Report on monitoring and evaluation activity in New Zealand across the family violence sector

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1 Introduction

The Taskforce for Action on Violence within Families (Taskforce) was established in June 2005 to lead and co-ordinate interagency action to address family violence, including the abuse and neglect of children and older persons.

The Te Rito definition of family violence¹ used by the Taskforce means that its remit includes the provision of advice on ways to address all forms of family violence, including intimate partner violence, child abuse and neglect, and elder abuse. Family violence is defined as:

‘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/whānau include:

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

The role of monitoring, research and evaluation

Ongoing monitoring, research and evaluation activities are part of the cycle (Figure 1) of public service management that uses a ‘managing for outcomes’ approach to initiatives.

Figure 1 Public service management framework


A mix of monitoring, research and evaluation activities is required to ensure government decision making is evidence based. Formal evaluations are needed since without them it is impossible to determine not only whether the public service is 'doing the right things', but also whether it is 'doing them right'.

This report

This report contributes to the Taskforce’s Programme of Action (POA) 2012/2013 by describing current monitoring and evaluation across the family violence sector.

The terms of reference for the Report are to:

- ‘describe current conceptual frameworks
- describe current monitoring and evaluation practices
- identify gaps and improvements so that evaluation activities help ensure that services we invest in have the greatest possible impact.’

Applicable conceptual frameworks are referred to throughout the report.

Monitoring involves ‘the recording of the occurrence of a condition over time’. The focus in this report is on monitoring activity that is being conducted by the Taskforce, through other related work programmes (such as Better Public Services), or government agencies individually or in jointly with others.

Evaluation requires the systematic assessment of an initiative against a set of objectives or criteria. The OECD defines evaluation as:

‘the systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process …’

The following framework (Figure 2) sets out the six main steps in evaluation practice and standards for effective evaluation. It was developed to guide public health professionals in using programme evaluation, but it has wider application to the evaluation of all sorts of initiatives. Evaluators have a role in each step.

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Evaluation is closely related to, but distinguishable from more traditional social research because it takes place within a political and organizational context.\textsuperscript{5} Selected family-violence related social research activities (such as literature reviews, population surveys, research relevant to understanding the aspirations and needs of specific population groups (such as Māori, Pacific, refugees) are also included.

‘Current’ in the context of monitoring and evaluation practices has been interpreted to mean relevant activities from 2010 onwards, including planned activities.

2 Recent monitoring activity

2.1 Introduction

This section describes the work undertaken to date by the Taskforce towards the development of a set of indicators for monitoring family violence and some complementary work being undertaken by the NZ Family Violence Clearinghouse and the Family Violence Death Review Committee.

2.2 Choice of indicators for monitoring purposes

A set of 14 family violence indicators was developed in 2011 as a first step in regular reporting back to the Taskforce to monitor the level of family violence in New Zealand. The indicators were selected to help answer three key questions about the extent and impact of family violence (Table 1). No targets were set.

\textsuperscript{5} \url{http://www.socialresearchmethods.net/kb/inteval.php}
<table>
<thead>
<tr>
<th>Question</th>
<th>Indicators</th>
<th>Data holder</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Are the major outcomes of family violence changing: getting more or less severe?</strong></td>
<td>Recorded homicide offences that are family-violence related</td>
<td>NZ Police</td>
</tr>
<tr>
<td></td>
<td>Number of hospitalisations for assault on women aged 15-50 years by family members</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td></td>
<td>Substantiations of child abuse</td>
<td>Child, Youth and Family</td>
</tr>
<tr>
<td><strong>Are the incidents of family violence increasing or decreasing year by year across all communities?</strong></td>
<td>Number of recorded offences that are family-violence related</td>
<td>NZ Police</td>
</tr>
<tr>
<td></td>
<td>Number of prosecuted charges for male assaults female by outcome (convicted, discharged without conviction, not proved, other)</td>
<td>Ministry of Justice</td>
</tr>
<tr>
<td></td>
<td>Number of family violence apprehensions according to seriousness (serious assaults, common assaults, threatening behaviour)</td>
<td>NZ Police</td>
</tr>
<tr>
<td></td>
<td>Number of applicants granted temporary protection orders</td>
<td>Ministry of Justice</td>
</tr>
<tr>
<td><strong>Is there specific evidence of reduced tolerance of violence and behaviour change in families across all communities?</strong></td>
<td>Percentage of respondents who want to act in a particular situation (e.g. If a child tells you they often see their parents hitting each other)</td>
<td>Attitudes, values and beliefs about violence within families: 2008 survey</td>
</tr>
<tr>
<td></td>
<td>Percentage of respondents who agreed with the statements addressing attitudes towards aggression as natural</td>
<td>Attitudes, values and beliefs about violence within families: 2008 survey</td>
</tr>
<tr>
<td></td>
<td>Number of self-referrals to Age Concern Elder Abuse and Neglect Prevention Services</td>
<td>Age Concern New Zealand</td>
</tr>
<tr>
<td></td>
<td>Number of self-referrals to Relationship Services of clients who identify violence as a major issue</td>
<td>Relationship Services New Zealand</td>
</tr>
<tr>
<td></td>
<td>Percentage of young people witnessing violence in the home in the last 12 months</td>
<td>National Youth Health and Wellbeing Survey (2007), University of Auckland</td>
</tr>
<tr>
<td></td>
<td>Who victims of a partner offence told about the offence</td>
<td>NZCASS 2006</td>
</tr>
<tr>
<td></td>
<td>Reasons for not reporting partner offences to the Police</td>
<td>NZCASS 2006 &amp; 2009</td>
</tr>
</tbody>
</table>

Time series data for each indicator provide a snapshot of family violence.⁶

2.2.1 **Key messages**

Overall there was no sign at the time of the indicator development work (May 2011) of a reduction in prevalence of family violence. The trend over the last few years had shown increased recorded family violence offences, increased prosecutions, and increased convictions for family violence. This was attributed to growing community awareness of family violence and decreased community tolerance, changes in Police recording practices, and greater awareness of family violence within Police.

