

Embargoed until 12:01am, Friday 28 November 2014

# THE PEOPLE'S BLUE- PRINT

Transforming the way we deal with child abuse  
and domestic violence in New Zealand

THE  
GLENN  
INQUIRY 

**PREPARED BY**

Denise Wilson and Melinda Webber

**PUBLISHED BY**

The Glenn Inquiry, November 2014

In the interests of furthering public debate on these important issues, material in this report may be used freely.

ISBN 978-0-473-30893-3

# THE PEOPLE'S BLUE- PRINT

Transforming the way we deal with child abuse  
and domestic violence in New Zealand

# Contents

<b>A Message From The Patron</b>	<b>3</b>
<b>Chairman's Foreword</b>	<b>4</b>
<b>Preface – Janice's Story</b>	<b>6</b>
<b>Introduction</b>	<b>9</b>
<b>Summary – What Needs To Be Done</b>	<b>13</b>
<b>Section 1 – New Zealand's Family Violence Problem – Slow-Burning Disaster</b>	<b>15</b>
<b>Section 2 – Transforming Our System</b>	<b>17</b>
<b>Implementing A Whole-System Approach</b>	<b>18</b>
<b>Section 3 – Transforming Our Culture</b>	<b>21</b>
<b>National Prevention Campaign</b>	<b>22</b>
<b>Alcohol Reform</b>	<b>24</b>
<b>Section 4 – Transforming Our Leadership</b>	<b>26</b>
<b>Leadership</b>	<b>27</b>
<b>Sustainable Investment Approach</b>	<b>28</b>
<b>Stand-Alone Operational Agency</b>	<b>30</b>
<b>Workforce Development</b>	<b>31</b>
<b>Strategic Research and Evaluation Programme</b>	<b>33</b>
<b>Section 5 – Transforming Our Services</b>	<b>35</b>
<b>National Intervention Programme</b>	<b>36</b>
<b>'One Family: One Judge' New Family Violence Court System</b>	<b>38</b>
<b>Equitable Responses to Groups Vulnerable to Family Violence</b>	<b>41</b>
<b>Long-term Counselling</b>	<b>42</b>
<b>Section 6 – How To Know We Are Having An Impact</b>	<b>44</b>
<b>Indicators of Progress</b>	<b>45</b>
<b>Making An Impact</b>	<b>46</b>
<b><i>Inter-agency Collaboration – AVIVA</i></b>	<b>47</b>
<b><i>Prevention – Big Buddy Programme</i></b>	<b>48</b>
<b><i>Early detection/intervention-eCHAT</i></b>	<b>49</b>
<b><i>Community Action – Safe Man, Safe Family</i></b>	<b>50</b>
<b>Postscript</b>	<b>51</b>
<b>Last Word – Sir Owen Glenn</b>	<b>52</b>
<b>Appendix 1: Key Statistics</b>	<b>53</b>
<b>References</b>	<b>55</b>

## A MESSAGE FROM THE PATRON

*The People's Report*, launched six months ago, disabused us of any illusion that we might be making good progress towards solving the problem of family violence in New Zealand.

It reinforced the fact that family violence is epidemic in our society. We have one of the highest rates of child abuse and domestic violence in the developed world and the situation seems to be getting worse. The problem is so deeply entrenched that there can be few families in this country who are untouched by it, at second hand if not directly.

I confessed at the launch of *The People's Report* that I found reading it a disturbing experience. The stories gathered together in the *Report* were shocking enough, but the fact that they were first-person accounts, conveyed with courage and the raw feel of personal experience, had a profound impact on most readers.

It gave us the bad news in terms we couldn't hide from. It told us that, from the perspective of many victims of child abuse and domestic violence, the systems and programmes we have in place to deal with the problem aren't working. Indeed, many of them reported that their experience of the 'system', far from helping, had if anything, re-victimised them.

*The People's Report* made an overwhelming case for change. It began to clarify some agenda points for action, as the people most affected told us what helped, what didn't, and what actually made things worse.

*The People's Report* gave us the bad news. This *People's Blueprint* directs some good news our way.

It explores what does work, what could work better and how we can know that our interventions are effective. It isn't a call for a Year Zero approach – trashing everything we've tried already and starting again with a blank slate. Instead, it provides a detailed outline of what an integrated programme designed to break the cycle of family violence could look like. It makes it clear that a solution is achievable. It is a call to action.

The Glenn Inquiry has heard from many people that it's high time for a cross-party national strategy, across all levels and branches of our society and Government. Such a strategy will empower friends and neighbours on the community front right through to government agencies and politicians on the policy and law-making fronts. To make a difference, it will involve us all.

That is the blueprint of the strategy we must now commit to work through and bring into effect. ●

**Dame Cath Tizard**  
*Patron of the Glenn Inquiry*



## CHAIRMAN'S FOREWORD

Many New Zealanders are victims of violent and abusive behaviour within their own families. When I look at the appalling statistics, I fear that – just as violence in so many homes has become normalised and inter-generational – New Zealand society has become accustomed to living with very high family violence rates.

I worry this is becoming no more than an unpleasant background noise, an unsolvable problem that we must tolerate.

The figures, dreadful as they are, tell only part of the story. Police estimate they represent just 20 per cent of the violence; the rest goes unreported and is therefore invisible to the system.

However, all violence is far from invisible in the homes where it occurs. The Inquiry opened a window into the true scale and impact of family violence, on women and children especially, when it published *The People's Report* in June this year. This was the first stage of the Inquiry's work and documented the testimony of 500 people directly affected by child abuse and domestic violence – victims, frontline workers, perpetrators and their families.

Their stories were raw, at times difficult even to read, and they inspired the Inquiry not only to complete its task of designing a new model for reducing New Zealand's rates of family violence, but to strive for a gold standard.

The result is *The People's Blueprint*. Label it an action plan, a roadmap or a set of recommendations if you will. I believe it can be a lightning rod for turning the statistics around.

What sets it apart from previous reports is that, throughout the research and analysis that went into designing a better model, the Inquiry kept as its constant touchstone the hopes and experiences of the people most affected, as expressed in *The People's Report*.

This has kept the *Blueprint* real, well-grounded and inclusive. Its proposals involve New Zealanders and organisations at every level of society. It underscores that family violence is everyone's problem, and that we all have a part to play in eliminating it.

In proposing bold change, the Inquiry in no way wishes to criticise or undermine the hard work and dedication of the hundreds of organisations doing fine work in this area, usually with severely stretched resources. The Inquiry does not claim to have all the answers. The aim is to build a cohesive system around existing services to guide, fund and support them to increase their reach and impact, to help save and restore more lives.

The biggest obvious systems changes proposed are those to the courts and to central leadership, through the creation of a dedicated family violence jurisdiction and a new stand-alone agency to coordinate services and implement a national strategy and policy to eliminate family violence. There are also key issues around culture and attitudes, alcohol abuse, poverty, workforce training, public education, and evaluation and data collection.

While the ideal would be for all the proposals to be adopted as a package, *The People's Blueprint* also offers challenges for communities and individuals to embrace in the absence of leadership at a national level. However, for the sake of victims and potential victims of family violence, I urge political leaders to take up together the torch it represents.

The *Blueprint* is not the end, it should be the beginning.

We could not have come this far without Sir Owen Glenn, whose vision, determination and generosity established the Inquiry and ensured its independence. I again pay tribute to patron Dame Catherine Tizard who, in championing the cause, has struck a real chord with the women of New Zealand and helped the Inquiry get traction. I thank the Inquiry Board and staff, particularly chief executive Kirsten Rei and general manager Kataraina Maki, for their hard work and patience in seeing the Inquiry through. My thanks also to the consultants, writers and special contributors who have ensured the *Blueprint* is a rich and engaging document.

My sincere hope is that the Glenn Inquiry has jolted the country into action. Through this *Blueprint* it has provided a manual for translating words and hand-wringing into achievable, meaningful action.

Family violence can be eliminated. This is the way to start. ●

**Bill Wilson QC**  
*Chairman*  
The Glenn Inquiry

## PREFACE – JANICE'S STORY

Dear Readers,

My name is 'Janice'.

I finally plucked up the courage to separate from my husband, ending an eight-year violent marriage. We had three children aged between four and eight years. I decided to leave because the violence had got so bad and was happening almost every day in some way. I hadn't left earlier because Len threatened to have my precious children removed, and he repeatedly accused me of being 'crazy', 'mad' and a 'slut'. He also threatened to kill the children and me.

After many unsuccessful attempts to leave, and realising his manipulation of the children would draw us out of hiding, I finally realised that I had to leave my children behind for their own safety. I had no other option and no family support. My family believed I caused Len's violent outbursts and that I just needed to try a little harder to be a better wife and mother. It was a work colleague who questioned the black eyes I had one day, and who named what was happening to me as assault and violence. Leaving involved three months of careful planning, as Len monitored my spending and everything I did. I had just one window of opportunity to leave and disappear.

I had undertaken joint counselling with Len, and despite my commitment to resolve our problems, my honesty and the hope to stop the violence only resulted in further violent retaliations afterwards. Over time, Len agreed to attend a 'Stopping Violence' programme. He only became more refined in his abuse and violence. In fact, he went on to complete four programmes with little change in his ongoing abuse and violence. I could not get help from Work and Income New Zealand (WINZ), because, when I tried, the workers talked to me badly. I could not get the information I needed.

Four weeks after leaving on a very wet, cold, winter afternoon, Len phoned me to say he was leaving the city and I could have the kids and the house. Against the advice of a work colleague, I arranged to collect the children from childcare and school. I got takeaways, fed the children and bathed them. As I was reading to them, Len walked through the door. He proceeded to deliver the worst beating I ever had. He ripped off my clothes, putting me outside and then dragged me home when I went to seek help from the neighbours. After four hours it stopped – I do not know why, but somehow I convinced Len to take me to the hospital at about 10.00 pm.



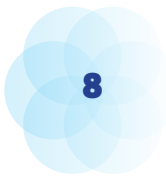
My face was swollen, my head hurt and things were fuzzy. I could hardly talk and was badly bruised on my face and other parts of my body. I was exceedingly traumatised and could not believe what had happened. I could not tell the nurse or doctor what had happened and it didn't help that Len was standing at the door listening and watching everything. Despite obvious signs of assault (broken jaw, concussion, facial bruising and swelling, serious bruising to my body, and an injury to my shoulder) they said my broken jaw was 'stable' and said I could go home and come back on Monday to see the specialist. When I became distressed, they arranged for my flatmate to collect me. They did not photograph or document my visit as a possible assault.

The Police also did not collect any evidence (ripped clothes, photographs, etc) that night, other than take my statement. I was pressured into laying assault charges. Two weeks later they wanted my clothes, but they were at the house. The Police said casually, "If he's got any brains, he would have got rid of them." There was no evidence to proceed with the case, except the children who I was told were unreliable witnesses. Later, Police were not interested in enforcing my protection orders. Despite numerous threats to kill me and the children, stalking, isolating me from my family, and monitoring what I was doing, Len was able to get away with this. His right to have access to the children was given more attention than their safety or my own, despite the protection orders. He also abducted the children for over a week, despite a custody order.

The lawyers for both parties were very focused on mediation and sorting out the problem amicably – this required me to attend more joint counselling which made me feel very unsafe. Negotiating with Len was impossible – he was uncooperative and obstructive. Eventually, I forfeited my protection orders because the prolonged engagement of lawyers was costly and compromising what little money I had. I also needed my matrimonial property agreement signed so I could receive money from the sale of our house to pay the lawyer. The Lawyer for Child was focused on ensuring the children had access to their father. Yet, the access handover arrangements were never adhered to by Len, and he was able to show up at our home to 'claim' the children – sometimes threatening to kill them. I was powerless to do anything. But my word was not enough, I didn't have the witnesses to his threats and he was too wise to say anything when anyone was around.

Other than the judge issuing an interim protection order, the court system became a source of stress. Numerous court dates were set, but most were adjourned because Len's lawyer had not completed something or other. The process made me feel unsafe as I had to repeatedly sit across from Len while we waited for the hearing.

It seemed his unproven accusations of my being crazy, a mental case, a poor mother, sleeping with other men, and other similar comments were accepted as fact by the lawyers and court officials. I received no help from my family, except being told to 'try harder' even when I had obviously been assaulted. He had over the years used tactics to isolate me from my friends and family, claiming I was having affairs, was not a good mother, and was a poor wife. My pleas for help went unheard.



Once I separated, some 'very good' friends stopped having contact with me, choosing to believe Len's version of events. Some new friends, however, were very helpful and supportive. They believed me and were, at times, witness to phone calls, stalking and breaches of access handover arrangements.

While the children spent the first six months of the separation performing well at school, once their teachers found out that I was separated, their reactions changed. They made unsubstantiated accusations about the children not being cared for, being late to school, not being dressed warmly, not having lunch, and performing poorly. In reality, nothing had changed and just two months prior the children had received glowing reports.

Leaving meant my life went from being a living hell to a horror story. I constantly lived in fear of what would happen to me and my children. I couldn't sleep and, when I did, I had nightmares. I always felt that when I asked for help, I was being judged and treated in a callous way. I just needed gentleness and help to get through this living hell to a place of safety. ●

**'Janice'**

# INTRODUCTION

People have a basic right to live free from violence. To continue to allow violence to occur in families/whānau, the fabric of our society, is unjust and unfair. Janice's story illustrates the ways violence and abuse in families is hidden under a veil of secrets, silence, stigma and shame – because of this it continues to fester in our families and communities. *The People's Report*, based on 500 people's stories, brought to our attention that seeking help for abuse and violence for many women and children puts them at risk of further harm.

New Zealand can no longer continue to respond to family violence by treading carefully around its edges. Those affected by family violence must carefully navigate their daily lives to keep themselves and their children safe. Many are not successful and are seriously harmed or killed.

Many people told us that they were likely to encounter disrespectful and unhelpful people working in the system supposed to help and protect them. They said they were re-traumatised in numerous ways while seeking help. At the same time, many people living or working with those affected by family violence do not get involved. Instead they choose to avoid the conflict and tension associated with responding. Family violence seems to “sew people's lips, eyes, and ears shut and turns them to stone.”<sup>1</sup>

People often know that abuse is occurring in their homes, their neighbourhood, or when they are out and about in their communities. Their hearts and minds tell them it is not right, but often they do not know what to do. Instead, as *The People's Report* confirms, most are likely to do either little or nothing. Actively responding to the plight and desperation of children, women and men affected by family violence is essential if we are to keep them safe, and importantly, prevent serious harm or death.

People affected by family violence, and those helping, need to have trust that the system, its processes and services designed to address this problem, will help them. They need to have trust that seeking help will not make their violence and abuse worse, and re-traumatise them.

