

The Treasury

Budget 2014 Information Release

Release Document

July 2014

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MINISTRY OF
SOCIAL DEVELOPMENT
Te Manatū Whakahiato Ora

report

Date: 18 October 2013
To: Hon Paula Bennett, Minister for Social Development

Specialist Sexual Violence Sector Review

Purpose of the report

- 1 This report provides an update on progress made toward the sexual violence sector review in light of the current select committee inquiry into the funding of specialist sexual violence social services.
- 2 The report includes a range of proposals that aim to address sector needs in the short to medium term, until the outcomes of the select committee inquiry are known.

Executive summary

- 3 In May 2013 you instructed officials to review the specialist sexual violence services sector. The review was overseen by officials from across government agencies and included seven workstreams: primary prevention, preventing revictimisation, availability of specialist services, quality services, service access, effective responses to perpetrators, and support for informal helpers.
- 4 In August 2013 the Social Services Select Committee announced an inquiry into specialist sexual violence social services in New Zealand. Following this announcement, officials are focusing primarily on supporting the inquiry, and have re-focused the review to provide shorter-term options to address immediate and shorter-term sector needs. The inquiry will take place over a longer timeframe and will make recommendations about the sector over the longer-term. It is important that the sector is able to continue providing essential services to victims and perpetrators while the inquiry is considering the wider needs of the sector.
- 5 Discussion with the sector has occurred through the umbrella group, Te Ohaakii a Hine – National Network Ending Sexual Violence Together (TOAH-NNEST) throughout the review. Officials have drawn heavily from work undertaken by the Taskforce for Action on Sexual Violence (the Taskforce) from 2007 to 2009, which was undertaken in conjunction with TOAH-NNEST, along with recent New Zealand research, international studies and good practice models.
- 6 In 2006 sexual violence was estimated to be the most costly of all crime in New Zealand, at \$1.2 billion per annum. The 2012 equivalent totalled around \$1.8 billion per annum.
- 7 \$29.07 million in 2012/2013 from government agencies to community-based sexual violence organisations for services to victims and perpetrators including:
 - medical and forensic assistance

- crisis response
- counselling
- social work support
- enabling access to the criminal justice system
- treatment for those with harmful sexual behaviour
- services to prevent sexual violence from occurring in the first place.

About \$33.6 million of ACC funding for other financial, treatment, or rehabilitation entitlements for sensitive claims clients in 2012/13.

- 8 Levels of specialist service delivery vary across the country. This variability arises from a lack of funding and includes issues like geographic coverage, organisational infrastructure, workforce capability, and the range of services themselves. Kaupapa Maori, Pacific, and other ethnic specific specialist sexual violence services are extremely limited, which impacts survivors' service choice and access.
- 9 The sector reports that demand for services exceeds current supply. Sexual offending recorded by Police each year reflects just 7-10% of all sexual violence¹. Many survivors do not report to Police but still seek social service support.
- 10 Development opportunities in the sector can be grouped into three packages of work:
 - Stabilise the sector in the short term
 - Act to support innovation and promising practice
 - Extend services as sector infrastructure is strengthened to achieve social change and better service access.
- 11 The purpose of stabilising the sector is to ensure that providers are able to continue operations in the short term, thus will be able to respond to the recommendations of the select committee when made. We then have a structure to look at the intermediate needs. Sector innovation is happening already and there are a number of opportunities to get real traction in specific areas to foster social change and better services. The focus here is on designing a system to enable the sector to share expertise and resources, strengthen quality standards and pilot promising practice.

¹ New Zealand Crime and Safety Survey <http://www.justice.govt.nz/publications/global-publications/c/NZCASS-2009>

Background to the review

- 12 In March 2013 you instructed officials to begin a review of the specialist sexual violence services sector. The review was to look at the efficiency of funding provision, what drives demand for services and service duplication and gaps in the sector.
- 13 A Senior Officials Group (SOG) was formed, with representatives from the Ministries of Social Development, Health, Justice, Women's Affairs, New Zealand Police, Department of Corrections and the Accident Compensation Corporation. Together, we identified the following seven areas of work for the review:
 - Prevention
 - Preventing re-victimisation
 - Ensuring short-term sector stability
 - Quality services
 - Easy access to support
 - Addressing harmful sexual behaviour
 - Supporting informal helpers.
- 14 The Social Services Select Committee announced an inquiry into specialist sexual violence social services in New Zealand. The inquiry's terms of reference are to:
 - Review the state of specialist services and determine whether they reflect an integrated approach to service delivery, full coverage and best practice.
 - Review services including for Maori and other diverse ethnic communities and assess whether they are accessible, culturally appropriate, and sustainable.
- 15 Following the announcement of the Select Committee inquiry in August 2013, the SOG is now focused on supporting the inquiry and on short term actions to help develop the sector.
- 16 Consultation has occurred with the sector umbrella group, Te Ohaakii a Hine – National Network Ending Sexual Violence Together (TOAH-NNEST), throughout the length of the project. Broader consultation has been limited because we received strong feedback from the sector that it did not have the capacity to participate fully in this project alongside the select committee process while making submissions.

