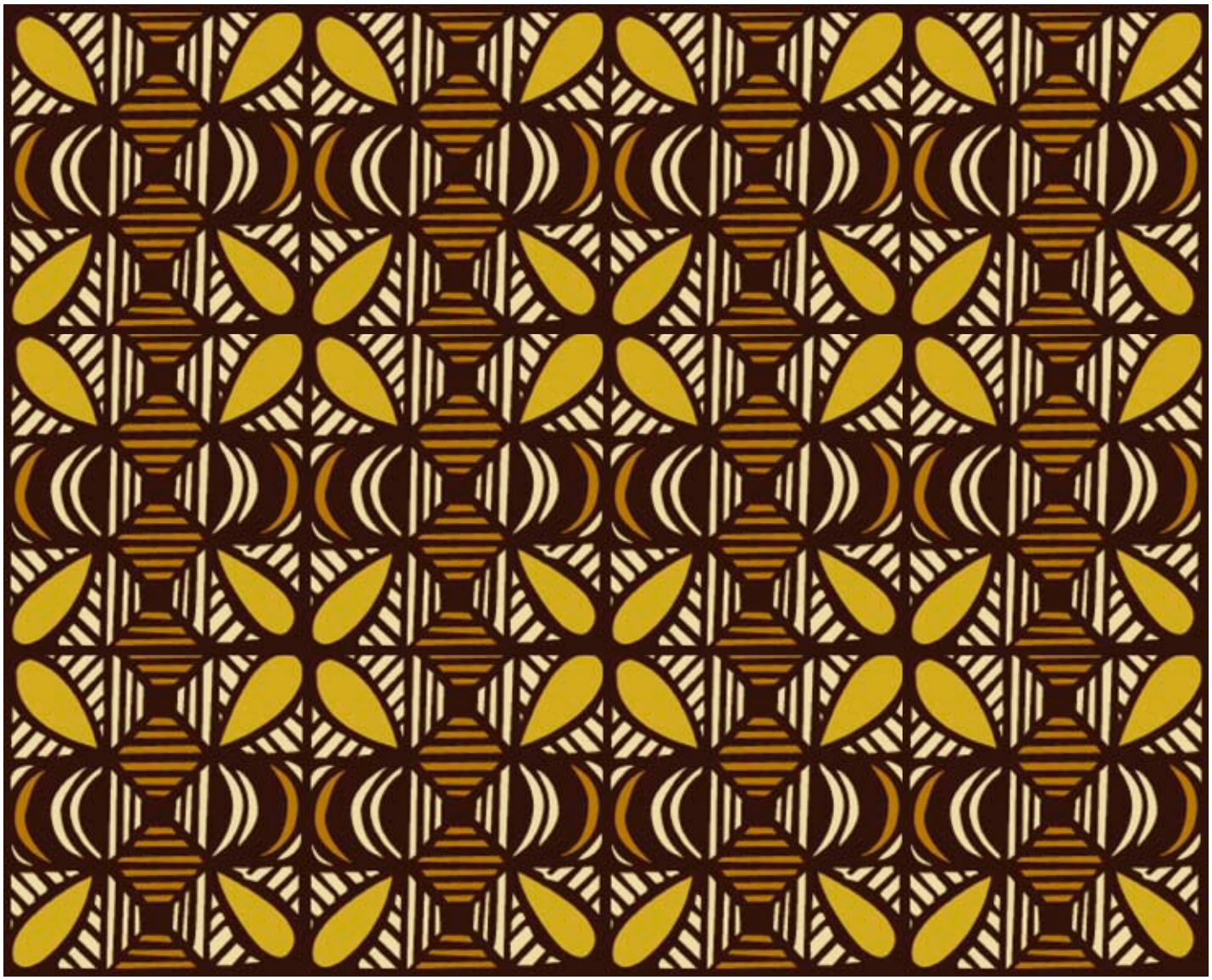
Taskforce For Action On Violence Within Families

ADDRESSING FAMILY VIOLENCE WITHIN PACIFIC FAMILIES AND COMMUNITIES

Programme of Action for Pacific Peoples
2008 and Beyond



Contents

Executive summary ii

1 Introduction 1

1.1 Purpose of the Programme of Action 1

1.2 Violence in Pacific families and communities 1

1.3 The journey 2

2 Operating framework 3

2.1 Overview of *Programme of Action for Pacific Peoples* 3

2.2 Vision, mission and approach 4

2.3 Guiding principles 4

2.4 Overarching goals 5

2.5 Programme of Action works across a number of levels 6

2.6 Research to fill the gaps and strengthen the evidence base 7

2.7 Priority groups 7

2.8 Monitoring 8

3 *Programme of Action for Pacific Peoples* 9

4 Background and context 14

4.1 Situation for Pacific peoples in New Zealand 14

4.2 Contributing factors and important considerations for Pacific communities 17

4.3 Scale and nature of violence in Pacific families and communities 20

References 22

Appendix 1: Pacific Advisory Group 24

Appendix 2: Profiles of seven Pacific groups in New Zealand 25

Appendix 3: Population table 26

Appendix 4: Scale and nature of violence in Pacific families and communities 27

Appendix 5: Support for Pacific families and individuals 31

Appendix 6: The Pacific Islands Families (PIF) study 32

Executive summary

Purpose of the Programme of Action

Pacific peoples make up a significant, diverse and vibrant part of the New Zealand population. The *Programme of Action for Pacific Peoples – 2008 and Beyond* (Programme of Action) is a practical framework for addressing key issues and priorities in relation to violence within Pacific families and communities. The Programme of Action complements and builds on the many positive initiatives and developments that are already in place or underway, including the wider work of the Taskforce for Action on Violence within Families.

Violence in Pacific families and communities

Although recent findings are mixed as to whether Pacific peoples are overrepresented in family violence measures, Pacific communities and others have voiced increasing concern at a perceived escalation of violence in Pacific families (Lievore and Mayhew 2007).

A number of factors may work separately or together to increase the likelihood that a person will perpetrate, witness or experience family violence. For example, the highest rates of partner abuse tend to be found among young, co-habiting adults of low socio-economic status, particularly when they have children. Many Pacific peoples fit this profile.

Pacific peoples often experience significant social and economic disadvantage in New Zealand society, e.g:

- income levels that are among the lowest of all New Zealanders
- under representation[1] in labour market participation statistics and overrepresentation in unemployment statistics
- poor education outcomes
- poor housing and overcrowding
- overrepresentation as victims and perpetrators of violent crime.

Consultation with a range of Pacific peoples identified factors specific to Pacific peoples in New Zealand, e.g:

- the migration experience
- social and cultural factors
- leadership issues
- service delivery issues
- communication issues.

[1] 'Under representation' means, for example, that the proportion of Pacific peoples participating in the labour market is lower than the proportion of Pacific peoples in the New Zealand population.

Programme of action

Operating framework

Vision, mission and approach

The vision for the Pacific Programme of Action is 'Nurturing, strong and vibrant families'.

The Programme of Action's mission is 'To prevent and address violence in Pacific families and communities'.

The Programme of Action takes a strengths-based approach and needs to be driven from within Pacific communities.
It focuses on strategies and initiatives that will have the biggest impact on:

- prevention and early intervention
- protecting victims
- holding perpetrators to account
- changing attitudes and behaviour, and re-establishing relationships and restoring family harmony.

Guiding principles

The following principles underpin the Pacific Programme of Action:

- community driven
- government responsiveness
- connectedness
- cultural alignment
- effectiveness
- robust decisions
- innovation
- prevention and early intervention
- clear, accessible and appropriate communication.

Overarching goals

The overarching goals for the Pacific Programme of Action are:

- leadership
- changing attitudes and behaviour
- ensuring safety and accountability
- effective support services.

Objectives

The Pacific Programme of Action has 12 objectives:

1. Facilitate, implement and maintain strategic engagement of the Taskforce's Ongoing Programme of Action.
2. Facilitate opportunities for dialogue between Pacific leaders and stakeholders and mainstream influencers.
3. Encourage and support Pacific community leaders and influencers.
4. Increase awareness and understanding of the definition, nature, causes and effects of family violence.
5. Facilitate attitudinal and behavioural change in Pacific women so that they more readily report abuse and seek help for themselves or their children when they are victims of abuse.
6. Facilitate attitudinal and behavioural change in Pacific men who are perpetrators of family violence.
7. Ensure Family Violence courts and associated support services are responsive to Pacific peoples.
8. Develop effective processes that facilitate family restoration and re-establishment, where appropriate.
9. Ensure the provision of adequate safety houses and places of refuge for Pacific women, children and other dependants.
10. Develop and implement a workforce plan to increase the number of Pacific peoples working in the family violence sector and support them.
11. Improve the range and capacity of high-quality Pacific family violence prevention and intervention service providers, based on effective good practice models.
12. Improve the effectiveness and outreach of mainstream services to Pacific peoples.

