



# MORE EFFECTIVE SOCIAL SERVICES

## SUBMISSION TO THE PRODUCTIVITY COMMISSION

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## Introduction

There is considerable confusion around the term ‘family violence’, and in recent times many commentators have opted for ‘domestic violence’ to reflect the Domestic Violence Act or to differentiate distinct types of family violence, particularly child abuse and neglect (CAN) and intimate partner violence (IPV). In this submission we have elected to primarily use the terms domestic violence and child abuse but also ‘family violence’ in places.

This submission reflects the comprehensive report we produced earlier in 2014 ‘The Way Forward: An integrated System for Intimate Partner Violence and Child Abuse and Neglect’.<sup>1</sup>

We are of the view that many of the specific questions in Productivity Commission’s issues paper are not able to be addressed until the system that responds to domestic violence and child abuse is radically reformed. New Zealand needs a new approach – a step change.

Reducing family violence requires a fundamental change in how we work across agencies and across the family violence sector. A longer-term approach is also required for real change to occur in our family violence statistics.<sup>2</sup>

Long-term, integrated approaches are required to prevent and respond to family violence. Interventions and support for victims and child witnesses are only one component of a large and complex system that also seeks to hold offenders to account and to rehabilitate them.<sup>3</sup>

All indications are that we cannot continue to try and fix individual parts of the existing system in the absence of a strong infrastructure to hold everything together. Continuing with the status quo or making minor adjustments while the underlying system model is fundamentally flawed, will fail to achieve any significant reduction in the epidemic of domestic violence and child abuse in New Zealand.

## Family Violence is a most concerning social trend

Productivity Commission question relevant to this section:

- Q 1 What are the most important social, economic and demographic trends that will change the social services landscape in New Zealand?

New Zealand has an epidemic of domestic violence and child abuse – they are amongst New Zealand's biggest social issues. The cumulative and compounding effect of these issues is placing a heavy burden on individuals, our society and the New Zealand economy and every day, every week, and every year things get worse as the effects continue to spread.

The following paragraphs outline some of the many nuances surrounding domestic violence and child abuse that are important to understand when developing more effective social services.

<sup>1</sup> Herbert, R. and Mackenzie, D. 2014. *The way forward - an Integrated System for Intimate Partner Violence and Child Abuse and Neglect in New Zealand*. Wellington, The Impact Collective. Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>2</sup> Social Sector Forum Briefing to the incoming Government. 2014. Available at” <http://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/corporate/bims/ssf-big.pdf>

<sup>3</sup> Ministry of Social Development. Briefing to the Incoming Ministers. October 2014. Available at: <http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/corporate/briefing-incoming-minister/2014/index.html>

## Life and death social issue

Domestic violence and child abuse are life and death issues – half of all homicides in NZ are ‘family violence’ and every year there are tens of thousands of people suffering serious and long term harm (morbidity). And yet New Zealand responds to domestic violence and child abuse with a largely untrained ‘generalist’ workforce. Our health system wouldn’t allow a community care nurse to perform open heart surgery and yet our social care system allows the generalist workforce to work with complex and high risk domestic violence and child abuse cases. The Family Violence Death Review Committee says:<sup>4</sup> ‘The Committee has concluded from the regional reviews that the family violence workforce needs to think very differently about family violence to be in a position to practice more effectively’.

## No shared understanding

Although there has been legislation that defines domestic violence in New Zealand since 1995,<sup>5</sup> there appears to be no shared understanding at a public level, across government departments or in the service delivery sector about the dynamics, types of abuse and the lived experience of those affected.

Individuals within government departments and NGO agencies hold different understandings about the ‘problem’ and different ideas about the appropriate responses. Consequently policy, planning, funding and service delivery have become increasingly generalised and less specifically tailored to those experiencing violence.

Policy makers through to frontline workers are left unchallenged to base their decisions on their personal understandings. Workers from different areas of specialisation often hold different understandings about the families they are working for, resulting in fractured and unsafe responses.

Other countries have found that risk of re-assault or lethality is best identified via integrated multi-agency assessment processes as different agencies hold different pieces of information relevant to the assessment. The importance of sharing information in a consistent and controlled way cannot be overstated but this process also relies on a shared understanding of the dynamics of risk (that can change over time), knowledge of the indicators of dangerousness and lethality, and common risk assessment tools. A shared way to manage safety to reduce deaths and harm can then be adopted.

## Co-occurrence and inter-connectedness

There is a considerable overlap or co-occurrence between the different forms of ‘family violence’. In a high proportion of cases, domestic violence and child abuse are both occurring – but these connections are generally not reflected in policy or practice. Police say that in approximately 70% of domestic violence cases, the children are also direct victims of some form of violence.<sup>6</sup> Services responding to child abuse must be integrated with those that respond to domestic violence – initiatives aimed at reducing child abuse will be unsuccessful unless any current or past domestic

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<sup>4</sup> Family Violence Death Review Committee. 2014. *Fourth Annual Report: January 2013 to June 2014*. Wellington: Family Violence Death Review Committee. Available at: <http://www.hqsc.govt.nz/assets/FVDRC/Publications/FVDRC-4th-report-June-2014.pdf>

<sup>5</sup> In 1995 New Zealand enacted legislation to guide responses to domestic violence. The Domestic Violence Act 1995 encompasses all forms of domestic violence across all people as long as the violence occurs within a close personal relationship. The Act recognises a range of abuse in both type and severity and defines ‘domestic violence’ as: ‘*in relation to any person, means violence against that person by any other person with whom that person is, or has been, in a domestic relationship*’. The object of the Act is ‘reduce and prevent violence in domestic relationships.’ See Appendix 3 for a more extensive extract from the Act.

<sup>6</sup> <http://www.nzfvc.org.nz/issues-papers-3>

violence is also addressed and vice versa.<sup>7</sup> Furthermore a considerable proportion of sexual violence occurs within domestic violence and child abuse.

Children's exposure to domestic violence is now well recognised internationally as a form of child abuse. Children do not need to witness the violence occurring to suffer the negative effects and there is little differentiation between the harm caused by direct abuse and that caused by exposure to domestic violence. In 2013, there were 95,080 family violence investigations by NZ Police. These cases involved 57,766 children who had been exposed to intimate partner violence or other forms of family violence and this represents only 20% of all cases.

Mothers who are being abused by their partners often become emotionally volatile or withdraw and this can impede their ability to parent. Walker (2000 cited in Fish *et al* 2009) found that the women were **eight times** more likely to hurt their children while living with their violent partner, than when they were safe from the violence. Similarly, Holden *et al* (1998 cited in Fish *et al* 2009) note that women's parenting can significantly improve in the first six months after leaving their partner if his violence ceases.<sup>8</sup>

### Major contributor to multiple other social issues

The negative effects on domestic violence and child abuse victims are serious, complex and often last a lifetime.<sup>9</sup> Many of the negative impacts are a consequence of the cumulative and compounding effect of trauma resulting from the ongoing nature of the abuse. Each episode of abuse may induce very high levels of fear in the victim and this builds on the trauma and hurt of previous experiences.

The cumulative trauma of domestic violence and child abuse leads to multiple other social issues.<sup>10</sup> There is extensive local and international evidence showing a strong link between domestic violence, child abuse and many other health, education, violence, social and behavioural issues, for example:<sup>11</sup>

- Alcohol and drugs - male and female adult child abuse survivors twice as likely to abuse drugs or alcohol and domestic violence victims are more likely to abuse alcohol and drugs as a method of coping or self-medicating.
- Suicide - young people who are abuse as children (including exposure to domestic violence are 3 to 3.6 times more likely to have attempted suicide.
- Bullying - Children exposed to violence in home more likely to bully other children and children and young people who bully 5.63 times more likely to become domestic violence perpetrators.
- Criminal behaviour – Child abuse victims are 9-11 times more likely to offend and be arrested for criminal behaviour in adolescence - 84% of all prison inmates have been abused as a child.

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<sup>7</sup> Humphreys reports that recent policy and practice developments around the world now emphasise the importance of separate but linked services for women and children. These two very different intervention systems (statutory child protection and specialist, community-based, domestic violence services) have needed to find ways of working together, as have the other services involved in domestic violence intervention to recognise that the safety and well-being of children is tied closely to the safety and well-being of their mothers. [http://www.adfvc.unsw.edu.au/documents/IssuesPaper\\_13.pdf](http://www.adfvc.unsw.edu.au/documents/IssuesPaper_13.pdf)

<sup>8</sup> Findings and citations extracted from 'Understanding connections and relationships: Child maltreatment, intimate partner violence and parenting'. Available at <https://nzfvc.org.nz/issues-papers-3>

<sup>9</sup> Herbert, R. and Mackenzie, D. 2014. *The way forward - an Integrated System for Intimate Partner Violence and Child Abuse and Neglect in New Zealand*. Wellington, The Impact Collective. Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>10</sup> Social Sector Forum Briefing to the incoming Government. Available at <http://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/corporate/bims/ssf-big.pdf>

<sup>11</sup> Refer Figure 11 in The Way Forward for a comprehensive summary of the New Zealand and international evidence Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

- Educational failure - approx 2/3rds of 13-15 year olds in alternative education are victims of child abuse (incl exposure to domestic violence) in their homes.
- Homelessness – domestic violence is major driver of homelessness, especially for women with children – adults who were abused as children are 26 times more like to be homeless as adults.

New Zealand needs to recognise and respond to any of the related social issues as a possible red flag for domestic violence or child abuse. If, for example, we continue to try and engage the family of a child who is failing at school without recognising that there is a high probability the child is either being directly abused or exposed to domestic violence in their home, our efforts will fail – indeed our interventions may make the violence they are experiencing worse. Conversely by intervening earlier and more effectively in domestic violence and child abuse we will in turn reduce these many other social issues.

### Heavily under-reported

Indications are that only approximately 20% of domestic violence and child abuse is currently reported. We are therefore failing to identify up to 80% of cases and those we do identify are mostly at crisis stage where significant harm has already been done and the costs of responding effectively are the greatest. New Zealand will be unable to make significant change to the prevalence and impact of domestic violence and child abuse, the intergenerational transfer of the problem or the numerous related social issues while we are failing to identify 80% of cases.

Our service response must widen so that we are identifying more cases and intervening earlier before the violence escalates and the trauma accumulates. We need to respond in the most effective way possible to keep victims safe and hold perpetrators to account, thereby reducing the immediate and long-term effects. Some of the many reasons victims and perpetrators do not currently report the violence or stay engaged once they do, are summarised below – these all need to be addressed.

A lack of training and poor understanding by frontline workers.

People, especially victims, are faced by frontline workers and people around them whose attitudes and behaviours expose them to further abuse and trauma. The Glenn Inquiry heard that some frontline workers, neighbours, friends or family members were paternalistic, treating those seeking help like “naughty children.”<sup>12</sup>

The system does not currently recognise victims or their vulnerability and so they remain victims.<sup>13</sup>

A lack of trust in the system - abuse victims are often fearful of state intervention. Mothers who are domestic violence victims don’t generally see state agencies as being there to assist them. They are particularly afraid that if they report their abuse to Police that CYF will be told and CYF will take their children away.