ACC changes - Project ASSIST

- 17 ACC is currently in the process of improving the way it manages sensitive claims as a result of recommendations that came out of an independent review of its Sensitive Claims Clinical Pathway (Clinical Pathway) in 2010.
- 18 ACC has established Project ASSIST, which is expected to deliver the recommendations through a new end-to-end service for the management of sensitive claims. Using new contracting arrangements, ACC will act to enable more flexible service arrangements that offer clients tailored packages of services, with all core services delivered by the same supplier in order to smooth the journey through the system.
- 19 The current workforce for sensitive claims is diverse and made up of a number of sole providers. ACC does not currently contract with specialist sexual violence agencies for the delivery of support, assessment and treatment services for clients with sensitive claims. The new contract will provide the opportunity for these agencies to hold a contract with ACC. ACC will be offering flexible contracting arrangements to ensure

stability of the workforce. These changes will be significant for the sector and their impact will continue to be assessed as initiatives are rolled out.

Alignment with Better Public Services

- 20 Addressing issues within the specialist sexual violence sector is well aligned to achieving the Government's Better Public Service (BPS) goals².
- 21 Government has said it expects its own agencies to work more closely together, be innovative, and responsive to the needs of New Zealanders.
- 22 Improving the ways agencies work together to better support the specialist sexual violence sector will also contribute to the BPS goals of reducing crime and supporting vulnerable children:
- Supporting vulnerable children: This goal includes a reduction in the number of assaults on children. Specialist sexual violence services include school-based prevention programmes, counselling and other social support to children and their families and whānau when sexual violence has occurred. Effective early intervention is essential for the healing of these children and their communities.
 - Reducing the rates of crime and reoffending: The delivery of treatment services to adult perpetrators of sexual violence and children and young people with concerning or harmful sexual behaviour will help to both prevent offending and reduce recidivism. In addition, any activity in this area will contribute to preventing sexual re-victimisation.
- 23 This work also has links with other initiatives including the New Zealand Suicide Prevention Action Plan, the Prime Minister's project for improved mental health and wellbeing for young people and has potential flow-on effects for welfare dependency and employment.

Sector Governance

- 24 Sexual violence services are provided by a number of different government agencies and non-government service providers, which historically has resulted in limited cohesion across the sector. Government agencies need to work differently together in order to better support the sector.
- 25 Part of the solution to this issue has been achieved through clear Ministerial leadership. To ensure other mechanisms are in place to improve ways of working across Government we have commissioned work to develop a range of options. This process will include:
- Identifying what decisions are critically made at the governance level and what are appropriately delegated
 - Identifying a range of options for governance arrangements
 - An analysis of each option and identification of a preferred approach.
- 26 The preferred option will need to be aligned to the select committee recommendations.

² <http://www.ssc.govt.nz/better-public-services>

Research agenda

- 27 Officials have drawn heavily from work undertaken by the Taskforce for Action on Sexual Violence (the Taskforce) from 2007 to 2009, which was undertaken in conjunction with TOAH-NNEST, and included a significant research agenda. As well we have been informed by recent research on sexual violence by the Ministry of Women's Affairs, along with international studies and good practice models.
- 28 We have continued to identify areas where research and evaluation could occur. There is opportunity here to develop an updated research agenda in conjunction with the sector.
- 29 Research will be commissioned in the future when projects can be aligned to the select committee recommendations.

The Specialist Sexual Violence Service Sector

Definition

- 30 For the purposes of the review the specialist sexual violence sector has been defined as including services that:
 - Have a sole, or predominant, focus on delivering psycho-social and/or medical support to survivors of sexual violence.
 - Provide assistance to victims at the point of immediate crisis (noting that the crisis may not occur immediately following the assault).
 - Have a sole, or predominant, focus on preventing sexual violence from occurring.
 - Have a sole, or predominant, focus on delivering treatment to perpetrators of sexual violence.
 - Have staff with the necessary specialist knowledge and skills relating to sexual violence to deliver quality professional services.

