

Chair  
Cabinet Social Policy Committee

## **MINISTERIAL GROUP ON FAMILY VIOLENCE AND SEXUAL VIOLENCE: UPDATE ON THE PROGRESS OF THE WORK PROGRAMME**

### **Proposal**

- 1 This paper reports back on the progress of the Ministerial Group on Family Violence and Sexual Violence (Ministerial Group) work programme. It seeks Cabinet's endorsement of the key features of the work programme for 2016. We present this report as co-chairs of the Ministerial Group.

### **Executive Summary**

#### *Context*

- 2 New Zealand has unacceptably high rates of family violence and sexual violence. In the decade 2000 to 2010, New Zealand women reported the highest lifetime prevalence of physical violence and sexual violence by their intimate partner amongst 14 and 12 developed countries, respectively.
- 3 Family violence and sexual violence can have disproportionate impacts on women, Māori, migrant communities, children, the elderly, the disabled, and Pacific Peoples. The impacts cannot be solely attributed to the specific vulnerabilities these groups face. We need to make sure our initiatives are accessible and flexible enough so they can be tailored to the particular needs of different population groups.
- 4 Cost estimates are difficult, but the most conservative scenario in the only recent New Zealand analysis puts the total fiscal, social and economic cost of intimate partner violence and child abuse at approximately \$4.1 billion per annum. In addition, a recent estimate put the total cost of sexual violence crime at \$1.8 billion per annum.
- 5 We know that approximately \$1.4 billion of the Government's annual budget is attributable to core and specialist service responses to family violence or sexual violence. It is clear that family violence victims and perpetrators take up a significant proportion of core universal services. For example:
  - Police conducted 109,328 family violence investigations and recorded around 4,000 individual victims of sexual assault in 2015; 76,041 notifications about child maltreatment were made to Child, Youth and Family in 2015;
  - in 2014/15, 57 percent of all sexual and violent offenders imprisoned that year had a family violence offence as the most serious offence;
  - international evidence estimates that women subject to ongoing family abuse are 2.6 times more likely to use mental health services; and
  - a recent Australian study suggests that at least 30 percent of people seeking assistance for homelessness services are fleeing family violence.

- 6 We must find ways to intervene earlier and more effectively to stop perpetrators using violence, reduce the severe and ongoing harm borne by victims, and reduce the broader costs borne by whānau, communities, and wider society. NZCASS data from 2013 told us one percent of adults experience 62% of violent interpersonal offences within a family relationship, suggesting significant re-victimisation. If we can target populations with a high concentration of violence and re-victimisation, we can make a real difference for families.

*Work to date*

- 7 In November 2014, the Ministerial Group was given responsibility for overseeing the government response to family violence and sexual violence. The Ministerial Group pools the knowledge of Ministers responsible for 16 portfolios.
- 8 Consistent with the principles of social investment, we have sought evidence to inform further intervention or re-allocation of current interventions. The Ministerial Group commissioned a 'portfolio analysis' of government's annual spend which provided a broad sense of where and how we invest, highlighting that almost 90 percent goes to covering costs incurred *after* violence occurs.
- 9 We aspire to take an investment approach similar to that taken in the context of welfare entitlements. While the portfolio analysis and other work has provided a broad foundation of knowledge about the distribution and the effectiveness of our current investment, we are not yet at the point of being able to take that kind of approach. The scale of unreported violence, inconsistent assessment of risk and need for those who do report, and inadequate information about the distribution and effectiveness of our current interventions prevents us doing so. The Ministerial Group work programme is designed to overcome some of these difficulties.
- 10 Underpinning the Ministerial Group's work programme is an acknowledgement of the need to collect more data and evidence to inform decision making; in particular, to help us better understand who the victims and perpetrators of family and sexual violence are, and to help us test the effectiveness of services so that we can ensure interventions are appropriately targeted. This data and approach will not only drive improvements in services provided to families but also inform how the family violence system interacts with the other pieces of work across government such as the social and justice investment approaches and the welfare liability model.
- 11 Our work to date has told us there is no purpose-built family violence or sexual violence 'system.' Victims and their families are not always kept safe, nor are perpetrators always supported to make behaviour change (particularly before behaviours escalate to criminal offending). The services they need appear fragmented, difficult to navigate and not always aligned to client need or best practice. This is partly attributable to fragmented spending decisions made by multiple agencies over time without a view to the overall system or potential flow on implications.
- 12 We acknowledge that many agencies and services in the sector are working hard and are committed to addressing family violence and sexual violence. There is enthusiasm and momentum building within the sector and we need to ensure we, as a Government, provide a foundation for service providers, agencies and communities to continue to innovate based upon best practice.

- 13 We are further ahead in developing the sexual violence system because work began in 2013 and some of the building blocks are now in place, such as the ACC's Integrated Services for Sensitive Claims.
- 14 Other parts of the sexual violence system have been identified for development. There are still gaps in specialist sexual violence services and current services struggle to meet demand. To address these, the Minister for Social Development has submitted a new initiative bid in Budget 2016 for first response, harmful sexual behaviour services, and services for adult male survivors of sexual abuse.

*Proposed approach*

- 15 Given the above context, the Ministerial Group has focused on striking a balance between acting now to progress initiatives where there is good evidence they make a positive difference across agency and services delivery lines; and building a local evidence base about what works to inform expenditure decisions in the medium to longer term. This approach is consistent with the principles of social investment; we have sought evidence to inform further intervention or re-allocation of current interventions, and are developing an investment case specific to this area.
- 16 We are acting now by seeking Budget 2016 funding to enhance investment in the sexual violence system. We will also introduce the following four foundational initiatives to improve our service responses and inform future investment decisions.
- i. *Piloting an Integrated Safety Response model* to test a faster, more effective multi-agency response to families who report family violence to Police. This includes new intensive support to high-risk victims and earlier perpetrator outreach;
  - ii. *A Risk Assessment and Management Framework* to provide a better and more consistent approach to risk assessment and management. A common approach to assessing risk and needs across the system will make a significant contribution to our understanding of the true demand for services and what gaps exist;
  - iii. *A workforce development project* to identify and build the core competencies needed in the family violence and sexual violence workforce to more effectively deliver services. Our other improvements to the system will be ineffectual if we do not have a competent workforce to deliver improved services and who are able to coordinate their efforts; and
  - iv. *Consolidating functional leadership in the primary prevention and perpetrator service areas* to coordinate investment decisions in these areas.
- 17 Superu is leading the development of a research and evaluation agenda to support the Ministerial Group work programme. It will help us prioritise research into the effectiveness of current and planned services, so we know what works well and what does not. The research and evaluation agenda will also consider other domestic and international pieces of work and their effectiveness. Currently, there is limited research and evaluation of current programmes that allow us to guide long-term investment decisions.
- 18 Over time, the Risk Framework and the Integrated Safety Response pilots will test better ways of working and contribute to better data collection. They will help improve our

understanding of demand and the sufficiency of our interventions. The Risk Framework and the pilots will be evaluated for their effectiveness. However, neither of these initiatives will, by themselves, solve the specific information gap around the demand for, and effectiveness of family violence interventions.

19 s 9 (2) (f) (iv)

20 s 9 (2) (f) (iv)

21 Over time, we should see reduced harm, lower crime rates and better social outcomes for individuals, whānau and communities. However, given the level of under-reporting, and that most of our investment is toward supporting victims' immediate needs or holding perpetrators to account, it is realistic to assume that costs and demands (e.g. prison muster, Police resources, victim support services and court time) may initially increase before we can see significant reductions over time.

## Background

### The case for change

22 The high rates of family violence and sexual violence in New Zealand are unacceptable. For example:

- in New Zealand the family violence homicide rate per capita is more than twice the rate of Australia, Canada or the United Kingdom;<sup>1</sup>
- in the decade 2000 to 2010, New Zealand women reported the highest lifetime prevalence of physical violence and sexual violence by their intimate partner amongst 14 and 12 developed countries, respectively;<sup>2</sup>
- between 2009 and 2012 there were 126 known deaths due to family violence – this is an average of 16 intimate partner violence deaths, nine child deaths, and six intra-familial deaths every year;<sup>3</sup>
- 76 percent of family violence incidents may go unreported;<sup>4</sup> New Zealand surveys report the highest rate of non-partner sexual violence amongst 13 developed countries (alongside Australia);<sup>5</sup> and
- an estimated 186,000 incidents of sexual assault against adults occurred in 2013.<sup>6</sup>

<sup>1</sup> Department of Corrections Family Violence Offenders. Topic Series Reports. Released 13 October 2014.

<sup>2</sup> Developed countries that provided data. UN Women, (2011). *Progress of the World's Women 2011-2012: in pursuit of justice*. United Nations Women, p 134-135.

<sup>3</sup> Family Violence Death Review Committee (2014). *Fourth Annual Report January 2013 to December 2013*.

<sup>4</sup> Ministry of Justice. 2014 New Zealand Crime and Safety Survey/Te Rangahau O Aotearoa Mō Te Taihara Me Te Haumarutanga 2014: Main Findings. Wellington: Ministry of Justice, 2015, p 107

<sup>5</sup> Abrahams, N; et.al. 2014, *Worldwide prevalence of non-partner sexual violence: a systematic review*. The Lancet. Volume 383, No. 9929, p1648–1654, 10 May 2014.

<sup>6</sup> New Zealand Crime and Safety Survey (2015) population estimates.

