

Chair  
Cabinet Social Policy Committee

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

### **Proposal**

- 1 In response to an invitation from the Cabinet Social Policy Committee in April 2016, this paper reports back on the progress of the Ministerial Group on Family Violence and Sexual Violence (Ministerial Group) work programme and proposed investments for Budget 2017. We present this report as co-chairs of the Ministerial Group.

### **Executive Summary**

- 2 Family violence and sexual violence affect too many people in New Zealand. They have devastating impacts on individuals, families and communities. Family violence has intergenerational impacts and we know that being exposed to violence as a child increases the risk of violence in that child's future. Family Violence costs New Zealand more than \$4 billion per year and the total annual cost of sexual violence crime is estimated to be \$1.8 billion.
- 3 Since 2014 the Ministerial Group has been working to establish a comprehensive response to family violence and sexual violence to stop perpetrators hurting their families, protect victims, and break the cycle of re-victimisation and re-offending.
- 4 An earlier priority was to understand the government's current investment/expenditure. We began with a 'portfolio analysis' of the government's annual spend on family violence and sexual violence. It told us that our investments were not always effective, not joined up and not targeted at the right points in the system - almost 90 percent of the \$1.4 billion annual government spend went to dealing with aftermath of violence (especially police, courts, corrections and health).
- 5 In response, we identified and developed critical projects to strengthen the foundations of the system to improve practice across all agencies and service types while building data and evidence to guide future investment over the medium-to-long term.
- 6 Where there was a clear need for immediate action and a solid evidence base, we have put in place better services, pilots and other improvements. These include a comprehensive suite of specialist sexual violence services funded through Budget 2016 and a National Home Safety Service (to keep victims safe in their own home without having to rely on alternative, safe accommodation).
- 7 The Integrated Safety Response to family violence (ISR) pilot has become an increasingly important project of the Ministerial Group. It allows us to both immediately respond to victims and perpetrators while also working with the sector to better design systems and building the evidence base we need to direct future investment. The ISR is also allowing us to test key elements of an integrated family violence system that our

earlier analysis showed were necessary. An early evaluation confirmed that the ISR model shows considerable promise.

- 8 Our proposed approach to Budget 2017 reflects the centrality of the ISR to the Ministerial Group work programme in the short-term. To date the ISR has been funded from the Justice Sector Fund and agency baselines. However, these sources of funding are unable to support it to the next stage. We are seeking funding of \$22.4 million to extend the timeframe of the ISR pilot for a further two years in the existing Christchurch and Waikato sites in order to gain outcomes information and inform advice on a potential future national roll-out of ISR. Other aspects of the work programme have been funded from agency baselines.
- 9 The Ministerial Group's work is underpinned by the proposed Family and Whānau Violence Legislation Bill that includes specific changes to provide a legislative basis for the proactive and coordinated responses we want to see.
- 10 Withheld under the Official Information Act 1982 section 9(2)(f)(iv)

## Background

- 11 A recently completed investment case for family violence<sup>1</sup> (unpublished) ("the investment case") found approximately 525,000 New Zealanders (adult victims, child victims and perpetrators) were directly affected by family violence. The social cost<sup>2</sup> of this was at least \$4 billion in 2014.<sup>3</sup> Lost productivity alone was estimated at \$900 million per year. In the case of sexual violence, Treasury estimated the total social cost of sexual violence crime at \$1.8 billion per annum.<sup>4</sup>
- 12 Women and children are disproportionately impacted. Women experience more repeat incidents of interpersonal violence, more serious offences by partners, and sustain more injuries than men.<sup>5</sup> Data from the Integrated Safety Response (ISR) pilot (discussed below) shows that children and/or youth are present in 57 percent of families coming to the attention of ISR.
- 13 There is heightened risk of experiencing interpersonal violence for women involved with gangs.<sup>6</sup> For a woman and her children living with a gang-affiliated man, their ability to leave the relationship is greatly curtailed through fear of gang retaliatory violence and intimidation.
- 14 The intergenerational effects of family violence on children are profound. Physical abuse, child sexual abuse, or exposure to intimate partner violence increases the risk of future victimisation or perpetration of intimate partner violence by between two to four

<sup>1</sup> Completed in response to SOC-16-Min-0034.

