

Ministry for Women Advice Cover Sheet

Thursday, 15 February 2018

Proposed domestic and sexual violence work programme for 2018

Briefing No:	MW 17-18 0198
Doc Ref No:	D-216838
Min Office No:	
Priority:	High

Purpose

This briefing seeks your support for the Ministry for Women's proposed domestic and sexual violence work programme for 2018.

Action sought

From	Action sought	Suggested Deadline
Minister for Women Hon Julie Anne Genter	Agree to the proposed Ministry for Women's domestic and sexual violence work programme for 2018 g.	Thursday, 22 February 2018
Under-Secretary Jan Logie	Note the Ministry for Women's proposed domestic and sexual violence work programme for 2018.	

Resources used to prepare this advice

Work Programme	Output Plan or Ministerial Priority <input checked="" type="checkbox"/>	Responding to ad hoc requests <input type="checkbox"/>	Other agency work (budget/governance) <input type="checkbox"/>
Name of Project	Safety		

Contact for telephone discussion

Name	Position	Telephone	1 st Contact
Deborah Malcolm	Acting Director Policy	Section 9(2)(a)	✓

Section 9(2)(a)

Proposed domestic and sexual violence work programme for 2018

Purpose

1. This briefing provides you with the proposed Ministry for Women's (the Ministry) domestic and sexual violence work programme for 2018. An overview of the proposed work programme is attached as Appendix One.

Background

2. In December 2017 the Ministry provided you with a briefing on a proposed role for the Ministry in the domestic and sexual violence system (MW 17-18 0134 refers)¹, which focused on the future role of the Ministry, including:
 - providing second opinion advice
 - leading targeted interventions
 - building our position as a system leader on preventing domestic and sexual violence.
3. On 31 January 2018 you met with Under-Secretary Logie, and officials to discuss the Ministry's work programme on domestic and sexual violence. This briefing responds to a request from you for a draft work programme.

Proposed domestic and sexual violence work programme for 2018

4. The Ministry is working to identify its role in a system approach to domestic and sexual violence. Our position as an independent agency that works across the system is valuable to government, but is not utilised to its fullest extent. We currently make unique contributions to family violence prevention through our gendered advice to the cross-government work programmes on family violence and sexual violence. We could do more. We wish to be in a position to contribute or lead, as appropriate.

Family and Sexual Violence Steering Group

5. We are now a member of the Multi Agency Team (MAT) Family and Sexual Violence Steering Group. This membership provides an opportunity to increase the visibility of women and girls in policy and practice development, and moves us towards a system leadership role.
6. Part of the MAT discussion is on how to transform the way in which Government agencies manage the complexity of family and sexual violence prevention, including developing an integrated multi-agency.

¹ Last year we also provided a snapshot of the Ministry's work programme, which included domestic and sexual violence (MW 17-18 0068 refers).

Our business as usual work will continue

7. We will also continue to provide advice to agencies responding to domestic and sexual violence policy, including for example, gendered advice on the implementation of the Domestic and Whānau Violence Legislation Bill, and comments on draft Cabinet papers as required.

Targeted interventions are a key part of the Ministry's proposed domestic and sexual violence work programme

8. The Ministry has led a number of targeted initiatives at the forefront of evidence and practice on domestic and sexual violence, including research into primary prevention.
9. Our proposed focus areas for the next year are to continue to build evidence on: domestic and sexual violence issues that are not addressed by other agencies; and work that will benefit women and girls who continue to be disadvantaged or are at greater risk of harm. Alongside these focus areas we will work on building our system leadership capability.
10. Our proposed work programme for 2018 focuses on four work streams:²
 - emerging issues
 - preventing violence
 - gender analysis across the public service
 - building new evidence on vulnerable women and girls.

Emerging issues for domestic and sexual violence

Sexual harassment in the workplace

11. All employees have a right to be free from harassment at work. We will share your views that Government needs a better understanding of this issue.
12. We need a better understanding of the measures being developed to address sexual harassment in New Zealand and internationally. The Ministry of Business, Innovation and Employment, the State Services Commission, and the Human Rights Commission all play roles in this space (for example, complaints register guidance, mediation and complaints services). The YWCA is developing a Workplace Gender Audit, including sexual harassment as an indicator. The Catalyst organisation in the United States is running a campaign there addressing sexual harassment.

