

# **An Evaluation of the Ministry of Justice-funded Domestic Violence Programmes**

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## Executive Summary

The Ministry of Justice commissioned this evaluation of domestic violence programmes it has been funding since 1<sup>st</sup> October 2014.

The evaluation, commenced in early 2018, is focused on exploring both processes associated with delivery of the programmes and programme outcomes. Its aims are to:

1. assess the effectiveness of the domestic violence (DV) programmes and determine the extent to which they achieve the outcomes intended.
  - Non-violence programmes are intended to reduce recidivism and further harm to current or future victims.
  - Safety programmes are intended to keep victims (adults and children) safe from further family violence or harm.
  - Programmes delivered by Kaupapa Māori providers are intended to restore mana and tapu, so individuals and whānau can lead healthy and violent free lives; and they feel connected and supported whilst committed to te mana kaha o te whānau, using a strength based and whole of whānau approach.
2. identify any changes in service design and data capture systems to improve effectiveness and return on investment.
3. identify what cultural knowledge, values, tools and practice models produce positive outcomes for Māori to achieve safe and healthy whānau who are culturally connected and have had their wellbeing, mana and tapu restored?

The evaluation used a multi-methods approach incorporating the use of a range of qualitative and quantitative methods and analytical techniques. Activities we undertook as part of our assessment of the programmes included:

- A limited environmental scan of some relevant national and international literature
- An online survey of current providers of Ministry-funded domestic violence programmes (62 or 65% of current providers responded)
- In-depth, semi-structured interviews with 64 adult users of the domestic violence programmes (non-violence, adult safety, and Kaupapa Māori) and 21 other key stakeholders (providers, judges, other justice sector officials, community leaders and researchers)
- Analysis of administrative data (such as audit reports and quarterly reports)
- A re-offending study carried out by researchers at the Ministry of Justice. The data challenges and study limitations are fully documented in the report.

There are some important limitations on the findings. For example, we have no way of knowing the extent to which the 64 adult users' views of family violence programmes represent all adult users' views of these programmes. It may be that since providers assisted with users' recruitment, those we interviewed were more likely to have experienced a programme in a positive way. The re-offending study was limited to family violence offenders who participated in a non-violence programme following a non-mandated referral from the criminal court (around one-third of all non-violence programme referrals).

**There is reasonably strong evidence that Ministry-funded non-violence programmes are effective for those who attend a programme following a non-mandated referral through the criminal court.**

Reasonably strong evidence that Ministry-funded non-violence programmes (whether offered through a Kaupapa Māori or mainstream service) are effective for those who attend a programme following a non-mandated referral through the criminal court comes from a new re-offending study carried out by Ministry specialist researchers.

The researchers matched 434 family violence offenders who attended a non-violence programme following a non-mandated referral through the criminal court ('active treatment' group) with 434 comparable controls who did not attend such a programme ('control' group). The study matched offenders in the 'active treatment' group with offenders in the 'control' group using a propensity score.

The key findings of this study are that those in the 'active treatment' group (compared with matched 'controls'):

1. were significantly less likely to commit a further family violence offence or a non-family violence offence in the following 12 months
2. committed up to 46% fewer family violence offences and 49% fewer non-family violence offences in the following 12 months.

And those in the study who completed a non-violence programme (371, or 85% of those who started) were found to have lower rates of family violence and non-family violence offending compared to those who did not complete a non-violence programme (63, or 15%), but this difference was not significant when the risk profile of each group was taken in to account.

Analysis of the effectiveness of non-mandated non-violence programmes for different ethnic groups was limited by the small size of these groups. However, we found a positive, although statistically insignificant, difference in re-offending for both Māori and European groups.

**There is some evidence from self-reports of programme users that Ministry-funded non-violence programmes (whether referrals are mandated or not) and adult safety programmes are effective.**

Self-reports of positive outcomes from 40 users of non-violence programmes (delivered by four mainstream and three Kaupapa Māori providers) we spoke with and from 488 clients who provided feedback through their providers in 2017 lend further support for the results of the re-offending study.

While none of the 40 participants of non-violence programmes we interviewed was of the view that the programme they completed was the full answer to preventing them from committing further violence, almost all reported some positive changes that they attributed to programme participation.

As well as no or a reduction in further episodes of family violence, participants of non-violence programmes recalled improved relations with their current partners or ex-partners, improved relationships in the workplace, a greater awareness of the triggers that had made them violent and having tried to exhibit better self-control, and stopping or reducing their alcohol consumption.



A small number described the programme as ‘life changing’, with one crediting a programme facilitator with saving his life.

In regard to outcomes for participants of adult safety programmes, none of the 24 women we interviewed who had completed such a programme and who were continuing to live with their partner reported any further violence.

While most women (whether separated or not) we interviewed reported increased feelings of safety following programme completion, about one third still reported some fear for themselves and/or their children from their partner or ex-partner.

Most of those we interviewed who had completed an adult safety programme and had separated reported improvements in their mental health - including increased self-confidence or feelings of self-worth.

Some overseas-born women – including some from the Pacific - spoke of their relief of being much better supported by family violence prevention providers in New Zealand to leave abusive relationships and this had immeasurably improved their lives.

Feedback from clients to their programme providers in the 1 April to 30 June 2017 quarter also suggests very positive self-reported outcomes from the programmes attended. Following programme completion, clients were asked to rate a series of statements (such as ‘*My life is better because of my behaviour changes*’ and ‘*Safety for me and my family has improved*’) from 1 to 5 where 1 is very negative and 5 is very positive. Mean ratings for all possible programme outcomes measures were between 4 and 5 out of a possible 5.

### **Programme users we interviewed found the programmes helpful.**

All 40 participants of non-violence programmes and 23 of 24 participants of adult safety programmes we interviewed rated their programme as either ‘very helpful’ or ‘helpful’, with most responding ‘very helpful’. This finding held regardless of programme modality – group (including in open rolling format) or individual. These participants also recommended their programme to others in similar circumstances.

### **Feedback from programme users is that skilled facilitators are critical to securing their good engagement with the programme content. A more conversational, interactive style of delivery suits them best and a warm physical environment and access to hot drinks and snacks is more conducive to learning.**

Skilled facilitators – especially those with a shared experience of family violence - were key to participants’ successful engagement and learning. The actual size of the group sessions appeared to matter less than the facilitator’s ability to manage the group.

Feedback from participants generally was that they had preferred a more conversational, interactive style of learning, supplemented with visuals and videos. The use of metaphor to deliver programme content had been very powerful for some.

Participants of non-violence programmes told us they had learned best in a physical environment that was warm and comfortable and they had appreciated access to tea and coffee making facilities and snacks (such as toast).

## **Suggested changes in service design and data capture systems**

We were also tasked with identifying changes in service design and data capture systems to improve effectiveness and return on investment.

*The referral and booking system merits further attention.*

We think processes related to the referral and booking system merit further attention – especially those for family violence offenders to non-violence programmes.

Key stakeholders told us that the referral and booking system onto non-violence programmes was not always as simple and linear as the flowcharts might suggest. Providers mentioned sometimes receiving no or insufficient contact information of those referred to them, potentially increasing the rate of ‘do not shows.’ It could also disadvantage Māori providers (since the ethnicity of defendants and respondents was not always known). Judges we spoke with suggested access to fuller information about defendants and offenders (for example, their ethnicity and/or cultural needs) by the Ministry domestic violence team would enable team members to better match defendants and offenders to particular non-violence programmes.

The referral process for respondents from the District Court was preferred by judges we interviewed since it was thought to better support offenders’ good engagement and uptake of non-violence programmes. In contrast, the referral process is conducted remotely in the Family Court, with no equivalent face-to-face meeting with an officer of the court due to most protection orders being made without notice.

In 2016/17, about one in five of those who attended an assessment did not result in them starting a non-violence programme. While not all of those for whom assessments are undertaken may be expected to proceed onto a programme there appears to be still something of a gap. Key stakeholders also mentioned problems with delays in referrals of those onto non-violence programmes which work against programme engagement.

The referral process for adults and children onto safety programmes also warrant further investigation. Some programme users – especially migrant and refugee women - told us of their difficulties trying to access an adult safety programme.

The report identifies some other suggested improvements.

## **Cultural knowledge, values, tools and practice models produce positive outcomes for Māori participants to achieve safe and healthy whānau.**

In general, the Kaupapa Māori programmes largely cover the same content areas as the mainstream programmes. What differentiates Kaupapa Māori services from mainstream services is the weaving of tikanga Māori (cultural principles, practices and values) and mātauranga Māori (traditional knowledge) throughout all aspects of the programmes.

Māori cultural concepts are foundational; and traditional values such as whakapapa, whanaungatanga, mana wāhine and mana tāne are used as the foundation to bring about positive change. Kaupapa Māori programmes reconnect participants to tikanga, affirm their cultural identity as Māori, and emphasise the contemporary relevance of tikanga as providing a cultural compass to guide their engagement with whānau.

Both the group and individual programmes of Kaupapa Māori providers utilised tikanga Māori throughout their sessions. Both programme modalities started with a karakia or a waiata to settle the spirit (kia tau te wairua) and to help participants engage in the programme, by putting to one side work or family aspects.

Participants of programmes delivered by Kaupapa Māori providers connected with and valued the sharing of mātauranga Māori (traditional knowledge) and tikanga (cultural values and practices). They liked how tikanga was shown to be applicable and relevant for how they lived their lives today. This included the roles of men and women (mana tāne, mana wāhine); reiterating the sanctity of wāhine (te wharetangata) and re-establishing the roles of men as protectors and nurturers. Violence was depicted as a transgressing tikanga (mana, tapu and whakapapa).

## **Part I Introducing the evaluation**

# 1 Introduction

Family violence is a major issue that affects the lives of many New Zealanders. New Zealand's family homicide rate per capita is more than twice that of Australia, Canada and the United Kingdom. From 2000 to 2010, New Zealand women reported the highest lifetime prevalence of physical violence amongst 14 developed countries – this despite much of the violence probably not being reported. Per year, the NZ Police identifies 30,000 perpetrators of family violence offences.

The economic costs of family violence have been estimated at \$4.1 billion per annum. \$1.4B is spent on family violence and sexual violence each year, most of it on providing core responses (such as police call outs, hospital admissions, and prison), with \$9.1M being spent on court mandated and \$2.3 M on other community-based non-violence programmes per year.<sup>1</sup>

## 1.1 Evaluation aims & questions

The Ministry of Justice funds non-violence programmes for mandated and non-mandated (pre-sentence) users; safety programmes for adult victims and children as defined under section 26 of the Domestic Violence Act 1995. In addition, there is the Strengthening Safety Service (SSS) which is available to applicants waiting for a lodged protection order to be issued/confirmed and for adult victims of domestic violence offences in the criminal court who do not have a protection order.<sup>2</sup> The Ministry contracts and funds these programmes to be delivered by approved providers, some mainstream and some ethnic specific including Kaupapa Māori providers. All programmes must be delivered within the quality standards identified in the Code of Practice.

In early 2018 the Ministry of Justice commissioned this evaluation of domestic violence programmes that have been implemented since 1<sup>st</sup> October 2014 when changes to legislation altered the way domestic violence programmes were approved and delivered.

The evaluation is focused on exploring both processes associated with delivery of the programmes and programme outcomes. Its aims are to:

1. assess the effectiveness of the domestic violence (DV) programmes and determine the extent to which they achieve the outcomes intended.
  - i. Non-violence programmes are intended to stop or reduce family violence and further harm to current or future victims.
  - ii. Safety programmes are intended to keep victims (adults and children) safe from further family violence or harm.
  - iii. Kaupapa Māori programmes are also intended to restore mana and tapu, so individuals and whānau can lead healthy and violent free lives; and they feel connected and supported whilst committed to te mana kaha o te whānau, using a strength based and whole of whānau approach.<sup>3</sup>

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1 The figures presented in these two paragraphs have been taken from Fanslow J & Polaschek D (2016). *Responding to perpetrators of family violence*. Presentation on 2 December 2016. <http://www.superu.govt.nz/sites/default/files/Publications/Devon%20Polaschek%20presentation%20FINAL.pdf>

2 This service is out of scope for the current evaluation.

3 Appendix 3 gives the meaning of Māori words and phrases used in this report.

2. identify any changes in service design and data capture systems to improve effectiveness and return on investment.
3. identify what cultural knowledge, values, tools and practice models produce positive outcomes for Māori to achieve safe and healthy whānau who are culturally connected and have had their wellbeing, mana and tapu restored?

Key evaluation questions included:

1. What effect/impact does attending a family violence programme over the short term have?
  - Changes in behaviours, circumstances, knowledge, and attitudes/thinking?
2. Does safety improve after users complete a DV programme?
  - What tools have been acquired to prevent further harm?
  - How resilient are victims to repeat victimisation/further harm?
  - Rates of recidivism / repeat offending – frequency and seriousness?
3. Are offenders held to account/taking responsibility for their behaviour and are programmes responsive to the needs of victims?
  - How responsive and accessible are programmes?
  - What are programme uptake, attendance completion and dropout rates?
  - What affects engagement and completion rates?
  - What other support / follow-up is provided to engaged and unengaged users?
  - How satisfied are users with the service?
  - How are programme participants tracked?
4. What type of interventions / therapeutic models facilitate positive change and improve safety?
  - How well aligned is service delivery to best practice and professional standards?
  - What helps and/or hinders users making positive change and increasing safety?
5. What cultural knowledge, methods and practice impact on Kaupapa Māori programmes?
  - What inspires change – kahukura in Kaupapa Māori programmes?

## 1.2 Environmental scan

We undertook a scan of key literature to help inform the evaluation design and assist with the interpretation of the evaluation findings.

### *Effectiveness of perpetrator programmes*

Summing up the evidence about the effectiveness of programmes for perpetrators of family violence, Polaschek (2016) citing Gondolf (2012) wrote *‘The international picture of programme effectiveness is probably best characterised as “show[ing] promise, but warrant[ing] improvement.”’*

There are a large number of comprehensive reviews of the effectiveness of programmes for perpetrators of family violence. It is not the purpose of this scan to go into these here. Rather, only the results of two recent systematic reviews conducted in the UK and some recent NZ reviews and studies are included for context.

Vigurs et al. (2016a) carried out a systematic review<sup>4</sup> of reviews of the impact of domestic violence perpetrator programmes on victim and criminal justice outcomes. These researchers found a number of methodological weaknesses in the reviews they examined which, in turn, hampered the conclusions they were able to draw. In making a strong case for the collection of careful, detailed, programme-related process and outcome information they wrote: *'There was insufficient detail ... to ascertain whether the interventions increased motivation to change, whether perpetrator programmes worked in reducing recidivism for all types of offenders, how the programme was delivered and where, the nature of active treatment ingredients, and other key information on the mechanisms for change, mediators and moderators that might explain whether the programme worked, for whom and why.'*

Overall, their findings were inconclusive in terms of the effectiveness of any one programme type of domestic violence perpetrator programmes in reducing recidivism or any one model being more effective than another. However, they did find that programme non-completers had consistently higher recidivism rates than programme completers.

Another systematic review by the same researchers (Vigurs et al. 2016b) found that motivation enhancing interventions as adjuncts to perpetrator programmes modestly reduced victim reported recidivism some 6-12 months after their partner had completed a standard domestic violence perpetrator programme.

Perpetrators who were still thinking about the possibility of changing their behaviour were most likely to benefit from motivational interviewing as were perpetrators who were first time offenders or who had not attended similar programmes before. Vigurs et al (2016) concluded that *'motivation enhancement may be particularly useful for offenders who have yet to recognise a need to change and may facilitate programme compliance which they would otherwise not demonstrate.'*

According to Polaschek (2016), group therapy has been the preferred modality for most types of perpetrator family violence programmes. She notes group approaches have many advantages, including prosocial support, peer challenging, modelling prosocial behaviour, and cost efficiency. However, she is also of the view that some perpetrators will respond better to individual programmes.

#### *New Zealand reviews*

Reviews of various aspects of perpetrator programmes have been undertaken as either the sole focus or as part of New Zealand research projects in recent years including the following seven (from most to least recent):

- Allen and Clarke. (2017) *Rapid synthesis report of family violence research to inform advice about services*. Wellington, New Zealand: Ministry of Justice. Pages 72 – 110.
- Morrison B, Bevan M, Tamaki M, Patel V, Goodall W, Thomson P, Jurke A. (2015). *Bringing perpetrators into focus: A brief assessment of international and New Zealand evidence on effective responses to family violence perpetrators*. Wellington: Department of Corrections.
- Roguski M & Gregory N. (2014) *Stopping violence: Perpetrators' voices. Summary of former perpetrators of family violence narratives of change*. Auckland, New Zealand. The Glenn

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4 Systematic reviews and meta-analyses of data derived from systematic reviews are typically placed at the top of the hierarchy of evidence often employed to judge the methodological rigour of quantitative research. See Coryn (2007) for example.

Inquiry. Pages 7 – 13.

[http://ndhadeliver.natlib.govt.nz/delivery/DeliveryManagerServlet?dps\\_pid=IE25596493&dps\\_custom\\_att\\_1=ilsdb](http://ndhadeliver.natlib.govt.nz/delivery/DeliveryManagerServlet?dps_pid=IE25596493&dps_custom_att_1=ilsdb)

- Taylor A, Carswell S, Haldane H, Taylor M. (2014) *Toward a transformed system to address child abuse and family violence in New Zealand. Literature Review – Part One*. Submitted to ESR as part of its contract with The Glenn Inquiry. ESC Report: CSC14009. August 2014.
- Taylor A, Carswell S, Haldane H, Taylor M. (2014) *Toward a transformed system to address child abuse and family violence in New Zealand. Literature Review – Part Two – Effectiveness of Interventions*. Te Awatea Violence Research Centre, University of Canterbury.
- Slabber M. (2012). *Community-based domestic violence interventions: A literature review*. Wellington, New Zealand: Department of Corrections.
- Little S. (2010). *What do we know about the effectiveness of domestic violence programmes for respondents? A literature review*. Ministry of Justice report (unpublished).

The New Zealand Family Violence Clearinghouse, University of Auckland has also produced a selected 'Working with perpetrators' bibliography which was last updated in April 2016. The main focus of the literature is on male perpetrators, as intimate partner violence is predominantly perpetrated by men and as there is limited literature on perpetrator programmes for female perpetrators of intimate partner violence.

Selected findings from the reviews above include:

- Internationally, the Domestic Violence Abuse Intervention Project programme (the Duluth model<sup>5</sup>) and cognitive behavioural treatment interventions<sup>6</sup> are the two most prevalent approaches to interventions with perpetrators of family violence (Slabber, 2012)
- The few assessments that have been carried out of Duluth-type programmes, cognitive behavioural (CB) programmes, or Duluth-CB combined programmes have found '*few or no significant differences in effectiveness between programme types. At best programmes appear to have a weak positive impact on recidivism rates*' (Slabber, 2012; also Taylor et al. 2014; Allen and Clarke, 2017).
- Research findings about other interventions with general offenders suggest that the most effective interventions are consistent with the principles of risk, needs and responsivity. Interventions based on these principles have also been found to have '*a weak positive impact on recidivism rates*' of perpetrators of family violence (Slabber, 2012).
- Attrition from a programme is associated with increased risk of recidivism (Slabber, 2012).

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5 The Duluth model is heavily influenced by feminist theory that relates men's violence to the need to control women and children. It encompasses the idea of power and control, with the power and control wheel central to the sessions.

6 Cognitive behavioural therapy is a psychotherapy notion that an individual's mood and behaviour can be corrected by changing dysfunctional thinking. Perpetrator programmes based on CBT theory and techniques frequently employ social skills training, anger management techniques (such as learning about time out), relaxation training, cognitive restructuring techniques and relapse prevention to change behaviour.



- Recidivism (re-arrest) and re-assault (self-reported) are the most commonly used “success” measures of intimate partner violence intervention programmes, with the use of multiple measures being encouraged (Cluss & Bodea 2011 as cited in Roguski & Gregory 2014).
- “Success” might not simply amount to the cessation of physical violence but rather include:
  - an improved relationship between men on programmes and their partners/ex-partners which is underpinned by respect and effective communication
  - partners/ex-partners having an expanded ‘space for action’ that empowers them through restoring their voice and ability to make choices whilst improving their well-being
  - safety and freedom from violence and abuse for women and children
  - safe, positive and shared parenting
  - men’s enhanced awareness of self and others, including an understanding of the impact that domestic violence has had on their partner and children
  - safer, healthier childhoods in which they feel heard and cared about (Westmarland & Kelly 2013 as cited in Roguski & Gregory 2014).
- In addition to there being no set definition or measurement of “success” (including whether increased offending could be considered a sign of growing victim awareness and therefore not a treatment failure); no agreement regarding the most appropriate follow-up time to assess effectiveness; failure to account for external factors that influence behaviour (such as change in relationship status); failure to account for intervention implementation in addition to intervention type; and lack of independent evaluations (Allen and Clarke 2017, Roguski & Gregory 2014).
- There is a need for further research assessing the effectiveness of interventions for victims and perpetrators of family violence. While the evidence is promising for most interventions currently used, the lack of robustly designed studies means that very few conclusions can be drawn about the efficacy of particular interventions for specific kinds of people (Allen and Clarke, 2017).
- There is a clear need for ongoing support for most families and whānau (Allen and Clarke, 2017).
- There is a need for culturally-appropriate, locally-designed services, including services for families and whānau to be empowered to make their own decisions about the solutions that are right for them.
- Little is known about the effectiveness of services for victims, including which services are most effective for individuals with mental health issues and for disabled people
- The weight of evidence on effective interventions for family violence supports multi-systemic and holistic approaches consisting of responses operating at different population levels from micro to macro contexts (Taylor et al. 2014).

#### *New Zealand studies of effectiveness of specific perpetrator programmes*

A recent Evidence Brief (Hughes, 2016) looked at the effectiveness of three NZ Department of Corrections’ programmes for family violence perpetrators serving a prison or community-based sentence.

Its primary measures of effectiveness are re-imprisonment and reconviction rates after 12 months among programme participants compared with matched controls. (The measures do not include victim-reported offending.)

Contrary to some of the international evidence, Corrections found in recent years that three of its family violence perpetrator programmes have reduced re-imprisonment rates among programme participants compared with matched controls:

- the STURP<sup>7</sup> 9-month programme for its highest-risk violent offenders serving longer (>24 months) prison sentences
- the MIRP<sup>8</sup> programme for prisons and community-based offenders with risk scores in the medium range
- specialist family violence programmes delivered by community providers for community-based offenders.<sup>9</sup>

Roguski and Gregory (2014) undertook a research study with 21 former perpetrators of family violence to better understand what motivates positive change, and what can sustain this change, to ensure family violence perpetrator interventions are successful in supporting perpetrators to refrain from engaging in family violence.

The majority of participants described behaviour and attitude change as a long-term journey. Within this journey, positive experiences had a cumulative impact, whereby exposure to positive relationships and non-violent ways of coping built upon previous experiences.

Experiences with non-violence programmes was described with mixed feelings. Little impact was associated with court-ordered attendance, as the individual, in being forced to attend, was not generally positioned as seeking behaviour change and/or exploring reasons underlying their offending. Those, however, who experienced positive impacts from programme attendance, traced this to the importance of sharing experiences within a group environment and the context in which the programmes occur.

Participants cited a number of supports or decisions that had helped them to remain violence free – including support from others, the use of acquired skills, a supportive environment, a new understanding of their relationship and realising that change was positive.

All participants stressed that multi-faceted community-based interventions are required to reach family violence perpetrators.

Among the authors recommendations were that group programmes should include:

- a balance of support and confrontation, encouraging sharing and hearing stories to build community, modelling and mentoring other members and a re-socialisation into a new manhood
- role models who have credibility if having previously been perpetrators of family violence

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7 STURP stands for Special Treatment Unit Rehabilitation Programme.

8 MIRP stands for Medium Intensity Rehabilitation Programme.

9 A fourth programme designed for offenders serving shorter prison sentences or community-based sentences with low to medium risk had not been evaluated at the time of Evidence Brief was published.

- parallel programmes for partners
- parallel programmes for children.

Since change is required at both a perpetrator and family/whānau level, Roguski and Gregory were of the view that any interventions and support need to be developed to account for these needs.

Campbell's evaluation (2014) found that for the small number of men who engaged with Reachout - an outreach initiative involving collaborative partnerships with the Police, Child Protection Workers and those working across the family violence, criminal justice and other sectors in the North Canterbury District - and were interviewed for the evaluation (n=6) their ability to effectively manage the crisis situation improved, thereby reducing the risk of harm to self and others. Furthermore, the majority of men who engaged made progress along the stages of change continuum. In cases where men took responsibility for demonstrating pro-social attitudes and behaviours, the women and children reported improved quality of life and more respectful relationships within their families.

McMaster and his colleagues (2000) undertook an evaluation of four community-based stopping violence prevention programmes to ascertain programme effectiveness and to inform policy development and service requirements in the men's stopping violence arena.

Three programmes (Living Without Violence) were based on the Duluth Abuse Invention model but with significant modifications ('mainstream') and the fourth was a Kaupapa Māori programme (He Waka Tapu).

Eighty-three men on the programmes and 41 women (mostly partners of the men) were interviewed as part of the evaluation. The men were interviewed at up to three points: 1. when they entered the programme 2. when they completed the programme and 3. approximately three months later. The women were interviewed at up to points 2. and 3.

Evaluation findings included that:

- The men's self-reported use of violence reduced between the time they started the stopping violence programme and the time they completed it, and this reduction was sustained three months later.
- Independently, the women reported feeling safer after the men had completed the stopping violence programme, and these gains in safety were sustained three months later.
- Both programme types – mainstream and Kaupapa Māori – appeared to be successful in assisting Māori men reduce their use of violence.
- The benefits of a stopping violence prevention programme for Māori men may have been greater than they were for non-Māori men. At the start of the programme Māori men reported higher use of violence (including very serious violence) than non-Māori men, whereas at completion Māori men reported a similar reduced use of violence to non-Māori men.

#### *Findings from a study into whānau violence prevention*

The aim of the research project by Ruwhiu et al (2009) was to explore how Tāne Māori become and remain free of whānau violence and to document Māori men's aspirations for whānau ora. Information was gathered through *kōrero* at several hui with 13 Tāne Māori and several Wāhine

Māori on the kaupapa of family violence prevention. All Tāne Māori had been exposed to one or more violent environments – home, school, work or community – and had become violence-free.

The researchers found that asking Tāne Māori about the legacy they wanted to leave behind had opened the door to evaluate transformative practices based on Māori cultural imperatives that provide alternatives to violence for whānau Māori. The voices of Wāhine Māori affirmed what their Tāne Māori partners had said that had led to their emancipation from continuing violent behaviour in their home.

#### *Results of a recent study from New South Wales (a close neighbour)*

The findings of a recent Australian study are included here. The study sample was drawn from a pool of medium and risk-risk male perpetrators of domestic violence who had received a community-based sentence and been referred to a non-violence prevention programme, EQUIPS, in New South Wales (NSW), Australia, in 2015.

EQUIPS involves 20 two-hour sessions (40 hours) grouped into five modules delivered on a weekly or biweekly basis by trained and approved facilitators. It is delivered as a closed group programme.

The study compared re-offending rates - for any offence and for a domestic violence offence - among a cohort of starters (n=487) and non-starters (n=872) 12 months after referral to the programme.

After controlling for factors that might have influenced entry onto the programme, the starters were found to have a slightly lower – but not statistically significantly lower - rate of re-offending for any offence than the non-starters 12 months on. There was no difference between the starters and non-starters in re-offending for a domestic violence offence.

Unfortunately, the study authors were unable to compare re-offending rates of starters who completed the programme (approximately one fifth of the 487) and those who did not (approximately four-fifths). They postulated that if they could have, they may have seen small programme effects.

Despite not finding any evidence that the programme reduced offending, the NSW Bureau of Crime Statistics and Research cautioned against premature abandonment of the programme.

#### *Effectiveness of safety programmes*

There are fewer studies looking at the effectiveness of safety programmes for victims of domestic violence than there are of non-violence programmes for perpetrators.

One of the main findings from Alison Chetwin's review (2013) was of the paucity of evidence on which to assess the effectiveness of specific interventions (such as safety programmes) for adult victims and children exposed to family violence. Further research is clearly needed.

Only tentative conclusions could be drawn about specific interventions for adult victims – Refuge, Safe homes, advocacy, support groups and counselling and trauma-informed treatments - because of insufficient or limited evidence of their effectiveness. None of these specific interventions were assessed as ineffective but neither was there sufficient positive evidence to strongly endorse any.

The review endorsed interventions that support mothers and children together over interventions that support mothers and children separately.

In regard to specific interventions for children, the review found some support for individual work with children more severely affected by having experienced violence and group work for adolescent boys exposed to violence.