- 23 If we do not intervene earlier and effectively, the intergenerational cycle of family violence will continue. In 2013, Police reported children were present at 63 percent of cases of intimate partner violence.<sup>7</sup> We know that children's exposure to family violence contributes to its transmission between generations and to broader social aggression.<sup>8</sup> For example, the single best predictor of children becoming either perpetrators or victims of family violence later in life is whether they have been exposed to family violence, and 40 percent of chronically violent teenagers have been exposed to extreme family violence.<sup>9</sup>
- 24 It is also well established that children exposed to family violence can suffer long term psychological harm. Cumulative effects on children can result in educational under-achievement long term consequences for future employment and financial independence in adulthood.<sup>10</sup> In 2015, 76,041 notifications about child maltreatment were made to Child, Youth and Family.
- 25 The social and economic impact of this violence on victims and their families is immense. Cost estimates are difficult, but the most conservative scenario in the only available New Zealand analysis puts the total fiscal, social and economic cost of intimate partner violence and child abuse at approximately \$4.1 billion per annum.<sup>11</sup> In the case of sexual violence, a Treasury Working Paper estimated the total cost of sexual violence crime at \$1.8 billion per annum.<sup>12</sup>
- 26 Family violence and sexual violence have significant direct costs to mainstream services in the social sector. For example, in New Zealand victims of family violence, including Māori, attend health care services more often compared to the general population.<sup>13</sup> International evidence also shows victims use mental health services 2.6 times more frequently and are twice as likely to use emergency department services compared to those not abused.<sup>14</sup> Victims and their families also utilise services such as emergency help-lines, emergency accommodation and advocacy support. Recovering victims often require other, longer-term support services to regain independence, including support to gain employment, financial independence and stable housing.
- 27 There are also significant cost impacts across the justice sector in addressing and managing the impact of family violence. This includes Police call-outs and safety management, court orders and prosecutions, safety services for families, perpetrator violence intervention programmes and incarceration costs. For example, in 2015 NZ Police conducted 109,328 family violence investigations and over 30,000 individuals are identified each year by Police as responsible for family violence offending.<sup>15</sup> In 2014/15,

<sup>7</sup> New Zealand Police. (2014). New Zealand Recorded Crime Tables: Annual Recorded Offences for the latest Calendar Years.

<sup>8</sup> Family Violence Death Review Committee, (2016). *Fifth Annual Report*.

<sup>9</sup> Reported in UNICEF (2006). *Behind closed door., the impact of domestic violence on children*. New York, p 7.

<sup>10</sup> A discussion of effects on children exposed to family violence is contained in the Family Violence Death Review Committee's Fifth Annual Report pp 53-55.

<sup>11</sup> Kahui, S. and Snively, S. (2014). *Measuring the Economic costs of Child Abuse and Intimate Partner Violence to New Zealand*. Commissioned by the Glenn inquiry. MoreMedia Enterprises. Wellington, New Zealand. Note that, although this report has not been independently peer reviewed, we think it reasonable to conclude that this estimate represents the 'lower bound' of total cost because: it does not include other family violence; the conservative scenario in this report is based only on substantiated instances of child abuse (following reports to CYF); and the prevalence rate for Intimate Partner Violence is derived from the New Zealand Crime and Safety Survey, which focuses mainly on physical violence rather than the wider pattern of family violence harm.

<sup>12</sup> Report of the Social Services Select Committee Inquiry into the Funding of Specialist Sexual Violence Social Services, December 2015. The estimate was derived from Treasury's Working Paper 06/04 paper estimated the costs of crime.

<sup>13</sup> Koziol-McLain J.; Gardiner, J.; Batty, P.; Rameka, M.; Fyfe, E.; and Giddings, L. (2004). *Prevalence of intimate partner violence among women presenting to an urban adult and paediatric emergency care department*. NS Med J., 117 (1206): U1174. Koziol-McLain (2007). Partner violence prevalence among women attending a Māori health provider clinic. Australian and New Zealand Journal of Public Health, 31, no.2., p 143-148.

<sup>14</sup> Pauline Anderson, (2009) *Abused Women Use More Mental and Other Health Services, Ongoing Abuse the Costliest*. Medscape Medical News (reported Health Services Research paper).

<sup>15</sup> NZ Police, (2015).

918 prisoners, which is 57 percent of all sexual and violent offenders imprisoned in that year, had a family violence offence as their most serious offence.<sup>16</sup>

- 28 Family violence has disproportionate impacts on women and children, as well as particular population groups. For example, victims of intimate partner violence are predominantly women: 89 percent of applicants for Protection Orders in 2014 were women and just over 1 in 4 women compared to 1 in 7 men experiencing one or more incidents of partner violence during their lives. Women reported significantly more severe incidents (more often involving physical and sexual violence) than men (who most commonly experienced partner violence related to property damage).
- 29 From 2009 to 2013 Māori were almost three times more likely to be killed by intimate partners and 2.5 times more likely to be offenders of intimate partner homicide than non-Māori or non-Pacific peoples.<sup>17</sup>
- 30 Disabled men and disabled women are also more likely to be abused as both children and adults.<sup>18</sup> Our ageing population would indicate a coming rise in elder abuse and neglect, which is estimated to have a prevalence rate between two and five percent.<sup>19</sup>

### **Addressing family violence and sexual violence is one of our top priorities**

- 31 This Ministerial Group has made reducing the impact of family violence and sexual violence a top priority. If we intervene early and effectively to stop perpetrators using violence we can reduce the substantial lifetime harm borne by victims and their families. We can also reduce the direct, indirect and opportunity costs to families, communities and to wider society in New Zealand.
- 32 In July 2015 we presented Cabinet with a review of the Government's \$1.4 billion annual spend on family violence and sexual violence (the 'portfolio analysis'). This revealed that most of this expenditure is allocated to core government services that respond to the immediate impacts of family violence. Only a small proportion was discretionary or contracted spend on specialist services or primary prevention. Almost 90 percent of government spending on family violence and sexual violence goes towards covering costs incurred *after* violence occurs.
- 33 Based on the results of the portfolio analysis, Cabinet subsequently agreed to a new work programme, including the development of a system framework for family violence; and intervention area analysis and service level reviews of primary prevention, identification and initial assessment, incident response and immediate safety, and follow-up response for victims and perpetrators.
- 34 Work on sexual violence continues to build on the review of the specialist sexual violence sector that began in 2013 and the Social Services Select Committee Inquiry into specialist sexual violence funding. Officials have also examined best practice models in other jurisdictions, most notably in Victoria in Australia, to inform the Budget 2016 initiative.

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<sup>16</sup> Department of Corrections, (2015)

<sup>17</sup> Family Violence Death Review Committee (2014). *Fourth Annual Report January 2013 to December 2013*.

<sup>18</sup> Domestic Violence and Disability Working Group (2013). *Submission on the Inquiry into the Funding of Specialist Sexual Violence Social Services*.

<sup>19</sup> Ministry of Social Development (2007). *The scale and nature of family violence in New Zealand: A review and evaluation of knowledge*.

35 Cabinet invited the Ministerial Group to report back with proposals for the system changes required, a plan of action to achieve these, and investment advice, including any proposed investments for Budget 2016 [CAB Min (15) 25/2].

## Comment

### **Our current response to family violence fails to intervene effectively and at the right time**

36 We reviewed the intervention points at which victims and perpetrators enter the family violence system and assessed what we know about the discrete services provided. We concluded there is no clear family violence 'system.' Although there are specialist programmes for sentenced perpetrators (that match their risk and needs to intervention type), there is no structured pathway for the management of other perpetrators. This contributes to the fragmented and inconsistent responses - considerable numbers of perpetrators are not engaged in any form of intervention. Consequently, this impacts on the safety of victims and their families. NZCASS data from 2013 told us one percent of adults experience 62% of violent interpersonal offences with a family relationship, suggesting significant re-victimisation.<sup>20</sup>

37 Many agencies and services in the sector are working hard and are committed to addressing family violence. There is enthusiasm and momentum building within the sector. We need to ensure we, as a Government, provide a foundation service providers, agencies and communities to continue to innovate based upon best practice.

38 However, the multiple services provided to families must be joined-up and aligned (for example, perpetrator programmes and victim safety services must communicate and share information about fluctuating levels of risk). Currently, families are confronted with disconnected interventions resulting from piecemeal spending decisions made by agencies over time. These decisions have been made in an ad-hoc manner without a view to the overall system and without considering flow-on implications to other agencies or services.

39 Victims and their families are not kept safe nor are perpetrators supported to stop using violence because:

- family violence is often not recognised early, information is not always shared, there is no coordinated pathway to refer people for further assessment, and few services are available or funded to intervene early. Consequently, families find it difficult to access the services they need and are not incentivised to seek help early before escalation into the criminal justice system;
- there is not always a consistent and reliable approach used to assess and manage the risk of further violence that can be communicated across agencies and contexts. It is not always clear who is responsible for victim safety and managing the perpetrator's behaviour (particularly those perpetrators who are not currently on sentence); and
- there are gaps in some key support services, particularly for perpetrators, and we know very little about the effectiveness of existing services or the service mix that will work best across the diverse range of family violence situations.

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<sup>20</sup> New Zealand Crime and Safety Survey 2013.

## Money could be better directed but we need to do more to understand the nature of the change needed

### *Taking an investment approach*

40 We have been very mindful of the need to take an 'investment approach' to family and sexual violence. Consistent with the principles of social investment, we have sought evidence to inform further intervention or re-allocation of current interventions, and are developing an investment case specific to this area.

41 We have basic prevalence data and some limited information about the demographic and geographic distribution of the problem. For example, if we target populations with a high concentration of violence (one percent of adults experience 62% of all violent interpersonal offences within a family relationship),<sup>21</sup> we can craft more effective interventions.

42 However, the scale of unreported violence,<sup>22</sup> the fact that we are not accurately assessing risk and need for those who do report, and a lack of information about the distribution and effectiveness of our current interventions make this very difficult.

43 The tables in appendix one set out the information we have, and the information we need to acquire to build a compelling investment case, based on the basic components of all good investment decisions being:

- An understanding of the scale and nature of the problem and target population;
- An understanding of how well our current interventions align with the problem (ie distribution, demand and supply); and
- An understanding of how effective our interventions are.

44 s 9 (2) (f) (iv)

45 s 9 (2) (f) (iv)

46 While we want to ensure that all Government expenditure in this area is as effective as possible, we do not consider that substantial divestment and re-allocation is appropriate at this time. Primary prevention is one area where we can move more quickly as it is an arguably more straightforward area because it is less inter-connected than other parts of the sector. We have set up mechanisms to enable divestment and realignment in

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<sup>21</sup> Ministry of Justice. 2014 New Zealand Crime and Safety Survey/Te Rangahau O Aotearoa Mō Te Taihara Me Te Haumarutanga 2014: Main Findings. Wellington: Ministry of Justice, 2015. NZCASS is New Zealand's most comprehensive victimisation survey that gathers information on a range of personal and household offences such as assaults, sexual assaults, threats and burglaries. NZCASS is a face-to-face survey of almost 7000 randomly chosen people living in New Zealand who are aged 15 or over.