1 Introduction

1.1 Purpose of the Programme of Action

The *Programme of Action for Pacific Peoples – 2008 and Beyond* (Programme of Action) is informed by Pacific communities
and developed by the Pacific Advisory Group[2]. It will provide us with a practical framework as we take up the challenge of tackling violence in Pacific families and its devastating consequences. The Programme of Action aims to address the key issues and priorities in relation to family violence. It sets out the vision, direction and specific actions to drive and support this work. It also provides information and evidence as a context for
the work programme. The Programme of Action complements and builds on the many positive initiatives and developments that are already in place or underway, including the wider work of the Taskforce for Action on Violence within Families.

The Programme of Action is not a static document but will evolve in accordance with community aspirations and needs.

1.2 Violence in Pacific families and communities

Family violence is the most prevalent form of violence in New Zealand. It affects people from all cultures, classes, backgrounds and socio-economic circumstances. It threatens the safety and wellbeing of many families and impacts on how the members of these families participate in society. It creates severe and ongoing personal costs for the people directly affected and significant social and economic costs for society.

However, different communities are influenced by different complex, variable and compounding factors.[3] Any Programme of Action for Pacific families living in New Zealand must reflect:

- the range of stressors related to migration and adaptation to New Zealand society (eg disruption to traditional family structures and support, changes in gender roles, intergenerational conflict, extended family needs)
- attitudes, perceptions and belief systems relating to family violence (including cultural and religious influences)
- a range of socio-economic factors, such as unemployment, low-paid work, overcrowded housing, and English language and literacy needs
- compounding and contributing factors, such as alcohol, drugs and problem gambling.

The essential world view for Pacific peoples is the maintenance of relationships with their faith, the material environment and other people. Family is a critical centrepiece of relationships. Family violence is therefore a significant and often drastic disruption of personal, familial and community health and wellbeing (Counties Manukau DHB 2007).

[2] The Pacific Advisory Group was established to provide strategic advice to the Taskforce for Action on Violence within Families, Family and Community Services and the broader Ministry of Social Development, on their development and implementation of policies, services and initiatives that impact on Pacific peoples in New Zealand. Appendix 1 contains a list of the members of the Pacific Advisory Group.

[3] Moreover, we must remember that the term 'Pacific peoples' masks the diversity of people from various Pacific nations. Although they may share many issues and cultural threads, we need to distinguish between different Pacific nations if we are to identify issues and implement appropriate strategies and solutions.

1.3 The journey

An old man of Polynesia was approached by a man of the world and, after talking for some time, he said to the old man, "So you come from one of the smallest nations in the Pacific". His reply was humble but strong and he said "No! We come from the biggest ocean in the world".

The old man refused to be confined to others perceptions. We draw from our own stories and journeys of hope and success, even amidst failure and the struggle with family violence. We respond as a community even when addressed as individuals. This does not mean removing individual accountability, but it requires collective action to make positive change (Ministry of Social Development 2007).

Our grandparents and parents migrating to New Zealand have had to adapt, and have survived the challenges of maintaining family solidarity in a new land. Our struggle to survive has, at times, come at a terrible cost and the reality is that violence has often been the pay-out to our children and families.

New generations of New Zealand-born Pacific peoples have been affected by external influences and values, and this has often disconnected them from the traditional structures that sustained family and community cohesion in their parents' homeland.

The Pacific family is the lifeline of its members. The concepts of aiga, anau, magafaoa, kaiga, fāmili, lewe ni vale and te utiu are fundamental to the ways of life and being of Pacific peoples. Preservation of Pacific families and its values is the responsibility of every Pacific person. As Pacific peoples, we need to reinforce the unique languages, cultures and histories from Kiribati, Tuvalu, Tokelau, Fiji, Niue, Tonga, Cook Islands and Samoa.

At the same time, we recognise that the face of Pacific in New Zealand is changing and, with that, the way we express our Pacific values. We accept this as part of the journey, provided we actively stay connected to our histories, languages and our values, which honour family relationships that are supportive, nurturing, harmonious and safe.

2 Operating framework

2.1 Overview of *Programme of Action for Pacific Peoples*

VISION
Nurturing, strong and vibrant Pacific families

MISSION
To prevent and address violence in Pacific families and communities

APPROACH
Strengths-based and driven by Pacific communities

GUIDING PRINCIPLES
Community driven government responsiveness connectedness cultural alignment robust decisions effectiveness innovation prevention and early intervention clear, accessible and appropriate communication

LEVELS
Strategic | Operational planning | Grassroots | Universal | National and local | Community | Ethnic-specific

GOALS	OBJECTIVES (SUMMARY)	ACTIONS (SUMMARY)
Leadership	• Strategic engagement • Dialogue between Pacific leaders and stakeholders and mainstream influencers • Support for Pacific leaders	• Develop the Programme of Action • Attend PAG and Taskforce meetings • Monitor trends and undertake research • Develop communications plans to support strong collaboration and to support current and emerging leaders
Changing attitudes and behaviour	• Awareness of the definition, nature, causes and effects of family violence • Pacific women more readily report abuse and seek help • Attitudinal and behavioural change in Pacific men who perpetrate violence	• Develop communications plan and media campaign to change attitudes and behaviour • Facilitate forums and discussions • Evaluate the available services • Identify the needs of different Pacific nations • Develop local initiatives to address gaps
Ensuring safety and accountability	• Responsive support services • Family restoration, where appropriate • Adequate safety houses and refuges	• Ensure Family Violence courts' training and guidelines address Pacific needs, and staff have experience with Pacific peoples • Fund pan-Pacific and ethnic-specific 'stopping violence' programmes • Improve information, processes, safety and use of protection orders by Pacific women • Ensure idea of family restoration features • Ensure safety houses accommodate Pacific families
Effective support services	• More Pacific people working in the family violence sector • High-quality Pacific family violence prevention and intervention service providers • Responsive mainstream services	• Increase the Pacific workforce and provide professional development • Identify effective models and good practice Identify resources for Pacific services • Support strong Pacific organisations • Pilot local initiatives and new approaches • Evaluate responsiveness of mainstream services

2.2 Vision, mission and approach

The foundation for the Programme of Action is the *Framework for Family Violence Prevention in Pacific Families*, which was developed in 2003 as part of the Te Rito strategy[4]. This Framework continues to provide the basis for the work required to prevent and address violence in Pacific families. The vision that Pacific communities identified at that time is still the overarching vision for the Programme of Action: Nurturing, strong and vibrant Pacific families.

The Programme of Action's mission is To prevent and address violence in Pacific families and communities.

To achieve its vision and mission, the Programme of Action's approach is based on Pacific communities' strengths and driven by the communities. It aims to harness strong leadership from within the communities and to help develop future leaders. It focuses on strategies and initiatives that will have the biggest impact on prevention and early intervention, protecting victims and holding perpetrators to account. Changing attitudes and behaviour will be vital, along with re-establishing relationships and restoring family harmony.

Underpinning this approach is the need to:

- challenge belief systems that Pacific peoples condone and reinforce violence in families and communities
- empower families and communities with knowledge, skills and opportunities to use their individual and collective potential productively
- support and strengthen collaborative and innovative initiatives
- support and align up-to-date pan-Pacific and Pacific ethnic-specific based research with policy and programme development.

2.3 Guiding principles

The following principles underpin the Programme of Action:

- **Community driven** – Pacific peoples take responsibility for addressing family violence issues in their communities.
- **Government responsiveness** – Government is committed at a strategic and operational level to work with Pacific communities and others to respond to and address issues of family violence in Pacific communities.
- **Connectedness** – Partnerships, links and effective relationships are forged and maintained between communities, programmes, providers and individuals.
- **Cultural alignment** – Strategies and interventions developed to address family violence recognise and respond to the characteristics and needs of different Pacific peoples.
- **Effectiveness** – Investment is made in programmes and interventions that are known to be relevant, accessible and effective in meeting the needs of Pacific participants.
- **Robust decisions** – Strategies and interventions are designed, developed, delivered and evaluated on the basis of good information, evidence and research.

[4] Action 6 of *Te Rito – New Zealand Family Violence Prevention Strategy 2002* required the Ministries of Pacific Island Affairs and Social Development to develop a strategy to prevent and/or reduce family violence in Pacific communities. The Framework, developed in collaboration with Pacific peoples and other government agencies, was agreed to in principle by the Ministers of Pacific Island Affairs and Social Development in June 2003.

- **Innovation** – Fresh thinking and innovation are valued and required; promising new ideas are encouraged and supported.
- **Prevention and early intervention** – Strategies and interventions address the causes and early manifestations of family violence.
- **Clear, accessible and appropriate communication** – Information is conveyed in ways that are easily understood, accessible and acceptable for all Pacific peoples.

2.4 Overarching goals

The overarching goals for the Programme of Action are aligned with the four fronts central to the work of the Taskforce for Action on Violence within Families: leadership, changing attitudes and behaviour, ensuring safety and accountability, and effective support services.