The Police data to 2011 indicated the rate of family violence offences had leveled off, which was a distinct and sustained change.

Raised awareness and decreased tolerance had increased help-seeking by perpetrators, victims and witnesses of family violence.

2.2.2 Looking forward

The Families Commission is leading the next phase of the development of the family violence indicators for the Taskforce. The Taskforce intended that with each iteration of the indicators we would have a more cohesive picture of the levels of family violence in New Zealand.

The Families Commission has contracted the NZ Family Violence Clearinghouse (NZFVC) to lead this work. The focus of this work is on administrative data sources – namely that collected by the Ministries of Health, Justice, Social Development (CYF) and the Police. The project will also include:

- consultation and a literature review with recommendations for a theoretical definition of family violence
- description of the purpose and definition of an indicator (brief literature review)
- description of data requirements for an indicator (literature review)
- consultation and analysis of data pathways to produce data maps
- assessment of the viability of data from these sources to serve as indicators of family violence
- recommendations for a minimum dataset to guide family violence data collection (from the literature review and assessment of data sources) and
- recommendations for further work to produce family violence indicators.

A final report is due at the end of May 2013.

2.3 Complementary activity

2.3.1 New Zealand Family Violence Clearinghouse

The NZFVC published three updated data summaries containing publicly available statistics on family violence deaths,7 violence against women,8 and children and youth affected by family violence.9

While the summaries include annual figures over time, the NZFVC stresses that the figures should not be used as indicators of the incidence of family violence in the population since they are drawn from administrative and service data that are dependent on reporting and recording practices.

The NZFVC is currently updating these data summaries and developing two new data summaries on sexual violence.

2.3.2 Family Violence Death Review Committee

Established in 2008, the Family Violence Death Review Committee (FVDRC) reviews, reports and monitors trends over time of family violence deaths, with a view to reducing family violence morbidity and mortality.

The FVDRC’s Terms of Reference define a family violence death as:

‘The unnatural death of a person (adult or child) where the suspected perpetrator is a family or extended family member, caregiver, intimate partner, previous partner of the victim, or previous partner of the victim’s current partner.’\(^{10}\)

Their definition excludes suicides, assisted suicide (based on pact), death from chronic illness resulting from sustained violence and accidental deaths related to family violence incidents.

The FVDRC definition differs from that used to produce New Zealand Police statistics and the figures on ‘recorded homicide offences that are family-violence related’ in the Taskforce’s Family Violence Indicators Report.\(^{11}\)

The reporting of family violence deaths based on different definitions led the NZFVC to conclude that ‘the data cannot be used to comment on trends in the occurrence of family violence over time.’\(^{12}\)

3 Recent evaluation & social research activities

3.1 Introduction

This section sets out NZ government-funded, in-house/commissioned family violence prevention evaluation and social research projects resulting in reports finalised since 2010.\(^{13}\)

The projects were located through requests to members of the project team, and through searches of NZ government websites.

3.2 Evaluations

Seven recent evaluation reports were located via project team members or website searches of initiatives in the NZ family violence prevention sector (Table 2).\(^{14}\)


\(^{13}\) A stocktake of MSD’s in-house/commissioned family violence prevention evaluation and research projects over the period 2000 – January 2009 was undertaken by its Centre for Social Research and Evaluation (CSRE) in 2009.
All seven projects appear to have originated from government agencies’ individual work programmes rather than through Taskforce POAs.

Six of the seven were commissioned from independent evaluators. Three were funded by the Ministry of Social Development (MSD), two by Te Puni Kōkiri, and one each by the Ministry of Health and NZ Police.

Table 2  Recent evaluation reports of initiatives in the NZ family violence prevention sector

<table>
<thead>
<tr>
<th>Initiative type</th>
<th>Initiative name</th>
<th>Prevention level</th>
<th>Evaluation type</th>
<th>Funder</th>
</tr>
</thead>
<tbody>
<tr>
<td>It’s not OK activity</td>
<td>Vic Tamati’s <em>It’s not OK</em> school assembly presentations</td>
<td>primary</td>
<td>implementation</td>
<td>MSD</td>
</tr>
<tr>
<td>Police initiated intervention</td>
<td>Police safety orders</td>
<td>secondary</td>
<td>implementation</td>
<td>Police</td>
</tr>
<tr>
<td>programme for victims</td>
<td>Violence Intervention Programmes (VIPs)</td>
<td>secondary</td>
<td>implementation</td>
<td>MoH</td>
</tr>
<tr>
<td>interagency initiative</td>
<td>Family Violence Interagency Response System (FVIARS)</td>
<td>secondary-tertiary</td>
<td>implementation &amp; progress towards short-term outcomes</td>
<td>MSD</td>
</tr>
<tr>
<td>service for victims</td>
<td>Safe@home</td>
<td>tertiary</td>
<td>formative</td>
<td>MSD</td>
</tr>
<tr>
<td>programme for victims</td>
<td>Te Whakaruruhau Māori Women’s Refuge programmes</td>
<td>tertiary</td>
<td>implementation &amp; progress towards outcomes</td>
<td>TPK</td>
</tr>
<tr>
<td>programme for offenders (and their partners and children)</td>
<td>Te Whare Ruruhau o Meri Trust’s Recidivist Offenders Programme (ROP)</td>
<td>tertiary</td>
<td>implementation &amp; progress towards outcomes</td>
<td>TPK</td>
</tr>
</tbody>
</table>

1 = Report finalised since 2010
2= Where ‘primary’ = preventing violence from occurring in the first place, ‘secondary’ = identifying violence early and intervening immediately, and ‘tertiary’= preventing violence from reoccurring.

Four evaluation projects were of individual family violence prevention programmes: three of programmes for victims and one of a programme for recidivist offenders. The other three were of an *It’s not OK* activity, a Police initiated intervention - Police Safety Orders, and of an interagency initiative designed to more effectively manage cases of family violence reported to the Police (FVIARS).