<sup>22</sup> New Zealand Crime and Safety Survey 2013 finds that only 24% of violent interpersonal offences involving a family relationship were reported to police, and there is no comprehensive data from which to conclude that the remaining 76% are successfully 'picked up' by social services.



primary prevention programmes that are not aligned with evidence of what works. Realignment of investment will be guided by a primary prevention framework to guide funding towards more effective programmes.

- 47 In areas of larger discretionary investment such as stopping violence programmes and victim safety services, whilst the evidence on specific services is unclear, we do know from international evidence that better support for both victims and perpetrators is essential. s 9 (2) (f) (iv)

**Ministerial Group work programme: shifting the foundations of the system to enable better practice and to inform future investment**

- 48 We have identified four priority projects that will work in concert to shift practice and provide us with more of the evidence and data we need to guide expenditure decisions over the medium term. These projects are:

- i. pilots of an Integrated Safety Response to family violence in Christchurch and s 9 (2) (f) (iv)
- ii. a common Risk Assessment and Management Framework;
- iii. a workforce development project; and
- iv. consolidating functional leadership to coordinate activities within the primary prevention and perpetrator services areas.

- 49 An overview of these priority projects is provided below and supporting information is contained in Appendix 2. We are seeking your endorsement of this approach to improve our response to family violence and sexual violence.

- 50 These projects strike a balance between acting now to progress initiatives where there is good evidence they will make a positive difference across agency and services delivery lines, and building a local evidence base about what works to inform expenditure decisions in the medium to longer term.

- 51 These projects are not discrete pieces of work. The pilots of the integrated safety response to family violence will allow us to test and refine parts of the risk assessment and management framework and the workforce competencies before implementation. The pilots will also allow us to consider how these projects align and how we best phase implementation, as they all contribute to an improved integrated family violence system.

- 52 These four foundational initiatives work on two levels: they will help us base future investment decisions on an increased evidence-base and data we collect; and will also work to improve outcomes for families. These projects are likely to contribute to the evidence base by:

- Helping us identify gaps, inefficiencies, or misalignment in the demand/supply of services;
- identifying obstacles to agencies working together;
- identifying gaps in the capability of our workforce; and

- clarifying governance and accountability in some areas where similar services and initiatives are being provided by different agencies in isolation.

53 Successful delivery of these projects is also critical to achieving the shift in practice we need to improve outcomes for victims, perpetrators and their families. They will help us:

- achieve a 'no wrong door' system: where agencies are able to recognise when clients might be experiencing violence and know how to facilitate access to appropriate services. Consequently, anyone experiencing or perpetrating violence can gain access to services earlier and from what might seem unlikely sources (for example, mental health and alcohol and other drug services);
- ensure more perpetrators take responsibility for violence earlier and receive effective interventions to change their behaviour, so the burden of safety is removed from the victim; and
- shift investment to where our collection of outcome and other data suggests it is will have the most impact on outcomes.

54 Superu is leading the development of a research and evaluation agenda to support this work. It will help us measure the effectiveness of current and new services, so we know what works well and what does not. Currently, there is limited research and evaluation of current programmes that allow us to guide long-term investment decisions.

55 The Integrated Safety Response pilots will also give us a more detailed understanding of investment in particular locations, enabling analysis that is not possible at a national level. For example, they will allow us to understand how services currently inter-link, what service gaps there are, what the overlaps in client groups are, and whether we have duplication or low priority / value services that can be moved to support the pilots.

56 The pilots will also enable us to test the role of a family violence specialist who will work intensively with high risk victims. This is a new role that is not currently funded in New Zealand. Its efficacy in improving outcomes for clients at the highest risk, and with the most complex needs, will guide our recommendations for investment in the medium term. Additionally, the pilots will allow us to test better ways integrate perpetrator behaviour management services within the multi-agency response.

57 s 9 (2) (f) (iv)

This work will be informed by and aligned with wider cross-government work such as the Justice Sector Investment Approach and the broader principles of social investment.

58 Given the level of under-reporting and that most of our investment is in supporting victims' immediate needs or holding perpetrators to account, the most realistic assessment is that costs and demands (e.g. prison muster, Police resources, victims support services and court time) will initially increase before we can see significant reductions over time.

### *Integrated Safety Response pilot*

- 59 The pilot of the new Integrated Safety Response model will test an early multi agency triage and problem solving approach to allow for a comprehensive assessment of the family/whanau to determine appropriate interventions. This includes new services and support to high-risk victims and perpetrator outreach. The model is based on what we have learned about our current response, as well as international evidence on how an effective multi-agency response can help to keep victims safe by reducing re-victimisation.
- 60 The model includes family violence specialists to work with high risk victims. This component of the model is based on the UK Multi Agency Risk Assessment Conferences (MARAC). An evaluation found that three out of five victims (57%) who engaged with the dedicated victim support experienced a complete, or near complete, cessation of abuse following that support.<sup>23</sup>
- 61 Features of the Waikato based *Family Safe Network* that have been included in the Integrated Safety Response model are its family-focused approach, collaboration and accountability amongst agencies, daily Safety Assessment Meeting and dedicated roles (although with different job specifications) – Director, Coordinator and Administrator. Since its operation the Family Safe Network has reported an increase in reporting to Police coupled with a decrease in the severity of violence. More men are self-referring to programmes – from 20 a year to 56.
- 62 The pilot also includes enhanced early intervention services for perpetrators of family violence. An independent evaluation of the ReachOut early intervention pilot for men wanting to move away from violent relationships concluded that the service increased the safety experienced by women and children.<sup>24</sup> Initial scanning of Police data indicates that in North Canterbury, where this response operates, the total number of men convicted of a family violence offence is reducing each year and that repeat offending is also reducing. This is in a region that has had a significant growth in its population since the Canterbury earthquakes. Earthquake recovery literature would suggest that family violence offences would increase. Police data shows a spike in dwelling assaults after earthquakes of more than magnitude 4 South Canterbury by comparison has had a flatter population growth and an increase in the number of men convicted of one or more family violence offence each year.
- 63 The model is prevention focused so includes all Police referrals, not just high risk referrals. It focuses on all family members – perpetrators and victims and includes children. Nationally, in 2015, 66,251 children were present at family violence incidents attended by Police. A significant proportion of those children, because of the abuse they receive as witnesses of family violence, will be in the potential target group, as identified by the Social Investment Unit. If implemented nationally, the Integrated Safety Response model will provide a mechanism to identify individual children for additional early investment, to improve long term outcomes. The model would develop triggers that will identify ‘at risk’ children and enable a social investment approach to their future wellbeing.

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<sup>23</sup> Howarth E., Stimpson L., Barron D. & Robinson A. (2009) *Safety in numbers: a multi-site evaluation of Independent Domestic Violence Advisor Services*, The Henry Smith Charity.

<sup>24</sup> Campbell, Dr L. (April 2014) *ReachOut Men’s Community Outreach Service: Connections and Conversations with a Purpose. An Evaluation of the Pilot.*

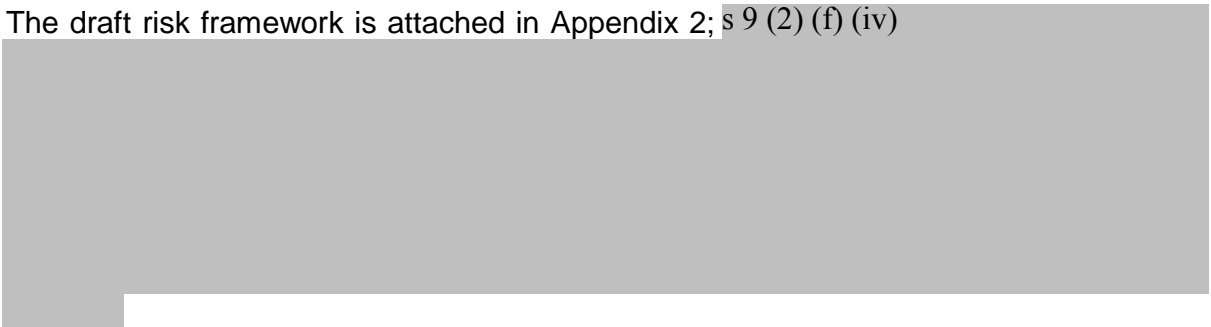
64 Appendix 3 contains more information about the model. Police will also provide updated data about family violence as part of its presentation at SOC on 6 April 2016.

*Risk Assessment and Management Framework*

65 The Risk Assessment and Management Framework aims to ensure that a consistent, evidence-based approach to practice is used across sectors to screen, assess and manage risk. This will help to keep people safe by identifying family violence earlier, and prevent its recurrence and escalation.

66 A common approach to assessing risk and needs across the system, will make a significant contribution to our understanding of the true demand for services and what gaps exist.

67 The draft risk framework is attached in Appendix 2; s 9 (2) (f) (iv)



68 s 9 (2) (f) (iv)



*Workforce development project*

69 The workforce development project will identify, implement and embed a set of competencies which detail the skills, knowledge and behaviour expected of workers across the family violence and sexual violence workforces, from primary prevention to long term recovery. This will be closely aligned with workforce development under the Children's Action Plan.

70 A more skilled workforce will be better able to deliver effective responses to and outcomes for victims, perpetrators and their families. Our other improvements to the system will be ineffectual if we do not have a competent workforce to deliver improved services and collaborate in an integrated and coordinated manner across the system.

71 s 9 (2) (f) (iv)



72 s 9 (2) (f) (iv)



### *Consolidating functional leadership in the primary prevention and perpetrator services areas*

- 73 The Ministerial Group has assigned functional leads to key agencies in primary prevention and perpetrator work stream areas. This will enable a more coordinated approach to investment and service delivery, and a single, consolidated source of advice for areas which currently cut across multiple agencies. The leads are:
- Ministry of Social Development for family violence primary prevention;
  - Accident Compensation Corporation will co-ordinate sexual violence primary prevention working in consultation and partnership with agencies and the sector; and
  - Department of Corrections for programmes for adult perpetrators of family violence (including self-referrals and those referred by others).
- 74 The Ministry of Social Development is also developing a primary prevention framework for family violence and sexual violence to support the alignment of primary prevention efforts across government, NGOs and communities.