Leadership

Harnessing the benefits of effective leadership is vital to our efforts to address family violence. At the strategic level, we have focused on working with the Taskforce and others to scope the Programme of Action's strategic direction and identify the priority areas for action. Within Pacific communities, leadership is highly valued and operates both informally and within the formal structures of church and community. Encouraging key leaders to use their influence to promote the message that 'family violence – it's not OK but it is OK to ask for help' and to help change attitudes and behaviour will be crucial to our success. We must also harness and maximise the enormous leadership potential within Pacific youth and invest in leadership development.

Changing attitudes and behaviour

We need to raise awareness, educate and change the way people think and act to reduce society's tolerance of family violence. The process of changing any attitudes and behaviour within Pacific communities that might condone or validate violence within families (even if inadvertently) will be complex and sensitive, and will take time. Pacific belief systems are often bound up with cultural and religious values and traditions and can cause intergenerational conflict.

Ensuring safety and accountability

The systems we have in New Zealand for protection and accountability must work together so we can move swiftly and effectively to keep victims and observers safe, to hold perpetrators of family violence to account, and to help individuals and families to recover. The Programme of Action aims to ensure that these systems work equally well for Pacific individuals, families and communities as they do for other New Zealanders. Currently, for a host of well-documented reasons, Pacific peoples are reluctant to engage with the services and systems in place. These reasons include language and cultural barriers, a lack of awareness of available and free support services, feelings of shame, lack of confidence in processes and a lack of tailored Pacific programmes.

The restoration of families is immensely important to Pacific wellbeing but may be at odds with mainstream approaches to perpetrators and accountability. The Pacific perspectives on family recovery must be woven into responses by our justice sector.

Effective support services

Sustainable, effective services and strong relationships between the government and non-government sectors will improve service capacity, capability and sustainability and responses to individuals and families affected by family violence. To help Pacific peoples access support services, we must:

- build knowledge and awareness about support services
- build trust and confidence that these services will be of help
- ensure there are sufficient Pacific service providers
- ensure mainstream processes and support services are able to engage and deal effectively with the particular needs of different Pacific communities.

2.5 Programme of Action works across a number of levels

At the strategic 'vision' level, the Programme of Action is founded on the 2003 *Framework for Family Violence Prevention in Pacific Families* and is aligned with the wider work of the Taskforce for Action on Violence within Families.

It is underpinned by the values and principles that Pacific peoples hold strong, particularly respect, humility and service, and it will highlight the global socio-economic disparities to be addressed and barriers to be overcome.

At the operational planning level, the Programme of Action has a vision ('nurturing, strong and vibrant families'), four key goals (leadership, changing attitudes and behaviour, ensuring safety and accountability, and effective support services) and a series of objectives, actions and outcomes for each goal.

At the grassroots level, the Programme of Action focuses on:

- strengthening opportunities for collaboration, dialogue and partnerships
- building and sharing information, and promoting best practice
- increasing the capacity of Pacific providers to deliver quality services for Pacific peoples
- identifying gaps (information, funding, delivery)
- encouraging innovation
- getting the messages to Pacific peoples
- effectively engaging Pacific peoples in services
- reducing barriers.

The actions flowing from the Programme of Action will also operate at different levels, e.g:

- universal actions (such as broad-based media campaigns and improvements to the housing stock)
- national and local actions (such as workforce development initiatives)
- community actions (such as leadership development and programme delivery)
- ethnic-specific actions (such as initiatives developed and driven by specific communities for their people).

2.6 Research to fill the gaps and strengthen the evidence base

Currently, there is insufficient robust data about family violence issues for Pacific families.
A recent literature review (Counties Manukau DHB 2007) identified the following gaps:

- useful information to define and place violence in the context of the 'reality' of Pacific families
- accurate statistics for abuse and injury (due to underreporting)
- ethnic-specific data that reflects the diversity across, and even within, Pacific ethnic groups
- cultural diversity, e.g. between people still in the islands, those who migrated and those born in New Zealand
- specialised research workforce that understands the perspectives of Pacific peoples and uses methods that are culturally appropriate and safe (this includes initiatives to enhance the development of a dedicated Pacific research capacity).

We also need information about successful approaches and interventions and best practice examples of working effectively with Pacific peoples or other minority and/or ethnic communities; the effects of absent Pacific fathers, changing family structures and support structures; and immigration integration effects.

A series of information-gathering and knowledge-building activities will inform this work and strengthen the effectiveness of any interventions, and provide a stronger evidence base to support any longer-term strategies.

2.7 Priority groups

The Programme of Action is designed to impact on all Pacific families and communities. However, the following groups require special attention if we are to achieve our overall vision and goals.

- Pacific leaders – Strong leadership is critical to the Programme of Action. Initial work will focus on:
  - leadership at the strategic level to ensure the Programme of Action is developed and owned by Pacific communities and leaders
  - working with Pacific leaders in the churches and wider communities to promote the key messages
  - leadership development, i.e. engaging youth and promoting positive development opportunities, activities and messages.
- Pacific providers – The availability, accessibility and effectiveness of Pacific service providers is critical to the success of the Programme of Action. The Programme of Action will initially focus on:
  - undertaking a stocktake and evaluation of the capacity, capability and scope of current services provision
  - identifying gaps/unmet need and developing strategies to address these
  - identifying workforce development issues (gaps, professional development needs, resources).

- **Pacific women** – Evidence suggests that Pacific women suffer severe consequences from partner violence but are often reluctant to report abuse. Improving the situation for Pacific women is also likely to have a positive impact on Pacific children. The Pacific Islands Families study (see Appendix 6) suggests that Pacific women are also perpetrators in some situations. The Programme of Action will focus on:
  - raising awareness and improving information to Pacific women about their rights, available support services and the consequences of family violence
  - changing attitudes and behaviour to encourage more women to seek help
  - improving parenting education and support
  - better understanding the needs of women from different Pacific cultures
  - improving the capacity and capability of services to assist Pacific women
  - addressing issues around drinking and problem gambling.
- **Pacific men** – Pacific men are responsible for much of the violence in Pacific families. The Programme of Action needs to support activity that responds to some of their distinct offending patterns and issues, e.g:
  - raising their awareness of the consequences of family violence for themselves and their families
  - changing the attitudes and behaviour of Pacific men that result in violence
  - encouraging men to seek help to change behaviour
  - improving parenting education and support
  - better understanding the needs of, and issues for, men from different Pacific cultures
  - improving the capacity and capability of services to assist Pacific men
  - addressing issues around drinking and problem gambling.
- **Pacific youth** – Pacific youth are the future of Pacific communities. Many Pacific young people are flourishing and will make a significant contribution to New Zealand's social and economic wellbeing. We must harness their potential and intervene where necessary with practical and positive solutions.
- **Pacific children** – Pacific children experience unacceptably high levels of abuse and neglect. We expect the Programme of Action actions with other groups, especially women and those responsible for children, and the improvements in service effectiveness and safety and accountability, to have an indirect but considerable impact on the wellbeing of Pacific children. However, children must also be prioritised independently.

2.8 Monitoring

The Programme of Action sets out the objectives and actions for the next five years. The objectives and actions will be included in the Taskforce monitoring report managed by the Taskforce secretariat. Each year, the Taskforce will assess the Programme of Action's overall progress and adapt it to ensure it addresses new opportunities and gaps that
are identified during the course of implementation.

3 Programme of Action for Pacific Peoples – 2008 and Beyond

OVERARCHING GOAL: LEADERSHIP				
Objective	**Actions**	**Expected outcome (evidence)**	**Lead and collaborators**	**Timeframe**
1 Facilitate, implement and maintain strategic engagement of the Taskforce's Ongoing Programme of Action.	1.1 Develop the Programme of Action. 1.2 Hold Pacific Advisory Group and related subgroup meetings.	A practical framework is developed for tackling family violence in Pacific communities that is endorsed and used, and evolves in accordance with need.	PAG	2008/09
	1.3 Participate in the Taskforce and related subgroup meetings.	A collaborative, co-ordinated and strategic approach maximises the use of resources and the effectiveness of systems and service delivery, and aligns with the broader Taskforce work.	PAG	2008/09
	1.4 Monitor trends in violence in Pacific families.	The incidence of family violence is tracked on a national, regional and ethnic-specific basis in annual reports that are based on a compilation of statistical data across sectors.	MSD	2012/13
	1.5 Undertake research that will provide evidential support for longer-term strategies for policies and services: • stocktake all policies and services for violence in Pacific families • identify key findings • identify research gaps to be filled.	A growing evidence based on family violence data, issues and best practice for Pacific peoples better informs and targets investment and maximises successful outcomes.	MSD, MPIA	2009/10
2 Facilitate opportunities for dialogue between Pacific leaders and stakeholders and mainstream influencers.	2.1 Develop and implement a communications strategy to support strong collaboration between government, non-government organisations and Pacific peoples.	Pacific peoples have a united voice and clear direction, with endorsement from key leaders, stakeholders and influencers. There is a collaborative, co-ordinated and strategic approach.	MSD, MPIA	2009/10
3 Encourage and support Pacific community leaders and influencers.	3.1 Develop and implement a communications strategy to support current and emerging leaders.	Pacific communities are actively and consistently involved over the long term.	Taskforce	2009/10

