tahua Society
- Open Home Foundation
- Otanga Youth and Sports Recreation Trust

- Paediatric Society
- Pacific Foundation
- Pacific Island Information Service
- Parent to Parent
- Parenting with Confidence
- Parentline
- Parents Centre NZ Inc
- Parents of Vision Impaired
- Platform
- Plunket
- Pregnancy Counselling Services Inc
- Pregnancy Help Inc
- Presbyterian Support New Zealand
- Promote
- Pukapuka Community
- Quality Education Coalition
- Ranui Cook Island Trust
- Raukawa Trust Board
- Raukura Manaaki
- Refugee and Migrant Council
- Refugee and Migrant Service
- Relationship Services
- Royal New Zealand Plunket Society
- Social Justice Committee, Anglican Parish of Gisborne
- Salvation Army New Zealand, Fiji and Tonga Territory
- Samoan Advisory Council
- Save the Children
- S F (Supporting families of people with mental illness)
- Te Arawa Māori Trust Board
- Te Kohanga Reo National Trust
- Te Pūmanawa Hauora, Massey University
- Te Puawai Tapu
- Te Rūnanga a Iwi o Ngāpuhi
- Te Rūnanga o Ngāti Whatua
- Te Rūnanga o Te Rarawa
- Te Rūnanga Nui o Taranaki ki te Ūpoko o te Ika
- Te Whānau o Waipareira
- The Family Centre
- TOA Pacific
- Tupoho Matua Whangai Trust

- UNICEF
 - Victim Support
 - Volunteering New Zealand
 - VUW Students' Association
 - Wellington Indian Association
 - Wellington Stop
 - Women's Refuge
 - YouthLaw/Tino Rangatiratanga Taitamariki
 - YWCA.
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4. Local government Local Government New Zealand (LGNZ) is the national voice of local government. Its national council of elected leaders develops an annual work plan, choosing projects according to criteria, including the number of councils affected by an issue, its magnitude, priority, timing and potential impact.

To secure national policies and legislation that support effective local governance, LGNZ lobbies and advocates on behalf of member councils. It works collaboratively and in partnership with central government to achieve its objectives, and continuously identifies policy or legislative issues that need to be addressed. It develops a clearly stated local government manifesto that spells out the key policy and legislative changes that local government needs to secure and undertakes policy analysis and research to support its advocacy.

To provide support for and services to local authorities, LGNZ:

- develops a range of services to provide support to member councils, either in its own right or in partnership with others
- develops and operates a range of governance support and governance training programmes
- champions best practice and continuous improvement across local government and seeks partnerships to identify and promote best practice in local government
- supports the Local Government Industry Training Organisation
- provides opportunities for the sector to share information and experience
- acts as a vehicle for collaboration where member councils see a need
- undertakes research, as required, to support this activity³¹².

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 114-118 Lambton Quay
 PO Box 1214, WELLINGTON
 (04) 924 1230
 info@lgnz.co.nz
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- 5. Community** Mike Reid
Manager
Governance
Local Government New Zealand
mike.reid@lgnz.govt.nz
(04) 924 1204
- Sue Driver
Acting Manager
Office for the Community and Voluntary Sector
Ministry of Social Development
Sue.Driver001@msd.govt.nz
(04) 918 9564
- Morris Cheer
Community Partnerships Manager
Community Services
Police
Morris.Cheer@police.govt.nz
(04) 474 9499
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Appendix 5: Research in New Zealand on families

Research recently completed or underway that is concerned with families includes the numerous projects listed below, being carried out by government agencies and by research centres outside government. These have been sorted into the same categories as were used in the first section of this report, *New Zealand families*.

Research carried out by government agencies

Demography of families, and family formation

MSD has commissioned an exploratory study using the **Christchurch Longitudinal Study data**³¹³, of the impact of family structure and family change on child outcomes. It will be completed in June 2004. Another exploratory study, on the impact of family income on child outcomes, also based on the Christchurch Health and Development data set, is also underway.

Family circumstances

Families and working lives

The **Work, Family and Parenting Study** is a national study of caregivers, led by MSD, to understand issues faced in balancing demands of work, family and parenting in New Zealand. It is due for completion in June 2004.

The **Future of Work**³¹⁴ programme comes within a stream of evidence-based research initiated by the Department of Labour (DoL) to look at the mechanics of the labour market and the impact of policies on families. It is exploring the changing nature of work and the links between paid work, unpaid work and leisure. The **Work-Life Balance Project**³¹⁵ comes within this programme and is being undertaken in partnership with a range of business, union and community groups. It will report in mid-2004.

Economic circumstances of families

The **Living Standards Research Programme**³¹⁶ is led by the Centre for Social Research and Evaluation (CSRE) at the Ministry of Social Development (MSD), which has produced reports on the living standards of older people, older Māori and New Zealanders in general. The latter report includes a chapter on families with dependent children. The researchers developed the Economic Living Standards Index (ELSI) to measure living standards and used the “economic family unit”³¹⁷ to identify families.

In 2004, as part of the **Living Standards Research Programme**³¹⁸, MSD is to undertake a national survey of 5000 individuals, funded jointly by MSD and CDRP, to investigate the determinants of variation in living standards. MSD and HRC are co-funding a study of the living standards of Pacific peoples to complement the main study.

Data will be collected on connections between respondents and their families/kin and communities (within and outside New Zealand) to examine the nature and importance of these links to economic wellbeing. The study will also look at transitions and changes including family formation, relationship breakdown, and employment and unemployment experiences.

A study on the **Influence of Parental Income on Children's Outcomes**, commissioned by MSD from Susan Mayer of the University of Chicago, was published in 2002 by MSD. It examined the effect of parental income on a range of child outcomes, including cognitive development, educational attainment, health, socio-emotional functioning, teenage childbearing and economic outcomes in adulthood, based on a review of published recent research on these topics.

Statistics New Zealand (SNZ) is conducting an eight-year longitudinal **Survey of Family, Income and Employment (SoFIE)** that will collect information from individuals on income, employment and education experiences, household and family status and changes, demographic factors and health status. The survey will provide an eight-year window in which to monitor the family life cycle of an individual. However, all family output will be based in standard SNZ classifications, with the result that stepfamilies and blended families will not be identified.

The **Centre for Housing Research, Aotearoa New Zealand – Kainga Tipu (CHRANZ)**³¹⁹ was established in 2002 as an initiative of the Housing New Zealand Corporation Board. Current families-related research includes an analysis of changes over the last 20 years in the housing sector, research into the future of home ownership in New Zealand, and research into supported accommodation options for older people. Research planned by CHRANZ, will investigate financial aspects of **housing and housing choices for disabled New Zealanders**.

Families and ethnic identity

The New Zealand Immigration Service (NZIS) **Refugee Resettlement Research Project** is an ongoing work programme. Reports published to date include **Refugee Resettlement: A Literature Review**³²⁰, which describes the process of resettlement and key factors that impact on successful resettlement, **Family Structures**³²¹, which considers how the concept of “family” differs for different ethnic minorities, identifies key relationships whereby obligatory ties exist between members and describes the key characteristics of relationships that involve a high level of interdependence, and **Refugee Voices: Interim Report**³²². The full study will provide information on refugee resettlement, including information on children, teenagers, family groups and living arrangements.

A pilot for a **longitudinal survey of new migrants** has been completed and released: *Migrants' Experiences of New Zealand: Pilot Survey Report: Longitudinal Immigration Survey: New Zealand, Te Ara o Nga Manene*. The sampling for the main Survey begins in 2004 with final results due in 2011. NZIS is planning projects on the economic impacts of immigration and the health impacts of migrants.

Families with serious or multiple problems

Some research is directly targeted at improving the knowledge of government workers in family-related areas, for example a jointly funded CYF and HRC project, Recurrent Child Maltreatment Research and Development Programme, designed to address the knowledge needs of social workers and professionals intervening in families experiencing recurrent child maltreatment.

Families and violence

The Ministry of Justice (MOJ), which now incorporates the Department for Courts, has completed a number of reports relating to families and family violence³²³. These include the *Family Court custody and access research* report series published during 1989 and 1990, reports on clients' (1994) and counsellors' (1990) perspectives on the Family Court. Projects currently underway include research into unrepresented litigants (including Family Court applicants and respondents) and research into trend data on family violence cases in the justice system.

Research planned by MOJ over the next three to five years includes an evaluation of the **Family Safety Team**, evaluation of eligibility for legal aid, monitoring of flows and trends of the Domestic Violence Act cases in the Family Court and the New Zealand National Survey of Crime Victims, 2005, which will include information on violence between partners and between others well known to each other.