Fears for their safety - many victims don’t reach out because they are not confident the ‘system’ will keep them safe – domestic violence victims who have left their abuser often say they wished they hadn’t as they are less able to keep their children safe when, for example, the Courts order the abusive father is to have unsupervised access to his children.

<sup>12</sup> The Glenn Inquiry People’s Report. Available at: [https://glenninquiry.org.nz/uploads/files/The\\_Peoples\\_Report\\_-\\_full\\_document.pdf](https://glenninquiry.org.nz/uploads/files/The_Peoples_Report_-_full_document.pdf)

<sup>13</sup> Protecting Victims, Rebuilding Lives, Sending the Right Message. Available at: <http://www.avaproject.org.uk/media/46623/pdf%20its%20still%20not%20ok!%20discussion%20paper.pdf>

The reviews evidenced the difficulties women experienced in leaving a violent relationship, in particular the difficulty they have in securing non-association with the abusive (ex) partner and therefore safety for themselves or their children once they have left. Indeed, as noted in Chapter 2, 60 percent (38 of 63) of the IPV deaths took place either during or after a separation.<sup>14</sup>

Difficulty in accessing appropriate services - victims, perpetrators and families often find it difficult to navigate their way through a complex maze of disconnected services and systems each with different policies and processes.

The numerous organisations and agencies do not work well together, communicate with one another, or share information. This left those seeking help and support ill-informed, confused, or feeling lost in the chasms between the silos.<sup>15</sup>

Lack of clarity of the roles and responsibilities of service agencies: 'No one accepts responsibility or supports people needing help, who consequently become frustrated'.<sup>16</sup>

Lack of co-ordination between agencies:

Numerous organisations and agencies did not work well together, communicate with one another, or share information. This left those seeking help and support ill-informed, confused, or feeling lost in the chasms between the silos. When various organisations and agencies – government, non-government and community – involved in child abuse and domestic violence work in isolation, it makes it difficult for people and families under stress, especially those in crisis situations, to navigate them. People spoke about getting the “run around” when they needed help, especially when agencies did not communicate and work together.<sup>17</sup>

## Understand and respond to domestic violence and child abuse as wicked and complex problems

Productivity Commission question relevant to this section:

- Q55 Are there important issues for the effective commissioning and contracting of social services that will be missed as a result of the Commission’s selection of case studies?

We believe the extensive literature about wicked and complex social problems is critical when considering more effective social services. Very different approaches are required for ‘wicked’ problems than the approach taken to more linear or ‘tame’ problems. We urge the Productivity Commission to include a section on complex and wicked problems in its report in order to provide clear context to the issues it is considering.

The Australian Government has produced a helpful guide for its public sector about tackling wicked problems. It explores the characteristics of wicked problems and the challenges they pose for the traditional approaches and skills sets of policy makers.<sup>18</sup> They note that tackling wicked problems is the most pressing policy challenges for the Australian Public Service. Their guide identifies some of the main ingredients required when considering how to tackle wicked problems as summarised in

<sup>14</sup> Chapter 3 in Family Violence Death Review Committee. 2014. *Fourth Annual Report: January 2013 to June 2014*. Wellington: Family Violence Death Review Committee.

<sup>15</sup> The Glenn Inquiry People’s Report. Available at: [https://glenninquiry.org.nz/uploads/files/The\\_Peoples\\_Report\\_-\\_full\\_document.pdf](https://glenninquiry.org.nz/uploads/files/The_Peoples_Report_-_full_document.pdf)

<sup>16</sup> The Glenn Inquiry People’s Report. Available at: [https://glenninquiry.org.nz/uploads/files/The\\_Peoples\\_Report\\_-\\_full\\_document.pdf](https://glenninquiry.org.nz/uploads/files/The_Peoples_Report_-_full_document.pdf)

<sup>17</sup> Ibid.

<sup>18</sup> [http://www.apsc.gov.au/\\_data/assets/pdf\\_file/0005/6386/wickedproblems.pdf](http://www.apsc.gov.au/_data/assets/pdf_file/0005/6386/wickedproblems.pdf)

the following table. All these ingredients are directly relevant when considering how to achieve more effective a social service response to domestic violence and child abuse.

### Key ingredients for tackling wicked social problems

Key ingredient	Quote
Holistic, not partial or linear thinking	<i>Traditional linear approaches to policy formulation are an inadequate way to work with wicked policy problems as linear thinking is inadequate in encompassing their complexity, interconnections and uncertainty.</i>
Innovative and flexible approaches	<i>....the public sector needs more systematic approaches to social innovation and needs to become more adaptive and flexible in dealing with wicked problems.</i>
The ability to work across agency boundaries	<i>....working across agency boundaries increasingly important....working in a devolved way with the community and commercial sectors.</i>
Increasing understanding and stimulating a debate on the application of the accountability framework	<i>The accountability framework needs to be applied in a way that can meet the goal of maintaining acceptable levels of accountability while minimising as much as possible any barriers to innovation and collaboration.</i>
Effectively engaging stakeholders and	<i>Because wicked problems are often imperfectly understood it is important that they are widely discussed by all relevant stakeholders in order to ensure a full understanding of their complexity and interconnections.</i>
Additional core skills	<i>Some of the core skills required by policy and programme managers tackling wicked problems—communication, big picture thinking and influencing skills and the ability to work cooperatively.</i>
A better understanding of behavioural change by policy makers	<i>.... traditional policy tools.... can be limited without some additional tools and understanding of how better to engage citizens in cooperative behavioural change</i>
A comprehensive focus and/or strategy	<i>....a range of coordinated and interrelated responses.....sustained effort and/or resources to make headway</i>
Tolerating uncertainty and accepting the need for a long-term focus	<i>Successfully addressing such problems takes time and resources and adopting innovative approaches may result in the occasional failure or need for policy change or adjustment</i>

### International examples

Productivity Commission question relevant to this section:

- Q11 What other international examples of innovative approaches to social service commissioning
- Q12 What are the barriers to learning from international experience in social services commissioning? What are the barriers and risks in applying the lessons in New Zealand?

Governments throughout the world are grappling with ways to reform their public services so they are more able to tackle big complex social problems, deal with complexity and work more collectively. The UK Institute for Public Policy Research has recently released a report<sup>19</sup> advocating three steps to design and manage public services in a way that recognises they are complex systems:

<sup>19</sup> Muir, R and Parker, I. (2014), *Many to Many: How the relational state will transform public services*. Institute for Public Policy Research, London UK. Available at <http://www.ippr.org/publications/many-to-many-how-the-relational-state-will-transform-public-services>

decentralise, pool funding and integrate. They say that dealing with complex problems requires much greater integration of public service systems, and the fostering of deep relationships both among citizens and between service users and frontline professionals and that the public management of the future is one where central government has to 'let go' and become an enabler rather than the manager.

'This is because complex challenges are not susceptible to standardised, one-size-fits-all blueprints; because services delivered in functional silos from Whitehall are unable to get a grip on the interconnected causes of complex problems; and because greater professional autonomy is required to allow for more innovative and relational approaches at the frontline.' 'Top-down initiatives and restructures tend not to work because, as complexity theory teaches us, the most effective change in a complex system comes about endogenously and incrementally, rather than externally and suddenly. Innovation comes about through learning over time'

In Chapter 4 of the Way Forward Report we examined steps being taken in other countries to adopt an integrated system approach for domestic violence and child abuse. New Zealand is fortunate to be in a position to learn from their experiences - to draw from all possible sources and build the optimal system. The following key components necessary for a successful integrated response can be used to guide the design of the new Integrated System for New Zealand.<sup>20</sup>

#### Common components and activities of successful international integrated approaches

Component	Activities
A shared understanding and commitment and common goals	<ul style="list-style-type: none"> <li>Policy is underpinned by violence against women and children being intolerable</li> </ul>
Shared training and workforce development	<ul style="list-style-type: none"> <li>Shared organisational training to enable shared understanding</li> <li>Workforce up-skill to increase understanding and capacity necessary</li> <li>Accommodate diverse perspectives</li> </ul>
Resources to guide and support local integration	<ul style="list-style-type: none"> <li>Minimum service standards</li> <li>Templates to help build regional or local governance structures</li> <li>Funding for a local coordinator</li> <li>Written resources that support and guide local groups working together</li> <li>Common risk assessment tool</li> <li>Guides to assist development of referral pathways</li> </ul>
All agencies, structures, processes, initiatives operate as one system	<ul style="list-style-type: none"> <li>Multiple entry points to the one 'system'</li> <li>Connected vertically and horizontally</li> <li>Collective or shared outcomes</li> <li>Communication, coordination, collaboration</li> </ul>
Continuous improvement	<ul style="list-style-type: none"> <li>Developmental, formative, outcome evaluations</li> <li>Services, programs and practice are evidence-based and continuously improved</li> <li>Openness and trust to enable inquiry and thinking</li> <li>Emergent solutions adopted</li> <li>Flexible and consultative with service users</li> <li>Continuous feedback loops</li> </ul>
Vertical and horizontal connections	<ul style="list-style-type: none"> <li>Formal mechanisms to connect horizontally between local areas and vertically to connect national activities to local</li> </ul>
Strong leadership	<ul style="list-style-type: none"> <li>Strong leadership supports organisations to work in an integrated way</li> </ul>

<sup>20</sup> Refer Chapter 4 of The Way Forward report. Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)



	<ul style="list-style-type: none"> <li>• Leaders aligned as to the nature of abuse</li> <li>• Integrated leadership all levels political, institutional and local</li> <li>• Leadership at a national (or state) level establishes the mandate for all levels to integrate (horizontally and vertically)</li> </ul>
<p><b>National framework or strategy to guide activity</b></p>	<ul style="list-style-type: none"> <li>• Consistent and commonly understood set of principles and practices.</li> <li>• Core principles commonly include placing the survivor at the centre of the response, ensuring survivor safety, holding abusers accountable, service user involvement, the independent rights and needs of children exposed to violence and taking into account the needs and experiences of people from diverse backgrounds</li> </ul>

## There is an urgent need for integration

Productivity Commission questions relevant to this section:

- Q13 Where and when have attempts to integrate services been successful or unsuccessful? Why?
- Q14 What needs to happen for further attempts at service integration to be credible with providers?
- Q34 For what services is it most important to provide a relatively seamless transition for clients between providers?
- Q36 What are the most important benefits of provider diversity? For which services is provider diversity greatest or most limited? What are the implications for the quality and effectiveness of services?
- Q53 What institutional arrangements or organisational features help or hinder the uptake and success of innovative approaches to service delivery?

### The current 'system'

The current system is broken, fragmented and inconsistent, has gaps and overlaps and no infrastructure to hold together all the services and outcomes.<sup>21</sup> There are many different initiatives, groups and networks and yet we have no national register and no formal over-arching national or regional infrastructure linking all these together. Many new initiatives have not been well implemented and are not achieving measurable or sustainable outcomes. Further, because in most regions services and initiatives are not integrated in any way, they add to the fragmentation, inefficiencies, confusion and competition for scarce resources.

The current system is overly confusing. Victims, perpetrators and families often find it difficult to navigate their way through a complex maze of disconnected services and systems each with different policies and processes. Agencies operate as silos and invariably do not know what other agencies can offer and hence are unable to make appropriate referrals.