OVERARCHING GOAL: CHANGING ATTITUDES AND BEHAVIOUR					
Objective		Actions		Expected outcome (evidence)	Lead and collaborators	Timeframe
4	Increase awareness and understanding of the definition, nature, causes and effects of family violence.	4.1	Develop and implement a communications plan.	Communities are informed of the resources available to Pacific peoples to develop and deliver programmes. Active, consistent and ongoing involvement within Pacific communities helps change Pacific attitudes and behaviour towards family violence.	MSD / Families Commission	2008/09
		4.2	Identify key community leaders and stakeholders.			
		4.3	Develop tools and key messages and deliver media training.			
		4.4	Facilitate community forums and focus group discussions.			
		4.5	Review media coverage.			
		4.6	Advise on the development and implementation of a Pacific media campaign and other components of the wider Changing Attitudes and Behaviour campaign.	Evaluation of media campaigns and other measures shows the messages are reaching Pacific communities. Extended families and witnesses are more confident to report family violence and get involved.	MSD / Families Commission	2008/09
5	Facilitate attitudinal and behavioural change in Pacific women so that they more readily report abuse and seek help for themselves or their children when they are victims of abuse.	5.1	Develop effective and accessible information (and delivery strategies) for Pacific women about their rights, services to help and the consequences of family violence.	Use of support services by Pacific women is increased (without a corresponding increase in family violence criminal offences for Pacific peoples). Victims seek help at an earlier stage in the abuse cycle.	MSD / Families Commission	2009/10
		5.2	Evaluate the capacity, capability and cultural responsiveness of the services and support available to Pacific women.			
		5.3	Identify specific issues/ needs for different Pacific nations.			
		5.4	Develop and pilot local initiatives to address identified gaps.			

OVERARCHING GOAL: CHANGING ATTITUDES AND BEHAVIOUR					
Objective		Actions	Expected outcome (evidence)	Lead and collaborators	Timeframe
6	Facilitate attitudinal and behavioural change in Pacific men who are perpetrators of family violence.	6.1 Develop effective and accessible information (and delivery strategies) for Pacific men about the consequences of family violence. 6.2 Evaluate the capacity, capability and cultural responsiveness of the services and support available to help Pacific men. 6.3 Identify specific issues/ needs for different Pacific nations. 6.4 Develop and pilot local initiatives to address identified gaps.	Reduced numbers (and proportions) of Pacific men feature in perpetrator statistics (NZ Police and Ministry of Justice). Increased numbers of men self-refer to support agencies. Increase numbers of men participate in the courses.	MSD / Families Commission	2009/10

OVERARCHING GOAL: ENSURING SAFETY AND ACCOUNTABILITY						
Objective		Actions		Expected outcome (evidence)	Lead and collaborators	Timeframe
7	Ensure Family Violence courts and associated support services are responsive to Pacific peoples.	7.1	Ensure Pacific peoples' needs are addressed in the Family Violence courts' specialist training and the National Operating Guidelines.	Justice sector services and systems are used more by Pacific peoples. Pacific peoples use justice sector services earlier, resulting in fewer family violence related deaths and serious incidents.	MOJ	2008/09
		7.2	Recruit Independent Victim Advocates or support person roles in all Family Violence courts who are experienced in successfully working with Pacific peoples.	Responsive and accessible services are made available to Pacific peoples.	MOJ, MSD	2010/11
		7.3	Fund pan-Pacific and ethnic-specific 'stopping violence' programmes for Pacific offenders and respondents.			
8	Develop effective processes that facilitate family restoration and re-establishment, where appropriate.	8.1	Improve the information, processes, safety and use of protection orders by Pacific women.	Pacific women feel informed, confident and safe to take out a protection order if required or to seek the services of a refuge.	MOJ	2012/13
		8.2	Ensure that the Pacific perspectives of family restoration are included in any policy/processes developed.	Pacific families have greater confidence in the justice sector and use it more.		
		8.3	Identify the availability of services that effectively support Pacific perpetrators of family violence and promote family restoration where possible.	Reporting of family violence incidents increases (in accordance with suspected occurrences).		
9	Ensure the provision of adequate safety houses and places of refuge for Pacific women, children and other dependants.	9.1	Ensure existing safety houses and places of refuge accommodate Pacific families.	Refuge use by Pacific women and children is more representative and in line with suspected levels of abuse.	Taskforce	2012/13
		9.2	Establish appropriate safety houses for Pacific families.	Provision of appropriate refuge support that is conducive to the needs of extended Pacific families.		

OVERARCHING GOAL: EFFECTIVE SUPPORT SERVICES				
Objective	Actions	Expected outcome (evidence)	Lead and collaborators	Timeframe
10 Develop and implement a workforce plan to increase the number of Pacific people working in the family violence sector and support them.	10.1 Increase the workforce by 100 full-time positions (or the equivalent) (including five for a co-ordinating mechanism). 10.2 Identify resources to develop and sustain quality Pacific services. 10.3 Provide professional development at all levels of service governance, management and delivery.	Pacific people have more opportunities to access Pacific-delivered services, with improved chances of Pacific people engaging with services and being supported.	MSD	2010/11
11 Improve the range and capacity of high-quality Pacific family violence prevention and intervention service providers, based on effective good practice models.	11.1 Identify existing pan-Pacific and ethnic-specific models of good practice, strong Pacific families and/or successful family violence prevention strategies. 11.2 Develop and distribute good practice models for use by Pacific services and providers. 11.3 Support existing strong Pacific organisations. 11.4 Pilot local initiatives and trial new approaches. 11.5 Identify successful overseas models that might be used with Pacific peoples.	Pacific family violence prevention and intervention services are established, sustainable and effective. A range of services and approaches improve the chances of Pacific people engaging with services and being supported.	MSD	2012/13
12 Improve the effectiveness and outreach of mainstream services to Pacific peoples.	12.1 Evaluate the current provision of mainstream services to Pacific peoples. 12.2 Identify gaps in the responsiveness of mainstream services. 12.3 Identify effective models and good practice.	A wide range of accessible and responsive services are available to Pacific peoples, wherever they live.	MSD	2010/11

4 Background and context

4.1 Situation for Pacific peoples in New Zealand

A profile of Pacific peoples in New Zealand

Pacific peoples make up a significant, diverse and vibrant part of the New Zealand population. 'Residents with a Pacific Island heritage' is one of the fastest-growing population subgroups in New Zealand. In 2006, almost 266,000 people (or 6.9% of the New Zealand population) identified as being of Pacific ethnicity[5] (an increase of almost 2% since 1991). Of New Zealand's Pacific population, Samoan people comprised approximately 49%, Cook Islands Māori 22%, Tongan people 19%, Niuean people 8%, Fijian people 3%, Tokelauan 2.5% and Tuvaluan people less than 1% (Statistics New Zealand 2007).

Just over 59% of Pacific people who responded to the 2006 census had been born in New Zealand. Natural tensions can arise between older, island-born residents or citizens and those who were born in New Zealand. (See Appendix 2 for New Zealand-born and overseas-born data for different Pacific populations.)

The individual island cultures have different migration histories and experiences. People from Tokelau, Niue and the Cook Islands have an automatic right of entry to New Zealand. People from Tuvalu, Fiji, Tonga and Samoa have restricted entry through a permit system. People from Niue, the Cook Islands and Samoa were probably the earliest migrants, coming in the 1930–1950s, followed by the Tokelauan people in the 1960s. The bulk of Samoan migration was in the 1960s and 1970s, while Tongan migration intensified in the 1970s. Fijians have had small groups of people coming through on short-term work schemes, but have had a small established population since the 1960s. Tuvaluan people are the most recent migrants. (Appendix 2 contains more information about New Zealand's seven biggest Pacific populations.)

Pacific peoples in New Zealand are highly concentrated in urban areas, with 92% living in a main urban area of over 30,000 people (73% in Auckland). This is significant for the delivery and capacity of services (see the following section 'Strengths and resilience factors').

Pacific peoples also have a youthful population. In 2006, the Pacific ethnic group had the highest proportion of children (people aged 0–14 years) of all New Zealand's major ethnic groups, at 37.7%. Just under half (48%) of the total Pacific population is aged 19 or under. Of all New Zealanders aged 19 and under, Pacific peoples make up almost 10% (compared with their representation in the total population of 7%). The total Pacific population of 0–14 year olds is projected to increase by 31% by 2016 (comprising 22% of this age group). Increases are expected in Northland, Auckland, Waikato, Bay of Plenty, Hawkes Bay, Manawatu-Wanganui, Wellington, Canterbury and Otago. Only 2% of Pacific peoples were aged 65 years and over in 2006 (Statistics New Zealand 2007).