Children and their families

The MSD-led **Longitudinal Study of Children and Families Research** will provide policy makers with reliable insights into the causal origins of poor social outcomes. Information on the same group of children and families will be gathered over time through to adulthood and assessed to identify how they grow and develop within the particular policy environments of the time. By identifying the dynamic pathways to negative outcomes for some children and identifying why some youth are resilient in the face of adverse circumstances, policy makers will be better equipped to respond effectively. Work in 2004 will involve consultation and collaboration with social sector agencies and other national stakeholders including leading academic researchers, to agree on the conceptual focus, design and governance arrangements for the study.

MSD has initiated a three-year programme of research and evaluation extending to 2006.

Supporting Positive Parenting Research and Evaluation will identify characteristics of caregivers who use physical discipline, to support development of "campaign" messages about alternatives to physical punishment, to formatively evaluate the training programme and provide ongoing monitoring of the effects of a public education campaign.

A review of **Family Resilience and Good Child Outcomes**, commissioned from Ariel Kalil of the University of Chicago, was published in 2003 by MSD. It focuses on the question why some families manage to cope well when facing stress or confronted with crisis when other families in similar circumstances fail to do so.

From July 2004 onward MSD proposes to undertake a programme of **Family Services Research and Evaluation**. This will investigate best-practice services (and configuration of services) for children and families identified as being at risk of poor long-term outcomes. Findings will underpin policy development for Family Services, Family Start, Parent Support and Development, and Early Intervention for Families at Risk programmes.

The Complexity of Community and Family Influences on Children's Achievement in New Zealand: Best Evidence Synthesis³²⁴ was published in 2003 by the Ministry of Education (MOE). This synthesis examines the impact on children's achievement of family attributes such as ethnicity, culture, home language, socio-economic status and levels of human and material resources. It considers the effects of frequent mobility, chronic health problems, dysfunctional family processes, parental choice of school and television viewing. It discusses access to wider social network and community resources and both the positive and negative impacts of peer groups. It comments on the gains that can be made through school, family and community partnerships.

The impact of family and community resources on student outcomes³²⁵ published by MOE in 1999 explored the relationship between a number of factors and student outcomes. The authors recognised that, while genetics provide an important link from parents to child outcomes, the environment in which a child is raised represents an equally important link. Relevant factors include: family structure, divorce and single parenthood, parental age, investment of parental resources and time in children, maternal employment and childcare. The review also considers the impact of school and community resources on student outcomes.

An **indicators framework** is being developed by MSD³²⁶ on the wellbeing of children and young people in New Zealand (aged 0-24 years). The first report will be published in mid-2004. Information in the report will assist in measuring progress against New Zealand's *Agenda for Children*, the *Youth Development Strategy Aotearoa*, the "Investing in Child and Youth Development" component of New Zealand's *Sustainable Development Programme of Action*, and New Zealand's compliance with the United Nations Convention on the Rights of the Child.

The **1997 National Nutrition Survey** and the **Children's Nutrition Survey 2002** were carried out by the LINZ Research Unit³²⁷ at the University of Otago on commission to the Ministry of Health. The **2002/03 New Zealand National Health Survey**³²⁸ is the third national health survey of adults 15 years and over. It reports on selected protective factors, risk factors and diseases as well as health status and use of health services.

A **Wellbeing for Young People Research Initiative** developed by the HRC and the Ministry of Youth Development aims to establish a strong database on the health and wellbeing of young people, and explore ways of improving the health outcomes of young people between 16 and 24 years. Work will begin in 2004 on the development and implementation of a population-based national survey.

The MOH and HRC have jointly funded the **Immunisation Research Strategy**, which will undertake an analysis of the impact of barriers and enablers to immunisation. Research will begin during 2004.

Other research has as its primary purpose the evaluation of government strategies or programmes that have already been implemented. This category includes:

- **Family Start programme evaluation:** Family Start is a government initiative aimed at improving life outcomes for children in families at risk of poor long-term outcomes.
- Evaluation by MSD and DOL of three initiatives: Enhanced Case Management, the Training Incentive Allowance and the Out of School Care and Recreation (OSCAR) programme that were part of the 2002 Benefit Reforms initiatives aimed to assist sole parents into sustainable employment as their individual circumstances and parenting responsibilities allow, and to promote social development and employment outcomes for clients and their children.
- A number of projects planned under the Child, Young Persons, and Their Families Act Research Fund Programme. A committee including members from MSD and the Department of Child, Youth and Family Services (CYF) administers the fund. With the Baseline Review of CYF in 2003, limited work was undertaken in the 2003/04 financial year. Projects planned for 2004/5 include scoping a formative evaluation of the Family Violence Circuit Breaker Initiative in a project jointly led by MSD and CYF.

Research centres outside Government

External research organisations also undertake a wide range of families-related research. Again, these are sorted below into the broad categories used in Section 1 of this report.

Demography of families, and family formation

A study of **Stepfamilies and Resilience**, which aims to understand relational and situational factors affecting the functioning and resilience of stepfamilies, has been commissioned by MSD from the Roy McKenzie Centre for the Study of Families. This study is due for completion in June 2004.

A small study of **cohabitation, commitment and parenting** is being undertaken by the Roy McKenzie Centre for the Study of Families. The sample includes married and cohabiting new parents and will examine commitment and attitudes to parenting across time. Findings will be reported at different stages.

Mobility

Strangers in Town: Enhancing Family and Community in a More Diverse New Zealand Society³²⁹, a six-year programme undertaken by the Migration Research Group, University of Waikato funded by FRST. This project is probing new ways of understanding how strangers moving into new communities can enhance both their own wellbeing as individuals and families, and the social life and wealth of those communities. The programme seeks to determine the contribution mobility makes to the changing nature of families and communities.

It also looks at the effects of mobility on families at the micro level and seeks to explain the engagement, participation, inclusion, exclusion and marginalisation processes that influence how children, adults and older people adapt to living in their new communities. The knowledge generated will improve our understanding of the changing nature of “family” and “community” in contemporary New Zealand society.

Family circumstances

Families and working lives

The **Work-poor households: explicating the geography**³³⁰ study being undertaken by the Institute of Geography at Victoria University. This is a study of the residential distribution of work-poor households. The work involves the analysis of census data from 1986 through 2001 and is designed to explore whether New Zealand is experiencing increasing or decreasing levels of residential segregation primarily of work-poor families. Of particular concern is the possibility that both the level and the trend in spatial segregation of work-poor family households might be adversely affecting the development of young children. Some preliminary reports are available.

A project on **The Place of Caregiving**³³¹ is investigating the impact of varying levels of amenity/service access and socio economic circumstances on parents'/caregivers' social participation and wellbeing. The project is being undertaken by SHORE research centre at Massey University.

A small-scale study of **working carers of older adults** is being carried out by the New Zealand Institute for Research on Ageing³³² at Victoria University. The study is funded by the Department of Labour and will report in 2004.

Economic circumstances of families

The Family Centre Social Policy Research Unit has an ongoing FRST-funded programme **Investigating poverty in NZ**³³³. The research is household- rather than family-based. The New Zealand Poverty Management Project began a comprehensive research programme in 1992³³⁴. The project has used data from the Household Economic Survey, surveys and qualitative studies. It has produced a number of measures of poverty in New Zealand, but set the poverty threshold as 60 percent of median, equivalent, disposable household income.

Multiple Job Holding as a Key Response by Individuals, Families and Communities to Social and Economic Change, which is a FRST-funded programme being undertaken by Taylor Baines and Associates. The research will provide knowledge about the way individuals, families and communities are adapting to social and economic change through multiple job holding. It will cover motivations for undertaking multiple jobs, conditions of work, health and safety issues, technological change, training and retraining, individual and family life courses, patterns of leisure and consumption, and impacts on family and community life.

Families and ethnicity

A broad **programme of Māori health and development** research centred around the whānau as a core Māori construct is run by Te Pumanawa Hauora (TPH)³³⁵. It has projects in child health, mental health, health of older people, cultural identity, tobacco smoking, and health policy.

A specific output has been the training of a number of Māori doctoral candidates. TPH is currently undertaking a project focusing on the measurement of whānau ora – from the theoretical underpinning through to applied evaluation of services and strategies for whānau ora. Papers are produced on an ongoing basis.

The **Pacific Islands Families Study** which is following a cohort of 1398 Pacific children within their family environment over the first six years of the child's life. The three overall objectives of the study are to:

- provide information on Pacific people's health, and the cultural, economic, environmental and psychosocial factors that are associated with child health and development outcomes and family functioning
- determine how such factors individually and interactively influence positive and negative child, parent and family outcomes over time
- provide information that will help set quantifiable targets for Pacific people's health.