Chetwin (2013) concludes that no single intervention (such as an adult safety programme or a children's safety programme) is sufficient in itself in improving feelings of safety, reducing re-victimisation, and/or increasing well-being for adult victims and children exposed to family violence. Rather, a variety of integrated and co-ordinated interventions (such as integrated mother/child interventions) are required to meet a variety of needs.

Robertson et al (2013) evaluated the Whānau Ora Wellbeing Service which aims *'to strengthen and achieve whānau ora through interventions which empower (whānau) to live their lives free from violence.'* It assumes that *'whānau empowered are whānau who can manage and reduce crisis while increasing opportunities and pathways to success.'* It is an individualised, wrap-around programme in that a plan is developed for each woman which addresses her particular needs as she begins to 'transition' to life in the community. Plans often included referral to allied services.

The evaluation findings were based on ten case studies of female clients – all of whom had experienced significant physical assaults, threats of assaults, emotional abuse and intimidation - interviews with Te Whakaruruhau staff and key informants in allied agencies, and participant-observation of Refuge activities.

The programme was found to be achieving significant outcomes from a number of the women including increased feelings of safety, having obtained suitable housing, having become financially independent of their abuser, having successfully addressed drug and/or alcohol abuse, improved physical, psychological and emotional health, and feeling more competent and resourced as a parent.

Outcomes in terms of whānau relationships were quite diverse, reflecting their diverse situations. Regardless of whether the relationship had ended or had resumed, most of the women felt more comfortable and confident in dealing with the father of their children.

The programme was also thought to have led to significant systems-level changes (such as enhanced collaboration with agencies such as Oranga Tamariki and Waikeria Prison).

Cram et al. (2002) evaluated two programmes delivered by Māori providers for Māori Adult Protected Persons. Both used Kaupapa Māori as a basis to explore a political, social and cultural analysis of domestic violence within the context of their programmes. The evaluation identified three key principles of best practice for the delivery of domestic violence programmes to Māori women. They include: Te reo Māori me ona tikanga (valuing tradition and culture); Kaupapa Māori solutions; and individual as well as collective healing. The evaluation also identified barriers for some women wishing to attend the programmes, such as transportation and child-care access, as well as the need for long-term, ongoing support for women. This evaluation highlighted the effectiveness of Kaupapa Māori programmes for Māori Protected Persons, and the need to achieve long-term outcomes that are grounded in Māori community involvement.

An evaluation of programmes for adult protected persons (Maxwell et al, 2001) found that the programmes were assisting the women interviewed to understand how to keep themselves and their children safe and enabled them to develop safety plans. The women believed themselves to have made considerable gains in almost all areas related to specific programme goals (such as

increased self-esteem, increased understanding of the nature and effects of domestic violence and increased awareness of the context in which it occurs), and the gains they made were generally greater than for those of a group of comparison women who obtained protection orders but who did not attend a programme. The data also indicated that other strategies were also helpful, including obtaining protection orders and building support networks - strategies women who did not attend programmes could also use. Reasons for not attending programmes reflected practical difficulties, the attitudes of the women towards the programmes and a lack of information about them.

Among the findings of an evaluation of programmes for children (Cargo et al. 2002) were that:

- children's safety programmes assisted children to deal with the effects of domestic violence by providing an effective educational programme
- a strength of the programmes was that programme facilitators were highly qualified
- the lack of standardised referral process was a major concern for providers since it led to significant time delays in providers getting referrals and children accessing the programmes
- overall, caregivers and children reported high levels of satisfaction with the programmes
- extremely high satisfaction was reported by caregivers with the relationship they had with Māori facilitators
- programmes for children needed to be age and culturally appropriate - adolescents may have different needs from children who have witnessed domestic violence
- the Māori provider expressed concern that ethnicity details are often not recorded on the court referral forms, making it difficult to provide culturally-appropriate facilitators
- knowledge of the programmes by those people or agencies first alerting families to their availability was extremely limited
- access to programmes should not be exclusively linked to a protection order – rather all children exposed to domestic violence should have access to a programme if needed

#### *The NZ family violence service system*

Various studies have also been carried out more recently to look at the wider NZ family violence service system. Findings from some relevant NZ reports are set out below from most to least recent.

Last year Allen and Clarke (2017) undertook a research project to identify and quantify the service needs of families and whānau experiencing family violence, and to identify how to improve the responsiveness of the NZ family violence service system, including how to support affected families and whānau to receive the help they need.

Among their findings were that:

- While new and innovative approaches to working with people affected by family violence are emerging, there is still a need for current services within the system that can assist people in a family violence crisis situation and provide support afterwards.
- Lack of timely access to services had a detrimental effect on whether people would engage with service providers.

- High-risk clients have more complex needs but less capacity to access services themselves. However, capacity to access services was an issue across all client groups – low to high risk.
- Families and whānau affected by family violence have multiple needs and different needs over time. For example, they may have immediate and short-term needs for safety and crisis support, emergency housing, financial assistance, and advocacy and support; medium term needs for parenting and relationship skills and support, counselling and mental health support; and long-term needs for affordable housing, education and follow-up support.
- Referral processes were seen to be more positive in communities with strong networks and relationships between service providers, and more valuable when service providers actively supported the referral process.
- One-stop shops, hubs, co-located services, wrap-around and integrated services are all examples of promising service models for people affected by family violence that have the potential to be client or whānau-centric and offer long-term support to those who need it.
- A responsive family violence system has several key features: a well-trained, highly skilled and knowledgeable workforce that has the capacity to deliver quality services consistently; interagency collaboration and information sharing; national support structures; research, monitoring and evaluation; and resourcing and contracting that better reflect the needs and service demands for people affected by family violence.
- As a country, we need to move from a crisis-driven system to one that is long-term family and whānau wellbeing driven, ensures support is whānau-centred and whānau-driven, is flexible in terms of service design and provision, and prioritises community input and empowerment.

A year earlier Professor Devon Polaschek (2016) contextualised key issues related to interventions for perpetrators of family violence from reviews of the international literature and considered their relevance to New Zealand. She made some of the same and different points to those of Allen and Clarke.

Before describing current responses to family violence as *'piecemeal and insufficient, and mired in a complex web of bureaucracy'* Polaschek singled out various aspects of the system for criticism, including:

- four government departments providing funding for perpetrator non-violence programmes in the community
- the relatively short duration of these programmes and with limited scope for tailoring to perpetrators' individual needs
- a level and type of service/programme based on referral pathway rather than risk or need
- self-referrals that were growing and most were not funded
- a lack of recognition in service provision models that contact between perpetrators, victims and families often continued or resumed after a specific episode of family violence.

She is of the opinion that integrated response systems offer the most promise for responding to family violence in New Zealand. In her view, such systems need to be:

- built from a system user perspective, not individual service providers' perspective

- include crisis services plus continued support until change is firmly established
- include response subsystems for perpetrators, but also for victims and families.
- informed by more New Zealand research with service users – perpetrators, victims and victim advocates - and more researcher-practitioner collaborations.

According to Polaschek, key requirements of an integrated response system that would offer better opportunities to hold perpetrators to account, and in turn, better account to victims for their efforts in keeping them safe include:

- the consistent use of ‘best practice’ risk assessment and reassessment processes and for the assessment findings to be well documented
- the provision of services based on risk and need, with more dangerous perpetrators being given more oversight and assistance than less dangerous perpetrators
- prompt detection of increases in risk status, with a corresponding change in response
- provision of case managers for those with high and complex needs and who co-ordinate and monitor planned responses.

The same year the Family Violence Death Review Committee (2016) urged the following reframing of family violence:

- ‘Family violence as a pattern of harm: compounded by structural inequities and likely to have multiple victims – past, current and future
- Intimate partner violence (IPV) as a form of entrapment
- Victims’ responses to IPV as acts of resistance, not acts of empowerment
- IPV and child abuse and neglect (CAN) as entangled forms of abuse with entangled intervention opportunities
- Safety and empowerment as collective endeavours, which are dependent on systemic responses to people using violence
- Prevention as taking place in a pre-violence space, to being intertwined with restorative and safety responses.’ (page 116)

The Committee encouraged the development of an integrated response to family violence where agencies, organisations, and practitioners work together to provide safe, high-quality, and appropriate support and services to people who need them.

Among the Committee’s suggestions to assist system integration were a reconfiguration of the current family violence workforce across four tiers of safety responses and the identification of how organisational responsiveness in the justice, child protection, and mental health and addiction sectors could be strengthened to contribute to victims’ safety.

Earlier, in 2014, *‘The People’s Blue-Print’* reported people describing the NZ family violence system at that time as *‘broken’* and *‘dysfunctional.’* The Report found that many people in New Zealand - including government officials, policy-makers, legislators and those working in family violence services - had a poor understanding about child abuse, domestic violence, and the violence that happens in many family/ whānau. The authors argued that this lack of knowledge was at least partly responsible for enabling child abuse and domestic violence to thrive.



The Glenn Inquiry report urged a transformation of the system based on the experiences and thoughts of those most affected by family violence, backed up by a body of sound research. According to their report, transforming New Zealand's family violence system needed to:

- be child/tamariki-centred
- be systematic in bringing together multiple agencies and services, and holistic in its approach to solving family violence
- be practical in the sense of solutions being designed, planned, and implemented by communities and those affected by family violence
- take a whole-system approach that incorporated preventative and response-based actions
- be every New Zealander's concern.

Among the findings of a process evaluation of the Domestic Violence Act 1995 conducted some 18 years ago by Barwick et al (2000) were that:

- only 36% of a sample of respondents directed (through the Family Court) to a non-violence programme had completed it, or were in the process of completing it
- referrals to respondent programmes worked well both from the perspective of court staff and programme providers
- almost all respondents interviewed who had attended non-violence programmes were very positive about their experience
- all protected persons interviewed who had attended adult safety programmes had viewed them positively
- while processes for addressing respondent non-attendance of a programme were straightforward, the court response was quite variable in terms of pursuing non-attending respondents
- It would have been helpful for District Court judges to have been automatically advised of the existence of a protection order, and for Family Court judges to have had up-to-date information about criminal changes and convictions.

### **1.3 This report**

This remainder of this report is structured into three parts.

Part II:

- provides an overview of domestic violence programmes (Chapter 2)
- sets out some key metrics of Ministry-funded domestic violence programmes including numbers of programmes and providers, programme types, user characteristics, provider characteristics and programme modality (Chapter 3)
- looks at perspectives of the programmes and processes associated with their delivery, including referral processes from the point of view of programme users, providers, judges and other key stakeholders (Chapters 4 & 5).

Part III:

- looks at outcomes from a programme user perspective (Chapters 6 & 7)

- presents the results of a study of re-offending among users of non-violence programmes (Chapter 8)

Part IV concludes the report with some observations and suggestions.

## **PART II Delivering domestic violence programmes**

## 2 Overview of domestic violence programmes

Key details on the structure and delivery requirements of Ministry-funded domestic violence programmes are outlined in the Ministry's Domestic Violence Service Provider Code of Practice (the Code). The Code was introduced in 2014 and lays out minimum standards for safe and effective programme design and delivery which providers are required to adhere to.<sup>10</sup> Details outlined below have been taken from the Code.

The Domestic Violence Act 1995 defines two types of domestic violence programmes that are funded by the Ministry of Justice:

- non-violence programmes (NVP) delivered to those who perpetrate domestic violence.
- safety programmes for adults (ASP) and children (CSP) to promote the protection of the protected person from violence.<sup>11</sup>

In addition, there is the Strengthening Safety Service (SSS) which is available to applicants waiting for a protection order to be made and for adult victims of domestic violence offences in the criminal court who do not have a protection order.<sup>12</sup>

All programmes and service require a referral from either the Family Court or the criminal court.

- Referrals from the Family Court relate to protection orders (POs). When a PO is issued, the respondent (if able to be found) is served the order and if they do not object (within 10 days) they are then (mandated) to attend an NVP. If the objection is upheld by a judge the respondent is then not required to attend an NVP. The adult applicant of the PO is eligible to attend an ASP and the children to attend a CSP.
- Referrals from the criminal court relate to domestic violence offences. Where a defendant pleads guilty that person can be referred by the judge to attend a non-mandated NVP as part of a pre-sentence adjournment. Adult victims of domestic violence offences are eligible for the strengthening safety service. If a protection order is issued in the criminal court the applicant and any children are eligible for safety programmes.

If a defendant in the criminal court is also issued with a protection order under the Sentencing Act 2002, the person then follows the family court mandated referral route to an NVP.

Since the 2014 reforms the referral and initial contact process to assessments and non-violence programmes from the Family and criminal courts are essentially the same.

A national domestic violence team at the Ministry (known as the DV Programmes team) uses its knowledge of service providers<sup>13</sup> to match respondents and offenders to the most appropriate

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10 Online survey participants were asked how much the Code and its resources shaped their practice, with 83% responding 'very much' and 16% 'somewhat'.

11 The main focus of Ministry-funded safety programmes in this report is on adult safety programmes. While the report includes some readily available figures relating to children's safety programmes, no interviews were conducted with children and key stakeholder interviews did not focus on children's safety programmes.

12 This service is out of scope for the current evaluation.

13 The Ministry's provider management system (PMS) captures the range of programmes, locations and approvals each provider has.

locally-based non-violence programme provider. The team's decision is communicated to the Court Registrar (also see Figure 2.1).

The DV Programmes team send an indicative letter (for Family Court referrals only) to providers for a respondent to attend a booked assessment time. The letter will state that it is an indicative appointment only and further confirmation will be received by the provider. Criminal Court referral appointments are mostly confirmed with the respondent in court.

Once the order has been served on the respondent and proof of service is received by the courts, the indicative referral becomes a confirmed referral. The court will then send the provider another letter to confirm the referral, with relevant court documents attached.

Non-violence appointments may also be confirmed when respondents turn up at their 'indicative' referral time.

All providers and facilitators must meet the approval criteria as outlined under section 51B of the Domestic Violence Act 1995 and laid out in the current Code of Practice. The Ministry must also approve the venue for delivery the programme.

Programmes are designed by individual providers, but the programme content and structure must meet the overall goals, programme specifications and other processes outlined in the Code.

Figure 2.1 presents the referral routes and key processes for attendance on a Ministry-funded DV programme.

## 2.1 Non-violence programmes

Non-violence programmes (NVPs) are delivered to people who perpetrate domestic violence. Their primary aim is to stop or reduce family violence and further harm to victims. They also aim to increase respondents' and defendants' accountability for their use of domestic violence and challenge them to use non-violent ways of behaving in the future.

There are two components (see also Figure 2.1<sup>14</sup>):

- A formal structured assessment is carried out to assess the participant's safety risk and determine what programme (if any) is appropriate and the most appropriate structure of that programme. The assessment stipulates the number of sessions a participant must attend (and where, when and at what time). The details are recorded in the settled 'Terms of Attendance'. Six hours are allocated to include preparation (one hour), face-to-face contact (average four hours), and reporting and administration (one hour).<sup>15</sup>
- A non-violence programme is usually delivered over a minimum of eight weeks (excluding the assessment). The programme can be delivered in a predominantly group or individual format. The number of sessions will vary in length and intensity based on the assessed risk-need-responsivity (RNR) profile of the participant. However, group programmes must be for at least 25 hours and no more than 52 hours, and individual programmes for up to 15 hours.

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14 A revised Code of Practice has resulted in some process changes.

15 New contracts and revisions to the Code have introduced short, medium and long assessments representing the different hours required to assess different types of referrals.

## 2.2 Adult safety programmes

Adult safety programmes (either women's or men's safety programmes, ASPs) are for adult protected people where a protection order has been issued by a court. Referrals for ASPs can be made at any time the protection order is in place.

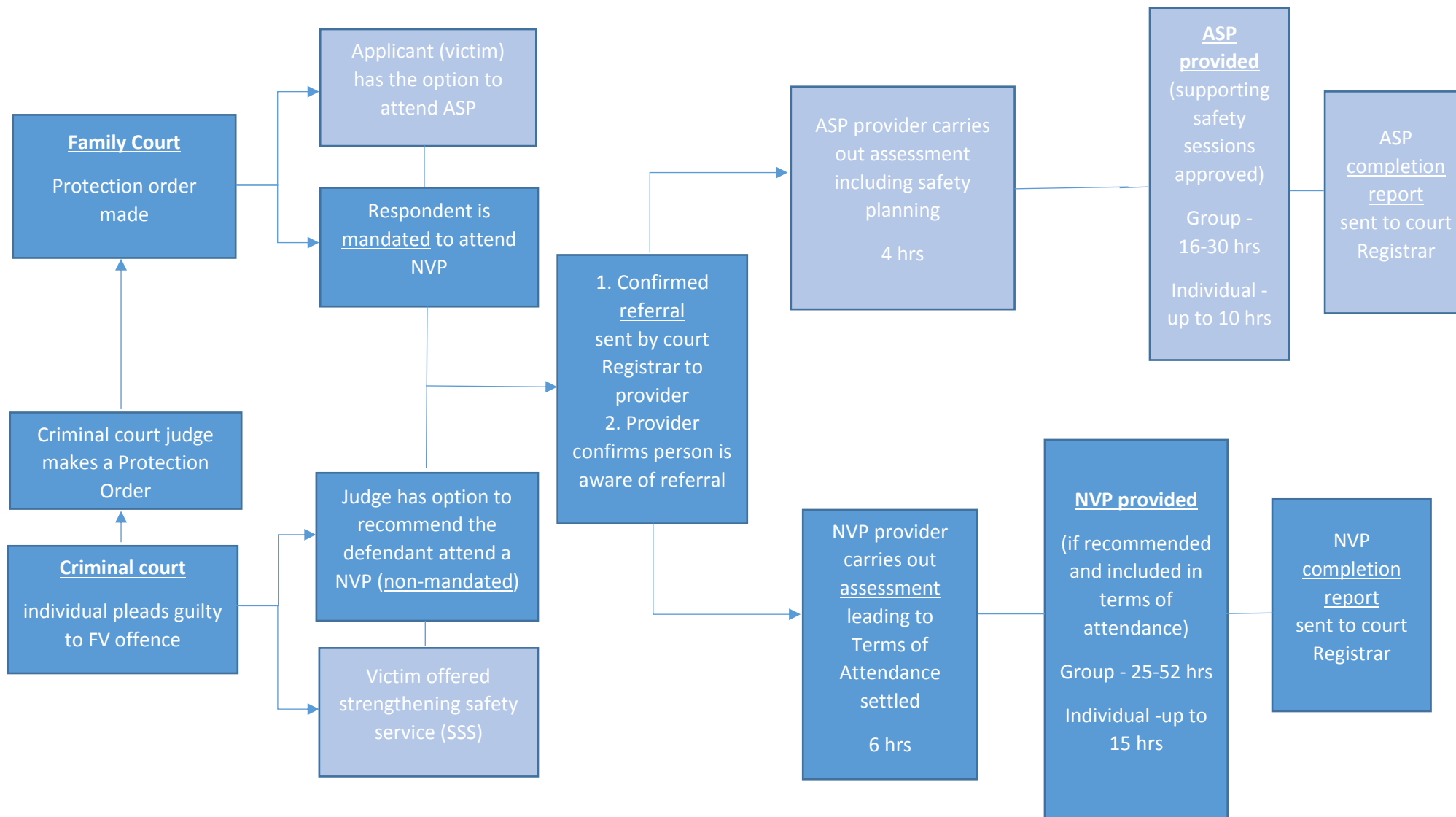
Adult safety programmes are structured into three components:

- A needs identification (1.5 hours) is undertaken to assess the participant's needs and make recommendations for the participant in terms of their safety and their immediate and short-term needs.
- Safety planning sessions (3.5 hours) during which a structured risk assessment and safety plan is made.<sup>16</sup> During this time a client may be linked to wider support services.
- Supporting safety sessions (or the "programmes") aim to promote (whether by education, information, support or otherwise) the protection of the protected persons from domestic violence. The sessions can be delivered in a predominantly group (16-30 hours) or individual format (up to 10 hours).<sup>17</sup>

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16 These components have subsequently been joined and called either short or long assessments.

17 Those eligible for the Strengthening Safety Service have access to the needs identification and safety planning parts of an ASP but not the supporting safety sessions / full programme



**Figure 2.1 Process diagram for attendance of Ministry-funded domestic violence programmes (NVPs and ASPs)**

While most adult safety programme participants are female, adult safety programmes and strengthening safety services are available for male participants as well. Most commonly they are delivered on an individual basis due to small numbers.

On completion of an ASP a 'Safety Programme Completion Report' including the number of sessions attended is submitted to the court.

### 2.3 Children's safety programmes

Children's safety programmes are designed to be delivered to the children of applicants for protection orders or where a protection order has been made.

- Children from 3 -16 years are eligible for a programme.<sup>18</sup>
- Adult protected persons and support persons may be included in the programme delivery to support the goals of the children's programme.

Children's safety programmes have the same three-component structure as adult safety programmes: needs identification (2 hours), safety planning services (4.5 hours), and further supporting safety sessions (predominantly group 10-30 hours, predominantly individual up to 10 hours). A safety programme delivered to a child or young person may be considered complete at the end of one or any combination of the three components, depending on what is most appropriate.

### 2.4 Kaupapa Māori provider programmes

Kaupapa Māori programmes are interventions delivered primarily for Māori by Māori providers who are committed to te mana kaha o te whānau using a strengths base approach which focuses on the whole whānau, not just the individual. Kaupapa Māori providers must demonstrate the following values in the design and delivery of Kaupapa Māori programmes.

- Te mana kaha o te whānau – supporting Māori to be strong and proud
- Aroha – expressing love or feeling loved
- Whakapapa – knowing who you are
- Whanaungatanga – being connected to whānau
- Mana/manaaki – upholding dignity or giving of yourself to others
- Kōrero awhi – using open communication or being supportive
- Tikanga – doing things the right way or doing things according to Māori values
- Whakaroa – supporting the sanctity of the home.

Kaupapa Māori programmes for children must also demonstrate an understanding of age appropriate behaviours of teina, tuakana and potiki.

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18 When a young person (a 'child of the family') reaches the age of 17 and is still living at home, they continue to be eligible for a programme as long as the Protection Order is still in force, but this would be delivered as an adult safety programme.



Providers of Māori programmes must also acknowledge the mana/authority of local iwi in programme design and delivery to evidence acceptable practice.

The Code of Practice (Third Release, September 2017) also states that the term 'kaupapa Māori' refers to a culturally based, holistic approach focused on improving all aspects of well-being for whānau and addressing individual needs in the context of whakapapa. 'Kaupapa' encompasses foundations, principles, values and philosophies. A kaupapa Māori approach applies a practical kaupapa framework grounded in Te Ao Māori to uphold Māori values and culture. Services for Māori should recognise cultural needs and continue to shift to a whānau-based delivery model grounded in te reo me ona tikanga. Development and delivery of framework components and practices must also recognise and provide for the unique customary structures and practices of whānau, hapū and iwi.

### 3 The programmes, users & providers

Chapter 3 pulls together data from a range of sources about Ministry-funded domestic violence programmes and programme users.

Key findings include:

In the 2016/2017 financial year 2,600 respondents/defendants attended a Ministry-funded non-violence programme; 1,000 applicants attended an adult safety programme, and 825 children attended a children's safety programme.

Two-thirds of referrals to non-violence programmes are mandated referrals through the Family Court after a protection order is issued. All referrals for adult and children's safety programmes come through the Family Court.

The majority of those who start a programme complete them.

- Around 80% of those who start an adult safety programme and 84% of children who start a children's safety programme complete them.
- Depending on the criteria used, around 61% to 75% of respondents/defendants who start a non-violence programme complete them.
- There is significant drop out of those referred who start a programme, with only 33% of those referred to a non-violence programme being likely to complete it.

The majority of non-violence programme (NVP) participants were male (92%), while an even greater proportion of adult safety programme (ASP) participants were female (99%). NVP and ASP participants were commonly aged 20-29 years (35% and 36% respectively). 60% of programme participants' ethnicity data was missing. Of the 40% of participants whose ethnicity was known, the majority (just over half) were European. Māori made up a quarter of NVP attendees (24%), a slightly higher 29% of ASP attendees and even higher 36% of children's safety programme (CSP) attendees.

Ninety providers were delivering Ministry-funded DV programmes in 2016/17. Three-quarters of these delivered NVPs, 53% ASPs and 44% CSPs. Two thirds delivered both NVPs and ASPs, and one third delivered all three types of programme.

Of those responding to the survey, 65% described themselves as a mainstream provider offering generic programmes for all participants (including Māori); 18% as a Kaupapa Māori organisation and 14% as a mainstream provider offering a tikanga Māori programme stream.

The number of approved facilitators per provider varied from one through to 18, according to the type of provider (sole, community service), the number of referrals received and programmes delivered, with larger urban centres being likely to deliver more programmes.

Just under a half (47%) of providers reported difficulty recruiting facilitators - especially those who were male (and young and Māori), Māori, and experienced in working in the domestic violence context.

The majority of those attending non-violence and children’s safety programmes were recipients of a predominantly group-based programme (55% and 65% respectively), whilst those attending adult safety programmes more commonly were recipients of a predominantly individual programme (55%). Most programmes for adults are delivered in an open or rolling format (91% of NVPs and 71% of ASPs).

Where safe, the majority of providers were able to involve couples and/or offer a whānau-centred approach to programme delivery. This was particularly true of kaupapa Māori providers.

Most domestic violence providers reported their programmes were underpinned by more than one therapeutic approach. Most commonly programmes were supported by Cognitive Behavioural Therapy, other counselling approaches, Duluth model, and Te Whare Tapa Whā.

An understanding of the characteristics of Ministry of Justice-funded DV programmes and programme users has been drawn from several sources of data. The main data sources include:

- data captured in the Ministry’s court (CMS) and domestic violence programme (DVPMS) databases for the 2016/17 financial year
- quarterly reporting by 90 of Ministry-funded domestic violence programme providers for the same 2016/17 financial year
- an online survey of Ministry-funded domestic violence programme providers (62 providers responded within the May 2018 deadline).

Data from each source are generally not directly comparable due to differences in definitions and time periods for recording (e.g. period when referral occurred, when assessment was conducted, when programme started, if and when programme ended). However, together, the data give the most complete picture possible of domestic violence programmes and their participants.

Base numbers can vary depending on which source is used and also on the extent of any missing data. The Ministry databases are live and are constantly being updated, which means data extracted at different time points can vary. The validity of all data is dependent on the accuracy of data entry.

### 3.1 Overall volumes of programmes and referral sources

Data from both CMS and DVPMS were extracted to estimate the total number of Ministry-funded assessments completed and programmes delivered (see Table 3.1). Just over 2,500 started a non-violence programme in 2016/17, around 1000 started an adult safety programme and just over 800 started a children’s safety programme.

**Table 3.1 Number of Ministry-funded assessments completed and domestic violence programmes delivered (at least in part), 2016/2017**

	NVP	ASP	CSP
Assessment completed	3,227	1,284	958
Programmes started	2,648	1,038	825
Programmes completed (objectives met)	1,996	831	694

Programme completed (100% of agreed sessions attended)	1,623	n/a	n/a
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Notes:

- Counts are based on services delivered, not individuals receiving a service. If a person attended more than one programme they would be counted more than once.
- Some 17-year old 'children' may have completed an adult safety programme. CSPs are designed for those aged 16 years and younger.
- NVP assessments completed relate to all parties with the event 'Notified of Settled Terms of Attendance', or for ASP/CSP 'Notified of Need for Support Safety Session' or 'Notified of Safety Plan Delivery and No Sessions Required'.
- Programmes started do not include programmes that were started in 2016/17 but were cancelled or were still open at the end of 2016/17.

### 3.1.1 Referral source for programmes started

The majority of referrals for non-violence programmes are generated by the Family Court following the issuing of a protection order (67%), with one third of referrals generated by a criminal court judge in a family violence court for a defendant who has pled guilty to a family violence offence (Table 3.2).

**Table 3.2 Referral source for Ministry-funded domestic violence programmes, 2016/17**

	Non-violence programme (n=2,648)	Adult safety programme (n=1,038)	Children's safety programme (n=825)
Family Court	67% mandated	100%	100%
Criminal Court	33% non-mandated	-	-

If an individual was issued with a protection order during a criminal court hearing (Sentencing Act 2002), the referral will come through the Family Court as a mandated referral. It is unknown what proportion these represent. However, Sentencing Act protection orders make up around 30% of all protection orders made.<sup>19</sup>

All safety programmes are recorded as being referred via the family court.<sup>20</sup>

### 3.1.2 Assessments

Data presented in Table 3.1 suggest a total of 3,227 assessments were completed for NVPs, 1,284 for ASPs and 958 for CSPs in 2016/17.

<sup>19</sup> Personal communication, 23 March 2018. Data supplied to the evaluators by the Ministry of Justice.

<sup>20</sup> Victims of family violence offences are eligible for Strengthening Safety Services which are not included in this evaluation.