Service availability

- 31 TOAH-NNEST is the national umbrella group that represents the majority of specialist sexual violence service providers across New Zealand. TOAH-NNEST has approximately 60 community based organisation and individual affiliates through its two caucuses: Tauīwi (non-Māori) and Tangata Whenua (Māori). In addition, the sector includes a large number of individual professionals (e.g. counsellors, psychotherapists, psychologists) who are registered to provide services to ACC clients.
- 32 Service stocktakes completed by TOAH-NNEST in 2009 show that levels of specialist service delivery vary across the country. This variability arises from a lack of funding and includes issues like geographic coverage, organisational infrastructure, workforce capability, and the range of services themselves.
- 33 Of particular concern is the limited availability of specialist Kaupapa Māori, Pacific, and other ethnic specific sexual violence services^{3 4}. For example, Kaupapa Māori services

³ Hamilton-Katene, S. (2009). *National stocktake of kaupapa and tikanga Māori services in crisis, intervention, long term recovery and care for sexual violence. A report for Te Puni Kokiri.*
<http://www.justice.govt.nz/policy/supporting-victims/taskforce-for-action-on-sexual-violence/documents/NKM%20Services%20Stocktake.pdf>

⁴ Ministry of Pacific Island Affairs. (2008). *Sexual violence and Pacific communities: Scoping report.*
<http://www.parliament.nz/resource/0000165827>

currently listed on the TOAH-NNEST website number just three: two in Auckland and one in Christchurch⁵. We are unable to identify any Pacific or other ethnic specific specialist services for survivors of sexual violence at this point in time.

- 34 Ethnic specific social services may include a sexual violence component within the range of services offered but this will not usually be the predominant service focus. This means that those wishing for culturally specific services may not receive the specialist sexual violence support they require.
- 35 SAFE Network, the treatment provider for those with harmful sexual behaviour in Auckland provides Kaupapa Māori and Pacific programmes for adults and youth.

Demand for services

- 36 The most significant issue that specialist sexual violence services currently face appears to be insufficient funding relative to demand, which in turn is affecting their ability to provide high quality and timely services.
- 37 Sexual offences recorded by Police each year are estimated to represent just 7-10% of all sexual offending in New Zealand⁶.
- 38 In the year ending 30 June 2013 a total of 3,820 sexual offences were recorded by Police within the category specified 'sexual assault and related offences'⁷. This is a 10.8% increase from 2011/12 that Police believe most likely reflects an increase in reporting due to greater trust and confidence in Police rather than a spike in offending.
- 39 Many victims of sexual offending will not report to Police but will still seek help from community-based organisations; this may not be immediately after the event, and can often be many years later.
- 40 It is estimated that 19% of all sexual violence victims/survivors will seek treatment through ACC at some point. In 2012/13 ACC saw around 6,941 sensitive claims clients for support, assessment or treatment services, and paid for at least one service for 15,795 claims.
- 41 It would be anticipated that any increase in funding to specialist service providers would enable them to respond to existing but currently unmet demand i.e. those on waiting lists. It would also be expected that funding disbursed to other areas, such as social marketing campaigns, would drive up demand for specialist services.

The costs of sexual violence

- 42 In 2006 the New Zealand Treasury produced a working paper, *Estimating the costs of crime in New Zealand in 2003/04*,⁸ which estimated the total cost to New Zealand of sexual violence in that year as around \$1.2 billion. The report identified that sexual

⁵ <http://toah-nnest.org.nz/>

⁶ New Zealand Crime and Safety Survey <http://www.justice.govt.nz/publications/global-publications/c/NZCASS-2009>

⁷ <http://www.police.govt.nz/about-us/publication/crime-statistics-fiscal-year-ending-30-june-2013>

⁸ Roper, T., & Thompson, A. (2006). *Estimating the costs of crime in New Zealand in 2003/04*. New Zealand Treasury Working Paper. <http://www.treasury.govt.nz/publications/research-policy/wp/2006/06-04/twp06-04.pdf>

violence constitutes approximately just 1% of all criminal acts but is the most costly, with a price tag estimated at \$72,130 per incident.