The study was launched in May 2000 by the National Institute for Public Health and Mental Health Research³³⁶ at Auckland University of Technology. It recently received FRST funding for the transition to school phase.

As part of its FRST-funded New Demographic Directions Programme (1996-2004), the Migration Research Group, University of Waikato, has been researching settlement and integration issues confronting Asian families in New Zealand. The main themes in this ongoing research are: settlement experiences of migrant youth; post-arrival employment experiences of business and skilled migrants; mobility, "astronaut" families and return migration and health and wellbeing. Two new themes that the Group has just started, or plans to, research are: language diversities in Chinese families and measuring progress among Asians in New Zealand using a cohort approach and census data as a source of information on indicators of progress.

Families with serious or multiple problems

The Achieving Effective Outcomes from Youth Justice research³³⁷ was supported by the Children, Young Persons, and Their Families Act Research Fund and undertaken by the Crime and Justice Research Centre³³⁸ at Victoria University. The research sought to identify factors associated with effective outcomes in the youth justice system and to assess the extent to which the goals of the Children, Young Persons, and Their Families Act 1989 were being met. Reports were released in February 2004.

Families and violence

Three projects relating to **family violence** are being undertaken by the Institute of Public Policy³³⁹ at Auckland University of Technology:

- an evaluation of the DVFREE programme in Auckland City
- an audit of family violence training in the health sector
- a planned study of the relationship between domestic violence and child abuse pathways to service provision.

Other Institute for Public Policy projects include a random survey of 1000 adults on children's issues, and the development of a database of family support services.

The New Zealand Police have completed a research report which describes the **risk screening and risk assessment tools** that are being used by government and non-government agencies to identify family violence, and notes the views of agencies on the development of a universal tool.

The **Injury Prevention Research Unit**³⁴⁰ at the University of Otago is undertaking a number of studies relating to adolescent driving behaviour and risk taking, self-harm and assault among young people and home injury among children under five years.

Children and their families

Since 1996, the University of Waikato has received a series of FRST grants to complete a programme of research in the area of **Family transactions experienced by New Zealanders in mid-life**³⁴¹. The programme aims to:

- assess inter- and intra-generational exchanges experienced by mid-life families, to explain interdependencies between mid-life individuals and their families, and to link these with work, leisure and family relationships
- increase the capacity of families to be self-reliant and engage in family responsibilities for the betterment of society
- identify factors contributing to individual and family wellbeing and linkages with employment and family experiences as well as determining the impact of employment experiences on health and wellbeing.

The New Zealand Council for Educational Research longitudinal **Competent Children project**³⁴², funded by the Ministry of Education, tracks the development of a group of children from near five through school. Research has been completed to the age of 12 and fieldwork for age 14 is underway. The study aims to:

- look at changes in children's cognitive, social, communicative and problem-solving competences over time
- see what impact children's early childhood education experiences, family resources, home activities and engagement in school and school resources have on these competencies.

The Massey University **Family and Community Wellbeing: Managing Changes**³⁴³ project focuses on family life with teenagers and builds on an earlier FRST contract. That project focused on teenage boys; the current project focuses on teenage girls. A key aim of the research programme is to identify the relationships (intra familial and extra familial), networks (personal and community), resources and family systems (for example, parenting practices) that contribute to the enhancement of wellbeing for young people. Reports are available on an ongoing basis.

The University of Otago Faculty of Education³⁴⁴ project **In transition: how the children of economic reforms articulate identities at the child/adult border** received support from the Marsden Fund. The three-year project will track 80 young people in rural and urban locations in the North and South Islands during their final year of school and first post-school year.

A team at the University of Auckland Medical School is undertaking the **National Adolescent Health Survey**, funded by the HRC. Reports are available and analysis is ongoing.

The Children's Issues Centre (CIC)³⁴⁵ is undertaking a number of projects. They include:

- the **Family Court Study**, which looks at family members' experience of and satisfaction with Family Court procedures in custody and access matters, and the relevance for them of court proceedings over time. Several papers have been published and analysis is ongoing.
- **Discipline and Guidance of Children: Messages from Research**, which is a critical literature review and synthesis of research evidence on the influence of disciplinary practices on family discipline. The review has been completed and a summary version will be available from the Centre and the Office of the Children's Commissioner in June 2004.
- the **National Action Plan for Human Rights Project**, which is contributing to the development of the children's rights component of the New Zealand Action Plan for Human Rights. It includes a literature review of existing material on the state of children's rights in New Zealand, an online survey and focus groups with specific groups of young people. A report will be available to the public in late 2004.
- the **Youth at Risk** project, which examined the extent of young people's engagement in at-risk behaviours on Friday and Saturday nights in the central Dunedin city area. The report is now available. Children from multiply disadvantaged family environments are frequent participants in alcohol-related incidents in Dunedin.
- the **Children's Perspectives on Citizenship Project**, which is a cross-cultural and cross-generational study on children's and parents' perspectives about what constitutes good citizenship and influences nation building, both within the family and in society.
- **Under-three-year-olds in kindergarten: Children's experiences and teachers' practices**. This study, which is at the beginning stages, will attempt to capture the current experiences of the younger children in kindergartens from as many perspectives as possible, including that of parents.
- the **Young Carers' study**, which is being undertaken by the CIC. It will use family and youth services to identify children who have a significant role in looking after an adult. The aim of this project is to develop and validate a recording tool for agencies to use to identify young carers. It is in the planning stages.

Foundation research

The **Christchurch Health and Development Study**, a longitudinal study examining factors that affect child outcomes. This study tracks a cohort of 1265 babies born in Christchurch in mid-1977. Members of the group have been studied at birth, four months, one year and at annual intervals to age 16 and again at 18 using data from a combination of sources including maternal interviews, child interviews, teacher questionnaires and other sources of information. The study subjects are now 27 years old. Over 300 papers have been produced from the study, which has been used by the government in developing policies relating to families. A list of publications is available from the programme³⁴⁶.

The **Dunedin Multidisciplinary Health and Development Research Unit**, which conducts the long-running cohort study of approximately 1000 babies born in Dunedin in 1972-73. Study members have been assessed at birth, at age three, then every two years up to age 15, and again at age 18, 21 and 26 years (1998-99). The age 32 assessments are currently underway (2003-05). Recent assessments have included a broad range of studies in the psychosocial, behavioural medicine and biomedical research areas.

Of the approximately 900 publications to date, 153 (17 percent) have included some aspect of the family environment, mainly as a correlate versus major dependent (outcome) variable. However, several recent studies have focused specifically on the adversity associated with teen motherhood³⁴⁷, as well as young fatherhood and the positive and negative impact that young fathers can have on families when they live with their children³⁴⁸. The findings indicate that interventions to help young parents/families need to focus on a broad range of factors, many of which antedate childbearing/family formation.

A University of Otago project, **Pathways to Positive Outcomes for Family and Whānau**³⁴⁹, aims to develop ways to examine and monitor the social and economic determinants of family and whānau wellbeing and how these change over time. This will involve using information from recent censuses and existing information from national surveys to develop standard measures of family/whānau and household composition, socio-economic status and wellbeing. These measures will then be applied to a combination of census, national survey and administrative information to investigate the wellbeing of families of different types and socio-economic status. This will be followed by an examination of how the wellbeing of those family types has changed over the last two decades.

A five-year study by the Roy McKenzie Centre for the Study of Families³⁵⁰, funded by FRST, will examine **Connectedness to Family, Community and School**. Three cohorts of young people aged 10, 12 and 14, including a large sample of young Māori and their families, will be followed for three years.

Building Attachment in Families and Communities is a Centre for Research, Evaluation and Social Assessment³⁵¹ FRST-funded project, which will explore the dynamics and drivers of residential mobility and transience and its impacts on: (a) community attachment among the residents of local communities and the major institutional stakeholders in communities (b) individual and familial outcomes in relation to: employment, education, health, housing, safety from crime; (c) two critical life stages and processes in the individual life cycle – the cognitive development of children, and transitions of young people to adulthood, and (d) community outcomes in relation to the sustainability of the local economy, the public infrastructure and community attachment. The project is funded through 2005.