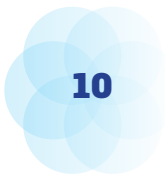
*The People's Report* provides evidence that many people in New Zealand have poor understanding about child abuse, domestic violence, and the violence that happens in many families/whānau.<sup>1</sup> This includes government officials, policy-makers, legislators and those working in family violence services for children, women and men. This lack of knowledge and understanding permits child abuse and domestic violence to thrive.

The current system does not work. People described it as ‘broken’ and ‘dysfunctional’. We need to explore what works, what might work better, and how we will know if it is effective. It is important to remember that today's family violence problem did not occur over night. The normalisation of violence and the intergenerational transmission that sustains it will take time to change in some families/whānau.

For a system to work and be effective, the people using it and working in it must be able to:

- have trust that they will be respected and people will do the right things
- have faith that their needs will be recognised and met, and
- believe the people working in it are both compassionate and responsive.

Māori refer to this as tika (doing things right), pono (having faith), aroha (compassion), and manaakitanga (responding with respect and caring).



## It's Everyone's Problem

*The People's Report* stressed that resolving family violence is everyone's concern. Every action, no matter how small or insignificant it may seem, can make a difference. These 'small kindnesses' can have a positive and powerful impact on those affected by family violence. Every action can lead to eliminating family violence.

We all need to champion a culture of kindness, where everyone knows they can play a valuable role in building a violence-free society.

The Glenn Inquiry heard time and again from those who experience family violence that it was the small, selfless acts of kindness from concerned friends, family, neighbours and even strangers who reached out to help that were so valued: the free bags of oranges, the lifts to school, the lawns mowed, lasagne left on the front door step, the hellos, the friendly waves, a simple heartfelt smile.

Sometimes people nominated an empathetic teacher or social worker as their champion, the person who got them through, or got them help.

Everyone needs to know they can play a part in helping people trapped in violent relationships and abusive homes, no matter how small.

Small kindnesses can be as powerful as big systems.

Champions don't need to be celebrities; they can be all of us. One simple act of kindness can open the door to trust. Trust can lead to conversation. Conversation can help people see a way through and seek help.

## A Blueprint for Transforming the System

*The People's Blueprint* is about transforming the system, based on the experiences and thoughts of those most affected by family violence, backed up by a body of sound research. The goal is to make New Zealand a better place for families, especially women and children, by eliminating child abuse and family violence.

For genuine transformation to occur, there has to be committed leadership to foster hope and strength and to facilitate change locally, regionally and nationally, including among families/whānau, communities, agencies and services, the Government, and political leaders. As a first step, *The People's Report* urged that the Government take the lead. The Government has the capacity to show the way, and coordinate and direct the changes needed.

Solving New Zealand's child abuse and family violence problem will require taking an investment approach to prevent it happening and respond more effectively when it does. This requires a long-term whole-system approach to arrest violence within families/whānau, help those affected to recover, and educate entire communities to help break the cycle. New Zealand needs to be prepared to invest sufficient and sustainable resources and funding to:

- meet the needs of people in families/whānau who require help and support
- stop the violence that exists in their lives, and
- make the necessary changes to the current system and services.

Solving the problem may seem overwhelming but we need to look at tackling it in a different, more coordinated and effective way. We need to start now.

## Moving Forward – Focusing on Solutions

Moving forward requires a twin focus – preventing violence and making New Zealand a safe place for everyone, while at the same time addressing the needs of those already affected by and living with family violence. This means, in the first instance, that extra and more strategically-applied resources will be needed.

Transforming New Zealand's family violence system needs to be:

- **child/tamariki-centred** – Keeping the safety and well-being of children/tamariki central to all decision-making and planning is crucial. Growing healthy children requires safe home and community environments where adults protect children.
- **systematic** – A comprehensive, whole-system approach is needed. This means transforming the current system into one that brings together the multiple agencies and services, and that approaches solving family violence in an holistic way.
- **practical** – Solutions need to deal with the political, social, and economic realities associated with the family violence that New Zealand faces. Idealistic and theoretical approaches, while well-meaning, do not always meet the needs of those affected by family violence. Communities and those affected need to be involved in designing, planning and implementing pragmatic solutions.
- **achievable** – Solutions to addressing family violence have been fragmented and uncoordinated. Achievable solutions need a whole-system approach that incorporates preventative and response-based actions. Continuing to identify those at risk and targeting those 'most at risk' for programmes and interventions is not enough to solve the problem.
- **about achieving change** – Family violence is every New Zealander's concern. Therefore, change needs to be system-wide, spanning families/whānau, community members, government agencies and non-government and community-based services. Changes need to be led by the Government. Continuing to 'tweak' around the edges is not going to achieve the changes needed to reduce and eliminate family violence.

New Zealand needs to carefully think through the system, programmes and services it requires to improve the situation for those affected. This is crucial to achieving the desired outcomes.

We need to meet the complex and unique needs of each person and family/whānau. For example, those in the midst of a crisis are highly likely to be more focused on immediate safety and day-to-day survival than on making longer-term changes to reduce or eliminate the violence in their lives. Going forward, consideration must be given to the cultural appropriateness, setting, and accessibility of programmes, and individuals' readiness and motivation to engage in programmes and services.

Planning, decision-making, monitoring and evaluating the system and selecting programmes should include government agencies, service users, experts, community representatives, practitioners, and – importantly – those affected by, and those who inflict, family violence. This needs to involve checking progress in reducing the incidence and prevalence of family violence. For example, the Police need to reinstitute reporting family violence statistics inclusive of ethnicity information.

Assessing whether the system is fit-for-purpose requires the insights and feedback that can only be provided by those individuals and communities affected by family violence. Only then can we determine whether the system is meeting the needs of those who it is designed to help.

## Diverse Solutions and Actions Are Needed

Solving New Zealand's family violence problem requires diverse actions that are multi-focused. Different approaches are needed, depending on where the needs of communities and family/whānau lie. Some involve promoting understanding about family violence, whereas others are designed for family/whānau members who need solutions that are preventative, protective and/or restorative in nature.

- **Prevention** is needed to achieve long-term elimination of child abuse and violence within families/whānau and communities. It raises people's understanding about the complex and difficult nature of family violence, and challenges the associated misconceptions and prejudices many New Zealanders hold. This is vital for building safe and supportive communities.
- **Targeted prevention** involves early identification of those families/whānau with unique and urgent needs. Targeted prevention is needed to equitably promote healthy family/whānau relationships by attending to their specific requirements. This is about growing safe and healthy families/whānau in all New Zealand communities.
- **Response** involves focusing on victim support and perpetrator accountability once family violence has occurred. We need to continue investing in response interventions for those who are affected by, and those who inflict, violence. Response involves preventing serious harm and keeping people safe. Tailored responses must be appropriate to people's needs, age, gender, culture and ethnicity, and ability.
- **Recovery** is about the restoration of health and well-being for victims of violence, stopping re-victimisation, and stopping recidivism by those who inflict violence. Recovery is dedicated to equitably supporting families/whānau with complex needs to be non-violent and safe. It results in stopping the cycle of violence, and enables healing to occur.
- **Advocacy** is about assisting people to have a voice in disclosing violence, asking for help, and seeking the right services and support needed. Central to effective advocacy is everyone making a commitment to eliminating family violence. It is everyone's responsibility to speak up on behalf of those who need the assistance of others with seeking help – those affected by, and those who inflict violence.

It is tempting to present a long list of recommendations. However, in developing *The Blueprint*, we focused on areas needing urgent attention in order to create the necessary momentum for change to occur. *The Blueprint* is supported by commissioned papers, expert contributions, and evidence-based reports. Key reports are available on the Glenn Inquiry website:

- *The People's Report: The People's Inquiry into Addressing Child Abuse and Domestic Violence*<sup>1</sup>
- *Toward a Transformed System to Address Child Abuse and Family Violence in New Zealand*
- *Literature Review – Part One- Toward a Transformed System to Address Child Abuse and Family Violence in New Zealand*
- *Measuring the Economic Costs of Child Abuse and Intimate Partner Violence to New Zealand*
- *Selecting Interventions to Reduce Family Violence and Child Abuse in New Zealand*
- *Literature Review – Part Two – Effectiveness of Interventions*
- *Former Family Violence Perpetrators' Narratives of Change*
- *Stories of Change: Moving Beyond Violence.*

In this *Blueprint* we refer to victims as 'those affected by child abuse and family violence', and perpetrators as 'those who inflict child abuse and family violence'. We do this because, as mentioned in *The People's Report*, many people are both victims and perpetrators.<sup>2</sup> The reality is that the victim-perpetrator divide masks the fact that perpetrators are often victims, and many victims may go on to be perpetrators.

Janice's story personifies the reality of people's experiences with child abuse and family violence – it illustrates the complexity, chaos, and the horror of living with it. It also shows the further harm that a system designed to help people causes. We encourage readers to think about the ways Janice's needs could have been better met with a more effective, integrated system, and a more compassionate workforce.

# SUMMARY: WHAT NEEDS TO BE DONE

## Transforming Our System

### 1. WHOLE-SYSTEM APPROACH

Implement a whole-system approach that draws together the multiple facets, services and people within the system, so they can work more collaboratively for the benefit of people affected by family violence and those who inflict violence.

## Transforming Our Culture

### 2. NATIONAL PREVENTION CAMPAIGN

The Government and the family violence sector commit to, and implement, a sustained (spanning generations) national public awareness and prevention campaign that involves communities (including schools) and aims to change public attitudes about, and responses to, family violence.

### 3. ALCOHOL REFORM

Reform New Zealand's alcohol laws to restrict the current availability and accessibility of alcohol, and thereby lessen its contribution to violence within families.

## Transforming Our Leadership

### 4. VISIBLE LEADERSHIP BY GOVERNMENT

Government provides visible leadership, direction and commitment to a cross-party strategy for addressing New Zealand's family violence problem. This begins with the appointment of a dedicated Family Violence Minister drawn from its most senior ranks, preferably the Prime Minister or the Deputy Prime Minister.

### 5. SUSTAINABLE INVESTMENT APPROACH

Adopt a sustainable investment approach to direct funding of family violence prevention, response, recovery, and advocacy services to improve performance, resource security, and the continuity and quality of service delivery.

### 6. STAND-ALONE OPERATIONAL AGENCY

Establish a stand-alone operational agency that will: a) implement the cross-party strategy and investment approach (b) coordinate and monitor family violence operational activity through prevention, response, recovery, and advocacy services, and (c) be responsible for enacting a code of rights and a system of advocacy for those affected by family violence.

### 7. WORKFORCE DEVELOPMENT

Educate and train the workforce about family violence, its dynamics and its effects, so that workers are more compassionate and will be better helpers.

### 8. STRATEGIC RESEARCH AND EVALUATION PROGRAMME

Develop a long-term strategic research and evaluation programme that aims to improve the quality of evidence, monitoring and evaluation of family violence programmes and services.

## Transforming Our Services

### 9. NATIONAL INTERVENTION PROGRAMME

Implement a responsive national intervention programme so that families/whānau vulnerable to child abuse and family violence have timely and better access to the support that they need.



---

## 10. A NEW 'ONE FAMILY: ONE JUDGE' FAMILY VIOLENCE COURT SYSTEM

Establish a new Family Violence Court so that:

(a) there is a comprehensive and integrated response delivered by well-resourced and specially trained Judges and staff who treat people and families holistically, and (b) the safety and protection of those who are affected by violence, and the accountability of those who inflict violence, is assured.

---

## 11. EQUITABLE RESPONSES FOR GROUPS VULNERABLE TO FAMILY VIOLENCE

Equitably address the specific needs of groups who are at high risk and vulnerable to family violence so that their needs are recognised and met by culturally-appropriate and acceptable services.

---

## 12. LONG-TERM COUNSELLING

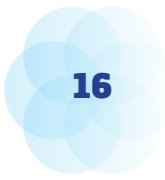
Resource, and make available, long-term counselling for all children, women and men affected by family violence to promote recovery from the effects it has on individuals, families/whānau and communities.





# SECTION 1

**NEW ZEALAND'S FAMILY VIOLENCE  
PROBLEM - A SLOW-BURNING DISASTER**



# NEW ZEALAND'S FAMILY VIOLENCE PROBLEM – A SLOW-BURNING DISASTER

New Zealanders respond to sudden disaster with swift action and heroic deeds. In a crisis, we rally to save and restore lives and show determination to learn from mistakes and avert further catastrophes.

Yet we do not apply the same sense of purpose to the slow-burning disaster unfolding every day behind closed doors across New Zealand society. Family violence is erasing nearly two classrooms of children every few years. Hundreds more of our young carry lifelong scars from witnessing a loved one's violent death.

Family violence is killing about 35 people on average a year. But New Zealand's responses remain ad hoc and piecemeal. And what of the survivors? The hundreds of women put in hospital every year, the 3,000 women and children who flee to safe houses, the 81,000 crisis calls to Women's Refuge, the nearly 4000 who seek court-backed protection orders – which often get breached – the one-in-three women who will experience domestic violence in their lifetime?

What of the children? Those who represented last year's 23,000 substantiated cases of abuse, violence or neglect; the 8000 dragged through the Family Court; the thousands, who witness violence, learn its ways and treat it as normal. And what of the four-out-of-five victims who never report the abuse and violence, who simply endure their lot in silence?

Police attend about 95,000 family violence incidents a year but it has been estimated that unreported cases mean the total could be five times higher. More than half the call-outs involve children.

The impacts of family violence do not fall evenly, with disproportionate harm occurring to women, babies, small children, and Māori. The poor are also more affected – deaths are ten times more likely among lower socio-economic groups. However, family violence also occurs across middle and higher-income families, though their experiences of abuse often go unreported too.

Official responses so far have largely failed to dent New Zealand's appalling rates of child abuse and domestic violence. Family violence still accounts for half our homicides and takes a third of Police resources.

## Cost of Doing Nothing Too Much to Bear

The economic cost is enormous and the human cost is too much to bear.<sup>17</sup> It is time to treat child abuse and domestic violence as the human disaster that it is.

A recent study estimates at the higher end it could be costing up to \$7 billion per year and the cumulative costs over the next ten years will climb to \$78 billion if nothing changes. Costs are borne by individuals, families/whānau, communities, and ultimately the nation. It leaves victims with lifelong and disabling social, mental or physical afflictions, and for some the cost is their life. *The People's Report* and the Family Violence Death Review Committee this year both called for a major system review.<sup>1,5</sup> ●

Police attend about  
**95,000**  
family violence  
incidents a year



# SECTION 2

**TRANSFORMING OUR SYSTEM**



## TRANSFORMING OUR SYSTEM

Without question, our current system needs 'fixing'. *The People's Report* tells of a deep lack of trust many New Zealanders have in the current system to respond adequately and effectively to their family violence.<sup>1</sup> Children and adults who are affected by, and those who inflict violence will all benefit from transforming the current system together with those agencies and services designed to help them.