One of initiatives was aimed at the primary prevention level (i.e. preventing violence from occurring in the first place), two at the secondary level (i.e. identifying violence early and intervening immediately), one at the secondary-tertiary level, and three at the tertiary level (i.e. preventing violence from reoccurring).

All seven evaluations focused on implementation and/or progress towards outcomes of initiatives. None evaluated long-term outcomes.

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14 In addition, the Ministry of Justice commissioned an evaluation of new court services for victims of sexual violence, some of which were victims of family violence. See Paulin J & Carswell S. (2012) *Court Services for Victims of Sexual Violence: Phase 2 Evaluation*. Report for the Ministry of Justice (unpublished).
The two Te Puni Kōkiri funded evaluations were based on small samples but nevertheless contribute to the limited evidence base of ‘what works for Māori.’ The evaluations were of ‘Effective Interventions’ initiatives that were part of a Programme of Action for Māori (PoAfM). The implementation and progress towards outcomes of these programmes were evaluated through a kaupapa Māori lens.

Four of the seven evaluations were of relatively new initiatives. For example, Police Safety Orders were introduced on 1 July 2010 and the evaluation was conducted the following year. Of the two oldest initiatives, one was of the Violence Intervention Programmes, implementation for which began around 2005 and the other was of an It’s not OK activity, the Campaign for which began in 2007.

All seven evaluations produced ‘promising findings’ supportive of Government’s investment in the initiatives under investigation. The reports also made recommendations/suggestions for improvement/extension (see Appendix 1 and evaluation reports for more information).

### 3.3 Literature reviews

Five recent government-funded literature reviews were located of family violence related topics (Table 3, Appendix 2).

**Table 3** Recent¹ literature reviews of topics in the family violence prevention sector

<table>
<thead>
<tr>
<th>Topic</th>
<th>Funder</th>
</tr>
</thead>
<tbody>
<tr>
<td>Safety of subsequent children - international review.</td>
<td>Families Commission</td>
</tr>
<tr>
<td>Safety of subsequent children – focus on Māori children and whānau</td>
<td>Families Commission</td>
</tr>
<tr>
<td>Culture and family violence in Pacific communities in NZ</td>
<td>MSD</td>
</tr>
<tr>
<td>Culturally appropriate interventions for intimate partner violence in ethnic communities</td>
<td>MWA</td>
</tr>
<tr>
<td>Community-based domestic violence interventions</td>
<td>Dept of Corrections</td>
</tr>
</tbody>
</table>

¹ = Report finalised since 2010

### 3.4 Other social research

Appendix 3 gives some information about some other NZ government funded social research reports on family violence or family violence related topics published since 2010. Please note that the list does not include academic theses and may not be comprehensive.

Three of the recent reports, funded by Family and Community Services (FACS) in MSD were related to research for the It’s not OK Campaign for Action on Family Violence.

### 4 Monitoring and evaluation underway or planned

#### 4.1 Introduction

This section draws together monitoring and evaluation activities that are underway or planned within family violence prevention sector, including high priority government programmes (including Vulnerable Children, Whānau Ora, and Better Public Services) whose outcomes align with those of the Taskforce and would be expected to combine for collective impact towards the elimination of family violence in NZ.
4.2 It’s not OK Campaign

Ongoing monitoring and evaluation activities are embedded in the It’s not OK Campaign for Action on Family Violence.

The Campaign’s goals are to reduce society’s tolerance of family violence and change people’s damaging behaviour within families. Launched in 2007, the ongoing Campaign is taking a multi-layered integrated social marketing approach.

4.3 Better Public Services programme

The monitoring of progress towards two of the Better Public Services (BPS) targets complements the family violence indicators work (section 2.2).

In 2012, the Government set 10 ‘stretch’ targets for the public sector to achieve by 2017. The two targets of most relevance to the work of the Family Violence Taskforce are:

- halt the rise in children experiencing physical abuse and reduce current numbers by 5%.
- reduce the violent crime rate by 20%.

Progress towards targets is being monitored over the five years, with the results being published on an ongoing basis.

In the first year to June 2012, the number of children experiencing substantiated physical abuse actually rose by 96 (Figure 4). This was not unexpected in the short term since actions taken to raise awareness of child abuse may lead to increased reporting of child assault (and increased numbers of children found to have experienced physical abuse).

15 Other justice sector targets are reduce the crime rate by 15%, reduce the youth crime rate by 5%, and reduce the re-offending rate by 25%.

16 The number of children experiencing substantiated physical abuse is being measured on a yearly basis for the year to June. In the year to June 2012, this number increased to 3,182 compared to 3,086 in the year to June 2011.
Figure 4  Number of children who experienced substantiated physical abuse each year

![Graph showing number of children experiencing physical abuse](image)

Source: [www.ssc.govt.nz](http://www.ssc.govt.nz)

Violent recorded crime fell by 7% in the first year of the monitoring period (Figure 5). About half of all violent crime in New Zealand is family violence.\(^\text{17}\)

### 4.4 Vulnerable Children

Child abuse and neglect is included within the Te Rito definition of family violence, and within the Taskforce’s remit.

The Children’s Action Plan\(^\text{18}\) sets out the Government’s evolving plans to address the needs of vulnerable children who are at risk of harm. The intention is for the Plan to be a living one and for it to be re-published after any updates.