### *Supporting initiatives*

- 75 Superu is leading the development of a research and evaluation agenda to support the Ministerial Group work programme and the wider family violence sector to ensure our actions are informed by research and evidence. Additionally, this agenda will help grow New Zealand's evidence base and inform future investment decisions.
- 76 As part of the review of family violence legislation, the Minister of Justice is considering how legislation could support the Ministerial Group work programme, including implementation of the risk framework and the workforce competencies.

### **Other initiatives and links to related work**

- 77 The Ministerial Group work programme also includes the review of family violence law and a proposal for funding specialist sexual violence services. Cabinet will consider these proposals in 2016.
- 78 The Family Violence Law Review will identify ways in which legislation could support the system changes we are seeking to progress through the Ministerial Group work programme.
- 79 The work programme also includes a proposal for funding for specialist sexual violence services through Budget 2016: Cabinet will consider a proposal for the injection of s 9 (2) (f) (iv) of new funding over four years into the sexual violence services sector. The funding is intended to develop a sustainable integrated service system that includes specialist first response services for victims/survivors, community-based services for those with concerning or harmful sexual behaviour and services for male survivors of sexual abuse. These services would be implemented under the work programme.
- 80 Other related work includes the *Government Response to the Social Services Select Committee's Inquiry into the Funding of Specialist Sexual Violence Services*. The Select Committee's report concluded that 'an overhaul of New Zealand's sexual violence

services sector is needed'. On 14 March 2016, the Government accepted the overall findings of the report and all of the Committee's recommendations.

81 s 9 (2) (f) (iv)

82 The Law Commission also reported in December 2015 on the justice response to victims of sexual violence. The Law Commission made recommendations aimed at improving the justice response and social support for victim/survivors of sexual violence, which are broadly consistent with the Select Committee's findings. s 9 (2) (f) (iv)

83 Cabinet has recently made decisions about investing in New Zealand's children and families, in response to the final report of the Modernising CYF Expert Panel. We consider that the direction we are proposing in this paper is consistent with Cabinet's recent decisions. We will identify opportunities for alignment over the next few months as more detailed work is done in both work programmes.

#### **Engagement with the non-government sector on family violence and sexual violence work programme**

84 We expect Government agencies to align their activities and public engagements within the Ministerial Group work programme. We expect agencies to be clear on how each initiative contributes to the outcomes we seek for the wider system and be responsible to the needs of the communities they work with.

85 s 9 (2) (f) (iv)

86 s 9 (2) (f) (iv)

s 9 (2) (f) (iv)

87 Agencies also intend to engage and consult with the Pacific Peoples (particularly utilising the Pacific Advisory Group), migrant communities, elder and disability in the development of the work so we can ensure our work meets their needs.

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s 9 (2) (f) (iv)

## **We propose to report back to Cabinet on this work in February 2017**

88 The Ministerial Group will continue to receive advice from officials during 2016 on the progress of the initiatives discussed above and whether they are ready to be implemented nationally. We recommend that Cabinet invite the Ministerial Group to report back in February 2017 on progress of the work and any proposed investments for Budget 2017.

### **Consultation**

89 This paper has been prepared by the Ministry of Justice on behalf of the Ministerial Group. The following agencies have been consulted in the preparation of this paper: Ministries of Education, Social Development, and Health, the Ministries for Women and Pacific Peoples, the Accident Compensation Corporation, Department of Corrections, New Zealand Police, Te Puni Kōkiri, Superu, and the Family Violence Death Review Committee

90 The Treasury, the Department of the Prime Minister and Cabinet and Statistics New Zealand were informed.

### **Financial implications**

91 There are no direct financial implications in this paper. s 9 (2) (f) (iv)

### **Human rights implications**

92 Reducing family violence assists the Government to meet its human rights obligations under the Convention on the Elimination of Discrimination Against Women, Convention on the Rights of the Child, the Declaration on the Rights of Indigenous Peoples and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

### **Legislative implications**

93 This paper has no legislative implications.

### **Regulatory impact and compliance cost statement**

94 A regulatory impact or compliance cost statement is not required.

### **Gender implications**

95 Women are more likely to be victims of serious assault or homicide by a family member than men. Even when they are the offender in the death event, women are more likely to have been the primary family violence victim in the relationship.<sup>26</sup>

### **Disability perspective**

96 Disabled people have a higher risk of experiencing family violence and sexual violence than people without a disability. Māori have the highest disability rate at 32 percent,

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<sup>26</sup> Family Violence Death Review Committee (2014) *Fourth Annual Report January 2013 to December 2013*

compared with 26 percent for Pacific peoples, 24 percent for European, and 17 percent for Asian.<sup>27</sup> Older people are also vulnerable to elder abuse and neglect, with the risk of abuse increasing as they age.

## Publicity

- 97 It is important that our work demonstrates a cross-government, joined up approach. The Ministerial Group has agreed that all communications and announcements related to family violence and sexual violence work programme are considered by the Ministerial Group co-chairs and the appropriate Minister before release.
- 98 The Integrated Safety Response pilot in Christchurch will be announced following Cabinet approval. We consider that it would be also useful to release information about our intended engagement together with some messages about the overall work programme and how the initiatives fit together.
- 99 We also recommend that this Cabinet paper and Cabinet decisions made on this paper be released proactively subject to consideration of any deletions that would be justified had the information been requested under the Official Information Act 1982 and accordance with the Ministerial Group's established communications protocol.

## Recommendations

- 100 It is recommended that the Committee:
1. **note** that in July 2015, subsequent to reviewing an analysis of the government's annual spend on family violence and sexual violence, Cabinet agreed to the Ministerial Group's work programme and invited the Ministerial Group to report back with proposals for the system changes required, a plan of action to achieve these, and investment advice, including any proposed investments for Budget 2016 [CAB Min (15) 25/2]
  2. **note** that in November 2015, the Ministerial Group was presented with advice which concluded that there is no purpose-built family violence and sexual violence 'system;' and that services are fragmented and difficult to navigate; not always aligned to client risk and need, or what is known to be effective; and are sometimes funded by multiple agencies
  3. **note** the progress the Ministerial Group has made on four key projects that will work in concert to improve practice across the system and provide us with more of the evidence and data we need to guide future expenditure decisions, including:
    - i. pilots of the Integrated Safety Response to family violence;
    - ii. a common Risk Assessment and Management Framework);
    - iii. workforce development; and
    - iv. consolidating functional leadership in the primary prevention and perpetrator services areas

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<sup>27</sup> Statistics New Zealand (2014) *Disability Survey: 2013*



4. s 9 (2) (f) (iv)
5. **endorse** the direction of the Ministerial Group's work programme
6. **invite** the Ministerial Group to report back in February 2017 on progress of the work and any proposed investments for Budget 2017
7. **note** that during 2016, agencies are planning to work closely and engage with family violence and sexual violence sector organisations and other interested groups, such as iwi and pacific peoples, to test and refine initiatives and to gain support for implementation
8. **agree** that given this intended engagement, the Minister of Justice and the Minister for Social Development will publicly release information about an engagement process, an engagement version of the Risk Assessment and Management Framework, and this Cabinet Paper subject to their alignment with the Ministerial Group's communication protocol and Budget announcements.

Authorised for lodgement

Hon Amy Adams  
Minister of Justice

Hon Anne Tolley  
Minister for Social Development

### **Appendices**

1. Building an investment case for family violence
2. Update on the key projects
3. Presentation on the Integrated Safety Response Model
4. Draft risk assessment and management framework

## Appendix 1: Building an investment case for family violence

Scale and nature of the problem	
What we know	What more we need to know
<p>Conservative scenarios from the only study into total fiscal, social, and economic cost of family violence in New Zealand put this at approximately \$4.1 billion p.a.<sup>28</sup></p>	<ul style="list-style-type: none"> <li>• Baseline measurement for social norms/values that influence family violence</li> <li>• A much better sense of the family violence population</li> <li>• Evidence from integrated data sets about the representation of FV clients in other negative outcomes and associated services, thereby giving a sense of the fiscal liability</li> <li>• Measures for the severity of harm</li> </ul>
<p><i>Population prevalence:</i></p> <ul style="list-style-type: none"> <li>• 781,000 violent interpersonal offences committed by a family member in 2013, with 6.4 percent of the adult population (13.4% Maori population) experiencing at least one or more<sup>29</sup></li> </ul>	
<p><i>Reported prevalence:</i></p> <ul style="list-style-type: none"> <li>• There were 14,389 ‘family violence’ offences (offences against the person with a family relationship between victim and offender) in 2015, with 46% of these offenders being Maori<sup>30</sup></li> </ul>	
<p><i>Re-victimisation &amp; Re-offending</i></p> <ul style="list-style-type: none"> <li>• One percent of adults experience 62% of violent interpersonal offences with a family relationship, suggesting significant re-victimisation<sup>31</sup></li> <li>• of the people charged with breaching protection orders in 2014, 25 percent were proceeded against twice in the three years prior, and 28 percent three times or more<sup>32</sup></li> <li>• of the male population who started a custodial sentence for a family violence offence in 2013, 14 percent had breached a protection order<sup>33</sup></li> </ul>	
<p><i>Geographic distribution</i></p> <p>We have a broad sense of per capita demand for family violence services by region (informed by a composite index based on reported incident numbers and indirect factors such as deprivation, overcrowding, and number of adults on main benefit).<sup>34</sup></p>	

<sup>28</sup> Snively, Kahui, Measuring the Economic Costs of Child Abuse and Intimate

<sup>29</sup> New Zealand Crime and Safety Survey 2013

<sup>30</sup> NZ Police: Recorded Crime Offender Statistics

<sup>31</sup> New Zealand Crime and Safety Survey 2013

<sup>32</sup> NZ Police: Information supplied to Law and Order Committee, 9 July 2015