Enhancing wellbeing in an Ageing New Zealand Society is a FRST-funded programme of research which is currently being developed jointly by the Population Studies Centre at the University of Waikato and the Family Centre Social Policy Research Unit. It will provide knowledge and understanding essential for policy formulation and service delivery. The programme will:

- generate scenarios for population change at national and regional levels and for various population groups, with projections and simulations providing a detailed assessment of likely demographic and socio-economic trajectories up to 2050
 - develop end-user linkages and partnerships with key stakeholders involved in providing services to the elderly, enabling them to use new knowledge on ageing to address issues of importance to them
 - study past, present and future intra- and inter-generational transfers in financial, material and emotional terms, to inform policies enabling older people to participate in ways that they choose, while balancing their needs with those of younger and future generations.
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Appendix 6: New Zealand and international research contacts

New Zealand government agencies **Ministry of Research, Science and Technology**, PO Box 5336, Wellington
(04) 917 2900
<http://www.morst.govt.nz>

Foundation for Research, Science and Technology, PO Box 12 240, Wellington
(04) 917 7800
<http://www.frst.govt.nz>

Health Research Council of New Zealand, PO Box 5541, Wellesley Street, Auckland
(09) 303 5224
<http://www.hrc.govt.nz>

Royal Society of New Zealand, Marsden Fund, PO Box 598, Wellington
(04) 470 5799
marsden@rsnz.org
http://www.rsnz.org/funding/marsden_fund

University-based research centres **Auckland University of Technology**
Institute of Public Policy, Auckland University of Technology, Private Bag 92006, Auckland
(09) 917-9999
ian.shirley@aut.ac.nz or emma.davies@aut.ac.nz or ipp@aut.ac.nz
http://www.aut.ac.nz/faculties/arts/education/institute_of_public_policy/

The National Institute for Public Health and Mental Health Research, Faculty of Health,
Auckland University of Technology, Private Bag 92006, Auckland
(09) 917 9999 ext 7775
researchoffice.fachealth@aut.ac.nz or janis.paterson@aut.ac.nz

Massey University
Centre for Public Health Research, Massey University – Wellington Campus, Private Box 756,
Wellington, New Zealand
(04) 380 0602
CPHR@massey.ac.nz
<http://publichealth.massey.ac.nz>

Te Pumanawa Hauora, School of Māori Studies, Massey University, Private Bag 11-222,
Palmerston North: (06) 350 5799, ext 7603
Wellington campus: (04) 380 0627
M.H.Durie@massey.ac.nz or Hauora@massey.ac.nz

The School of Sociology, Social Policy and Social Work, Massey University, Private Bag 11-222,
Palmerston North
(06) 350 5799 ext 2824
<http://sspsw.massey.ac.nz>

Centre for Social and Health Outcomes Research and Evaluation, Massey University,
PO Box 6137, Wellesley St, Auckland
(09) 366 6136
shore@massey.ac.nz or s.casswell@massey.ac.nz
<http://www.shore.ac.nz>

University of Auckland

Centre for Research Excellence (CORE), Nga Pae o te Maramatanga, University of Auckland,
Private Bag 92 019, Auckland
(09) 373 7599
<http://www.eo.auckland.ac.nz/maori/core>

Centre for Health Services, Research and Policy, Faculty of Medical and Health Sciences,
University of Auckland, Private Bag 92 019, Auckland
(09) 373 7599 ext 83933
chsrp@auckland.ac.nz

Injury Prevention Research Centre, University of Auckland, Private Bag 92 019, Auckland
(09) 373 7599 ext 84640
ipc@auckland.ac.nz

International Research Institute for Māori and Indigenous Education (IRI), University of Auckland,
Private Bag 92 019, Auckland
(09) 373 7599
iri@auckland.ac.nz

Pacific Health Research Centre, The University of Auckland, Private Bag 92 019, Auckland
(09) 373 7599 ext. 6266 or 09 276 0044 ext 2362
o.saulala@auckland.ac.nz

University of Canterbury

Social Science Research Centre, University of Canterbury, Private Bag 4800,
Christchurch (03) 366 7001 ext 7898
admin@ssrc.canterbury.ac.nz
<http://www.ssrc.canterbury.ac.nz>

Christchurch Health and Development Study, Department of Psychological Medicine,
Christchurch School of Medicine, PO Box 4345, Christchurch
(03) 372 0406
david.fergusson@chmeds.ac.nz

University of Otago

Children's Issues Centre, University of Otago, PO Box 56, Dunedin
(03) 479 5087
anneb.smith@stonebow.otago.ac.nz
<http://www.otago.ac.nz/CIC/CIC.html>

Dunedin Multidisciplinary Health and Development Research Unit, Department of Preventive and
Social Medicine, Dunedin School of Medicine, PO Box 913, Dunedin
(03) 479 8508
dmhdru@otago.ac.nz
<http://www.otago.ac.nz/dmhdru/>

Housing and Health Research Programme
Public Health (Wellington School of Medicine & Health Sciences)
(04) 385 5999
publichealth@wnmeds.ac.nz

Injury Prevention Research Unit, Dunedin School of Medicine, PO Box 913, Dunedin
(03) 479 8342
iprunz@otago.ac.nz
<http://www.otago.ac.nz/ipru>

LINZ® Activity & Health Research Unit, PO Box 56, Dunedin
(03) 479 8993
linz@otago.ac.nz

Ngai Tahu Māori Health Research Unit, Department of Preventive and Social Medicine,
Dunedin School of Medicine, PO Box 913, Dunedin
(03) 479 7268
john.broughton@stonebow.otago.ac.nz

University of Waikato

Migration Research Group, University of Waikato, Professor Richard Bedford,
Deputy Vice-Chancellor (Research), University of Waikato, Private Bag 3105, Hamilton.
(07) 838 4770
rdb@waikato.ac.nz

Associate Professor Bernard Guerin, Department of Psychology, University of Waikato,
Private Bag 3105, Hamilton
(07) 858 5132
bguerin@waikato.ac.nz

Dr Elsie Ho, Department of Geography, University of Waikato, Private Bag 3105, Hamilton
 (07) 838 4466 ext 8396
 elsieho@waikato.ac.nz

Population Studies Centre, University of Waikato. Private Bag 3105, Hamilton.
 (07) 838 4138
 pool@waikato.ac.nz or dharma@waikato.ac.nz
<http://www.waikatocalendar.ac.nz/researchcentres/population.html>

Victoria University of Wellington

Crime and Justice Research Centre, Victoria University of Wellington, PO Box 600
 Wellington
 (04) 463 5206
 judy.paulin@vuw.ac.nz
<http://www.vuw.ac.nz/cjrc>

Health Services Research Centre, Victoria University of Wellington, PO Box 600, Wellington
 (04) 463 6565
 hsrc@vuw.ac.nz

New Zealand Institute for Research on Ageing, Victoria University of Wellington, PO Box 600,
 Wellington
 (04) 463 6746
 Ageing-Institute@vuw.ac.nz or NZiRA@vuw.ac.nz

Roy McKenzie Centre for the Study of Families, Victoria University of Wellington, PO Box 600,
 Wellington
 (04) 463 7430
 McKenzieStudiesCentre@vuw.ac.nz

New Zealand research centres outside universities **Centre for Housing Research Aotearoa New Zealand**
 PO Box 2628, Wellington
 (04) 474 2100
 kainga.tipu@chranz.co.nz
<http://www.chranz.co.nz>

Centre for Research, Evaluation and Social Assessment (CRESA), PO Box 3538,
 Wellington (04) 473 3071

Family Centre Social Policy Research Unit (FCSPRU), PO Box 31 050, Lower Hutt
 (04) 569 7112
 waldegrave.c@fc.org.nz or king.p@fc.org.nz
 (website under development)

Motu: Economic and Public Policy Research Trust, 19 Milne Tce, Island Bay, Wellington

(04) 383 4250

<http://www.motu.org.nz>

**International
research centres**

Australia

Australia Institute of Family Studies

300 Queen Street, Melbourne Vic 3000, Australia

(61 3) 9214 7888

<http://www.aifs.gov.au/>

Families, Law and Social Policy Research Unit,

Faculty of Law, Griffith University, Nathan, Queensland 4111

(61 2 07) 3875 6489

g.sheehan@griffith.edu.au

<http://www.gu.edu.au/centre/flru>

Undertakes research into the practical operation of Family Law in Australia, with a view to identifying ways to best assist families post-separation and divorce.

Family Action Centre, University of Newcastle

(61 2) 4921 7280

Simone.Silberberg@newcastle.edu.au

<http://www.newcastle.edu.au/centre/fac/>

Delivers support programmes, disseminates information, advocates for family wellbeing, engages in research and provides training and consultation that support families and build communities.