Not all those for whom assessments are undertaken proceed onto a programme (Table 3.1). An assessment may determine that a programme is inappropriate due to safety concerns, a protection order may have been discharged or the respondent may have absconded or been re-arrested for another matter.<sup>21</sup> Protection order applicants may attend an assessment and then decide not to attend an ASP.

In 2016/17, about one in five (18%) assessments for an NVP did not result in a person starting an NVP.

### *Victim Informed Assessments (VIAs)*

National and international best practice indicates that the views of the protected person/victim should be considered as part of the assessment process of those who perpetrate the violence. This is also a requirement within the Code of Practice.

The online survey asked providers of NVPs if they used victim-informed assessments. Of the 34 providers that responded to this question:

- 22 (65%) reported they *'always'* used them (as long as it was safe in the circumstance)
- 11 (32%) reported they *'sometimes'* used them
- 1 (3%) reported they *'never'* used them.

2016/17 quarterly provider reporting data indicated victim-informed assessments were used in around 23% of all programme placements. However, there was considerable variation in use across providers, ranging from no recorded use of victim-informed assessments to using them in around 90% of all cases (four out of 50 providers).

### **3.1.3 Non-violence programme completion rates**

In 2016/17, about three-quarters (1,996 of 2,648) of those who started a non-violence programme completed it.

These figures come from data in the DVPMS and are estimates based on the type of form submitted to a court and relevant data on such forms, and where “completion” of a NVP is defined as having met the following four Ministry performance measures:

1. All sessions have been attended and requested tasks completed
2. The behaviour that resulted in the referral has been acknowledged
3. Empathy and victim impact work regarding those affected has been undertaken (fully/partially) and
4. Safety and relapse prevention plans are in place.

There is no process for checking the accuracy or validity of having actually met these performance measures.

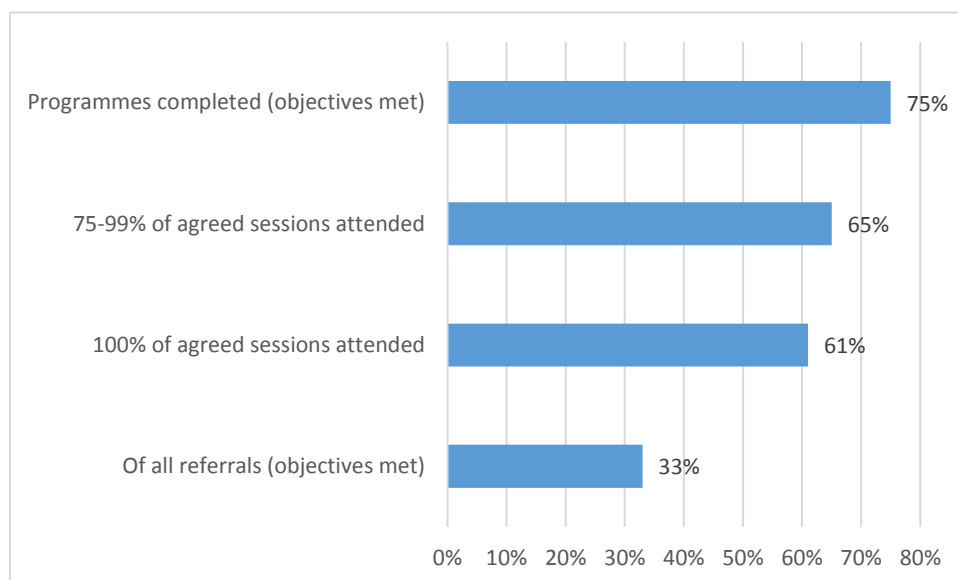
If “completion” is defined differently as the number of NVP sessions completed, the completion rates vary from a lower 61% based on attending all sessions to 65% based on attending 75 – 99% of the sessions.

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21 The referring court will be notified of such cases.

Figure 3.1 presents non-violence programme completion rates based on various definitions. Also included is the rate of completion compared to those initially referred (see section on non-compliance below).

**Figure 3.1 Non-violence programme completion rates, 2016/17**



The DVPMS recorded rate of completion for ASPs was slightly higher (80%; 831 of 1,038 programmes started), and higher still for CSPs (84%; 694 of 825). These higher rates may reflect less stringent definitions of completion and the fact that these programmes are voluntary for adult and child victims.

#### *Non-compliance rate of those referred*

What is unclear from these data is the non-compliance / attendance rate of those initially referred from court. This data was difficult to reliably estimate using DVPMS. However, providers do report on the number of referrals received as part of their quarterly reporting (some of these referrals may only be indicative and not confirmed referrals). Total referrals in 2016/17 for each type of programmes were as follows (the percentage of those referred who completed the programmes is based on the DVPMS data, see table 3.1):

- NVP referrals = 6019; programme completion (based on objectives met) = 33%<sup>22</sup>
- ASP referrals = 2425; programme completion = 34%
- CSP referrals = 1074; programme completion = 65%.

Despite two-thirds of NVP referrals being mandatory, and the likely negative consequences on sentencing of non-completion of the non-mandated referral, clearly a large proportion of respondents/defendants referred to a programme are not completing them (67%). A similar proportion of applicants are also not electing to complete the ASP programmes to which they have been referred (which is their choice).

<sup>22</sup> While the reporting time periods do not align across datasets, if the annual volumes are expected to be the same then percentage completion rates would still be relevant. However, the provider quarterly reporting on referrals is not validated and may be counting the same individuals who are referred a number of times before being placed on a programme.

### 3.1.4 Repeat attendance

Table 3.1 counts the total number of referred people who completed an assessment or attended a programme. If an individual completed more than one assessment and/or attended more than one programme they would be counted more than once. Analysis of available data suggests only a small number received more than one Ministry-funded programme in a given year despite some respondents having multiple protection orders (Table 3.3).

**Table 3.3 Number of Ministry-funded family violence programmes completed by individuals**

	NVP	ASP
<b>In 2016/17</b>		
1 programme completed	1,982	786
2 programmes completed	7	21
3 programmes completed	-	1
<b>Number of programmes completed prior to 2016/17</b>		
1 programme completed prior	24	54
2 programmes completed prior	-	5

Note NVP programme completion status based on programme objectives recorded as met.

### 3.2 Programme user characteristics

Table 3.4 presents demographic characteristics of those who started a Ministry-funded domestic violence programme (from DVPMS data). The majority of NVP participants are male (92%), while an even greater proportion of ASP participants are female (99%). The most common age range for NVP and ASP participants was 20-29 years (35% and 36% respectively).

Based on available data, the majority of participants from all domestic violence programmes are recorded as being European (just over half). Māori make up a quarter of NVP attendees (24%) and a slightly higher 29% of ASP attendees and even higher 36% of CSP attendees. However, this ethnicity data needs to be interpreted with caution. Firstly, it is not self-identified, rather it is based on that recorded in DVPMS through court from programme provider assessments and may be subject to recording errors. Further there is a substantial proportion of missing data (e.g. 60% of ethnicity data for NVP attendees is not recorded or not known).

**Table 3.4 Demographic details of those who start a Ministry-funded domestic violence programme**

	NVP (n=2,648)		ASP (n=1,038)		CSP (n=825)	
	n	valid %	n	valid %	n	valid %
Gender						
male	2430	92%	6	1%	407	51%

female	211	8%	1030	99%	387	49%
missing	7	-	2	-	31	-
<b>Ethnicity</b>						
NZ European/other European	565	54%	408	55%	208	50%
Māori	253	24%	214	29%	152	36%
Pasifika	114	11%	41	6%	32	8%
Asian	95	9%	61	8%	18	4%
Middle Eastern/Latin/African	25	2%	14	2%	10	2%
Other	1	-	-	-	-	-
Unknown	1595	-	300	-	405	-
<b>Age group</b>						
Under 10 y	-	-	-	-	582	71%
10-16 y	-	-	-	-	243	29%
17-19 y	99	4%	30	3%	-	-
20-29 y	876	35%	373	36%	-	-
30-39 y	745	29%	351	34%	-	-
40-49 y	550	22%	217	21%	-	-
50-59 y	201	8%	57	5%	-	-
60 y +	63	2%	10	1%	-	-
Unknown	114	-	56	-	-	-

Source: DVPMS data

Note: Repeat clients are counted more than once.

Note: The ethnicity of substantial proportions of programme starters is unknown. The percentages have been calculated based on those whose ethnicity is known.

### *Location of clients*

There can be challenges to attend programmes for applicants and respondents who live in rural areas. The online survey asked providers what proportion of their referrals came from rural areas. For just under a third of providers (28%) this was their predominant source.

- 28% reported over three-quarters of referrals came from those living in rural areas
- 37% reported around half of their referrals were from rural areas and
- 35% reported it was less than a quarter.

### **3.3 Provider characteristics**

This section outlines characteristics of Ministry-funded DV programme providers, drawn primarily from the online survey but supplemented by other sources of data where applicable.



### 3.3.1 Types of domestic violence programmes delivered

According to provider quarterly reporting in 2016/17 there were 90 providers of Ministry-funded programmes. Of these 90 providers:

- 53% (n=48) accepted referrals for NVPs
- 75% (n=68) accepted referrals for ASPs
- 44% (n=40) accepted referrals for CSPs.

Invitations to the 2018 online survey were sent to 95 providers (includes satellite offices) of whom 62 replied (63%). Their responses whilst not representative of all, also collected characteristics of providers, programmes and participants. The proportion of those delivering NVP and ASPs was very similar to the 2016/17 records (53%, n=32; and 77%, n=46 respectively out of the 60 who responded), with the exception of CSP providers, where relatively more responded to the survey (62%; n=37) in total.

Of the 60 providers who responded, 23 (38%) delivered non-violence programmes for women, and 20 (33%) delivered adult safety programmes from men (see Table 3.5).

### 3.3.2 Experience delivering domestic violence programmes

The 2018 online survey asked providers when they first delivered Ministry-funded DV programmes. The majority (68%) of NVP providers for men had been delivering these programmes for over 10 years. Other programmes particularly safety programmes were more common since October 2014 following the commencement of the Domestic Violence Amendment Act 2013.

**Table 3.5 History of delivering Ministry-funded domestic violence programmes**

Programme type	Since Oct 2014	Between 2007 and Sept 2014	Pre 2007 (over 10 years ago)	Total number of providers
Non-violence (men)	7	3	21	31 (52%)
Non-violence (women)	10	3	10	23 (38%)
Adult safety (women)	22	2	21	45 (75%)
Adult safety (men)	13	2	5	20 (33%)
Children's safety	15	9	13	37 (62%)

Source: Online survey of providers

### 3.3.3 Kaupapa Māori domestic violence programme providers

Provider survey respondents (N=57) were asked to identify how they viewed their organisation in relation to their delivery of programmes to Māori from three options. Below are their responses:

- 18% (n=10) identified their organisation as Kaupapa Māori
- 14% (n=8) as a mainstream provider offering a tikanga Māori programme stream
- 65% (n=37) as a mainstream provider offering generic programmes for all participants, including Māori participants.

One respondent described its organisation as an ethnic organisation offering services to Asian, African and Middle Eastern migrants and refugees; and another as a Pacific provider offering tikanga Māori and mainstream programme streams.

### 3.3.4 Ministry of Justice referrals

Providers can deliver a range of services and programmes with funding from a number of different sources (e.g. Ministry of Justice, Department of Corrections, Ministry of Social Development, Oranga Tamariki and through fund raising). Online provider survey respondents were asked to estimate the proportion of their referrals associated with Ministry-funded domestic violence programmes. For 28% of providers Ministry-funded DV programme referrals were their main referral source.

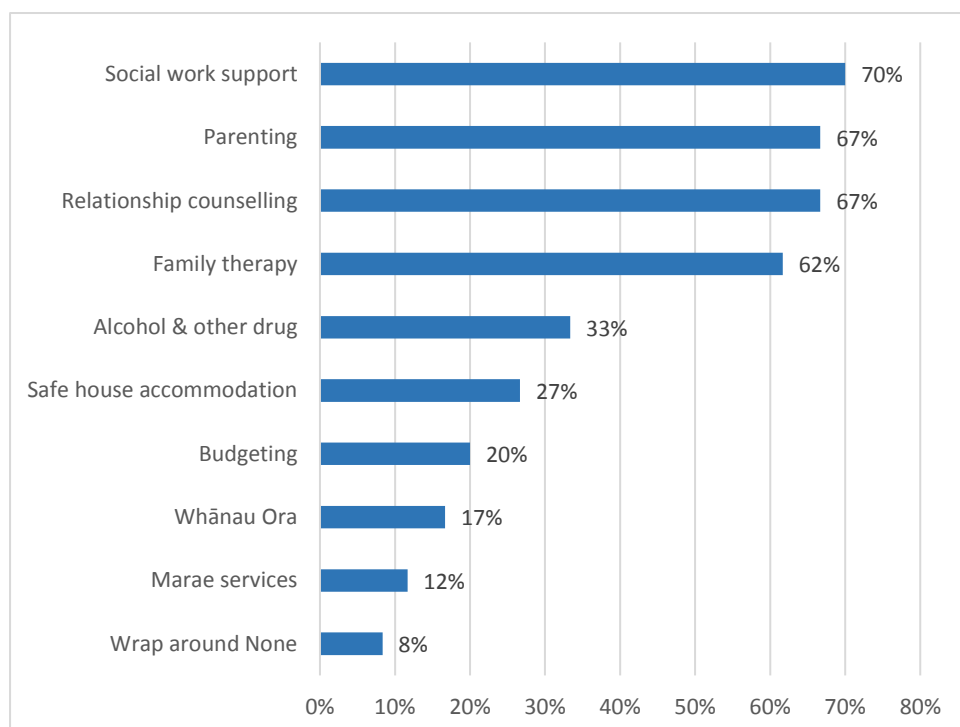
- 28% of providers estimated over three quarters of their referrals were for Ministry-funded programmes
- 37% estimated around half of their referrals
- 35% estimated less than half of their referrals were for Ministry-funded programmes.

### 3.3.5 Wrap around services

Many of those experiencing domestic violence have a range of complex needs that may contribute to, or impact on, the occurrence of domestic violence. Providers were asked to indicate what other types of wrap around services their organisation has available for their DV programme participants.

All but five (8%) providers offered one or more additional services, with the average being four additional services (see Figure 2.2). The top three additional services these organisations could offer DV programme participants were social work support (70% of providers), parenting support (67%) and relationship counselling (67%).

**Figure 3.2 Range of wrap around services delivered by DV programme providers (n=60)**



Source: Online survey of providers

### 3.3.6 Facilitating access to domestic violence programmes

Attendance at programmes can be impeded by a number of barriers (work commitments, lack of transport, living in rural area).

All Ministry-funded domestic violence programme providers were asked about the types of access available to their participants. Of the 57 who responded to this question:

- 79% offer programme sessions in the evening
- 42% offer programme sessions at weekends and
- 26% offer marae-based programmes.

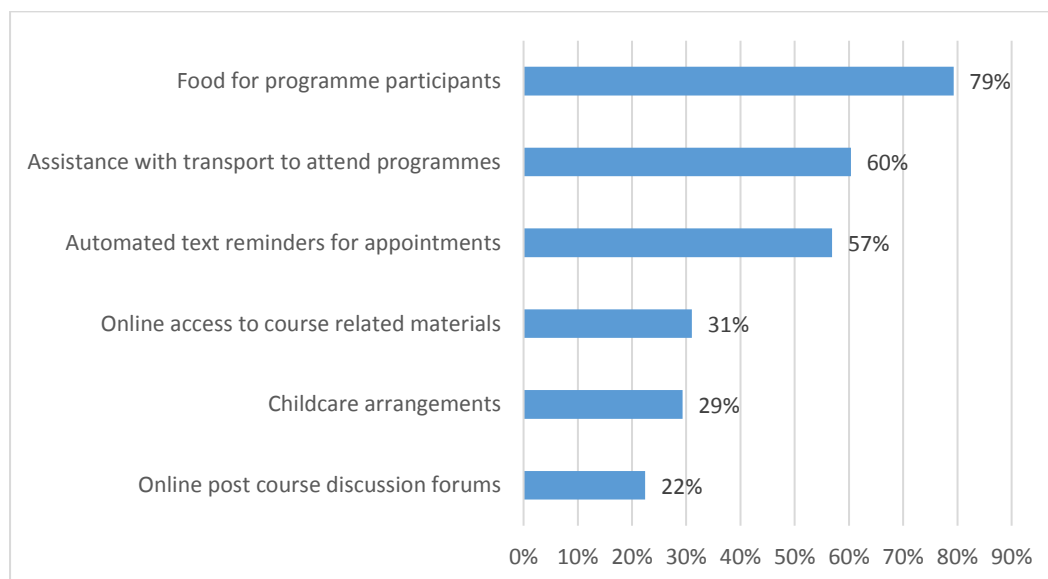
The requirements for the delivery of non-violence programmes are made clear in the Code, including that NVPs cannot be delivered in a defendant's/respondent's home. However, adult safety programme providers have more flexibility and were asked what other ways applicants could access their ASP or other services. Of the 46 ASP providers who responded:

- 78% offer programme material or services over the phone
- 67% offer programme sessions in the adult victim's home; and
- 20% offer online sessions.

Providers can also offer other types of support to help those referred to programmes to attend. Figure 2.3 presents the proportion of domestic violence programme providers who offered some of these support services.

The three most common services were offering food for programme participants (79%), assistance with transport to attend programmes (60%) and automated text reminders for appointments (57%).

**Figure 3.3 Assistance offered by Ministry-funded domestic violence programme providers**



Source: Online survey of providers

## 3.4 Programme facilitators

### 3.4.1 Facilitator numbers

The number of approved facilitators varies according to the type of provider (sole provider, community service provider), the number of referrals received, and programmes delivered, with those in larger urban centres being more likely to deliver more programmes.

- Of the 32 providers who deliver NVPs (for men or women), the average number of approved facilitators was 5.2, ranging from 1 through to 16. The providers with more facilitators were located in major urban centres and/or covered wide geographical areas.
- Of the 46 providers who deliver ASPs (for women or men), the average number of approved facilitators was 3.8, ranging from 1 through to 18. Again, those with more facilitators were located in major urban centres.
- Of the 37 providers who deliver CSPs, the average number of approved facilitators was 2.9, ranging from 1 through to 10.

### 3.4.2 Difficulties recruiting facilitators

Providers were asked if they experienced difficulty recruiting facilitators with particular characteristics (e.g. experienced, specialist skills, younger, male, those with 'street credibility', appropriate cultural knowledge). Just under half of providers (47%) said they did.

The 47% of providers who experienced difficulty recruiting facilitators were asked to describe those characteristics they had most difficulty recruiting. Providers could refer to more than one characteristic (e.g. Māori males located in rural area).

Below are those mentioned in order of frequency. Whilst unlikely to be an accurate estimate of the relative difficulty of recruiting facilitators with particular characteristics, they do provide some indication of the types of facilitators difficult to recruit:

- males (n=10), and more specifically young males (n=4) and Māori men (n=2)
- Māori (n=6)
- DV experienced/qualified (n=8)
- located in rural/less populated locations (n=5)
- those able to meet MOJ criteria/pass vetting (n=2)
- child specialists (n=1)
- Pasifika (n=1)
- facilitators willing to work nights (n=1).

The top three types of facilitators providers had difficulty recruiting were males, Māori and those suitably qualified and experienced.

Two providers (one delivering NVPs and one delivering ASPs) explained the difficulties they had recruiting facilitators that met set criteria.

*Those applicants who may be suitable have a current or historic criminal history and do not pass the police vet[ting process] (NVP provider).*

*Facilitators must have completed Women's Refuge Advocates Training, must have had previous facilitation training, must have at least 1 year of Women's Refuge experience to ensure they have the necessary skills, knowledge and experience to facilitate our programmes effectively and safely. This can cut the field from which we can engage facilitators down considerably (ASP)*

### **3.4.3 Accessing supervision**

The Code requires facilitators to have access to regular clinical supervision to apply knowledge to practice, develop skills and to challenge ideas and practice. The Code provides the following guidelines on the frequency depending on the level of experience of the facilitator.

- Inexperienced group programme facilitators are required to undertake fortnightly supervision.
- Experienced group programme facilitators should undertake monthly supervision.
- Individual programme facilitators (who all must be experienced) should undertake monthly supervision.

The Code suggests the supervisor should ideally have a tertiary education in a relevant discipline as well as significant clinical experience and knowledge of domestic violence. The supervisor may be a senior practitioner within, or outside the organisation.

Providers were asked who provided supervision to their facilitators. Most commonly it was a professional outside of their organisation with specific DV experience (used by 70% of providers). It was also common to use a combination of supervisor arrangements, with one in ten providers using all three types below (14%, n=8) and nearly half using two (47%, n=28).

- a professional from outside the organisation with specific DV experience (70%, n=42)
- other professional from outside the organisation (45%, n=27)
- someone qualified to provide supervision within their organisation (56%, n=34).

#### *Cultural supervision*

Facilitators working with participants belonging to cultures other than their own are required to have the skills to deal appropriately with these participants' needs. Access to cultural supervision is not set out as requirement in the Code but is one way to assist facilitators acquire these skills. Over half of providers (53%) reported their facilitators received regular cultural supervision (at least monthly).

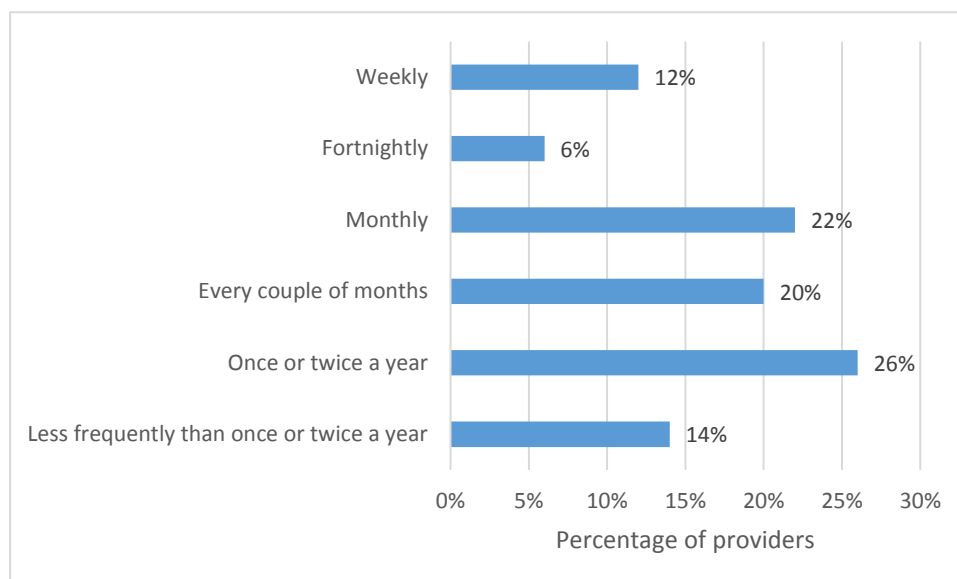
### **3.4.5 Accessing professional development**

Observation and assessment of facilitators' practice is an important process for ensuring good practice and is an opportunity for facilitators to receive specific feedback on their practice and suggestions for professional development.

Data presented in Figure 3.4 shows there is quite a bit of variability in how frequently facilitators are observed and assessed, ranging from weekly observations (12% of providers) through to less than

once or twice a year (14%). Just under two-thirds (60%) of providers reported facilitators were observed and assessed every couple of months or more frequently.

**Figure 3.4 Frequency with which facilitator practice is observed and assessed, 2018**



Source: Online survey of providers

Access to training is another key component of professional development. However, the costs and availability of relevant external training options can act as barriers. As a result, providers tended to rely on their in-house training to equip their facilitators. When asked:

- 72% agreed or strongly agreed they relied heavily on their own in-house training to equip their facilitators.
- An even greater proportion (91%) agreed or strongly agreed it would be good to have more external training options available.

### 3.5 Programme delivery

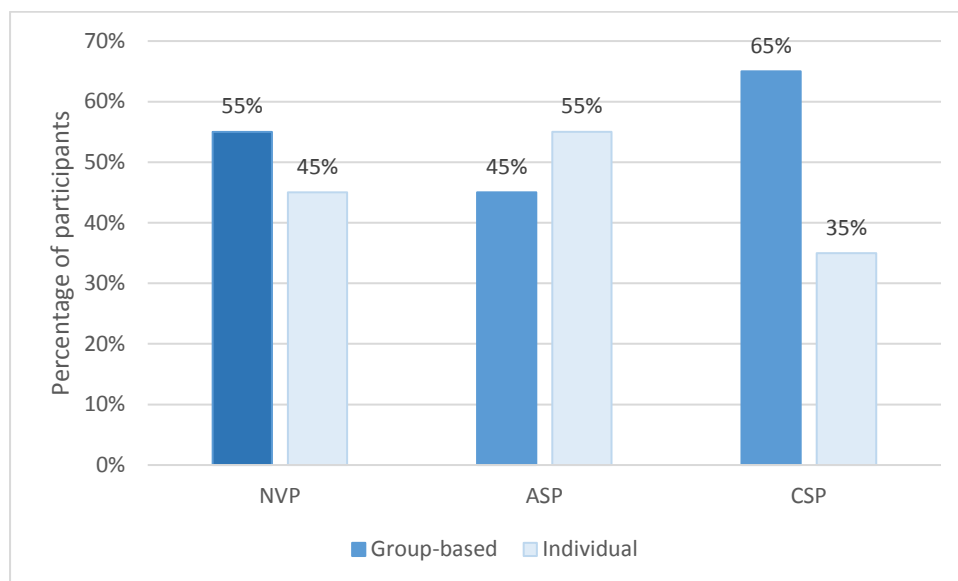
#### 3.5.1 Individual or group programmes

Programmes can be delivered in a group format or one-on-one (individual programme). In practice, it can be a combination of the two, with up to three hours of group safety programmes able to be delivered as individual safety sessions, and up to four hours of group-based NVPs able to be comprised of individual work (to address a particular issue such as parenting or safety issues). Hence, the Code now refers to the programmes as either *predominantly group* or *predominantly individual*.

In 2016/17, DVPMS data show 58% of all participants attended NVPs that were predominantly group; and 42% predominantly individual.

Similar data for safety programmes is not available in DVPMS. However, quarterly reporting data from providers includes information on programme modality for all types of programmes (Figure 3.5). This data suggests a similar breakdown for NVPs as the DVPMS data. The majority of NVPs and CSPs were delivered via a predominantly group-based format (55% and 65% respectively), whilst the majority of ASPs were delivered one-on-one (55%).

**Figure 3.5 Modality of programme delivery for participants**



Source: Programme providers quarterly reporting 2016/17

Group programmes can either be delivered on a rolling format where new intakes can join a programme at the start of each module being delivered ('open'), or be closed where participants all start and end the programme at the same time attending modules in the same order.

Online survey participants who delivered group programmes were asked which format they used. The majority of providers of all programme types reported opting for a rolling format, particularly the NVP providers of whom 91% delivered their programme in this format.

- NVP – 91% rolling group (21 out of 23 providers)
- ASP – 71% rolling group (25 out of 35 providers)
- CSP – 58% rolling group (18 out of 31 providers).

#### *Programme modality where referral numbers are small*

The Code provides guidelines on the ratio of facilitators to group size and the minimum number of participants to run a group programme.

- Non-violence group programmes are not to be offered where there are fewer than four participants (as the benefits of group participation are negligible when the group is too small).
- Single facilitator groups are funded for four to seven participants. The Ministry will fund two facilitators for eight to 14 participants.

This means if there are only four participants the provider has the option of running a group programme with just one facilitator or run four individual programmes. Providers must weigh up the advantages of a group modality but with the risks and disadvantages of only one facilitator (no ability for facilitators to role model).

When asked 60% of providers indicated they would opt for running a group programme but with only one facilitator; a quarter (26%) that they would run individual programmes, while 19%

responded it would depend for example on each participants' needs and whether they are best suited for group or individual setting (as per the Code). There were just two providers who appeared restricted based on funding criteria. Their own policies were that they would only run a group programme with two facilitators, therefore regardless of what was preferable, they would run four individual programmes if they had just four participants.

*We always run groups using co-gender facilitation. As groups are run in the evenings from a safety perspective we always have two facilitators again using co-gender.*

*We never run programmes with one facilitator to comply with our health and safety policy. We would always encourage group over individual where practicable.*

### 3.5.2 Number of sessions

As outlined above the agreed number of sessions for each programme participant is determined as part of the initial assessment and documented in the 'Settled Terms of Attendance', although is expected to be delivered over a minimum period of 8 weeks.

For NVP, DVPMS records both the agreed number of sessions and the actual number of sessions completed (Table 3.6). Total number completed can vary if a provider 'excuses' a participant or if circumstances change requiring a variation to the terms of attendance. Where non-attendance is through non-compliance the provider is required to report back to the court but the participant can still continue in the programme unless there are two or more non-compliances.