[5] Ethnicity is the ethnic group or groups that people identify with or feel they belong to. Ethnicity is a measure of cultural affiliation, as opposed to race, ancestry, nationality or citizenship. Ethnicity is self-perceived and people can belong to more than one ethnic group.

Strengths and resilience factors

We must find ways to harness the considerable strengths and attributes of Pacific peoples in our efforts to address family violence in our communities. These strengths include the following:

- **Strong community structures and leaders** – In their recent book *Lives at Risk*, Marie Connolly and Mike Doolan (2007) note that strong social ties and community support systems may lessen the occurrence of child abuse. Pacific communities in New Zealand continue to maintain strong community structures, most notably the church, with highly visible and influential leaders. These structures promote social cohesion and provide support for Pacific families. They also provide an opportunity and mechanism for reaching families needing additional support and for challenging the values and beliefs that may contribute to violent behaviour.
- **Population concentrations** – Remarkably, 92% of Pacific peoples in New Zealand live in a main urban area (73% in Auckland). This concentration helps maintain culture and language and foster cultural pride and a sense of community. It also helps with the delivery and capacity of services. However, the services in these areas therefore need to be adequately equipped (in terms of resources, knowledge and skills) if they are to effectively meet the needs of Pacific communities and clients. Currently, many services are likely to be stretched in this regard. It is also important to remember the Pacific peoples who do not live in these urban clusters.
- **Family is the centrepiece of Pacific wellbeing** – Pacific peoples place enormous value on the idea of family. The notion of family is founded on the extended family form and underpinned by the key values of respect, service, leadership and humility. Preservation of the Pacific family and its values is the responsibility of every Pacific person and a challenge for our communities. This provides a very solid platform for strengthening Pacific wellbeing and eradicating violence where it exists.
- **Natural innovators** – Pacific peoples have shown a great deal of adaptability, flexibility and innovative flair from the earliest migration periods. Many aspects of our heritage are highly visible in mainstream New Zealand culture, and increasing numbers of Pacific peoples thrive in all aspects of New Zealand life – business, the arts, sports and higher education. These qualities will be vital as we seek effective Pacific-driven solutions to combat violence in our communities.

Inequalities and risk factors

The evidence suggests that multiple factors cause violence, and that certain factors occurring together may increase the likelihood that a person will abuse a family member. While family violence can affect all families, New Zealand studies show that the highest rates of partner abuse tend to be found among young, cohabiting adults of low socio-economic status, particularly when they have children (Moffitt et al 2001). As noted above, the Pacific population has a youthful population and significant numbers (62%) live in the most deprived parts of New Zealand. The 2006 New Zealand Crime and Safety Survey (NZCASS) (Mayhew and Reilly 2007) rates Pacific peoples as having a risk of criminal victimisation (including family violence) about one-fifth higher than the average. It is now also widely accepted that violence features in the backgrounds of many perpetrators of family violence. International findings suggest that current adult partners who are violent towards each other are 3–9 times more likely to abuse their own children (Moffitt and Caspi 2003). Violent parents are also likely to normalise violence, or cause behavioural problems for the children concerned.

Pacific peoples continue to experience significant social and economic disadvantage in New Zealand society across a range of indicators. It is important to consider these factors within the context of family violence. *The Social Report 2007* (Ministry of Social Development 2007) highlights the following:

- **Income levels are among the lowest of all New Zealanders** – In June 2006, of all ethnic categories, Pacific peoples had the lowest median hourly earnings. However, Pacific earnings had increased by 15% over the previous nine years, which is the highest increase of all ethnic categories.
- **Underrepresentation in labour market participation statistics and overrepresentation in unemployment statistics** – Between 1986 and 1991, the unemployment rate for Pacific peoples rose from 6.6% to 28%, the highest rate for any ethnic group. However, this rate has since declined more than that of Māori and was 6.4% in 2006 (lower than the rate in 1986). Although employment rates for Pacific peoples have shown a strong recovery since a low point in 1991, Pacific peoples were still less likely to be employed in 2006 (61.6%) than in 1986 (68.4%). In 2006, Pacific peoples had the lowest employment rate of all of the ethnic group categories (although it was very similar to that of Maori and the 'other' ethnic group).
- **Poor education outcomes** – Pacific pre-schoolers have lower rates of participation in early childhood education than any other ethnic group; Pacific school leavers are less likely than any other ethnic group, apart from Māori, to leave with NCEA level 2 or above; and Pacific tertiary students are less likely to be enrolled in degree-level courses than students from the European or Asian ethnic groups.
- **Poor housing due to pressures arising from low disposable income resulting in overcrowding, with a flow-on impact on poor health and education achievement** – Pacific peoples are far more likely to live in crowded households than other ethnic groups. In 2006, 43% of Pacific peoples lived in households requiring extra bedrooms. Pacific peoples were the largest group (37%) of people living in severe crowding situations (i.e. households requiring two or more bedrooms). Unemployed people are more likely to be living in crowded households than those with full-time jobs. Manukau city has by far the highest level of household crowding, with 14% of households requiring one or more extra bedrooms.
- **Overrepresentation as victims and perpetrators of violent crime** – 47% of Pacific peoples had experienced some form of criminal victimisation in 2005, compared with 47% for Māori, 43% for Asians and 37% for Europeans. The high rates for Māori and Pacific peoples is likely to be due, at least in part, to these populations also featuring other risk factors associated with victimisation – for instance, they are more likely to be young, to be unemployed, to be sole parents and to live in more socio-economically deprived areas. In addition, Pacific peoples are overrepresented in perpetrator data. In the 2006/07 financial year, Pacific peoples accounted for 12.1% of all apprehensions by Police for family violence. This is almost double the proportion of Pacific peoples in the total New Zealand population at the 2006 census.

Reducing disparities

Although social and economic disparities do not cause family violence, they increase the risk of violence occurring in families. The Programme of Action acknowledges that improvements in living conditions for Pacific peoples, such as housing conditions and access to health services, will be an important part of the overall vision of 'nurturing, strong and vibrant Pacific families'. The Programme of Action is not designed to tackle these disparities directly,
but the Programme of Action framework refers to specific issues or activities in order to capture their significance within
the context of addressing family violence.

Characteristics and issues for different Pacific groups

Most of the information available, including administrative data and other research, considers Pacific peoples as one group. While Pacific nations share many cultural perspectives and values and there are benefits for Pacific peoples in pooling resources to maximise opportunities and outcomes, there are considerable differences between the individual Pacific nations, including in relation to family violence issues. The Programme of Action has made it a priority to gather further and more robust data and understanding about these distinctions, particularly in relation to providing more effective support services. (Some demographic, social and cultural data for different Pacific populations is provided in Appendix 2).

4.2 Contributing factors and important considerations for Pacific communities

While the Programme of Action draws on statistics and literature, the information and opinion gathered from the Pacific community itself are equally important. The recent focus on family violence issues in New Zealand has led to a great deal of consultation at all levels with Pacific peoples in an effort to improve understanding and find effective ways of moving forward. Consultation with a range of Pacific peoples (including researchers, community members, service providers, church ministers and youth) during the development and implementation of the *Framework for Family Violence Prevention in Pacific Families* and during the development of this Programme of Action identified the following factors that are specific to Pacific peoples
in New Zealand.

The migration experience

- **Changes in traditional family structures and supports** – Migration and adaptation has brought about many changes to traditional family structures and dynamics that are thought to contribute to issues of violence in Pacific families and communities. These changes include the increased number of single-parent households and the absence of fathers or equivalent positive male role models in homes. In addition, the migration of Pacific peoples from island nations and the recent return of older family members back to island nations have led to a breakdown of kinship ties and loss of collective support for Pacific families in New Zealand.
- **Poor preparation and inadequate finances** – Pacific migrants often experience considerable challenges when moving from an island rural setting to, in most cases, an urban New Zealand setting. Many Pacific migrants are also not prepared for the costs of migrating to, and settling in, New Zealand. Financial pressures can be made worse by expectations that they send money to those back 'home' before they have met their own financial needs. Inability to achieve financial independence often means migrants rely on Pacific host families for this support, which can then create financial difficulties for these families.
- **Identity** – Genealogy is central to Pacific peoples. Migration disrupts genealogy and displaces identity, which causes instability within individuals, families and communities.
- **Poor intergenerational communication within families** – Violence in Pacific families can be caused by intergenerational attitudinal differences (particularly between island-born Pacific elders and New Zealand-born Pacific younger people), lack of communication and understanding (particularly between parents and children where each generation's first language is different) and the changing roles of husbands and wives.