The current system is not only failing to keep victims safe and hold perpetrators to account but also failing to have a positive impact on preventing further domestic violence and child abuse. Three recently released reports have commented on the parlous state of the current 'system':

<sup>21</sup> Refer Chapter 5 of The Way Forward report. Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

The Committee has documented system failures in many of the regional reviews. It is worth noting that these failures have not occurred just in respect of the abusive episode that resulted in death. In most of the reviews problematic practice can be observed over many years.<sup>22</sup>

Most people told the Inquiry that New Zealand's current system for addressing child abuse and domestic violence is generally not working.<sup>23</sup>

To maximise the prospect of reducing the rate of family violence and dealing more effectively with victims and perpetrators of family violence the current systems and structures need to change.<sup>24</sup>

All indications are that we cannot continue to try and fix individual parts of the existing system in the absence of a strong infrastructure. Despite collaborative efforts being made, there is evidence that our efforts appear to be falling short.

### **Is collaboration or integration the way to go?**

There has been considerable discussion internationally and in New Zealand, about the need for a more joined-up approach to address social issues that are both complex and wicked such as domestic violence and child abuse, and to ensure victim/survivor safety and accountability of perpetrators by:

- maximising local efforts to intervene early and prevent violence from occurring
- helping create the longer-term changes needed to prevent violence from recurring
- enhancing service coordination and the ability of services to work in complementary ways
- enabling local communities to determine the most appropriate use of funding in their area.

Numerous terms and types of approaches have been used – amongst them, joined-up, whole-of-government, inter-agency, multi-agency, coordination, collaboration and partnership.

Potito et al<sup>25</sup> describe integration as, 'Agencies forming shared arrangements at a strategic level, and intensive case management based on shared protocols and data sharing arrangements at the operational level for frontline workers.' Boon et al<sup>26</sup> identify seven different levels as shown in the diagram below. In a later paper<sup>27</sup> they suggest that 'integration' rather than 'collaboration' needs to be the ultimate goal of teams working together to solve complex problems – that collaboration can occur without integration but in order to take an integrated approach people need to collaborate.

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<sup>22</sup> Family Violence Death Review Committee, 2014. Fourth Annual Report: January 2013 to December 2013. Wellington: Family Violence Death Review Committee. Available at <http://www.hqsc.govt.nz/assets/FVDRC/Publications/FVDRC-4th-report-June-2014.pdf>

<sup>23</sup> [https://glenninquiry.org.nz/uploads/files/The\\_Peoples\\_Report\\_-\\_full\\_document.pdf](https://glenninquiry.org.nz/uploads/files/The_Peoples_Report_-_full_document.pdf)

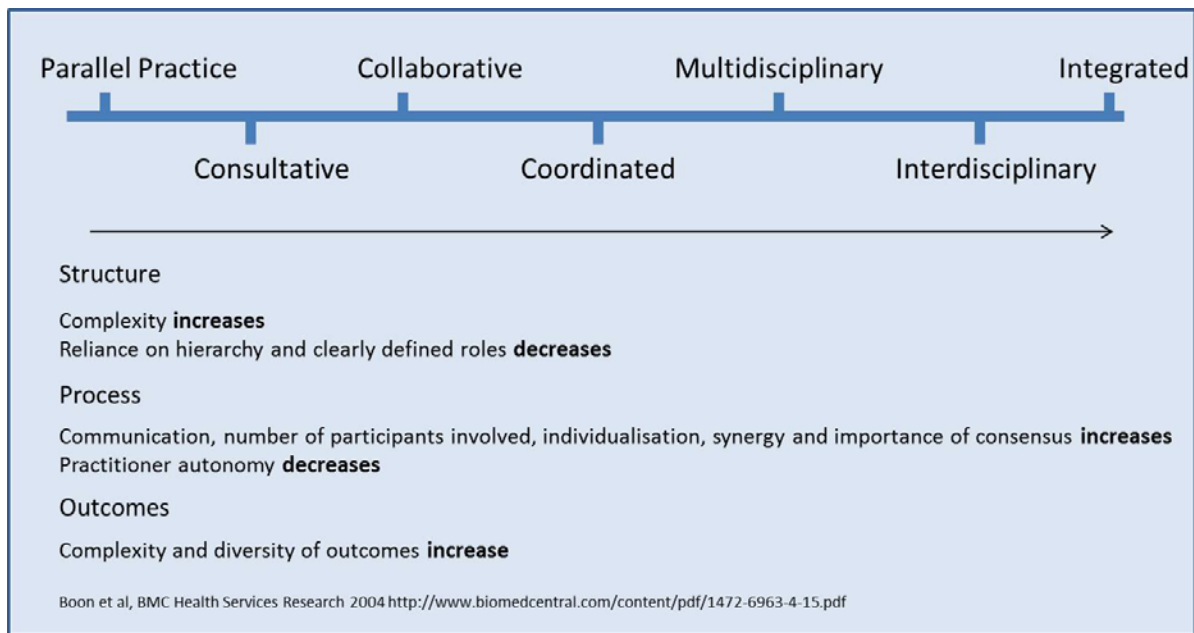
<sup>24</sup> [http://beehive.govt.nz/sites/all/files/Report\\_of\\_the\\_Expert\\_Advisory\\_Group\\_on\\_Family\\_Violence.pdf](http://beehive.govt.nz/sites/all/files/Report_of_the_Expert_Advisory_Group_on_Family_Violence.pdf)

<sup>25</sup> Potito C, Day A, Carson E & O'Leary P, 2009, 'Domestic Violence and Child Protection: Partnerships and Collaboration', Australian Social Work, vol. 62, issue 3, pp. 369-387.

<sup>26</sup> Boon, H.S., et al. Parallel practice to integrative health care: a conceptual framework. *BMC Health Serv Res* 2004;4:15.

<sup>27</sup> Boon, H.S., et al. The Difference Between Integration and Collaboration in Patient Care: Results From Key Informant Interviews Working in Multiprofessional Health Care Teams *Journal of Manipulative and Physiological Therapeutics Volume 32, Issue 9*, November–December 2009, Pages 715–722

## Collaboration and integration continuum



There have been various attempts to develop collaborative arrangements to 'join-up' domestic violence and child abuse activities at a local level. The Family Violence Inter-Agency Response System (FVIARS) - the primary inter-agency initiative designed to manage cases reported to the Police in each local region or area - has been relied upon as 'the' response to 'family violence'. FVIARS is compromised by its very structure; it is not a system. It is a discrete series of isolated meetings happening throughout New Zealand. The model lacks the infrastructure, governance and national consistency to effectively manage domestic violence and child abuse cases and there is no nationally consistent process for managing high-risk, hard to reach cases. Children's Teams<sup>28</sup> are currently being established in local communities in a staged manner. There is little detail publically available and hence it is not possible to ascertain what the infrastructure or governance of these teams will be. It is also unclear at this stage to what extent there will be integration or collaboration between the FVIARS and Children's Team in each area.

## Collective Impact

The Collective Impact<sup>29</sup> approach is also particularly applicable to thinking about ways to respond to complex wicked problems. It recognises that organisations must coordinate their efforts and work in collaboration if they are to achieve transformative, large-scale social change. Kramer and Kania<sup>30</sup> identified five conditions to achieving 'collective impact'. As will be discussed in the various sections none of these conditions are yet in place in the domestic violence and child abuse sector.

<sup>28</sup> <http://www.childrensactionplan.govt.nz/childrens-teams/>

<sup>29</sup> A term coined by Kania and Kramer. See Kania and Kramer (2011), 'Collective Impact,' *Stanford Social Innovation Review*. Available at [http://www.ssireview.org/blog/entry/rereading\\_collective\\_impact\\_three\\_lessons?utm\\_source=Enews&utm\\_medium=Email&utm\\_campaign=SSIR\\_Now&utm\\_content=Read\\_More](http://www.ssireview.org/blog/entry/rereading_collective_impact_three_lessons?utm_source=Enews&utm_medium=Email&utm_campaign=SSIR_Now&utm_content=Read_More)

<sup>30</sup> Kania and Kramer (2013) 'Embracing Emergence: How Collective Impact Addresses Complexity'. *Stanford Social Innovation Review* Available at [http://www.ssireview.org/blog/entry/embracing\\_emergence\\_how\\_collective\\_impact\\_addresses\\_complexity](http://www.ssireview.org/blog/entry/embracing_emergence_how_collective_impact_addresses_complexity)

## Collective impact model

<b>Common agenda</b>	All participants have a shared vision for change including a common understanding of the problem and a joint approach to solving it through agreed upon actions.
<b>Shared measurement</b>	Collecting data and measuring results consistently across all participants ensures efforts remain aligned and participants hold each other accountable.
<b>Mutually reinforcing activities</b>	Participant activities must be differentiated while still being coordinated through a mutually reinforcing plan of action.
<b>Continuous communication</b>	Consistent and open communication is needed across the many players to build trust, assure mutual objectives and create common innovation.
<b>Backbone support</b>	Creating and managing collective impact requires a separate organisation(s) with staff and a specific set of skills to serve as the backbone for the entire initiative and coordinate participating organisations and agencies.

### An integrated system is needed to achieve collective impact

If integration and collective impact are the ultimate goals, it is relevant to consider what happens if we bring these together with a system's approach. An integrated system is a formal and proactive response whereby all agencies either directly or indirectly involved operate as one system, delivering consistent and safe services. Complex problems such as domestic violence and child abuse involve multiple agencies and individuals, each with differing responsibilities and working on different parts of the problem. System thinking is the process of understanding how each part within the whole system influences other parts.

An integrated system is identified in the leading New Zealand and international literature and practice experience as being the best model to meet the challenges faced in preventing and responding to domestic violence and child abuse.

The NZFVC issues paper<sup>31</sup> says: 'international thinking is that 'the system matters' when it comes to eliminating and preventing family violence because the causes are deeply rooted at every level of the social ecological system'.

The FVDRC describe the multi-agency 'family violence' system as a complex system with the following characteristics:<sup>32</sup>

- It involves large numbers of interacting elements.
- The interactions are non-linear, and minor changes can produce disproportionately major consequences.
- The system is dynamic, the whole is greater than the sum of its parts, and solutions arise from the circumstances – they cannot be imposed.<sup>33</sup>
- The system has a history, and the past is integrated with the present; the elements evolve with one another and with the environment; and evolution is irreversible.
- Though a complex system may, in retrospect, appear to be ordered and predictable, hindsight does not lead to foresight because the external conditions and systems constantly change.

<sup>31</sup> <http://www.nzfvc.org.nz/issues-papers-1>

<sup>32</sup> Family Violence Death Review Committee, 2014. Fourth Annual Report: January 2013 to December 2013. Wellington: Family Violence Death Review Committee. Available at <http://www.hqsc.govt.nz/assets/FVDRC/Publications/FVDRC-4th-report-June-2014.pdf> Wellington: Family Violence Death Review Committee citing D. Snowden and W. Boone, 'A leader's framework for decision making', Harvard Business Review, vol. 85, no. 11, 2007, pp. 68–76.

<sup>33</sup> This is frequently referred to as emergence.