Monitoring, research and evaluation activities extracted from Plan that are underway or planned are reproduced below in chronological order:

- Assess international best practice competency approaches and their potential for application in New Zealand (first six months) p9
- Commission an independent review of the existing Child, Youth and Family complaints processes (first six months) p12
- Track and monitor high-risk offenders and people subject to Child Abuse Prevention Orders through the Vulnerable Kids Information System (by end of 2014) page 10
- Evaluate mentoring schemes (by end of 2015) p11
- Monitor and review the process and promotion of scholarships (by end of 2015) p11
- Monitor any recommended changes arising from the review of complaints processes (by end of 2016) p12
- Monitor satisfaction with the best practice complaints systems for Child, Youth and Family (by end of 2016) p12
- Evaluate the implementation of the vulnerable children’s legislation (by end of 2017) page 2

• Evaluate safe information-sharing protocols, systems and access (by end of 2017) page 4
• Evaluate the Children’s Teams (by end of 2017) page 5
• Monitor and improve the effectiveness of vetting and screening, and new standards and competencies for the children’s workforce (by end of 2017) page 9
• Monitor and report on the impact of new legislation restricting the activities of people who pose a high risk to children (by end of 2019)

Some other monitoring and evaluation activities might also be expected to occur although they are not specifically mentioned in the plan. For example, ‘a national public awareness initiative to let everyone know that child abuse and neglect will not be tolerated and child welfare is everyone’s responsibility’ (by end of 2014) would be expected to have monitoring and evaluation activities built into it. Another example would be in relation to the action to ‘ask children in care what they believe can be improved’ (by end of 2013).

4.5 Whānau Ora

Whānau Ora is an inclusive approach to providing services and opportunities to all families in need across New Zealand. It empowers whānau as a whole – rather than focusing separately on individual family members and their problems – and requires multiple government agencies to work together with families rather than separately with individual relatives. Its anticipated long term outcomes include ‘whānau living healthy lifestyles’19 away from violence.

Ongoing monitoring, research and evaluation activities are being undertaken to gauge the success of the design, implementation and impact of Whānau Ora.

• Monitoring of indicators (derived from administrative and survey data) are showing that some positive signs of change for whānau are occurring through Whānau Ora.20
• Action research is underway to gather information about whānau expectations and experiences of services and providers, the results of which will be used to inform the future development of Whānau Ora.
• A developmental evaluation was conducted in 2011/2012 of how the Whānau Integration, Innovation and Engagement (WIIE) Fund was contributing to whānau transformation.21
• A formal programme evaluation is expected to be commissioned to look at the broader success of the Whānau Ora approach in terms of its design, implementation and impact.

4.6 Social Sector Trials

A cross-agency evaluation of the Social Sector Trials is currently considering:

• whether the Trials made a significant contribution to achieving the outcomes in each location

21 Research Evaluation Consultancy Limited (2012) Whānau Integration, Innovation and Engagement Fund. Developmental Evaluation Report. Accessed at http://www.tpk.govt.nz/_documents/Te-Puni-Kokiri-response-to-RadioNZ-Q1A.pdf Transformational outcomes were evident for some whānau when planning and implementation processes was done well. Many whānau, including those with complex needs or those who are high users of services who have completed whānau plans had identified clear steps to education and employment and implemented these without further funding.
opportunities found when implementing the programme
whether the Trials have led to a better system of service delivery
the similarities and differences between the two Trial lead approaches (NGO and individual)
the barriers to implementation.

Evaluations of the establishment and implementation of the trials have revealed some promising findings around the ways in which community-based organisations are working together towards improved outcomes for young people. The third (and final) evaluation report assessing progress towards outcomes is expected this year.\(^{22}\)

5 Gaps and improvements

5.1 Introduction

There has been a considerable amount of research on family violence in New Zealand and the knowledge base is thought to compare favourably with that in many comparator countries.\(^{23}\) However, more work is needed to be done.

This section identifies some knowledge gaps and makes some suggestions for improvements in relation to data for monitoring trends, and research and evaluation activity.

5.2 Gaps

5.2.1 Data for monitoring trends

While we have sufficient family violence data to be certain that family violence remains one of our most pressing social problems,\(^{24}\) our data on trends in family violence continue to be poor.\(^{25}\) Where national data exists, it needs to be able to be disaggregated into demographic groups – such as age groups, gender, ethnicity, region etc.

The work undertaken by the NZFVC for the Families Commission will have recommendations for the ways forward in this area. The Taskforce will be briefed on this report later in the year.

An issue that will need to be addressed soon is whether the three questions (in Table 1) continue to be used to guide the development of the indicators or whether an outcomes framework be used as the basis for future work. (An outcomes framework is also being developed as part of the Taskforce’s 2012/13 Programme of Action.)

5.2.2 Evaluation gaps


Recent evaluations of family violence prevention initiatives have assessed the establishment, implementation and/or progress towards outcomes (Table 1 and Appendix 1). None evaluated longer term outcomes (such as perpetrators re-offending rates after one year).

The evidence base of ‘what works for Māori’ is quite limited. According to Te Puni Kōkiri, part of the reason for this is that ‘while there has been intermittent support for locally designed, developed and delivered programmes in New Zealand, these are often regarded as experimental and somehow of lesser quality than large scale imported programmes, and therefore not funded to the point that evaluation can be rigorously undertaken.’

Although the research and evaluation activities linked with Whānau Ora are expected to build the evidence base of ‘what works for Māori’, there is still likely to be a gap in knowledge about how Māori experience ‘mainstream’ family violence prevention initiatives. More attention needs to be paid to ensuring that evaluations of such initiatives use appropriate methodologies for Māori and include Māori participants in sufficient numbers.

The evidence base of ‘what works’ for Pacific peoples, Asian, and other ethnic minority groups in this area is quite thin. The same is true for younger and older people and those with disabilities.

The tendency has been to focus evaluation effort on new family violence prevention programmes or initiatives rather than on those that have been operating for several years.

5.2.3 Data and research gaps

Many of the data and research gaps Drs Lievore and Mayhew identified in 2007 still exist. Among their observations were:

‘More is known about some forms of family violence than others. The largest and most robust body of information is on intimate partner violence (IPV). Within this, physical and sexual abuse (especially against women by male partners) is better covered than non-physical violence, such as psychological or financial abuse. The other main gaps are as follows:

- relatively little empirical research on the extent and nature of elder abuse and neglect
- little on family violence against people with disabilities
- a lack of substantial information on children’s and adolescent’s violence against parents
- little information on violence in some family forms: stepfamilies, or in lesbian, gay, bisexual and transgender relationships.’