When the system designed to respond to family violence is not trusted, people avoid seeking help early or when it is needed. Often those affected by family violence do not enter 'the system' until their situation has reached crisis point (for example, until there has been a Police callout). Past experiences of engaging with a service or system also influences future choices related to using services.<sup>18</sup>

New Zealand needs a more effective system so that family violence is addressed in a way that:

- is child-focused whereby children and their welfare remains central at all times
- safety is always a primary focus
- it is everyone's concern – family members, neighbours, communities, frontline workers, professionals, government workers and decision-makers
- there is zero-tolerance to violence, particularly against children, women, those with disabilities, and the elderly
- people working in the system are respectful and maintain the dignity and human rights of all those needing help – those who are affected by violence and those who inflict violence
- offers better systems, services and support which focus on preventing, responding to, and restoring those most affected, so that people can have trust in the system
- responds equitably and in culturally appropriate ways to those who are vulnerable to family violence, yet are often marginalised, and

- is no longer a political 'football', but instead becomes a long-term, cross-party endeavour.

New Zealand can no longer accept a fragmented approach to addressing family violence. Transforming the system requires adopting a whole-system approach to integrate and coordinate the multiple parts that make up the system.

At every level – locally, regionally and nationally – the essential elements of a high-performing system capable of addressing family violence are commitment, knowledge, resourcing, coordination and action.

The key action for bringing the necessary change is to implement a whole-system approach.

### Implementing A Whole-System Approach

Implement an integrated, whole-system approach that draws together the many facets, services and people in the system so they can work more collaboratively to help those hurt by family violence and those who inflict violence.

---

#### THE ISSUE

The current system for addressing family violence comprises many players. They include government agencies, a vast array of family violence services (some national, others regional and local initiatives and services), and the many people who work within it. It is complex and unwieldy, involving relatively siloed government agencies – Police, Justice, Child Youth and Family, Health, Education, Corrections, WINZ, as well as non-government organisations and community-based services. Informal systems involving family/whānau, friends, communities, hapū and voluntary activities are mostly unrecognised, but they also play an important role in helping reduce child abuse and family violence.

Despite many forums and reports, and attempts to restructure family violence services so that they work more collaboratively, a whole-system approach

has never been adopted. Instead, a fragmented approach comprising piecemeal measures ensure continued failure to reduce the ever-increasing levels of family violence.

*The People's Report* highlighted how the various agencies and services lack a collaborative and integrated approach. While parts of the activities occurring within the current 'system' work well, great variability exists in the quality of activities and services delivered, including coordination. There is little evidence to support some approaches. Insufficient and uncertain funding does not help.

Crucial to moving forward is the removal of barriers to developing a national whole-system approach. Greater determination, commitment and coordination by Government and those working in the current system is needed to forge positive change.

## WHY IT MATTERS

Healthy, productive people and families/whānau are crucial to the long-term well-being of the nation. Family violence is a serious problem facing New Zealand, and it is in the country's best interests to effectively and efficiently address it.

People, families/whānau, and communities need a system that works and responds promptly and effectively to their needs. They need to be able to have trust and faith that when they enter any part of the system it will work and they will not be re-traumatised.

A whole-system approach is urgently needed that is integrated and holistic, and functions at all levels: local, regional and national. It needs to bring together all the various services and initiatives that currently exist and work effectively. It also needs to include those agencies and services, in the education and health sectors for example, that operate on the periphery of the existing system.

## WHAT NEEDS TO BE DONE

Some things work well in the current system. We need to build on those strengths, but weed out the weaknesses, and underpin it with guidance and central coordination. A whole-system approach needs to balance preventative, targeting and advocacy activities with those focused on response and recovery. This means investing more time, resources and funding in activities related to prevention and targeted prevention.

Addressing child abuse and family violence is complex and each family/whānau needs a varying combination of services. Overwhelmingly, *The People's Report* highlighted the need for a redesigned system that offers support, consistency and coherence.<sup>1</sup>

Achieving this goal will require all political parties to work together, and engage meaningfully with government agencies, funders, experts, communities, and practitioners. Moving forward, we must also be informed by the people most impacted by family violence (both those who are affected by, and those who inflict violence). *The People's Report*, and the experiences of people affected by family violence within it, provides a firm foundation on which to begin to start building a whole-system approach.

### Government needs to implement a viable, whole-system approach that has the following core elements:

- is committed to reducing child abuse and family violence, made up of a number of sub-systems and activities. The system needs a well-defined purpose that looks to the future and adapts and maintains high-performing, well-resourced family violence activities for the present
- is based on a national strategy and policy framework that has long-term ownership across political parties and sector stakeholders
- provides knowledge that informs changes with new evidence and developments in the area of family violence, and is also alert to changes that affect the ability of the system to achieve its purpose
- develops a national data strategy and supporting infrastructure that includes:
  - methods and protocols for gathering, accessing and disseminating data and research findings
  - improving capacity and capability for research and development to reduce family violence, and
  - developing the infrastructure and a national electronic platform to organise safe data collection and storage
- standardises terminology, data sets and variables so that data on family violence is nationally meaningful and comparable across services
- establishes a systematic process for bringing together administrative data, self-report data and qualitative data from practitioners to determine trends and system performance
- ensures adequate and sufficient resourcing and services to achieve an overall reduction in child abuse and family violence



- improves the way funding agencies identify, implement and evaluate effective interventions by:
  - incorporating the experience and perspectives of communities during decision-making about funding or purchasing of services and monitoring performance
  - committing to sustainable resourcing of programmes that provides for staffing, internal audits and external evaluation, and longer-term contracts
  - establishing pathways for new providers offering innovative or new initiatives to enter the 'market' without undermining proven performers
  - auditing the outcomes of operational activities against funding agreements that make explicit the desired outcomes (of the system) and relevant, measurable performance indicators
- effectively coordinates operations including collaborative, multi-system services that meet the needs of people, families/whānau and communities
- establishes clear communication pathways between agencies to improve inter-agency information-sharing about cases and families/whānau at risk
- develops protocols for inter-agency sharing of information about cases and families at risk
- establishes greater coordination between the services offered, by:
  - mapping the range of services and what they offer along with knowledge-sharing processes
  - ensuring clear referral pathways so users and potential users of services gain access to the right service at the right time
  - improving the national, regional, and local systems of inter-agency case management and coordination, including identifying gaps and reducing overlaps
  - developing local preventative initiatives and measures to strengthen communities
  - developing national, best practice guidelines and tools that reflect a common set of core values, common language and that can be customised to local contexts
  - agreeing on training standards and qualifications for working in the fields of family violence, and allied areas, such as education, health and corrections
- implementing priority activities for prevention, response, recovery, and advocacy that directly reduce family violence. These include a national prevention campaign, a national intervention programme and the availability of long-term counselling.



# SECTION 3

**TRANSFORMING OUR CULTURE**

## TRANSFORMING OUR CULTURE

People told the Glenn Inquiry that New Zealand's culture, as it relates to family violence, needs changing.<sup>1</sup> People in families/whānau, communities, and working in services and government agencies, have beliefs about family/whānau violence that are based on misunderstandings and misconceptions. Often children, women and men are valued in different ways, so this too enables family violence to thrive.

Culture simply refers to the beliefs, values and practices we undertake on a daily basis – we are often unaware of culture until we encounter situations that cause us to examine it. We first learn our beliefs, values and practices as we grow and develop within our families/whānau. They are then reshaped and further developed as we interact with people in our wider families, communities, schools, workplaces, and other social contexts.

Our values and beliefs give us a way of determining right from wrong, and what is or is not important. Beliefs and values influence the actions that we take, or at times, do not take when people need help and support. Those beliefs and values that allow us to hurt others or do nothing when others need assistance are unhelpful, and at times dangerous, because they put children's or adults' safety at risk.

Transforming our culture requires a change in the attitudes New Zealanders generally have about family violence. People also said there needs to be a change in our outlook and behaviour around New Zealand's binge-drinking culture.<sup>1</sup>

There are two key actions needed to bring about the necessary change in our culture: a national prevention campaign and alcohol reform.

### National Prevention Campaign

The Government and the family violence sector should commit to, and implement, a sustained (spanning generations) national public awareness and prevention campaign that involves communities (including schools) and aims to change public attitudes about, and responses to, family violence.

---

#### THE ISSUE

*“Primary prevention aims to stop violence before it occurs through initiatives that are designed to promote healthy, non-violent relationships and change negative attitudes and behaviours.”*<sup>21ii</sup> *The People's Report* strongly recommended that there needed to be a greater focus on primary prevention in order to raise the awareness of family violence.<sup>1</sup> Despite anti-violence campaigns, the prevailing attitudes to violence in New Zealand indicate that further work is needed. People are still turning away when those who are affected, and those who inflict violence, seek help because they themselves feel helpless. Yet we know that small kindnesses administered in regular doses support people to restore their lives. A greater focus on involving boys and men in preventing family violence is also required.

Anti-violence campaigns fail when they lack the necessary scale, long-term funding, and consistency to raise public awareness, change attitudes, and halt intergenerational violence. New Zealand rolled out the *It's not OK* as part of New Zealand's Campaign for Action on Family Violence in 2007.<sup>21</sup> It was recognised as a world-class, anti-violence, public awareness campaign, but it lacked sustained levels of funding which hindered its momentum and eroded its impact and visibility. *It's not OK* increased the reporting of family violence and resulted in more people seeking help. Yet, its transition to the *Are you OK?* campaign was not widely noticed.



In addition, the separate, school-based *Keeping Ourselves Safe* campaign has been faulted for its inconsistent delivery and lack of evaluation.<sup>23</sup> This is all at a time when those who are affected by violence are urging all young people to be taught about healthy relationships.<sup>1, 24</sup>

## WHY IT MATTERS

There is no better measure of a country's health than its commitment to ensuring children experience supportive and violence-free childhoods. Family violence is a particularly malicious and prevalent blight on childhood. *The People's Report* tells us that New Zealanders want widespread education about child abuse, family violence and healthy family/whānau relationships.<sup>1</sup> They also want education to begin early in schools.<sup>1</sup>

A key area in urgent need of attention is appropriate, comprehensive and compulsory, health education for all children. Children and young people need to be explicitly taught about what child abuse and family violence are, and how to seek help from adults. They need to be able to identify warning signs. They need to be able to spot the accompanying psychological manipulation associated with child abuse in particular. Schools are key sites for primary prevention of child abuse and family violence.

Primary prevention activities aim to change attitudes and behaviours necessary to effect change in social issues. There is good evidence that carefully designed and targeted, social marketing campaigns and education programmes can:

- help change social norms
- move people to look at their own lives, and
- change behaviour.

Big reductions have been made in the death and injury toll as a result of the intensive road safety and drink-driving campaigns over a number of decades. The same can happen with reducing our alarming rates of abuse and violence.

## WHAT NEEDS TO BE DONE

**The Government reaffirms and recommits to a sustained, integrated, national prevention campaign that uses social marketing as a key component for preventing family violence that spans generations and involves communities.**

**A single agency takes the lead role and is held accountable for planning, coordinating and evaluating awareness campaigns to ensure they are effective, targeted, and responsive to national and community needs.**

Critical to a sustainable prevention campaign is sufficient funding to maintain a series of roll-outs over the long-term, at least on the scale and length afforded to road safety.

Make compulsory the *Keeping Ourselves Safe* programme in schools, which is designed to raise children's awareness about child abuse. Extend this programme to include content that focuses on healthy family relationships, informed consent for sexual activity, the influence excess alcohol consumption has, and seeking help for child abuse and family violence. Review and extend the *It's not OK* campaign, or a derivative of it, so that it can be adapted to local community contexts and should be extended to include:

- intervention strategies
- emotional, psychological, financial and other forms of power and control, and
- examples of normalised, healthy behaviours and positive demonstrations of masculinity and well-adjusted lifestyles.

Social marketing should be integrated with other initiatives in schools, communities and workplaces. Workshops should be held for key professionals, including news media.

**Develop targeted, social marketing campaigns for boys and men, minority and marginalised groups such as the elderly, disabled, migrants, LGBTQUIA (lesbian, gay, bisexual, transgender, queer/questioning, intersex, asexual) and women associated with gangs.**

Provide long-term funding for education programmes and/or support services for young parents (such as home visiting), with a particular focus on teaching them about appropriate communication with their children, and how to establish and maintain healthy, violence-free, home environments.

Explore ACC's injury prevention budget as a potential source to supplement family violence prevention spending.

## Alcohol Reform

Reform New Zealand's alcohol laws to restrict the current availability and accessibility of alcohol, and thereby lessen its contribution to violence within families.

### THE ISSUE

Alcohol can never be an excuse for family violence, but the evidence is overwhelming that it can feed and accelerate it, and make it worse.

Alcohol is no ordinary commodity. It is a drug and causes people to lose control and engage in violent behaviour. A great deal of criminal offending in New Zealand is driven by excessive consumption of alcohol.

District Court Judges told an inquiry into alcohol abuse conducted by the Law Commission that "at least 80 per cent of defendants coming before the criminal courts have alcohol or other drug dependency or abuse issues connected with their offending."<sup>25iii</sup> The Judges said intoxication is generally a feature in cases before the Family Violence Courts, with both those who are affected by, and those who inflict violence.

The New Zealand Police told the same inquiry that alcohol misuse has a large impact on Police operations. Problems include violent offending, homicides, drink-driving, family violence and other offending flowing from youth binge-drinking.<sup>26</sup>

Alcohol is also heavily implicated in research on perpetrators conducted for the Glenn Inquiry. This showed men commonly had to decide to either stop or moderate its use before they could be violence-free.

New Zealand has repeatedly ignored the pleas and warnings from those at the frontline about the damage alcohol is doing. Political leaders have repeatedly squandered opportunities to make truly effective change.

New Zealand's alcohol laws were changed following the Law Commission's report in 2010.<sup>26</sup> The Sale and Supply of Alcohol Act 2012 was passed by Parliament and produced a new regulatory system for alcohol products. The new system made big changes, but, sadly, the recommendations of the Law Commission that would have done most to fix the problem were not taken up. The measures recommended were not acted on, despite being based on extensive research. They would have made a big difference.