<sup>33</sup> Dept of Corrections Topic Series: Family Violence Offenders 2014

<sup>34</sup> Ministry of Social Development’s Community Index for Family Violence Services

## Appendix 1: Building an investment case for family violence

<p><i>Ethnicity</i></p> <p>From 2009 to 2013 Māori were almost three times more likely to be killed by intimate partners and 2.5 times more likely to be offenders of intimate partner homicide than non-Māori or non-Pacific peoples<sup>35</sup></p> <p>Of family violence offenders starting a prison sentence in 2013 Maori comprised 51%, Europeans 29% and Pacific Peoples 11%<sup>36</sup></p>	
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Sufficiency, distribution, and alignment of our existing investment	
What we know	What more we need to know
Direct cost to government of responding to family violence and sexual violence is \$1.4b per year	<ul style="list-style-type: none"> <li>• A sense of how proportionate this quantum is given the relative harm of family violence compared with other types of crime</li> <li>• International comparisons re the quantum and distribution of our investment</li> <li>• A much better sense of the demographic, geographic, and ethnic distribution of current services</li> <li>• A better sense of core vs contracted services</li> </ul>
Only 1.5% of annual spend is on primary prevention of family and sexual violence	
Only 1.5% of the annual spend is on activities that identify violence or intervene early on the basis of risk	
Perpetrator interventions almost entirely focussed on non-violence programmes (ie, no holistic, early support for behaviour change)	
The effectiveness of our interventions	
What we know	What more we need to know
<p><u>Primary Prevention (\$21m)</u></p> <p>Positive anecdotal evidence from a small number of existing programmes, <b>otherwise effectiveness unknown or untested</b>. There is an underlying theory of change for most programmes which have not been evaluated, however.</p>	<ul style="list-style-type: none"> <li>• Formal evaluative data on our largest intervention groups</li> <li>• Data from evaluations of generic services that contribute to family violence outcomes</li> </ul>
<p><u>Identification and Early intervention (\$21m)</u></p>	

<sup>35</sup> Family Violence Death Review Committee (2014). *Fourth Annual Report January 2013 to December 2013*.

<sup>36</sup> Dept of Corrections Topic Series: Family Violence Offenders 2014

## Appendix 1: Building an investment case for family violence

<ul style="list-style-type: none"> <li>• 'Family Start' (\$6m approx) and Harmful Sexual Behaviour programmes for young people (\$5.7m approx) rated as 'Promising' in accordance with MSD Community Investment effectiveness criteria, <b>others largely unknown</b></li> </ul>	<ul style="list-style-type: none"> <li>• Better understanding of the international proxy evidence about the effectiveness of broad intervention types</li> </ul>
<p><u>Incident response and immediate safety:</u></p> <p>Anecdotal evidence suggests that current interventions at the immediate response stage can be inconsistent, un-coordinated, unsafe, and ineffective despite being based on a theory of change.</p>	
<p><u>Follow up – Victims</u></p> <p>Very limited information about effectiveness</p>	
<p><u>Follow up – Perpetrators</u></p> <ul style="list-style-type: none"> <li>• Formal evaluation of Corrections Non-Violence programmes demonstrate modest reductions in reconviction (4.2 percent) and re-imprisonment (2.1 percent)</li> <li>• International trends demonstrate shift towards earlier, more holistic services for perpetrators</li> </ul>	

## Appendix 2: Updates on key projects

ACTION AREA	SPECIFIC INITIATIVES	LEAD
<p>Risk assessment and management framework</p>	<p>The Framework will improve current, uncoordinated, variable-quality responses to victims and perpetrators of family violence, by building a common, coordinated approach to:</p> <ul style="list-style-type: none"> <li>a) understanding family violence and recognising it quickly through effective screening;</li> <li>b) assessing levels of risk and need accurately, in a timely way and based on an understanding of patterns of violence over time; and</li> <li>c) responding effectively, in accordance with risks and needs, to ensure the safety of victims and provide more perpetrators with earlier and effective rehabilitation.</li> </ul> <p>s 9 (2) (f) (iv)</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p>	<p>Ministry of Justice</p>
<p>Workforce development project</p>	<p>This project is to enhance the workforce competencies across the family violence and sexual violence workforces. There is variable practice and understanding across the family violence and sexual violence workforces making it unsafe for victims and contributing to low levels of accountability for perpetrators.</p> <p>The workforce development project will be implemented in three phases:</p> <ul style="list-style-type: none"> <li>a) Phase one will centre on the development of a workforce competency framework, which will involve working closely with other government agencies and key non-government stakeholders.</li> </ul>	<p>Ministry of Social Development</p>

## Appendix 2: Updates on key projects

ACTION AREA	SPECIFIC INITIATIVES	LEAD
	<p>b) Phase two will consider how the agreed competencies can be embedded into the current workforce.</p> <p>c) Phase three will ensure that people enter the workforce with agreed entry levels of family violence competencies.</p> <p>The Competency Framework, to be completed in December 2016, will set out the core competences required for safe, culturally responsive practice across the workforce. The draft competencies will be refined by an expert group. They currently include:</p> <ul style="list-style-type: none"> <li>a) cultural competence</li> <li>b) work collaboratively and share information</li> <li>c) identify, assess and respond to family violence and sexual violence appropriately</li> <li>d) engage victims of family violence and sexual violence</li> <li>e) engage children</li> <li>f) engage perpetrators of family violence and sexual violence</li> <li>g) act in the best interests of people affected by family violence and sexual violence.</li> </ul> <p>The draft Competency Framework has been developed through engagement with the Children’s Action Plan (CAP) Directorate and government agencies. It aligns with the Competency Framework for the children’s workforce, currently in development as part of the CAP. In addition, officials are working closely with the risk assessment and management framework project to ensure consistent advice relating to risk competencies.</p>	
Integrated safety response pilot	<p>The pilot of a new Integrated Safety Response model builds on what has been learned from existing multi-agency response systems in New Zealand as well as international evidence, and adds new elements to enhance the coordination of response, particularly for high risk victims.</p> <p>A cross-government project team is already working with practitioners in Christchurch to prepare to implement the first pilot site which will start no later than 1 July 2016. Input from non-government and iwi /</p>	Police

## Appendix 2: Updates on key projects

ACTION AREA	SPECIFIC INITIATIVES	LEAD
	<p>Māori representatives is essential to the pilot. Officials have begun working with these groups.</p> <p>The objectives of the project are to develop and pilot a new operating model for responding to family violence that improves safety management; uses early identification, collective government and non-government responses for at-risk family/whānau to manage perpetrators, reduce re-victimisation, re-offending and improve long term outcomes. The main features of the pilot are:</p> <ul style="list-style-type: none"> <li>• national and local governance and accountability</li> <li>• strategic and operational partnerships, tasking and coordination enabled through environmental scanning</li> <li>• a wider group of participants than the status quo, that are family focused and manage perpetrators</li> <li>• a family violence specialist to work intensively with high-risk victims (the next phase of the project will look at intensive case management for perpetrators)</li> <li>• a Director to oversee both operational and strategic management</li> <li>• a coordinator and an administrator to support the Director and do the day-to-day running of the model, e.g. broker required services based on the demand picture, and prepare analytics reports</li> <li>• an electronic case management solution for the pilot – records formal family focused plans; agencies will be accountable for delivering the tasks outlined in the plan; the electronic case management solution allows for analytics on volumes, timeliness, and monitoring. It will guide decisions about investment.</li> <li>• daily triage meetings to assess family violence referrals from the preceding 24 hours, assign risk and develop a family focused plan with outcomes, tasks, a specific pathway for high-risk victims</li> <li>• protocols, guidance, and training for practitioners to create a consistent understanding of family violence dynamics, working in a multi-agency team, kaupapa Māori, the new model and problem solving.</li> </ul>	

## Appendix 2: Updates on key projects

ACTION AREA	SPECIFIC INITIATIVES	LEAD
	<p>During the course of the Christchurch pilot we will collect data to answer these questions:</p> <ul style="list-style-type: none"> <li>a) What is the demand for the integrated safety response (ISR)?</li> <li>b) What demand does ISR generate for other social services?</li> <li>c) What does ISR cost? How is this cost affected by volumes and service levels?</li> </ul> <p>We will identify how many families need the ISR response, which agencies should work with them and how we can get better results if the needs of the family drive service decisions.</p> <p>We will record real time results for families so that we can actively move resources towards where they will be most effective.</p> <p>We intend to improve the integration of perpetrator interventions with other service via the integrated safety response model. The Family Violence Death Review Committee, (citing international research) has recently noted that the active involvement of perpetrator intervention providers within multi-agency responses improves the effectiveness perpetrator interventions and enhances the safety of women and children.</p> <p>s 9 (2) (f) (iv)</p>	
<p>Appointment of key agencies for primary prevention and perpetrator programmes</p>	<p>The Ministerial Group has assigned functional leadership in the primary prevention and perpetrator services areas to key agencies to enable a more coordinated approach to investment and service delivery, and a single, consolidated source of advice for areas which currently cut across multiple agencies:</p> <p>The appointment of lead agencies (and in ACC's case, a coordination role) is an important first step in a sector with multiple funding arrangements; however, it may be insufficient to drive the level of change required to deliver more joined up services and hence better outcomes. The Minister of Justice is</p>	<p>Ministry of Social Development</p> <p>Accident Compensation</p>



## Appendix 2: Updates on key projects

ACTION AREA	SPECIFIC INITIATIVES	LEAD
	<p>considering what additional legislative mechanisms may be needed. We have agreed to the following:</p> <p>a) MSD for family violence primary prevention. s 9 (2) (f) (iv)</p> <p>b) ACC is co-ordinating the Government’s response to sexual violence primary prevention. s 9 (2) (f) (iv)</p> <p>c) Corrections for programmes for adult perpetrators of family violence (including self-referrals and those referred by others). s 9 (2) (f) (iv)</p>	<p>Corporat ion</p> <p>Departm ent of Correcti ons</p>
<p>Development of a primary prevention framework for family violence and sexual violence</p>	<p>s 9 (2) (f) (iv)</p>	<p>Ministry of Social Develop ment</p>
<p>Research and Evaluation Agenda</p>	<p>Superu is leading the development of a research and evaluation agenda to support the Ministerial Group work programme and the wider family violence sector. Currently, there is limited research, evaluation and best practice for working with some population groups and about how services work together to reduce family violence. This agenda will help grow New Zealand’s evidence base and inform investment in family violence research and evaluation.</p>	<p>Superu</p>

## Appendix 2: Updates on key projects

<b>ACTION AREA</b>	<b>SPECIFIC INITIATIVES</b>	<b>LEAD</b>
	The scope of the Agenda will be expanded to include sexual violence. Superu will work with the governance group to align research priorities with the emerging priorities in the work programme and decide on funding options to support the Agenda.	