5.3 Improvements

5.3.1 Choosing what gets evaluated

Professor Sir Peter Gluckman, the Prime Minister’s Chief Science Advisor, has highlighted the importance of ensuring that programmes are effective over the long term and in the New Zealand context.


However given the cost, strategic choices need to be made as to what gets evaluated within the NZ family violence prevention sector.

The selection criteria need to be made explicit. In the context of public sector evaluation generally, Cook (2004) suggested a mix of criteria that included consideration of:

- ‘the basis on which the programme has been funded – if on a pilot basis only then continued funding should be conditional upon a positive evaluation
- the significance of the policy or programme to wider government policies; and
- whether public comment suggests that there are significant issues associated with implementation of policy in the area.’

The evaluation focus of NZ family violence prevention initiatives in recent years appears to have been on evaluations of the implementation of initiatives (or on whether we are ‘doing them right’). Less attention has been paid as to whether we are ‘doing the right things’ towards elimination of family violence, and in the right combination.

While NZ tends to invests in new initiatives on the basis that they have worked successfully elsewhere, their effectiveness among NZ populations (especially among Māori) still needs to be determined through strongly designed outcome evaluations.

Also, it is suggested that a critical review be undertaken to determine whether NZ is providing the right balance of family violence prevention initiatives from a range of perspectives – for example, from an ecological perspective (society, community, institutions, family & friends, individual) and a prevention perspective (primary, secondary, tertiary).

While not all family violence prevention initiatives can or should be evaluated, they should still be subject to monitoring.

The Families Commission will soon have a new legislative mandate to deliver robust independent monitoring, evaluation and research in the social policy sector. A new Social Policy Evaluation and Research Unit (SuPERU) has been created within the Families Commission to deliver this new mandate.

It is expected that SuPERU will deliver evaluations of complex programmes of work delivered across multiple government agencies, taking a strategic approach to understanding the value of investment in social policies and the impact of multiple, different projects on overall programme outcomes. It will support the effective use of research resources to provide sound evidence on major public policy questions.

SuPERU will also be seeking to set written standards and protocols for the quality of the government’s research and evaluation work. As part of this drive for quality, SuPERU has established a cross agency network of experts in evaluation including academics and community researchers in the Social Science Research Network.

5.3.2 Improving utilisation of evaluation findings and sharing of lessons learned

It is suggested that more use could be made of evaluation findings, thereby ensuring that the policy or programme that is the subject of the evaluation has the greatest possible impact. The ‘lessons learned’ from the evaluation are also likely to have wider application.

Several factors have been identified from the literature as being likely to influence the degree of use of evaluations of NZ family violence initiatives, including:

- evaluator credibility
- report clarity
- report timeliness and dissemination
- disclosure of findings
- impartial reporting and
- changes in the initiative or operational context.\(^{29}\)

The author of this report noted instances of where the fieldwork for an evaluation had occurred over a year prior to the publication date, suggesting that the reporting may not have been timely or the report held up in the publication process. One of the evaluation reports is unpublished which may have inhibited its use.

In order to gain optimal use from evaluations in the sector it is suggested that more attention needs to be paid to the dissemination of evaluation findings using tailored communication strategies that take different stakeholders’ needs into account. Little evidence was uncovered of the use of such strategies (such as the production of an implementer-specific summary of the evaluation findings). Rather, it seemed that a single evaluation report was expected to meet the combined needs of initiative funders/decision-makers, developers, implementers, and users alike.

*Use of ‘suggestions for improvement' and ‘lessons learned'*

Most of the recent evaluation reports located included sections containing ‘suggestions for improvement' and/or ‘lessons learned'.

It is suggested that more leverage could be gained from these sections. If not already done so, work could be undertaken to determine the extent to which the ‘suggestions for improvement' have been implemented, and if not, the reasons should be documented.\(^{30}\)

In regards to ‘lessons learned', it is likely that a variety of complementary communication processes - especially interactive face-to-face communication - are needed to enhance their uptake by intended users.

The inclusion of a ‘lessons learned' section in evaluation reports is encouraged since it:

- ‘allows other practitioners to learn from previous experience and avoid ‘reinventing the wheel'’
- helps stakeholders at different levels understand the relevance of other activities and achievements, thus improving collaboration and co-ordination and
- informs decision-makers to help avoid common mistakes and help promote a more enabling environment.\(^{31}\)

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30 For example, the FVIARS evaluation report identified the need for the development of a result-based database to better test whether findings indicative of positive short-term outcomes were real.
Since ‘lessons learned’ have wider application than the initiative that is the subject of a particular evaluation, there may also be merit in developing a repository of ‘lessons learned’ from evaluations in the sector and an analysis conducted of these for recurring themes.

It is suggested that the MSD Family Violence Unit, SuPERU and the NZFVC work together on this, as well as on building the evidence base.

5.3.3 Requiring the development of intervention logic models

Intervention logic models set out how an initiative is expected to contribute to intended outcomes. Typically a model includes inputs, outputs, and short, medium and long term outcomes. It may also include assumptions.

All six recent evaluations were of initiatives for which intervention logics appeared to have been developed as part of the initiative design or planning phase. This was pleasing to note. However, this situation does not appear to exist for all initiatives within the NZ family violence prevention sector.

For example, Baker (2011) observed that few providers of domestic violence prevention programmes for offenders had a clearly articulated programme logic that linked problem conceptualisation to intervention implementation. This had made it difficult for facilitators and participants to understand how the programme was expected to achieve the intended outcomes and ultimately undermined programme integrity.

Evaluators can assist in the articulation of intervention logics for initiatives for which these have not yet been developed. The process may help make improvements to an initiative’s design.