## WHY IT MATTERS

New Zealand's lax alcohol laws feed domestic violence and child abuse. For this reason, people told the Glenn Inquiry that there was a need to address New Zealand's binge-drinking culture.<sup>1</sup>

Alcohol is a serious drug with the potential to cause serious harm and in New Zealand it does. Unbridled commercialisation of alcohol has meant that people treat alcohol as a normal commodity, not as a drug.

Alcohol is too easily available in too many outlets that are open too many hours. The availability of alcohol is so universal that people are seldom free from signs of its marketing. Advertising recruits new drinkers to the industry by making it seem 'cool' to drink.

No other lawful product in New Zealand society contributes so much to as many social ills as alcohol. Its harmful use is something that can be controlled if the political will to do so is found.

The trouble is that evidence and science seem to be insufficient to win the political battle.

The facts show that drinking to intoxication and drinking large quantities remain the dominant features of the New Zealand drinking culture. This behaviour is not confined to a small minority. New Zealand exhibits a pervasive culture of drinking to excess. About 700,000 New Zealanders typically drink large quantities of alcohol when they drink.

Alcohol consumption leads to violence and other crime, child abuse and neglect, drunkenness, admissions to hospital and public health problems.<sup>28</sup> Lowering of the purchasing age from 20 years to 18 years is significantly associated with increased assault rates at weekends resulting in hospitalisation.<sup>29</sup> More recently, the Operation Clover report outlined serious concerns about young people's binge-drinking, intoxication and the disinhibiting effects that this has on their abilities to consent or not consent to sexual activity. Moreover, alcohol consumption, including 'hard liquor', was reported to be common under the age of 18 years (some as young as 13 years).<sup>24</sup>

There is an abundance of evidence here and overseas of the harm and social dysfunction linked to alcohol, and the case for fearless and resolute action is overwhelming.

There is no longer any excuse for providing easy access to alcohol. It is time the rights of people to be safe are put ahead of those who argue they have a right to have easy access to alcohol and that further restrictions would be an inconvenience.

## WHAT NEEDS TO BE DONE

**The Government reconsiders the Law Commission's 2010 Report "Alcohol in Our Lives; Curbing the Harm" and urgently adopts the central recommendations that were discarded or only partly addressed:**

- increase excise tax by 50 per cent and introduce a minimum price for alcohol. All the international research shows that the most powerful method to reduce the abuse of alcohol is to increase the price
- regulate promotions aimed at increasing consumption of alcohol and that moves be taken to restrict both advertising and sponsorship
- increase the purchase age for alcohol to 20 years
- cut back trading hours. Off-licences should be required to close no later than 10pm and not open until 9am. On-licences should be required to close no later than 4am with a mandatory one-way door from 2am, and not re-open until 9am
- ensure better access to proven and effective treatment programmes for people with alcohol problems.



# SECTION 4

**TRANSFORMING OUR LEADERSHIP**

# TRANSFORMING OUR LEADERSHIP

Changing the way in which New Zealand approaches child abuse and family violence, so there is an appreciable reduction in the incidence and prevalence of these two pervasive social conditions, requires strong leadership at multiple levels.

The Government is in an ideal position to provide the overall leadership and bring together the multiple players in order to determine what currently works well, and what needs to be improved. The Government is also positioned to mobilise resources and provide direction based on the policy it develops.

Leadership does not solely reside with the Government. Leaders exist in all the agencies, services, communities, and families/whānau where child abuse and family violence touches their lives. We need to identify these leaders and support them. Those of us who are not natural leaders have just as important a role to play in keeping our family/whānau members, friends, neighbours, work colleagues and sporting mates safe. A key group who are in a prime position to lead in this area are the media – they come into most people's homes on a daily basis, and have the power to initiate and encourage positive change.

There are five key actions needed to bring about the necessary change in our leadership: visible leadership by Government, a sustainable investment approach, a stand-alone operational agency, workforce development and a strategic research and evaluation programme.

## Leadership

The Government provides visible leadership, direction and commitment to a cross-party, long-term strategy for addressing New Zealand's family violence problem.

---

### THE ISSUE

Leadership is needed to bring the critical issue of addressing child abuse and family violence into the hearts and minds of all New Zealanders. Over time there have been numerous people involved in leading change in the areas of child abuse and family violence. Despite these efforts, there has been an absence of a unified and coordinated long-term approach that could have driven the sort of social change capable of eliminating child abuse and family violence.

*The People's Report* indicated that the Government (and Opposition parties) need to lead and expedite a system-wide, strategic approach. It is not acceptable for elected leaders to respond to a compelling case for change with piecemeal policies or half measures to avoid inconveniencing people not directly affected.

Addressing family violence and child abuse requires a cohesive approach and resolute commitment by Government which has the power to effect the necessary change. In the words of one frontline worker who spoke to the Glenn Inquiry, "it is no longer acceptable for child abuse and family violence to be at the mercy of political favour."<sup>iv</sup>

---

### WHY IT MATTERS

Social change is contingent on securing high-level, interagency cooperation between Government, government agencies and communities. Shared Government and agency goals, procedures and protocols, record-keeping, training and communication are key to addressing family violence.

For individual and community change to occur, people need to be guided by a common goal and purpose. Leaders have crucial roles to play in raising people's consciousness about child abuse and family violence,

unifying a vast range of people and communities, demonstrating commitment to achieving goals, all the while respecting the differences in viewpoints and ways of doing things. Leaders are concerned with bringing together and connecting people, communities and society.<sup>30</sup>

Moreover, leaders are responsible for conveying a clear vision and values to bring about positive change: values such as dignity, respect, compassion, trustworthiness, and belief in the fundamental right of all New Zealanders to be free from violence. Leadership in addressing child abuse and family violence is required at all levels but the Government is in the prime position to provide the necessary, overall vision and direction.

## WHAT NEEDS TO BE DONE

**Start by appointing a dedicated Family Violence Minister drawn from the most senior ranks of Government, preferably the Prime Minister or the Deputy Prime Minister. The Family Violence Minister will be responsible for leading the development of a long-term, cross-party strategy to eliminate child abuse and family violence.**

**Identify and support champions at all levels (central government, local government and non-government agencies, community-based services, the media, communities, and families/whānau) to promote the elimination of child abuse and family violence.**

People at various levels of New Zealand society have skills and expertise in how to best address child abuse and family violence. For example, effective community leaders are knowledgeable about their communities, the resources within them, and can best communicate with people and families/whānau that live there.

The media also has a critical role in leading and transforming a change in public attitudes and behaviour. The news media has a duty to ensure that its reporting more accurately portrays child abuse and family violence events, particularly for those groups most vulnerable. News media can be, and often is, a force for much good. But using child abuse and family violence to sensationalise and apportion blame does little to address this problem facing New Zealand. Instead, news-gatherers could take a lead in educating and informing the public, and put this responsibility ahead of their power to shock or cause outrage. As a society, we need to do some soul-searching about the escalation in gratuitous violence, particularly against women, that we are prepared to tolerate in our entertainment.

## Sustainable Investment Approach

A sustainable investment approach to direct funding of family violence prevention, response, recovery, and advocacy services to improve resource security, and the continuity and quality of service delivery.

### THE ISSUE

The Glenn Inquiry's commissioned economic analysis<sup>17</sup> conservatively estimated that the annual costs related to child abuse and family violence are between \$4.1 and \$7.0 billion. This is the equivalent of two-thirds of New Zealand's 2013 dairy exports income.

There are significant child abuse and family violence-related costs to people, families/whānau, communities, and the nation. They are related to the ongoing and long-term pain and suffering (estimated to cost \$3.6 billion) directly resulting from child abuse and family violence, health costs, loss of productivity (e.g. loss of jobs), increased costs of living arising from separation, administrative costs, and transfer costs.<sup>17</sup>

In addition, *The People's Report* revealed that many non-government organisations and community providers of family violence services, and those aimed at strengthening families, are affected by funding insecurity. Short-term contracts left many services spending valuable resources and excessive amounts of time trying to either renew or secure new funding contracts.<sup>1</sup>

The key to implementing a long-term, cross-party family violence strategy is to invest in what we know works. A long-term strategy supported by a range of short-to-medium-term investment plans, underpinned by evidence-based guidance and appropriate resourcing, will provide the kind of sustainable effort that is necessary to address our shameful statistics related to child abuse and family violence.

### WHY IT MATTERS

The social, individual, and fiscal costs of family violence are immense. New Zealand society, via government agencies, pays the costs associated with continually attending to child abuse and families in crisis, and in responding to its long-term effects. Short-term contracts disrupt the effectiveness of the system.

We also lack the information and data needed to underpin a long-term, sustainable investment approach. To do nothing to break the cycle of child

abuse and family violence will see the costs rise dramatically. It is predicted that if the status quo remains, the costs will increase tenfold over the next decade. Therefore, continuing to respond to child abuse and family violence as New Zealand currently does, would cost between \$4.1 to \$7.0 billion per year.<sup>17</sup>

## WHAT NEEDS TO BE DONE

**Adopt a long-term, sustainable, investment guidance approach to funding services that targets those programmes that work effectively to address Family Violence at the:**

- national level (what needs to apply across all regions and populations)
- regional or population level (what is required for specific populations)
- programme level (what is required for each programme or intervention).

**Underpin investment guidance with a 'hierarchy of support', investment model to rate the current and proposed family violence programmes and services so that investment is directed at programmes and services that are known to work.**

The hierarchy model would rate whether the recommended programmes and services are supported by research and evaluation, show promise or have potential.

- **Supported:** This recommended approach is based on nationally and internationally sound research and evaluation of the respective service and/or programme that has shown efficacy and is likely to be able to be implemented effectively in the New Zealand context.
- **Promising direction:** This recommended approach is based on preliminary evidence that shows the service and/or programme is likely to be effective. It may be either impractical to thoroughly test before implementing, or be an approach still subject to trial and development. It is based on sound theory and non-experimental design.
- **Potential informed judgement:** This recommended approach is considered on the basis that, whilst there is insufficient evidence to support either the proposed service or programme, the service or programme seems reasonably well designed and reliable and may be informed by exploratory study, and there is no convincing reason not to implement. It is accepted that the service or programme requires further research to establish evidence of effectiveness and implementation guidance.

**Increase investment and availability of prevention programmes that evidence shows are effective.**

Examples of these are:

- supported parenting education programmes such as:
  - Triple P (Positive Parenting Programme)
  - Incredible Years
  - Home Instruction Programme for Preschool Youngsters (HIPPY)
- supported programmes where there is evidence they reduce child abuse and neglect such as:
  - Nurse-Family Partnership (US)
  - Early Start (New Zealand)
  - Parent-Child Interaction Therapy (US)
  - SafeCare (US).
- programmes where there is emerging evidence (promising direction) of their effectiveness in reducing child abuse and neglect, specifically for high-risk cases such as:
  - Family Help Trust (New Zealand).

**Improve publicly-available information and expenditure data across the sectors by linking available data sources.**

Currently, there is uncertainty about the degree of bias in administration costs. Economic analyses are likely to under-estimate rather than over-estimate associated costs because, for instance, prevalence data points to a gross under-counting related to an under-reporting of family violence.

Costs also do not include those affected by violence who need help from justice and social services, but who do not access them.

**Explore new methodologies, using available New Zealand data that is inclusive of variables such as those who are affected by violence, age in single household incomes, and other demographic factors.**

- Source data from government agencies and the various other data owners (such as service providers) to calculate costs associated with various responses and interventions.
- Gather more evidence about whether diverse ethnic groups experience health conditions differently as a result of family violence; and whether there are age-group variances across different cost categories. Currently, a degree of uncertainty in calculating the costs associated with child abuse and family violence exists.

## Stand-Alone Operational Agency

The Government establishes a stand-alone operational agency that will: (a) implement the cross-party strategy and investment approach, (b) coordinate and monitor family violence, operational activity through prevention, response, recovery, and advocacy services, (c) be responsible for enacting a code of rights and a system of advocacy for those affected by family violence.

### THE ISSUE

Family violence has been described as a 'wicked problem' that resists being solved despite both expert knowledge and the determination of those working in the area.<sup>19</sup> Despite thoughtful attempts in developing policy, family violence remains a problem<sup>19</sup>, and so too the serious harms associated with it.

Various government agencies are charged with addressing family violence but suffer from a lack of coordination and cooperation. Instead, agencies often respond inconsistently to those needing help and support and, as a result, the needs of families/whānau are not being met.

Key to implementing a long-term, cross-party, family violence strategy, underpinned by a sound investment approach, is having an agency at arm's length from Government which is focused solely on reducing the rates of child abuse and family violence through the coordination of effective, streamlined operations and performance.

*The People's Report* highlighted a need for a stand-alone operating agency.<sup>1</sup> The aim is to better integrate the multiple services that are charged with addressing child abuse and family violence so they fit together, know about each other, consult where appropriate, share knowledge and plug gaps. A stand-alone agency could also monitor the quality and performance of services to ensure they are fit for purpose.

Currently, people report being faced with:

- people with less than acceptable attitudes and behaviours working in agencies and services
- difficulty in finding out information
- being subjected to unnecessarily long delays
- poor sharing of information across services
- inaccurate documentation
- poor advocacy, and
- having no right of redress.<sup>1</sup>

'Wicked problems' are the toughest to solve. They can only be solved when all the information is available. This requires gathering information from the existing government agencies, those existing organisations delivering family violence services, communities, and people directly affected by, or involved with, family violence issues. The Government should consider this as an urgent priority.

### WHY IT MATTERS

Overwhelmingly, those contributing to *The People's Report* said there needed to be better coordination of services to improve the outcomes for dealing with child abuse and domestic violence. Services that are uncoordinated, inconsistent and lack an overall comprehensive approach makes it difficult for people seeking help. For some, it worsens their risk of serious harm. They fall through the gaps. Better efforts are required to support those affected by family violence and to lessen its adverse effects, so they have the opportunity to recover.

Resolving problems associated with day-to-day coordination, consistency and completeness of services lies with services and practitioners. However, while the Government should not be solely responsible for resolving all of the issues, benefits can be gained from the oversight and guiding hand of a stand-alone, operating agency.

### WHAT NEEDS TO BE DONE

**Government directs the State Services Commissioner to overhaul Government's administration and mechanisms related to family violence to expedite the establishment of a stand-alone, operational agency. This will be underpinned by a long-term, cross-party strategy and sustainable investment approach.**

Section 4A of the State Sector Act 1988 outlines the Commissioner's role and function to provide leadership and oversight of the State Services, and in particular, sub-section (f) provides for the provision of advice on the design and capability of the State Services. Section 6 enables the Commissioner to review the whole system for possible improvements, including governance, structures and reviewing each State agency's performance.