<sup>2</sup> Social cost is the estimate of harm from family violence made up of private, public, nonfinancial (anxiety, reduction in quality of life) and financial (public sector expenditure) costs.

<sup>3</sup> Kahui, S and Sniveley, S. 2014. *Measuring the Economic costs of Child Abuse and Intimate Partner Violence to New Zealand*. Commissioned by the Glenn inquiry. Wellington: MoreMedia Enterprises.

<sup>4</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>5</sup> Mayhew, P. & Reilly, J. 2006. *New Zealand Crime & Safety Survey: 2006: Key Findings*. Wellington: Ministry of Justice; Ministry of Justice. 2015. *2014 New Zealand Crime and Safety Survey: Main Findings*. Wellington: Ministry of Justice.

<sup>6</sup> Ulloa et al. 'Interpersonal violence in the context of gangs: A review' *Aggression and Violent Behaviour*, vol 17, no 5, 2001, pp 397-404

fold.<sup>7</sup> The rate of suicide among affected children increases three fold; youth mental health problems increase by two to three fold; and 57 percent of such children will leave school without NCEA level 2.<sup>8</sup> An Australian study found that at least 30 percent of people seeking assistance for homelessness are fleeing family violence. People who experienced abuse in childhood, lived amidst violent and, frequently, deprived communities, and who have previous histories of abuse, are at risk of gang association.<sup>9</sup>

- 15 Māori are by far the most affected population group. In the early weeks of the Waikato ISR pilot site 59 percent of people entered into the case management system were Māori; Māori make up 21 percent of the population in the Waikato region. 65 percent of children aged 0-13 entered into the case management system in Waikato are Māori. In the Christchurch pilot site Māori account for only 8.5 percent of the general population but 20 percent of victims and 24 percent of perpetrators.<sup>10</sup>
- 16 Research also indicates that seniors and disabled people are particularly vulnerable to violence and abuse, though New Zealand data are limited. We do know that the nature of relationships between seniors or disabled people and their family carers often makes it particularly difficult for them to escape abuse and their needs can be particularly complex.
- 17 Since 2014 the Ministerial Group has been working to establish a comprehensive response to family violence and sexual violence to stop perpetrators hurting their families, protect victims, and break the cycle of re-victimisation and re-offending.
- 18 In April 2016 the Cabinet Social Policy Committee endorsed the direction of the Ministerial Group's work programme and invited the Ministerial Group to report back on the progress of the work and any proposed investments for Budget 2017 [SOC-16-MIN-0034].
- 19 An early priority was to better understand the government's annual spend on family violence and sexual violence. A 'portfolio analysis' told us that our investments were not always effective and not targeted at the right points in the system – almost 90 percent of the \$1.4 billion annual government spend went to dealing with aftermath of violence (especially police, courts, corrections and health).
- 20 We also found that agency and NGO responses are typically siloed, difficult for people to navigate, often unavailable, and poorly measured for effectiveness. The Productivity Commission reached similar conclusions in its September 2015 report on Effective Social Services.<sup>11</sup>
- 21 In response, we have progressed key projects to strengthen the foundations of the system, improve practice now across all agencies and service types, while building data and evidence to guide future investment over the medium-to-long term.

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7 Whitfield, C et al. 2003. Violent Childhood Experiences and the Risk of Intimate Partner Violence in Adults. *Journal of Interpersonal Violence*. Feb 2003, Vol.18(2), pp.166-185.

8 Clark, T.C. et al. 2009. Youth'07: The Health and Wellbeing of Secondary School Students in New Zealand. *Findings on Young People and Violence*. Auckland: The University of Auckland; MSD Integrated Child Dataset. 2015.

9 <http://www.radionz.co.nz/news/national/324378/gangs-a-byproduct-of-state-care-black-power-member>

10 Integrated Safety Response data presented to the Ministerial Group on Family Violence and Sexual Violence 15 February 2017.

11 The New Zealand Productivity Commission. 2015. *More effective social services: Summary version*. Wellington: The Productivity Commission.