² Criteria used to develop the proposed work programme includes: system leadership and contribution, impact; alignment with our Government objectives; whether proposed work embeds gender analysis; and whether this work is already being done by another agency.

13. We will participate in the new work programme being led by Under-Secretary Logie, which seeks to prevent and respond to sexual harassment in the workplace. We will contribute to:
- actions that promote workplace cultures that prevent and respond to sexual harassment in the workplace
 - a review of the regulatory framework, improved guidance, training, practices and institutional arrangements that prevent and respond to sexual harassment in the workplace.

A case study

14. We will work with the New Zealand Transport Authority and the Taxi Federation to publish a guide for drivers on promoting women's safety from harassment in taxis, and which could be distributed to other organisations in transport, through social media and the Ministry's website. There has been recent media attention on women's safety (including safety from harassment) while in small passenger services such as taxis and Ubers. It is timely to consider options for in small passenger services.

Development of a guide on coercion and control between intimate partners

15. Coercion and control describes an ongoing and multipronged strategy by intimate partners including: manipulation, humiliation, isolation, financial abuse, stalking, gaslighting. Coercion and control often escalates to physical violence.
16. Coercion and control is not measured or well understood in New Zealand. Countries such as the UK have included coercion and control in legislative responses to family violence, including publishing guidance to assist family violence providers to better understand the nature and features of coercive or controlling behaviour.
17. We will review international responses to coercion and control, with the aim to publish a guide for policy and practice on understanding and responding to coercion and control.

Preventing violence

Prevention of digital harm for young people

18. The Ministry's report *Insights into digital harm* (2017) provides new evidence on what works to prevent digital harm for young people. It was the first research to present young New Zealanders' experiences of digital risk in their own words.
19. Our research found there were gendered differences in the way girls and boys interacted with their online worlds, their perceptions of harm and what bothered them online. We want translate this evidence into prevention activities. To do this we will:
- share our findings in New Zealand and internationally (through conferences and workshops with providers and Government agencies).
 - work with Netsafe to develop a guide for providers working with young people, similar to the Ministry publication, '*Closing the GPG: Actions for employers*' (2017).

Rotorua collective impact evaluation

20. The Ministry has worked with New Zealand Police in Rotorua to test the effectiveness of a collective impact approach. The Rotorua Family Harm Project (RFHP) is a local level response to reducing family harm in the Rotorua community. The RFHP has similarities with the Integrated Safety Response (ISR), and Family Violence Inter Agency Response System (FVIARS), but on a smaller scale.
21. Family harm is considered a significant problem in Rotorua. Outside of the three Auckland Police Districts, the Bay of Plenty had the highest number of family violence investigations in 2016, followed by Central Otago, Canterbury and Waikato districts.
22. We will provide you with a briefing on the report's evaluation findings, and intend to share the report with the Rotorua Police, New Zealand Police National Headquarters, the ISR teams in Christchurch and the Waikato, and the MAT, and publish the evaluation report on the Ministry's website.

Updating our analysis of primary prevention

23. We will further develop our evidence base on primary prevention. We will build on research that has been used by lead Government agencies in their work to respond and prevent domestic and sexual violence.³ This will help inform Government's investment in what works to prevent and respond to family and sexual violence.

Gender analysis in the public service

24. Gender analysis is essential for influencing better outcomes for girls and women in New Zealand. We want agencies to build their own capacity to better understand and use gender analysis in the development of policy and practice.

Developing gendered data

25. The Ministry will support agencies that are improving their collection, coordination, and dissemination of gendered data. Improvements will lead to better understanding of the nature and frequency of violence, its wider impact and evaluation of interventions.
26. We are exploring opportunities to contribute to data design and dissemination to support policy development and implementation. This includes understanding the cross-cutting nature of violence: in terms of its wider effects (including in the workplace), and for those populations more affected by violence, such as young Māori women and women with low economic capital. Options could include sharing best practice on reducing violence against women and girls to ensure that Government policy includes a gender perspective, and is informed by evidence about the prevalence and impact of domestic violence, sexual violence and online violence.
27. In collaboration with the MAT team and other agencies, we will develop a list of gender related indicators that could be used to measure family and sexual violence. We will continue to provide advice to agencies on the use of data sources such as the

³ *'Lightning Does Strike Twice: preventing sexual revictimisation'* (2011/12), *'Current Thinking on Primary Prevention of Violence Against Women'* (2013).