**Give the stand-alone, operating agency a clear leadership and accountability role for implementing strategies, coordinating services and monitoring performance.**

Creating appropriate accountability for the oversight of the multiple components of a whole-system approach is vital for inter-agency collaboration and the achievement of a common goal. The new agency would also be responsible for monitoring performance and progress and communicating this to Government and the New Zealand public.

**Develop an independent, advocacy service and code of rights for people accessing family violence services and allocate this function to the stand-alone, operating agency.**

People need to know they have rights which include being treated respectfully and having their issues addressed in a timely manner when accessing family violence services, particularly government agencies and government-funded services. For instance, the health sector has the Health and Disability Commissioner's Code of Rights, an independent advocacy service, and an independent complaints process. This system ensures people have access to an advocate to help them navigate the health system, and access to a process for redressing their rights when they are breached.

## Workforce Development

Educate and train the workforce about family violence, its dynamics and its effects, so that workers understand its complexities, are more compassionate and are better able to respond and help.

### THE ISSUE

Child abuse and family violence are not just isolated incidents or events. They comprise episodes of harm over time, often escalating in frequency and severity. In situations of moderate-to-severe family violence, those affected are generally entrapped, making it difficult to leave a violent relationship safely. Uninformed service providers can exacerbate unsafe and violent situations, and cause undue stress and trauma to those needing help.

*The People's Report* told us that traumatised people are reluctant to seek help for fear of provoking further distress and trauma. Asking for help is fraught and often accompanied by stigma, humiliation, fear of further abuse, re-traumatisation and rejection. Attempting to disclose abuse and violence means risking ridicule and not being believed.<sup>1</sup> Encounters with service providers who are disrespectful, have judgmental, unsympathetic, impatient or intolerant attitudes and behaviour, are major impediments for people affected by violence.

Such behaviours reflect a significant lack of knowledge and understanding about family violence, its dynamics, and the corrosive impacts it has on those affected by it. Service providers may blame victims. For example, mothers of children who have been abused are often shamed and blamed for their partner's violence.<sup>31</sup> Often women are also expected to stop their partner's abuse and violence, and are held accountable if they do not, or blamed if they do not simply leave. Unhelpful, and sometimes dangerous workforce responses signal an urgent need to upskill all frontline workers who come into contact with people affected by violence.



## WHY IT MATTERS

People are more likely to seek help from services they have confidence in. When people seek help from services, they should expect to work alongside respectful and compassionate service providers. They should also expect that their safety will not be further compromised. We know that child abuse and family violence impacts on people's health and general well-being for the remainder of their lives, so effective intervention at the earliest possible time is crucial.

Commitment is needed at all levels of the organisation from reception and other frontline staff to senior management, requiring a large cultural shift. To make this shift, strong leadership and organisational commitment, together with robust lines of intra- and inter-agency reporting, are needed. People affected by violence are most likely to interact with health professionals, teachers, and Police. Therefore, it is critical that everyone working in these areas are adequately educated and trained so that they are informed about how to most effectively respond to children and adults disclosing or seeking help for the violence they are living with.<sup>21</sup>

Frontline workers who make a difference in the lives of those living with child abuse and family violence listen without judgement, go the extra mile and are kind-hearted.<sup>1</sup> Having a skilled and well-prepared workforce is essential for helping people. In addition, those working in agencies and services need to be able to practice within an environment that is supportive and has clear systems and procedures for interacting with those who are affected by, or those who inflict, child abuse and family violence.<sup>21</sup>

## WHAT NEEDS TO BE DONE

**Employers and professional bodies must equip and train their frontline workers and senior management to understand the dynamics of child abuse and family violence.**

Implement a range of educational, skill development, and strategic response activities to influence the attitudes, behaviours, and actions of service providers. This is essential for service providers to be better helpers of those who experience child abuse and family violence.

Educational activities need to include information about the:

- complexity and dynamics of child abuse and family violence
- abuser's manipulation and coercion that deters their victims from disclosing their abuse
- high likelihood that if child abuse is present, their mothers may also be subject to Intimate Partner Violence (IPV), and vice versa<sup>1,14</sup>
- rights of children and people affected by, and who inflict, violence
- duty of care concerning child safety and welfare, and
- organisational policies and procedures for responding effectively to child abuse and family violence.

Where possible, invite people who have experienced child abuse and family violence to tell their stories.

Skill development activities require:

- strategies to interact effectively and promptly (particularly with those people who may present with difficult and challenging demeanours)
- undertaking risk assessment and risk management
- using support systems and procedures correctly
- access to mentoring from experienced and compassionate practitioners
- access to clinical supervision, designed to facilitate practitioners' development when working with people with challenging circumstances and behaviours, and
- discipline-specific specialist training.

Strategic response activities include:

- creating referral pathways so the right people, with the right skills in the right place and at the right time, are accessed
- ensuring family violence intervention practices are included in job descriptions and in-service support programmes for staff.

**Require the inclusion of comprehensive, child abuse and family violence education and training in the preparation of all practitioners (for example, teachers, health professionals, social workers, lawyers, Police, and judges).**

Clearer information is needed about how to differentiate between those who are vulnerable to, or are affected by, violence, and those who inflict it; clearer information is also needed about referrals or programmes and services most appropriate to the needs of target groups. For example, young women vulnerable to dating violence will need prevention programmes that raise their awareness about consent, the role of alcohol and sexual activity.<sup>23, 24</sup>

**Ensure mental health and other professionals are sufficiently trained to respond, support and intervene appropriately to the needs of those who inflict violence.**

**Institute a programme of regular professional development and monitoring of frontline workers, professionals, and managers' knowledge, skill, and strategy development.**

**Designate individuals at both service delivery and strategic development levels to drive workforce development and organisational change.**

***The People's Report* should be used as a key resource for learning in any workforce development programme, because of the power of the people's stories within it regarding their experiences of violence and their interactions with service providers.**

## Strategic Research and Evaluation Programme

A long-term, strategic research and evaluation programme is developed that aims to improve the quality of evidence, monitoring and evaluation of family violence programmes and services.

### THE ISSUE

Significant gaps in family violence research and evaluation exist both nationally and internationally.<sup>20, 21</sup> These gaps relate to the extent and nature of child abuse and family violence occurring in New Zealand, and to the quality and robustness of the interventions and programmes being offered to address family violence. Of particular note is the obvious lack of evaluation of initiatives and interventions that are being offered at a community level.

This means there is insufficient information and little evidence available to inform sound decisions about services, intervention, and the allocation of funding. The available robust evidence, regarding the incidence and prevalence of child abuse and neglect and family violence, relates mainly to under-reporting.<sup>22</sup> In addition, there is a variety of definitions and terms used in research and evaluation which makes comparison and transfer of the information into local settings a problem.

A number of groups require better quality research and evaluation, particularly people belonging to groups considered especially vulnerable to family violence. Given the prevalence of family violence among Māori whānau and Pasifika aiga, more research is needed to understand its nature within these specific groups and to evaluate programmes and interventions that are culturally informed and offer strengths-based approaches.

## WHY IT MATTERS

The efficacy and performance of a system designed to address family violence must be informed by the best possible information. It must convey the most accurate picture of the nature and extent of family violence in New Zealand, and be usable, trustworthy and dependable.

## WHAT NEEDS TO BE DONE

**Develop a long-term, strategic, national research and evaluation plan that is developed with all stakeholders – Government, government agencies, service and community providers, users of services, and researchers in this area.**

- Establish clear family violence (and its component parts) terminology for consistent use – so everyone in the sector is talking the same language.
- Develop national outcome indicators regarding prevalence, incidence, and frequency (which should also include instances of neglect).
- Partner researchers with service and community providers to undertake research and evaluation of interventions and programmes. Such partnerships bring together necessary research and evaluation knowledge and skills with the wisdom and experiences of services and communities.
- Require training across agencies and services on collecting, recording and/or reporting on quality data that is informed by a standardised, national data dictionary.
- Establish a robust, population-based, survey programme to establish incidence and prevalence, and monitor progress in reducing child abuse and family violence.
- Develop a 'common analysis' – a coherent and replicable framework to document and analyse the causes and impacts of Child Abuse and Neglect (CAN) and Family Violence (FV).
- Undertake research on masculinity, in particular the normalising of power, control and violence in relationships. Create evidenced-based strategies to develop new approaches for addressing these issues.
- Increase knowledge about how family violence specifically affects and presents in the following groups and situations:
  - Māori
  - Pasifika, immigrant and refugee peoples
  - people with disabilities

- lesbian, gay, bisexual, transgender, queer/questioning, intersex, asexual (LGBTQUIA) community
- women associated with gangs
- women as those who inflict violence
- youth, alcohol, sexual abuse and consent
- men affected by violence
- sibling affected by parental violence
- sexual assault in the context of Intimate Partner Violence (IPV)
- desistance from violent offending.

**Establish and resource dedicated, kaupapa Māori and Pasifika family violence research centres with the aim of strengthening knowledge and understanding about the two groups most affected by family violence.**



# SECTION 5

**TRANSFORMING OUR SERVICES**



## TRANSFORMING OUR SERVICES

Participants told The Glenn Inquiry that child abuse and family violence services must become person and family-centred to better support those needing help.<sup>1</sup> Services need to be welcoming, integrated and collaborative so that instead of being deterrents for those seeking help, they become places where people see they will be treated respectfully and have their problems attended to. To achieve this within our services, transformation needs to occur.

The Glenn Inquiry listened to what people said and decided to focus on how best to strengthen response and recovery agencies and services, along with the attitudes, knowledge and skills of those working in them, and finally, how best to meet the needs of families seeking justice and protection through the court system.

Groups vulnerable to family violence need a variety of approaches to address it – universal approaches do not work for all people.

There are four key actions needed to bring about the necessary change in our services: a national intervention programme, a new 'One Family: One Judge' family violence court system, equitable responses for groups vulnerable to family violence and long-term counselling.

### National Intervention Programme

Implement a responsive, national intervention programme so that families/whānau vulnerable to child abuse and family violence have timely and better access to the support that they need.

---

#### THE ISSUE

*The People's Report* found that the system designed to help those affected by child abuse and family violence is, by and large, not working for them. It highlighted the need for a national strategy that recognises that child abuse and family violence is extensive and one of the most complex problems facing our country and its communities. Any strategic approach to addressing child abuse and family violence must be holistic, multi-faceted, and integrated. It must protect and support those affected by the violence and where it is safe, seek to rehabilitate those who inflict violence. People reported the system is fragmented because people do not share information, services vary regionally and as a result there is no wrap-around support for people.<sup>1</sup> Instead, they are receiving disconnected pockets of help. People are put at further risk when agencies do not work together or share and act on essential information – in some cases this results in serious harm or death.<sup>5</sup> People have demanded a national strategy for change.<sup>1</sup>

---

#### WHY IT MATTERS

The relevant agencies must work together to effect positive change for those in crisis situations, those wanting to secure their safety or the safety of their children, and those who want help rebuilding their lives.

A national intervention programme is needed that takes an integrated and whole family/whānau approach. To achieve this, agencies and services (and those working in them) need to be genuinely talking to each other to identify and prevent barriers to effective collaborative practice.

Without a national approach for response and recovery interventions with those families/whānau with violence in their midst, stopping the intergenerational transmission of abuse and violence and its normalisation (including the acceptability of binge-drinking) will not happen. Services and those working in them need to become more child and family/whānau-centred. Evidence also shows that ongoing social support is a key factor in helping those affected by family violence to stay away from violent relationships.<sup>21</sup> Outreach peer-support programmes are also having some impact on those who inflict violence and want to reform.

Response and recovery focuses on secondary and tertiary interventions. These are the services and approaches that focus on the more immediate responses to those affected by, or who inflict violence. For example, response interventions may include a Police crisis response to a report of child abuse or family violence, a women's refuge response to those subject to partner violence and needing safety, child protection services, and emergency services. Recovery approaches include long-term care, such as rehabilitation, treatment programmes, and long-term counselling.

## WHAT NEEDS TO BE DONE

**Implement an integrated systems approach that includes interagency collaboration to assess and manage risk, and make referrals to appropriate services in a timely manner.**

- Implement a universal screening programme for child abuse and family violence to promote early detection and intervention.
- Institute case management for high-risk cases and monitoring of offenders, whereby a case manager is responsible for coordinating services and ensuring the safety and welfare of those affected.
- Expand existing refuge and social support services to include the provision of emergency housing for those women with older boys, women associated with gangs, those belonging to the LGBTIQUIA (lesbian, gay, bisexual, transgender, queer/questioning, intersex, asexual) community, and dedicated housing for boys and men who have been affected by child abuse and/or family violence.
- Explore mechanisms within families/whānau and communities to mobilise extended and safe social support for those affected by child abuse and family violence.
- Explore the feasibility of a centralised database that uses a lifetime identifier (for example, the national health identifier (NHI)) to ensure better collaboration and coordination of services for children and those affected by family violence.

**Provide access to timely and affordable legal information and services that support those affected by violence.**

**Ensure wrap-around services including better support in the form of long-term housing aid, job training, employment, educational opportunities, and child care.**

**Create community-based, early interventions that target and engage perpetrators in breaking the cycle of family violence.**

- Identify appropriate non-violence champions, both former perpetrators and community leaders, in diverse communities throughout New Zealand. Provide them with training in non-violence communication and ongoing support.
- Engage non-violence champions in raising awareness of family violence issues in the communities in which they are based. This would involve interactive workshops that educate participants about: (a) why violence is an issue in our communities, and (b) the need to encourage those who inflict family violence to accept responsibility for their violence and seek help to change.
- Explore collaboration between family violence agencies and non-violence champions. The aim would be to utilise champions' experience, knowledge and skills, and provide advice about appropriate intervention programmes. The champions would also be able to provide tailored support to those who inflict violence.
- Provide dedicated houses for men who have either been ordered to leave their home under a Police Safety Order or who are seeking to address their violence away from their families and communities. During this time, the men should be involved in a 'stopping violence' programme.

**Implement community peer-based, non-violence programmes to support perpetrators and whānau to live violence-free.**

- Develop peer-based 'stopping violence' programmes that are available across communities in New Zealand.
- Develop and roll out voluntary, peer-based non-violence programmes for partners of those undertaking a 'stopping violence' programme that focus on joint support, healthy communication, and conflict resolution skills.



- Provide 'stopping violence' programme attendees with:
  - immediate access to health screening and assessment that includes mental health and addictions
  - immediate access to alcohol and other drug treatment services, detoxification, counselling and support, if required, and
  - long-term, post-programme support through a format similar to 12-step programmes that include mentoring and peer support groups. This support would require specialised training for non-violence champions to act as coaches.