## **Where we are heading**

- 22 Ultimately, we need to create a system that is integrated across its component parts, with a skilled workforce able to recognise risk and need, and that knows how to respond. We want a system in which people have confidence to seek help and when they do they get the support that is right for them, at the right time, and no matter which 'door' they seek help through.
- 23 We also need to move Government expenditure from dealing with the aftermath of violence to investing to make change as early as possible in the cycle of violence: before the next generation of children suffer harm and before the most costly justice sector responses are needed. Achieving these outcomes will not happen quickly; it will require a sustained and coordinated effort.
- 24 We need to draw on the expertise and experience in the NGO and frontline sector. We are working with them to develop services and responses that are sustainable and that meet the needs of those working directly with victims, perpetrators and their families and whānau.
- 25 In April 2016 we noted our intent to take an investment approach, but that we were not yet in a position to do so due to inadequate information about the distribution and effectiveness of interventions; inconsistent assessment of need and risk; and poorly understood (but significant) levels of under-reporting.
- 26 In response we set out a work programme to address our gaps in knowledge and test some practical and innovative new ways to better support people affected by family and sexual violence. Because it will take some time to gather all the information we need, our approach has been to make changes and implement new initiatives where we have enough evidence to support change, while piloting and testing new ideas and continuing to build the evidence base for what works.
- 27 Since we reported in April 2016 we have rolled out or expanded a number of new initiatives and pilots and have made good progress across the work programme. Some of the key achievements are described briefly below along with what the next steps are for the work.

## **Progress of the Ministerial Group work programme: Integrated Safety Response (ISR) to family violence**

- 28 An increasingly important project for the Ministerial Group is the Integrated Safety Response to family violence (ISR) pilot, which we launched in Christchurch in July 2016 and the Waikato in October 2016.
- 29 In the past service responses to family violence have been fragmented, information has not been effectively shared and risks have been poorly understood because each agency only has part of the picture. ISR is testing a new multi-agency approach to addressing these issues. In these sites all family violence episodes attended by Police and high-risk prison releases are assessed on a daily basis by a multi-agency team which has access to the information each agency holds on the individuals concerned.
- 30 These teams identify risks and issues, problem-solve, and plan a coordinated response to victims, children and perpetrators. The new operating model is an end-to-end process involving timely decision making, focused actions, and on-going reviews.

- 31 The ISR allows us to both immediately respond to victims and perpetrators, while also working with the sector to better design systems and build the evidence base we will need to direct future investment. With their rich administrative data, local and national governance, and independent evaluation, the ISR sites provide an ideal platform for testing other components of a comprehensive family violence system, including:
- The necessity of effective services for perpetrators;
  - Daily multi-agency incident reviews;
  - Co-ordinated oversight of medium and high risk cases with appropriate follow up;
  - Developing a Risk Assessment and Management Framework and practice guidance - so the workforce has the tools to better identify and respond to family violence;
  - A workforce development project - so we build a workforce with the knowledge and skills it needs; and
  - A linked-up independent needs and risk assessment hub – to assess people’s needs, especially to intervene earlier and/or support families with longer-term recovery needs.
- 32 An independent interim evaluation of the Christchurch site confirms the model shows considerable promise. It concludes that the pilot has been largely implemented as intended, and that there is a commitment by agencies and NGOs to retain and improve the model. The report also identifies areas requiring attention to stabilise and improve the pilot.
- 33 Funding for ISR was provided for one year and will cease on 30 June 2017. We are not yet ready to recommend the form in which ISR should be rolled out nationally. We need to further refine the model, test other components of a system that ISR will need to link to, and better understand ISR’s full costs and benefits. Consequently, we are seeking funding from Budget 2017 to extend the ISR pilot for two years (see paragraphs 76 to 85).

### **Progress across the wider work programme**

*Legislative reforms supporting the work of the Ministerial Group were approved in August 2016*

- 34 In August 2016 Cabinet approved the review of the family violence legislation, and the associated programme of work [CAB-16-MIN-0420]. Decisions about funding the implementation and impacts of legislative change will be confirmed as part of Budget 2017.
- 35 The legislative reforms underpin the other work of the Ministerial Group by strengthening the justice sector response to family violence, and supporting the ongoing development of an integrated system based on effective services.
- 36 To support the shift in the system, the Bill includes changes that will: increase access to risk and needs assessments and services; more accurately record family violence offending in the criminal justice system; introduce codes of practice; and new information sharing provisions.