Integrated Data Infrastructure⁴ to track populations that have been affected by violence.

Developing an online gender analysis tool

28. The 1996 gender analysis tool needs to be updated. In 1996 the Ministry published, *The full picture Te tirohanga whānui: guidelines for gender analysis*. It was the first attempt in New Zealand to describe the principles and practice of gender analysis and was intended to provide public and private sector organisations with a framework to conduct gender analysis.
29. We propose publishing an updated gender analysis tool that draws on best practice from other gender analysis and policy tools in New Zealand (e.g. the Ministry for Health's Health Equity policy tool) and international organisations (e.g. World Health Organisation's Health Equality Assessment Tool). We will workshop the tool with MAT and other agencies responding to domestic and sexual violence prevention.

Building new evidence on vulnerable women and girls

30. We will develop a proposal focusing on how we can build new evidence on a specific group of vulnerable women and girls, and seek your feedback.
31. Women and girls are disproportionately negatively affected by domestic and sexual violence, but some populations are particularly affected. We have already undertaken research to gain a better understanding of effective prevention in diverse cultural contexts.⁵
32. We suggest that we build new evidence on a specific population group, which could include:
 - young female offenders
 - male victims of violence
 - women and girls with disabilities
 - transgender women and girls.

⁴ The Integrated Data Infrastructure (IDI) is a large research database containing microdata about people and households. Researchers use the IDI to answer complex questions to improve outcomes for New Zealanders.

⁵ *Wahine Māori, Wahine Ora, Wahine Kaha: preventing violence against Māori women* (2015) and *'A malu i 'āiga, e malu fo'i i fafo: Protection for the family, protection for all* (2015); and have also looked at harm prevention in the digital space experienced by young people *'Insights into digital harm: The online lives of New Zealand girls and boys'* (2017).

Recommendations

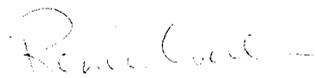
The Ministry recommends that you:

1. **agree** to the proposed domestic and sexual violence work programme for 2018.

Agree / disagree

2. **agree** to forward a copy of this briefing to Under-Secretary Logie.

Agree / disagree



Renee Graham
Chief Executive

Hon Julie Anne Genter
Minister for Women

Date.....