- 43 At that time, the Treasury estimated the total cost of sexual offences in New Zealand at 0.85% of GDP. Assuming this estimate still holds; the total cost of sexual offences in 2012 would be equivalent to \$1.8 billion.
- 44 By far the largest proportion of sexual violence costs are borne by the private sector: individuals, households, and businesses. These costs include the impact on victims' quality of life through the physical and emotional effects of crime and subsequent lost productivity and output.

Working to improve the future

- 45 The review has identified some service gaps and development opportunities that are consistent across all workstreams.
- 46 Current gaps across the sector include:
 - Limited funding and service delivery options across the country, especially in the provinces
 - Limited number of ethnic specific specialist services and those working with male survivors
 - Increasing demand for services across the sector
 - A lack of national governance, coordination, and overarching strategy
 - Providers contract to multiple government agencies, each with different requirements
 - The lack of agreed quality standards within the sector
 - Variable workforce and service infrastructure across the country
 - Potential inefficiencies from the operation of multiple independent services (e.g. phone lines)
 - Limited awareness of issues in society as a whole
 - A lack of knowledge about what works in some areas.
- 47 Options for addressing these gaps can be grouped into three packages of work across the sector, which are underpinned by a systems approach:
 - Stabilise the sector in the short term
 - Act to support innovation and promising practice
 - Extend services as sector infrastructure is strengthened to achieve social change and better service access.

These packages will need to be phased in over time in order to support the cohesion of initiatives across the sector. This will include, for example, allowing time to monitor and respond to the impact of the ACC policy changes, and ensure the necessary infrastructure is in place prior to implementing any programmes likely to substantially increase demand for services i.e. social change campaigns.

Stabilise

- 48 NGOs need financial support in the short term to enable them to continue service delivery while the select committee inquiry is underway as follows:
 - Specialist sexual violence services, in particular delivering 24/7 crisis and emergency counselling services (\$3.5 million)

- Community-based harmful sexual behaviour treatment services, quality service delivery for male victims and medical/forensic services (\$1.7 million).

Innovate

- 49 Sector innovation is happening already and there are a number of opportunities to get real traction.
- 50 Designing a system to bring together the wealth of knowledge and expertise that resides within the sector to spearhead service development and delivery has significant potential. We know what works when it comes to supporting social change through prevention strategies that are led from the community and have a common brand and message like 'It's not OK'. This kind of system could enable the development of strategic leadership, and a common brand and key messages. As well, it could make possible a closer partnership with agencies to develop quality standards, practice guidelines and training. There is potential for decisions about governance and funding to also sit within such a design.
- 51 We have an opportunity to lead worldwide practice in preventing sexual revictimisation. We have begun to build an evidence base about what works to prevent sexual revictimisation. A workshop with government and sector representatives was held in September 2013 to consider promising practice in this area. CYF, ACC and the Department of Corrections have agreed to consider trialling pilot programmes to prevent sexual revictimisation. Funding these pilots could help build our understanding of promising practice with the potential to apply what we learn elsewhere.
- 52 A dedicated position could be established to better enable the links between practice and research, and government and non-government workers.

Extend

- 53 Once funding and governance arrangements have improved, the outcomes of the select committee inquiry are known, and ACC changes have had time to bed in, the sector will be in a better, more stable position. There will then be opportunity to build further on existing initiatives and join up services that tackle overlapping issues like sexual violence and family violence.
- 54 A key opportunity here is to look to rolling out a high impact media campaign based on what we have learned from 'It's not OK' to raise wider awareness of the issues and responses that work. By this time the sector will be stronger and better able to meet the increased demand that such a campaign would generate.
- 55 By this time we will have a better understanding of how to enable a single point of access to service support and information with a focus on web-based and telephone technologies. This type of support could reach a range of audiences such as survivors, informal helpers like families, friend and others, and those with harmful sexual behaviour. This support could expand on new initiatives like 'The Harbour' website.

Primary prevention of sexual violence

A common brand and key messages to change social norms and behaviours to stop sexual violence

What's the issue? *Unplanned, under-resourced, lacking in strategic over-view or universal access & messaging*

Primary prevention changes social norms and behaviours by targeting individuals, relationships, communities and wider society. This approach moves beyond raising awareness of an issue, to promoting and teaching protective behaviours. Primary prevention has successfully changed social norms – and related harms and costs – around drink-driving and smoking, and represents a shift in approach to sexual violence prevention. Given the social and economic costs of sexual violence, current primary prevention spending needs to prevent just 14 sexual violence incidents to be cost effective.⁹

While primary prevention aims to stop sexual violence from occurring, it is a long-term approach. An increased focus on primary prevention activities is likely to result in increased demand for secondary and tertiary services as awareness of sexual violence grows.