- 37 The Minister of Justice expects to introduce a Family and Whānau Violence Legislation Bill into the House shortly.

#### *Risk Assessment and Management Framework*

- 38 Reviews of family violence deaths show that victims were typically known to agencies, but that for various reasons opportunities to intervene were missed or the level of risk was misjudged. Overseas evidence shows similar outcomes.
- 39 The Risk Assessment and Management Framework (RAMF) aims to develop a common approach to consistently and effectively identify, assess and manage the risks of family violence.
- 40 Phase 1 of the project establishes overarching expectations for organisations and individuals working with people affected by family violence. In Phase 2, which is underway, we will work with 'early adopters' in ISR pilot sites to develop practical guidance, risk assessment tools and associated training material. This will be in close cooperation with the ISR project team and the family violence workforce development project.

#### *Workforce Development*

- 41 The skills and capability of the family violence and sexual violence workforces is mixed. It includes many volunteers and professionals for whom family violence or sexual violence is a non-core part of their job. In many cases little or no training is available.
- 42 A draft Workforce Capability Framework, co-designed with a sector-led Expert Design Group, identifies the knowledge, skills and behaviours needed for a safe and competent workforce.
- 43 The draft Framework is being tested in ISR sites and will include service providers applying the framework to measure and assess their current capability and provide feedback. The framework is also being piloted by Police for staff training, and through, Te Whakaruruhau a Waikato Māori Women's Refuge. Feedback on the usefulness of the framework is very positive.
- 44 The framework has also been used to inform the service design of the Sexual Violence Crisis support service. It will provide the basis for building and supporting national capability in the sexual violence sector.
- 45 Implementation of the framework will be phased across the paid workforce, starting with sexual violence providers (where service development is advancing), the family violence and community-based providers.

#### *Family violence and sexual violence prevention*

- 46 Family violence and sexual violence prevention aims to stop violence before it begins and to stop it from reoccurring. It involves working at the population level to change attitudes and behaviours, to increase the factors that provide protection from violence, and to decrease the risk of violence, especially for those groups most at risk.

- 47 We are building a stronger evidence base of what is effective in preventing family violence and sexual violence in New Zealand, to ensure we make good investment decisions.
- 48 The Family Violence Prevention Investment Advisory Board (led by MSD) and the Sexual Violence Prevention Advisory Board (coordinated by ACC) have been established. The Boards bring expertise from Government and the sector to advise on investment, align prevention activities, and enable coordinated decision-making.
- 49 An investment logic approach has been taken to develop ways for the Boards to assess primary prevention initiatives. The resulting frameworks provide a consistent way to test and confirm that the rationale for investment is evidence-based.
- 50 The Family Violence Prevention Investment Advisory Board has reviewed three MSD-funded prevention programmes: It's not OK; E Tū Whānau; and Pasefika Proud. These programmes comprise nearly half of Government's total targeted investment in family violence prevention at \$4.22 million (2016/17).
- 51 In June this year the two Boards will advise the Ministerial Group on their assessment of all existing prevention programmes and the direction for future investment.

#### *Perpetrator services and victim services*

- 52 The investment case confirmed that changing perpetrator behaviour is a key priority, since this is the best way to make significant reductions in the rate of family violence. At present few services are available outside the justice sector to support perpetrators to change their behaviour.
- 53 The ISR pilot is testing a Perpetrator Outreach Service and intends to test other innovative ideas to manage and change perpetrator behaviour. We are also trialling new short-term accommodation in ISR pilot sites for perpetrators of family violence who are subject to a Police Safety Order but who have nowhere else to stay. Other work completed includes research into effective perpetrator interventions, identifying key gaps in perpetrator services, and developing an optimum service mix for changing perpetrator behaviour.
- 54 The research showed inconsistencies in capability and capacity to deliver existing programmes, the need for more training of providers (which Corrections is looking to address now), and gaps in services. Service gaps include: integrated family violence, mental health and alcohol and other drug services; whānau wellbeing services to build resilience around the perpetrator; and relapse prevention.
- 55 Similar work is going on into services for victims, including developing an optimal service mix, appropriate case management and navigation, accessible entry into the system, and efficient referral pathways and feedback loops.
- 56 The optimal response would be family/whānau-centred and focused on the needs of Māori. We know that Māori are disproportionately affected by family violence and any optimal response needs to respond to Māori whānau as a priority. The response will include Kaupapa Maori services, integrated whānau services and linkages with Whānau Ora.