Other social and cultural factors

- **Traditional attitudes, values and belief systems** – Pacific peoples and communities are a mix of recent migrants, much older migrants and those born in New Zealand. While the traditional vision of prosperous, healthy families, and the underlying values of respect, humility and service, remain relevant, the challenge is to harness and apply these values in a contemporary New Zealand context. Pacific peoples have raised a number of issues about the role of 'culture' in relation to family violence in Pacific families and have emphasised that any traditional attitudes that validate violent behaviours must be challenged and addressed.
- **Low awareness and high acceptance of family violence** – Many Pacific communities seem to have a limited awareness of the definition, nature and effects of family violence. A certain level of physical violence in families may also be perceived as 'normal' and acceptable under certain circumstances. A lot of discussion is therefore required, along with a range of strategies, to ensure that messages about family violence reach Pacific peoples. Pacific communities must also be able to easily access and engage with services that are comfortable and effective for them.
- **Social stressors** – A number of these stressors have been discussed. Pacific communities confirm that, in their experience, many Pacific families who experience violence also face pressures that impact negatively on their wellbeing, such as inadequate housing, poor health, and low income. Heavy drinking and problem gambling are associated with partner abuse and child neglect in some Pacific families. Considerable anecdotal evidence links these factors with an increased likelihood of family violence in Pacific communities. For example, some older women report experiencing violence from their husbands for the first time and they attribute this to unemployment or low-paid work and diminished self-esteem in their husbands.
- **Youth offenders becoming parents** – The current levels of offending by Pacific youth, and the severity of their offences, are extremely concerning. Pacific people are anxious that this trend will lead to worsening family violence within Pacific communities as these antisocial young people often move into parenthood at a relatively young age. The likelihood of continued cycles of family violence is well documented.
- **Alcohol, other drugs and gambling** – Studies show that there is a co-existent relationship between family violence and addiction disorders. There is also evidence suggesting that, although many Pacific peoples do not drink, those who do drink to excess. Pacific peoples also have the highest rates of gambling and feature as problem and pathological gamblers (Counties Manukau DHB 2007). Although there is limited literature available on the relationship between problem gambling and family violence, there is no doubt that it adds tremendous additional stress to families.

Leadership issues

- **Call for greater ownership and action by Pacific community leaders** – Changing attitudes and behaviour to family violence will only be effective if it is driven from within. This means that we need to use current leaders and leadership structures to promote messages and actively role model strong Pacific families. We also need to develop strategies to harness the leadership potential in Pacific youth.
- **The influence of the church and its leaders** – The church remains a significant influence on Pacific communities in New Zealand, with an estimated 83% of Pacific peoples affiliated to a church (Counties Manukau DHB 2007). Changes in attitudes can be inspired and motivated by leadership from the church and by taking the approach that family violence is counter to the church's teachings.
- **Dispelling current myths** – Current myths about the use of violence can be replaced with alternative ideas as long as they are supported and promoted by leaders in Pacific communities.
- **Leadership development** – Young Pacific people are the future leaders of their communities and the key to the ongoing wellbeing and prosperity of these communities. If young people continue to feature in negative statistics, along with all of the obvious harm this will cause to the individuals and families concerned, it also raises the issue of 'loss of potential future leaders'. A focus on fostering positive youth and leadership development will be a vital component of our Programme of Action.

Service delivery issues

- **Barriers to accessing services** – Barriers that may prevent Pacific peoples from seeking help to address family violence include a lack of awareness of available and free support services, language and cultural barriers, lack of programmes for Pacific protected persons (usually Pacific women), poor understanding of how a programme might help with the upheaval that often accompanies an application process making it difficult for the protected person to focus on their own needs and to commit themselves to a lengthy programme, feelings of shame, lack of confidence in processes, and fear that accessing services may lead to the breakdown of the family (Paulin and Tanielu 2005, Paulin 2003).
- **Pacific provider capacity and capability** – Very few family violence prevention programmes specifically target Pacific communities. Those that do exist are small in scale and cater for specific groups of people. Funding is often considered short term and inadequate for the services these groups are required to provide. The capacity and capability of Pacific provision needs to be significantly boosted if family violence issues are to be tackled effectively in Pacific communities. Further and more robust information is needed about the scale and nature of any gaps to inform future investment. Mainstream programmes with a mixed client base can also work if they are culturally responsive.
- **Not enough focus on prevention** – The majority of services available to Pacific peoples focus on crisis intervention rather than primary intervention. We need to focus more on preventing family violence, in addition to addressing violence after it has occurred. Primary interventions include culturally effective parenting education and support, measures to address poverty in South Auckland and other areas with large Pacific populations, and improved housing and education choices.
- **Pacific peoples being treated as one homogeneous group** – Pacific peoples are often represented as one group. However, the most effective solutions and strategies need to acknowledge and identify the different needs and issues of the individual Pacific populations.
- **Responsive mainstream provision** – Ideally, we want to boost the capacity and capability of Pacific service provision for addressing violence and related concerns in Pacific families and communities. However, Pacific peoples will not always be able to access Pacific services. Therefore, mainstream services must also be able to meet the needs of Pacific clients. Although progress has been made in recent years, much more can be done to make mainstream services more responsive and effective for Pacific peoples.

Communications issues

- **Getting the message to Pacific communities** – Changing attitudes and behaviour will only happen if the critical messages get through to the right people and have the desired effect. Universal media campaigns must reach Pacific audiences and we must be able to evaluate their effectiveness. Written material and courses will only reach a certain sector of Pacific communities. Strategies that use personal connections, such as familiar family service workers or trusted professionals, are likely to reach more people and be more effective.
- **Using appropriate language** – However the message is delivered, sufficient attention must be paid to taste, tone, terminology and dialect, to ensure that the messages are acceptable and to encourage interest and participation. Using narrative and traditional forms to reinforce key messages may be helpful.

4.3 Scale and nature of violence in Pacific families and communities

Although recent findings are mixed in relation to whether Pacific peoples are overrepresented in family violence measures, Pacific communities and others have voiced increasing concern at a perceived escalation of violence in Pacific families (Lievore and Mayhew 2007). It is extremely difficult to accurately measure family violence because of the complexities and sensitivities involved. Although high levels of underreporting are suspected across the board, this seems to be a particular problem in some communities, including Pacific communities.

The following information has been brought together from a range of sources, including official administrative data (such as Police, Child Youth and Family, and Ministry of Justice statistics), socio-economic data indicating risk or protective factors, administrative data from other sources (such as Women's Refuge and Age Concern), relevant survey findings and qualitative information. (Appendix 4 provides more detailed information about Pacific peoples and the different types of family violence.)

A summary of recent evidence

- The latest Crime Survey (Mayhew and Reilly 2007) concludes that Māori and Pacific peoples have risks about one-fifth higher than the average of criminal victimisation, including family violence.
- Pacific women who have experienced family violence report that it is often severe and ongoing, with a high impact on children.
- Some studies have shown that female victims would rather protect their male partners (and perpetrators) than seek medical help for physical injuries (Koloto 2003).
- Pacific peoples accounted for 12.1% of all apprehensions by the Police for family violence over the 2006/07 financial year. This is almost double the proportion of Pacific peoples in the total New Zealand population at the 2006 census. Almost half (43.8%) of apprehensions of Pacific peoples took place in Counties Manukau.
- Despite being overrepresented in some of the criminal statistics on family violence, Pacific peoples seem less likely to seek protection orders than some other groups. During 2003–2007, Pacific peoples only made up around 5% of applicants and 9% of respondents (where the ethnicity was known).
- During 2002–2006, hospital admission rates for children aged 0–14 years and young people aged 15–24 for injuries arising from assault were highest amongst males, Māori, Pacific peoples, and those living in the most deprived areas. Injury hospitalisation rates for Pacific children in Auckland during 1996–1999 were higher than for any other ethnic group.
- In 2001, Child, Youth and Family recorded that 646 Pacific children and young persons had been victims of abuse (emotional, neglect, physical, sexual or several of these). This represented 10.2% of the total number of clients recorded. In 2006, this rose to 1913 (15.4% of the total number of clients recorded).
- The proportion of Pacific women (8%) using refuge services in 2006 reflects the representation of Pacific peoples in the general New Zealand population (7%). However, the proportion of children (6%) is lower than the proportion in the general population (ie 10% of those aged 19 and under). Anecdotal evidence suggests that Pacific women are very reluctant to report abuse and use mainstream services and that these figures under represent the level of need.
- There are anecdotal reports of high levels of violence against the elderly in Pacific communities.