The average number of agreed sessions was 14.7, with the highest number being 52 sessions. The average number actually completed was similar 14.8, but with the highest number being 99 sessions.

**Table 3.6 Agreed number of non-violence programme sessions and number actually attended**

	Agreed number of sessions		Completed number of sessions	
	n	%	n	%
Less than 5	34	2%	43	2%
6-10	392	20%	400	20%
11-15	664	33%	754	38%
16-20	790	40%	684	34%
21-25	98	5%	107	5%
Over 25	18	1%	8	0.4%
Totals	1,996	100%	1,996	100%

Source: DVPMS records

### 3.5.3 Involvement of others

According to the Code, non-violence and safety programmes must be delivered separately. However, while programmes must be delivered primarily to the referred client there is some flexibility for the attendance of support persons or partners/family/whānau when delivering



programmes. This is encouraged in the Code however, these sessions must meet all aspects of safe programme delivery under the Code and will usually occur towards the end of the programme once accountability and safety has been fully assessed.

The online survey asked providers, where applicable and safe who else they were able to include as part of their programme delivery. Results are in Table 3.7.

**Table 3.7 Involvement of others in Ministry-funded programmes**

	NVP (N=30)		ASP (N=43)	
	n	%	n	%
Partners (for couples who do not want to separate)	21	70%	26	60%
Other members of the family or whānau	20	67%	37	86%

Source: Online survey of providers

Note: Percentages are calculated based on the total number who responded to each question.

It appears that the majority of providers were able to involve couples and/or offer a whānau-centred approach to programme delivery. When kaupapa Māori providers are considerably separately, all those delivering NVPs (n=6) reported they were able to involve partner and members of the family or whānau. Of those delivering ASPs (n=7), six were able to include partners and all seven reported being able to include other members of the family or whānau.

It is not possible to ascertain from this question how frequently the involvement of others occurs, rather that is possible to incorporate the involvement of others.

### 3.5.4 Therapeutic approach

The online survey asked providers if their programme was underpinned by any therapeutic approach(es). Just 5% (3 out of 57) of providers reported their programme was not, and a further 4% (2 out of 52) were not sure. This left the majority of providers (91%; 52 out of 57 who responded to this question) who reported their programme was underpinned by one or more therapeutic approach. This group were asked to briefly describe the therapeutic approach(es) that were most influential in their programme design and delivery, and where applicable to refer to which type of programme (NVP/ASP/CSP).

The majority referred to more than one approach, and those described are listed below in order of frequency. Of note 18% (n=10) providers described themselves as a Kaupapa Māori organisation, and a further 14% (n=8) as a mainstream provider that offers a tikanga Māori programme stream.

- Cognitive Behaviour Therapy (46% or 30% of Kaupapa Māori providers)
- Other counselling approach (40% all mainstream providers)<sup>23</sup>
- Duluth model (33% or 10% of Kaupapa Māori providers)
- Te Whare Tapa Wha (29% or 30% of Kaupapa Māori providers)

23 A range of other counselling approaches were referred the most common were strength-based approaches, narrative therapy, solution focused and person centred.

- Motivational Interviewing (21% or 10% of Kaupapa Māori providers)
- Kaupapa Māori approach (13% or 50% of Kaupapa Māori providers<sup>24</sup>)
- Risk-Need-Responsivity (8% or 20% of Kaupapa Māori providers)
- Pasifika approaches including Fonofale and Vaka model (5%)

An additional four providers reported using a range of approaches that varied according to style of the counsellor and needs of the individual client. It is likely some approaches described would be more commonly used for particular types of domestic violence programmes (e.g. motivational interviewing, Risk-Need-Responsivity model more common for non-violence programmes). Unfortunately, most providers did not specify the type of DV programme they were referring to, so it is unclear the extent to which the approach was specific to programme type.

### 3.5.5 Follow-up

Whilst not a standard part of Ministry-funded programmes, the importance of follow-up was recognised by providers. Nearly all providers (96% or 53 out of 55) reported they were able to offer post programme support for participants who attended their Ministry-funded DV programme. It is unclear how this support would be funded.

### 3.5.6 Monitoring and evaluation

Providers were asked whether and how they collected feedback from their clients to help them understand how they experienced the programme. Responses were as follows (note it was common to use a combination of the three):

- 89% used the client evaluation forms provided through the code of practice (note this is a requirement of providers)
- 69% informally asked clients
- 65% used their own programme evaluation forms.

Additional ways client feedback was collected included the use of 'video and voice recording', the use of a 'success book', group feedback sessions and independent research projects. Two providers used the Partners for Change Outcome Management System (PCOMS).

Providers were also asked what other evidence they gathered to help them understand how effective their programme(s) are. Their responses are summarised below.

- client feedback (n=10) - including informal feedback, demonstration of learnings, exit interviews, client review meetings, pre-post evaluations, self-reported goals attained, and follow-up feedback after the programme had finished (collected through follow-up phone calls and informally through on-going involvement with clients)
- third party feedback (n=10) - parents/partners/family/whānau feedback as applicable
- feedback from community stakeholders including referrers (n=7) – either collected informally or through more formal evaluation such as a referrers satisfaction survey (n=2)
- re-offending / re-victimisation data (n=6) – mostly through regular monitoring of stats such as FVIARS or court hearings or feedback during interagency meetings

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24 Some Kaupapa Māori providers may have taken it for granted that they used such an approach.

- internal monitoring (n=4) – of client engagement, rates of attendance, % achieving outcomes, early exits.
- research (n=4) – internal research projects(n=3) and external research (n=1)
- staff review meetings (n=2) – including planning and debrief meetings, and sessions held at the completion of a term of programme sessions to assess the effectiveness of the prior programme, analyse evaluation forms, assess strengths, weaknesses, what is working, what is not, etc

Other forms of evidence gathered included case studies, data through Partners for Change Outcome Management System (PCOMS), on-going involvement with clients. One provider described a range of approaches they used to collecting evidence - Photos, hui, korero and wānanga approach.

## 4 Programme user perspectives

Chapter 4 presents some participants' views and experiences of non-violence and adult safety programmes. We interviewed 40 participants of non-violence programmes (19 of whom were participants of non-violence programmes delivered by Kaupapa Māori providers) and 24 participants of adult safety programmes (3 of whom were participants of adult safety programmes delivered by Kaupapa Māori providers).

Key findings include:

All participants of non-violence programmes and all except one of the participants of adult safety programmes we interviewed rated their programme as either 'very helpful' or 'helpful', with most responding 'very helpful'. This finding held regardless of programme modality – group (including in open rolling format) or individual.

All participants of mainstream programmes we spoke with would recommend the programme to other perpetrators or adult victims of family violence, with most recommending it 'highly'.

Feedback from programme participants generally was that they had preferred a more conversational, interactive style of learning, supplemented with visuals and videos. For some the use of metaphor to deliver programme content had been very powerful.

Skilled facilitators – especially those with a shared experience of family violence - were key to participants' successful engagement and learning whilst on the programme. The actual size of the group sessions appeared to matter less than the facilitator's skill to manage the group.

Participants of non-violence programmes told us they responded better in a physical environment that was warm and comfortable and that they had appreciated access to tea and coffee making facilities and snacks (such as toast).

Improvements volunteered by participants of mainstream non-violence programmes included: provider follow-up with programme completers; facilitators with a better ability to communicate with programme participants for whom English is not their first language; and earlier placement or more emphasis within the programme on the link between alcohol & drugs and family violence.

General busyness, issues with childcare, distance from the provider, time of the sessions, personal apprehension, and difficulties understanding the English language were some of the barriers adult victims were likely to face to adult safety programme participation.

Some participants - mostly immigrant or refugee women – recalled experiencing particular access difficulties. However, those who had persisted had found the adult safety programme positively 'life changing.'

The timing of the offer to participate in an adult safety programme needs to be made when the adult victim is ready to engage. This can be difficult to gauge and providers may need to extend an offer more than once.

A small number of women who told us that they were able to complete the supporting safety sessions in their own home were most appreciative of this.

Aspects that participants found most helpful about the adult safety programme aligned well with learning expectations (i.e. to learn that domestic violence is not acceptable and the effects of domestic violence on themselves and their children; develop skills to keep themselves safe; build self-worth and self-confidence).

Suggested improvements to adult safety programmes include:

- focusing on what's practical during safety planning and supporting safety sessions
- showing respect for participants by always spelling their names correctly
- ensuring facilitators have access to knowledge about family law
- giving participants a workbook of the programme materials
- having joint programme sessions for adult victims and their children.

In general, the Kaupapa Māori programmes largely cover the same content areas as the mainstream programmes. What differentiates Kaupapa Māori programmes from mainstream ones is the weaving of tikanga Māori (cultural principles, practices and values) and mātauranga Māori throughout all aspects of the programmes.

Maori cultural concepts are foundational; and traditional values such as whakapapa, whanaungatanga, mana wāhine and mana tāne are used as the foundation to bring about positive change. Māori reconnect participants to tikanga, affirm their cultural identity as Māori, and emphasise the contemporary relevance of tikanga as providing a cultural compass to guide their engagement with whānau.

Both the group and individual programmes delivered by three Kaupapa Māori providers participating in the evaluation utilised tikanga Māori throughout their sessions. Both programme modalities started with a karakia or a waiata to settle the spirit (kia tau te wairua) and to help participants' engagement.

Participants of Kaupapa Māori programmes connected with and valued the sharing of mātauranga Māori (traditional knowledge) and tikanga (cultural values and practices). They liked how tikanga was shown to be applicable and relevant for how they lived their lives today. This included the roles of men and women (mana tāne, mana wāhine); reiterating the sanctity of wāhine (te wharetangata) and re-establishing the roles of men as protectors and nurturers. Violence was depicted as a transgressing tikanga (mana, tapu and whakapapa).

Kaupapa Māori programme participants were highly positive about the skills and disposition of facilitators. In particular, facilitators were seen as skilful, having excellent facilitation skills and a genuine interest and commitment to the men and supporting positive change and whānau wellbeing. Personal factors also played an important role in connecting with participants and sustaining engagement.

The findings in this Chapter come from 64 interviews with adult participants of non-violence (n=40) and adult safety programmes (n=24). Twenty-one of these were with participants of programmes delivered by Kaupapa Māori providers.

We asked them how they experienced the assessment process and the programme, how helpful they thought it was - and aspects they found most and least helpful – and whether they would recommend it to others in similar circumstances.

## 4.1 Perspectives of non-violence programme participants

As set out in section 2.1, participants of non-violence programmes are:

- respondents to a protection order who are required to undertake an assessment and attend a programme as directed by the Family Court on the making of a protection order (mandated programme) or
- offenders of domestic violence offences who have pleaded guilty in the criminal court and are attending an assessment and programme as part of pre-sentence adjournment (non-mandated programme).

The Code of Practice makes clear that these programmes should be responsive to the needs of participants (Principle 3) and participants must be held accountable for their behaviour (Principle 1).<sup>25</sup>

We interviewed 21 participants of a mainstream non-violence programme – all except one of whom were programme completers. About one third of the 21 were required to attend a (mandated) programme by the Family Court.

*'I was very pissed off but saying that after I started going to the course, the first [session] was okay, second one... once you start to know what's expected of you ... I really enjoyed it.'*

*'It seemed like a real miscarriage of my rights and justice to be sent to do something like this to be honest on the evidence presented in the [family] court in my opinion and I resisted a lot before I came here.'*

About two-thirds had pleaded guilty to a family violence-related charge in a criminal court and had undertaken a programme as part of pre-sentence adjournment.

*'It was part of my court order ... I told my lawyer that I would do anger management to help me with my court case so it's a lighter sentence ... The judge ... said ... the courts would pay for it ... I had to fill this paper out at court and they referred me to [X].'*

*'I'm charged with ... a couple them are assault charges. I just really was desperate to find something to try and control the anger I have. The judge had recommended me to do this. He didn't order me ... I joined up straight away so I can hopefully get home detention and control and see the triggers to my anger that I've always had since I was a young person.'*

### 4.1.1 Experiences of the assessment process

The purpose of the assessment is to determine:

- the extent to which the participant poses a safety risk to any person or the public and

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25 Domestic Violence Provider Code of Practice, Part 5/6, Third Release, September 2017.

- what, if any, non-violence programme is the most appropriate for the participant to attend.<sup>26</sup>

Participants of mainstream non-violence programmes we interviewed reported the assessment process to have been fairly straight forward. Most recalled having met with a programme staff member once for that purpose, with a minority mentioned having met twice.

The participant's first programme session is expected to occur within four weeks of the assessment. Almost all of the 21 recalled the time between the assessment and their first session as being 'short.'

#### 4.1.2 Experiences of programme delivery

The structure, content, design and service delivery of any non-violence programme must aim to '*stop or prevent domestic violence on the part of the respondent.*'

The programme can be delivered as a group or individual programme (Code of Practice). Group programmes are for 25 – 52 hours, generally delivered in two to two and a half hour sessions over eight to 10 weeks.

##### *Group or individual programme*

Seventeen of the 21 had participated in a group programme, with participants being given options as to when they attended - morning or after work – and day of the week (including a weekend option). These participants recalled the size of their group as ranging from four to 16.

Four reported participating in an individual programme – either because of the seriousness of the offences they had committed or because of a conflict of interest.

Whether the programme was delivered in a group session or one-on-one did not appear to impact on participants' satisfaction with the programme.

##### *Prior to the first group session*

Some of the 17 said that prior to the first group session they had still been in denial or had been quite apprehensive about sharing personal information in the knowledge that it was likely to get out, for example among the 'small' Pacific community.

*'I actually thought I didn't really need it. I had that mindset ... I don't need anger management.'*

*'I was very concerned because in the [specific Pacific] community everybody knows everyone - in some way they're related, whether it's through cousins or through marriage. And, I knew going in there that there'd be ... Pacific Island people.'*

##### *Session structure and delivery*

These 21 participants had responded well to being in a structured environment (whether it was group or one-on-one) with clear boundaries. To quote two participants of group sessions:

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26 Domestic Violence Provider Code of Practice, Part 5/6, Third Release, September 2017.

*'I think they provided a real good structured environment with house rules that we had to respect. Obviously, we all had issues and they put boundaries around it in terms of you're allowed to speak, you're allowed to be angry, just not allowed to be aggressive. That sort of stuff, I've never heard of that before. To me, it was just like you're angry, you're angry. You throw a wobbly, you yell, you scream, you swear, chuck things. .... They gave you a bit of structure.'*

*'They're pretty strict. You couldn't be late. You had five minutes and that was it. If you got there late you were a "miss" that night. That was kind of good in a way.'*

Most group sessions had started with a check-in where those present had had a chance to reflect on their week. Most had found these check-ins a helpful precursor to the session proper. For example:

*'The check-ins were the best [part] I think. You always start with a check-in – how was your week? What happened? Was it good? Was it bad? How did you deal with it? I think that's when the best stuff came out because it was real life stuff.'*

They also made clear that they didn't want the check-in to encroach too much on the actual session time. For example, one said:

*'Everything they're teaching there is basically right on the button. Like, each module goes through and there's everything from relationships to managing emotions – everything. The pyramid. There's a lot of stuff that you go through there.'*

Providers of non-violence programmes are encouraged to:

- use educational components based on principles of adult learning to focus on key themes relating to the use of power, privilege, entitlement and control
- draw on one or more research-based approaches to inform the ways that they work with participants to encourage, support and maintain behaviour change, and where relevant, work towards deeper changes in their ways of being and their lives (Code of Practice).

Participants told us there needed to be a 'hook' to keep them engaged in the programme. Their collective feedback was that they preferred a more conversational, interactive type of learning approach. Some spoke of those present enjoying role plays. For example:

*'The class I was in loved to do role plays. Yeah, a lot of Shortland Street actors there in the making, yeah.'*

The use of metaphor to deliver programme content had been very helpful for some others. For example:

*'They did this aeroplane thing with the hurricane thing. The hurricane thing was my relationship and the aeroplane was me. ... What they said is that I fly straight towards the hurricane - which is my relationship - instead of thinking of other ways to go around it and to avoid the situation. That was a big, helpful thing to me too because they said that I can't change the hurricane but I can change the way I fly. big.'*



*'Like the anger iceberg they talk about - you've got anger at the top and all the stuff underneath that's brewing. Just simple things about even thinking; a lot of the time, because your emotions are so haywire, just thinking before you say something ... A lot of it is breaking core values that you may have grown up with.'*

*'This one thing they did and it was about your bucket getting full and overflowing ... I did relate to it ... I did notice a lot of the guys brought it up heaps ... It seemed for some of these other guys ... it helped them to maybe keep their cool or not lose their temper because they sort of could visualise what was happening.'*

A couple of participants who admitted to having been daunted by the idea of attending group sessions said they had actually found them helpful. For example:

*'I'm not a group person. I can't talk in front of a room of people ... but to be in a room with a group of guys and to wear your heart on your sleeve actually helped. It was really good to be able to vent and guys question or challenge you about certain things or to offer up help in some way – "Have you tried this? Have you talked to this person? I did this and it worked really well for me, give that a go.'*

Most participants of group programmes had experienced open (rolling format) programmes in which every four weeks new participants joined the group and some others had dropped out (having completed the programme). This way of delivering the group programme was generally well received by participants who experienced this. For example:

*'I think it's good to keep things fresh, new information, new scenarios, new circumstances. I think the more people you share with, I think it's good. Personally, I didn't mind ...'*

The main disadvantage of open groups was the need for further rounds of introductions at the expense of delivery of session content. As one said:

*'[It was] a bit frustrating because every time new people came in you would have to do a totally new round of introductions ... and that took quite a time of time out of the two and a half hour sessions.'*

### *The importance of skilled facilitators*

Programme facilitators are responsible for ensuring the sessions are purposeful and directional, making the invisible visible, privileging the voice of those who have been victimised, and taking a position in relation to safety (Code of Practice).

The importance of skilled facilitators emerged as a strong theme. Programme participants praised the session facilitators as skilful operators.

*'You're all in the same boat basically with different shit. ... The facilitators just sort of steer it in a good way, very skilful I think.'*

Most of the 17 participants had been in group sessions supported by two facilitators – about half in groups facilitated by two males and about half in groups facilitated by one male and one female. Both could 'work'. It was dependent on their skills, including as active listeners.

*'The teachers, X and Y [both male], they're brilliant ... You get to talk about what your problems are, and they sit there and listen to you. Not many men sit there and listen to other men about their problems. Yeah, that's one thing I like about them.'*

*'They have to have a lady and man ... The women's point of view [helps] us men understand where they come from.'*

They had responded well to facilitators who had a shared experience of family violence. For example:

*'He's really good, really experienced. He's seen a lot of different cases before. He builds rapport really well. Everything is very relatable. He's experienced a lot in his life as well so it is very easy to be able to listen and take advice from him. He's very understanding, he doesn't judge you. Our group was really constructive, very caring. There's a close bond between everyone. I think that stems down from the instructor, the facilitator.'*

And preferred facilitators who had 'on the job' experience over formal qualifications.

*'Very, very, very helpful. X is a lady I look up to and I really say this from 100 percent genuine, she's a lady that goes to work and actually learns her job and doesn't just have a paper with her qualification. ... She'll be able to pinpoint your problem ... She can do it and she's really, really, really good at it and she's helped me open up and have a look at things a bit more because she knows what I'm going through, she knows what my problems are.'*

The actual size of the group – anywhere from four to 16 - appeared to matter less than the facilitator's ability to manage the group. The only negative feedback we heard about facilitators was from one of the 17 we interviewed who had attended group sessions and who hadn't liked the use of a relief facilitator.

#### *The importance of a welcoming physical environment*

Participants responded better to a physical environment that was warm and comfortable. One of the 21 participants of a mainstream programme complained when he experienced the opposite.

*'It was white walls and like a fridge environment and we have to come and share our warm fuzzies and stuff ... They didn't have many posters and things.'*

Access to tea and coffee making facilities and toast was appreciated by participants at programmes that provided these.

*'Good hosts. Like say come break time there's always coffee for everyone ... There's toast there if anyone wants something to eat. ... They're really great.'*

One had appreciated his group's ritual of bringing food as a way of welcoming a new person to the group.

*'Yeah, it's cool. So, there's like 14 people in the group so that's 14 people that are buying stuff ... there's heaps of plates and heaps of food ... You get different stuff. Like you get the normal pizza but I've got one mate ... he brings taro and raw fish. Then other people bring Thai food. It's cool.'*

### 4.1.3 What programme participants found most helpful

#### *The programmes were helpful*

We asked these 21 participants to rate the programme on a 5-point scale from 'very unhelpful' to 'very helpful.'

Regardless of whether they had participated in an individual or group programme, all rated the programme as either 'very helpful' or 'helpful', with most responding 'very helpful'.

What programme participants found most helpful included: understanding the dynamics of family violence and their potential role in it; learning more about themselves - their triggers and early warning signs; learning how to change their thinking; and improving their communication and listening skills.

The following quotes illustrate these themes:

*'For me, it would be understanding anger, understanding violence. Three little words: your thoughts control your feelings, control our actions. That was quite profound for me - that I can't control others' actions and thoughts, but I can control my own.'*

*'I guess it helped me find out a little bit more about myself. I know I've created coping mechanisms but the actual psychological process that's behind it from the abuse ... It kind of linked, connected the dots for me.'*

*'Being mindful about yourself. So, that would be my number one. Just being able to look at yourself, taking a moment to view yourself as other people would from their eyes. Probably the second thing would be, like, techniques and ideas of the theory behind why things happen, or what happened is very helpful. And the third thing would be experience sharing, just hearing other people's stories and then everyone just having an opinion about it.'*

*'[Insights into] the way I thought. Every time I had something negative happen to me I'd just keep thinking and thinking and thinking about it. I'd just work myself up just thinking about that one thing until it really pisses me off. And just what they told me ... [On] ... that course that was a big life changer really. What they told me there was ... to not over think it. If it's already been and done nobody can change it but me... They ... made me think "Oh my god. I do that shit."*

*[The facilitator] was like: "You can't just name it stress." You had to pick out what's causing that stress and give it a name. So, say, if it was my kids for instance, the way that they just always make them clean up all the time. You have to give that a name ... That was probably the best thing.'*

*'Listening skills - that was also a really big thing. I was doing that within a work place environment and my family but it actually cemented what I was doing. And, actually you've got to ... whether it's computer skills or otherwise ... use them.'*

#### *Programme users recommended the programme*

All participants of mainstream non-violence programmes we interviewed would recommend their programme, with most highly recommending it. For example:

*'I've been saying it to quite a few people as well. "Bro, you should go to this, it's awesome man.'*

*'Absolutely, yeah, definitely. Life changing. Yeah, it's amazing.'*

#### Advice

The main advice they would give others was to approach the programme with an open mind. For example:

*'Well, the only thing I can say is be open, be honest and if something bugs you talk about it because there are other people ... going through the same thing as you.'*

*'Get along in there and just open yourself. Yeah, just be yourself and tell them the truth and what's going on, don't hide anything.'*

#### 4.1.4 Improvements programme participants suggested

Most of the 21 we talked to could not think of any aspects of the programme they had found unhelpful. The very small number who did, reiterated the use of a relief facilitator and the open group method of delivery necessitating time on introductions at the expense of delivering session content.

#### Improvements

Improvements volunteered by the 21 participants of mainstream programmes we interviewed included:

- earlier placement or more emphasis on the link between alcohol & drugs and family violence (note that the placement of these components might be more difficult to accommodate for programmes delivered in an open/rolling format)

*'Drug and alcohol was one of the last [sessions] ... It was a real recurring theme as to why they were there ... It seemed like it was an important thing. ... I just think if you did that one at the beginning then you would be a bit more... well, just understanding that that seemed to be the root of quite a lot of people's problems.'*

- facilitators with a better ability to communicate with programme participants for whom English is not their first language

*'I think it's teaching ability ... We had Tongans, Samoans ... They don't have a clue what you say. ... You can talk to me. I'm born in New Zealand. I understand everything you're saying. They haven't got a clue. When I talked to them when the facilitators aren't around they're like, [swish noise] gone over, gone over my head ... They need to use analogies, illustrations, comparisons and stuff like that because that will get to the heart of the people.'*

- allowing for feedback after the first session

*'[It would have been helpful] if they could have pulled us aside and got some immediate feedback ... to ease us in faster ... I know a lot of boys [after] the first session already had the mindset like it's not for me and didn't come back.'*

- follow-up by the programme provider with participants after they have completed the course
- easier access to support during the traditional holiday season (when providers are usually running on reduced staff and programme completers can be more at risk of further violence).

## 4.2 Perspectives of adult safety programme participants

Adult safety programmes are designed to be delivered to adult protected people where the court has made a protection order (see section 2.2).<sup>27</sup> Adult protected persons may access such a programme (or programmes) if they wish but are not obliged to. They can repeat a programme any time the protection order is still in place.

According to the Code of Practice (2<sup>nd</sup> release, April 2015), adult safety programmes are structured into three components: needs identification, safety planning sessions, and further sessions to support safety. The needs identification and the safety planning sessions are delivered one-on-one. The supporting safety sessions can be delivered in group sessions (16 – 30 hours) or one-on-one (up to 10 hours).<sup>28</sup>

We interviewed 21 participants of mainstream adult safety programmes. All were women and most had completed a programme.

### 4.2.1 Accessing an adult safety programme

A referral from the court is required before an adult safety programme can be offered and invoiced to the Ministry of Justice.

*'I went through the courts and I got advised to do some courses to help me out. ... They asked if I wanted to do [X].'*

According to participants we interviewed, the referral 'pathway' had not always been straightforward. Some recalled having found their way to an adult safety programme through their children's school, Citizens Advice Bureau, Women's Refuge, Victim Support, and NGOs other than the provider that actually delivered the safety programme. For example:

*'I spoke to [my children's] teachers and they said that there's courses that kids could be doing and that ... When I went to [DV programme provider re the children] I spoke with a gentleman and he said that courses were available for me to do.'*

A small minority – mostly immigrant or refugee women – spoke of the struggle they had had trying to access a (free) programme. For example:

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27 Strengthening Safety programmes are also available to victims of perpetrators who have pleaded guilty to domestic violence charges in the criminal court.

28 The Ministry has made changes to the way these programmes are structured and delivered. For the most recent changes see the Code of Practice, Third Release (September 2017).

*'The first time ... when I took my girl for the health check there is a poster on the wall - if you have violence that you can always come to X to report it. So, I went to X ... They record everything I told them. She's really, really helpful I remember. I will always remember her and then she left that clinic. They referred me to Y ... The thing is Y asked me if I have time then I'd better go to their office and meet one of their staff but at that time I really have no time ... I'm the only one who take care of my little girl. ...The first time I talked to a Y staff member I thought she had record of what I told her but ... after that I called in [again and] Y staff member had left ... [They] couldn't find a record of what I told. So, that's something they can improve.'*

Some recalled initially having refused a safety programme offered to them soon after a family violence incident. Timing of the offer was important. It needed to be when they were ready to engage.<sup>29</sup>

*'After the incident, I received a letter from X provider. I was like, "Nah, nah, I'm alright, I'm alright, I don't need to talk to anybody." Then it took a little while and I just contacted the [provider]. I phoned up and did it.'*

#### 4.2.2 Barriers to programme participation

As one woman said: *'It only became easy because I wanted it to.'* Barriers to programme participation – in addition to referral pathway problems - that the women mentioned included:

- general busyness

*'There are certain ones I haven't been able to attend because there have been other things going on including work and the fact I'm a full-time mother to two boys ... I probably attended about five or six.'*

- issues with childcare

*'How can people go when a baby's sick, or they've got work? It's really hard to attend all those sessions.'*

- distance from the provider (see section 3.2 re providers servicing those in rural areas)

*'The [course] was a little bit out of the way for me because it was on the other side of town and I had to kind of go with all the work traffic to get there and I would only just make it on time. Gas wise it wasn't the greatest.'*

- time of the sessions

*'The time of the day wasn't always that suitable but when is suitable when you're a solo mum with two children?' (participant was offered individual 'catch-up' sessions)*

- personal apprehension

*'I was a little bit withdrawn, a little bit standoffish ... I didn't feel comfortable ... I felt a little bit uneasy.'*

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29 Prochaska & DiClemente (1983) set out five stages of readiness to change behaviour: precontemplation, contemplation, preparation, action, and maintenance.

- difficulties understanding the English language

*‘Chinese ladies. To my understanding some of them don’t speak English well. So, I told my agent if they need interpreter I can come to help.’ (participant who also volunteered her interpreter skills at a single mother’s group)*

### 4.2.3 Experience of programme delivery

#### *Session structure and delivery*

The Ministry encourages the use of an ‘holistic casework’ approach that offers participants an opportunity to receive wide-ranging support towards the safety and wellbeing of themselves and their children. The design and delivery of an adult safety programme (ASP) is expected to be tailored around their needs.