57 Our analysis shows us that there are gaps for both the types of services available for victims, and the volume of services available. We are working to develop solutions to address these gaps. We also know that there is innovative practice in the NGO sector, and we will work with the sector to understand how these innovations can be built on and further developed.

#### *Sexual Violence services and institutional arrangements*

58 Funding for improving sexual violence services was secured through Budget 2016 (\$46m over four years), as a direct response to the recommendations of the Social Services Committee, and the Law Commission. Good progress is being made in rolling out this funding. There is significant service development underway in close consultation with the sexual violence services sector. The result will be services that are more effective and sustainable, with increased reach to victims/survivors and perpetrators of sexual violence.

59 In 2016/17 (the first year of the new funding), \$7.88m has been allocated to:

- Continue provision of crisis response and support services for an estimated 4,300 victims and survivors via 33 specialist providers
- Significantly increase the provision of harmful sexual behaviour services for adults and continue the provision of these services for children
- Continue provision of services for male survivors of sexual abuse.

60 From July 2017, there will be a 36% increase in the provision of crisis support service in order to reach more victims/survivors, with further increases in 2018/19 and 2019/20. There will also be increases in provision of harmful sexual behaviour services for adults and services for male survivors of sexual abuse.

61 In addition, from December 2017, a new national sexual violence helpline will commence, which will, for the first time, provide a nationwide free 24/7 service for confidential information and support for those affected by sexual violence.

62 In March 2016 the Social Policy Committee accepted recommendations from both the Law Commission's Report on The Justice Response to Victims of Sexual Violence, and the report of the Inquiry into the funding of specialist sexual violence social services. Those recommendations included that a whole-of-system response to sexual violence needed to be established, including shared cross-government policy, dedicated institutional arrangements, and on-going leadership and oversight.

63 These recommendations are being addressed through the Ministerial Group work programme, and the resulting work is underway to develop what a feasible and effective whole-of system response to sexual violence would look like and how it could be established, building on existing structures and arrangements. Initial advice will be provided by 31 March 2017.

64 There are close links between this work and the work currently being undertaken to develop an integrated system for family violence services.



*Additional operating improvements now in place or announced*

65 As well as ISR and the above work-streams, we have initiated a number of other operational improvements to change outcomes for families across government. These include:

- From mid-2015, establishing the National Home Safety Service that will provide victims of family violence with support and resources to live free from violence in their own homes;
- From late 2015, four community pilots that work with gang-connected populations and their communities to build safer communities, support adult victims, address perpetrator behaviour and reduce the effects of multi-generational gang involvement;
- Expanding the Family Start intensive home visiting service for high-risk families with children. Up to 5000 referrals are received every year and of these around 20% are related to family violence;
- Responding to recommendations from the Family Violence Death Review Committee through launching the 'Danger signs' campaign in late 2016 as part of Its Not OK. This highlights the signs that a women is in danger from a partner and where to get help;
- Extending E Tū Whānau into hard to reach communities, particularly those belonging to gangs and refugee and migrant communities;
- Hosting the first Pasefika Proud National Pacific Community Leaders Fono in 2016, to build on existing solutions to further address family violence in Pacific families;
- In 2016, expanding the bail information pilot from two to eight locations to give judges making bail decisions more information about a defendant's previous family violence history to help support informed bail decisions;
- In late 2015, launching a new disclosure scheme that will make it easier for Police to disclose a person's violent criminal past to a concerned partner or friend;
- March to May 2017 – Police implementing a new package of family harm training for frontline officers, leaders, prosecutors, front counter and communications centre staff;
- From March 2017, establishing the Family Violence Victim Video Interview on Scene – pilot in Counties Manukau using new Evidence Regulations, to benefit victims and provide a better standard of evidence in court;
- From March 2017, establishing two pilots where a need was identified as part of the review of family violence legislation:

- Withheld under the Official Information Act 1982 section 9(2)(f)(iv)