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Appendix 1: Pacific Advisory Group

Membership List

Emeline Afeaki-Mafileo

Dr Tagaloa Peggy Fairbairn-Dunlop

Hilda Fa'asalele

Molly Fiso

Pefi Kingi

Namulau'ulu Maria Levi

Chris Mene

Moka Ngaro – *resigned March 2008*

Peseta Betty Sio

Kitiona Tauira – *resigned May 2007*

The late Josef Tomasi – *resigned May 2007*

Rev Nove Vaila'au – *resigned February 2008*

Fa'amatuainu Tino Pereira, facilitator

Appendix 2: Profiles of seven Pacific groups in New Zealand

Population/demographic, and social and cultural data for New Zealand's seven largest Pacific populations

Pacific group in NZ	Population/demographic data										Social and cultural data						
	Compared with NZ's total Pacific population in 2006 of 265,974		Increase in population 2001–2006		Median age[1]	Born in NZ		Population living in Auckland[2]			Able to hold everyday conversation in Pacific ethnic group's language			Affiliated with a religion[3]		Formal educational qualification (secondary school or post-school)[4]	
	No.	%	No.	%		No.	%	No.	%	2001[5]	No.	%	2001[5]	No.	%	No.	%
Samoan	131,100	49	16,083	14	21	77,247	60	87,003	67	n/c	77,109	63	–4	105,903	86	48,147	69
Cook Islands Māori	58,011	22	5,442	10	19	41,886	73	34,776	60	n/c	9,075	16	–2	38,082	70	16,443	55
Tongan	50,478	19	9,763	24	19	27,693	56	40,140	80	n/c	28,186	61	+1	42,813	90	16,041	64
Niuean	22,473	8	2,325	12	20	16,275	74	17,667	79	+20	5,190	25	–	14,739	70	7,035	60
Fijian	9,861	4	2,820	40	24	4,251	44	5,847	59	+1	2,676	29	–1	7,779	82	4,995	82
Tokelauan	6,819	3	615	10	19	4,626	69	3,462	51	–2	2,505	40	–	5,514	86	2,145	63
Tuvaluan	2,625	1	660	34	20	954	37	2,109	80	–3	1,635	71	n/c	2,316	96	732	59

Source: Statistics New Zealand

Notes

[1] Half of the population are older than this age and half are younger. By comparison, the median ages for the total Pacific and New Zealand populations are 21 years and 36 years, respectively.

[2] For Tokelauans, this refers to the population living in Wellington.

[3] The majority of the population for each Pacific group who affiliate with a religion affiliate with a Christian religion (ie Samoan = 98%, Cook Islands Māori = 96%, Tongan = 98%, Niuean = 96%, Fijian = 87%, Tokelauan = 98%, Tuvaluan = 97%).

[4] The comparable figures for the total Pacific and New Zealand populations are 65% and 75%, respectively.

[5] Percentage point change since 2001 (n/c = no change; – = no information available).

Appendix 3: Population table

Pacific peoples born in New Zealand and overseas at 2006 census (numbers and percentages)

Pacific ethnic group	Born in New Zealand		Born overseas		Not elsewhere included		Total
	No.	%	No.	%	No.	%	
Samoan	77,244	58.9	52,173	39.8	1,680	1.3	131,097
Cook Islands Māori	41,886	72.2	15,177	26.2	948	1.6	58,011
Tongan	27,693	54.9	21,729	43.0	1,056	2.1	50,478
Niuean	16,272	72.4	5,679	25.3	522	2.3	22,473
Fijian	4,251	43.1	5,505	55.8	105	1.1	9,861
Tokelauan	4,626	67.8	2,088	30.6	105	1.5	6,819
Tuvaluan	954	36.3	1,626	61.9	45	1.7	2,625
Other Pacific peoples	3,165	49.6	3,153	49.4	60	0.9	6,378
Total Pacific peoples	176,091	59.1	107,130	39.3	4,521	1.6	265,974

Source: Statistics New Zealand. (www.stats.govt.nz/products-and services/table-builder/2006-census-tables/default.htm)

Notes

[1] Percentages may not add up exactly to 100 due to rounding.

[2] All cells in this table have been randomly rounded to base 3 (this accounts for any small differences in totals / percentages. between appendix 2 and appendix 3).

[3] Kiribati data is not included in this table as the profiles focus on data relating to the seven largest Pacific populations.

[4] Total responses have been used (ie one person can give more that one response for ethnicity) which means that the population totals may not add up the same as they would for the total numbers of people included.

Appendix 4: Scale and nature of violence in Pacific families and communities

Pacific communities and others have voiced increasing concern at a perceived escalation of violence in Pacific families. In a recent report on the scale and nature of family violence in New Zealand, Lievore and Mayhew (2007) note that there are mixed findings as to whether Pacific peoples are, or are not, overrepresented as perpetrators and victims of family violence. Some data sources show similar levels of family violence to those for New Zealand Europeans, or lower levels than for Māori.

Intimate partner violence (IPV)

Anecdotal evidence suggests that Pacific women are reluctant to report abuse or injury and, when they do, their situation is usually more severe or urgent. Cross-cultural studies have found a consistent correlation between the status of women and the prevalence and severity of partner abuse (Ministry of Health 2002). The migration experiences of Pacific peoples are thought to have markedly influenced IPV in some Pacific communities. Western social and religious values and beliefs have eroded traditional protocols that once protected women from abuse, including beliefs about the appropriate role of women (and the place of children) in family and society and the traditional exercise of authority and decision making (in which women had been significant participants). For people living in extended family situations, the impact of IPV is likely to extend beyond a couple and children and have a more wide-reaching effect.

The Pacific Islands Families study (see Appendix 5) is providing information about the experience of IPV among Pacific peoples in New Zealand. Interviews with the parents of one-year-old and two-year-old infants found that IPV is common for many Pacific couples and consistent with rates reported for other New Zealand groups. Mothers are as likely as fathers to perpetrate and be victims of this violence. Patterns of reporting were different between mothers and fathers and between Pacific ethnic groups (Paterson et al 2007). Physical abuse by the mother's father was the only statistically significant risk factor from childhood parenting history that was independently associated with severe physical perpetration and victimisation within the mother's current IPV (Paterson et al 2007).

- In the New Zealand National Survey of Crime Victims 2001 (which included a booster sample of 700 Pacific people), lifetime levels of partner violence, irrespective of gender, were the same as for New Zealand Europeans, although refusals to answer the question were marginally higher. One-year (2001) levels of victimisation were not statistically robust enough to permit any comparisons with other ethnic groups. Pacific women disclosed over double the rate of IPV as men.
- Women's Refuge statistics for 2006 show that, of the 16,738 women using their services, 1,339 (8%) were Pacific women. These figures are believed to underrepresent the prevalence in the population, reflecting reported cases only.
- In a study of women seeking emergency care at a paediatric or adult emergency care department, 20% of Pacific women screened positive for IPV in the previous year, virtually the same as for the sample as a whole. The lifetime prevalence of almost 32% for Pacific women was lower than the overall rate of 44% (Koziol-McLain et al 2004).

- Around 6% of applications for protection orders are made by Pacific peoples, although key informants say this underrepresents the real need, as Pacific peoples tend to deal with domestic violence privately and, in some parts of Pacific cultures, there is an acceptance of violence and male dominance that works against seeking protection.
- Pacific men in the Auckland and Wellington regions were overrepresented in 2004 apprehensions for 'male assaults female'. In the Auckland region, they were also overrepresented in apprehensions for other domestic assaults. From February to May 2005, Pacific peoples were overrepresented in apprehensions for family violence in Christchurch.
- Qualitative research among 34 Pacific women living in New Zealand who were victims of family violence suggests that it is often severe and ongoing and has a high impact on children.
- Some studies have shown that female victims would rather protect their male partners (and perpetrators) than seek medical help for physical injuries (Koloto 2003).

Child abuse and neglect

- Injury hospitalisation rates for Pacific children in Auckland from 1996 to 1999 were higher than for all other ethnic groups.
- In a study of young offenders, Pacific youth were more likely than Pākehā or Māori to report that they had often been given a severe thrashing, smacked or hit with a strap within the family (Maxwell et al 2004). This is consistent with research showing that some Pacific people view some forms of physical punishment as a legitimate way of disciplining children, although they recognise that there is unacceptable behaviour that exceeds discipline, particularly if based on uncontrolled anger (Counts 1990).
- The proportion of Pacific children assessed as having been abused following referral to Child, Youth and Family is consistent with their representation in the child population.
- In 2004, Pacific peoples were overrepresented in apprehensions for assaults on children in Auckland and Wellington.
- Pacific peoples in the Auckland region are likely to be overrepresented in apprehension figures for assault on a child, male assaults female, and domestic assaults. For example, in 2004, Pacific peoples in Auckland were more than twice as likely to be apprehended for an assault on a child in the Auckland region as their proportions living in the Auckland region would suggest (42% compared with 16%). This increases to four times as likely in Wellington (32% compared with 8%) (Paulin et al 2005, Paulin and Tanielu 2005).

Elder abuse and neglect[6]

The number of Pacific people aged 65 years and older in New Zealand is expected to increase by more than 400% by 2051 (Ministry of Health 2002),[7] with increasing numbers living to 85 years or older (Statistics New Zealand 2002). Based on current trends, this population growth will bring a corresponding increase in the number of older Pacific people living with and being cared for by their families. Currently, about half of all older Pacific people live in extended family households (Ministry of Social Development 2002).