Social Policy Research Centre, University of New South Wales

(61 2) 9385 7820

S.Shaver@unsw.edu.au

<http://www.sprc.unsw.edu.au>

Interdisciplinary research into social policy topics: economic and social inequality; poverty, social exclusion and income support; employment, unemployment and labour market policies and programmes; evaluation of health and community service policies and programmes; and comparative social policy and welfare state studies.

Canada**The Centre for Applied Family Studies, McGill University**

3506 University St, Suite 106, Montreal, Quebec H3A 2A7, Canada

(1 514) 398 5286

cafs@po-box.mcgill.ca

<http://www.arts.mcgill.ca/programs/cafs/english.htm>

Interdisciplinary research on family needs, policies and services. Current projects include: Child Abuse, Neglect and Special Needs; Conjugal Violence Health and Aging; & Interdisciplinary HIV/AIDS Education.

Centre for Families, Work and Wellbeing, University of Guelph

900 McKinnon, Ontario N1G 2W1

(1 519) 824 4120

cfww@uoguelph.ca

<http://www.worklifecanada.ca/centre.shtml>

The Centre undertakes strategic research, policy analysis and best practices development in work/life issues. Research themes include work/life balance, worksite wellness and organisational policies.

United Kingdom**Centre for Family and Household Research, Oxford Brookes University**

School of Social Sciences and Law, Oxford Brookes University, Headington, Oxford OX3 0BP

United Kingdom

(44 1865) 483 750

fam@brookes.ac.uk

[http://www.brookes.ac.uk/schools/social/family/!](http://www.brookes.ac.uk/schools/social/family/)

New and continuing research projects include: The “family” lives of teenagers under “modernisation” (the case of Kenya); Empowering parents: researching the experience of visually impaired children; Lone mothers, welfare and paid work; Mothers’ employment and family life in a changing Britain; The division of labour/use of time among parents of young children in Japan and Sweden; Narratives of new motherhood; The perspectives of foster carers; Evaluation of a carers’ protocol; Parenting and step-parenting after divorce/separation; The family lives of young people aged 16-18.

Centre for Family Research, Cambridge University

Faculty of Social and Political Sciences, Free School Lane, Cambridge CB2 3RF UK

(44 1223) 334 510

cfr-admin@lists.cam.ac.uk

<http://www.sps.cam.ac.uk/cfr/index/html>

Multidisciplinary research focusing on families, kinship and relationships. Recent and current research projects have been in the areas of socio-legal studies of the family, childhood and youth, psycho-social aspects of the new genetics and maternity services.

Centre for Research on Family, Kinship and Childhood, University of Leeds

Department of Sociology and Social Policy University of Leeds, Leeds. LS2 9JT UK

(44 113) 343 4874

family@leeds.ac.uk

<http://www.leeds.ac.uk/family/famintro.htm>

Researches issues to do with declining fertility and marriage rates, increased cohabitation and divorce rates; changes for children in education, urbanisation, and changing philosophies of childrearing; and the impact of geographical mobility, divorce and housing provision on kin relationships.

Centre for Research on Families and Relationships

23 Buccleuch Place, Edinburgh EH8 9LN

0131 651 1832

cfr@ed.ac.uk

<http://www.cfr.ac.uk>

A consortium research centre which undertakes research across the life cycle. It also researches the relationship between government, services and family relationships.

The **Economic and Social Research Council** Polaris House, North Star Avenue, Swindon SN2 1UJ

(441793) 413122

comm@esrc.ac.uk

<http://www.esrc.ac.uk>

ESRC is a funding body similar to FRST in New Zealand. The Council funds a number of research centres and programmes including:

- **Centre for Analysis of Social Exclusion** based at the London School of Economics focuses on economic exclusion and income dynamics; social welfare institutions; family change and civil society; community, area polarisation and regeneration; exclusion and society.
<http://www.sticerd.lse.ac.uk/case>
- The **Families and Social Capital programme**, whose work focuses on the dynamics of family change and processes of social capital. <http://www.sbu.ac.uk/families/index.shtml>

The Family Policy Studies Centre, Oxford University

Department of Social Policy and Social Work, University of Oxford, Barnett House, 32 Wellington Square, Oxford, OX1 2ER UK

(44 1865) 270 000

ceridwen.roberts@socres.ox.ac.uk

<http://www.apsoc.ox.ac.uk/fpsc/>

An independent centre for research, policy analysis and information on families, which closed at the end of April 2001. Information is still available on research into contemporary family structures and patterns, and the implications for policy and practice, and the analysis of the impact of public policy decisions on families of different kinds.

The Family Studies Research Centre, Cardiff University

Cardiff University, PO Box 427, Cardiff CF10 3XJ United Kingdom

(44 29) 2087 6978

fsrc@cardiff.ac.uk

<http://www.cf.ac.uk/fsrc/page1.htm>

Inter-disciplinary, inter-professional research focuses on aspects of contemporary family life. Current research themes: Family breakdown, adoption and child protection.

Newcastle Centre for Family Studies, University of Newcastle on Tyne

Institute for Policy and Practice, Faculty of Humanities and Social Sciences, University of Newcastle on Tyne, NE1 7RU, UK

(44 191) 222 6000

<http://www.ncl.ac.uk/ncfs/ncfs>

Undertakes multidisciplinary research on family life and relationships, and the development of family policy.

Thomas Coram Research Unit, University of London

University of London, 27/28 Woburn Square, London WC1H 0AA United Kingdom

(44 20) 761 26957

tcru@ioe.ac.uk

<http://ioewebserver.ioe.ac.uk/ioe/cms/get.asp?cid=470>

Current streams of research: Health and wellbeing of children, young people, and families; Research on parenting and family support; Studies of children's services and environments; Studies of work and family life and Cross-cutting work on children at risk.

The **Work-Life Research Centre** conducts research on the relationships between employment, care, family and community and supports the development of policy and practice in these areas.

<http://www.workliferesearch.org>

Europe

Childwatch International Research Network, PO Box 1132, Blindern, N-0317, Oslo.

A network of child research organisations, including about 42 institutions around the world.

<http://www.childwatch.uio.no>

The **European Family Policy Database** provides comparative and country-specific data and information on family policies in 16 European countries. A CD-ROM can be ordered free of charge for the scientific community by emailing karin.staedtner@oif.ac.at.

<http://www.oif.ac.at/online.htm>

The **Mannheimer Zentrum für Europäische Sozialforschung (MZES) (Germany)**, Universität Mannheim, MZES, Postfach, D-68131, Mannheim

(049 621) 181 2868

Direktorat@mzes.uni-mannheim.de

<http://www.mzes.uni-mannheim.de>

MZES is an interdisciplinary research institute of the University of Mannheim. It focuses on comparative research on Europe and an exploration of the European integration process. Research into family and social relations deals in general with the emergence and change of personal social relations that can be observed throughout European societies.

United States of America

National Council of Family Relations

3989 Central Ave., NE, #550 Minneapolis, MN 55421 USA

(1 763) 781 9331 or Toll Free: 1-888 781 9331

info@ncfr.com

<http://www.ncfr.org>

A forum for the development and dissemination of knowledge about families and family relationships, it establishes professional standards, and works to promote family wellbeing. Publishes *Journal of Marriage and Family and Family Relations*.

General

World Wide Web Resources – Family Studies

<http://www.uky.edu/Subject/family.html>

Internet links to relevant international websites.

Adolescence Directory On-Line

<http://www.iab.edu/%7Ecafafs/adol/adol.html>

An electronic guide to information on adolescent issues. A service of the Centre for Adolescent Studies at Indiana University (USA) (Homepage: <http://www.indiana.edu/ncafs/>). Internet links to websites dealing with: Conflict and Violence; Mental Health Issues; Health and Health Risk Issues; and Counsellor Resources.

Appendix 7: Budget 2004

Families

The centrepiece of the 2004 Budget is a Working for Families package, with additional expenditure of \$221 million this year, rising to \$664 million in April 2005.

Nearly 300,000 families will receive an average additional income of \$66 week. Those earning between \$25,000 and \$45,000 per year will receive an average \$100 per week by 2007. The actual amount each family receives depends on income, accommodation costs and number of children.

Early childhood education/childcare

An extra \$365 million over four years aims to make it easier and more profitable for parents to work. The maximum income threshold to qualify for childcare assistance will rise, and the rate paid increase, by up to 10 percent. The policy provided for the first 20 hours of childhood education will be free for all three and four year olds at community based non-profit childcare centres, and takes effect from 2007.

Health

An additional \$550 million has been provided for Vote Health in 2005 rising to \$571 million in 2006 and \$609 million 2007. Funding is particularly directed at primary health services, which increase from \$48 million in 2002/03 to \$264 million this year, and \$280 million in 2005.