- Piloting supervised handover of children in family violence cases in Whanganui and Rotorua;
- From early 2017 - Sexual violence court pilot began receiving cases (judicial initiative);
- The \$503 million Safer Communities package to substantially increase police staff and resources across the country, and which includes new capability particularly relevant to family and sexual violence, such as:
  - 140 additional specialist investigators for child protection, sexual assault, family violence and other serious crime;
  - A new national 24/7 phone number for non-emergencies; and
  - 20 additional ethnic liaison officers to support Chinese, Indian and other ethnic communities

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

### *Response to Law Commission reports*

- 66 The Law Commission 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. The Government responded to the Commission's recommendations in June 2016, acknowledging that more can be done to reduce unnecessary re-traumatisation and to better support sexual violence victims during the court process. Given the complexity and sensitive nature of this area, the Government Response noted that further analysis is needed to establish an achievable and effective programme of change. That work is currently underway.
- 67 In April 2016, the Law Commission also released a report on 'Reforming the Criminal Law Relating to Homicide'. The report contains recommendations about the appropriate legal response to victims of family violence who harm their abusers. The key recommendation is to reform the application of self-defence in these cases. The Minister of Justice is currently considering these recommendations.
- 68 Withheld under the Official Information Act 1982 section 9(2)(f)(iv)

### *Investing in Children Programme*

- 69 In 2017 Investing in Children (IIC) will deliver a suite of early enhancements designed to give effect to the practice shifts and behaviour changes we will see in the future system.
- 70 Emerging evidence in the field of traumatic stress is informing these early enhancements. The Werry Centre has been engaged to develop and provide cross sector trauma awareness training and resources. The training programme will be evaluated by 30 June 2017 to inform future practice.
- 71 A trauma focus is also being introduced through a decision making tool for use in Youth Justice environments. The joint development of a trauma informed remand decision

making tool will provide the youth justice sector with useful questions, guidelines and information.

- 72 Links between the IIC work and the family violence and sexual violence work programme are being made at the Ministerial, governance and working levels, as it is imperative that these systems work together seamlessly from the point of view of the children affected.

#### *Reconfiguration of elder abuse and neglect services*

- 73 From 1 July 2017, government funding of elder abuse and neglect response services will be reconfigured to have a stronger focus on intervention and responding to instances of elder abuse and neglect. This will include a call centre for people who suspect elder abuse and neglect to report their concerns and seek guidance.
- 74 The new contracted services will have greater geographical coverage, and be more culturally appropriate for Māori, Pasifika and migrant communities.
- 75 Planning is underway for a national co-ordination service to be established by 1 July 2017. This service will have a role in monitoring elder abuse and neglect response services and the outcomes achieved, along with supporting service providers with training and support.

#### **Our approach to Budget 2017: Focusing on ISR and building the evidence base**

- 76 As the year has progressed, we have increasingly focused attention on the ISR pilot, as this initiative allows us to immediately respond to victims and perpetrators while also testing other system elements. The Christchurch pilot site has only been operating for eight months, meaning that there is little information available yet about longer-term outcomes. However, the interim evaluation indicates there is better engagement of victims and perpetrators with services, and early signs of reduced rates of physical violence have been observed. Police's view is that at least one life has been saved.
- 77 We are committed to getting the ISR model operating as effectively as possible and having sufficient time to understand its real cost and benefits. We have submitted a bid for Budget 2017 that extends the ISR pilot at both sites for two years to allow more time to refine the model and collect and analyse outcomes data.
- 78 We also want to test other elements of a comprehensive family violence system in ISR locations. This includes trialling an independent needs and risk assessment hub which can help people with complex needs to stay safe and recover once ISR has addressed near-term safety. The hubs would also link to courts through sentencing and could provide an alternative source of help for people self referring or who are early in the cycle of violence.
- 79 Our proposed approach to Budget 2017 reflects the centrality of the ISR to the Ministerial Group work programme in the short-term. To date the ISR has been funded from the Justice Sector Fund and agency baselines. However, these sources of funding are unable to support it to the next stage. New Zealand Police have met the national operation team costs from within its baseline to date. This is not sustainable for a further two years as it would compromise family violence operational delivery in other parts of the country.