The supporting safety sessions can be delivered in group sessions (16 – 30 hours) or one-on-one (up to 10 hours) and are expected to cover:

1. Introductions, connections and setting the scene
2. Reviewing safety plans and risk assessment
3. Exploring the nature and effects of domestic violence
4. Evaluating relationships
5. Exploring emotions
6. Solving problems
7. Building resilience
8. Parenting
9. Children
10. Referrals to other services (from Code of Practice).

The majority of providers allow some newcomers to join group sessions at specific points in the programme delivery cycle (e.g. every six weeks) (see section 3.5.1).

Some recalled ‘house’ rules that prohibited participants from making judgements of other participants.

*Everybody was allowed to have their opinion. We weren’t allowed to judge but we were allowed our opinions. But we couldn’t say “Well, if I was you I would do it like this.” You could say “Well, I would do it like this.”*

The overall feedback was that participants had enjoyed the sessions and found the content relevant. One participant summed them up like this:

*‘I think the balance was really good because they went from like patterns of thinking to how it affects children, which was a really good point for me, and then how it affects you and your family ... The way of thinking and stuff. How he may be feeling and how I’m feeling and talking about stuff. So, it was really good. They pretty much talked about everything.’*

Another participant singled out the skills she had learned on the programme to become more resilient and optimistic for her future.

*'I can still feel the pain of what I was going through. I can still feel it. It still comes in my mind now. But then I think about the positive. That's what I've been told in my programmes. "Always think positive and you're going to walk towards it."*

Feedback from participants of adult safety programmes was that they too had preferred a more interactive style of learning, supplemented with visuals and videos.

*'We did some activities. That really helped me.'*

*'We do continuums where we've stood in lines and gone "Where do you fit on that line?" They've told stories with props and we've stood on different levels of where you're at with boundaries, and where we're meant to put up a boundary what we can accept. So, we haven't just sat on a chair and been talked to. We've moved around the room and done exercises.'*

*'I liked the way they explained things with the charts and things. It's all set out in front of you and you've got the wheels where everything fits in...'*

*'Those videos were quite confronting, emotionally for all of us.'*

One commented favourably on knowing ahead the general outline of the session and the structure with breaks.

*'They'd always had on the board what was coming up, so you always knew what was going to come next, so they didn't just spring you with something. And, then like we'd have a couple of breaks and bit of morning tea and stuff as well. I found that really good because it was just a pit-stop and have a bit of a break. I liked the fact that they had everything down on the whiteboard so you knew what was going to be coming up next.'*

And another about being able to take course materials home afterwards.

#### *The importance of skilled facilitators*

Participants spoke highly of their facilitators of their safety planning and supporting safety sessions.

*'The facilitators were lovely. We had a good chat. We were able to open up and talk about things and learn things.'* (group)

*'We had two course facilitators, both very knowledgeable, lots of personal experience in this field ... You don't want to listen to someone who's giving you a whole lot of statistics and not actually having a heart for it ... So, yeah, the people who ran the course were very empathetic.'*

*'It was relaxed and it was just free-flowing. We'd just come as it goes and if it comes out it came out. If it didn't, that's all right. We [had] the next session.'* (individual)



*'The information that was provided to me, the listening skills ... the guidance and support basically. That meant a lot because I never had somebody support me in such a way. She would ...ask me "Why do you think that is?" ... [In a drawing session] those dark things inside me ... actually came out. I felt so much lighter because I had been carrying that for a good amount of years within me.'* (individual)

Some of those participants of co-facilitated supporting safety sessions had observed their facilitators as having complementary knowledge and skills. For example:

*'[The facilitators] both bring something different, I feel, but they're both very strong and informative. Like, they're safe people. You feel comfortable.'* (group)

*'There was a Māori lady and a Pākehā lady, so ... two different cultures and that was good. There was a little bit of a Māori approach and a Pākehā approach.'* (participant who identified with both ethnic groups)

Some spoke of appreciating being able to de-brief with a facilitator outside a group session.

*'A lot of us did get quite emotional and angry. [The facilitators] would ... have some time after the session ... a little chat one-on-one ... just to see if there's anything they could do to help us out or if there's a programme that they could suggest to help us out with the children or anything like that.'*

#### **4.2.4 What programme participants found most helpful**

*The programmes were helpful*

We asked 21 participants of adult safety programmes to rate the programmes they had participated in on a 5-point scale from 'very unhelpful' to 'very helpful'.

All except one (who was on her second programme) rated their programme as either 'very helpful' or 'helpful', with most responding 'very helpful'.

About half of those we interviewed had had the supporting safety sessions delivered in a group setting and about half had had these delivered individually. The 'very helpful' or 'helpful' finding held true, regardless of the type of delivery of these sessions.

We interviewed a small number of women who were able to complete the supporting safety sessions individually in their own home. They were most appreciative of this. For example:

*'Extremely helpful ... I felt validated. [The facilitator] knew a hell of a lot of information ... And just the flexibility of it I think.'*

*'I struggle with group things and so with having the one-on-one and it being at home it's more relaxed and I can express myself better.'*

During the supporting safety sessions participants are expected to:

- learn that domestic violence is not acceptable
- learn about the effects of domestic violence on themselves and their children

- be empowered to heal from past experiences and develop skills to keep themselves safe in the future
- build their self-worth, self-esteem and personal confidence (Code of Practice).

Aspects that participants told us they found most helpful about the programme aligned well with these learning expectations. The following six quotes are illustrative of this:

*'Learning about boundaries, self-worth, and not taking responsibility for other people's crap.'*

*'I understand how much [family violence] can affect children. It finally made me just say enough is enough and say goodbye pretty much.'*

*'Probably understanding ... how these abusive people are ... how that it's not just the physical and how they can control you in all sorts of areas. And, I probably learned about how to protect myself and my daughter.'* (immigrant)

*'It's about changing your mind. Be independent, developing ... The second thing is don't be afraid to call the police every time you need because I feel I was really stupid when that violence happened to me ... The third thing is, I think, I know what kind of behaviour is, don't be controlled by him anymore.'*

*'What I got the most out of it is learning about the mental side of thing and how the parts of the brain with different emotions and the way people think. One thing that stood out to me was one word that described my ex-husband ... That word was 'entitled' and I suddenly clicked "Wow, this is the word I've been searching for for him."*

*'The main thing was understanding my ex-husband and where his head was at ... and having understanding for that. Having an understanding for what I was going through, what was happening in my head, finding out about my personality and how I worked. The other most important thing I learnt [was] probably living skills ... for the future of what I should and shouldn't accept in my life.'*

Some of those attending group sessions – including new immigrant women - spoke of taking comfort from knowing they weren't alone in their experience and of feeling less isolated and better supported since joining a programme. For example:

*'I didn't feel so isolated because there were other people that were going through the same thing as me so I learned from other people and other people learned from me - probably just the support network.'* (immigrant)

*'Support from other people in a similar situation. The group environment is quite a good place for this ... It felt like a very safe space, so, all of us were able to, as we went on, we could share more and more ... It was separate from our lawyers, from the courtroom, you know, we didn't have to watch what we said. ... It was a non-judgemental environment.'*

*'I think having other people around you that have had similar experiences that was really helpful for me. I think I was in a state of anxiety when I first came into the group. Now we're at the end and I feel a lot calmer within myself, just having related to some other people, which was nice, I needed that.'*

### *Participants recommended the programme*

All 21 participants of mainstream adult safety programmes we spoke with would recommend the programme to other adult victims of family violence.

### *Advice*

Most chose not to advise others as to how to approach the programme. One counselled:

*'Just do it. Like it is scary ... Don't hold back because you won't regret it and you won't know until you try.'*

### **4.2.5 Improvements programme participants suggested**

The most common response to the question of what was least helpful about the entire programme was one along the lines of *'No, I enjoyed it all.'*

Only two of the 21 mentioned an aspect of the programme they had found least helpful. Both related aspects of group supporting safety sessions. One hadn't related to talk about anger and another hadn't found the drawing helpful.

*'We talked about anger ... I didn't seem to relate to [that] because I would never get angry. I would shut down and be hurt.'*

*'Probably doing the drawing I didn't find helpful. I'm a rubbish drawer.'*

### *Improvements*

Improvements to adult safety programmes volunteered by at least one of the 21 participants we interviewed included:

- more time for discussion built into the supporting safety sessions

*'Sometimes someone would want to speak about something, and it would need to be cut, you know, because it was a break or it was coming to an end. Yeah, just a bit rushed.'*

*'I think there could have been a little bit more time to kind of openly discuss things rather than having to go by a regimented schedule ... They had this schedule that they have to teach It would have been good to have had may be a little bit of time near the end of the session where we could have debriefed just a little bit more.'*

- focusing on what's practical during safety planning and supporting safety sessions  
*'I don't necessarily think that everything that's given is practical. It's more supportive in nature and sometimes not even supportive, sometimes it's kind of fear mongering, yeah.'*
- better educating women who choose to leave a violent relationship about the risks and difficulties of separation and how long the road to recovery might take

*'Our risk goes up [when we leave]. We don't die while we're useful to them. We die when we leave them ... These courses need to create a sense of hope ... [but] we [also] need to know sometimes before we get out, sometimes afterwards ... how prolonged it would be, how damaging it could be and how horrific it would be.'*

- showing more respect for participants by spelling their names correctly  
*'They would have your name up on the board every week, and every single week, they wrote my name wrong. I know that it sounds petty and it's silly. I changed it many times, but every week it was the same. It felt like I was an invisible person in the group like I was within my marriage. I know it sounds petty, but it was pretty big.'*
- having separate group supporting safety sessions for those who have experienced partner violence and those who have experienced parental abuse  
*'A person who had suffered parental abuse versus a person that has suffered partner abuse. They're completely different ... They don't get what we see or what we've lived in.'*
- having the sessions facilitated by a person with personal experience of family violence  
*'I would prefer to have some facilitator that's actually been through the process. ... For me it's easier to take advice from somebody that's actually been in that boat, been in that position because they understand how our emotions work. They've been through it all ... It's different sort of being in it.'*
- ensuring facilitators have in-depth knowledge of family law or have access to it  
*'There were things like "Can I get a parenting order? Can I force my children to come and live me?" ... They didn't know the stuff beyond what they were teaching. I feel it's really important that they know this stuff or have information about this stuff.'*
- giving participants a workbook of the programme materials. A participant described the book as:  
*'Like a log book ... with a plan of the whole course ... It could have like week one and then the next page could be tips for calming yourself down and breathing and stuff. Then the next page could be week two ... and our personal notes ... It could have emergency numbers and the contacts for [programme providers] and things like ... [It] could fit in a handbag like a little pocket book.'*
- having joint programme sessions for adults and their children who have both experienced family violence (note this is reflected and encouraged in the Code)  
*'In my dream ... we would attend something like play therapy together ... have fun together ... If I was given the opportunity to smile, laugh and play with my children in an environment where I was supported to do so, it would absolutely be totally healing, and we could begin to unpackage some of this together ... I'm not allowed to hear what goes on in [my son's programme] which is fine ... He needs to talk about things without worrying about my feelings... But there's been nothing offered to kind of put us back together.'*
- timing adult safety and children's safety sessions such that they overlapped wherever possible  
*'These courses, they don't run alongside the children's ones ... You have to take the children to a separate one and you have to go to another one. It's more petrol, it's more time, it's more energy ... There's no sort of cohesive service where, you know, if I go along, I can take my children and maybe drop them to something that goes alongside. And then I go to my one and then maybe we come back together. In an ideal world, families are not supposed to be segregated.'*

- access to safety programmes closer to home

*'I think the only thing which I probably would have liked better is if there was [an adult safety programme] in the small country town that I was in.'*

- access to child care whilst attending programme sessions.

Other improvements beyond the programmes that participants volunteered included:

- a means of continuing to be linked in with the programme after they had completed it

*'Something ongoing to help me keep on track ... like AA. It could just be a peer.'*

- practical help to leave a relationship
- greater provision of, and access to, safety alarms

*'There are ten ... alarms in the whole of X. I have one at the moment. You feel quite bad if you don't end up needing it.'*

- improved responsiveness from the Police. For example:

*'I don't have confidence [in the Police] due to three breaches ... of my protection order and nothing's happened about it. I've just been to the police again yesterday ... to a lady in the police who specialises a lot more in the family domestic violence side of things.'*

*'I think[with] the police, it's hit or miss ... We've had some pretty shocking experiences with the police and I think that actually if the police had taken some things that I'd said seriously, way back when, I could have avoided a whole lot of extra years of crap actually. So, I don't really trust them which I think is a real shame.'*

- improved processing time by the court. For example:

*'I have been given the final protection order but I haven't received it yet. I don't know why they delay so much ... It's almost two months now.'*

- improving the ways in which the current justice system protects children from further harm

*'I think a lot of harm is done in the justice system to children. Even how they interview children is problematic and causes more trauma to children who are already traumatised, and children have natural desires to align with parents. I think the current justice system is really poor actually around protecting children from further harm.'*

- a better understanding of the role of counsel for the child(ren). According to one participant:

*'Lawyer for children is not necessarily on the side of your children. Lawyer for children has a directive and the directive is - and this is what they go for - both parents seeing the children as much as possible.'*

- making new immigrants (such as married couples) aware that partner violence is not tolerated in NZ.

### 4.3 Participant perspectives of programmes delivered by Kaupapa Māori providers

Twenty-two interviews were conducted with participants who attended a non-violence or adult safety programme delivered by one of three Kaupapa Māori providers.<sup>30</sup> One provider offered both a women's safety and a men's non-violence programme and the remaining two providers offered men's non-violence programmes.

Nineteen interviews were undertaken with men who had completed a non-violence programme with a Kaupapa Māori provider. Most men (15) identified as Māori, three as Pākehā, three as Pasifika and one as Asian.

Three interviews were undertaken with women who had completed an adult safety programme with one Kaupapa Māori provider. Two women identified as Māori and one as Pakehā.

The findings in this section come primarily from the men who experienced a Kaupapa Māori non-violence programme.

Approximately two thirds of participants of non-violence programmes interviewed were court mandated and one-third were completing the programme as part of pre-sentence adjournment.

Two of the Kaupapa Māori non-violence programmes utilised a group delivery process and one programme worked with participants individually. All three programmes looked to work with or involve partners in aspects of the programme.

#### 4.3.1 Initial contact with the Kaupapa Māori programme provider

Participants reported that the initial contact was typically by phone with the facilitator introducing themselves, confirming personal details and providing some general information about the programme (e.g. day of the week, times of sessions). Facilitators then set up a time to meet with them in person, covering off their personal circumstances, programme format and requirements.

Most indicated a waiting time of one to two weeks. This was considered a good period of time as it allowed them to 'get organised' in advance of programme participation.

Women on the adult safety programmes reported providers as showing genuine interest and concern for their situation. For one woman, there was a two - three week timeframe before commencing the programme and providers visited and rang to ensure she was safe and if she needed any help.

*'Yeah, but within the two weeks they were coming over every other day; like if they were in the area, they were coming up to check up. It just like, what do you call it, they felt for our concern; like the situation we were in with the Police, like more or less making sure like, "We're here to help you." They think that you're on your own, and "We just popped in to say, we offer these services and we want you to start a course." It was like to make sure, "We're here to help you.'*

Kaupapa Māori providers typically take a whānau centred approach. One of the ways they do this is to seek to work with the whole family by initially working with the adults individually through the non-violence and safety programmes and if appropriate working with them together.

*'So, they really came around to sign up my husband for his (non-violence) programme, but then they offered me the opportunity to be on the (safety) programme. I wanted to do it, and I*

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30 Five providers were invited to contribute to the qualitative component of the evaluation; one provider declined as they had decided not to retender to deliver non violence programmes in 2018/2019 and one provider did not respond.

said, "Yeah, I'll come." So, I'm kind of glad that I came too; I am glad that I jumped on board too.'

### 4.3.2 Experience of programme delivery

The two-group non-violence programmes run by Kaupapa Māori providers generally ran in the afternoon or evening. The number of participants in the groups typically ranged from six to 12 attendees. At times, the numbers increased to more than 12 as the programmes had an open-door policy, which allowed participants to repeat any programme sessions they wanted to. Participants generally did not report difficulties in attending the groups, with the exception of work commitments which might result in them missing a session. They advised the facilitator and were able to make up the session at a later date.

*'I had to do a different run so I was getting back to the depot later and I couldn't make our usual time. But I just rang (facilitator) and we set up a new time and that was good. I think that happened twice.'*

Participants recalled the individual programme as being highly flexible. Appointments were set up at times that were convenient for participants and they appreciated the provider's flexibility to meet before or after work, on days of the week that suited including weekends.

*'Yeah, well I had to fit it into my work ... and he took time out for me to come and see him on Saturday mornings.'*

*'I was going around three o'clock on a Monday, which worked really well for me; and he was quite flexible in terms of selecting a time... and a couple of times I had to change the time and we worked something out.'*

#### *Prior to the first group session*

Participants typically bridled at having to attend a non-violence programme, attending under sufferance irrespective of their referral pathway.

*'I was really negative really. I just thought, "Hey man do I have to do this?"'*

On the other hand, some men were receptive to attending the programme. These men acknowledged their role in the relationship difficulties they were experiencing. They were open to, or wanting to, get help to work through known issues, improve their behaviour and their relationship with their partner and children.

*'I just hoped it was somebody who was going to help me through whatever I had to go through. Someone to help me get on top of things....'*

However, as they progressed through the programme, their attitude change. They acquired new knowledge and insights, learning from others, both facilitators and other participants and building new friendships. They also felt good about being able to share their experiences with others, and learned new steps and strategies to manage their behaviour, engage positively and strengthen their relationships. For one participant, the combination of highly skilled facilitators and a range of tools were particularly enabling.

*'To be completely honest when I first started coming to this one, I didn't really like it. My journey was a lot to do with my addictions. But these dudes helped me hard, helping me to get clean enough to make me want to make the change and being clean enough, long enough, to see that road. They were awesome. Easy to talk to. Helping you to believe in yourself. Like, it's all within you and you know it and stuff, but the courses were something to look forward to.'*

*There's no way I wanted to be under the influence when I was gaining something from a bad situation I had put myself in.'*

*'And there were quite a few lessons with real good things; like setting goals and stuff for myself, actioning them and telling people that I had set them. And the tools that I learned really helped my new relationship. Like how to talk using an "I" statement so they can understand why you're feeling this way and not saying the first thing that comes to mind. Oh and, listening to what the other person is saying. There's nothing worse when you're upset and you think someone else isn't listening to you. ...and thinking in a different way, trying to concentrate on the good things, not in a negative way and like put tools in place to pull yourself up. Like, it doesn't happen straight away, but if you keep doing it, and answer in a positive way then more positives will come.'*

### *Session structure and delivery*

In general, the Kaupapa Māori programmes largely cover the same content areas as the mainstream programmes as set out in the Ministry's Code must meet the overall goals and aims of the safety or non-violence programme. What differentiates Kaupapa Māori programmes from mainstream ones is the weaving of tikanga Māori (cultural principles, practices and values) and mātauranga Māori throughout all aspects of the programme.

Maori cultural concepts are foundational; and traditional values such as whakapapa, whanaungatanga, mana wāhine and mana tāne are used as the foundation to bring about positive change. Kaupapa Māori programmes reconnect participants to tikanga, affirm their cultural identity as Māori, and emphasise the contemporary relevance of tikanga as providing a cultural compass to guide their engagement with whānau.

### *Te ao Māori (the Māori world)*

Some participants were looking for a Kaupapa Māori approach and the use of tikanga was an important hook or connector supporting their participation in the programme and engagement with the whakaaro (concept/knowledge) being shared.

*'Connecting to the Māori world that's a big thing for me. So, yeah it was good, how we connected to the kōrero that needed telling and actually part of te ao Māori. That really stuck out for me.'*

*'I wanted something with a kaupapa Māori approach ... and a key other benefit with (facilitator) was being able to explain things from a tikanga, mātauranga base level as well at times, which helped.'*

### *Kia tau te wairua (settling the spirit)*

Both the group and individual programmes utilised tikanga Māori throughout their sessions. Both types of programmes started with a karakia or a waiata to settle the spirit (kia tau te wairua) and to help participants engage in the programme, by putting to one side work or family aspects.

*'They used karakia to formally start the sessions. ...and for me it signalled that we were moving into a different space; putting everything else to the side to focus on this kaupapa.'*



*'Well the purpose of karakia is to seek our thoughts, our words our actions and to start the session off in a good way.'*

#### *Mātauranga Māori (traditional knowledge)*

Participants connected with and valued the sharing of mātauranga Māori (traditional knowledge) and tikanga (cultural values and practices). They liked how tikanga was shown to be applicable and relevant for how they lived their lives today. This included the roles of men and women (mana tāne, mana wāhine); reiterating the sanctity of wāhine (te wharetangata) and re-establishing the roles of men as protectors and nurturers. Violence was depicted as a transgressing tikanga (mana, tapu and whakapapa).

*'What resonated? The indigenous concepts around the perception of females; mana wāhine and te wharetangata. It was cool to explore those traditional concepts.'*

*'...and it was tied it into a bit of pre-colonisation, pre-contract kind of stuff, which I really enjoyed. ...and violence was not part of our tikanga, we didn't hit our women, you know.'*

*'They (women) ensure the continuation of our whakapapa (through) te wharetangata ...'*

#### *The importance of skilled facilitators*

Participants were highly positive about the skills and disposition of facilitators. In particular, facilitators were seen as skilful, having excellent facilitation skills and a genuine interest and commitment to the men and supporting positive change and whānau wellbeing. This included:

- creating a safe environment for group discussion. This was seen as particularly important to encourage and support participants to talk openly and honestly, and to share their experiences and reflections in group settings.

*'Sometimes you feel whakamā (shame), ashamed for what you've done but (facilitator) encouraged us to put it out there, to share and not be judgemental of others in the group. ... So, in the group we're kind of all helping each other in different ways, hearing about our stories and stuff.'*

- managing the discussion well. For participants, this was about not letting one person dominate the discussion, and the facilitator finding the balance between letting the discussion run and drawing it to a close; without people feeling they have been cut off and that they have been heard.

*'Respect is a big thing ...and one of the things that you learn is to really listen to your partner and not just be waiting for the chance to say your thing; and it's the same in the group. The rules are about respect. Not talking over people and really listening and the facilitators model this and they remind you.'*

- having an authoritative and calm manner. Skilled facilitators are clearly in charge and maintain control by providing clear, firm directions in an even-handed way.

*'Cause as the teacher it was clear he was in charge. Yeah, being straight up and they know, "Oh yeah, that's (facilitator. He's our teacher, we'll listen to him." No one's really over-talked him.'*

*'When I first met (facilitator) I could see his voice pretty gentle and he was pretty humble. There was no big voice, "You've gotta do this" or telling us what to do. It was pretty calm... and when (facilitator) is calm, it makes you calm as well eh; and the whole group is calm.'*

- Convey information and ideas simply and well. Along with programme resources e.g. handouts and booklets, facilitators play a key role in ensuring knowledge transfer.

*'I thought he was awesome. He was really easy to listen to and understand. He was good.'*

*The concepts and ideas that he covers are really quite complex. But he was able to put it into a narrative that I could understand and relate to.'*

- Flexible

*'We sort of had like a loose format though; it was sort of like a qualitative narrative that would sort of unfold, and we'd just explore different issues and different things. Yeah, it was a real good way of doing it.'*

#### *Facilitator personality and disposition*

Personal factors also play an important role in connecting with participants and sustaining engagement. This included facilitators:

- being down to earth, personable and able to relate well to participants

*'I liked how he related to people. He was like a down to earth teacher. He treated you like ... [he was a] dad, which he made everyone feel the same. If anyone came in, "Hey boy, sit over here, you got a coffee, drink that." Everyone was the same; no one got fairer treatment than others. And, actually probably having been through the same things, it just made a lot of sense.'*

- having broad life experiences to draw on and share with participants

*'And, also that he actually had a broad background and knew a lot of things about life and things that can happen, perhaps because he's a bit older. Because he's older he's probably seen things... And you don't really want someone if they haven't lived the shit yourself. Do you know what I mean?'*

- demonstrating a genuine commitment to the kaupapa

*'Well, you could just tell that he had a genuine passion for what he was doing; like he wasn't there because it's his job and he has to be there to get paid by whoever to do it. You could just tell that he just had a genuine passion and drive to help people. He's really like one of those salt of the earth sort of people, and he's probably put here for a reason.'*

*'You didn't ever feel like (facilitator) was watching the clock or anything like that; which you get the feeling of sometimes with somebody. He just genuinely wants to be there, just to help people. So, he's more or less a bit of a one in a million really.'*

### **4.3.3 What programme participants found most helpful**

What programme aspects are valuable and important to participants varies between participants and also depends on the context of their circumstances at any given point in time.

*Tikanga and mātauranga Māori are valued*

As noted earlier, a strong theme evident throughout, was the value of tikanga and mātauranga Māori embedded throughout the programmes. For some participants, this was new knowledge and for others it re-connected them back to Māori and iwi knowledge, values and practices; affirming the contemporary relevance of tikanga as providing a cultural compass to guide their engagement with whānau.

*'Tapa whā. The use of Te Whare Tapa Whā: wairua, hinengaro, tinana and whānau; and particularly whānau. Connecting those four aspects and all four needing to be in balance for the whānau to be well.'*

*'The Māori concepts of mana wāhine and te wharetangata. This was all new to me and it highlighted the importance of our wāhine for our whakapapa, for our continuation. ... So, yes, you begin to think differently when you view our wāhine this way.'*

#### *Whānau harm is made explicit*

Another recurring theme was programmes made clear the harm or the negative impact of participants' behaviour on their whānau, particularly their partner and children. For some participants, this aspect of the programme was personally confronting as it highlighted the harm they were doing their whānau. This was particularly powerful as some participants mistakenly thought they were shielding their children as a result of the strategies they employed (e.g. by sending them out of the room).

*'We took our fights outside or sent the kids to their rooms... But the programme made clear the harm we were doing to our children. We were fooling ourselves.'*

*'One thing I liked about it was the family thing, the whānau. We think (are confronted) that we're hurting our children and our children and our partners, which we don't want to.'*

#### *Group facilitation*

While some participants were initially reticent about participating in a group process, with skilled facilitation this diminished and they appreciated the opportunity to listen to other participants' stories and experiences. This helped to reduce personal feelings of shame and they valued the opportunity to learn from others.

*'The group course is good because you get to learn about other people's experiences as well. You're not just sitting there feeling like, 'Oh god, I'm this fricken terrible person. I've been served with a protection order for doing this.' You actually get to learn about how other people are struggling through things, or coping with things, as well. So, it's actually quite good to learn different coping skills that other people are using.'*

Other programmes aspects that participants valued included:

- having someone to talk to (and someone who listens). Participants commented that, before the programme, they rarely if ever talked about their relationship, anger management and power and control issues for example. They either had no one to talk to or just didn't talk about these things.

*'It was really good to talk about things. And having someone who listens, the facilitators, the other men... yeah, it's good. It helps to put it out there. In the past, I couldn't talk about these things with my wāhine, we'd just end up yelling or fighting.'*

*'Because that's what made me learn. You know me and your bro we can talk about sports but we don't talk about feelings and what we're feeling inside, because of all your hurts, but you don't say that. Because we're men and we're not meant to be sooky-bubbas. You know what I mean? We're not meant to be hurt; we're meant to be strong.'*

- being able to talk about feelings, emotions and personal/relationship issues.

*'Nah. Not something I did (share feelings) ... Nah just didn't go there you know. It all got bottled up inside me and then I'd lash out. ...So now I try and talk things through, or head outside before things get out of hand.'*

*'But we can talk about the news, rugby, sports and all that, but when it comes to how's it going with your family, or you know, or I've been hitting my partner something, see it's hard to come up and say it to another man, and be able to share it with. So, they hold it inside them.'*

- The mix of male and female facilitators and the complementarity of these roles and perspectives. Male participants commented that they initially feel more comfortable talking with a male facilitator. Overtime however, they find it valuable to have a female facilitator who is able to provide a women's perspective.

*Takes a man to talk to another man and tell them the truth and it's not sports; not sports, or what's on at the movies. Little talk, that's what I call that. But, big talk you say, "Hey bro, I've got a problem here and I need someone to talk to."*

*'But we can't just talk to ourselves (laughter). Our wāhine see things differently and we need to see things how they do, from their point of view... So, it is good to have (female facilitator) helping us out there.'*

- being given the knowledge and practical strategies to make positive changes in their lives. This includes generally behaviour management techniques as well as specific content information and strategies for aspects such as alcohol consumption.