Education

A \$110 million increase in funding has been provided for tertiary students, including improved access to the Student Allowance, and raising the parental income ceiling to \$62,148 per year. There is also extra provision for Student Job Search and expanded access to student loans.

Further information

<http://www.beehive.govt.nz>

<http://www.msd.govt.nz>

Endnotes

- 1 Ministry of Social Development (2003)
- 2 Sorensen (1999)
- 3 Pryor & Rodgers (2001)
- 4 Sorensen (1999)
- 5 Sorensen (1999)
- 6 Wilkinson (1999)
- 7 Millar (2000)
- 8 Wilkinson (1999)
- 9 Section 10 (1) of the Families Commission Act 2003
- 10 Section 10 (2) of the Families Commission Act 2003
- 11 Department of Child, Youth and Family Services, et al (2003)
- 12 Derived from administrative data, from the Business Information Section, Courts, Ministry of Justice
- 13 Section 9 of the Families Commission Act 2003
- 14 Primary data sources: Census, Official Registers (birth, deaths, marriages, arrival and departures, abortions) and Survey of New Zealand Women: Family, Education and Employment (NZW:FEE): 1995 and follow up survey 2001, Population Centre, Waikato University.
- 15 Sceats (2003)
- 16 Davies & Jackson (1993)
- 17 The most recent census for which these data are available. While numbers are small and should be treated with caution, there is some evidence from the New Zealand Family Formation Survey that these percentages had increased by 2001. Similar patterns are seen by occupation and income.
- 18 Personal communication, J.Peek, Fertility Associates
- 19 Biddulph et al (2003)
- 20 Personal communication, A Dharmalingam, University of Waikato
- 21 See Paul Callister (1998)
- 22 Villeneuve-Gokalp (1997) Burch & Belanger (1999)
- 23 Marsault et al (1997)
- 24 Fergusson et al (1998)
- 25 Nicholson et al (1999)
- 26 Booth, Dunn (1994)
- 27 Booth, Dunn (1994)
- 28 Pryor and Rogers (2001), p. 73

29 Pryor and Rogers (2001), pp. 256-257
30 Ministry of Social Development (2003)
31 Ministry of Social Development (2004)
32 Dharmalingam, Pool et al (1998)
33 Law Commission (2000)
34 Stevens (2002)
35 Statistics New Zealand (1998)
36 Martin & Kats (2003)
37 Gendall (2003)
38 Phillips (1999)
39 Statistics New Zealand (2001)
40 Gershuny (2000)
41 Yeung et al (2001)
42 Stevens (2002)
43 Gollop et al (2000)
44 Pryor & Rodgers (2001)
45 Gendall (2003)
46 Gollop et al (2000)
47 Gollop et al (2000)
48 Fleming (1997)
49 Fleming (1997)
50 In the analysis of childrearing couples only heterosexual couples are considered. Although
data is now available in the census on same sex couples, little use has been made of it
51 Grimmond (2003)
52 Chapple (1994) Grimmond (2003)
53 Blau et al (2001), Davey (1998)
54 Issues of adequacy of income from employment are addressed in the section “The
Economic Circumstances of Families”
55 Grimmond (2003)
56 For a review of these relationships see Callister (2000)
57 Statistics New Zealand (1998)
58 Galtry & Annandale (2003)
59 Callister (1995)
60 Statistics New Zealand (1998)
61 Department of Labour (1999)
62 Callister (1998) Grimmond (2003)
63 Ministry of Social Development (2003)
64 Callister (1999)
65 Singley & Callister (2003)
66 Callister (1998)
67 Koopman-Boyden et al (2000)
68 OECD (1998)

- 69 Stephens (2003)
- 70 For example Baker & Tippen (2003) Briar & Rowe (2003) Department of Labour (1999)
Levine, Wyn & Asiasiga (1993)
- 71 Stephens (2003)
- 72 Matz & Pitt-Catsouphes (2003)
- 73 Callister (forthcoming)
- 74 Callister (forthcoming)
- 75 Callister (forthcoming)
- 76 Callister (forthcoming)
- 77 Ingersoll-Dayton et al (2001)
- 78 See Hillcoat-Nalletamby & Dharmalingam (2002) Koopman-Boyden et al (2000)
- 79 For example Podmore (1994)
- 80 Hakim (2000)
- 81 Hakim also suggests that men fit into these three categories, but with most being “work centred in couples”, in order for women to be “home centred” or even “adaptive”.
- 82 Fagan and Rubery (1996)
- 83 Stier & Lewin-Epstein (2003)
- 84 EEO Trust (2003) Council of Trade Unions (2002) Podmore (1994)
- 85 Reynolds (2003) Stier & Lewin-Epstein (2003)
- 86 Stier & Lewin-Epstein (2003)
- 87 Hamilton (2003)
- 88 Callister & Dixon (2001)
- 89 Presser (1994)
- 90 Callister & Singley (forthcoming)
- 91 Department of Labour (1999)
- 92 Hillcoat-Nalletamby and Dharmalingham (2003)
- 93 Varuhas et al (2003)
- 94 Council of Trade Unions (2002) EEO Trust (2003) Podmore (1994)
- 95 Callister (1996)
- 96 EEO Trust (2003)
- 97 Laxon (2001)
- 98 New Zealand Father and Child Society (2003)
- 99 Barnett (2004) Hammer and Thompson (2004)
- 100 Gasson et al (2001)
- 101 Caritas (2003)
- 102 Barwick et al (2000)
- 103 Galtry and Annandale (2003)
- 104 Sceats (2003)
- 105 Ministry of Social Development (2002)
- 106 Crampton et al (2000)
- 107 Salmond & Crampton (2002)
- 108 Ministry of Social Development (2003)

- 109 An “economic family unit” refers to a person who is financially independent or a group of people who usually reside together and are financially interdependent according to current social norms. An economic family unit in practice is either a “single adult”, “sole-parent family with dependent children”, “two-parent family with dependent children”, or a “couple only family unit”. Ref: Ministry of Social Development (2002)
- 110 Market income results are not available from this source
- 111 Ministry of Social Development (2003)
- 112 Ministry of Social Development (2003)
- 113 Mowbray (2001)
- 114 NZ uses cash transfers rather than in-kind transfers (eg food vouchers), although some components of the family income assistance system are tied to the purchase of specific services (e.g. the Accommodation Supplement, Childcare Subsidy, and the Training Incentive Allowance).
- 115 Ball & Wilson (2002)
- 116 See OECD (2002)
- 117 Ministry of Social Development (2002)
- 118 The Retirement Commission (2001)
- 119 Waldegrave et al (1999)
- 120 Ministry of Social Development (2003)
- 121 Baker et al (2000)
- 122 The *Canadian National Occupancy Standard* sets the bedroom requirements of a household according to the following composition criteria:
- there should be no more than two people per bedroom
 - parents and couples share a bedroom
 - children under five years, either of the same or opposite sex, may reasonably share a bedroom
 - children under 18 years of the same sex may reasonably share a bedroom
 - a child aged five to 17 years should not share a bedroom with one under five of the opposite sex
 - single adults 18 years and over and any unpaired children require a separate bedroom.
- 123 Statistics New Zealand (2004)
- 124 Information in this section is drawn from Ministry of Social Development (2002) & Statistics New Zealand (2004) *The Digital Divide* (2004) Reference Report
- 125 Ministry of Social Development (2002)
- 126 See www.netsafe.org.nz
- 127 Cited in www.netsafe.org.nz
- 128 Biddulph et al (2003)
- 129 Kalil (2003)
- 130 Such as that developed in Ministry of Social Development (2002)
- 131 Economic Standard of Living Scale
- 132 Ministry of Social Development (2002)
- 133 Berthoud (1976)