## 01 GOVERNANCE

Multi agency governance model sponsored by co-chairs of Family Violence and Sexual Violence



## 05 THE PEOPLE

Making a difference for families and the community  
A new perspective



## 02 THE MODEL

A tiered local model, providing a shared response and effective partnerships



# Integrated Safety Response

*Stepping up to be the difference for families*

## 04 KNOWING OUR BUSINESS

Collaboration and data share. Accountability and visibility of plans and actions through a shared platform

Key metrics to inform decision makers



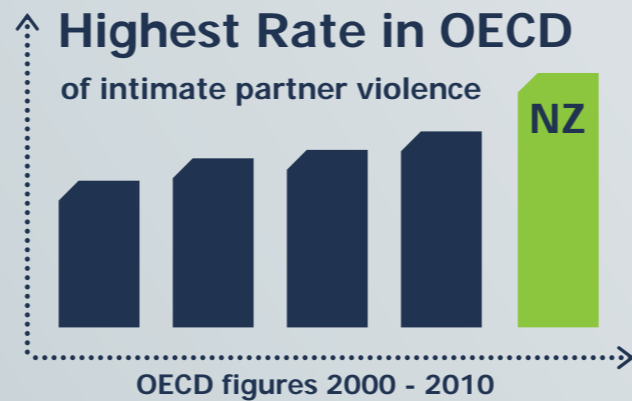
## 03 THE PROCESS

A family focus approach based on risk and urgency

Process underpinned by key roles



**Family Violence Investigations 2014**  
  
**101,981**



 **1.4 BILLION**  
 Government spend on core services to address immediate effect of Family Violence & Sexual Violence

**High Risk Victims and Offenders**



**Overdue Tasks**



**Percentage of Maori on Plans**

**Number of Plans 2014 - 2015**

**Effective Safety Outcomes and Tactics**

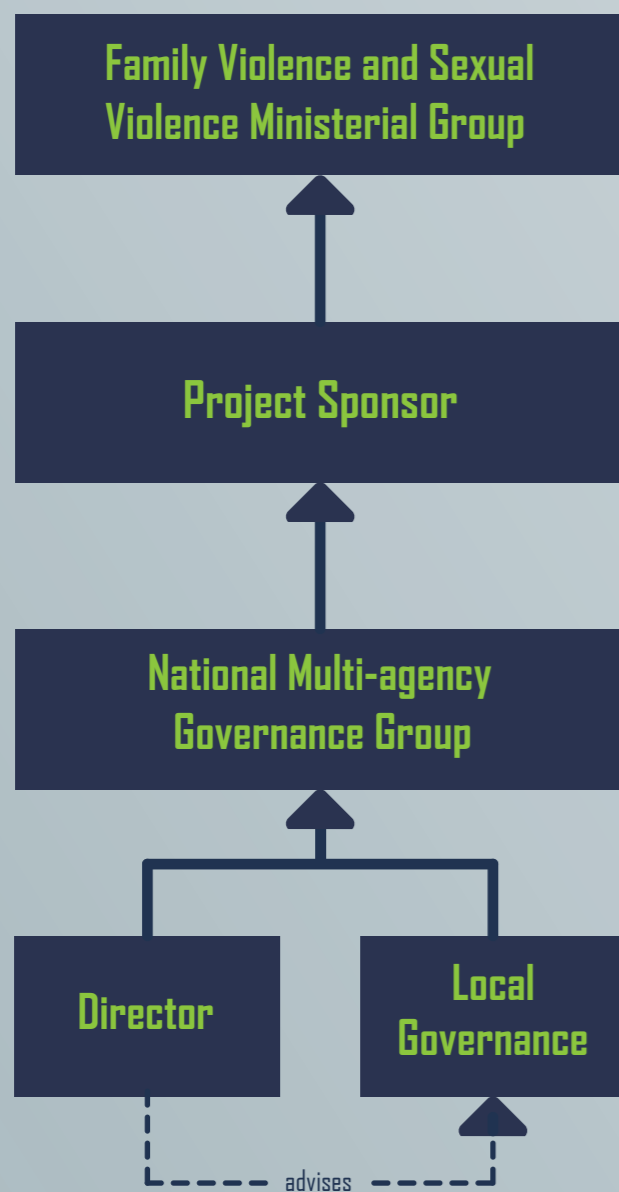


*"We have really had no impact, despite spending hundreds of millions of dollars on programmes, on the incidence of domestic violence in New Zealand"*

- Rt. Hon. B. English, Finance Minister. Feb. 2016

# 01 GOVERNANCE

Multi agency governance model sponsored by co-chairs of Family Violence and Sexual Violence



## OUTCOMES

The new integrated safety response to family violence aims to achieve these long term outcomes:

- ▶ Reduction in family violence (crime surveys)
- ▶ Reduction in serious harm (hospital data, police serious crime data)
- ▶ Reduced reoffending and revictimisation (NGO data, Police data, crime surveys)



## OUTPUTS

To achieve these outcomes we expect to see:

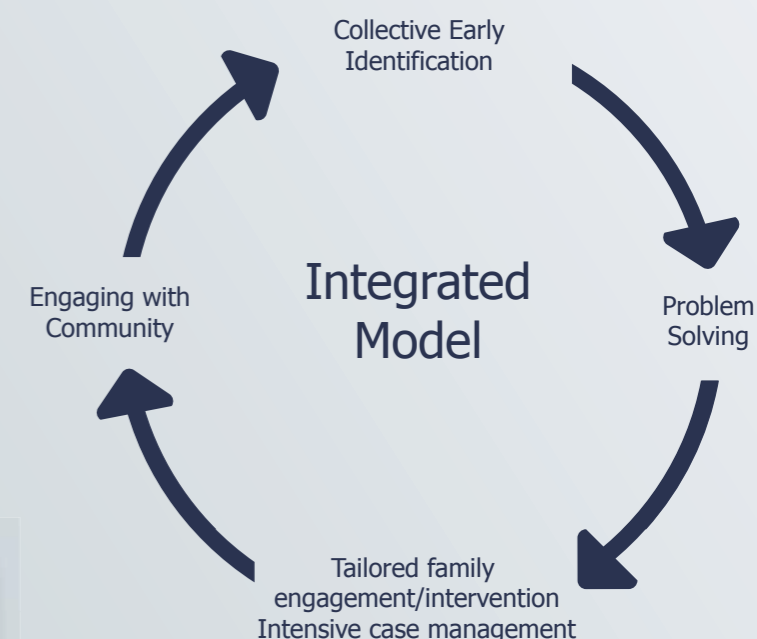
- ▶ Increased reporting rates per instance of family violence episode (crime surveys, Police data)
- ▶ Improved knowledge of family violence in an area and nationally (ISR data, Police data)
- ▶ Improved knowledge about Tiers 1, 2 and 3 cases managed (ISR data, Police data)



## PRINCIPLES

The principles underpinning the integrated safety response to family violence are:

- ▶ Putting families/whanau at the centre of the system
- ▶ Addressing the risk and full range of needs of a family through early identification and collective impact using evidence-based risk assessments to inform responses
- ▶ Changing the behaviours of those using violence is the most effective way to prevent family violence
- ▶ Timely and accurate information sharing that respects the privacy and dignity of family members
- ▶ Improving the collective understanding of family violence and having the right service at the right time



## 02 THE MODEL

A tiered local model, providing a shared response and effective partnerships



- Joint Initiatives
- Identification of Vulnerable Communities
- Strategic view
- Build community investment
- Mutual understanding of demand capability and capacity
- Environmental scanning
- Intelligence informed
- Developing evidence base and tactics
- Community education campaigns
- Improved practice and efficiency
- Grows specialised work programme
- Understand driver of crime
- Ensure integrated family/whanau plans
- Ensure data share (realtime)

### GUIDING PRINCIPLES



#### Requirements:

- ▶ Trained and Qualified Staff
- ▶ Case Management
- ▶ Risk Assessment
- ▶ Advocates at the table
- ▶ Problem Solving

#### Leading to Prioritisation:

- ▶ Intensive Case Management Complex Needs
- ▶ Medium Risk - Escalating
- ▶ Low Risk - Emerging



#### Identify:

- ▶ Resource Requirements
- ▶ Capability Gaps
- ▶ Operational Risk
- ▶ Predicted Demand
- ▶ Overdue Tasks
- ▶ Escalation Points