*'For me, going there was an opportunity for me to grow and learn about tikanga and te ao Māori and from there to keep going and take into my work and take it into life.'*

*'I enjoyed the alcohol one because I didn't have any rules about alcohol.... When I was growing up, there was no one saying you can have three or four bottles and things like that. No one talked about drinking and driving stuff, like that and having a limit. Now I know my limits.'*

*'Just being aware of my triggers, what sets me off. But I can manage myself better. I have strategies you know .... Deep breathing, walk away, go outside...'*

- the positive, future programme focus

*'The key messages around closing the door, moving on/forward and not letting your past dictate your future were really like valuable messages.'*

*'The encouragement to be positive... to focus on having a positive future. That was hard cause you take a lot of the blame on to yourself and sometimes you think you don't deserve it (to be happy). So yes, thinking differently.'*

### *Participants are recommending the Kaupapa Māori programmes to whānau and friends*

Having benefitted from the Kaupapa Māori programmes, participants are recommending these programmes to whānau and friends during their attendance on the programme as well as post completion.

*'It's been really good for me and my wāhine. ...got us talking more and fighting less so good. And so I just tell them they need to do get on it, to do it.'*

All of the programmes maintain an open-door policy, allowing participants to repeat sessions – with many participants taking up this option. On the other hand, one participant decided not to do repeat sessions, feeling it might limit access of people who needed it more.

*'To be honest, I was tempted to keep it going, but I could tell that he's a valuable resource and I actually sort of felt like he'd given me enough and I didn't want to keep taking up all his time. These other people probably needed his help more than I do, and I've just sort of taken away all the key messages and I've managed to apply that and it's actually made a massive difference... So yes, I tell them they need to.'*

#### **4.3.4 What programme participants found least helpful**

There was no specific feedback about programme aspects that participants found not helpful. Based on their personal circumstances, some aspects resonated more than others, or were more relevant or useful. A general theme therefore was that all aspects of the programme were relevant, helpful or useful depending on the timing, context and personal circumstances of participants.

## 5 Perspectives of providers, judges & other key stakeholders

Chapter 5 presents some additional findings from the online survey of providers, and from interviews with some providers, judges and other key stakeholders about their views of processes related in some way to the delivery of the Ministry-funded domestic violence programmes.

Key findings include:

Aspects some providers thought supported positive change in programme participants included: using an invitational approach to potential participants; being able to offer potential participants a choice of group or individual sessions; using skilled facilitators; and incorporating some aspects of Māori tikanga or models into service provision.

Aspects some providers perceived as limiting programme effectiveness included:

- No or insufficient contact information of those referred, potentially increasing the rate of 'do not shows.'
- Delays in referrals of respondents onto non-violence programmes which work against their engagement.
- Funding constraints limiting providers' ability to improve engagement rates.
- Barriers to attending programme sessions including financial, transport issues, distance from the provider, childcare difficulties, sick children, obstructive partners and family members.
- Participants of non-violence programmes motivated by the 'wrong reasons.'
- Participants' intermittent engagement with the programmes.
- Poor access to trained interpreters for migrants or refugees, and to programme materials specifically developed for Muslim men, for example.
- The short length of the programmes.

According to some judges we spoke with:

- access to fuller information about perpetrators (for example, their ethnicity and/or cultural needs) by the Ministry domestic violence programmes team would enable them to better match perpetrators to particular non-violence programmes.
- the referral process from the District Court was preferred since it was thought to better support offenders' good engagement and uptake of non-violence programmes.
- an independent full needs assessment at the point of capture by the court would better identify what was appropriate for the offender in terms of delivery of the non-violence programme and what other work the offender may need to do in addition.
- They found providers' detailed completion reports more helpful (than less detailed ones) for the purposes of assessing perpetrators' accountability.

Other key stakeholders we interviewed mentioned various aspects as working well.

They also identified improvements that could be made, including in the following areas:

- The referral and booking system onto non-violence programmes. The current system could disadvantage Māori providers.
- Increasing the diversity and competency of facilitators to work with increasing numbers of perpetrators and victims with complex needs.
- A less competitive funding model that works against collaboration among providers.
- A need for more combined multi focused programmes in terms of mental health, drugs and violence and a greater ability to apply a 'much broader brush stroke' to how providers can work.
- Programme delivery that is more culturally responsive to the needs of people of 'Other' ethnicities (such as South East Asian people) and increased accessed to high quality interpreters.
- The establishment of a professional national organisation for the training and overview of the family violence workforce.
- Expanding the evidence base to better support practice in the delivery of domestic violence programmes
- The possible devolvement of some of the Ministry's functions related to family violence prevention.

In this Chapter, we present some additional findings from the online survey of providers, and from interviews with some judges and other key stakeholders (government officials, community workers and researchers) about their views of processes related in some way to the delivery of the Ministry-funded domestic violence programmes.

## 5.1 Provider perspectives

### 5.1.1 Aspects that supported positive change

In the online survey, providers of domestic violence programmes were asked to describe the aspects of their domestic violence programmes they thought participants best responded to as a means of bringing about positive change.

Providers were realistic as to what participants might achieve as a result of their programmes. They thought their programmes offered participants the opportunity to make a '*turning point*' and to begin to make '*small changes*.' One provider thought more significant changes were only likely to happen once participants had had the time to apply their learning post programme completion.

Providers mentioned the following aspects they thought were powerful in bringing about positive change:

*Making an initial offering to potential participants that was respectful and engendered trust*

Some providers viewed the way in which they offered their programmes to potential participants as being key to building respectful and trusting relationships with them. These providers perceived the assessment process as an opportunity to put a relationship onto a good footing from the start. One

mentioned that use of an invitational approach to non-violence programme participants (e.g. ‘You may be mandated to be here but what do you want to get out of this?’) was part of their broader “mana enhancing” practice with all their clients.

### *Giving programme participants a choice of group and/or individual sessions*

Slightly more providers wrote about the value of group sessions than they did about the value of individual sessions. However, perhaps the more important point is providers appreciated being able to give clients a choice.

A couple of responses from providers favouring group sessions:

*‘It is the group environment of shared experiences, encouragement and ... support that is the most influential aspect of our ... programmes - women sharing, supporting and encouraging each other.’ (adult safety, Kaupapa Māori provider)*

*‘I think the power of the group is very important ... Being able to connect with others in the same situation is very powerful and encouraging in non-violence and safety programmes.’ (mainstream provider)*

Open groups were viewed in a positive light since ‘group participants who are further on in the journey also help enable change (and are best advocates to discuss the changes they have/are making) and this helps to reduce resistance (in non-violence groups), creates hope that change is possible (for both ASP and NVP participants) and encourages new participants to think about (and make) changes.’ This provider also thought mixed groups of mandated and non-mandated clients of non-violence programmes and these participants not knowing each other’s status could also be a plus.

### *Having facilitators who were experienced and supportive*

Providers saw experienced and supportive facilitators as key to group sessions being successful. For example:

*‘The programme works really well for most of the participants primarily due to the facilitator's abilities to make it relevant - they also work hard to make the participants feel that they are the most important people in the world and that their opinions are valuable.’*

*‘The experience of the facilitators to engage clients, challenge respectfully and keep them on board has the most significant impact in achieving positive outcomes.’*

A couple of responses from providers supporting delivery of individual programmes:

*‘Delivering the programme individually allows you to specifically focus on the needs identified by the participant and not on areas that may not be appropriate if you are delivering to a group.’*

*‘Individual programmes allow the immediate needs of the participant to be addressed in each session.’*

### *Incorporating some aspects of Māori tikanga or models into their programme provision*



All Kaupapa Māori and a couple of mainstream providers attributed some of their successes to incorporating some aspects of Māori tikanga or models into their service provision. For example:

*'NV - tika, pono, aroha and matters relating to managing thoughts and feelings. Emotional intelligence or raising self-awareness. ASP - Mana wāhine, Te Whare Tangata, Hakuitanga, Hakorotanga, Mana Tāne. Matters relating to motherhood, protecting children from harm, parenting and healthy relationships Children - Pakiwaitara, story-telling, simple whakatauki.'*

*'For NVPs: Module structure around specific topics which fit within Te Whare Tapa Whā (for NVPs) ... the use of a Māori model despite being a mainstream organisation and the sense of pride and "place" this gives to Māori participants sitting alongside Tauwiwi participants.'*

### 5.1.2 Limits on programme effectiveness

In the online survey, providers of domestic violence programmes were also asked to identify things that limited their effectiveness.

Aspects they identified included:

- Providers may have no or insufficient contact information of respondents or victims referred to non-violence and adult safety programmes, potentially increasing the rate of 'do not shows.' For example:

*'For NV referrals, first assessments [appointments] are made by the national DV programmes team. Most often we have no contact info for the person referred. So, we have to sit and wait for them to show up, and often they don't show for that first appointment (at least a 50% no show rate). There is nothing we can do about this, as until they show up we have little contact info for that person.'*

*'Being unable to contact referred women because there are insufficient contact details available, they don't have cell phones, they won't answer phone calls from numbers they do not recognise, etc etc.'*

- There may be delays in referrals of respondents onto non-violence programmes.<sup>31</sup> These delays work against clients engaging with the programmes. For example:

*'Timeframes: respondents not being able to be served. Respondents are referred to us via an indicative referral from the courts, then for whatever reason the respondent is unable to be served so we are advised to disregard the referral. Then once service has occurred new times and dates are set by the courts, this often leads to long periods of time before programme delivery can start. It seems to be much harder for us to get clients engaged where too much time has lapsed.'*

- Some (potential) participants do not want to engage because of concerns about information sharing among agencies. They fear that through their association with a provider, other government departments may find reasons or the means to remove their children, their benefits, MSD housing, etc from them, or that they might lose their partners.

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31 Ministry of Justice. (2017). *Review of processes for serving protection orders*. Wellington: Provider & Community Services, Ministry of Justice. September 2017. This paper describes the issues around serving papers and delays in the process of referring. Since this report was written the Ministry has instituted a number of changes to processing referrals.

- Providers' limited ability to improve engagement rates due to operating under tight funding constraints.

*'We are trying to improve our engagement rates with things like text reminders for appointments etc. We make childcare available and offer groups at different times of the day etc. but for people who miss sessions we can only continue to try and engage up to a point... Continued attempts at contact go unfunded after 1 or 2 funded DNA's. We sometimes have to give up on people who have the most complex issues as they don't conform to contracted attendance patterns etc and we only have limited resources.'*

- (Potential) participants' barriers to attending programme sessions - including financial, transport issues, distance from the provider, childcare difficulties, sick children, obstructive partners and family members. For example:

*'We have lots of DNA's for sessions because people have complicated lives and might also be struggling with employment tensions, finances, transport issues, health issues and childcare.'*

*'The nomadic lifestyles our women tend to lead - they can be constantly on the move running from their abusers and therefore may not be with us for long. They don't receive the full benefit of our programmes.'*

- (Potential) participants not being willing or being unable to engage in the programme due to their traumatic experiences, chaotic lives, shame and not being used to seeking and receiving help.
- Participants of non-violence programmes motivated by the 'wrong reasons.' The provider explained it this way:

*[The] external sense that NVP clients bring into the group that "provided we just do this we get a lesser sentence, more contact with our kids" etc which presents a barrier to them embracing the programme for its intrinsic value, a sense that mere attendance=completion and the lack of external messaging (eg from the Courts) that the participant needs to positively change rather than merely "complete."*

- Participants' intermittent engagement in adult safety programmes depending on what else is happening in their lives (*'In a good week they miss their appointments, in a tough week they want multiple appointments!'*)
- Poor facilitation leading to poor group session dynamics – for example, participants attempting to hijack the talking space, personalities just not getting on etc.
- Difficulty accessing trained interpreters for migrants or refugees for whom English is not their first language, and to materials specifically developed for Muslim men.
- Other issues participants are experiencing that are not being addressed – such as drug abuse, homelessness
- The programme length is insufficient, particularly for victims of domestic violence<sup>32</sup>

- A lack of follow-up (e.g. at six months) with participants after they have completed the programme
- Providers contractual arrangements with the Ministry. (*'Fee for service allows us to invoice for what we do but does not give us the ability to recruit to meet a demand we cannot measure.'*)
- Funding constraints. A couple of responses from providers to illustrate:

*'The gaps for offenders whereby there is minimal funding to provide wraparound support for them. They can often be confused and isolated and there are always co-existing issues for clients (e.g alcohol, drugs, financial problems, mental health issues and others.) Work for offenders will be more successful if there are resources to support them long-term to make and sustain change.'*

*'Large groups and no kai.'*

## 5.2 Judges' perspectives

### 5.2.1 What was working well

Process aspects that judges we interviewed mentioned as working well included:

- Referrals to non-violence programmes through both the Family and criminal courts were happening more quickly than they did before the 2014 reforms. This was attributed to the Ministry applying more resource to this area through the formation of a dedicated team.
- Programme providers are provided with fuller information about the offender than previously - including a summary of facts for referrals from the criminal court and a copy of the PO application and affidavit from Family Court-.
- The notification process regarding a person's non-compliance is much clearer and more efficient. The content of the notice was said to be more helpful for the purposes of helping the judge decide whether to issue a summons, a warrant, or refer to prosecutions.

### 5.2.2 Referral and initial contact process

According to some judges we spoke with access to fuller information about defendants and offenders (for example, their ethnicity and/or cultural needs) by the local Court staff where the PO is laid would enable DV Programmes team members<sup>33</sup> to better match defendants and offenders to particular non-violence programmes. The information the team currently has for decision-making purposes was thought to be quite limited, depending on what information was contained in other court documents (such as protection order applications). Whilst a provider can refer back to dv programmes if it does not think its programme best suits the person, the provider may not be motivated to do this (due to funding being attached to the client) and if the provider does this prolongs the process and risks the person disengaging.

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33 The team comprises 13 people: six Family Court Co-ordinators based around the country and seven Processing Officers based in Wellington.

In the District Court, shortly after the judge has directed a defendant to undertake an assessment and non-violence programme, a court officer will have a brief discussion with the defendant about the assessment and programme and answer any questions the defendant might have. Defendants are also given an appointment time with the provider, or a time to call in. The court officer may also give the defendant some written information (e.g. a pamphlet) about the provider and/or the programme. A Victim Court Advisor fulfils a similar role for victims with a protection order. An advisor who has direct contact with a victim at court will use this opportunity to support their uptake of adult safety programmes.

### *Preference for referral process from District Court*

Judges we interviewed expressed a preference for the District Court process which was thought to better support offenders' good engagement and uptake of non-violence programmes. In contrast, the referral process is conducted remotely in the Family Court, with no equivalent face-to-face meeting with an officer of the court.<sup>34</sup>

One judge also thought new technology could be better used to reduce the time it currently takes for the person to contact the provider or vice versa, which might also support the person's engagement.

There could be significant delays in getting offenders underway on non-violence programmes.<sup>35</sup> A judge recalled some offenders re-appearing in the criminal court 12 weeks after being directed to a programme only to say that they had just started it. Some of the delay was likely due to there not being sufficient resource.

In a more therapeutic (criminal) court setting some judges get to know the family violence offenders who appear before them quite well. This is in contrast with the domestic violence team members who determine the programme an offender will go to who know little about the offender. Where the judge thinks it best, s/he may recommend that an offender (for example, an offender with major addiction issues) undertakes a one-on-one programme. Such recommendations are not routinely followed. This was an issue for some judges.

### **5.2.3 Providers' reports after first contact with respondent/offender**

The programme provider is required to submit a report to the Ministry domestic violence team within seven days of the provider having completed a person's assessment and settled their terms of attendance.

The judges we interviewed indicated they would like to be kept better informed as to how people they direct to programmes are progressing on them. Currently, Family Court judges are informed shortly after a protection order has been made but they may not be informed again until the person has completed the programme or a non-compliance notice has been filed.

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34 Applications for Protection Orders in the Family Court are usually made 'without notice' so the respondent is not present and is generally not even aware that a Protection Order has been lodged.

35 There are a number of legal restrictions in Family Court that delay procedures and cannot be avoided. For example, respondents' addresses are not always known to serve the Protection Order (PO) documents on them. When they are served (either by bailiffs or police) they have the right to contact a lawyer and have 10 days in which they can object to the PO. This prevents any indicative appointment having been set up from proceeding. It also takes time to show proof of service back to Courts after documents are successfully served. The DV programme team have made recent changes to procedures and try to ensure delays are kept to a minimum as they are very aware of the impact timing has on offender engagement and motivation.

It is likely that Family Court judges would appreciate being sent a copy of this initial assessment / terms of attendance settled form too. While these reports were thought to vary in detail, some were thought to include valuable information (for example, about information about risk level and the issues the person was going to address in the sessions) that judges could use in any contact they might have with the family to encourage and motivate them to get the most out of the programmes.

The registrar in the criminal court may not automatically receive information updates from the Ministry domestic violence team (from the provider), making it difficult for that court to schedule court hearing dates with perpetrators for the purposes of monitoring their programme compliance.

#### **5.2.4 The assessment process**

According to one judge, the non-implementation of a judge's recommendation (to one-on-one or a group programme) was likely due to the provider's assessment being quite rudimentary and not based on a comprehensive understanding of need. S/he thought that while the current process may work in terms of efficient disposition out of court, an independent full needs assessment was required at the point of capture by the court. Such an assessment would identify what was appropriate for the offender in terms of delivery of the non-violence programme and what other work the offender may need to do in addition.

#### **5.2.5 Providers' completion reports**

The programme provider is also required to send the Ministry DV Programmes team a completion report within seven days of a person completing a non-violence programme. Completion reports were also thought to vary in detail. Some appeared to be more of a 'tick box' exercise. Judges understood that there may be safety issues for the providers (who may also be concerned about ramifications particularly for victim's safety) in providing negative comments to a judge about an offender's lack of engagement but judges needed comprehensive comment on how offenders were progressing.

Some providers did submit more detailed completion reports, with specific information on the issues the person had tackled and the extent to which they had understood and gained insight into these issues and gave concrete examples of how their behaviour had changed. Judges we interviewed found such reports much more helpful since they enabled them to explore some aspects with non-violence programme completers in court - for example, whether the person had developed empathy with the victim - and better assess accountability.

Judges would also find it "immensely helpful" to get progress reports of offender's progress whilst they are still on a non-violence programme.

### **5.3 Perspectives of other key stakeholders**

#### **5.3.1 What was working well**

Process aspects that other key stakeholders we interviewed mentioned as working well included:

- The 'new' approval process of programme providers rather than of programmes

*'We've definitely had heaps and heaps of positives about not having to have programmes approved. That's been a real positive ... It validates ... the knowledge in the sector to respond and be up-to-date whereas in the past people had to go back to the panel for any change.'*

- A Code of Practice for providers which was *'of huge benefit', 'a really useful resource'*
- The introduction of the assessment process that allowed providers to better understand clients' needs and to tailor programme content accordingly.

*'A six-hour assessment meant that there was much more emphasis on that meeting and understanding the client. That has led to more of the tailoring. I think the providers who picked that up and have run with it have certainly adapted their programmes and been much more flexible. Probably along with that the ability for group attendees to have individual sessions has again added to the tailoring and responsiveness.'*

- Providers were getting more court information (than they were prior to the 2014 reforms) about offenders that helped them with the assessment process
- Greater flexibility of programme delivery (as intended under the reforms) to better meet the needs of clients and providers. For example:

*'The flexibility of being able to deliver individual programmes where it's needed ... being able to deliver the group programmes at any time of the day or any time of the night - so once again flexibility ... Providers can deliver the programmes how they are best able to deliver for both themselves and their clients ... They're able to tailor their programmes much more than they ever used to. I suppose in that respect it seems to meet the needs of both the providers and the clients better than it did.'*

- Māori programme providers were getting better recognition for the breadth of the work they do.

*'I think some of our Māori providers have loved the new system because it's given them more mandate for what they were doing previously. We've had lots of providers over the last few years who have said it's been very nice to actually publicly say what they've been doing behind closed doors and to see that it is now recognised.'*

- An ability for women and children being able to access a safety programme more than once at no cost

*'The good thing is now they can have more than one bite of the cherry ... A five- year old dealing with the impact of the violence may be quite different to that of an eight or nine-year old when you're a bit more independent from home. So, that's been a really positive move.'*

- The family violence court environment in which some providers reported being able to have clear conversations directly with the bench about the progress of offenders.

### **5.3.2 What processes might be improved**

Process aspects that other key stakeholders we interviewed mentioned as not working so well or that could be improved included:

- The referral and booking system onto non-violence programmes. The processes were not always as simple and linear as the flowcharts might suggest.

*'One of the regular things we hear (from providers) is there's a real difficulty with the booking ahead for the assessments, the dates the courts need and then filling those appointments. For our larger providers - especially that becomes quite an administrative toing and froing. Are the appointments being used up? Have the papers been served?' There is a breakdown between always getting the confirmation someone's been served so they know about their appointment and those papers getting back to the court so the court can tell the provider. We still have clients turning up because they've been served notice of their appointment and the DV programmes team who send these things out haven't got that information. We've definitely got some stuff at the court and service system end that gets in the way of providers being able to be responsive.'*

The referral system could also disadvantage Māori providers.

*'The courts through Justice refer by ethnicity if possible and where it's known and often it isn't [so] our mainstream providers get far bigger volumes. So, our Māori providers will often have lower volumes ... Their ability to really have enough volumes and funding ... to get to grips with the programme is one issue.'*

- Barriers for women and children wanting to access safety programmes

*'That's transport, childcare, chaotic lives and needing to make sure that access is there when they're ready.'*

*'Physically getting children to the programme is an issue. A lot of providers will go and get the kids or actually make arrangements with the school that they can come and get them from school.'*

- The pathway to a safety programme by a mother and her child(ren) may not automatically follow each other as assumed by the new contracting framework.

*'When the new contracting framework came in ... it was built almost an assumption, there was an automatic flow from engaging with mum following a protection order and doing a safety assessment and then that would flow very neatly into providing a programme for the children. But the reality we see is that that immediate crisis by Mum is dealt with and she kind of goes "Yeah, that's all right." But then the next stage doesn't flow automatically into "And now I need to get some help for my kids." It's more about actually "That's been such a shock I need to time to stop and think. No, we're not ready." or "Actually I made one step forward around the leaving and doing, that's enough for now and the next step is too hard." And so, there's been a bit of a disconnect. It's not a smooth continuum and I'm not sure that's always been well understood by some of the Ministry of Justice people.'*

- A Western centric model of contract management and resources that could create barriers for some providers, including Māori providers. Some providers said they did not know what to expect from the audit but wanted to support the process to ensure they met the Ministry's standards. For example:

*'We are still largely a Western centric model of contract management and resources. That creates barriers for our providers at times figuring out what they can and can't do within that*

*framework. What good practice looks like, what it doesn't. What meets an audit and what doesn't.'*

- The effort required by providers to change their client management systems and reporting to reflect the Ministry's changing requirements and for these to be implemented within a short space of time. *'For a large organisation like X it's a significant implementation task when there is a change ... It has been almost every quarter.'*
- A lack of a professional national organisation for the training and overview of family violence specialists<sup>36</sup>

*'The field hasn't been good in the last five years of sustaining, training, and having an agreed skill base by which people enter the work. Actually, I'd say it's pretty light, how people enter the work .... [The training] is much more significant [in Australia] than we do here ... Arguably you can just experience sitting in on a group and get approved and then start running [programmes]. I don't think that's a strong training base. This is applied work, not Counselling 101 ... I think there's a very clear skill set we need to do the work. Some agencies are doing good work but unless there's an external agency that's really monitoring that strongly I think there will be drift of those skills over time.'*

Related to this is a shortage of skilled people – especially male facilitators - with prior knowledge and skill to deliver the programmes in the context of increasing numbers of potential participants with complex needs (P, drug and alcohol issues etc). *'We struggle to recruit males into the work now. I don't think there's a huge number of men in the field putting their hands up.'*

Also, noted, was the difficulty of sustaining experienced facilitators in small centres (or rural locations) where the expected volume of work might not match the reality and work could dry up.

- The Ministry's control of most functions in the family violence sector – and the possible need to devolve responsibility for some of them

*'The Ministry designs the service specs, writes the code of practice, runs the procurement, does whatever training or not that there might be, does the audit and makes the decisions about whether or not to continue a contractor. I am uncomfortable with that. I think just from what I've heard out in the field that providers are uncomfortable about that as well. I think it would be helpful to think of other models, in particular in terms of the training and the codes of practice. I don't think there's any particular reason for the Ministry to hold onto those. I think it might be time for us to let go, support the communities and the providers to set their own standards ... Something more like the model that the restorative justice providers have where they have an independent training institution where they work to get their accreditation from that institution, and we have a contract with that institution rather than being directly in the detail of the work programme.'*

- A competitive funding model that works against collaboration among providers

*'The competitive funding model ... is quite damaging to the sector. The incentives to collaborate, we're trying to encourage everyone to integrate - for the AOD provider to work*

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36 The Ministry of Justice approves domestic violence providers not individual facilitators. Facilitator approval is the Provider's responsibility. The Code specifies the competency requirements and approval criteria for facilitators.



*closely with the DV provider, and everyone to talk to each other, moving for different DV providers who are working with different members of the family to work together. But there's no incentive for them to do that. The way that we're setting up our funding model, actually cuts through exactly what we're trying to get them to do, behaviours that we're trying to achieve.'*

- A move from using the term 'family violence' to using the term 'family harm'. This key stakeholder thought the latter term minimised the experience.

*'If you mentally abuse someone it's violence. If ... somebody has held his hand over his or her partner's mouth and suffocated them and beaten the hell out of their head, that's violence. You can't call it harm. This is family violence. We need to, number one, address it as that and be honest about it ... Words are really important to us here in the community. Words are not just airy fairy fluffy things. We live in a real world ...'*

- Grouping participants together on non-violence programmes in ways that may not best serve their individual needs (for example mixing under twenty-year olds with older men, those who have sexually offended with those who have not ('Putting someone whose been sexually abusive in a group of men who will probably beat the crap out of the abuser, is quite a risky thing.') those with mental health and addiction issues with those that haven't etc)<sup>37</sup>
- A lack of combined multi focused programmes in terms of mental health, drugs and violence and an inability to apply a 'much broader brush stroke' to how providers are able to work.
- Programme delivery not always being culturally appropriate or culturally responsive to the needs of people of 'Other' ethnicities (such as South East Asian people) for whom group sessions are likely to be a barrier to effecting change.
- The poor quality of some interpreters

*'I find some interpreters are so useless ... Also, sometimes they cross over between being an interpreter and giving advice.'*

- Little opportunity created as part of programmes for couples who want to stay together to access joint sessions

*'If you're just sentenced and then they say "You can go home now". There's a change in the person walking out of the court but quite often home hasn't changed. I think that this would be the most wonderful opportunity to come together to address other things before they all come back together as a family. Like money, like alcohol, like "I love you but I don't want any more children because we've already got two." So many things that created the problem at the start we must be able to address.'*

- A need to make better use of the 'comments' section in their reports to the court about progress of non-violence programme participants.

*'I think the forms are fine, but I think the most important section is the comment section. I think that is very under-used ... If we just tick [the box] without qualifying it I think we're not*

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37 The Code reflects the need for programme selection to be based according to individual need as identified in their assessment.

*giving good information to the court. Nor are we serving that client very well either... I think that's a training issue.'*

This key stakeholder acknowledged this was not without its challenges given the legislative requirements around confidentiality. However, s/he thought this could be managed.

*'I think that's an area to have some debate over because the legislation does put down some clear criteria for confidentiality as it should but I think if things are managed in a well-informed manner, and clients are signing an agreement, waving confidentiality, and are well informed, then we can move forward quite well. Like, I would write nothing that a client hasn't reviewed, discussed and talked through before it's gone off to anybody else. Yeah, I don't do 'secret squirrel' stuff.'*

More generally, some providers were looking for training around what information they could and could not share with other providers etc.

- The low proportion of participants providing reflective feedback after they have completed the programme. *'I would love to know how we could get more reflective feedback at times post-course. I think we've experimented with different ways that we might be able to do that about you're only ever going to get a percentage that respond.'*
- The time consumed by the Ministry's domestic violence programmes team and providers in meeting the detailed reporting requirements back to court for non-attenders.

*'Because non-attenders can result in a prosecution etc. etc. we do have lots of detailed reporting back to the courts that's time-consuming. That whole process actually takes quite a lot of oversight and training for providers bringing new staff on and maintaining their knowledge and their compliance with the contract. There's no easy solution but I think that's certainly an issue that we face regularly and providers face.'*

- The proportion of referrals of people seeking help with their violent behaviour to providers that are self-referrals for which providers are not funded.

*'We would see family violence as a common determinant in almost all our work ... It's not always funded through these pathways because of [the need to have] a protection order ... So, it's not through an incident police call out referral or MoJ. It's about people accessing our services, accessing other services and then it emerges as an issue. And we think that's a good thing actually. We think that's right that people have got different channels where they might seek help.'*

- The variability of providers to embrace opportunities opened up by the 2014 reforms

*'We still have a lot of people who are getting their head round just how flexible they can be ... Some providers have really grabbed the new structure and run with it and others are probably still doing kind of 80 percent of what they used to do and are still coming to grips with just how flexible it is.'*

- A need to expand the evidence base to better support practice in the delivery of domestic violence programmes their work
- No government organisation with a sole focus on family violence prevention.