- 134 Fergusson (1998)
- 135 Ministry of Social Development (2002)
- 136 Ministry of Social Development (2002)
- 137 Law Commission (1999) NZLC Report 53 (1999) Barwick et al (2000)
- 138 Ministry of Social Development (2003)
- 139 Saville-Smith (1999)
- 140 Ministry of Social Development (2003)
- 141 See <http://www.nzhis.govt.nz/stats/accstats>
- 142 See <http://www.nzhis.govt.nz>
- 143 Fergusson (1998)
- 144 Barwick (2000)
- 145 Office for Senior Citizens (2002)
- 146 Gauthier (1996)
- 147 Anitonen & Sipila (1996)
- 148 Cited in Leira (1999)
- 149 Harding (1996)
- 150 The Treasury (2002)
- 151 Refer to Boston (2000) "Morals, Codes and State: Reflections on Another New Zealand Experiment"
- 152 Families Commission Act 2003, section 8 (c)
- 153 Nechyba et al (1999)
- 154 See <http://www.trustee-election.co.nz/>
- 155 Each year CYF investigate 25,000 cases of suspected child abuse and neglect.
- 156 Law Commission (2003)
- 157 Summarised from Department of Labour (2002)
- 158 For a fuller discussion see Mayer (2002)
- 159 <http://www.dol.govt.nz/worklife/whatis.asp>
- 160 For a discussion of the history of financial assistance to families in New Zealand see Shirley et al (1997)
- 161 The Government also intervenes in the labour market to meet income objectives through means of the minimum wage
- 162 See for instance the discussion in Tax Review 2001, pp.58-59. There have been some tax policy changes since the mid-1990s that had off-setting effects on the progressivity of the personal income tax. The threshold for the 33 percent rate of tax was raised from \$30,875 to \$38,000; the bottom statutory rate was lowered from 24 percent to 19.5 percent; and a new top rate of 39 percent was introduced on income above \$60,000. The current tax scale for wage and salary income is effectively a four step scale, incorporating the effect of the Low Income Earner Rebate: 15 percent from zero to \$9,500; 19.5 percent from \$9,501 - \$38,000; 33 percent from \$38,001 to \$60,000; and 39 percent above \$60,000. There is also a child rebate.
- 163 For discussion of these issues see Tax Review 2001
- 164 See Stephens & Waldegrave (2001)

- 165 See Stephens & Waldegrave (2004). The reduction in poverty is the net effect of income transfers, and of income taxation both on market income and benefit income. Since 1986 benefits have been grossed up and subjected to income tax in the hands of the individual recipient – in order to improve horizontal equity and to improve incentives to work.
- 166 See Bradshaw & Finch (2002)
- 167 See for instance Mayer (2002), The Treasury (2002), OECD (2002), and Maloney (2001). The experience of poverty as a child – especially persistent poverty in early childhood – is correlated in particular with poor education and employment outcomes in young adults. There is some consensus that poverty amongst children has small to moderate effects on adult outcomes.
- 168 Housing New Zealand Corporation (unpublished draft 2004)
- 169 Housing New Zealand Corporation (unpublished draft 2004)
- 170 Local Government Act 2002, section 10
- 171 Child Poverty Action Group (2003)
- 172 Housing New Zealand Corporation (unpublished draft 2004)
- 173 Housing New Zealand Corporation (unpublished draft 2004)
- 174 Housing New Zealand Corporation (unpublished draft 2004)
- 175 Ministry of Education (2003)
- 176 See, for example, “Pacific Peoples and Tertiary Education: Issues of Participation” at <http://www.minedu.govt.nz>
- 177 Ministry of Health (2003)
- 178 The reports are titled *An Indication of New Zealander’s Health*, and are available on <http://www.moh.govt.nz/phi>
- 179 Ministry of Health (2001)
- 180 Ministry of Health (2000)
- 181 Ministry of Health (2001)
- 182 <http://www.moh.govt.nz>
- 183 <http://www.moh.govt.nz>
- 184 Statistics New Zealand (2001)
- 185 <http://www.odi.govt.nz>
- 186 Ministry of Health (2001)
- 187 Mental Health Commission (1998)
- 188 The Local Government Act 2002 provides for local authorities to play a broad role in promoting the social, economic, environmental, and cultural wellbeing of their communities, taking a sustainable development approach.
- 189 Department of Child, Youth and Family et al (2003)
- 190 Ministry of Social Development (2002)
- 191 Childrenz Issues (2002)
- 192 Dollar amounts refer to the year ended June 2003.
- 193 New Zealand Lottery Grants Board (2003)
- 194 See <http://www.strengtheningfamilies.govt.nz>

- 195 Children, Young Persons, and Their Families Act 1989, section 5, principles include:
- (a) The principle that wherever possible, the relationship between a child or young person and his or her family, whānau, hapū, iwi, and family group should be maintained and strengthened
 - (b) The principle that consideration must always be given to how a decision affecting a child or young person will affect (i) the welfare of that child or young person; and (ii) the stability of that child's or young person's family, whānau, hapū, iwi, and family group.
- 196 Statistics New Zealand (2002)
- 197 Ministry of Social Development (2003)
- 198 Durie (1998)
- 199 Durie (1998)
- 200 There are more than 14,000 whanau trusts registered in the Māori Land Information System, for instance, see *Māori Economic Development, Te Ohanga Whanaketanga Māori*, NZIER 2003 at p 93
- 201 Ministry of Social Development (2003)
- 202 Morris et al (2003)
- 203 50 percent of the prison population is Māori
- 204 See the Families Commission Act 2003, section 10 (3)
- 205 Pere (1997)
- 206 The Privy Council has stated that the Treaty “is of the greatest constitutional importance to New Zealand”, *Broadcasting Assets (PC)* [1994] per Lord Woolf at 516
- 207 Te Puni Kokiri (2001)
- 208 *Lands (CA)* [1987] per Cooke P at 656
- 209 *Lands (CA)* [1987] per Casey J at 702-703
- 210 *Te Runanga o Muriwhenua Inc v Attorney-General (CA)* [1990] per Cooke P at 655
- 211 Waitangi Tribunal (1983)
- 212 Waitangi Tribunal (1987)
- 213 Waitangi Tribunal (1987)
- 214 Ministerial Advisory Committee on a Māori Perspective for the Department of Social Welfare (1988)
- 215 These include: the Reducing Inequalities Strategy; the Māori Education Strategy; the Department of Corrections Māori Strategic Plan; the Māori Health Action Plan; and Te Pounamu (CYF)
- 216 Ministry of Social Development (2003)
- 217 The Family Group Conference model may be an exception
- 218 Ministry of Pacific Island Affairs (2003)
- 219 Ministry of Pacific Island Affairs (2002)
- 220 Elliot & Gray (2000)
- 221 Ministry of Pacific Island Affairs (1999)
- 222 Ministry of Pacific Island Affairs (2003)
- 223 See <http://www.minpac.govt.nz>

- 224 Ministry of Pacific Island Affairs (2003)
- 225 The Office of Ethnic Affairs (2002)
- 226 Concepts of family held by different ethnic minorities are discussed in detail in Elliot & Gray (2000)
- 227 The Office of Ethnic Affairs (2002)
- 228 Section 12 of the Families Commission Act 2003
- 229 <http://www.hcch.net/e/conventions/text33e.html?view=View+this+page+in+English>
- 230 Children, Young Persons and Their Families Act 1989, sections 5 (a) and (b)
- 231 Children, Young Persons and Their Families Act 1989 section 6
- 232 Families Commission Act 2003, section 23
- 233 Families Commission Act 2003, section 14
- 234 See <http://www.msd.govt.nz/work-areas/communities-hapu-iwi/volunteering/volunteering.html>
- 235 See the Local Government New Zealand web site at <http://www.lgnz.co.nz/about/>
- 236 See Local Government Act 2003 at <http://www.legislation.govt.nz>
- 237 Families Commission Act 2003, section 8 (e)
- 238 Loretto (2004)
- 239 Jacobsen et al (2004)
- 240 Rossi (1997)
- 241 Department of Prime Minister and Cabinet (2003)
- 242 Investing in child and youth development is one of the four issues addressed in the Sustainable Development programme of action.
- 243 see <http://www.chmeds.ac.nz>
- 244 see <http://www.otago.ac.nz/CIC/CIC.html>
- 245 Dunedin see <http://healthsci.otago.ac.nz/dsm/dmhdru>
- 246 contact waldegrave.c@fc.org.nz
- 247 contact elsieho@waikato.ac.nz
- 248 see <http://www.waikato.ac.nz/researchcentres/population.html>
- 249 contact researchoffice.fachealth@aut.ac.nz
- 250 contact hauora@massey.ac.nz
- 251 contact McKenzieStudiesCentre@vuw.ac.nz
- 252 see <http://sspsw.massey.ac.nz/>
- 253 see <http://www.spear.govt.nz> and <http://www.msd.govt.nz/work-areas/cross-sectoral-work>
- 254 see <http://www.hrc.govt.nz>
- 255 see Appendix 6: *New Zealand and international research contacts*
- 256 see <http://www.aifs.gov.au/>
- 257 see <http://www.crfr.ac.uk>
- 258 see http://www.sps.cam.ac.uk/cfr/cfr_home.htm
- 259 see <http://www.leeds.ac.uk/family/famintro.htm>
- 260 see <http://www.ncl.ac.uk/ncfs/ncfs>
- 261 see <http://www.worklifecanada.ca/centre.shtml>
- 262 see <http://www.uky.edu/Subject/family.html>