- In a complex system the agents and the system constrain one another, especially over time.<sup>34</sup>

## Proposed new Integrated System model for domestic violence and child abuse

As noted in the previous section, domestic violence and child abuse are complex and wicked problems<sup>35</sup> and to continue to look for 'simple' one off solutions will result in pouring good money after bad. Some of the key features of any system responding to a complex wicked problem include:

- Working in collaboration.
- Bottom up perspective.
- Flexibility and innovation.
- Long term approach.
- Interagency working.
- Developing a framework of accountability.

A fully integrated system is the missing piece of the puzzle in New Zealand's current response to domestic violence and child abuse. The Integrated System model detailed in The Way Forward report<sup>36</sup> is not a strategy or a new service initiative – it is the infrastructure upon which strategic considerations and service development conversations and changes take place.

The Integrated System would take responsibility for keeping victims safe by wrapping a joined-up response around them, doing everything possible to reduce the immediate and long term effects of abuse and for containing, challenging and changing the perpetrator's behaviour.

When domestic violence or child abuse was disclosed (to any agency), it would in effect, be reported to the one system and mechanisms would be in place to ensure seamless and effective service provision regardless of the entry point. The system responding to child abuse would be integrated with the system responding to domestic violence. There would be clear referral pathways between all agencies in 'the system'; entering through any door leads into a broad system of community-wide support. This means anyone entering the system could access services via what might seem unlikely routes. It also means that when someone was being treated in the mental health system, the youth justice system, or the many other connected systems, and it was found that they are suffering from cumulative trauma of domestic violence or child abuse, they could efficiently be 'linked up' with specialist agencies.

Moving to an Integrated System means we would need to start thinking locally, acting locally and resourcing locally to build this new system. Local service providers and service users would be engaged in ensuring the system is working effectively in their area. This would require a radical shift in the way this country currently responds to domestic violence and child abuse - it would require decentralisation, more decision making at a local level, community engagement, the involvement of service users, the development of a backbone agency, support and resources to communities and a continuous improvement framework.

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<sup>34</sup> This means that we cannot forecast or predict what will happen

<sup>35</sup> 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*, 31 (2009) 635–641

<sup>36</sup> Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

While all those responding to any form of domestic violence and child abuse need to be linked together as part of the Integrated System, it is also vital that specialities within each sector are maintained. We would need to recognise the similarities, overlaps and the differences of the related areas and ensure they are closely aligned and linked into the Integrated System model. There is no way to achieve this within current service capacity. The model must be scalable so the required high quality standards are maintained at all parts of the system while expanding to accommodate more and more cases.

In the following sections we have clustered many of the questions contained in the 'More effective social services' issues paper and discuss the relevance each would have to an integrated system for domestic violence and child abuse. We also identify a number of critical areas where arrangements in the social care sector fall well short of what are in place in both the health and education sectors.<sup>37</sup>

## Required infrastructure

Productivity Commission question relevant to this section:

- Q52 How do the organisational culture and leadership of providers affect the adoption of improved ways of supplying services? In what service areas is the impact of culture and leadership most evident?

The culture and leadership of the domestic violence, child abuse and sexual violence sectors is confusing and fragmented. There are multiple agencies working at multiple layers:

- There are over 200 - largely disconnected leadership, governance and multi-agency groups, networks and coordinators trying to address the problem nationally and regionally.<sup>38</sup>
- According to MSD's Family and Community Services website<sup>39</sup> they contract with 774 different providers for 'family violence' services. In addition, family violence services are contracted via Ministry of Justice (eg stopping violence programmes), and other government agencies.

There is currently no formalised infrastructure holding all parts of the social care (and hence domestic violence and child abuse) sector together. No-one has leadership responsibility for keeping an overview of how the various service delivery or multi-agency arrangements are operating in each region or local area. At a local level there is no cohesive infrastructure, no clear referral processes and no formalised local needs assessment.<sup>40</sup> In contrast both the Health and Education sectors already have clear infrastructure at national and regional/local levels.<sup>41</sup>

The Integrated System infrastructure would comprise all agencies, processes, initiatives and inter-agency activities and provide the infrastructure and the processes to link and support all parts of the system to work together.<sup>42</sup> The national backbone agency would be the glue that ensures central government agencies, and national governance groups are linked with regional hubs (vertical integration) and that links regional hubs together (horizontal integration).

<sup>37</sup> These are brought together in a table in Appendix 2

<sup>38</sup> Figure 29 in The Way Forward report. Available at [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>39</sup> <http://www.familyservices.govt.nz/directory/searchresultspublic.htm?cat1=966&searchTerms=&search=Search&azServices=false>

<sup>40</sup> Refer Appendix 1 for a table of challenges being experienced by local family violence social service agencies

<sup>41</sup> Summarised in a table in Appendix 2

<sup>42</sup> This will include Whānau Ora, the Children's Teams and Social Sector Trials as shown in Figure 37 of The Way Forward report. Available at [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

The Integrated System model we propose<sup>43</sup> as the way forward would consist of a national backbone agency and approximately 32 regional hubs.

- **Regional hubs<sup>44</sup>** - to oversee and coordinate the Integrated System infrastructure in each region by connecting all local agencies, structures and processes together, linking existing local interagency networks, undertaking regional service mapping and population needs assessment, maintaining and strengthening local referral pathways, facilitating the development of local solutions, community engagement and building on existing networks. Once fully operational the regional hubs would be well placed to trial new initiatives. Frontline service personnel would be able to share their experiences with those in other regions via the horizontal links between all regional hubs facilitated through the national backbone agency.
- **National backbone agency** - to oversee and coordinate the national Integrated System infrastructure, support the regional hubs and be responsible for all components of the Integrated System that need to be nationally consistent, for example processes and mechanisms to develop a shared understanding (such as training frameworks), governance mechanisms, leadership and national consistent resources including shared policies, practice standards, processes, risk assessment tools and referral pathways. The national backbone agency would be the glue that ensures central government agencies, national governance groups are linked with regional hubs (vertical integration) and that regional hubs are linked together (horizontal integration).

Kramer and Kania identified backbone support as one of the five conditions to achieving 'collective impact' (see Collective Impact model in the table above). The UK Institute for Public Policy Research report<sup>45</sup> identifies the development of collaborative backbone organisations in public services as one of seven key developments required for interconnected systems. Key functions they collectively identify for such organisations include:

- Coordinating participating organisations and agencies.
- Working with those involved in all parts of the system to ensure they understand and agree to uphold both the common agenda and rules for interaction.
- Generating and transferring knowledge around the system to ensure the system is constantly learning.
- Disseminating knowledge and offering opportunities for ongoing professional development.
- Acting as clearing houses for innovative practice and allow the system as a whole to learn.
- Tracking data, enabling adaptation, disseminating knowledge and improving motivation and morale among all participants.
- Enabling a high degree of transparency among all organizations and levels involved in the work.

The Kings Fund<sup>46</sup> says:

....effective governance arrangements need to be underpinned by senior executive support and dedicated programme management to turn high-level commitments into action. There is likely to be a

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<sup>43</sup> Chapter 6 of The Way Forward report. Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>44</sup> Regional hubs are in essence local backbone agencies but to avoid confusion over the terms we have chosen to refer to the local backbone agencies as 'regional hubs'

<sup>45</sup> Muir, R and Parker, I. (2014), *Many to Many: How the relational state will transform public services*. Institute for Public Policy Research, London UK. Available at <http://www.ippr.org/publications/many-to-many-how-the-relational-state-will-transform-public-services>

<sup>46</sup> Ham, C., & Walsh, N. (2013). Making integrated care happen at scale and pace. London:

The King's Fund. Retrieved 1 September 2014 from [www.kingsfund.org.uk/sites/files/kf/field/field\\_publication\\_file/making-integrated-care-happen-kingsfund-mar13.pdf](http://www.kingsfund.org.uk/sites/files/kf/field/field_publication_file/making-integrated-care-happen-kingsfund-mar13.pdf)

gap between intentions and impact unless sufficient resources are identified to support implementation and execution.

The Australian Government’s guide<sup>47</sup> for its public sector about tackling wicked problems says something very similar:

The challenge is to find the infrastructure, processes and practices that might promote better connections and remove any obstacles to collaboration that devolution may have raised. These include relevant skills and culture, an information-sharing infrastructure and governance arrangements that focus accountability on the whole of government outcomes the government is seeking.’

The expected core roles and responsibilities of the national backbone agency and regional hubs are summarised in the table below and discussed in more detail in Chapter 11 of The Way Forward report.<sup>48</sup>

### Integrated System roles and responsibilities

	National backbone agency	Regional hubs
<b>Leadership and governance</b>	<ul style="list-style-type: none"> <li>• Governance and leadership</li> <li>• Relationship management</li> <li>• Socialisation of the concept</li> <li>• Shared understanding</li> <li>• Assisting to establish regional hubs</li> </ul>	<ul style="list-style-type: none"> <li>• Governance and leadership</li> <li>• Relationship management</li> <li>• Socialisation of the concept</li> <li>• Shared understanding</li> <li>• Community engagement</li> </ul>
<b>Co-ordination and communication</b>	<ul style="list-style-type: none"> <li>• Ensuring all parties understand the common agenda</li> <li>• Enabling transparency</li> <li>• Conduit for information and collective contributions</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring all parties understand the common agenda</li> <li>• Enabling transparency</li> <li>• Linkages between regional agencies</li> <li>• Local referral pathways</li> </ul>
<b>Documentation</b>	<ul style="list-style-type: none"> <li>• National system specification and strategy</li> <li>• Organisational practice standards<sup>49</sup></li> <li>• Service accreditation standards and processes</li> <li>• Quality management framework</li> </ul>	<ul style="list-style-type: none"> <li>• Local components of referral pathways</li> <li>• Local written resources</li> </ul>
<b>Service development</b>	<ul style="list-style-type: none"> <li>• National needs assessment</li> <li>• Implementation assistance to regional hubs</li> <li>• National system development (via national agencies)</li> </ul>	<ul style="list-style-type: none"> <li>• Regional needs assessment</li> <li>• Regional service mapping and gap analysis against system specification</li> <li>• Preparation of individual agencies</li> </ul>
<b>Funding</b>	<ul style="list-style-type: none"> <li>• Funding models / arrangements</li> <li>• Alternative sources of funding</li> </ul>	<ul style="list-style-type: none"> <li>• Regional funding decisions</li> <li>• Alternative sources of funding</li> </ul>
<b>Training and workforce development</b>	<ul style="list-style-type: none"> <li>• Training and workforce development framework</li> <li>• Disseminating knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Regional training and workforce development</li> <li>• Identifying opportunities for additional training and professional development</li> </ul>
<b>Information management</b>	<ul style="list-style-type: none"> <li>• National information management system</li> </ul>	<ul style="list-style-type: none"> <li>• Local information management system</li> </ul>
<b>Building evidence and knowledge</b>	<ul style="list-style-type: none"> <li>• New evidence regarding best practice</li> <li>• Transferring knowledge around the system</li> <li>• Clearing houses for innovative practice</li> </ul>	<ul style="list-style-type: none"> <li>• Disseminating new evidence and knowledge locally</li> </ul>

<sup>47</sup> Australian Government. (2007) Tackling Wicked Problems citing Management Advisory Committee, Connecting Government, p. 6. Available at: [http://www.apsc.gov.au/\\_data/assets/pdf\\_file/0005/6386/wickedproblems.pdf](http://www.apsc.gov.au/_data/assets/pdf_file/0005/6386/wickedproblems.pdf)

<sup>48</sup> Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>49</sup> Including policies, procedures, referral pathways, standardised risk assessment and safety planning tools and integrated assessment response processes, templates and quality assurance processes.