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## Appendix 1 Recent evaluations of family violence prevention initiatives

<table>
<thead>
<tr>
<th>Evaluation funder</th>
<th>Subject of the evaluation</th>
<th>Subject description</th>
<th>Evaluation type &amp; findings</th>
<th>Reference</th>
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<tbody>
<tr>
<td>MoH</td>
<td>Violence Intervention Programmes (VIPs)</td>
<td>VIPs seek to reduce and prevent the health impacts of violence and abuse through early identification, assessment and referral of victims presenting to District Health Board (DHB) emergency, maternity, child health, sexual health, mental health and alcohol and drug services.</td>
<td>A 96 month follow-up audit of VIP implementation found that all DHBs had achieved the benchmark target score for both partner abuse and child abuse and neglect intervention programmes at 30 June 2012. All DHBs were found to have VIP systems in place – including a dedicated VIP coordinator position - to support an efficient, safe response to those experiencing partner abuse and child abuse and neglect. However, while programmes were doing well overall, the evaluation also found there was still significant work to do in some DHBs to complete implementation of the Ministry’s Family Violence Intervention Guidelines: Child and Partner Abuse, roll out VIP to all designated services increase service delivery by trained staff, and improve cultural responsiveness. The evaluators were of the view that improved leadership, coordination, quality monitoring and evaluation activities were required to enhance programme integration and inter-sectoral collaboration.</td>
<td>Koziol-McLain J and Gear C. (2013) Hospital Responsiveness to Family Violence: 96 month follow-up evaluation. ISSN 2230-6374 (Online). Accessed at [<a href="http://www.google.co.nz/url?sa=t&amp;rct=j&amp;q=&amp;esrc=s&amp;frm=1">http://www.google.co.nz/url?sa=t&amp;rct=j&amp;q=&amp;esrc=s&amp;frm=1</a> &amp;source=web&amp;cd=1&amp;ved=0C C4QFjAA&amp;url=http%3A%2F%2Fwww.health.govt.nz%2Fsystem%2Ffiles%2Fdocuments%2Fpublications%2Fvip-evaluation.pdf&amp;ei=vR9vUbzf Ls3xIftyoGwBA&amp;usg=AFQj CNHabnHjeCt0qY05TC6a0M x8V1ZqSw&amp;bvm=bv.453680 65.d.dGl]</td>
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<tr>
<td>MSD</td>
<td>Vic Tamati’s <em>It’s not OK</em> school assembly presentations</td>
<td>The <em>It’s not OK</em> Campaign for Action on Family Violence is taking a multi-layered integrated social marketing approach. The Campaign has four core components: mass media, community action, communications and resources, and research and evaluation. The Campaign’s goals are to reduce society’s tolerance of family violence and change people’s damaging behaviour within families. The presentation is designed to encourage participants to adopt non-violent attitudes and behaviours.</td>
<td>The case study evaluation is part of ongoing research and evaluation to support the Campaign. Twenty nine people (teachers, students etc.) from three colleges provided feedback on his presentation. A high degree of similarity was found across participants and case study sites. The majority of participants reported a high degree of satisfaction with Vic’s presentation. Also of note was the extent to which students were able to recall and understand the three primary Campaign messages. Further, participants agreed that Vic had utilised an optimal degree of imagery to engage his audience. Of interest, students attributed this level of engagement to their ability to recall the Campaign messages and being inspired to engage in a variety of attitude and behaviour changes. Despite a high level of satisfaction with the presentation, participants made a number of suggestions for possible improvement. Many of these were thought to be able to be easily accommodated by positioning Vic’s assembly-style presentations within a suite of family areyouok.org.nz/files/Up</td>
<td>Roguski M &amp; Chauvel F. (2010) <em>Vic Tamati: A case study evaluation of the family violence ‘It’s not OK’ Campaign</em>. (Unpublished report)</td>
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<tr>
<td>MSD</td>
<td>Family Violence Interagency Response System</td>
<td>Introduced in 2006, the Family Violence Interagency Response System (FVIARS) is an interagency initiative designed to more effectively manage cases of family violence reported to the Police. The model operates according to guidelines for each individual agency’s responsibilities around the initial response to an event, post event assessment, risk response planning, and coordinated cross-sector support for victim empowerment, child safety, and offender management and accountability. FVIARS case management teams comprising representatives from three core agencies - Child, Youth and Family (CYF), the National Collective of Independent Women's Refuges (NCIWR), and the Police – meet regularly throughout the country to assess risk in reported cases of family violence, to plan responses and to monitor cases.</td>
<td>Some promising findings emerged from an evaluation of the development, implementation and progress towards outcomes of FVIARS at four case study sites - Dunedin, Kaikohe, Manurewa and Takapuna. FVIARS was found to have improved relationships between agencies, allowed for adaptability to local conditions, promoted efficient use of agency resources, and enabled a more accurate picture of individual cases and assessment of risk of further violence. Whilst some of the findings were indicative of positive outcomes for victims and offenders, the evaluators also identified the need for developing a result-based database to better test these outcomes.</td>
<td>Carswell S, Atkin S, Wilde V, Lennan M, Kalapu L. (2010). Evaluation of the Family Violence Interagency Response System (FVIARS): Summary of findings. Wellington: Centre for Social Research and Evaluation, Ministry of Social Development. Accessed at <a href="http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/evaluation/family-violence-interagency-response-system/index.html">http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/evaluation/family-violence-interagency-response-system/index.html</a></td>
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<td>MSD</td>
<td>safe@home</td>
<td>The safe@home pilot project is a collaboration between shine*, an Auckland-based NGO, and the Avondale Police. The safe@home service is delivered by shine* to victims of domestic violence identified as being at high risk from repeat victimisation. The service enables victims and their children to stay in their own homes, minimise disruption to their lives and avoid the cost of permanent relocation. In addition to the range of professional support services and referrals shine* already provides to the victims of domestic violence, safe@home provides:  - a safety audit of the victim's home by the project coordinator  - a security upgrade of the house where necessary  - monitored personal alarms where appropriate  - cell phones (for dialling 111) for household members where needed. The New Zealand Fire Service arranges a visit after the security upgrade to carry out a fire safety check, check or install smoke detectors, and develop an escape plan for the homes.</td>
<td>This report presents the findings of a formative evaluation of the safe@home project. This is the first time such an initiative had been carried out in New Zealand, and therefore the project was a “concept test”. The evaluation was designed to answer questions about the implementation of the service, not address the effectiveness of the project, although victims' self reports of their safety and wellbeing before and after the security upgrades were collated and analysed. Victims participating in the safe@home project were not interviewed for the evaluation.</td>
<td>Martin J &amp; Levine M (2010) Safe@home Evaluation. Wellington: Ministry of Social Development. <a href="https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/evaluation/safe-at-home/evaluation-of-the-safe-at-home-project.html">https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/evaluation/safe-at-home/evaluation-of-the-safe-at-home-project.html</a></td>
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| NZ Police         | Police safety orders      | Police safety orders (PSOs) were introduced on 1 July 2010 and provide NZ police officers with an additional option when dealing with family violence incidents. PSOs are intended to provide a ‘cooling down’ period, removing the perpetrator (or ‘bound’ person) from the scene of a family violence incident and providing persons at risk with the time and space to seek support (for example to develop a safety plan, access support services, or apply for a protection order). | A formative evaluation of PSOs conducted in 2011 focused on their early implementation with a view to identifying any possible process improvements. Overall, PSOs were found to have been well received by both police and the community and were generally being executed as intended, strengthening the range of responses available to police when dealing with family violence incidents. Process improvements identified through the evaluation included the need for:  
• further training for police and court staff to enhance their ability to explain in simple terms the purpose of PSOs to bound individuals and persons at risk, and to assist staff deal with breaches  
• consistency of Police practice re completing the PolFVIR risk assessment on site  
• clearer guidelines in the Family Violence Policies and Procedures manual around how the risk assessment should inform the decision of whether or not to issue a PSO  
• more streamlined administrative processes for the recording of breaches  
## Evaluation of Te Whakaruruhau Māori Women’s Refuge