- 80 We are seeking funding of \$22.4 million to extend the timeframe of the ISR pilot for a further two years in the existing Christchurch and Waikato sites in order to gain outcomes information and inform advice on a potential future national roll-out of ISR. Other aspects of the work programme have been funded out of agency baselines.
- 81 Funding for extending the ISR pilot, if agreed, would be from a mixture of reprioritised agency spend (\$12.45 million) and a bid for Budget 2017 of \$22.4 million over two years from 1 July 2017.
- 82 In 2016/17, \$3.85m of MSD funding has been used to provide services accessed by the Christchurch ISR pilot. As the pilot progresses, service gaps and supply pressures are becoming clearer.
- 83 In response, MSD is identifying funding that could be reprioritised in 2017/18 to help meet the need for services that contribute to long term, sustainable behaviour changes. Further expenditure on services may be required in the future.
- 84 Extending the ISR pilot is the only cross-agency bid the Ministerial Group is making in Budget 2017.
- 85 During the extended pilot period we will continue other aspects of the work programme with a focus on designing a new system. We will continue to review current activities, programmes and services for victims and perpetrators to determine what is effective, what is not and where there are any duplication and gaps in services.

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### **New governance arrangements to support upcoming deliverables**

- 86 We have agreed to new governance arrangements for the work programme which will accelerate delivery of the work programme. The Secretary for Justice will chair a small group of Chief Executives to oversee the work, and a programme director will be responsible for ensuring the delivery of the entire work programme.
- 87 Significant deliverables for the work programme for calendar year 2017 include:
- Deliver and evaluate the ISR pilot to better understand its costs and outcomes;
  - Withheld under the Official Information Act 1982 section 9(2)(f)(iv)
  - Test other elements of a family violence system at the ISR pilot sites, including an independent risk and needs assessment hub; and
  - Withheld under the Official Information Act 1982 section 9(2)(f)(iv)

### **Consultation**

88 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: Police, Treasury, Corrections, Ministry of Social Development, ACC, and Te Puni Kokiri. The Department of Prime Minister and Cabinet has been informed

### **Financial Implications**

89 There are no direct financial implications in this paper. Funding is being sought for an extension of the ISR pilot through Budget 2017.

### **Human Rights**

90 Reducing family violence and sexual violence assists the Government to meet human rights obligations including the Convention on the Elimination of Discrimination Against Women, Convention on the Rights of the Child, the Declaration on the Rights of Indigenous Peoples, the International Covenant on Civil and Political Rights and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and the Convention on the Rights of Persons with Disabilities

### **Legislative Implications**

91 This paper has no legislative implications.

### **Regulatory Impact Analysis**

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

### **Gender Implications**

93 Family violence and sexual violence has a greater overall impact on women, compared to men. Men are more likely to be serious perpetrators of family violence, while women are more likely to suffer greater levels of harm. Māori women are disproportionately represented as victims and Māori men as perpetrators of family violence.

### **Disability Perspective**

94 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, compared with 26 percent for Pacific peoples, 24 percent for European, and 17 percent for Asian.<sup>12</sup>

### **Publicity**

95 No publicity is planned around this paper and we do not propose to release the paper proactively.

### **Recommendations**

96 It is recommended that the Committee:

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<sup>12</sup> Statistics New Zealand (2014) *Disability Survey: 2013*.

1. **note** that in April 2016 the Cabinet Social Policy Committee endorsed the direction of the Ministerial Group's work programme and invited the Ministerial Group to report back to the Cabinet Social Policy Committee in February 2017 on progress of the work and any proposed investments for Budget 2017 [SOC-16-MIN-0034];
2. **note** the Ministerial Group has made good progress on its work programme and the pilot of the Integrated Safety Response (ISR) to family violence has emerged as a focus of effort;
3. **note** that we are seeking funding in Budget 2017 to continue the ISR pilot for two years in the existing Christchurch and Waikato sites in order to develop an efficient and effective model, further evidence of what works, and outcomes information, to inform advice on possible future national roll-out of ISR; and
4. 

Withheld under the Official Information Act 1982 section 9(2)(f)(iv)

Authorised for lodgement

Hon Amy Adams  
Minister of Justice

Hon Anne Tolley  
Minister for Social Development