## 'One Family: One Judge' New Family Violence Court System

Establish a new Family Violence Court System so that: (a) there is a comprehensive and integrated response delivered by a trained judge, who has well-resourced and trained staff who treat people and families holistically, and who can supervise effectively the proper and timely implementation of Court orders and directions, and ongoing full compliance with them and (b) the safety and protection of those who are affected by violence is assured, and those who inflict violence are accountable.

---

### THE ISSUE

New Zealand's court system currently represents an opportunity lost to be a circuit-breaker for family violence. It struggles to grasp the complexities of ruptured relationships, and is poorly equipped to deal with the hurt and frightened people who are affected by violence and caught up in it.

There is a widely-held view that courts generally make things worse by adding to the stress, risk and burdens of those living with abuse and violence. The Family Court, in particular, attracts harsh criticism from people who rely on it.<sup>1</sup> The Court stands accused of being broken, dangerous and unprofessional.

The combative nature of adversarial justice re-victimises and re-traumatises people seeking help and protection, and exacerbates power and wealth imbalances. People feel judges, professionals and court staff are poorly trained and ignorant of the reality of living with family violence, and the psychological abuse and manipulative powers of those who inflict violence.<sup>1</sup>

They feel those who inflict the hurt are not always held accountable.<sup>1</sup> The system is inflexible and draws an unhelpful line between the criminal and civil jurisdictions when it comes to the complex dynamics of family relationships, and this offers few alternatives for those who:

- are affected by violence but too frightened or intimidated to bring charges or call Police
- are complainants who return to a violent home rather than send a partner or family member to jail
- are couples wanting to get back together safely, and
- inflict violence but genuinely want to reform.



## WHY IT MATTERS

The Court should protect those who are disempowered and disenfranchised, but instead those affected by violence feel disrespected, and disempowered further as they enter and progress through the court system.<sup>1</sup> They are made to defend inaccurate accusations or incorrectly documented events because judges, professionals and court staff lack continuity and/or the full picture of what is happening. Further, they are ill-informed about the dynamics of family violence.

People seeking assistance of the courts have the right to be treated with respect and dignity. At a minimum, they should feel that they are getting treated promptly and fairly by staff who are compassionate and responsive, and well-informed about family violence.

They should not be re-traumatised by having to defend unsubstantiated accusations because of the manipulation of the person inflicting violence. They need to trust that information is shared effectively between the different courts so that informed and coordinated decisions are made. People also need to feel confident that their information will be recorded accurately and fully, treated confidentially, and that the right people will have access to it.

## WHAT NEEDS TO BE DONE

**Create a new Family Violence Court, as part of the District Court, to deal promptly with all matters (both criminal and civil) involving allegations of family violence.**

The concept of an integrated, family violence, treatment court has been described as the 'One Family: One Judge' approach. It uses a triage system to assess risk, has multiple referral channels and offers solutions which treat entire families as well as individuals. All the while, the safety of women and children is kept paramount.

A well-resourced specialist court as a hub for all family violence-related matters, both civil and criminal, would address many of the problems mentioned in *The People's Report*.<sup>1</sup> It would remedy dysfunction, poor record-keeping and lack of coordination between different courts, improve timeliness, accountability and protection, and organise treatment and support.

This new court would take an inquisitorial approach and be well resourced, with a specially-trained judiciary and workforce. It would provide appropriate reporting, monitoring and evaluation of its performance.

Adopting an inquisitorial approach and, where appropriate, applying principles of therapeutic jurisprudence can remove the confrontation of adversarial justice which those affected by violence (especially children) often experience. Victims of violence are all too often exploited by lawyers who paint distressed mothers as unfit or crazy.

The inquisitorial approach neutralises the advantage that a well-funded party has over a respondent with scant resources, including the ability to drag out court processes to frustrate or 'burn off' the other party. Removing the crude 'he said, she said' contest also makes the onus of proof less relevant because the judge, not an adversarial lawyer, leads the inquiry.

The single court would bring cohesion by placing comprehensive information on all issues relating to a family with the one judge. It improves judicial oversight of those who inflict violence, and of sanctions, treatment and enforcement. By remaining on the case, the judge becomes better placed to issue and monitor the most appropriate orders or conditions across a range of family matters, from bail and electronic tagging to custody and access rights.

Once alerted to signs of violence, the court intervenes much sooner, extending its reach almost to the frontline to impose intensive case management for a whole family.

The Court directs support, treatment, enforcement and monitoring, using a suite of new powers and orders.

An upgraded data system allows the judge to see into all parts of the justice system in case it holds other vital information about those involved, such as previous assaults or violent relationships.

**Require regular, intensive training on family violence and coercive control for specialist judges, family court lawyers, lawyers for the child, psychologists and court staff.**

The training programme should be developed by a new, stand-alone, operational agency in consultation with the judiciary, Ministry of Justice, Law Society and other relevant professional bodies. The training will ensure a skilled and knowledgeable workforce is developed and kept up-to-date with the latest information and research.

Specially trained judges would:

- handle all litigation related to a single family
- be armed with a suite of new powers to impose and monitor treatment and protection orders
- oversee compliance and require accountability for those who are to implement or supervise the operations of Court orders and directions, and
- direct and monitor wrap-around services.

**Establish law changes that will give judges a wider range of court orders to deal with those who inflict violence, and keep those who are affected by violence safer for longer – supporting families to rebuild their lives.**

The new orders and powers would mean those who are affected by violence (especially vulnerable children) get tailored support to escape violence and restore their lives. These new orders include accommodation orders, electronic monitoring orders, victim support orders and family support orders.

There would be no 'half-way house' in complying with Court orders and procedural directions. There would be graduated sanctions for those who do not comply.

**Provide a bridge between the court and the various community and state providers who support families suffering violence to ensure court orders and treatment are carried out.**

- Create a new position of 'resource coordinator' in every court as a crucial pivot between the court and various state and community services which provide treatment and support such as counselling and mediation, alcohol and addiction programmes, courses in violence prevention and

parenting, and housing and income support.

This role would act as the Court's 'auditor' to ensure ongoing compliance with orders and directions and to report back to the judge on a family's progress. Undertake regular compliance reviews among the agencies and service providers involved, and report on progress, or any breaches, to the relevant judge through the resource coordinator.

- The new, stand-alone, operating agency will have a backstop role to coordinate and oversee the relationship between service providers, resource coordinators and the court. This role would ensure there are no geographical gaps or inconsistencies. The agency would also provide monitoring, and set standards and protocols for training and inter-agency collaboration.

**Ensure safety and support for those who are affected by violence (especially children) is paramount, and their right to justice, legal advice and fair treatment is not eroded.**

- Strengthen the NZ Bill of Rights Act 1990 and the Human Rights Act 1993 to make explicit the right to be safe from violence.
- Formulate a code of conduct for court staff and professionals to help uphold standards.
- Make available independent victims' advocates to all parties without legal representation, so they are protected from perpetrators who exploit the absence of lawyers and use coercive powers and intimidation.
- Establish a new crisis line, separate from but linked to the 111 system, manned by appropriately-trained crisis professionals to cater for those who are affected by violence and are fearful or wary of immediate Police involvement.
- Add a new waiver to the Privacy Act 1993, so Principle 11 which permits the sharing of personal information for the maintenance of law, also applies when there is an allegation of family violence.
- Dismantle economic barriers to accessing legal advice and representation by either: a) widening the availability of legal representation and advice through legal aid; or b) properly funding and training community law centres to provide specialist legal advice and representation on family law matters, at low or no cost.
- Restore free or low-cost, pre-proceedings, counselling services.
- Significantly increase the penalties for breaching protection orders and mandate the use of electronic tagging to improve compliance, thereby making orders more than a piece of paper. Compliance is not optional.

## Equitable Responses to Groups Vulnerable to Family Violence

Equitably address the specific needs of groups who are at high risk and vulnerable to family violence so that their needs are recognised and met by culturally appropriate and acceptable services.

### THE ISSUE

Those belonging to groups particularly vulnerable to child abuse and family violence are often referred to as being 'hard to reach'. *The People's Report* also tells us that many services are often difficult to use for people in these groups.<sup>1</sup> Those vulnerable to family violence include groups such as children and young people, Māori, Pasifika, refugee and immigrant communities, the elderly, those with disabilities, women associated with gangs and members of the LGBTQUIA (lesbian, gay, bisexual, transgender, queer/questioning, intersex, asexual) community.

These people are at greater risk of abuse and violence within their families, yet they are often subject to further abuse when they access services. Commonly, they are marginalised and subjected to discriminatory and inequitable services because their unique needs, different from other people, are generally not recognised.

### WHY IT MATTERS

Vulnerable members of our community belong to groups that have higher rates of child abuse<sup>6</sup> and family violence, and are at greater risk of being abused because they are often rendered voiceless and invisible.<sup>1</sup> *The People's Blueprint* makes suggestions for three particularly vulnerable groups: children, those with disabilities, and Māori.

## WHAT NEEDS TO BE DONE

### Children and young people

Ensure all children and young people affected by family violence have a comprehensive assessment of their needs (health, safety, wellbeing and educational) and appropriate follow-up.

- Intervene early in the lives of children and young people who inflict or suffer from any form of violence, including bullying, dating violence, family violence, child sexual abuse, and sexual violation/rape.

Provide immediate, wrap-around, coordinated support and access to unlimited counselling for children and young people who disclose their child abuse or the family violence happening in their homes.

Ensure children and young people receive clear information about physical, psychological and sexual abuse, and family violence from early childhood through to secondary school.

- Refine and strengthen existing, school-based, early intervention programmes that model and teach healthy and respectful relationships within the classroom and playground.
- Develop targeted education programmes that educate young people about giving informed consent for sexual activity, the negative effects of alcohol and its impact on the ability to consent, and ways of recognising exploitative, peer-based relationships.

Provide and locate a range of child abuse and family violence services in youth-based settings (which may include mobile and e-technology platforms) so they can make contact in safe spaces, independent of their families/whānau.

Strengthen, and lengthen, pre-service and in-service teacher education regarding the prevalence, indicators and processes for reporting family violence.

- Include explicit directives about how to report abuse and support children and families/whānau through the reporting process.
- Implement multi-component, coordinated, preventive interventions that include children, family/whānau where appropriate, and other specialist practitioners as required.
- Require all teachers to demonstrate the key competencies, core understandings and knowledge of 'best practices' around family violence and child abuse prevention.

### People with disabilities

**Raise community awareness about the increased risk that people with disabilities have to being abused, particularly in residential care settings, and where carers are not family members.**

Include the protection of those with disabilities under the auspices of a stand-alone operating agency.

- Include people with disabilities in the development of a code of rights and complaints process for redressing any breaches.
- Explore a system for monitoring the safety of those with disabilities in their homes and residential settings, and develop a reporting system for any and all incidences of abuse.

### Māori

**Ensure agency and service worker practice with Māori is underpinned by a holistic understanding of the historical, social and cultural contexts of Māori whānau experiencing family violence, so that they can be better supported.**

**Ensure interventions with Māori whānau are culturally based and aim to strengthen the cultural identity and connections of the individual members and their whānau.**

- Routinely offer Māori whānau kaupapa Māori-based prevention, response and recovery services.
- Uphold the mana of those seeking help for child abuse and family violence in all interactions between frontline workers in agencies and services, and Māori whānau.
- Promote Māori interventions that are mana-enhancing, and aim to reinforce, and reinstate, traditional views and values related to the important status of women and children in whānau.

## Long-term Counselling

Resource and make available long-term counselling for all children, women and men affected by family violence to promote recovery from the effects it has on individuals, families/whānau and communities.

### THE ISSUE

Child abuse and family violence creates deep wounds in those affected and their families/whānau. Recovering from the trauma is a long-term endeavour that requires long-term solutions. People have indicated that the current system for counselling, which only some have access to, is woefully inadequate.

Many people need help to live with the trauma they have endured and which make coping with each day a struggle. People told the Glenn Inquiry there are not enough counselling sessions and funding to address their needs. People also talked about variable quality in counselling, making it difficult to find someone trained in dealing with their specific trauma.

### WHY IT MATTERS

People need help to understand their experience with child abuse and family violence, and the pain and suffering it causes. The trauma resulting from child abuse and family violence cannot be fixed quickly – it takes time and is not a straightforward process put right in ten sessions. Rather, moving forward to prevent returning to violent relationships is a long journey that requires rebuilding lives and helping people develop new coping strategies.

To do nothing or persist in offering short-term counselling inhibits recovery. Investing in long-term counselling means people are better positioned to lead productive lives.<sup>17</sup> Effective counselling helps ameliorate the pain and suffering that causes the greatest financial costs associated with child abuse and family violence.<sup>17</sup> Alternatively, those who are not offered the opportunity to heal from trauma and rebuild their lives are likely to become dependent on, and high users of, mental health and social services.<sup>32-34</sup> They are also at high risk of entering into other violent relationships.

People experiencing child abuse and neglect (including sexual violence) told the Glenn Inquiry of the lifelong effects on their psychological, emotional and physical well-being. They indicated the need for long-term help to recover from their trauma, their anger, and to help them get their lives back on track.<sup>1</sup> Moreover, the Family Violence Death Review highlighted that the 77 children who witnessed the homicide of a sibling or parent, and the 240 who have had a parent(s) killed are generally without any ongoing counselling and support.<sup>5</sup> Not only is this likely to adversely impact their lives, it also increases the risk of being affected by, or inflicting, violence as they move into adulthood.<sup>34</sup>

Long-term counselling should be an essential part of the care and protection of children. To not address violence that occurs, directly or indirectly, in children's lives risks growing broken and traumatised adults.<sup>1</sup>

---

## WHAT NEEDS TO BE DONE

**Provide free, long-term, trauma-based counselling for survivors of child abuse and family violence.**

**Provide free, long-term, trauma-based counselling for those who inflict child abuse and family violence.**



# SECTION 6

**HOW TO KNOW WE ARE HAVING AN IMPACT**

# HOW TO KNOW WE ARE HAVING AN IMPACT

The Glenn Inquiry went to the people of New Zealand seeking ideas and solutions for eliminating child abuse and family violence. *The People's Blueprint* signals key areas where change is needed based on what people told us.

This *People's Blueprint* has been developed in response to the people's stories and their pleas for change. It provides ways to move forward to address the issues faced by those affected by child abuse and family violence. It is a guide to what needs to happen to make the necessary changes to local, regional and national systems. Changes must also influence the various agencies and services and the people who work in them.

The goal is for all our families/whānau and communities to be safe havens, where children grow into happy, well-adjusted adults. Children's safety and protection should be at the centre of everything we do. New Zealand should be growing healthy families, and supporting those who are at risk of, or who are suffering, child abuse and family violence to lead safe and productive lives.