Workstream	Project	Proposed actions	Why it matters	What we will deliver	Your proposed role
Emerging issues	Sexual harassment in the workplace.	Participate in Government's new work programme to respond to sexual harassment in the workplace. This means we will support approaches to promote workplace cultures that prevent and respond to sexual harassment; and contribute to regulatory change, improved guidance, training, practices and institutional arrangements to prevent and respond to sexual harassment in the workplace.	We need to understand domestic and international responses to sexual harassment being developed in New Zealand and internationally. MBIE, SSC, and HRC all play roles in this space (complaints register guidance, mediation and complaints services). The YWCA is developing a Workplace Gender Audit, including sexual harassment as an indicator. The Catalyst organisation in the US is running a campaign in the US addressing sexual harassment.	By June 2018 Briefing on current responses. By December 2018 Contribute to the cross government work programme to prevent and reduce sexual harassment in the workplace.	Publicly highlight Government's response to sexual harassment.
	Coercion and control guidance project.	Embed gender analysis of coercion and control across government. Review international responses to coercion and control Publish a guide for policy and practice on responding to coercion and control.	Coercion and control is not measured or well understood in New Zealand. Countries such as the UK have included coercion and control in legislative responses to family violence, including publishing guidance to assist family violence providers to better understand the nature and features of controlling or coercive behaviour.	By December 2018 Publish guidance on understanding and responding to coercion and control.	Promote the coercion and control guidance.
Preventing violence	Digital harm and young people (with Netsafe).	Share our findings in New Zealand and internationally (through conferences and workshops). Deliver a guide for providers working with young people to prevent digital harm (similar to our publication, 'Closing the GPG: Actions for employers' (2017)). Publish and launch a guide, and share it with providers, educators, and parents.	In December 2017 you launched the new evidence on what works to prevent digital harm for young people, 'Insights into digital harm'. This report is the first research in New Zealand to present young New Zealanders' experiences of digital risk in their own words. We want to see our evidence and advice translate into prevention activities, and see fewer young people experiencing digital harm.	By June 2018 Share our findings domestically and internationally. By December 2018 Launch a guide for providers.	Launch a guide and encourage its take up by providers, educators, and parents.
	Rotorua collective impact (with New Zealand Police Rotorua).	Publish the process evaluation. Share the evaluation report findings with Rotorua Police, Police National Headquarters, and the the MAT to inform the Integrated Safety Response teams in Christchurch and the Waikato and the Social Investment Agency.	The Ministry has worked with New Zealand Police in Rotorua to test the effectiveness of its collective impact response to family violence. This process evaluation complements the evaluation of the Integrated Safety Response and builds the evidence base on integrated responses to domestic violence.	By June 2018 Complete the evaluation and disseminate the findings.	Publicly highlight the research findings. You may also choose to share the findings with your colleagues.
	Update our analysis of primary prevention and sexual revictimisation.	Update our analysis of primary prevention and sexual revictimisation to include the latest evidence on primary prevention approaches.	Primary prevention seeks to stop violence against women before it occurs in the first place. It is an internationally emerging field of practice with a growing evidence base about what works. There is limited New Zealand evidence. Government expenditure and interventions still overwhelmingly focus on after violence has occurred.	By December 2018 We will complete a proposal for a project that develops the prevention evidence base. We will deliver the evidence in 2019.	Provide feedback on the proposed project.
Gender analysis across the public service	Developing new gendered data.	Work with agencies including Stats NZ to develop a set of gendered domestic and sexual violence indicators to be used track and promote progress. Provide advice to agencies on the use of data sources such as the Integrated Data Infrastructure (IDI) to track populations been affected by violence.	Agencies need to improve the collection, coordination, and dissemination of gendered data. We are exploring opportunities to contribute to data design and dissemination to support and track policy development and implementation. This includes understanding the cross-cutting nature of violence: in terms of its wider effects (including in the workplace), and for those populations more affected by violence, such as young Māori women.	By June 2018 Develop a set of gendered indicators to measure domestic and sexual violence.	Promote the gendered indicators.
	Developing an online gender analysis tool.	Publish an online tool on the Ministry website. Hold workshops on the use of the tool with public sector agencies. Look for opportunities to share the tool with the private sector.	'The Full Picture Te Tirohanga Whanui: Guidelines for Gender Analysis' (1996) is outdated and no longer used. The new Gender analysis tool will replace The Full Picture. The tool will reflect current best practice, including gender impact assessment tools, and a range of equity assessment tools. The new tool will include content on unconscious bias.	By June 2018 Complete a gender analysis tool for policy practitioners. By December 2018 Launch and disseminate the tool.	Launch the tool. Promote the tool to your Ministerial colleagues.
Building new evidence base on vulnerable groups	Building the evidence base on vulnerable women and girls at high risk of harm.	Focus on specific population groups: <ul style="list-style-type: none"> • young female offenders • male victims of violence • women and girls with disabilities • transgender women and girls. 	We have previously undertaken new research on domestic prevention for Māori and Pasifika women, digital harm on young people, and on primary prevention. These pieces of research have helped build and deepen the evidence base about promising approaches to violence free lives for women and girls. Māori women experience violence at twice the female average. Young women (15 – 28 years) are also much more likely to experience interpersonal violence, and deprivation, single parenthood, multiple family households and certain types of relationships are all factors associated with violence against women.	By June 2018 We will complete a proposal for a project that builds the evidence base on vulnerable groups. We will deliver the evidence in 2019.	Provide feedback on the proposed project.