## Quality and evidence management

- Performance and outcome monitoring
- System quality assurance and evaluation
- National complaints process
- Findings of death reviews
- Continuous improvement framework
- Baseline evaluation
- Ongoing evaluations
- Disseminating knowledge and improving motivation and morale among all participants

## Funding, procurement and contracting issues and opportunities

Productivity Commission questions relevant to this section:

- Q9 How successful have recent government initiatives been in improving commissioning and purchasing of social services? What have been the drivers of success, or the barriers to success, of these initiatives?
- Q24 Are there examples of where government agencies are too dependent on particular providers? Are there examples of providers being too dependent on government funding? Does this dependency cause problems? What measures could reduce dependency?
- Q32 What additional information could tender processes use that would improve the quality of government purchasing decisions?
- Q33 What changes to commissioning and contracting could encourage improved services and outcomes where contestability is not currently delivering such improvements?
- Q45 What have been the benefits of government initiatives to streamline purchasing processes across agencies? Where could government make further improvements?
- Q47 Does the commissioning and purchasing system encourage bottom-up experimentation? Does the system reinforce successful approaches and encourage reform of less successful ones?

There is no publicly-available master list of all domestic violence and child abuse services provided or purchased by government. In July 2014 the Minister responsible for family violence, Tariana Turia, said government currently funds nearly \$70m to NGOs for 'family violence' services<sup>50</sup> but the total government spend on 'family violence' services is not available.

Historically, contracting for domestic violence and child abuse services has been top-down – decided by central government agencies by people who have little understanding about the dynamics and complexities of domestic violence and child abuse and with little or no input from the community, local service providers or service users.

Government has had a history of short term funding arrangements; in many cases new initiatives have been funded for short periods, often only in the pilot stage. Regardless of the results achieved from the pilot, sustainable funding is not forthcoming and many promising initiatives have been forced to stop. Service providers have expressed frustration and concern that the government has 'preferred' to fund short term projects rather than provide sustainable funding to existing services.<sup>51</sup>

Frontline service providers have reported being under-resourced and stretched to full capacity with increasing demand for their services. Specialist sexual violence services have been severely underfunded and are greatly reduced in numbers as a result. Many NGO agencies rely on volunteers to deliver their frontline services.

<sup>50</sup> <http://beehive.govt.nz/release/breaking-family-violence-cycle>

<sup>51</sup> Fenrich, J. & Contesse, J., (2009), *It's Not OK New Zealand's Efforts to Eliminate Violence Against Women*, Leitner Centre for International Law and Justice. New York City. (pg 44)

There is no formula to ensure funding is distributed equitably between regions and contracts are often awarded to those with the best presentation skills rather than who is the best fit to deliver for a particular community.<sup>52</sup> In contrast the education sector apportions funding on a decile based funding formula and the health sector uses a comprehensive population based funding formula to allocate funding to the District Health Boards who have specialist teams to determine the most appropriate apportionment of funding at a local level.<sup>53</sup>

A successful Integrated System model would need services to be procured in an integrated manner whereby a coordinated group of named providers with relevant experience, qualifications and skills in a specialist area are contracted to deliver a full range of services to ensure that clients transitioning from one stage to another find the experience smooth, supportive, and safe.

International evidence says that in order to successfully address complex/wicked problems such as domestic violence and child abuse, services need to be well connected at a local level and to have specialist knowledge in the area. The Treasury study<sup>54</sup> found:

Most expressed the view that NGOs needed to be rooted in local communities to find and support those needing their services.(p.11)

However, in recent times there has been a concerning trend in the procurement of NGO domestic violence and child abuse services. Central Government agencies<sup>55</sup> have been contracting large corporate generalist NGOs<sup>56</sup> to provide specialist domestic violence and child abuse services across the country. We endorse the findings of the 2013 Treasury report:<sup>57</sup>

... the purchaser is most commonly making decisions from Wellington for local communities they have little contact with, this may mean contracts are won based on the presentation skills of those producing tender documents, rather than who is the best fit to deliver for a particular community. The implications of such a process on the make-up of the providers in the market could be significant, resulting in large 'corporate NGOs' [non-government organisations] out-representing small not-for-profit community organisations.(p.14)

The 'State of the Sector Survey 2014' reported a similar finding:<sup>58</sup>

Another quarter of the comments related to increased competition in the sector caused by competitive tendering and reduced funding. The majority of these comments expressed concern that competition was negatively impacting on relationships with other community organisations, and pitching larger organisations against smaller ones.

We strongly advocate a move away from vertical and centralised purchasing via large corporate generalist NGOs to a client-centric and community focused model that facilitates the horizontal

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<sup>52</sup> The Treasury. (2013). Contracting for social services. Released under the Official Information Act on 13 December 2013. Retrieved 1 September 2014 from [www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf](http://www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf)

<sup>53</sup> Refer Appendix 2

<sup>54</sup> Ibid.

<sup>55</sup> Particularly Ministry of Social Development and Ministry of Justice

<sup>56</sup> For example Family Works and Relationships Aotearoa

<sup>57</sup> The Treasury. (2013). Contracting for social services. Released under the Official Information Act on 13 December 2013. Retrieved 1 September 2014 from [www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf](http://www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf)

<sup>58</sup> <http://www.communityresearch.org.nz/wp-content/uploads/formidable/comvoices-state-of-the-sector-survey-summary1.pdf>

integration of service providers within each region.<sup>59</sup> The Whānau Ora and Social Sector Trials models are appropriate examples to follow.

- There is little or no sustainable funding - agencies rely on multiple short term contracts.
- Central Government goal posts keep moving – often without warning – resulting in many promising initiatives being discontinued.
- Services are under-resourced and stretched to full capacity – unable to respond to the increasing demand for their services.
- Corporate ‘generalist’ NGOs contracted to provide selected components of domestic violence and child abuse services throughout NZ are often not well connected with ‘specialist’ services at a local level.
- Agencies struggle to collaborate in a highly competitive funding environment.

We don’t believe client-directed budgets are appropriate for life and death high-risk situations such as domestic violence and child abuse where service users are suffering the cumulative and compounding effects of long term trauma, and many are in crisis. The pathway to become free from violence is rarely linear – service users move from crisis to recovery and back to crisis often very quickly – even if the victim(s) leave the perpetrator, the situation usually remains potentially lethal and volatile for at least two years. To assign client-directed budgets to domestic violence and child abuse service users would be akin to giving the victim of a serious car accident their own budget and expecting them to make choices about what level of care is appropriate when they arrive at the Emergency Department of the hospital.

The Family Violence Death Review Committee Fourth Annual Report<sup>60</sup> provides helpful advice:

It is important to put the concept of empowerment within victim’s complex and sometimes chaotic lives as structural inequalities constrain and shape the lives of victims, albeit in different ways.

.... there needs to be a shift from focusing solely on the actions of the individuals involved - which makes victims’ safety their own responsibility - to a proactive systemic response, in which services and the community become responsible for the victim’s safety. Services need to wrap around the victim and try multiple ways of engaging and staying involved (in the short and long term).

The Victorian government in Australia has modelled moving from ‘a service system’ that previously put responsibility on the victim to take action, to an ‘integrated system response’ that emphasises the safety of women and their children, and the accountability of the abuser.

## The need for national specification of services and standards

Productivity Commission questions relevant to this section:

- Q19 Are there examples of service delivery decisions that are best made locally? Or centrally? What are the consequences of not making decisions at the appropriate level?
- Q21 How can the benefits of flexible service delivery be achieved without undermining government accountability?
- Q26 What factors should determine whether the government provides a service directly or uses non-government providers? What existing services might be better provided by adopting a different approach?

<sup>59</sup> The Whānau Ora and Social Sector Trials models

<sup>60</sup> <http://www.hqsc.govt.nz/assets/FVDRC/Publications/FVDRC-4th-report-June-2014.pdf>

The extent to which services that are needed are not currently available, is unknown as there is no national service coverage schedule or evidence based specification of all the services, processes and related activities required to make up the most effective and efficient response. As a result service provision is inconsistent and service users in different regions do not have equitable access to all the services they require. Researchers in the UK term this a 'postcode lottery' and say:<sup>61</sup>

The absence of 'integrated measures' on VAW across the UK, as required by the UN, means there is no coherent approach across the nations and regions. As a consequence, women are not equally protected across Britain, do not have equal access to justice and are often unable to find services which would enable them to overcome the legacies of violence. Rather, we have an approach based on disconnections, across the geography of Britain, between forms of violence and from an analysis of VAW as a cause and consequence of gender inequality.

In 2007, the inaugural Map of Gaps report documented for the first time the uneven distribution of specialised services in Britain to help women who experience violence,

But once again, victims face a regional postcode lottery, and in large parts of Britain provision is scarce or non-existent.

There is also no policy framework and only minimal guidelines and standards, and the workforce is largely untrained and unregulated for domestic violence and child abuse in New Zealand. The guidelines or standards that are in place are specific to individual ministries and not well aligned.<sup>62</sup> Once again in contrast, the health sector has a national service coverage schedule, operational policy framework and targets and performance measures and the workforce is professionally trained and regulated. The education sector has national education guidelines, including the national curriculum, national resources/standards and the education. At a local level there are clear referral processes between education institutions and variations to reflect local need. As in the health sector, our education workforce is professionally trained and regulated.<sup>63</sup>

When determining which services should be provided by government versus non-government agencies it is critical that we consider what is most likely to get services users to engage and stay engaged with the Integrated System. As noted in an earlier section, many domestic violence and child abuse victims and perpetrators are inherently distrustful of government agencies and this often leads to them being reluctant to reach out for help and engage with service providers. In particular domestic violence victims are fearful that if they report the abuse they are experiencing to Police that CYF will take their children away. With respect to perpetrators attending stopping violence programmes:

Those who experienced positive impacts from programme attendance traced this to the importance of sharing experiences within a safe group environment with a facilitator who has a personal history of family violence. In this sense, they reported being more open to change and open to learning from someone who they could identify with.<sup>64</sup>

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<sup>61</sup> [http://www.equalityhumanrights.com/sites/default/files/documents/research/map\\_of\\_gaps2.pdf](http://www.equalityhumanrights.com/sites/default/files/documents/research/map_of_gaps2.pdf)

<sup>62</sup> For example the Department of Corrections and Ministry of Justice guidelines and standards for Stopping Violence programmes contain very different requirements – adding to the confusion and fragmentation at the front line.