Access to sexual violence prevention activities is limited in terms of location and cultural appropriateness. Very few activities are available nationally and there is a lack of national co-ordination and consistency with regard to messaging, outcomes sought, evaluation and available resources. There are also gaps in the availability of developmentally appropriate activities across the life span.

Funding for specialist sexual violence prevention is region-specific, short-term and, according to the sector, a serious barrier to developing and delivering sustainable, effective primary prevention programmes. Funding does not support sustainable delivery across or within communities of good and promising practices that have been successfully piloted.

What's happening now? *Pockets of good practice, but need for national coordination*

Sexual violence primary prevention activities in New Zealand are predominantly delivered by the specialist sexual violence agencies in the community sector. TOAH-NNEST research¹⁰ demonstrates the majority of current prevention activities focus on sexual violence education and awareness raising. Most programmes target teenagers in educational settings, and a minority target professional settings or child sexual abuse prevention. Many prevention programmes do not meet best practice in terms of programme length.¹¹ Evaluation does not always focus on measuring changes in behavioural intent or actual behaviours. Research also shows that primary prevention messages are best targeted toward males because they are the predominant perpetrators of sexual violence¹². Although only a small number of men commit sexual violence, other men can act to change cultural norms and the wider environment to support healthy and peaceful relationships.

⁹ Primary prevention funding from the Ministries of Justice, Health and Social Development currently totals approximately \$1 million per year. Treasury estimates sexual violence costs about \$72,000 per incident (**Roper, T. and Thompson, A. (2006),** *Estimating the costs of crime in New Zealand in 2003/04, New Zealand Treasury Working Paper 06/04.*

¹⁰ TOAH-NNEST (2013). *Preventing Sexual Violence: A Stocktake of Tauwiwi & Bicultural Primary Prevention Activities 2013.*

¹¹ International evidence suggests longer programmes and repeat dosages are more effective in promoting behaviour change. In New Zealand most programmes are three sessions or less; the most common programme length is just one session.

¹² Flood, M. (2004) Changing Men: Best practice in violence prevention work with men. *Home Truths Conference: Stop sexual assault and domestic violence: A national challenge*, Melbourne, 15-17 September. Available: http://www.aifs.gov.au/acssa/docs/Flood_Vioprev_HT.pdf

Despite these shortcomings, there are a number of promising programmes and activities around the country which could be adapted for delivery to more communities. Primary prevention programmes would benefit from national co-ordination of activities and agreed evaluative tools to ensure every community has access to developmentally appropriate prevention activities across the lifespan, and that programme impacts are understood.

The TOAH-NNEST website includes primary prevention information and links to international and New Zealand based primary prevention resources. The NZ Family Violence Clearinghouse collates and disseminates family and sexual violence research.

New Zealand is yet to run a national sexual violence prevention campaign. Relevant campaigns to date have either been region or time-specific, or only included elements of sexual violence prevention messaging. The It's not OK campaign has recently collaborated with TOAH-NNEST to produce a child sexual abuse prevention resource.

Preventing Sexual Revictimisation

There is an opportunity for New Zealand to lead the world in developing responses to prevent revictimisation.

What's the issue? *Sexual revictimisation is common, particularly for survivors of childhood sexual abuse - but it is not well understood or addressed*

Sexual revictimisation is common, particularly for survivors of childhood sexual abuse - but it is not well understood or addressed

Sexual revictimisation refers to the link between sexual abuse in childhood or adolescence followed by sexual victimisation in adulthood, or between repeated sexual victimisations in adulthood.

A recent review of New Zealand and international literature found that at least 50 percent of girls and women who are sexually assaulted are likely to be sexually revictimised, not necessarily by the same perpetrator. Victims of childhood sexual abuse are twice as likely as non-victims to experience sexual and/or physical violence as adults, perpetrated by partners and non-partners.

Sexual revictimisation has profound cumulative impacts on long-term-outcomes, such as heightened vulnerability to other forms of victimisation; poorer mental, physical and sexual health; higher use of health services and higher rates of unemployment. Sexual revictimisation is associated with women's involvement in crime: up to 90 percent of women in prison have been sexually revictimised before entering prison, most from a very young age and in adulthood.