## **PART III Domestic violence programme outcomes**

## 6 Programme user perspectives on outcomes

The findings in Chapter 6 are of self-reported outcomes of participants of non-violence and adult safety programmes delivered by mainstream and Kaupapa Māori providers. While we do not know the extent to which these outcomes are directly linked to the completion of Ministry-funded domestic violence programmes, their feedback suggests the benefits of these programmes are large.

While none of the participants of non-violence programmes believed the programme was the full answer to preventing them from committing further violence, almost all reported some positive changes that they attributed to programme participation.

Most commonly, participants of non-violence programmes reported improved relations with their current partners or ex-partners. They were communicating better. Other positive changes included: improved relationships in the workplace, no or a reduction in further episodes of family violence and/or the seriousness of the violence having reduced, a greater awareness of the triggers that made them violent and having tried to exhibit better self-control, and stopping or reducing their alcohol consumption. A small number described the non-violence programme as 'life changing', with one crediting a programme facilitator with saving his life.

Almost all the women who had participated in adult safety programmes reported some positive outcomes. None of the small number of women we interviewed who had completed an adult safety programme and who were continuing to live with their partner reported any further violence.

While most women (separated or not) reported increased feelings of safety following programme completion, about one third still reported some fear for themselves and/or their children from their partner or ex-partner.

Most women who had completed an adult safety programme and had separated reported improvements in their mental health - including increased self-confidence or feelings of self-worth.

Some overseas-born women – including some from the Pacific - spoke of their relief of being much better supported by family violence prevention providers in New Zealand to leave abusive relationships and how this had immeasurably improved their lives.

Wāhine attributed some of their increased self-confidence, self-esteem and self-efficacy to what they had learned on Kaupapa Māori-delivered adult safety programmes. Similarly, tāne attributed some positive changes (such as their improved communications, reduced incidents of verbal and physical aggression/harm and improved relationships with their partner, ex-partner, tamariki and whānau) to their participation in Kaupapa Māori-delivered non-violence programmes.

Irrespective of whether wāhine and tāne stay together or live apart, and acknowledging the individual wellbeing journey for each wāhine and tāne, the non-violence and adult safety programmes have contributed to improved whānau wellbeing.

Chapter 6 looks at outcomes of the domestic violence programmes from the perspectives of programme users we interviewed.

## 6.1 Perspectives of non-violence programme participants

Non-violence programmes are expected to contribute to reduced recidivism and further harm to current or future victims.

We asked 21 participants of non-violence mainstream programmes about what difference a non-violence programme had made to their lives. About half were living with the partner they had perpetrated violence against (some of whom had quite recently reconciled) and about half had separated.

None said the programme was the full answer to preventing them from committing further violence. It was more like a *'stepping stone in the right direction.'* Nevertheless, almost all reported some positive changes that they attributed to the programme.

Most commonly, they reported improved relations with their current partners or ex-partners. They were communicating better.

*'I'm closer to my partner. She feels that she can open up to me and talk to me ... I feel the same with her. Me and my partner now we're pretty open to each other so if we've got something to say we will say it to each other.'*

*'Just the communication side of it. Instead of not responding and just letting it bottle up ... [learning to] open your mouth and make the words come out ... Then you can get time out ... and life becomes a damn sight easier and there's no resentment.'*

Some who were currently living with their partner and children gave examples of improved communications. To illustrate:

*'I think with the course it allowed me to look within myself and sort of lower my gloves and try and make it a team effort. So, now every Sundays we have team meetings ... Son's there, daughter's there, wife's there. And my kids just started expressing themselves. Through the course they taught me that it was all about giving them a voice, giving them a safe environment to voice their concerns [without] repercussions. It was huge for me.'*

*'We've used the communication things within the family. This is how it's making me feel ... What do you think we can do to remedy the situation? ... So, that's been hugely positive.'*

And some who had separated also reported better relations with their children. For example:

*'Nothing has changed between me and my partner. It's still full on 100 percent protection, zero communication ... but I've been able to manage my kids a lot easier.'*

*'We [father and son] were tense because of all that but it's so much better now.'  
'My kids are happier I suppose ... but not just happier, naughtier ... because they know I won't do the things I used to. They've tested me a lot ... but it's a learning stage.'*

*'I went from not seeing my kids at all to being able to see my kids more now. They've noticed a big change in me ... how much I've changed and stuff.'*

At least two participants mentioned how their changed behaviour had spilled over into the workplace too. One person attributed his completion of the course to assuming greater responsibility at work.

*[My workmates] noticed. They're like, "Are you off to your angry course again this week?" and I'm like, "Yep I am." ... Yeah, but they all notice ... I've not been so angry ... I've learned to be able to just step in there and help now and go "Look, this is how you do it" or "I'll show you this." And I've built a lot of respect from my workmates.*

Some reported that no further episodes had occurred since they had completed the programme or the seriousness of the violence had reduced.

*'I've been seeing her right through ... We swear. I breakdown but ... I haven't threatened her.'*

*'My ex-partner doesn't feel like threatened around me any more ... It's changed a lot.'*

And some reported being more aware of the triggers that made them violent and trying to exhibit better self-control.

*'I try not to do the whole yelling and shouting. If I get to yelling and shouting I know I've passed the calm triggers and I'm obviously getting to the bad stuff. So, I try not to get myself that far.'*

*'I don't have much to do with my ex ... I just try and keep my distance now ... She's just playing games constantly.'*

Three described the programme as 'life changing', with one crediting a programme facilitator with saving his life.

One woman (who had also been a victim) reported the non-violence course had helped improve her resilience.

*'I've been suicidal. It's been a horrendous journey ... It's been one hell of a journey, but I'm getting there. ... I think whatever life throws at you, you can become bitter, you can be resentful, revengeful, or you can say, "Well, this is what life's given me." There's a lesson in it for myself to grow.'*

Two reported stopping or reducing their alcohol consumption. At least one had had to manage mental health and addiction issues whilst on the programme.

## **6.2 Perspectives of adult safety programme participants**

Adult safety programmes are expected to contribute to keeping adults safe from further family violence or harm.

We asked 21 participants of mainstream adult safety programmes about how the programme had changed their lives. All were women. Most had separated from the partner who had perpetrated the violence against them.

While it was a relief for some to have separated (*'I'm a free woman from that shit relationship'*), most had taken time to adjust to living separately despite the benefits.

*'It's been a hard, emotional time to make changes. A big change is actually moving towns as well to move away from him. I feel good now, it's been some time, but it still affects me every now and then ... It got easier. It got easier. At the beginning, it didn't look like it would ever get easier but it does.'*

*'For me it would be knowing that it's actually all right to be on your own. There is no harm in being on your own. I would rather be on my own than being treated disrespectfully or being put second to drugs or alcohol.'*

*'I don't like being alone that much but it's so much better than being bullied all the time. It's so much better than just like having a partner who uses you just for sex and just says whatever he can whenever he can. This is so much better and actually I have a lot of self-worth because I've done everything on my own.'*

Almost all these women reported some positive outcomes. While it is not possible to quantify the extent to which these outcomes are directly attributable to the completion of an adult safety programme, feedback from these women suggest the benefits of these programmes are large.

None of the small number of women we interviewed who had completed an adult safety programme and who were continuing to live with their partner reported any further violence. One commented on how communications with her partner (who had also completed a non-violence programme) had improved:

*'I'd just say "Hey look, I'm feeling really hostile" or "You're winding me up, you know you are and I don't like that."*

While most women (separated or not) reported increased feelings of safety following programme completion, about one third still reported some fear for themselves and/or their children from their partner or ex-partner.<sup>38</sup>

A small number gave examples of how they did or would better respond to their ex-partner to protect themselves from repeat victimisation, given what they learned on the programme.

*'I've grown so much stronger ... I don't get hurt quite the same with my ex-husband, with his remarks ...'*

*'Just say, if I saw my ex-partner and he yelled at me, I would normally attack him in my old behaviour. I speak to myself now and say, "Walk away, that's not your problem, it's his." ... That's what I've learnt. I have some challenging days where my old behaviours can just switch on, because they'll always be in me. It's about processing them now.'*

Most of those who had separated from their violent (ex)-partner and who had completed an adult safety programme reported improvements in their mental health - including increased self-confidence or feelings of self-worth. For example:

*'Things are better now that I've just left him behind ... It's sort of like a win-win. Now I can live freely as I want. My family are happy to see me happy.'*

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38 The partner/ex-partner of a small number of these women were incarcerated.



*'I'm not in a relationship and it's the best thing I've ever done. It's such a relief. It's so good. I'm so happy just being me and my kids. I don't know why I didn't do this earlier.'* (mother with two children)

*'I've even started looking after myself better ... [The programme] made me realise that it's all right to think about yourself in a way that it's going to be better for you ... and your children.'*

*'I've actually come out a very confident person .... I never would have presented in front of 50 odd people in the past.'*

*'My life is just 100 percent better and if there was more than 100 percent it would be. I'm just so proud of myself in that I got out ... and the main thing is telling the truth... I didn't use to lie before about what was happening but I used to leave a lot out.'*

*'I'd say the course is a bit of a journey. It ... sort of stirred things up and I certainly had parts of the course where I didn't sleep well ... But I feel having completed it that I'm much clearer about needing to and then going to have much stronger boundaries for my own well-being but also for my children's well-being.'*

One woman cautioned:

*'With the children it is a bit hard to know what's changed apart from they've got me who's a lot stronger now and knowledgeable.'*

One recalled how a judge's remarks on how she was managing with her children had moved her to tears.

*'I had the same judge the second time ... At the end s/he said to me "You're doing such a good job for your kids. I'm really proud of you." And I burst into tears. A judge said this to me? So, that was awesome.'*

Some overseas-born women – including some from the Pacific - spoke of their relief of being much better supported by family violence prevention providers in New Zealand to leave abusive relationships. For example:

*'I think it's really lucky I've been in New Zealand. If in X I don't know where to go for help ... [In X] they suggest to stay, to change yourself. That's all. That's how lucky I was here.'*

These women no longer tolerated family violence despite its 'general acceptance' in their country of birth. Being supported by domestic violence prevention providers in NZ to leave abusive relationships had immeasurably improved their lives, enabling them, for example, to study (including improving fluency in the English language), get paid-work or better paid work, become more financially independent, widen their social networks beyond their immediate family, and get involved in some voluntary work.

### **6.3 Perspectives of Kaupapa Māori programme participants**

Kaupapa Māori programmes are intended to restore mana and tapu so individuals and whānau can lead healthy and violent free lives; and they feel connected and supported whilst committed to te mana kaha o te whānau, using a strength based and whole of whānau approach.

Maori cultural concepts are foundational; and traditional values such as whakapapa, whanaungatanga, mana wāhine and mana tāne are used by Kaupapa Māori programme providers as the foundation to bring about positive change. Kaupapa Māori programmes reconnect participants to tikanga, affirm their cultural identity as Māori, and emphasise the contemporary relevance of tikanga as providing a cultural compass to guide their engagement with whānau.

“A whānau centred approach refers to a culturally grounded, holistic approach focused on improving the wellbeing being of whānau and addressing individual needs within a whānau context” (Te Puni Kōkiri, 2015, p. 9). In this section we discuss the outcomes for wāhine, tāne and whānau (including tamariki).

### 6.3.1 Wāhine outcomes

For wāhine a life free of violence or the fear of violence is a significant outcome. Key to this has been having the tools and strategies to take back control of their lives. At the same time wāhine report the adult safety programme as having contributed to increased self-confidence, self-esteem and self-efficacy. They see themselves as having the necessary knowledge, tools and confidence to achieve a positive future for themselves, for their tamariki and their whānau.

*‘I now have the knowledge and confidence of how to deal with things you get into these domestic violence situations; and importantly what you can do to prevent domestic violence happening. Yeah, like as a woman and as a mother, what you can do to keep yourself safe and your children safe.’*

*‘And, like being through what I have been through and being on the programme and working with the facilitator has taught me a lot. Not to accept someone’s bullshit really; and if I don’t agree with something I will say. Before I had lost my voice and I wouldn’t speak up. I didn’t know who I was. And now I have the confidence to speak up.’*

*‘Yeah, the other thing too, as a mum, especially like for Māori and Pacific mums as well, it’s all about our kids and the family; and sometimes we forget to look after ourselves. Or, if we do kind of look after ourselves then we feel a bit guilty, because we think this is time I could be injecting into my kids. But, what I’ve learned and need to remember is that when you develop yourself everyone benefits; not just you but everyone around you.’*

*‘I’m calmer now. I used to be very uptight, stressful, OCD control freak like to the point the kids couldn’t play, they couldn’t make a mess or anything like that. And, now that I’m out of the relationship I don’t care now. Like if they make a mess who cares; you just clean it up when they’re done. Or, they spill milk; just get a towel. Like, it’s not the end of the world. Like before...’*

*I had lost myself, and now I have gained myself back again. I have a different mindset and I want to live life to the fullest. I have one life and I’m not going to let someone dictate who I should be and what I want to do. Like, I wasn’t allowed to travel when I was with my ex, and now I’m like there’s a whole world out there; there’s so much to experience so much to enjoy in life. Like I have family in England and Scotland and I want to see them; I want to take my kids over to see them.*

### 6.3.2 Tāne outcomes

For tāne, key outcomes and changes as a result of their participation in the non-violence programmes include improved communications, better able to express and deal with emotions,

being open to seeking and accepting help, increased understanding about the importance of addressing issues, increased respect for women and having tools and strategies to avoid verbal and physical abuse. This is resulting in reduced incidents of verbal and physical aggression or harm and improved relationships with their partner, ex-partner, tamariki and whānau.

*'We're just getting on better and talking more and fighting less. I'm calmer and so she's calmer. And I know that she can get scared or feel threatened by what I say or if I jump up to make a point, so I need to watch that; but definitely talking, not looking to pick a fight, bring up past issues, has calmed everything down.'*

*'It's just that thing that with guys, they don't really talk about their emotions. That's another thing that I've learnt from the programme, is that dealing with your emotions actually means letting your emotions out. I had a real bad time handling my emotions, and I see that now, and that's what I've actually learnt from the course - that I should have been more in control of my emotions, and been more aware of her emotions as well, of how she was feeling.'*

*'If I'm struggling then I now know it's okay to get help, and to talk to someone. Like (facilitator) says - even if you don't have someone to talk to, go outside, talk to a tree; at least you're getting it all out of your system. But for me, now I'm more open with my friends and family, whoever I have in my life. So that is one benefit to me, I am actually just able to talk to people about things again. Then if I still hold things in, I will generally get it out in the group.'*

*'What used to happen is I would just run away from the situation. I'd just take my car keys and go away, which is not solving the problem. And what I know now is that running away is not time out; time out means three minutes. So now I go outside, go for walk and calm down and clear my head and then go back and try and work things out.'*

*'I now know what a protection order covers and have stopped putting myself at risk of being breached. A protection order basically has two parts - it's non-association, and non-violence. If I even pick up the phone and ring her, she could turn around to the police and get me breached again and knowing that I can stop getting myself in trouble with the police.'*

### 6.3.3 Whānau and tamariki outcomes

Irrespective of whether wāhine and tāne stay together or live apart, and acknowledging the individual wellbeing journey for each wāhine and tāne, the non-violence and adult safety programmes have contributed to improved whānau wellbeing.

Whānau are working toward violence free lifestyles and reduced or no family violence incidents in the home. Wāhine and tāne report improved communications and being able to speak to each other more respectfully and with less angst or aggression. Home is a place where both wāhine and tamariki feel safer and happier.

*'Me and my husband we haven't had an argument that gets out of hand; that's gotten out of hand now. That's a major for us. So, there's less tension in the house, it's calmer and I think the kids feel it so play up less.'*

*'When my ex comes to pick up the kids we're more chilled. We don't get into an argument and I suppose we're or I'm not looking to get into an argument by bringing up past issues. We don't say much just what time to bring the kids back, but at least there is no aggro.'*

*'Definitely. Like one hundred percent feel safe. Me and the kids and Dad at the moment have this civil relationship. It's not the greatest co-parenting relationship but it is a civil relationship; and I'm happy with that.'*

One wāhine talked about the positive changes for her daughter, who now feels more secure and able to live at home with her mother as a result of the wāhine having an improved relationship with her father.

*'Oh, it has improved so much. For my eldest daughter, it had got to the point that she was too scared to be at home if her Dad was home. She basically lived with my parents because she was terrified to come home 'cause she was scared that we were gonna fight but now she's home with me.'*

*'And she was scared we were going to get back together, even though I told her so many times that this wasn't gonna happen. ...And then I think it was around Christmas and I said to him, "Bro, we need to get over our shit. I get it, you hate me, it's alright I don't like you either. We have kids, it's Christmas, can we just be all good for the kids." Ever since, like it hasn't been sparkles and everything, but it has been easier.'*

## 7 Programme participant feedback through providers

This chapter presents an analysis of written feedback from participants following their completion of Ministry-funded domestic violence programmes. This feedback aims to assess self-reported outcomes as a result of the programmes attended.

Available data suggest an encouraging number of adult participants appear to be completing the post programme evaluation (73% of non-violence programme (NVP) participants and 81% of adult safety programme (ASP) participants).

Feedback collected suggest very positive self-reported outcomes from the programmes attended. For NVP and ASP evaluation questions are rated from 1 to 5 where 1 is very negative and 5 is very positive. Mean ratings for all possible programme outcomes measures were between 4 and 5. Questions asked about changes in knowledge, attitudes and behaviour.

It is unknown to what extent the very positive responses (particularly for NVPs) may be reflective of the way feedback is collected, described as an 'evaluative conversation' with the programme provider. Providers are required to submit a report to the court reporting on whether the participant has met programme objectives, so it is likely to be in participants' interest to provide positive feedback on outcomes achieved.

Based on a three-point scale of either 'yes 😊', 'not sure 😐', and 'no 😞', feedback from children who attended safety programmes were similarly positive. Of the 50% of programme participants providing feedback, 99% of children responded that they knew that violence is not okay and 96% knew who to go to for help and 90% had a safety plan of knowing what to do if they felt unsafe or scared someone else would get hurt. A slightly lower 85% said they felt safer now. Overall 94% of children said they liked what they did in the programme.

Parent/caregiver feedback supported the positive responses given by their children, with average ratings all being between 4 and 5 out of a possible 5.

Programme providers are required as part of their outcome agreements with the Ministry to collect client feedback from all participants completing a Ministry-funded DV programme. Standard evaluation forms are included in the resources part of the Code to ensure consistent questions are asked of clients. Providers can add logos or incorporate the Ministry survey questions into their own survey/format. Whilst it is a requirement of providers to collect this feedback, completion of the forms by participants is voluntary. The information collected using these forms enables providers to meet their outcome agreement results-based accountability reporting requirements.

Providers collate and submit client feedback – including from respondents/defendants of NVPs, applicants of ASPs and children who attend CSPs and where possible their caregivers - as part of their quarterly reporting. Feedback aims to assess clients' self-reported outcomes resulting from their attendance on the programmes.

The Code includes guidelines for collecting client feedback for NVP participants:

*Facilitators should collect client feedback information as part of an 'evaluative conversation' during a participant's final session/exit interview. It should be facilitator led, so you get as much useful information as you need to ensure your programme is remaining relevant. (section 8.10.1)*

It describes this process as collecting 'collaborative feedback' and notes that if literacy or comprehension is an issue for a participant, they can complete the form on their behalf. For both the ASP and CSP participants' guidelines for completion are briefer and just suggest participants should be *invited* to complete a Client Feedback form.

Client feedback for the fourth quarter (April to June 2017) was examined. There is a space on the form to provide open-ended responses but only the quantitative responses to set questions were available for analysis. Over three-quarters (69 out of 90) providers submitted client feedback. Table 3.1 presents the number and characteristics of programme participants from whom feedback was collected in this three-month period. Response rates can be affected if clients do not attend their final session.

## 7.1 Programme participants' characteristics

**Table 7.1 Characteristics of those providing client feedback on DV programmes (1 April to 30 June 2017)**

Characteristic	NVP (n=488)		ASP (n=212)		CSP (n=59 parents, n=84 children)	
Estimated response rate <sup>1</sup>	73%		81%		54%	
	n	%	n	%	n	%
Referral route						
Family court (PO)	337	69%	-	-	-	-
Criminal court (FV charge)	148	31%	-	-	-	-
Missing	3	-				
Gender <sup>2</sup>						
Male	455	93%	-	-	6	15%
Female	31	6%	212	100%	33	85%
Transgender	2	0.4%	-	-	-	-
Missing	-	-	-	-	17	-
Ethnicity <sup>2,3</sup>						
NZ European	232	45%	56	47%	18	62%
Māori	140	27%	42	35%	7	24%
Pasifika	72	14%	5	4%	-	-
Middle Eastern	6	1%	-	-	-	-
Asian	31	6%	12	10%	1	3%
Other	40	8%	5	4%	3	10%
Missing			92	-	10	-
Mode <sup>4</sup>						
Group	248	53%	60	50%	37	62%
Individual	224	47%	61	50%	23	38%
Missing	16	-	91	-	-	-

1 Response rate = feedback collected as a proportion of those completed. The number estimated to have completed a programme is based on the total number of programme placements per annum (as per quarterly reporting for 2016/17 – NVP=3540, ASP=1308, CSP=742) adjusted by the number expected to complete (as per table 2.1 – NVP=75%, ASP=80%, CSP=84%). This figure is then divided by 4 to be a quarterly estimate.

2 Gender and ethnicity is based on CSP parents' feedback. Missing data are excluded from the percentage calculations.

3 Ethnicity was self-identified and more than one ethnicity group could be given, so numbers do not add up to number of participants. Missing data are excluded from the percentage calculations.

4 Data for CPS taken from child evaluation form data (n=84 supplied)

The estimated proportion of participants who provided feedback (response rate), suggests feedback was collected from the majority of NVP (73%) and ASPs (81%) participants.

Comparing the profile of those from whom evaluation data was collected from to all those who completed DV programmes (see Chapter 3), it appears those completing client feedback are representative of all those completing programmes.

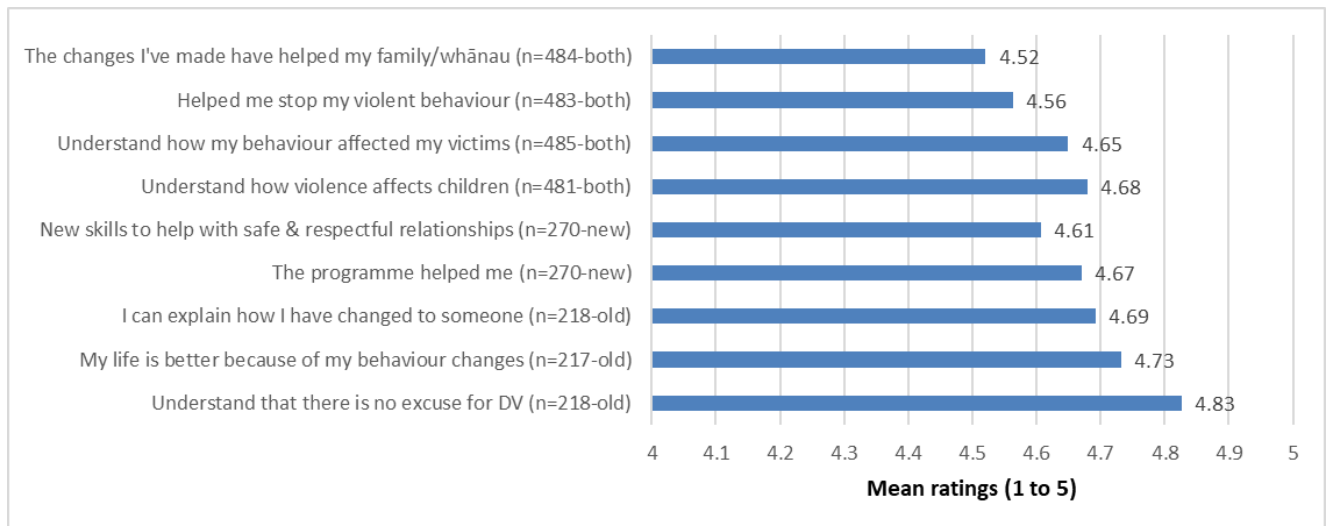
- Both NVP groups (all completers, and completers providing feedback in Q4) share a similar proportion of referrals from family and criminal court. DVPMS data suggested 67% of all NVP referrals were from the Family Court (Table 3.2), which is very similar to the 69% reported in Table 7.1 above.

- Demographics (gender and ethnicity) were similar although slightly fewer NZ Europeans and slightly more Māori completed client feedback (see table 2.4 for comparison).
- Programme modality was similar for NVP and CSPs (over 50%), although feedback appears to have been collected for slightly more ASP group participants (50% compared to 45%, see figure 2.5 for comparison).

## 7.2 NVP participant feedback

Whilst the estimated response rate for collecting feedback was quite good, there were issues with the uniformity of data supplied. There was a change in the forms during the period for which the data was extracted and what was submitted consisted of a mixture of feedback collected using the old (44%) and new (56%) forms. Several questions on the two forms were either consistent and/or comparable and so have been combined. Where possible these data have been combined. Total numbers providing feedback and whether it is from an old, new or both forms appearing in brackets. Results are presented in Figures 7.1 to 7.4, and where applicable are ordered based on the evaluation form used.

**Figure 7.1 NVP participant feedback (1 April to 30 June 2017)**



Source: Client feedback submitted by providers to the Ministry

The first observation from feedback from NVP presented in Figures 7.1 is how positive the responses are from both old and new forms. Each question is rated from 1 to 5 where 1 is very negative and 5 is very positive. Mean ratings for all nine possible programme outcomes are between 4 and 5 out of a possible 5.

These very positive responses may be reflective of the collection process as described above which is through an 'evaluative conversation'. Provider are required to submit a report to the court reporting on whether the participant has met programme objectives, so it is likely to be in the participants interest to provide positive feedback on outcomes achieved.

However, the lower three bars relate to questions on the earlier evaluation form that were paper and pencil type forms completed by participants themselves and yet appear to achieve slightly more positive responses.

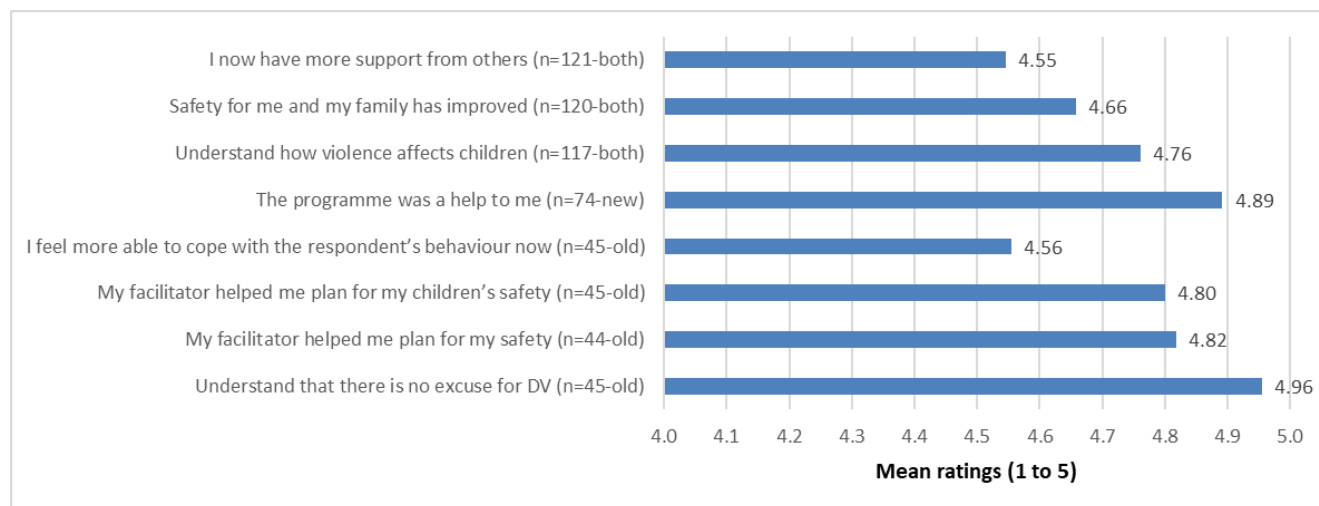


Differences between the nine possible outcomes are very small, and unfortunately difficult to compare due to different modes of collection.

### 7.3 ASP participant feedback

Results from ASP participants are presented in figure 7.2 and are similarly positive, with mean ratings for all of the eight possible outcomes (from old and new forms) again being between 4 and 5 out of a possible 5.