<sup>63</sup> Refer Appendix 2

<sup>64</sup> Roguski, M. (2014) Stopping Violence Perpetrators Voices. Glenn Inquiry. Available at [https://glenninquiry.org.nz/uploads/files/Stopping\\_Violence\\_Summary\\_of\\_Perpetrators\\_Voices.pdf](https://glenninquiry.org.nz/uploads/files/Stopping_Violence_Summary_of_Perpetrators_Voices.pdf)

## Data/technology

Productivity Commission questions relevant to this section:

- Q25 What are the opportunities for and barriers to using information technology and data to improve the efficiency and effectiveness of social service delivery?
- Q44 Do government agencies and service providers collect the data required to make informed judgements about the effectiveness of programmes? How could data collection and analysis be improved?
- Q46 Is there sufficient learning within the social services system? Is the information gathered reliable and correctly interpreted? Are the resulting changes timely and appropriate?
- Q49 How can data be more effectively used in the development of social service programmes? What types of services would benefit most?
- Q50 What are the benefits, costs and risks associated with using data to inform the development of social service programmes? How could the risks be managed?

### Current situation

Our current data collection system in New Zealand is under developed. There is no consistent data collection or means of comparing what is happening between regions and no accurate data or ongoing mechanisms from which to measure change/outcomes. A recent report from the Families Commission says: 'New Zealand has an appalling record for family violence, with high rates of domestic murders, and high rates of child maltreatment. But a common issue is a lack of quality information on family violence in New Zealand'.<sup>65</sup> The Taskforce for Action on Violence within Families (the Taskforce) website<sup>66</sup> says: ' However, there are gaps and limitations to the data that is currently available. These gaps and limitations affect our ability to tell a story about the big picture of violence that occurs within families. Our view of different aspects of family violence is highly variable, partial and fragmented'.

Concerns have repeatedly been raised about the situation, for example: 'Annual crime statistics released by Statistics New Zealand have again raised concerns over how family violence is measured. Despite calls for more comprehensive statistics by NGOs, Police have not provided data specifically on family violence'.<sup>67</sup>

One of the concluding observations of the Committee on the Elimination of Discrimination against Women (CEDAW) about New Zealand in 2012 was: 'The Committee notes with concern insufficient statistical data on violence against women'. One of their recommendations was: 'To ensure systematic collection and publication of data, disaggregated by sex, ethnicity, type of violence, and by the relationship of the perpetrator to the victim; to collect data on the number of women killed by partners or ex-partners; and to monitor the effectiveness of legislation, policy and practice relating to all forms of violence against women and girls.'

The Glenn Inquiry People's Report<sup>68</sup> noted: 'Information systems were reported to be out-of-date

<sup>65</sup> Gulliver, Pauline; Fanslow, Janet L; New Zealand. SuPERU. *Family violence indicators: can administrative data sets be used to measure trends in family violence in New Zealand?* For Families Commission. December 2013.

[http://www.familiescommission.org.nz/sites/default/files/downloads/family-violence-indicators-2013\\_1.pdf](http://www.familiescommission.org.nz/sites/default/files/downloads/family-violence-indicators-2013_1.pdf)

<sup>66</sup> <http://www.msd.govt.nz/about-msd-and-our-work/work-programmes/initiatives/action-family-violence/family-violence-indicators.html>

<sup>67</sup> <http://www.nzfvc.org.nz/?q=node/1487>

<sup>68</sup> [https://glenninquiry.org.nz/uploads/files/The\\_Peoples\\_Report\\_-\\_full\\_document.pdf](https://glenninquiry.org.nz/uploads/files/The_Peoples_Report_-_full_document.pdf)

and not used effectively' and 'Information systems and databases appear to be unique to each organisation, and therefore, do not lend themselves to cross-agency sharing of information'.

### **Integrated System information system**

The Integrated System would involve multiple agencies, professions, communities and individuals all working collaboratively together towards a common agenda, towards achieving collective impact. To ensure the new model was both accountable and measurable, data would need to be collected and results measured consistently across all parts of the system to ensure efforts remained aligned and participants held each other accountable.

The Integrated System would include local information and national information management systems underpinned by a set of national and local outcome indicators, data dictionary, standardised data sets, and system and service performance measures ie response times. It would enable cross-agency sharing of information throughout the Integrated System and to provide a continual flow of standardised data for performance and outcome monitoring.

Key requirements would include:

- Compliance with the Privacy Act.
- National indicators underpinned by data sets, data dictionary and processes for data matching and data cleaning. The national system would interface with the system operating in each of the regional hubs.
- At a regional level the information management system would need to:
  - interface with, and draw data from all parts of the regional system
  - be used as a case management system for FVIARS or any other regional multi-agency case management process
  - ensure the history of an individual case could be shared with another regional hub if the victims or perpetrators move.
- Clear protocols and processes would be developed to ensure that individual agency data is kept confidential to that agency except where it is needed to inform multi-agency case management and the national indicators.
- Strict protocols and processes would need to be put in place at all levels of the information management system to ensure the confidentiality and safety of individuals experiencing domestic violence or child abuse.
- No data that identifies an individual would be held at a national level.

### **Quality Management of the Integrated System**

There are virtually no routine outcome monitoring, evaluation or audit activities currently undertaken in the domestic violence and child abuse sector. Almost no new initiatives have been evaluated. There are no formal accreditation processes for NGO service providers and no independent audits undertaken of those services. Furthermore there is only patchy quantitative (often output) monitoring undertaken.

The FVDRC Fourth Annual Report<sup>69</sup> says:

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<sup>69</sup> Family Violence Death Review Committee, 2014. Fourth Annual Report: January 2013 to December 2013. Wellington: Family Violence Death Review Committee.

'The regional reviews have raised many questions about the safety and quality of family violence services and have highlighted the gap in family violence service providers' quality assurance processes. The regional reviews have also found evidence of significant variability (excellent to problematic) in the quality and safety of the work being done by specialist family violence services and non-specialist family support NGO service providers contracted to deliver family violence work.'

'The multi-agency family violence system is largely reliant on NGO service providers ensuring that their service is safe. In the absence of a national framework, different agencies are developing different and potentially conflicting practice standards and/or response pathways.'

A comprehensive range of what can be broadly called quality management activities would occur nationally and within each region to:

- ensure all parts of the Integrated System were operating to best practice levels and achieving optimal immediate and, intermediate outcomes
- feed information into the continuous improvement process so learning could occur and ongoing improvements made over time.

Quantitative data alone is not satisfactory for measuring change with wicked or complex problems.

A range of qualitative data would also need to be collected to enable:

- Baseline evaluation in each region from which subsequent improvements can be measured - this would include gathering information from service users (victims and perpetrators), frontline workers and others within each region to identify what is and isn't working in the current system in that region. A baseline evaluation would be conducted in Wairarapa within the first year of development.
- Formative evaluation whereby independent evaluators 'walk alongside' those undertaking the planning and development in a 'learn as we go' approach. This would be particularly relevant in the first two or three regions to ensure lessons learned during implementation in these regions could be used to make implementation more effective in subsequent regions. There would also need to be a commitment to maintaining transparency in the implementation of the model. Therefore, it would be essential that the developments are evaluated and clearly documented to show that implementation objectives were being met and if not then why not.
- Outcome/impact evaluations would be conducted periodically (probably every three years) in each region to measure improvements against the regional baseline.

Once consistent and reliable data is available it would enable a formalised continuous improvement process to be established within the national backbone agency and at each regional hub to provide the framework for maximising opportunities for changeability, while minimising risks. For continuous improvement to work, it needs to be part of an infrastructure by which all stages of the cycle can be co-ordinated in a continuous and ongoing manner. Material sourced for continual improvement would be drawn together from multiple sources to:

- generate and share knowledge around the system to ensure the system was continually learning
- disseminate knowledge and offer opportunities for further shared understanding, training curriculum and programmes and professional development
- identify innovative and promising practice for the system as a whole to learn from
- identify where incremental change was required either in all regions, individual regions, one specific service or profession including:
  - changes within the system ie updating the system specification, local or national

- documentation
- changes that would need to be negotiated with central government agencies, national NGO bodies or national professional bodies.

## Outcomes

Productivity Commission questions relevant to this section:

- Q20 Are there examples where government contracts restrict the ability of social service providers to innovate? Or where contracts that are too specific result in poor outcomes for clients?
- Q41 Which types of services have outcomes that are practical to observe and can be reliably attributed to the service?
- Q42 Are there examples of outcome-based contracts? How successful have these been?
- Q43 What is the best way to specify, measure and manage the performance of services where outcomes are not easy to observe or to attribute?

## Current situation

Government structures and contracting processes currently operate as a potential barrier to achieving domestic violence and child abuse outcomes because different government contracts with different agencies are seeking different outcomes – indications are that the central agencies have no shared vision or agreement of the outcomes sought.

Outcome measures prescribed for service provider agencies are currently either short-term results that are not necessarily aligned to intermediate (impact) or long-term outcome measures. The outcome measures prescribed for individual agencies are not necessarily aligned with other agencies that are providing other critical service components required for these outcomes to be achieved.

The Australian Government's guide<sup>70</sup> for its public sector about tackling wicked problems questions whether the requirement to tightly specify programme outputs and outcomes is useful in an environment (such as domestic violence and child abuse) where even defining the problem and solution is difficult?

There is no doubt that the use of outcomes and/or performance-based budgeting and reporting has been an important driver of public sector reform and improved efficiency. The requirements are designed to enable a continuum of specificity from shared outcomes to more tightly specified outputs. However, there appears to be a need for a more sophisticated understanding of how to apply this flexibility. There is increasing evidence that some types of pre-set performance measures, especially lower-level indicators, may undermine the responsiveness of the delivery of complex services and could even distort or constrict the services being delivered by making the indicator (or target) rather than the service the focus of provision. In the case of devolved services both service providers and service users can find themselves playing second fiddle to programme reporting regimes. Programme definitions can also restrict providers' capacity to exploit significant intersections with other services (for example, the role and operations of family relationship centres, the courts and child support services).

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<sup>70</sup> [http://www.apsc.gov.au/\\_data/assets/pdf\\_file/0005/6386/wickedproblems.pdf](http://www.apsc.gov.au/_data/assets/pdf_file/0005/6386/wickedproblems.pdf)



## Achieving collective outcomes

It is well recognised that long term social change in complex and wicked social problems cannot be achieved by any one agency – it requires multiple agencies to work together towards a common goal (an ultimate outcome).

Government needs to recognise and acknowledge that attribution to a single NGO would be near impossible. Outcomes do need to be able to be realistic for the NGO, and contribution to final outcomes does need to be measurable. Outcomes of this nature are not impossible to work through, despite attribution issues. However, the significance of this process shouldn't be understated.<sup>71</sup>

Our domestic violence and child abuse problem took generations to create. It will require a well-managed, sustained effort over the long term to be reversed. Positive outcomes for victims/survivors are best achieved through an integrated, whole-of-community approach to how we understand and respond to domestic violence and child abuse.<sup>72</sup> A network of service provider agencies focusing on the outcomes they can collectively achieve needs to:

- ensure their systems, activities and processes are achieving the desired results
- consider what approaches could be used to better understand the impact/results/outcomes being achieved from their agency-specific and collaborative work.