### OPTIONS STACK

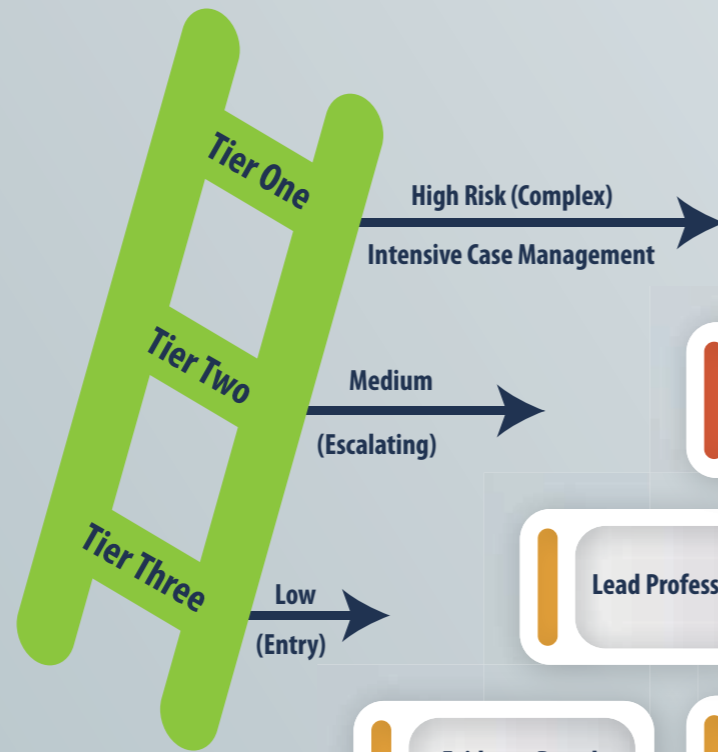


- Location based resources
- Operational Police resources
- 24 hour crisis response
- Child counselling and behaviour specialists
- Relationship counselling
- Victim advocacy
- Youth support/ mentoring/advocacy
- Offender support/ interventions
- Mental health (adults and children)
- Alcohol and Drug interventions
- Parenting programmes
- Male victim advocacy and counselling
- Accommodation support
- Employment and budgeting support
- General medical health and sexual health services

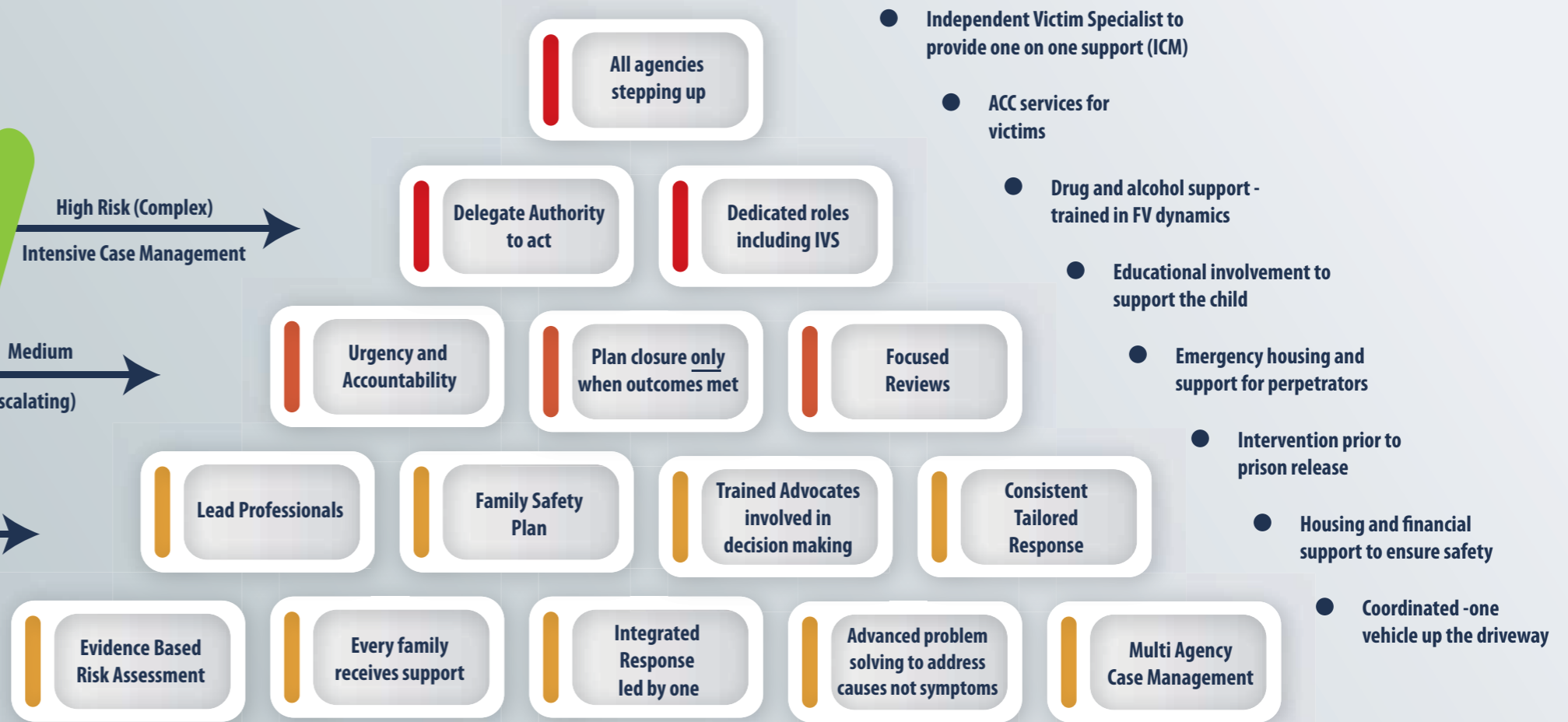


### 03 THE PROCESS

A family focus approach based on risk and urgency  
Process underpinned by key roles



## Sustainable Safety



### Director

- ▶ Provides operational and strategic management
- ▶ Responsible for the work programme which will reflect the actual demand and requirements to build secure capability through specialist agencies
- ▶ Uses the strategic oversight of the ISR data and analytics to identify improvements to local family violence systems and settings
- ▶ Represents the Integrated Safety Response to the public sector and governance
- ▶ Resolves regional sector challenges and provides feedback to regional governance board on any enhancements required
- ▶ Ensures professional training and accreditation is in place and core workforce competencies are met

### Coordinator

- ▶ Implements an effective Integrated Safety Response by coordinating day to day operations, including the chairing of the safety assessment and intensive case management meetings
- ▶ Builds and maintains strong relationships with local agency professionals, including the identification of the need for additional agency inclusion
- ▶ Identifies local service needs and where appropriate escalates issues to the local Director
- ▶ Facilitates the professional decision making at safety assessment meetings relating to risk assessment.
- ▶ Monitors the assignment and outcomes of taskings recorded in the case management system
- ▶ Provides detailed reporting of data, service gaps and identified needs to the Director

### Administrator

- ▶ Provides administrative support for the Integrated Safety Response including the accurate and timely entry of family harm data in the case management system
- ▶ Schedules and provides relevant information to, the daily Safety Assessment and weekly Intensive Case Management Meetings
- ▶ Monitors the progress of the Family Safety Plan taskings and follows up with the lead professionals as required
- ▶ Provides support to users of the case management system as required

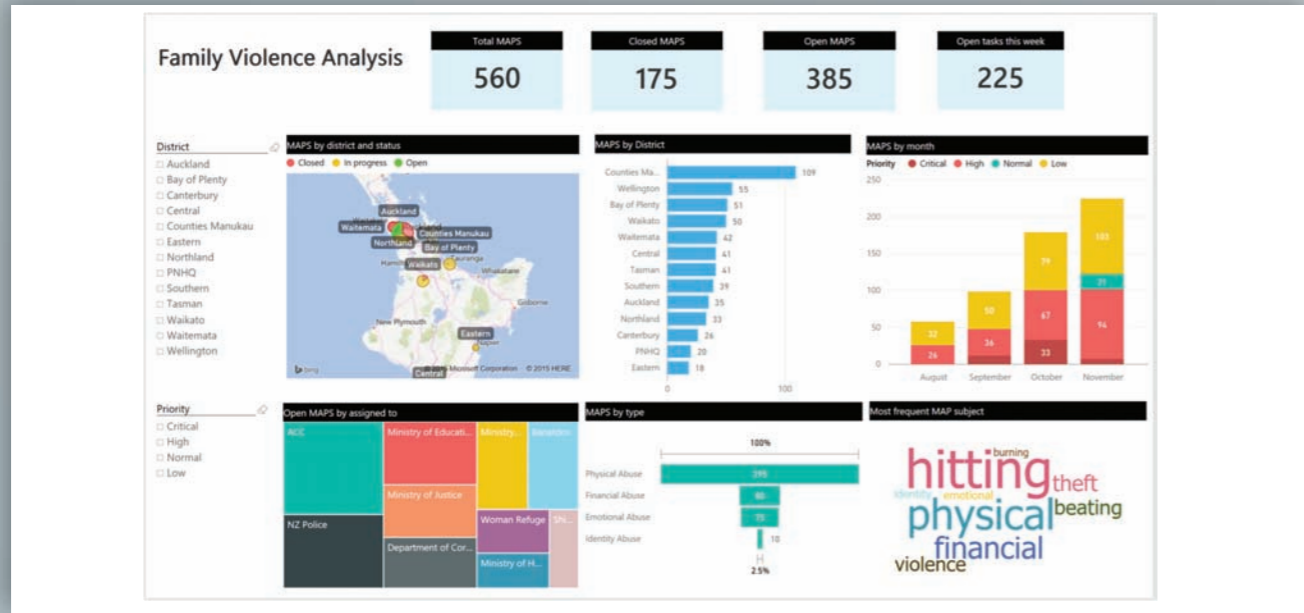
### Independent Victim Specialist

- ▶ Ensures that the safety of high risk victims is central to any response
- ▶ Provides specialist support to the victim immediately following a report of family harm, and continues that support through the intensive case management process
- ▶ Takes responsibility for developing and overseeing the implementation of a safe and appropriate Family Safety Plan
- ▶ Shares their expertise and knowledge of the victims situation to inform an effective intensive case management response for the victim and their family
- ▶ Ensures practical support is linked to risks identified and based on the needs of each individual to keep them safe



# 04 KNOWING OUR BUSINESS

Collaboration and data share. Accountability and visibility of plans and actions through a shared platform. Key metrics to inform decision makers.



### SAFER FAMILIES

Welcome John Doe | Logout

Home Dashboard **MAPS** Tasks Reports Other Information

#### 235 | Singh, Adelaide Rd, Dec 2015

MAP ID: 235 | MAP Type: Physical Violence | MAP Date: 24/11/15 | Location: Wellington

Perpetrator: John Harding | Victim: Jane Smith | Victim Last Updated: 26/11/15

Lead Agency: Womens Refuge | Source Agency: Womens Refuge

**Map Description**  
Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Maecenas nec condimentum elit. Donec elit lorem, efficitur ac bibendum id, dignissim ac metus.