[6] Much of this information comes from the Ministry of Health's *Family Violence Intervention Guidelines: Elder Abuse and Neglect* (2007).

[7] There will be considerable regional differences. By 2021, for example, it is projected that the proportion of Pacific people aged 65 years and older will be 8.5% in Counties Manukau, 6.5% in Auckland, and 4.9% in the Capital and Coast area.

Older Pacific people's income is low compared with the rest of the population, particularly for the many who were born overseas and do not meet the residential criteria for New Zealand Superannuation. Inability to access New Zealand citizenship can limit older Pacific people's income and affect their property ownership, living arrangements and independence. In addition, Pacific families need to stretch scarce resources to meet the demands of everyday living, as well as customary obligations.

In many Pacific families, the role and place of Pacific older people or elders continue to be critical to the physical, mental and spiritual wellbeing of the nuclear and extended family. A predominant Pacific world view is that disrespectful conduct towards older people is a violation of the protocol and etiquette that governs relationships.[8]

What do we know about Pacific peoples and elder abuse?

Research on elder abuse in Pacific families in New Zealand is limited, as it is generally. An elder abuse and neglect prevention programme for older Pacific people in Auckland called TOA Pacific (Treasured Older Adults) provided information for the Ministry of Health's guidelines on elder abuse and neglect (published in 2007), which found that:

- Pacific older people living in extended family households, and in particular women and those with chronic illness, may be at greater risk of being abused. Stress factors that can contribute to abuse are often symptoms of wider social, cultural and environmental influences such as poor health status, inadequate or overcrowded housing conditions, low income, and cultural differences between generations or between island-born and New Zealand-born family members (Fanslow 2002).
- Intergenerational tensions can arise in Pacific families when the culturally based attitudes and values of island-born family members differ from those of their New Zealand-born children or grandchildren. Misunderstandings or disagreements can occur, for example, over budget management, child-rearing practices, respect for elders and cultural protocols and practices.
- Traditionally, older family members have been cared for by their family and within the extended family structure. Caring is seen as a responsibility and duty and can result in a reluctance to ask for help (Huakau and Bray 2000). Anecdotal information suggests that Pacific people can be especially reluctant to report abuse or injury (M Hamani and TOA Pacific, personal communications, 2004 and 2003). Embarrassment and shame, fear of community scrutiny or extended family distress are common reasons why abuse of older people is kept private and therefore unreported. These factors pose a barrier to Pacific families seeking and receiving support from health services.
- Fear that family information will be revealed will also inhibit Pacific elders from disclosing abuse. Many Pacific families live in relatively small and tight-knit communities, and personal interactions (whether through family, village, island, church or social connections) play a large part in the way that information is communicated.
- Financial abuse or neglect and emotional abuse are more frequently observed categories than physical abuse or sexual abuse, which is rarely identified (M Hamani and TOA Pacific, personal communications, 2004 and 2003). An issue in financial neglect is the cultural emphasis on giving to others, which can result in older people habitually giving beyond their means. A further issue occurs where influential family members override an older individual's decisions relating to property or finance.

[8] The degree of complexity of protocols varies between Pacific ethnic groups, but there are two primary concepts that define appropriate behaviour and language that are common to most Pacific peoples: 'Piri'anga Tau Teta'i ki Teta'i, Fekau'aki, Fe-hagaiaga, Na veiwekani, Va Fealoaloa'i, Va fakafeagai' (interpersonal and interdependent relationships); and 'Fa'aaloalo, Vaerua 'Akangateitei, Feveitokai'aki, Fakalilifuaga, Na veirokorokovi se veidokai, Fakaaloalo' (respect).

Male offenders

Some family violence studies reveal information about male offenders. The following common features of violent abusers were identified by Duituturaga in a Pacific study (1988):

- usually male
- has been abused himself
- moved from home to home or put in foster care
- has low self-esteem
- unemployed
- always afraid and full of guilt
- has a drinking problem
- experiences uncontrolled feelings of anger
- lacks support from family members.

Some male respondents spoke of needing help but not knowing where to go (Duituturaga 1988:115, cited in Hand et al 2002:76):

… *if there was someone I could go to who would understand me as a Pacific Island man and the pressures on me in this society, I would not hesitate to go to that person. Sometimes it is just a matter of talking things over because if I talked to my family and friends, they would see me as a failure.*

This same man also said:

As a Pacific Island man, I only know how to deal with things that I am not happy about by exploding and getting it out of my system – then I am fine again.

Families

The evidence suggests that some Pacific families prefer to manage family violence matters privately rather than seek external support. This behaviour may prioritise the perpetrators' needs and thereby condone the violence (Koloto and Sharma 2005). It also means that Pacific peoples are unlikely to be accurately reflected in any available data and to access the services and supports available to help.

Alcohol, other drugs and gambling

Studies show that there is a co-existent relationship between family violence and addiction disorders. The Auckland alcohol surveys between 1990 and 1998 showed that 59% of Pacific peoples consumed alcohol (below the national average of 87%). However, the average amount drunk per occasion was significantly greater for Pacific people (4–9 drinks compared with 2–4 drinks for the general population). Studies further indicate that the drinking practices of Pacific people are informed by kava drinking practices.

There is limited data relating to patterns and prevalence of drug use in Pacific communities. However, Pacific peoples have been identified as one of the groups of users and traffickers of methamphetamine.

Pacific peoples express much concern about the negative impact of gambling on their communities. Studies published in 1991 by Abbott and Volberg validate these concerns. Prevalence rates for Pacific peoples were six times higher than for Māori, and Pacific peoples featured highly as problem and pathological gamblers (16% and 15% respectively). A study on the impact of gambling in Manukau city also revealed worrying trends for Pacific peoples. A range of associated issues were also raised (eg in relation to the financial pressures of fulfilling obligations to the church and family). Although there is limited literature available on the relationship between problem gambling and family violence, there is no doubt that it adds tremendous additional stress to families.

Appendix 5: Support for Pacific families and individuals

Support required

The Ministry of Justice (1998) studied 34 victims of violence in Pacific families, representing the six main Pacific ethnic groups. The findings identified key areas of need for Pacific victims of family violence, including the need to:

- provide safety and housing for victims and their children
- acknowledge that, while family violence is unacceptable, victims may view it as culturally appropriate in their own families
- provide appropriate programmes aimed at eliminating domestic violence that involve the Pacific male offenders
- financially support victims and their children once they decide to leave abusive and violent relationships
- provide appropriate counselling services and support from Pacific service organisations or Pacific staff in Victim Support agencies
- provide advice and appropriate information on victims' legal rights and the types of support systems and mechanisms offered by agencies in the criminal justice sector.

Appropriateness of support services

The results of the Ministry of Justice study (1998) suggest that a range of services are required to meet the needs of Pacific victims of crime. The study also found that the nature and seriousness of the crime impacted on the needs of victims and how they sought help. Other key findings include the following:

- The most effective forms of informal support, used by 59% of participants, were 'family', 'family and friends' and 'friends'.
- A lack of information on the different types of formal support services available to participants meant that formal support services were not generally used.
- The most frequently used formal support services were Victim Support, medical centres or emergency departments in hospitals, and Pacific service providers.
- Participants would like to have received more information on support services and the legal justice system.
- More than half of the participants recommended increased provision of, and access to, Pacific social services, and more Pacific staff who could speak their language.

The results also revealed the need for improved services by the Police in three areas:

- the availability of the Police to attend the crime scene
- the need for the Police to respond promptly when a crime is reported, particularly in cases of family violence
- the need for the Police to keep victims informed about the progress of their cases.

Appendix 6:
The Pacific Islands Families (PIF) study

The Pacific Islands Families (PIF) study is a major longitudinal study that follows a cohort of approximately 1,400 Pacific children born in 2000 at Auckland's Middlemore Hospital, and their families. Now into its fifth year, the PIF study is providing data on the wellbeing of Pacific families, and valuable experience for new researchers.

The study aims to provide information on Pacific peoples' health, including the cultural, economic, environmental and psychosocial factors considered to be important influences on child health and development and family functioning. It also aims to provide information on factors that, individually and interactively, influence positive and negative child, parent and family outcomes over time. A third aim is to provide information that will set quantifiable targets for Pacific people's health.

The information was obtained by interviewing mothers six weeks after the birth of the infant, and again when the child was aged 12 months and 24 months. Additional data was gathered from paternal interviews at 12 months and 24 months and from hospital and Plunket records.

The next phase, entitled Pacific Islands Families: Transition to School, is underway, with children's development and wellbeing at ages four years and six years being assessed. The main aim is to provide information about pathways to a successful transition to school for Pacific children.

This study is very significant for Pacific people as it was the first study of its kind in the world that focused on Pacific children's health and development and socio-cultural context and is providing opportunities for Pacific researchers.

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