The proposed Integrated System is the ideal mechanism to achieve this – where every link in the chain is operating effectively and working towards agreed shared outcomes, with processes in place to identify and respond quickly if any step in the chain fails. For example Women's Refuge might be effective in achieving their targeted outcome of keeping a woman and her children safe, but that outcome can be quickly negated if, once they leave the refuge, other services fail to deliver similar outcomes ie the perpetrator breaches his protection order or the woman is unable to find safe transitional housing.

The Integrated System model is specifically designed to ensure better outcomes:

- all agencies would have a shared understanding about domestic violence and child abuse and the multiple connections of the system. All agencies would all work together as part of one system to focus on collective outcomes across the system response
- there would be a move away from the idea of outcomes being achieved by individual agencies and towards collective impact
- gaps and overlaps would be minimised
- there are consistent core elements that are replicated in each region to ensure consistent high quality and consistent and sustainable outcomes at all levels.

Having quality information about the outcomes/results being achieved would enable all agencies in the Integrated System:

- know and understand the needs of the people they are working with
- plan with confidence to deliver the right services, in the right place at the right time
- monitor change and better understand the needs of the people using their services
- improve the way services are delivered
- view trends over time

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<sup>71</sup> The Treasury. (2013). Contracting for social services. Released under the Official Information Act on 13 December 2013. Available at [www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf](http://www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf)

<sup>72</sup> [http://www.women.nsw.gov.au/violence\\_prevention/Domestic\\_and\\_Family\\_Violence\\_Reforms](http://www.women.nsw.gov.au/violence_prevention/Domestic_and_Family_Violence_Reforms)

- demonstrate the positive impact for the people using services and the contribution being made to community wellbeing
- provide richer outcomes information for member agencies, funders, communities and other interested parties.

If an Integrated System for identifying and responding to domestic violence and child abuse were established, all indications are that over time, the incidence of domestic violence and child abuse together with the social consequences and the intergenerational transmission would be reduced.

## Service User input – the views of clients

Productivity Commission questions relevant to this section:

- Q16 Which social services do not lend themselves to client-directed budgets? What risks do client-directed budgets create? How could these risks be managed?
- Q18 How could the views of clients and their families be better included in the design and delivery of social services?

### What currently happens

There are currently few, if any, mechanisms for domestic violence and child abuse service users<sup>73</sup> to have input into the planning and design or the review and evaluation of services. Furthermore, there are no formalised complaints processes for victims/survivors: 'Those affected by child abuse and domestic violence had no genuine right of redress, as their complaints and questions about the quality of the services they received often went unheard or unaddressed'.<sup>74</sup>

In 2010 a group of service users released a report outlining what they saw as the barriers domestic violence 'survivors' are facing in the current system and possible solutions.<sup>75</sup> In a subsequent magazine article the group's spokeswoman, Lisa Close, said, 'We are trying to highlight shortcomings in the system and facilitate change'.<sup>76</sup> While Close and her group attracted considerable media attention and were invited to speak at some central government policy and planning meetings, there has never been any formalised, ongoing or systematic way for service users to be involved in all levels of policy, planning, implementation, and service delivery.

### Best practice for involving domestic violence and child abuse service users

International best practice recommends that service user input is gathered for all planning, policy and service delivery initiatives to ensure that services respond appropriately to their needs. The Taskforce published a guide to involving service users to improve agencies' and the government's response to all forms of 'family violence'.<sup>77</sup> The guide recommends a service user voice be at the table of any collaboration.

The Australian Government's guide<sup>78</sup> for its public sector about tackling wicked problems says:

<sup>73</sup> Victims, perpetrators and their families

<sup>74</sup> [https://glenninquiry.org.nz/uploads/files/The\\_Peoples\\_Report\\_-\\_full\\_document.pdf](https://glenninquiry.org.nz/uploads/files/The_Peoples_Report_-_full_document.pdf)

<sup>75</sup> <http://library.nzfvc.org.nz/cgi-bin/koha/opac-detail.pl?biblionumber=2498>

<sup>76</sup> <http://library.nzfvc.org.nz/cgi-bin/koha/opac-detail.pl?biblionumber=1826>

<sup>77</sup> Taskforce for Action in Family Violence. *Incorporating the Voice of Experience*. Family Violence Service User Involvement Guide. July 2012. Available at <https://www.msd.govt.nz/documents/about-msd-and-our-work/work-programmes/initiatives/action-family-violence/voice-of-experience.pdf>

<sup>78</sup> [http://www.apsc.gov.au/\\_\\_data/assets/pdf\\_file/0005/6386/wickedproblems.pdf](http://www.apsc.gov.au/__data/assets/pdf_file/0005/6386/wickedproblems.pdf)

Achieving sustained behavioural change is usually a key component of tackling wicked problems because it has become increasingly clear that government cannot simply 'deliver' key policy outcomes to a disengaged and passive public.

The Better Public Services Advisory group<sup>79</sup> identified 'weak customer focus' as one of the barriers to meeting the challenges ahead for the New Zealand state services: 'State services that understand customer needs well are more likely to do the things that matter most to their clients, in ways that make sense to users'.

Any major developments in the domestic violence and child abuse sector needs to be undertaken in a collaborative and collective way that involves and responds actively to service user voices. By involving service users developments are more likely to be equitable and accessible for all different service user groups. The benefits for organisations and service users are shown in the table below.

**Figure 20: Benefits of involving service users**

Benefits to Organisations	Benefits to Service Users
<ul style="list-style-type: none"> <li>• Creating a service that better meets service users needs by being more inclusive, accessible and/or fulfilling the needs of service users more precisely</li> <li>• Improving the quality of the service provided and making it safer for users</li> <li>• Achieving the effective use of resources</li> <li>• Developing outcome measures that are meaningful and relevant to service users themselves</li> <li>• Improved accountability</li> <li>• Improved communication between providers and service users</li> </ul>	<ul style="list-style-type: none"> <li>• Being empowered and having their voice heard</li> <li>• Building confidence, self esteem, skills and self-respect</li> <li>• Feeling included, valued and respected</li> </ul>

### Service user involvement in the Integrated System model

The Integrated System model would establish processes to ensure service users have input into design, implementation and ongoing operation to ensure effective referral pathways between agencies resulting in the right service at the right time with fewer delays and greater safety sooner for victims and perpetrators. There would be clear complaint mechanisms and other means by which service users could hold the Integrated System accountable and be part of affecting change if the system is failing in any way.

<sup>79</sup> [http://www.ssc.govt.nz/sites/all/files/bps-report-nov2011\\_0.pdf](http://www.ssc.govt.nz/sites/all/files/bps-report-nov2011_0.pdf)

## Investment approach

Productivity Commission question relevant to this section:

- Q48 Would an investment approach to social services spending lead to a better allocation of resources and better social outcomes? What are the current data gaps in taking such an approach? How might these be addressed?

## Current economic cost of domestic violence and child abuse

In Chapter 8 of the Way Forward report<sup>80</sup> we applied various scenarios to existing, but outdated, economic assessments and concluded that domestic violence and child abuse are currently costing the New Zealand economy approximately \$8.326 billion per annum. Snively's 1994 study<sup>81</sup> was used as the basis for the calculations. Subsequent to the release of The Way Forward report in July 2014, Snively released a new report commissioned by the Glenn Inquiry.<sup>82</sup> While Snively's new estimates of the total cost of domestic violence and child abuse are slightly lower than the adjusted figures used in The Way Forward report, Snively did not factor in the cost of all the social problems resulting from domestic violence and child abuse and hence we are confident that our economic projections are not overstated.

## Return on investment possible with an Integrated System

Chapters 7 to 11 of The Way Forward report<sup>83</sup> uses Treasury's 'Better Business Case' model<sup>84</sup> to present a comprehensive business case for the proposed new Integrated System. Chapter 8 examines whether the benefits of establishing the Integrated System would outweigh the costs.

We conclude that there would be significant economic savings by establishing the Integrated System in New Zealand. These would be achieved by responding more effectively to keep victims safe, identifying more cases, responding earlier before the violence and the resulting trauma escalates, by holding perpetrators accountable for their behaviour, and by all parts of the system wrapping around those affected and doing everything possible to reduce the immediate and long-term effects.

In order to calculate the potential return on investment, or costs versus benefits, we estimated the costs of establishing and operating the Integrated System throughout New Zealand at a level that we believe could achieve a 20 % saving in the economic costs arising from the 20 % of all cases that are currently reported. The resulting saving to the New Zealand economy of \$333m would equate to a 15-fold diminishing return on investment. If we assume that the average length of time the system would need to wrap around each case through the rebuilding lives stage of the prevention continuum is two and a half years there would be an average six fold annual return on investment.

The greater the investment in a strong, effective, equitable and scalable system, the greater the social and economic savings would be as the savings would increase proportionally the more cases we identify and the more effective our system response ie if 50 % of all cases were identified and we reduced the impact on these cases by 50 % the annual saving to the economy would rise to over \$2 billion and so on.

<sup>80</sup> Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>81</sup> Snively, S. (1994) *The New Zealand Economic Cost of Family Violence* (1996) . Department of Social Welfare, Wellington. Available at <http://library.nzfvc.org.nz/cgi-bin/koha/opac-detail.pl?biblionumber=3469>

<sup>82</sup> Measuring the Economic Costs of Child Abuse and Intimate Partner Violence to New Zealand. Available at: [https://glenninquiry.org.nz/uploads/files/ECONOMIC\\_COSTS\\_OF\\_CHILD\\_ABUSE\\_INTIMATE\\_PARTNER\\_ABUSE.pdf](https://glenninquiry.org.nz/uploads/files/ECONOMIC_COSTS_OF_CHILD_ABUSE_INTIMATE_PARTNER_ABUSE.pdf)

<sup>83</sup> Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

<sup>84</sup> <http://www.infrastructure.govt.nz/publications/betterbusinesscases>

## Funding models

Productivity Commission questions relevant to this section:

- Q4 What contribution do social enterprises make to providing social services and improving social outcomes in New Zealand?
- Q5 What are the opportunities for, or barriers to, social-services partnerships between private business, not-for-profit social service providers and government?
- Q6 What scope is there for increased private investment to fund social services? What approaches would encourage more private investment?

## Current situation

Government has a history of short term funding arrangements; in many cases new initiatives have been funded for short periods, often only in the pilot stage. Regardless of the results achieved from the pilot, sustainable funding is not forthcoming and many promising initiatives have been forced to stop. Service providers have expressed frustration and concern that the government has 'preferred' to fund short term projects rather than provide sustainable funding to existing services.<sup>85</sup>

Frontline service providers have reported being under-resourced and stretched to full capacity with increasing demand for their services. Many NGO agencies rely on volunteers to deliver their frontline services.

Most NGOs contracted to provide frontline domestic violence and child abuse services already have to rely on a mix of philanthropic, private or community fund raising initiatives just to stay afloat. Most have considerable difficulty in securing alternative sources of funding –private or philanthropic investors frequently decline applications on the basis that they believe Government should be fully funding baseline domestic violence and child abuse services. NGO staff currently spend a considerable portion of their time trying to find new sources of revenue, when they should be spending that time delivering quality services to those in need.