A transformed system, culture, leadership and services will mean that women, like Janice, will not face such a lonely and painful journey in seeking help. She would, instead, have the necessary support to keep herself and her children safe as soon as she seeks help, for as long as she requires support. Her family and friends would better understand what was happening to her and mobilise their resources to provide immediate help and support in securing her safety. Services would be staffed by people who had a thorough understanding of family violence and what she is going through, and would initiate a coordinated response. Instead of the long, costly processes that made Janice's life worse than it already was, processes in future would be timely, effective and cause no further stress and trauma. Importantly, Len's actions and manipulations would be recognised and he would be held accountable for the violence he inflicted.

There are a number of requirements for a successful, transformed system that effectively addresses family violence in New Zealand. The following indicators will show that New Zealand has begun creating the momentum necessary to bring about the changes needed to eliminate child abuse and family violence.

## Indicators of Progress

- There is long-term, cross-party, political commitment and Government capacity to advise and lead direction and interventions.
- The situation for those affected by, or vulnerable to, family violence is improved and the prevalence of child abuse and family violence is reduced.
- The performance of the system is regularly monitored to evaluate outcomes and expectations of individuals and communities affected, and reports made available to the general public.
- The governance decision-making is transparent and includes service-users, experts, community representatives and practitioners; there is also evidence that the decisions are informed by the experiences of those affected by, or who inflict, violence.
- System planning and implementation includes prevention, targeted prevention, response, recovery and advocacy activities, involving stakeholders who use the best evaluative evidence to inform programmes and services.
- System planning and implementation includes balancing central control with local contexts.
- There is accurate documentation and well-designed evaluation that is culturally responsive.

When we have achieved these, we can be assured that New Zealanders will stop 'the turning away'<sup>1</sup> from our most vulnerable and at-risk people.

The background features a blue gradient that transitions from a lighter shade on the left to a darker shade on the right. Overlaid on this gradient are several overlapping, semi-transparent circles in various shades of blue, creating a layered, abstract effect.

# MAKING AN IMPACT



## INTER-AGENCY COLLABORATION – AVIVA

### QUAKE TURMOIL DRIVES AGENCIES CLOSER

When the former Christchurch Women's Refuge, now Aviva, adopted a new strategic direction, it never expected to get extra propulsion from a string of harrowing earthquakes.

Forced from its city base by a damaging aftershock on Boxing Day 2010 – and thankfully before the deadly February 2011 quake toppled the building – Aviva used the upheaval as an opportunity to work differently with other agencies and at a much quicker pace.

Aviva wanted to make it easier for families living with family violence and earthquake trauma to access a much broader range of services and avoid the real risk of homelessness in the process.

It works to a central principle that home should be the safest place for everyone and that, wherever possible, children should not have to leave home to become safe.

From its own temporary home, Aviva has since been working with other 'like-minded, like-hearted' agencies toward co-locating their services in 2015 in Christchurch east, which has been disproportionately affected by family violence and earthquake damage.

Joining Aviva in the new shopping centre location will be family and child support organisations Barnardos and the Family Health Trust, some staff from social services provider He Waka Tapu and a range of primary care services. Alongside will be a comprehensive community library.

The alliance will form part of a holistic hub of social, health and community services, reducing the need for families to navigate multiple locations. For instance, women in violent relationships, who may not have accessed primary care services for years, will be able to do so from one site at the same time.

Aviva chief executive Nicola Woodward says people generally recognise the importance of inter-agency collaboration. However, for it to benefit families and communities directly, there must be a clear and motivating common purpose – an 'irresistible

proposition' – and collaboration must be at all levels so frontline staff are connected and working together.

The alliance is also exploring how to reduce the need for clients to have to retell their stories to multiple agencies by developing shared technologies and inter-agency policies and procedures on consent and the disclosure of information.

The alliance needs \$1.6 million to achieve its vision for a co-located service but Woodward is determined. "Very little of what we do can't in some way be enhanced by working in partnership with others," she says. "Co-location is the best we could possibly offer families and communities, so success is the only option."

In partnership with the Good Shepherd New Zealand Trust, Aviva already offers no-interest loans and financial literacy services through its alliance partners. It also works with Auckland-based SHINE to enable women – and where needed, men – to secure their homes against future violence as part of its efforts to support people to stay safely at home.

It continues to run a Safe House. However, Woodward says, for many, the earthquakes made the prospect of leaving home even more frightening than staying. Even when people wanted to leave, Christchurch's severe housing shortage has made it almost impossible to find alternative, affordable accommodation after being in a Safe House.

For Aviva, making homes safer means working with all family members. Its new ReachOut service now successfully engages men voluntarily, sometimes using information from Police incident reports to make contact.

Says Woodward: "We'll only break the inter-generational cycle of family violence by providing a broader range of effective services for everyone, including people using violence. We need to help everyone to overcome the enduring effects of social isolation and financial exclusion." ●

## PREVENTION – BIG BUDDY PROGRAMME

### STATE-OF-THE-ART SCREENING PREVENTS ABUSE

The determination to devise an effective screening system to keep children safe is paying off for a successful mentoring service for fatherless boys that runs in three New Zealand regions.

Big Buddy is for boys from homes which don't have dads. It finds men to buddy up with boys, to be role models for them and help them grow into good men.

Because the buddies (men and boys) are regularly alone together, the organisation needs to be confident the boys are always safe, and that their mothers can be assured they are. It is scrupulous about screening prospective mentors to ensure already-vulnerable boys are not preyed on by sex offenders.

Ten years ago chief executive Richard Aston resolved he was no longer prepared to settle for the standard available checks. "When I looked at it, there was plenty of paranoia but no efficacy," he says.

He set out to find a better way to identify potential child sex offenders. Together with Auckland psychotherapist Doug Dunlop, who had a background working with convicted paedophiles, he developed a rigorous screening process to weed out predators and other men not suitable as mentors at the application stage.

After nearly 600 placements, which all feature follow-up checks with the mothers, Big Buddy has not received a single complaint, allegation or hint of a complaint against a volunteer. And Aston believes he can confidently point to four would-be offenders this 'gold standard' vetting weeded out.

Big Buddy calls on a pool of six professional psychotherapists toward the end of the three-month vetting process started by other staff. The process to that point has already included a Police check, home visit, an interview with the applicant's doctor, a group induction meeting and carefully structured interviews with three character witnesses who must include a woman.

The psychotherapy techniques turn on its head the conventional approach of looking for pathology or unwellness to detect pre-disposition to sex offending. Instead they set out to diagnose wellness.

Using the principle that healthy men will present a consistent picture to all, the assessors search for anything incongruent, "black holes" or something that doesn't add up about someone assumed to be otherwise well. Among other things, the assessors explore the man's sexual and emotional health to get an idea of how he would be around children.

The final stage is a peer-reviewed appraisal by Big Buddy senior staff and case workers. About 15 per cent of applicants are rejected as not suitable as mentors, two per cent for sexual safety reasons.

Because it requires skilled assessors and takes time, the screening can cost up to \$1000 a recruit, but Aston sees it as an investment considering the true cost of child sex abuse.

The system is now being further refined, but has already attracted interest from organisations in Australia and Britain.

Aston believes it has potential to be adopted for vetting all foster parents, whānau and family caregivers and adults who work with children, and Big Buddy is looking at contracting out its skills to others.

However, resources are short and Aston is frustrated more schools and organisations working with children are not prepared to do more about screening when such an effective tool is staring them in the face.

He refuses to accept the excuse that paedophiles are too clever to be detected.

"They are not that clever. We are cleverer." ●

## EARLY DETECTION/INTERVENTION – ECHAT

# KIWI SCREENING TOOL OVERCOMES BARRIERS TO IDENTIFY FAMILY VIOLENCE ISSUES

Thirty New Zealand medical practices are harnessing digital technology to help detect and treat problem behaviour, including anger and family violence.

eCHAT is short for 'electronic case-finding and help assessment tool'. It is a screening tool which offers patients a non-confrontational way to deal with sensitive matters while they are waiting in their GP's waiting room. Using a touchscreen tablet like an iPad, the patient answers a questionnaire which screens for a range of problems including exposure to abuse, anger control difficulties, problem drinking, addiction, anxiety and depression – and helps them work out whether they want help.

Some answers will trigger more specialised screening, such as linking to the World Health Organisation's test for alcohol, smoking and substance abuse.

By the time the patient reaches the consultation room, the doctor is already armed with a summary of the questionnaire results, including any red flags needing urgent attention, especially whether the patient is high risk of self-harm.

Responses range in tiers, from self-help information and brief intervention, such as prescriptions, through to referral to community or specialist services such as welfare and housing agencies or hospital-based services.

Doctors report eCHAT has been effective in alerting them to things they were not aware of, even in patients and families they thought they knew well.

It reinforces joint decision-making and self-management and is proving particularly effective at breaking down traditional resistance to broaching issues around family violence.

Its developers at the University of Auckland's Department of General Practice and Primary Health Care cite a review of 2500 eCHAT users which found less than 0.5% objected to being asked about family violence. This contrasts with previous studies showing up to 57% of women found routine screening for domestic violence unacceptable.

Team leader Professor Felicity Goodyear-Smith attributes this to eCHATs' questions about anger and abuse being part of a bigger package addressing a whole range of other issues impacting on people's health.

The questions on anger control also pick up perpetrators as well as victims, she says, even if they choose not to discuss it with their doctor immediately and just acknowledge it is a problem.

The tool easily integrates into the networks of electronic health records at GP level, with scope for the data to provide a bigger picture regionally and nationally by helping to measure wider primary care risk factors and interventions.

Originally designed for adults, a youth version is being developed so it can be used in schools. Further expansion of eCHAT is waiting on funding. ●

## COMMUNITY ACTION – ‘SAFE MAN, SAFE FAMILY’

### FIRST-HAND EXPERIENCE INSPIRES CHANGE

When he first started fronting meetings, straight-talking Vic Tamati got fed up explaining how he had to stop bashing his family in case he killed someone.

People came along to his presentations run by the *It's Not Ok* campaign to hear how attending a 'stopping violence' programme had opened a whole new violence-free world to Tamati. But they were so rocked by his account of how he grew from child victim to perpetrator that many people would start crying or run out of the room.

Baffled, he eventually asked people why, and it soon became clear they had similar issues with family violence, but had never dealt with them.

Not prepared to keep opening this 'Pandora's box' without offering people help, he incorporated a series of questions into his presentation to encourage people to examine their lives, and then offered a series of follow-up workshops on family violence.

The presentation now features the 'roll call', an often emotionally-charged moment where he invites people to stand up if they have suffered or inflicted the sort of violence and abuse he has been talking about. The message is that what happened to them as children is not their fault, but that they have to take responsibility for what they did as an adult. Thousands have attended the roll calls, but for Tamati they are just the start on the path to a violence-free life.

In 2011 he set up the *Safe Man, Safe Family* campaign. The campaign has recruited a core of about 20 'safe' men, reformed and screened perpetrators who lead the follow-up workshops.

It is a grass-roots initiative that draws on the wisdom of bitter experience, genuine remorse and successful rehabilitation among formerly violent men to reach out to perpetrators. Many violent men go on to attend the workshops after the roll call, but a lack of resources is preventing the campaign from extending from the current eight-weeks to a full 18-weeks of treatment. Tamati's approach is brutally frank. He swears a lot and refers to violent men as shithheads. But it keeps it real, which seems to get through.

The key to the campaign connecting with men is employing champions who perpetrators feel "have walked in my shoes". The approach is backed up by research conducted for the Glenn Inquiry showing perpetrators prefer community-based support, and value access to former perpetrators as role models who they can relate to, rather than experts.

Learning from the success of other peer-support efforts like the Alcoholics Anonymous 12-step programmes, the campaign's 'blueprint' vision is to also offer follow-up peer support, drop-in places and emergency housing for men estranged from their families.

Tamati says the champions concept works for other public education messages like drink-driving, drug addiction, mental illness and depression. "It's the same model, except we get shithheads working with shithheads."

The campaign is watched over by a trust board of professionals who include a judge. Chairman, Auckland psychiatrist David Codyre, says he completely changed his thinking about family violence when he first saw Tamati at work. "We can go on providing ambulances at the bottom of the cliff but if we don't deal with perpetrators we are on a hiding to nothing," Codyre says.

Tamati holds his workshops wherever he can find someone to fund them, and sponsors have included prisons, sports clubs and male-dominated workplaces. Te Awamutu Women's Refuge has even funded a series for local men.

If there is more funding, the campaign will be extended. The aim is to pilot and evaluate the full programme at a local level so organisers are in a position to tender for family violence funding and eventually roll out the whole blueprint. Tamati sees it as more than a Government funding issue and is working on enlisting support from businesses that cater for men.

Mostly, he would like to have more champions.

"The problem is that we have never had the workforce. But the workforce exists, they are sitting in prison." ●

## POSTSCRIPT

For Janice, the path to safety under a new system would be a world away from the horror and indignity she and her children endured for so long. It need not take eight years of escalating violence and humiliation before Janice has enough faith in the system to leave her violent husband.

Encouraged by a new national culture focused on healthy relationships, and nurtured by constant public awareness campaigns and strong community leadership, Janice would more likely leave as soon as Len showed signs of aggression or intimidation.

She would be confident that a compassionate pool of people would believe her, and that reliable services and the full force of the law would back her up and keep her family safe, fed and housed, wherever they live.

The moment a flag is raised – whether by a crisis phone call, a suspicious injury, a worried neighbour – the new system would react appropriately.

Crisis support would be effective and tailored to the immediate needs of Janice and her children because a new stand-alone operating agency would have already mapped and evaluated services across the country, filling gaps and setting consistent standards and resourcing for those on the frontline.

Len would be taken to where he cannot hurt her, and be monitored. There would be separate crisis housing for Len and Janice and the children should they need it.

Once alerted, the new integrated Family Violence Court would intervene much sooner, extending its reach to impose intensive case management for the whole family before things get worse.

The Court becomes a safe haven for Janice, and mobilises support, treatment, enforcement and monitoring. A specialist Judge gets regular updates on how the whole family is doing from a resource coordinator who acts as a bridge between the Court and various support agencies and treatment services.

If Len's behaviour is concerning enough to warrant a protection order, compliance with that order would be ensured by electronic monitoring, because protection orders will be more than a piece of paper.

If the facts are disputed, the Judge would routinely err on the side of caution, ensuring the issue of safety is paramount till the matter is settled. Len's risk of reoffending would be constantly assessed and updated.

If there are Police charges, or Janice and Len dispute custody and access arrangements for their children, she would not be traumatised again by the ordeal of facing adversarial lawyers.