Given its prevalence and impacts, sexual revictimisation is costly to individuals, their families and whānau, society, and the economy. However, it is not well understood or addressed.

Workshops with New Zealand providers of victim services confirm that there is little or no focus on preventing sexual revictimisation. This means that survivors who are sexually revictimised may not be receiving adequate or appropriate responses to address their needs and prevent further revictimisation.

What's happening now? *We are starting to build the evidence base*

There is a limited evidence base on what works to prevent sexual revictimisation. Examples of promising practice have been sourced in the international research evidence and from New Zealand practitioner knowledge. We are in a position to build the evidence base on effective practice, by trialling and evaluating promising practice. However, understanding of sexual revictimisation varies across stakeholders and they find it difficult to conceptualise interventions specifically aimed at preventing revictimisation. Because this is an emerging area of practice, more work needs to be done to raise awareness and stimulate thinking about new and different approaches.

Discussion has occurred with ACC, CYF and the Department of Corrections about possibilities for developing pilots to prevent sexual revictimisation with those who are particularly vulnerable to it. These initiatives will target ACC sensitive claims recipients, girls and adolescents in CYF care, and women prisoners respectively.

Quality services

We want survivors to get the best help possible

What's the issue?

Effective high-quality service delivery is essential in meeting the crisis and longer-term needs and priorities of victim/survivors to minimise the harm experienced and the potential for secondary victimisation.¹³ This applies to all service providers that victim/survivors may have contact with eg. medical care providers, Police, prosecutors and courts, mental health providers and support services. Research/resources on good practice in the sexual violence sector exist; however, there is a gap in the application and enforcement of these resources.

Consistent with research findings, if sexual violence services are not being delivered in a safe way, services may be exacerbating the harm caused to victims of sexual violence.

What's happening now?

Currently, sexual violence service providers work according to various baselines eg. minimum standards, professional guidelines, training/qualifications, and expectations. There is currently no centralised workforce credentialing framework. The workforce delivering sexual violence services is made up of a mix of professions, and a mix of voluntary and professional providers.

Sexual violence services are not always being delivered or funded in an effective and consistent manner. Service providers may have multiple contracts with different government agencies, all with separate requirements, and auditing and reporting processes. This creates duplication of effort and onerous requirements for service providers. There is no common understanding across Government as to what a good quality sexual violence service should look like.

¹³ Mossman, Jordan, MacGibbon, Kingi & More, 2009; Mossman, MacGibbon, Kingi, Jordan, 2009; MWA, 2009

Easy access to support

With so many phonedlines, it's hard for victims and their families to know where to start for help. Access needs to be easy and flexible.

What's the issue? *Inconsistent phone line services and coverage*

Phone lines are an important way for victims to get help. Phone lines offer practical or emotional support at times when victims of sexual violence require it (e.g. at night), and generally provide referrals to other services, such as face-to-face counselling. However:

- crisis phone line services are not consistently available across New Zealand, especially 24 hour services
- where phone lines exist, they may not be well-publicised and community awareness may be poor
- existing phone lines operate without the kind of physical infrastructure that would support a best-practice approach
- inefficiencies may arise from the operation of multiple independent phone line services across the country
- there is a focus on phone lines but multi-channel strategies are becoming the norm.

What's happening now? *Multiple phone line services*

Many specialist sexual violence services provide a phone line service of some description. However, the scope of services offered via phone, and workforce and infrastructure varies. A 2009 stocktake of Tauwiwi services¹⁴ found that all 30 had phone lines that provided general information or referral to other services. Almost all (28) also offered crisis support services over the phone. However, only 16 indicated that they offered a 24 hour crisis service.

The largest and most comprehensive operation in New Zealand is run by HELP in Auckland. HELP receives 12,000 calls annually through its 24 hour phone line (2011 reported figures). Of these around 40 percent of callers were aged 13-25. HELP reports that it responds to over 400 crisis call outs per annum, though it is not clear what proportion of these services are triggered through the crisis phone line.

Decisions on service access are dependent on decisions on the range of services needed for victims of sexual violence and how they will be integrated. Therefore options for service access will be developed when the select committee inquiry and other work to stabilise the sector have further progressed.

In the meantime, research is being commissioned to investigate how clients access services in overseas jurisdictions, focusing on the New South Wales crisis phone line and associated online counselling website.