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<tr>
<td>Te Puni Kōkiri</td>
<td>Te Whakaruruhau Māori Women’s Refuge programmes</td>
<td>Te Whakaruruhau Māori Women’s Refuge was formed over 25 years ago. It provides ‘by Māori for Māori’ services – including refuge accommodation, counselling and education - to Māori women and their tamariki in the Hamilton, Te Awamutu, Bombay, South Waikato and Hauraki rohe.</td>
<td>An evaluation, guided by a Kaupapa Māori research methodology, was undertaken to determine to extent to which agreed outcomes were achieved with the additional funding. The perspectives of a small number of Refuge clients and stakeholders contributed to the positive evaluation findings, including some positive outcomes for the two clients interviewed. The additional funding was assessed to have made the difference between the Refuge operating in ‘crisis mode’ and enabling it to take a systematic approach to reducing the cycle of violence through the provision of a quality service.</td>
<td>Haar J (2011) <em>He Pūrongo Arotake: Te Whakaruruhau Māori Women’s Refuge. Evaluation Report: Te Whakaruruhau Māori Women’s Refuge.</em> Wellington: Te Puni Kōkiri. Accessed at <a href="http://www.TePuniK%C5%8Dkiri.govt.nz/mi/print/our-publications/publications/addressing-the-drivers-of-crime-for-M%C4%81ori/">http://www.TePuniKōkiri.govt.nz/mi/print/our-publications/publications/addressing-the-drivers-of-crime-for-Māori/</a></td>
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<td>Te Puni Kōkiri</td>
<td>Te Whare Ruruhau o Meri Trust’s Recidivist Offenders Programme (ROP)</td>
<td>Te Whare Ruruhau o Meri Trust is an Auckland-based approved provider of domestic violence services. It runs a Recidivist Offenders Programme (ROP) for some of Auckland’s most recidivist offenders and has the challenging aim of reducing their offending behaviours. It uses a kaupapa Māori delivery model and Te Kawa o Te Marae as the basis for therapy with the men, and their partners and tamariki. ROP’s intervention logic goes like this: ‘If offenders use the new skills to communicate better with their whānau, then their relationship with their whānau will improve’ and ‘If the relationship with the offender’s whānau improve, then the likelihood of domestic violence incidences occurring with either reduce or stop.’ Te Whare Ruruhau o Meri used some additional funding under the Effective Interventions Initiatives programme to help deliver the ROP to 14 men and their partners and children.</td>
<td>Prior to the evaluation the ROP had already been identified by NZ Police as a successful intervention that positively impacted on the re-offending rates of offenders and provided services that assisted participants to strengthen their communication skills. The evaluation provided further evidence that ROP was supporting participants and their whānau to help make some positive changes in their lives.</td>
<td>Parata K (2011) <em>He Pūrongo Arotake: Te Whare Ruruhau o Meri. Evaluation Report: Te Whare Ruruhau o Meri.</em> Wellington: Te Puni Kōkiri. Accessed at <a href="http://www.TePuniK%C5%8Dkiri.govt.nz/mi/print/our-publications/publications/addressing-the-drivers-of-crime-for-M%C4%81ori/">http://www.TePuniKōkiri.govt.nz/mi/print/our-publications/publications/addressing-the-drivers-of-crime-for-Māori/</a></td>
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## Appendix 2 Recent literature reviews of family violence related topics