If she is too frightened for mediation, the Court would not make her. If either she or Len ask for counselling, they would get it for as long as they need it.

Len's future would depend on his level of risk, whether his violence escalates, and on whether he takes genuine steps to change.

For Janice, the effective, respectful response she was entitled to from the outset would be automatic. It would save her from the living hell she described, and lead her to a decent life. ●



## LAST WORD

I set up the Glenn Inquiry because it was clear to me that there is no more urgent issue facing our society than getting to grips with the national tragedy of child abuse and domestic violence.

In this *People's Blueprint* the issue of family violence in New Zealand is described as 'a slow burning disaster'. This in no way dramatises or exaggerates the picture. We have one of the highest rates of family violence in the developed world and, although alarms have been raised on a regular basis over the past 20 years, there is evidence that, if anything, the problem is worsening.

This is an affront to our common humanity. A good society does not victimise its women and children the way ours does.

Family violence also constitutes a major drag on our economy. For the *People's Blueprint* we have measured the economic impact of family violence on our country. While we sense that the cost in human lives and human potential is massive and appalling, the pain and suffering can seem almost incalculable. But we *can* calculate what family violence is costing our economy.

What we have found is that the bill has risen to \$7 billion a year – and continues to rise. The impact of child abuse and domestic violence on our economy is seven times greater than the costs we were sustaining 20 years ago. Put more graphically, it's a problem that is costing us the equivalent of almost two-thirds of what our dairy exports earned us last year.

However you measure it, the current system doesn't work. It is broken. That much was evident from *The People's Report*, released by the Glenn Inquiry back in June. The *Report* represented the *voice* of those most affected by family violence. Those voices told us, often in raw and harrowing detail, that the system is dysfunctional.

Pointing towards how we might fix it – and break the cycle of violence – was the task the Inquiry set itself in *The People's Blueprint*. I see it as the basis of a coherent, joined-up national strategy, to be promoted by political parties across the spectrum and taken up over the whole of our society.

Piecemeal tinkering won't do and nor will applying yet more band-aid treatments to the symptoms. We have been doing this for the past 20 years. It has got us nowhere.

New Zealand needs nothing less than a culture shift in order to turn round our shameful record of family violence and to reach those many victims who are as yet invisible in the official statistics. We have to re-design systems across the whole of our society. If we are going to manage a job as epic as this, we all have to be on the same page, mobilised and united behind a national strategy.

The elements of that strategy can be found in this *Blueprint*. With it, the Inquiry completes its work and I fulfil the promise I made to the nation when I set the ball rolling a couple of years ago.

The horrifying scale of the problem has been starkly presented. A strategy for addressing it has been identified. It is now over to all of us to work together to break the cycle. In answering the call to do what we can for our country, we will be making New Zealand a far, far better place for ourselves and our families.

**Sir Owen Glenn**

*Founder and Funder of the Glenn Inquiry*

# APPENDIX 1 – KEY STATISTICS

## Reports of Family Violence

The Police investigated 95,080 family violence events in 2013, where there was at least one child aged less than 16 years involved. In 2013, almost 4,000 applications for protection orders were made. Police-recorded offences included 6,749 male assault female, and 5,000 breaches of protection orders.<sup>4</sup>

The National Collective of Independent Women's Refuge reported receiving almost 82,000 crisis calls during 2013-2014. More than 7,500 women used their community advocacy services and almost 3,000 women and children stayed in safe houses.<sup>4</sup>

In 2013-2014 Child Youth and Family had 148,659 reports of concern about children's safety and welfare.<sup>5</sup> Just over 60,000 needed further action. They found nearly 23,000 cases of abuse and neglect.<sup>6</sup>

For some, family violence ends in death. On average 35 people are killed each year. Of all the homicides in New Zealand, almost half are family violence or family violence-related.<sup>5</sup>

The Family Violence Death Review Committee reported that between 2009 and 2012 there were:

- 63 deaths from intimate partner violence
- 37 deaths from child abuse and neglect, and
- 26 deaths from intrafamilial (family members other than intimate partners or parents) family violence.<sup>5</sup>

While family violence deaths occur across all sectors of New Zealand society, two out of five people who died lived in neighbourhoods with the greatest level of deprivation (quintile 5).<sup>5</sup>

## Child Abuse and Neglect

Nearly half of the children who died between 2009 and 2012 were known to Child Youth and Family. Almost four in five children killed were under five years of age. Half of the children were killed by an inflicted injury to either their head or trunk that resulted in their death.<sup>5</sup>

Men were more likely to cause these injuries, with almost half being 'stepfathers'. Women were more likely to kill children within the first 24 hours of life, as part of a murder-suicide, or by neglectful supervision.<sup>5</sup>

In 2013, one in ten secondary school students had seen adults hitting or physically hurting a child at home, while one in 14 had witnessed an adult physically hurting another adult in the previous year – more common for those students living in neighbourhoods with high deprivation.<sup>7</sup>

In addition, one in five girls and one in 20 boys attending secondary school reported unwanted sexual contact in the 12 months before being surveyed.<sup>7</sup> In 2013, there were more than 2,000 reported sexual offences against a child under the age of 16 years.<sup>8</sup> Child sexual abuse was reported by between one in three<sup>9</sup> and one in five<sup>10</sup> New Zealand women, and one in ten men<sup>9</sup>. Sexual abuse has lifelong destructive and debilitating effects on those affected.

## Intimate Partner Violence

One in three women experience physical and/or sexual intimate partner violence in their lifetime, although this rate rises to one in two women when histories of psychological and emotional abuse are added.<sup>11</sup>

Just under half of the intimate, partner violence deaths occurred when the person killed was planning on leaving their relationship, or had actually separated. In almost half of the deaths, the level of violence was inflicted beyond that needed to cause death – referred to as 'overkill'.<sup>5</sup>



Almost two in five intimate partner violence deaths happened in the most deprived neighbourhoods. Nine out of ten women had been abused in their relationship, and nine in ten men associated with the death had been abusers in the relationship. Of the six women who killed their partner, they were all Māori and were significantly affected by violence in their relationship.<sup>5</sup>

As unpalatable as it is to many, information from the Police<sup>12</sup>, Family Violence Death Review Committee<sup>5</sup> and other research<sup>11</sup> shows that violence between intimate partners is a gendered problem. That is, men are significantly more likely to inflict violence against women. In 2013, nine out of ten applications for protection orders were made by women, with men (nine out of ten) being the key respondents to these applications.<sup>12</sup>

## Māori and Pasifika

The over-representation and burden associated with family violence (including child deaths) is felt greatest in Māori whānau, and Pasifika aiga. Māori were almost three times often the deceased, and 2.5 times the offender for intimate partner violence deaths than non-Māori and non-Pasifika.<sup>5</sup>

These figures increase markedly for child deaths. Māori children were 5.5 times and Pasifika children 4.8 times more likely to die from child abuse and neglect than children belonging to other ethnic groups. Māori adults were 4.9 times and Pasifika 5.3 more likely to be offenders of child abuse and neglect deaths.<sup>5</sup>

Family violence deaths can also include members who are not partners or parents. In these cases, Māori are five times more likely to die from an intrafamilial death, and 13 times more likely to be offenders than non-Māori and non-Pasifika peoples. Many intrafamilial deaths (two out of five) happen in the most deprived neighbourhoods.<sup>5</sup>



## REFERENCES

1. Wilson D, Webber M. *The People's Report: The people's inquiry into addressing child abuse and domestic violence*. Auckland, New Zealand: The Glenn Inquiry; 2014. Available from: <https://glenninquiry.org.nz/the-peoples-report>.
2. Fook J, Gardner F. *Practising critical reflection: A resource handbook 2007*. null p.
3. Drumm J, Moss C. *Domestic violence victimisation in the police Auckland, New Zealand: Shine; 2014*. Available from: <http://www.2shine.org.nz/>.
4. New Zealand Family Violence Clearinghouse. *Data summaries 2014: Snapshot2014*. Available from: <https://nzfvc.org.nz/?q=data-summaries>.
5. Family Violence Death Review Committee. *Fourth annual report: January 2013 to December 2013*. Wellington, New Zealand: Author; 2014. Available from: <http://www.hqsc.govt.nz/assets/FVDRC/Publications/FVDRC-4th-report-June-2014.pdf>.
6. New Zealand Family Violence Clearinghouse. *Data summary: Child and youth affected by family violence2014*. Available from: <https://nzfvc.org.nz/?q=data-summaries>.
7. Clark TC, Fleming T, Bullen O, Crengle S, Denny S, Dyson B, et al. *Youth '12 overview: The health and wellbeing of New Zealand secondary school students in 2012*. Auckland, New Zealand: The University of Auckland; 2013.
8. New Zealand Police. *New Zealand recorded crime tables: Annual recorded offences for the latest calendar years 2014*. Available from: <http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE7405>.
9. van Roode T, Dickson N, Herbison P, Paul C. *Child sexual abuse and persistence of risky sexual behaviors and negative sexual outcomes over adulthood: Findings from a birth cohort*. *Child Abuse & Neglect*. 2009;33(3):161-72.
10. Fanslow JL, Robinson EM, Crengle S, Peresea L. *Prevalence of child sexual abuse reported by a cross-sectional sample of New Zealand women*. *Child Abuse & Neglect*. 2007 September;31(9):935-45.
11. Fanslow JL, Robinson EM. *Sticks, stones, or words? Counting the prevalence of different types of intimate partner Violence reported by New Zealand women*. *Journal of Aggression, Maltreatment & Trauma*. 2011;20(7):741-59.
12. New Zealand Family Violence Clearinghouse. *Data summary: Violence against women 2014*. Available from: <https://nzfvc.org.nz/?q=data-summaries>.
13. Huth-Bocks AC, Hughes HM. *Parenting stress, parenting behavior, and children's adjustment in families experiencing intimate partner violence*. *Journal of Family Violence*. 2008 May;23(4):243-51. PubMed PMID: ISI:000253526400003.
14. Murphy C, Paton N, Gulliver P, Fanslow J. *Understanding connections and relationships: Child maltreatment, intimate partner violence and parenting*. Auckland, New Zealand: New Zealand Family Violence Clearinghouse, The University of Auckland; 2013.
15. Renner LM. *Intimate partner violence victimization and parenting stress: Assessing the mediating role of depressive symptoms*. *Violence against Women*. 2009 Nov;15(11):1380-401. PubMed PMID: ISI:000270595100007.
16. Anda RE, Felitti VJ, Bremner JD, Walker JD, Whitfield C, Perry BD, et al. *The enduring effects of abuse and related adverse experiences in childhood: A convergence of evidence from neurobiology and epidemiology*. *European Archives of Psychiatry and Clinical Neuroscience*. 2006;256(3):174-86.
17. Kahui S, Ku B, Snively S. *Measuring the economic costs of child abuse and family violence to New Zealand*. Auckland, New Zealand: The Glenn Inquiry; 2014.
18. Whetten K, Leserman J, Whetten R, Ostermann J, Thielman N, Swartz M, et al. *Exploring lack of trust in care providers and the Government as a barrier to health service use*. *American Journal of Public Health*. 2006;96(4):716-21. PubMed PMID: 16507725. Pubmed Central PMCID: PMC1470533. eng.

19. Devaney J, Spratt T. Child abuse as a complex and wicked problem: Reflecting on policy developments in the United Kingdom in working with children and families with multiple problems. *Children and Youth Services Review*. 2009;31(6):635-41.
20. Taylor A, Carswell S, Haldane H, Taylor M. Toward a transformed system to address child abuse and family violence in New Zealand: Literature review - Part one. Auckland, New Zealand: The Glenn Inquiry; 2014.
21. Taylor A, Carswell S, Haldane H, Taylor M. Toward a transformed system to address child abuse and family violence in New Zealand: Literature review - Part two Effectiveness of interventions. Auckland, New Zealand: The Glenn Inquiry; 2014.
22. Lievore D, Mayhew P. The scale and nature of family violence in New Zealand: A review and evaluation of knowledge. Wellington, New Zealand: Ministry of Social Development; 2007. Available from: <http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/research/scale-nature-family-violence/>.
23. Woodley A, Davis R, Metzger N. Breaking the silence but keeping the secrets: What young people want to address sexual violence. Auckland, New Zealand: Tu Wahine Trust and HELP (Auckland Sexual Abuse HELP Foundation); 2013.
24. New Zealand Police. Investigation overview - Operation Clover. Auckland, New Zealand: New Zealand Police, 2014 28 October. Report No.
25. Palmer G. Opening address - Alcohol policy in New Zealand: Unfinished business. 5th Annual Conference, Alcohol Action New Zealand 20 March; Te Papa, Wellington, New Zealand 2014.
26. New Zealand Law Commission. Alcohol in our lives: Curbing the harm - a report on the review of the regulatory framework for the sale and supply of liquor. Wellington, New Zealand: Author; 2010.
27. Ayuka F, Barnett R, Pearce J. Neighbourhood availability of alcohol outlets and hazardous alcohol consumption in New Zealand. *Health & place*. 2014 Sep;29:186-99. PubMed PMID: 25128780. Epub 2014/08/17. eng.
28. Cameron MP, Cochrane W, McNeill K, Melbourne P, Morrison SL, Robertson N. The impacts of liquor outlets in Manukau City: Summary report - revised. Wellington, New Zealand: Alcohol Advisory Council of NZ; 2012.
29. Kypri K, Davie G, McElduff P, Connor J, Langley J. Effects of lowering the minimum alcohol purchasing age on weekend assaults resulting in hospitalization in New Zealand. *American Journal of Public Health*. 2014;104(8):1396-401.
30. Wagner W. The social change model of leadership: A brief overview. *Concepts and connections*. 2006;15(1):8-10.
31. McLaren HJ. (Un)-blaming mothers whose partners sexually abuse children: in view of heteronormative myths, pressures and authorities. *Child & Family Social Work*. 2013;18(4):439-48.
32. Roguski M, Gregory N. Former family violence perpetrators: Narratives of change. Auckland, New Zealand: The Glenn Inquiry; 2014.
33. Campbell JC. Health consequences of intimate partner violence. *The Lancet*. 2002;359(9314):1331-6.
34. Dube SR, Anda RE, Felitti VJ, Edwards VJ, Williamson DF. Exposure to abuse, neglect, and household dysfunction among adults who witnessed intimate partner violence as children: Implications for health and social services. *Violence and Victims*. 2002;17(1):3-17. PubMed PMID: 208555776; 11991154. English.

---

## ENDNOTES

- i *The People's Report* (2014) – p. 8
- ii Page 31
- iii Page 3
- iv Page 116



**THE  
GLENN  
INQUIRY** 

**NOVEMBER 2014**

ISBN 978-0-473-30893-3