The Glenn Inquiry People's Report<sup>86</sup> includes numerous comments from frontline workers about problems with funding and capacity of the services they provide, including:

'In fact, most frontline workers who talked about community-based organisations said they were only partially funded by government contracts, and some received no government funding at all. It was clear from frontline workers that programmes supporting victims and perpetrators of child abuse and domestic violence must be adequately and sustainably funded.'(p 71)

## Opportunities for change

Primary responsibility for funding and providing the system response to domestic violence and should rest with government. One of the key features of wicked problems is the 'no stopping rule' which means commercial methods are not always appropriate.

Long-term sustainable change cannot be achieved via 'quick fixes'; efforts must continue overtime rather than aiming to 'reach a solution' and then stop. The success of the Integrated System would be totally reliant on long-term certainty in respective funding, procurement and contracting arrangements - without this the Integrated System would fail.

<sup>85</sup> Fenrich, J. & Contesse, J., (2009), *It's Not OK New Zealand's Efforts to Eliminate Violence Against Women*, Leitner Centre for International Law and Justice. New York City. (pg 44)

<sup>86</sup> [https://glenninquiry.org.nz/uploads/files/Section\\_3\\_-\\_The\\_Peoples\\_Report.pdf](https://glenninquiry.org.nz/uploads/files/Section_3_-_The_Peoples_Report.pdf)

In Chapter 3 of The Way Forward report<sup>87</sup> we introduced the concept of decentralisation as one of the key approaches to deal with complexity and to enable people to work more collectively. The best example of a decentralised procurement, contracting and funding approach in the New Zealand social sector is the Social Sector Trials (the Trials). In Chapter 9 we examined the commercial implications; the funding, procurement and contracting arrangements needed for the national backbone agency, the regional hubs and individual services and initiatives that make up the Integrated System.

There would be particular merits in trialling new partnered and community led funding, procurement and contracting arrangements as part of the stage one of the Integrated System development and as the model is rolled out to other regions. The Social Sector Trials model appears well suited to the Integrated System model for domestic violence and child abuse. Another model that may be particularly relevant is the new approach ACC has taken to procure services in an integrated manner whereby a coordinated group of named providers with relevant experience, qualifications and skills in a specialist area are contracted to deliver a full range of services to ensure that clients transitioning from one stage to another find the experience smooth, supportive, and safe.

Whilst ultimate responsibility for funding the Integrated System should lie with government we also see a role for private business and philanthropists to commit to investing in long-term social change. To that end the Integrated System model would provide a useful framework for trialling new partnered and community led funding, procurement and contracting arrangements such as social bonds, social enterprise or public private partnerships.

## Contestability

Productivity Commission questions relevant to this section:

- Q10 Are there other innovations in commissioning and contracting in New Zealand that the Commission should explore? What lessons could the Commission draw from these innovations
- Q27 Which social services have improved as a result of contestability?
- Q28 What are the characteristics of social services where contestability is most beneficial or detrimental to service provision?
- Q29 For which services in which parts of New Zealand is the scope for contestability limited by low population density?
- Q30 Is there evidence that contestability is leading to worse outcomes by working against cooperation?
- Q31 What measures would reduce the cost to service providers of participating in contestable processes?

Throughout this submission we have shown that in order to achieve more effective and sustainable outcomes in domestic violence and child abuse, government and non-government service delivery agencies need to be integrated into one system. Local agencies have made efforts to work collaboratively in most communities. However these are often compromised by the highly competitive funding environment, a shortage of highly trained professional staff and a lack of time to allocate to collaborative work, often serve to encourage agencies to work in isolation from one

<sup>87</sup> Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

another.

By their very nature contestable funding arrangements pit agencies against one another and are therefore detrimental to the collaborative relationships required to address wicked problems such as domestic violence and child abuse. One of the significant findings of the 'State of the Sector Survey 2014'<sup>88</sup> was: 'Community organisations are concerned that competitive funding models are changing the collaborative nature of the sector'.

As noted earlier in this submission, the 2013 Treasury report<sup>89</sup> found that contracts are often being won based on the presentation skills of those producing tender documents rather than who is the best fit for a particular community. This has profound effects for the domestic violence and child abuse sector and increases the use of a largely untrained and non-professional workforce from 'generalist' agencies.

To achieve the target outcomes we need to integrate the right mix of specialist and generalist services at a local level and ensure service providers are rooted in local communities to find and support those needing their services. The Kings Fund<sup>90</sup> says: 'The ability to look at overall expenditure for defined populations and user groups and to use budgets flexibly is one of the hallmarks of integrated care'.

Agencies aren't rewarded for engaging in complexity. The complex, hard to reach and high risk domestic violence and child abuse cases require considerably more resources than the lower risk cases. Contestable funding processes that seek 'the cheapest price' often lead to agencies focusing on the 'low hanging fruit' in order to maximise the number of cases they work with within the funding they have available

## Summary

We believe a fully integrated system is the missing piece of the puzzle in New Zealand's response to domestic violence and child abuse. The cost of doing nothing more than to continue with the status quo arrangements, relying on a mixed bag of one-off initiatives in the absence of any long-term strategy or a joined up system, would result in a continued escalation of economic costs over time.

In Chapter 6 of The Way Forward<sup>91</sup> a traffic light system (see Appendix 3) was used to show that most of the required elements are currently either missing or only partially operating, and that the proposed Integrated System model would contain all required elements.

It is vital that the Integrated System be implemented in a considered manner that takes time: 'Integrated services delivery does not happen overnight. It requires significant planning and investment in both people and systems'.<sup>92</sup>

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<sup>88</sup> <http://www.communityresearch.org.nz/wp-content/uploads/formidable/comvoices-state-of-the-sector-survey-summary1.pdf>

<sup>89</sup> The Treasury. (2013). Contracting for social services. Released under the Official Information Act on 13 December 2013. Retrieved 1 September 2014 from [www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf](http://www.treasury.govt.nz/publications/informationreleases/socialservices/pdfs/cossm-2789883.pdf)

<sup>90</sup> Ham, C., & Walsh, N. (2013). Making integrated care happen at scale and pace. London: The King's Fund. Retrieved 1 September 2014 from [www.kingsfund.org.uk/sites/files/kf/field/field\\_publication\\_file/making-integrated-care-happen-kingsfund-mar13.pdf](http://www.kingsfund.org.uk/sites/files/kf/field/field_publication_file/making-integrated-care-happen-kingsfund-mar13.pdf)

<sup>91</sup> Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)

The national and regional components must be implemented at the same time; neither could happen without the other – top-down and bottom-up must work in unison. Local interagency collaboration requires a national infrastructure to guide and support this work and national developments need to be implemented locally. The first stage of implementing the new Integrated System model would require the establishment of a national backbone agency and one initial demonstration regional hub. We propose that Wairarapa would be the first regional hub –where the model would be implemented, evaluated and modified as need be before being systematically rolled out to other regions.<sup>93</sup>

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<sup>92</sup> KPMG International. (2013). The integration imperative: Reshaping the delivery of human and social services. Available at: [www.kpmg.com/NZ/en/IssuesAndInsights/ArticlesPublications/Documents/Integration-Imperative-v2.pdf](http://www.kpmg.com/NZ/en/IssuesAndInsights/ArticlesPublications/Documents/Integration-Imperative-v2.pdf)

<sup>93</sup> Refer Chapter 11 in The Way Forward report. Available at: [http://www.theimpactcollective.co.nz/thewayforward\\_210714.pdf](http://www.theimpactcollective.co.nz/thewayforward_210714.pdf)













































## Appendix 1 - Challenges at local level

Frontline services	<p>Under-resourced and stretched to full capacity with increasing demand for their service</p> <p>Multiple agencies working at multiple layers</p> <p>Inconsistent and fragmented, with gaps and duplications</p> <p>New initiatives have been implemented in a predominant single-agency culture</p>
Government funding	<p>Highly competitive funding environment</p> <p>Little or no sustainable funding - short term funding arrangements</p> <p>Many promising initiatives have been forced to stop</p>
Decision making Planning Policy	<p>Predominantly top-down, designed by central government agencies</p> <p>Goal posts frequently moving – often without warning</p> <p>Ad hoc initiatives</p> <p>Local service personnel , victims/survivors, communities have little or no way to let those at the top know what is and is not working in the current system</p>
Workforce	<p>Little shared understanding across the many arms of the workforce</p> <p>No clarity about specialist versus generalist personnel</p> <p>Shortage of highly trained professional staff</p> <p>No consistency in family violence training</p>
Collaboration	<p>Lack of time to be involved in collaborative activities</p> <p>Government wants agencies to collaborate but this isn't built into funding models</p>
Data collection	<p>No consistent data collection or means of comparing what is happening between regions</p> <p>No baseline data or ongoing mechanisms from which to measure change/outcomes</p>




## Appendix 2 – Fundamental differences between sectors

	<b>National</b>	<b>Regional/local</b>
Health	<ul style="list-style-type: none"> <li>Population based funding formula</li> <li>Cohesive infrastructure</li> <li>Crown Funding Agreement</li> <li>Service coverage schedule</li> <li>Operational policy framework</li> <li>Targets and performance measures</li> <li>Workforce professionally trained and regulated</li> </ul>	<ul style="list-style-type: none"> <li>Local governance of local funding</li> <li>Cohesive infrastructure</li> <li>Clear referral processes</li> <li>Variations to reflect local need</li> <li>Local planning and reporting</li> <li>Reflect local needs</li> </ul>
Education	<ul style="list-style-type: none"> <li>Decile based funding/funding calculator</li> <li>Cohesive infrastructure</li> <li>National education guidelines incl curriculum</li> <li>National resources/standards</li> <li>Workforce professionally trained and regulated</li> </ul>	<ul style="list-style-type: none"> <li>Local governance or local funding</li> <li>Cohesive infrastructure</li> <li>Clear referral processes</li> <li>Variations to reflect local need</li> <li>Local planning and reporting</li> <li>Reflect local needs</li> </ul>
Social care	<ul style="list-style-type: none"> <li>No funding formula</li> <li>No cohesive infrastructure</li> <li>No national guidelines, standards or policy framework</li> <li>No service coverage schedule</li> <li>Ad hoc contracting with NGOs</li> <li>Workforce largely untrained and unregulated</li> </ul>	<ul style="list-style-type: none"> <li>No local governance of local funding</li> <li>No cohesive infrastructure</li> <li>No clear referral processes</li> <li>Little variation possible at local level</li> <li>No local needs assessment</li> </ul>

## Appendix 3 – Differences between current system and integrated system

Key elements identified in Chapters 3 and 4	Current system	Integrated System model
All agencies structures, processes, initiatives operate as one system		
Strong leadership		
Working in collaboration		
Interagency working		
Mutually reinforcing activities		
Backbone support		
Vertical and horizontal connections and continuous communication		
National framework or strategy to guide activity		
Long-term approach		
Bottom up perspective		
Decentralisation		
Community engagement		
Service user involvement		
Frontline service personnel involvement		
A common agenda - shared understanding and common goals		
Collective or shared outcomes/measurement		
Framework of accountability		
Continuous improvement framework		
Flexibility and innovation		
Shared training and workforce development		
Resources to guide and support local integration		

### Legend

 Not evident	 Partially evident	 Evident
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