- 262 see <http://www.uky.edu/Subject/family.html>
- 263 Dharmalingam et al (forthcoming)
- 264 The census results are consistent with the time use survey conducted by Statistics New Zealand and the Ministry of Women's Affairs in 1998-99 which obtained information about respondents' participation in caring activities and reveals the same pattern of gender differentiation.
- 265 Note there are also laws relating to advocates for families such as the Families Commission and the Commissioner for Children.
- 266 The Convention on Protection of Children and Cooperation in Respect of Inter-country Adoption
- 267 The Corrections Bill, Clause 6
- 268 The Corrections Bill, Clause 53
- 269 <http://www.justice.govt.nz/pubs/reports/2003/care-of-children/briefing.html#1>
- 270 <http://www.mwa.govt.nz/pdf/actionplanReportFinal.pdf>
- 271 Eligibility for state housing is restricted to households that: are New Zealand residents; have an income of less than 1.5 times the married New Zealand superannuation rate (or for single households, 1.5 times the single living alone New Zealand superannuation rate); have limited realisable assets (currently under \$19,732); and have established housing needs.
- 272 Student Engagement 2003-04: Education Management Policy Project Plan, 23 January 2004
- 273 Ministry of Health (2003)
- 274 <http://www.workandincome.govt.nz/get-financial-assistance/main-benefit/domestic-purposes-widows.html>
- 275 <http://www.carers.net.nz>
- 276 <http://www.minedu.govt.nz/index.cfm?layout=index&indexid=7960&indexparentid=6871>
- 277 <http://www.minedu.govt.nz/index.cfm?layout=document&documentid=7325&indexid=7956&indexparentid=6871>
- 278 Te Puna Hauora in Tauranga Hospital
- 279 Ministry of Health (2002)
- 280 Ministry of Health (2002)
- 281 Ministry of Education (2001)
- 282 <http://www.minedu.govt.nz>
- 283 <http://www.minedu.govt.nz>
- 284 <http://www.minedu.govt.nz>
- 285 Ministry of Education (2001)
- 286 Ministry of Pacific Island Affairs (2003)
- 287 One of the funding priorities for Child, Youth and Family in the 2005 financial year is to "meet the new and emerging needs of refugees and migrants".
- 288 UNHCR (2003)
- 289 UNHCR (2003)
- 290 Families Commission Act 2003, section 8 (a) and (b)
- 291 <http://www.worklife.govt.nz>

- 292 <http://www.dol.govt.nz/futureofwork>
- 293 <http://www.acc.org.nz/injury-prevention>
- 294 <http://www.hdc.org.nz> and McPhail (2003)
- 295 <http://www.hrc.co.nz> and McPhail (2003)
- 296 <http://www.lawcom.govt.nz>
- 297 <http://www.mhc.govt.nz>
- 298 The Children's Commissioner Act 2003
- 299 <http://www.ombudsmen.govt.nz> and McPhail (2003)
- 300 <http://www.privacy.org.nz> and McPhail (2003)
- 301 McPhail (2003)
- 302 <http://www.ageconcern.org.nz> and McPhail (2003)
- 303 <http://www.nztravel.co.nz/hosts/childadvocacy/contacts.html>
- 304 <http://www.cpag.org.nz>
- 305 <http://www.dpa.org.nz> and McPhail (2003)
- 306 <http://www.maximinstitute.org.nz>
- 307 <http://www.nzccss.org.nz>
- 308 <http://www.nzfwo.org.nz> and McPhail (2003)
- 309 <http://www.nzfc.org.nz>.
- 310 Source: letter of 30 March from Anne Wilkinson, CEO Parent to Parent New Zealand Inc
- 311 <http://www.rms.org.nz>
- 312 <http://www.lgnz.co.nz>
- 313 Christchurch Health and Development Study, Department of Psychological Medicine, Christchurch School of Medicine, PO Box 4345, Christchurch (03) 372 0406
david.fergusson@chmeds.ac.nz
- 314 see <http://www.dol.govt.nz/futureofwork>
- 315 <http://www.dol.govt.nz/worklife/project.asp>
- 316 Ministry of Social Development (2001) Ministry of Social Development (2002)
- 317 The economic family unit refers to a person who is financially independent or a group of people who usually reside together and are financially interdependent according to current social norms.
- 318 Ministry of Social Development (2001) Ministry of Social Development (2002)
- 319 for further information see the CHRANZ website <http://www.chranz.co.nz>
- 320 Elliot & Gray (2001)
- 321 Gray & Elliott (2000)
- 322 <http://www.immigration.govt.nz> and <http://www.dol.govt.nz>
- 323 see Ministry of Justice website <http://www.justice.govt.nz>
- 324 Biddulph et al (2003)
- 325 Nechyba et al (1999)
- 326 Refer to "Supporting Families to be Successful: A Family Policy for the 21st Century. Unpublished paper, Ministry of Social Development (2003)
- 327 LINZ® Activity & Health Research Unit, PO Box 56, Dunedin www.otago.ac.nz/linz; reports available on <http://www.moh.govt.nz>

- 328 Ministry of Health (2003)
- 329 contact elsieho@waikato.ac.nz
- 330 Contact Philip Morrison, Institute of Geography, Victoria University, PO Box 600, Wellington or see <http://www.geo.vuw.ac.nz/staff/morrison.html>
- 331 The Centre for Social and Health Outcomes Research and Evaluation (SHORE) is a multi-disciplinary research centre that undertakes policy and community research on a variety of social and health issues. SHORE works in partnership with Te Ropu Whariki a Maori research group.
- 332 New Zealand Institute for Research on Ageing, Victoria University of Wellington, PO Box 600, Wellington, Ageing-Institute@vuw.ac.nz
- 333 A number of papers have been published from this research. See, for example, Waldegrave et al (2003) For more information contact Charles Waldegrave at waldegrave.c@fc.org.nz or Peter King on king.p@fc.org.nz
- 334 The NZPMP was undertaken by three organizations: Business Economic Research Limited (BERL), the Public Policy Group at Victoria University of Wellington and the Family Centre Social Policy Research Unit (FCSPRU). The project is currently under the leadership of Robert Stephens (VUW) and Charles Waldegrave (FCSPRU).
- 335 Established in 1993, Te Pumanawa Hauora (TPH) operates from within the School of Māori Studies at the Wellington and Turitea campuses of Massey University.
- 336 The National Institute for Public Health and Mental Health Research, Faculty of Health, Auckland University of Technology, Private Bag 92006, Auckland 1020, New Zealand http://www.aut.ac.nz/research_showcase/research_activity_areas/pacific_islands_families
- 337 See <http://www.msd.govt.nz>
- 338 Crime and Justice Research Centre, Victoria University of Wellington, PO Box 600 Wellington, <http://www.vuw.ac.nz/cjrc>
- 339 Institute of Public Policy, Auckland University of Technology, Private Bag 92006, Auckland 1020, New Zealand http://www.aut.ac.nz/faculties/arts/education/institute_of_public_policy/
- 340 Injury Prevention Research Unit, Dunedin School of Medicine, PO Box 913, Dunedin <http://www.otago.ac.nz/ipru>
- 341 UOW603; UOW813; UOWX0009 – <https://www.frst.govt.nz/database/reports/results.cfm>
- 342 See <http://www.nzcer.org.nz>
- 343 School of Sociology, Social Policy and Social Work, Massey University. For more information contact Robyn Munford on R.E.2.Munford@massey.ac.nz
- 344 Contact karen.nairn@stonebow.otago.ac.nz

- 345 The Children's Issues Centre (CIC) is an organization concerned with children's being, and recognizes that the most important context that determines children's wellbeing is the family. The four main research themes of the CIC are:
- children's experiences of family transitions
 - children and the law
 - young people's participation in schools and communities
 - children and the quality of early childhood education.
- Contact: Children's Issues Centre, University of Otago, PO Box 56, Dunedin
<http://www.otago.ac.nz/CIC/CIC.html>
- 346 Contact Christchurch Health and Development Study, Department of Psychological Medicine, Christchurch School of Medicine, PO Box 4345, Christchurch (03) 372 0406
david.fergusson@chmeds.ac.nz
- 347 Jaffee et al (2001)
- 348 Jaffee et al (2001)
- 349 Christchurch School of Medicine and Health Sciences, University of Otago
- 350 for more information contact McKenzieStudiesCentre@vuw.ac.nz
- 351 Contact Kay Saville-Smith, CRESA, PO Box 3538, Wellington.
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