¹⁴ TOAH-NNEST Tau Iwi Caucus, *Tauwiwi Responses to Sexual Violence: Mainstream crisis support and recovery and support services and Pacific services*, (New Zealand: TOAH-NNEST Tau Iwi Caucus, June 2009), 27-28.

Addressing harmful sexual behaviour

For everyone who is harmed, there is someone who harms. The provision of effective treatment is very effective at reducing recidivism and contributing to prevention.

What's the issue?

The most pressing issue facing the Harmful Sexual Behaviour (HSB) sector is the lack of long-term sustainable funding for treatment programmes for community-referred adults who have offended against children.

Another pressing issue is that community-referred children and youth face limited access to service as demand well exceeds contracted supply e.g. demand for the children's Early Intervention programme has quadrupled over the past five years and continues to increase.¹⁵

Other significant gaps in service delivery are the lack of specialist services for youth who offend against other children or young people, and adults who offend against other adults.

What's happening now?

Access to community-based specialist clinical assessment and treatment services in New Zealand for perpetrators or those with harmful sexual behaviour is limited. Currently there are just three significant providers of community-based services within the Harmful Sexual Behaviour (HSB) sector: SAFE Network Incorporated (SAFE) in Auckland, WellStop Incorporated (WellStop) in Wellington and the STOP Trust (STOP) in Christchurch.

These providers also deliver some limited regional services in:

- Waikato, Bay of Plenty, and Te Tai Tokerau (SAFE)
- Palmerston North, Napier, Gisborne, and New Plymouth (WellStop)
- Otago, Southland, Nelson/Blenheim and the West Coast (STOP).

Current funding ensures treatment for up to 50 community-referred perpetrators per annum. The waitlist for these services is around 30-40 adults across the country. Adult treatment programmes are currently only available in Auckland, Wellington and Christchurch. The HSB sector is functioning at full capacity. It is anticipated that any public awareness raising activity around sexual violence will lead to increased demand for treatment services.

Evaluation of HSB sector treatment services has shown that they are very effective in reducing recidivism rates in youth and adult populations. In addition, the Taskforce and research by Ministry of Women's Affairs noted the need to improve access to treatment services for adults to prevent child maltreatment and sexual revictimisation.

¹⁵ CYF funds the HSB sector to treat children and youth with concerning or harmful sexual behaviour who have been referred largely by CYF. They fund community referrals to a limited extent.

Supporting informal helpers (friends & family)

Informal helpers have a profound effect on victims and perpetrators, but their role is difficult and they need quality support, information and advice to make a positive difference.

What's the issue? *Informal helpers' crucial role is not well supported*

We know that the majority of victims who do disclose sexual violence tend to do so to informal helpers such as friends, family, teachers, or employers.

The reaction that informal helpers have to the initial disclosure can have a profound impact on what a victim does next, on their recovery, and whether they get formal support and/or go through the criminal justice system.

Likewise informal helpers of perpetrators can help them to obtain treatment and positively affect the treatment outcome.

The role of the informal helper is therefore crucial and, if equipped with knowledge and resources, they can provide invaluable support and help for victims and perpetrators. Without this knowledge informal helpers can make things worse.

The informal helper role is a difficult one and can lead to traumatisation for the helper. It is therefore important to ensure that informal helpers have the support they need to maintain their own wellbeing and continue to be a helper over the long term.

Access to information, support and resources for informal helpers of both victims and perpetrators of sexual violence in New Zealand is limited and there are a number of issues with what is available including:

- difficulty finding the right information and variable quality of information
- lack of information for those helping perpetrators to get help
- limited specific approaches for certain populations and complex situations e.g. ethnic groups, people with disabilities, those assisting victims and perpetrators in the same household
- despite a desire to support informal helpers, services do not typically receive funding for supporting informal helpers.

What's happening now? *Limited support for informal helpers but some information available*

Currently informal helpers can access information and support through generalist organisations like Plunket or Youthline and their websites. Some generalist organisations include information on sexual violence and supporting a victim on their websites.

New Zealand has a number of specialist sexual violence organisations who have websites for example Rape Crisis, Rape Prevention Education, Sex 'n' Respect, GR8 Mates and STOP Trust. Typically, specialist websites have information and advice that is useful to informal helpers.

Non-governmental organisations do not typically receive funding to support informal helpers and, as noted above, there are issues with the information available on generalist and specialist websites.