<table>
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<tr>
<th>Funder</th>
<th>Focus of the review</th>
<th>Findings</th>
<th>Reference</th>
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| Families Commission        | This literature review was a response to the Minister for Social Development and Employment’s request that the Families Commission undertake an “international literature review about parents who lose custody of children through a care and protection intervention who then have additional children who may be at risk … [with particular focus on] … what could be done with these families to prevent additional children coming into these families and being put at risk while the parents are still addressing their complex issues”. The review considered:  
  • what assists families overcome their complex issues so that subsequent children are not at risk  
  • what can be done to prevent subsequent children coming into families (while parents are still addressing their complex issues). | The review identified only one study where the key variable was that a family had a subsequent child removed from their care.  
Related literature (studies of complex families, studies of high-risk or vulnerable infants, recurrent child maltreatment research and reviews of child deaths and serious maltreatment incidents) suggests a range of principles of effective practice for working with such families; addressing the family’s full range of issues (including parental issues) before subsequent children enter the family may be ‘key’. | Kerslake Hendricks A & Stevens K (2012) *Safety of Subsequent Children. International literature review.* ISSN 1178-1289 (Online) |
| Families Commission        | A separate review of selected literature on the needs of Māori whānau who had had previous children removed by Child, Youth and Family (CYF) was carried out to complement the review of the international literature (see above) | None of the literature dealt directly with the needs of whānau who have had a child removed from their care.  
The review found that reduction of child maltreatment, including opportunities for maltreatment to occur within whānau who have already had a child removed, starts from Te Pae Mahutonga - a Māori model of whānau wellness - and an acknowledgement of Māori aspirations. The review calls for system responsiveness alongside the resourcing of Māori cultural supports and solutions.  
This literature review was undertaken to inform the development of *Nga Vaka o Kāiga Tapu: A Pacific Conceptual Framework to Address Family Violence in New Zealand*. It also sets a research agenda for the Pacific Advisory Group.

The review sought information in four areas:
- ethnic-specific perceptions of and cultural beliefs on family violence
- concepts that promote the wellbeing and ‘sacredness’ of ethnic-specific/Pacific people
- contemporary influences on families, impacts of family violence on family members and communities, relationship between culture, religion, social norms and family violence, migration, inequalities and identity.
- information about family violence within the homelands of the seven ethnic groups (Cook Islands Māori, Fiji, Niue, Samoa, Tokelau, Tonga, Tuvalu).

To quote the review: ‘Context is critical in forming explanations of violence in ethnic-specific families. ... In the absence of relevant context, the meanings of concepts and principles upon which protective factors are premised become lost to other interpretations.’

The review noted a significant paucity of relevant literature in most areas - for example, the complete lack of literature or critical research that focuses on understanding the conditions under which family violence enters the family, and the cultural pathways taken to restore the harmony and wellbeing in the family. The review went on to develop a research agenda of topic areas for study through a multi-disciplinary lens.

Over 255 publications from 2001-2009 were included in the review.

Few evaluation studies of the effectiveness of domestic violence programmes were found. At best programmes (whether based on the Duluth power & control approach or a cognitive behavioural approach) appeared to have a weak positive impact on recidivism rates.

Findings from research on other interventions with general offenders suggest that the most effective interventions are consistent with the principles of risk, needs and responsivity.

Treatment effectiveness is enhanced when programmes maintain treatment integrity.

Some groups of domestic violence offenders may have additional needs and/or responsivity issues such as difficulties with motivation, serious mental illness, personality disorders and substance abuse.

The review noted the weak positive impact on recidivism rates of domestic violence offenders within a risk, needs and responsivity framework.
<table>
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<tr>
<th>MWA</th>
<th>The literature review focused on current research on culturally appropriate interventions for intimate partner violence in ethnic communities, encompassing prevention, services for victims and treatment for offenders. 'Ethnic' was defined as those people who identify with an ethnic group that is not Pākehā, Māori or Pacific. The review was limited to ethnic groups significantly represented in NZ. The majority of the research findings were from the United States, Canada and Australia.</th>
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<td>Themes emerging in the literature (such as the need to work with community leaders, the lack of appropriate language support in services etc.) were found to align with themes that arose from community consultations within NZ-based ethnic communities. The most promising literature on treatment of offenders and victims described therapy that involved both partners and considered clients' broader social contexts. The lack of evaluation material on domestic violence interventions was described as 'problematic.'</td>
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### Appendix 3 Recent social research on family violence related topics

<table>
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<tr>
<th>Funder</th>
<th>Focus of the research/evaluation, sample &amp; method</th>
<th>Findings</th>
<th>Reference</th>
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| MSD (FACS) | A nationally representative sample of the NZ adult population aged 18 to 49 year olds was interviewed in October-November 2010 following the third strand of the *It's not OK* Campaign media advertisements (cardboard cut-outs) about their recall and responses to the Campaign. | Research findings included that:  
• the proportion of people saying that they would talk or speak out against family violence had increased from about two in ten (19%) before the third strand of advertisements to about three in ten (29%) afterwards  
• about one third (35%) of those interviewed supported getting involved if they suspected family violence or helping people in family violence situations (with the proportion being even higher among Māori women (55%) and Pacific women (59%))  
• nearly six in ten (58%) said they had taken positive action on behalf of someone they knew who they suspected to be experiencing family violence as a result of the advertising. | Phoenix Research (2010)  
*Family Violence Mass Media Campaign: Tracking Survey 4.* (Unpublished report) |
| MSD (FACS) | The research study with 29 key informants was undertaken to articulate the key ideas, messages and approach of the *It's not OK* Campaign (the Campaign), review the evidence to better understand how well the Campaign was working, and to capture lessons learnt to inform the future development of the Campaign and enhance future government-led initiatives. | The research authors documented the positive impacts of the Campaign as relayed to them by key informants, and the likely explanations for the impacts. Positive findings included the high recall of Campaign messages across all groups (particularly Māori and Pacific peoples), people’s increasing understanding of the behaviours that constitute family violence, and the Campaign’s positive impact on people’s motivation to act in a situation where family violence was happening.  
The authors were of the view that the ongoing research, monitoring and evaluation had enabled the Campaign to be more responsive and adapt when and where necessary, and they suggested some ways forward for the Campaign. | Point Research Ltd (2010)  
Overall, nearly two-thirds of all 307 respondents (64%) agreed that the Campaign made people feel that it is ok to give or receive help. Over half agreed that the Campaign encouraged people to provide help and support (60%), encouraged people to talk about family violence (57%), made them feel that they can do something about family violence (57%), and was increasing our ability and confidence to act (56%).

Also, over half believed they were comfortable talking about family violence issues (60%), would know what to say if there were to ask someone about family violence they were concerned about (53%), would know what to say if there were to tell someone about family violence they were concerned about (54%), and would know what to do if someone told them about family violence that was affecting them (63%).

Two thirds (67%) offered a message of support or positive comment on the Campaign.