**Status:** New | **Severity:** High | **Criticality:** High

**Related MAPS**

- 235 Domestic Violence call out (Severity: High, Criticality: High)
- 235 Physical Violence call out (Severity: low, Criticality: Medium)
- 235 Incident with Tim (Severity: low, Criticality: low)

**MAP Documents**

- Primary-Party-Interview-notes.pdf
- Episode-Outline.pdf
- Officer-statement.pdf
- incident-report.pdf

**Activity Feed**

- David Jones (NZ Police) - Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Reply - Tuesday at 3:46pm
- Kevin Long (NZ Police) - Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Reply - Tuesday at 3:46pm
- Sophie Hunt (Womens Refuge) - Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Reply - Tuesday at 3:46pm

**Tasks**

Task	Status	Progress
Find Source Files	Completed	100%
Meet with John	In Progress	40%
Write summary document	Completed	100%
Review Documents	Overdue	0%
Write document	In Progress	40%
Review Documents	Overdue	0%
Find Source Files	Completed	100%
Write summary document	Completed	100%
Find Source Files	Completed	100%

### SAFER FAMILIES

Welcome John Doe | Logout

Home **Dashboard** MAPS Tasks Reports Other Information

#### Dashboard

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06 New MAPS	17 In-Progress MAPS	30 Completed MAPS	11 Overdue Tasks
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**New Plans**

- Singh, Adelaide Rd, Dec 2015 (ID: 235, Date: 26/11/15, Severity: High, Criticality: High)
- Rawhiti, Stokes Valley Rd, July 2015 (ID: 236, Date: 25/11/15, Severity: High, Criticality: Medium)
- Johnston, Queens Dr, Nov 2015 (ID: 237, Date: 24/11/15, Severity: Low, Criticality: Low)
- McDonald, Tawa, Sept 2015 (ID: 238, Date: 23/11/15, Severity: Low, Criticality: Low)
- Casey, Makda Vale Rd, Apr 2015 (ID: 239, Date: 25/11/15, Severity: High, Criticality: Medium)

**Overdue Tasks**

- Review Documents (Due Date: Yesterday, Map ID: 239, Assigned to: Jake Shoemark)
- Write Summary Documents (Due Date: Yesterday, Map ID: 239, Assigned to: Jake Shoemark)
- Write Case Notes (Due Date: 1 day ago, Map ID: 239, Assigned to: Jake Shoemark)
- Meet with John (Due Date: 3 days ago, Map ID: 245, Assigned to: Jake Shoemark)
- Write Case Notes (Due Date: 1 day ago, Map ID: 229, Assigned to: Jake Shoemark)

**Activity Feed**

- David Jones (NZ Police) - Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Reply - Tuesday at 3:46pm
- Kevin Long (NZ Police) - Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Reply - Tuesday at 3:46pm
- Sophie Hunt (Womens Refuge) - Donec quis elit vel arcu rutrum lacinia quis id enim. Donec quis sapien non quam fringilla gravida vitae eu sapien. Pellentesque lobortis est sed lectus cursus malesuada. Donec eget augue nec tortor rhoncus auctor. Reply - Tuesday at 3:46pm
- Task Updated! Meet with John (2 New Comments Added)
- Task Completed! Review Case notes

#### Record Map Outcome

Outcome: Positive

Notes:

Submit Cancel

- Capture plans and allocate tasks against plans
- Monitor and track progress on plans and tasks
- Provide a shared view of plans across agencies
- Provide insight into programme performance via key metrics



# 05 THE PEOPLE

Making a difference for families and the community. A new perspective.



Maintaining safety for victims is achieved by the collective focus on the people using violence and sustaining their behaviour change.

Mere knows that professionals are working together with her with the desire to make her and her children safe. She knows he is taking responsibility and being helped.

Mere does not disclose the violence - she never does. Mere can speak over the phone to a support person immediately after the family violence episode.

24/7 Harm centre set up. Mere does not disclose but PSO issued.

Emergency perpetrator housing is available.

Mere has a choice to leave the family home with the children or remain in the home.

Although Mere has not made a complaint, agencies consider the episode and share important information to make her safe. A risk assessment is completed by professionals – Mere is considered low/medium risk

The next day Mere is visited by an advocate.

Independent Victim Specialist assigned to Mere. Mere is moved to high risk.

Mere has never had such an early follow up before. They explain the risks to her and she discloses the history of abuse. Mere is moved to high risk.

IVS works closely with Mere to address safety needs and other issues facing the family. IVS ensures all relevant agency data is available to inform decision making. The IVS takes responsibility for ensuring Mere's safety.

The Independent Victims Specialist (IVS) gives Mere options about services to address alcohol problems and the issues the children are having at school. A burden has been shifted – from Mere to agency professionals

IVS works with Mere to make a tailored Family Safety Plan (FSP) that targets the underlying problems facing the family.

Mere starts to receive the help she and her family needs.

Culturally appropriate services. Community needs are met through effective and tailored programmes.

Mere is aware that that John is receiving support through a Kaupapa Maori service. Mere is supported through the Court process.

Mere is supported through the Court process.

John is arrested and charged. The IVS contacted the Victim Court Advisor.

Mere knows that John is receiving specialist programmes to address his alcohol and drug problems

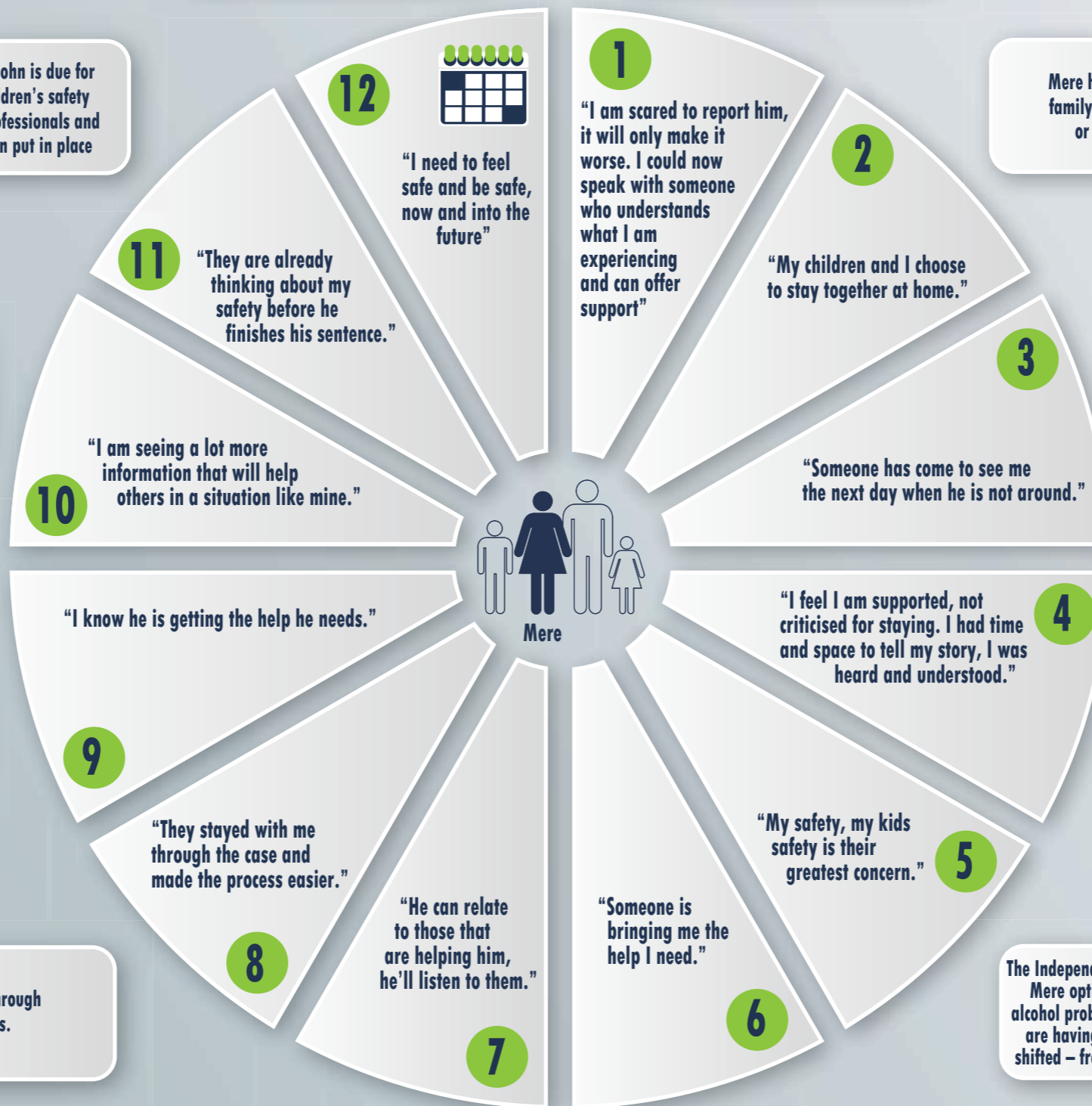
Problem solving to address underlying causes of violence

Mere has accessed further information through a community education campaign

A local education initiative is launched on FV based on trend analysis

Mere knows that when John is due for release her and her children's safety will be reassessed by professionals and a new Family Focus Plan put in place

Professionals prepare a new Family Safety Plan for Mere and family.



## Integrated Safety Response

**MILESTONES**



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**30/05/2016 - New roles appointed and evaluation supplier confirmed**

“ To interrupt the transmission of violence across generations, we urgently have to change our behaviours.

No longer can we hold an individual– victim, agency or programme responsible for preventing family violence; safety and prevention can only ever be the responsibility of the collective- the actions practitioners, agencies, leaders and communities talk together to protect victims.

The success of the Integrated Safety Response is reliant on:

**Integrating** the way services work together, and with child and adult victims, those perpetrating violence and their families and whānau

maintaining that **Safety** for victims is achieved by our collective focus on the people using violence and sustaining their behaviour change

preventing family violence by changing our collective **Response**, each disclosure is an opportunity for us to step up and take protective action.

Now is the time to act. ”

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Family Violence Death Review Committee  
( 01/03/2016)