**Figure 7.2 ASP participant feedback (1 April to 30 June 2017)**



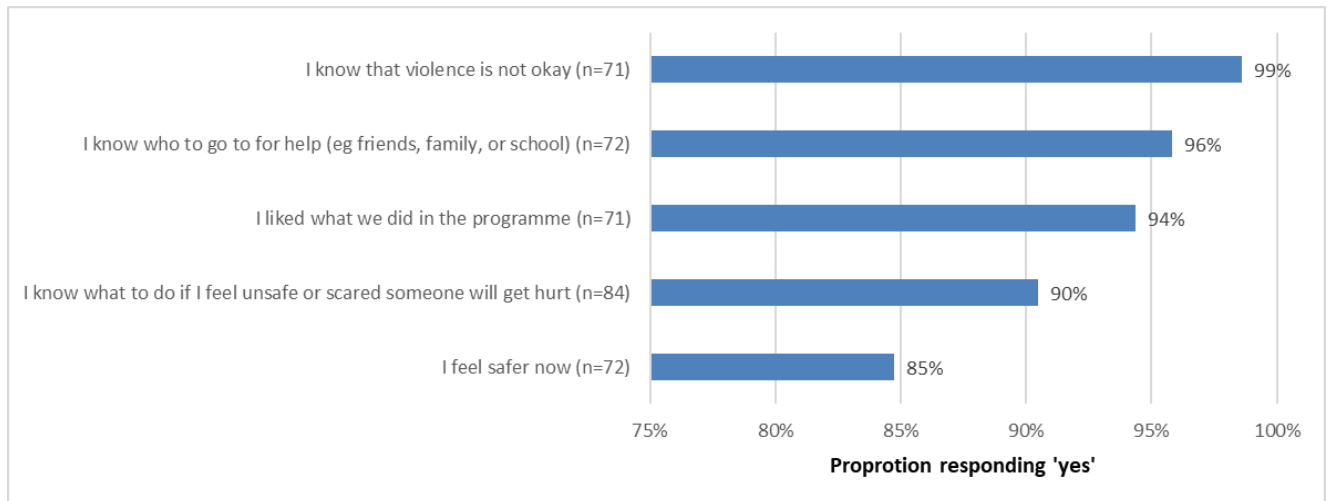
Source: Client feedback submitted by providers to the Ministry

Differences between possible outcomes are small, but with perhaps less observable differences in reporting using the old compared to new forms.

### 7.4 CSP participant feedback (children & caregivers)

Figure 7.3 presents results from the 84 children who attended a CSP. There had been no change in forms for these programmes, and responses were either 'yes 😊', 'not sure 😐', and 'no 😞'. Data presented is the proportion responding 'yes' to each of five questions (four outcome-related and one satisfaction).

**Figure 7.3 CSP participant feedback (children) (1 April to 30 June 2017)**

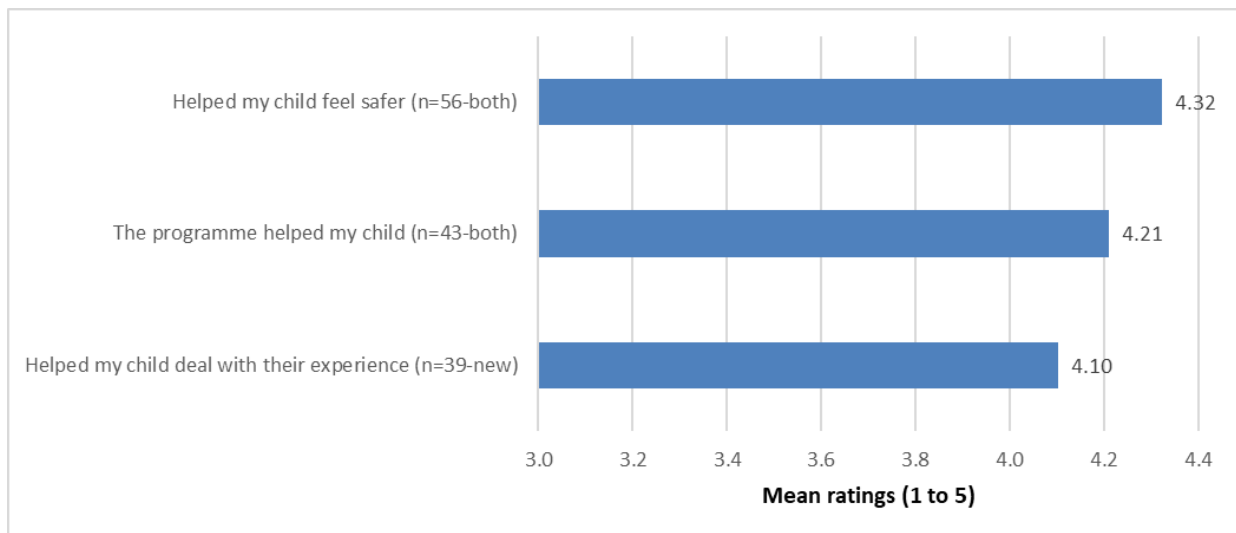


Source: Client feedback submitted by providers to the Ministry

Again, very positive responses, with 99% of children responding that they knew that violence is not okay and 96% knowing who to go to for help and 90% having a safety plan of knowing what to do if they felt unsafe or scared someone else would get hurt. A slightly lower 85% said they felt safer now. Overall 94% of children said they liked what they did in the programme.

Parents/caregivers of these children are also given the opportunity to supply feedback. That collected consisted of both old (n=11) and new (n=44) forms. Figure 7.4 only presents the responses to the new and comparable questions.

**Figure 7.4 CSP parent feedback (1 April to 30 June 2017)**



Source: Client feedback submitted by providers to the Ministry

Parent/caregiver feedback supported the positive responses given by their children, with average ratings all being between 4 and 5 out of a possible 5.

## 8 Re-offending by respondents who participated in a non-violence programme

This chapter presents the results of a Ministry of Justice study on the effectiveness of non-violence programmes (NVPs) for those agreeing to a non-mandated referral through the criminal court.

This is the first time that Ministry-funded domestic violence programmes have been subjected to a fairly robust form of analysis that used propensity score matching to compare re-offending outcomes of non-violence programme participants to comparable controls who did not attend such a programme and has found encouraging results.

The key results from the study suggest that family violence offenders who attended a non-violence programme following a non-mandated referral through a criminal court, when compared with matched family offence offenders who did not go on an equivalent programme:

- were significantly less likely to be convicted for the family violence offence(s) for which they attended to a non-violence programme (64.1% compared with 79.3% for matched 'controls'). Family violence offenders who attended a non-violence programme were more than twice as likely to be discharged without conviction (30.4% compared with 12.9% for matched 'controls').

and in terms of re-offending:

- were significantly less likely to commit a further family violence or non-family violence offence within the following 12 months
- committed up to 46% fewer family violence offences and 49% fewer non-family violence offences over the following 12 months (compared with matched 'controls').

It is important to note that these results cannot be used to infer effectiveness of NVPs for those mandated through the Family Court after they were issued with a protection order, even though the actual programme attended by both groups is the same.

Those who completed a non-violence programme (85% of those who started) had lower rates of family violence and non-family violence offending compared to those who did not complete a non-violence programme, but this difference was not significant when the risk profile of each group (predicted re-offending rate) was taken in to account.

This chapter presents the findings from a Ministry of Justice study of whether family violence offenders who participated in a non-violence programme following a non-mandated (voluntary) referral from the criminal court had a reduced likelihood of re-offending relative to a comparable group of other family violence offenders who did not go through an equivalent non-violence programme (using propensity score matching<sup>39</sup>).<sup>40</sup>

39 Propensity matching is a statistical matching technique that attempts to estimate the effect of a treatment, policy or other intervention by comparing treatment groups with relevant control groups not affected by this treatment.

40 This study was completed by Rob Lynn of the Ministry of Justice Policy group, with assistance from Emmy Gauper from the Analytics and Insights (Justice Services) team, Sector group.

The study also examined whether case and sentence outcomes differed significantly between family violence offenders who went on a non-violence programme and other family violence offenders who did not, and the impact of programme completion.

This is the first time such an analysis has been attempted.

A number of data challenges meant the analysis was limited to those family violence offenders participating in a non-violence programme following a non-mandated referral from the criminal court (around one-third of all non-violence programme referrals). Further it was only possible to compare re-offending rates for 50% of family violence offenders who went on a non-mandated non-violence programme through a criminal court because of difficulties finding comparable matched offenders who did not go through an equivalent programme.

**Important note:** The findings in this chapter relate only to the effectiveness of non-violence programmes for those family violence offenders referred to a non-violence programme through the criminal court (non-mandated).

The results cannot be used to infer anything about the effectiveness of non-violence programmes for those mandated through the Family Court after they were issued with a protection order (even though the actual programme attended by both groups is the same).

## 8.1 Methodology

### 8.1.1 Sample

The study compared re-offending rates among family violence offenders who were referred and attended a non-violence programme through a criminal court (non-mandated) against matched family violence offenders who were not referred to attend an equivalent programme.

For those non-mandated referrals through a criminal court, DVPMS programme data included their criminal court case number so a direct match could be made with the Ministry of Justice's Case Management System (CMS) to identify the demographics, current offending profile and offending history of each offender. Almost all of these offenders appeared in one of the eight family violence (FV) Courts.<sup>41</sup>

For those mandated to attend a DV programme through the Family Court, only a Family Court case number was included. This meant that Family Court data had to be matched with CMS, by name, gender and date of birth. Approximately 75% of those on a DV programme through the Family Court were able to be matched to CMS. However, previous analysis has shown that the quality of matching between Family Court data and CMS is not good and it was unclear what proportion of the unmatched 25% had a criminal record but were not matched, or had not criminal record hence no match was possible.

Further, for those that were able to be matched with CMS, there were many cases where the time between a previous FV case and the time a programme was started was much longer than would be expected. These two factors imply that any estimate of the re-offending rate for those on a

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41 Family Violence Courts are Criminal Courts with specific goals aiming to get FV offenders to take responsibility for their actions and think about how they affect other people. They promote victim safety and make sure that those affected by FV can get the right support and information they need. This may take longer than usual Criminal Court processes. They are based in Waitakere, Manukau, Auckland, Lower Hutt (and Hutt), Masterton, Porirua, Palmerston North and Whangarei.

mandated DV programme through the Family Court would be unreliable, therefore only those on programmes through a criminal court have been included in this study.

Table 8.1 below presents the total number of programme starters for each programme type (non-mandated and mandated) for the periods of interest (1 October 2014 to 30 June 2016) compared to the number able to be matched and included in the analysis (n=434). This group represents just 50% of all those known to start an NVP referred through the criminal court, and just 16% of all those attending any Ministry-funded either via Family Court (mandated) or criminal court (non-mandated).

**Table 8.1 Numbers of those attending non-violence programmes compared to those included in the analysis**

Jurisdiction	Programme starters (1 Oct 14 to 30 June 16)	Included in re-offending analysis	Proportion
Criminal court (non-mandated)	867	434	50%
Family Court (mandated)	1802	-	-
Total	2,669	-	16%

### 8.1.2 Details of analysis

This study compares both case outcomes and re-offending rates for those who had a proved case for a family violence (FV) offence and started a non-mandated non-violence programme (NVP) with similar offenders who have had a proved case for a FV offence and were not on a programme between 1 October 2014 and 30 June 2016.

FV offences are defined as one of the following offences:

- male assaults female (Crimes Act)
- common assault (Domestic) (Crimes Act)
- common assault - Domestic (Summary Offences Act)
- any other violence-type offence flagged by Police as being domestic violence related or
- a likely non-violence FV offence - threats, possess weapon and wilful damage – which has been flagged by Police as being domestic violence related.

Those offenders proved to have breached a protection order (BPO) were excluded from the study<sup>42</sup>. The group of matched offenders, therefore, does not include anyone who breached a protection order.

The following specific criteria were used for offenders' inclusion in the study to ensure the results are as comparable as possible between those who were on programmes and those who were not:

<sup>42</sup> There is currently no way of identifying the number of protection orders that an offender has against them. Therefore, it is important to include a measure of FV re-offending excluding BPOs.

- had a finalised proved case for a FV offence from 1 October 2014 to 30 June 2016 in a Family Violence Court, where the FV offence was the lead offence in the case<sup>43</sup>
- the FV offence carried a maximum penalty of 7 years imprisonment or less
- the offender pleaded guilty and
- the offender was aged 17 or above.

Each offender is included only once over the period based on the first proved FV case meeting the criteria above.

Offenders receiving a prison sentence of more than six months were also excluded from the analysis for technical reasons<sup>44</sup>.

Offenders who went on NVPs and matched FV offenders were matched by year of programme start date/case outcome<sup>45</sup>, and predicted probability of being on an NVP through a criminal court using propensity score matching. As a randomised trial was not feasible the matching process is essential to ensure that offenders who went on NVPs and matched FV offenders were as similar as possible across multiple characteristics.

Predicted probabilities for propensity score matching was calculated from a logistic regression model of factors most associated with offenders voluntarily on DV programmes (age, criminal history, ethnicity etc).

### 8.1.3 Outcome variables

For re-offending, offenders who went on NVPs are compared with matched FV offenders on:

- the rate of re-offending for FV offences - the proportion of FV offenders within a group who committed a further FV offence within the follow-up period (both including and excluding BPOs)
- the rate of re-offending for non-FV (any other) offences - the proportion of FV offenders within a group who later committed any non-FV offence
- frequency of re-offending for FV offences (both including and excluding BPOs) - total number of new FV offences per 100 offenders and
- frequency of re-offending for non-FV offences - total number of new non-FV offences per 100 offenders.

There is currently no way of identifying the number of protection orders that an offender has against them. Therefore, it is important to include a measure of FV re-offending excluding BPOs. If those offenders who went on an NVP have more protection orders against them on average than the

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43 Defined firstly by most serious outcome in the case, and then by Justice Sector seriousness score if two or more charges had the same outcome.

44 The principal reason for excluding those offenders is that there were a lower proportion of these offenders who did not start a non-violence programme. This would imply that re-offending rates for matched other FV offenders would be lower, with all other factors being equal, as there would be a higher proportion of matched FV offenders with insufficient time to re-offend compared with offenders who went on a non-violence programme.

45 Programme start date for those who went on a DV programme and case outcome date for other FV offenders.

matched group of offenders they would be more likely, with all other factors equal, to breach a protection order than matched FV offenders.

For case outcomes, NVP offenders are compared with matched FV offenders on:

- the percentage of offenders who were convicted rather than discharged without conviction or received a diversion<sup>46</sup>; and
- the distribution of sentences imposed for those who were convicted.

### *Risk adjusted re-offending rates*

Predicted re-offending rates can differ quite markedly between a treatment group and a comparison group matched through propensity score matching. This means that a comparison of actual re-offending rates between NVP and matched FV offenders may lead to misleading results<sup>47</sup>.

A total of 434 offenders who went on a NVP were able to be matched with the same number of other FV offenders. These two groups of offenders were used to compare case and sentencing outcomes, as well as re-offending over 12 months. There were an insufficient number of offenders to be able compare re-offending rates over a longer period (two years or more).

## **8.2 Results**

### **8.2.1 Rates of re-offending**

Figure 8.1 compares re-offending rates for another FV offence (including and excluding BPOs) and for non-FV offences, for DV programme and matched FV offenders over a follow-up period of 12 months (see also Appendix Table A1). On average, FV offenders who went on NVPs had a 3.6 percentage point lower rate of re-offending for any FV offence than matched FV offenders over the following 12 months<sup>48</sup> (5.1% versus 8.7%), a relative difference of 42%.<sup>49</sup>

The absolute difference in re-offending rates for a FV offence excluding BPOs between DV programme and matched FV offenders was similar to that for all FV offences, with a 3.4 percentage point lower rate for DV programme offenders (4.1% versus 7.6%).<sup>50</sup>

The re-offending rate for non-FV offences was almost 10 percentage points lower for offenders who went on NVPs compared with matched FV offenders over a 12-month follow-up period (11.8% versus 21.6%), a relative difference of 46%.<sup>51</sup>

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46 FV offences are generally not eligible for diversion, although it can be offered for low level offences (where there has been no serious physical or psychological violence between family members and it doesn't form part of a continuing pattern or history of family violence). Breaches of protection order are not eligible for diversion. Offenders who complete diversion usually only have a first appearance in court.

47 Therefore, to enable a more accurate comparison of re-offending rates between offenders who went on a NVP and matched offenders the actual re-offending rate for the matched group of offenders is risk-adjusted, based on the ratio of the predicted re-offending rates of DV programme offenders to matched offenders. Calculated as ratio of actual to predicted rate for matched offenders multiplied by predicted rate for DV programme offenders.

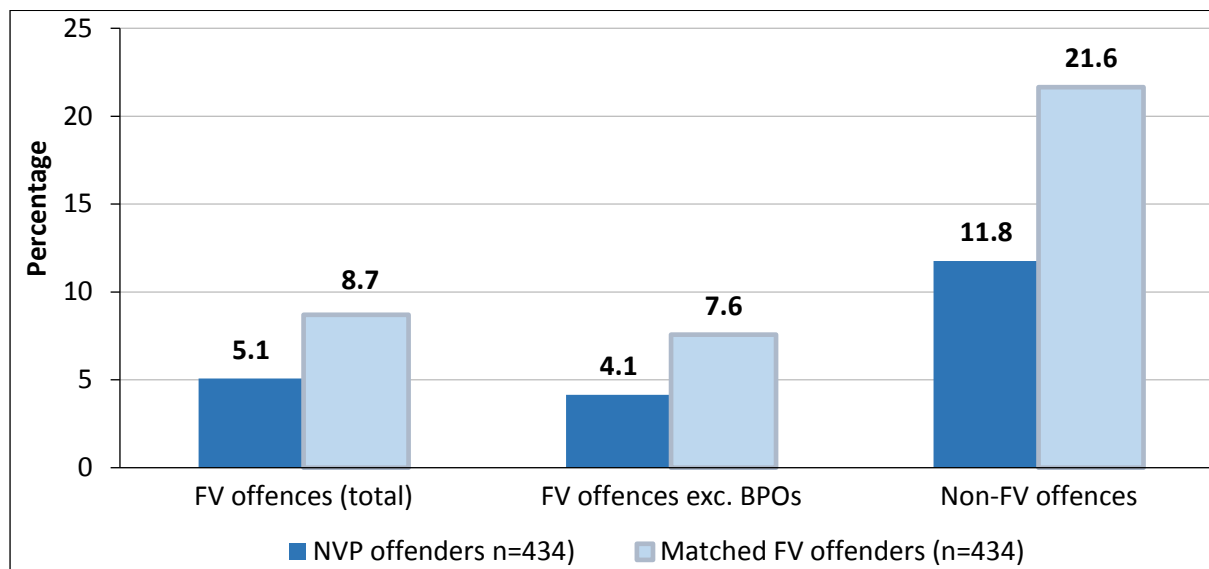
48 Significant at 95% level of confidence.

49 The relative percentage difference is calculated as:  $[\text{re-offending rate (DV programme)} - \text{re-offending rate (matched FV offenders)}] / \text{re-offending rate (matched FV offenders)}$ . In this case  $(5.1\% - 8.7\%) / 8.7\% = 42\%$ .

50 Significant at 95% level of confidence.

51 Significant at 99.9% level of confidence.

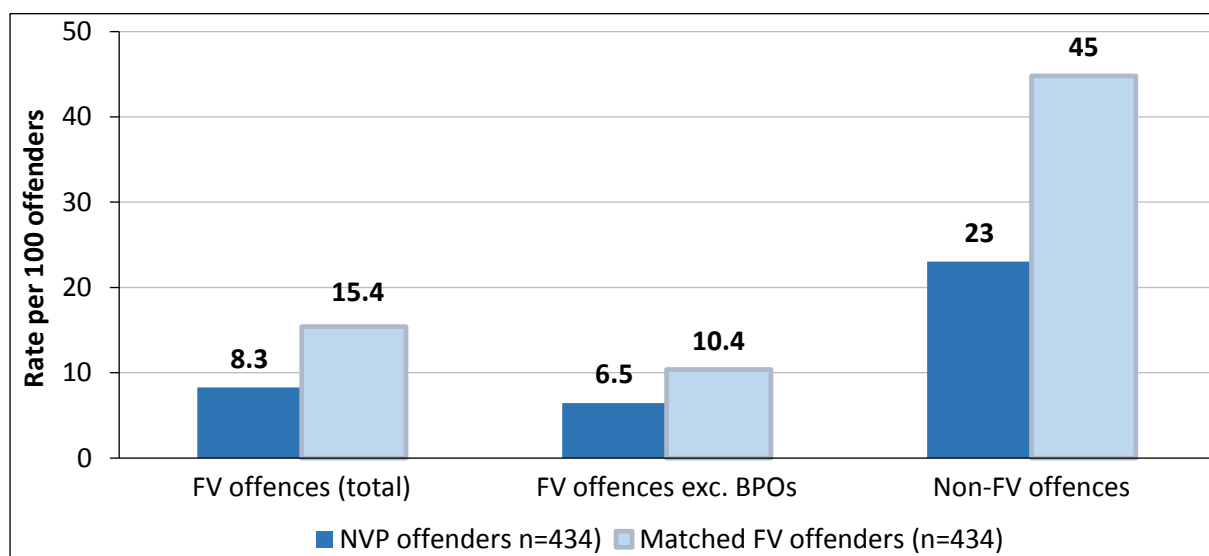
**Figure 8.1 Re-offending rates (%) within 12 months for FV offences (including and excluding BPOs) and non-FV offences for non-mandatory NVPs and matched FV offenders: 1 October 2014 to 30 June 2016**



### 8.2.2 Frequency of re-offending

Figure 8.2 compares the total number of new FV (including and excluding BPOs) and non-FV offences committed per 100 NVP offenders and matched FV offenders, within 12 months (see also Appendix Table A2). FV offenders who went on NVPs committed 46% fewer total FV offences than matched FV offenders and 38% fewer FV offences excluding BPOs within 12 months (8.3 versus 15.4 total new FV offences, and 6.5 versus 10.4 new FV offences excluding BPOs per 100 offenders respectively).<sup>52</sup>

**Figure 8.2 New FV offences (including and excluding BPOs) and non-FV offences per 100 NVP and matched FV offenders within 12 months: 1 October 2014 to 30 June**



52 Both differences significant at 95% level of confidence.



The difference in the frequency of re-offending for non-FV offences between the NVP and matched FV offenders within the following 12 months is similar, with a difference of 49% (23 versus 45 new non-FV offences per 100 offenders).<sup>53</sup>

### 8.2.3 Results for programme completers and non-completers

Of the 434 offenders who went on a Ministry-funded NVP, and who were able to be matched to other FV offenders, 371 (85%) completed the programme, meaning only 63 offenders did not complete the programme.<sup>54</sup> Analysis revealed there was a large difference in the risk profile of those who completed a NVP and those who did not. The predicted re-offending rate within 12 months for those completed a programme is 4.8 percentage points lower than for those who did not complete (predicted re-offending rates of 7.3% and 12.1% respectively). In other words, those who completed a NVP were predicted to re-offend without any intervention at a 39% lower rate than those who did not complete a programme.

The re-offending rate for FV offences for completers was 4.3% compared with 5.8% for non-completers (after adjusting for differences in predicted re-offending rates between completers and non-completers). Whilst completers had a lower rate of re-offending this difference was not statistically significant.

### 8.2.4 Results for Māori

The re-offending rate for FV offences within 12 months for 134 Māori FV offenders who went on an NVP was 2.9 percentage points lower than the rate for matched Māori FV offenders who did not go on a programme (8.2% versus 11.1%), a relative difference of 26%. In comparison, the 12-months re-offending rate for European offenders is about the same (3.2 percentage points lower than for the matched European offenders not attending the programme). Both differences are not statistically significant. However, statistical significance in this case may be affected by a reasonably small size of the groups.

### 8.2.5 Outcomes & sentences for the FV offence which triggered the referral

This section looks at the case outcomes and sentences imposed for the FV offence for which FV offenders were referred.

Figure 8.3 compares the distribution of case outcomes for NVP offenders and matched FV offenders who did not go on a programme from 1 October 2014 to 30 June 2016 (after a proved FV offence). A key finding is that FV offenders who went on a non-mandated NVP were significantly less likely to be convicted than matched FV offenders (64.1% versus 79.3%), principally because they were more than twice as likely to be discharged without conviction (30.4% versus 12.9%).<sup>55</sup> The remaining FV offenders received a diversion (5.5% of offenders who went on a DV programme and 7.8% of matched FV offenders).

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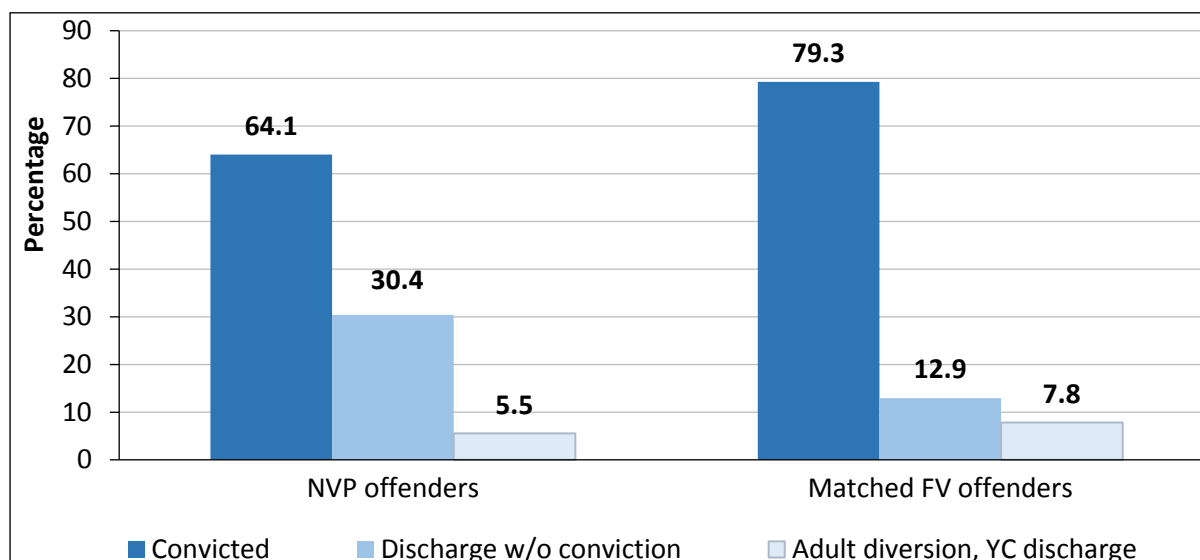
53 Significant at 99.9% level of confidence.

54 Of all those on a DV programme through the criminal court over the period, 80% completed the programme.

55 Significant at 99.9% level of confidence.

For those FV offenders who were convicted, Table 8.2 compares NVP offenders and matched FV offenders, by their most serious sentence imposed for a FV offence.<sup>56</sup> The distribution of the most serious sentences imposed differ significantly between NVP and matched FV offenders over the period.<sup>57</sup>

**Figure 8.3 Case outcomes (percentages) for non-mandatory NVPs and matched FV offenders: 1 October 2014 to 30 June 2016**



Convicted FV offenders who went on NVP were less likely than matched FV offenders to receive a custodial sentence<sup>58</sup> (0.7% versus 4.1%) or a more serious community sentence<sup>59</sup> (13.3% versus 18.9%) than matched FV offenders. Conversely, FV offenders from DV programmes were more likely than matched FV offenders to receive a deferred sentence or no sentence at all<sup>60</sup> (32.4% versus 20.6%).

**Table 8.2 Most serious sentence imposed (percentages) for non-mandatory NVP offenders and matched FV offenders: 1 October 2014 to 30 June 2016**

Case outcome	Offender group		Percentage point difference
	NVP offenders (n=278)	Matched FV offenders (n=344)	
imprisonment	0.7	4.1	-3.4
home detention	1.1	4.1	-3.0
community detention	6.5	6.4	0.1

56 Each offender can receive more than one sentence per case.

57 Significant at 99.9% level of confidence. Note that this indicates that the difference between DV programme and matched FV offenders over the entire distribution of sentences is significant, but this may not hold for individual sentences.

58 Only includes those with a sentence up to six months in length.

59 Home detention, community detention or intensive supervision.

60 These are principally discharge and convictions, but also include other.

intensive supervision	5.8	8.4	-2.7
community work	28.8	29.4	-0.6
supervision	18.7	20.9	-2.2
monetary	6.1	6.1	0.0
deferment	23.0	15.4	7.6
other	0.0	1.7	-1.7
no sentence recorded	9.4	3.5	5.9
<b>total</b>	<b>100</b>	<b>100</b>	

### 8.3 Observations

Despite the clear value of matching for comparing re-offending outcomes, this type of comparative analysis of re-offending patterns has a number of limitations, particularly in the context of Ministry-funded DV programmes.

- The study could only analyse the effectiveness of NVPs for FV offenders who voluntarily went on a programme through a criminal court (non-mandated referral). No analysis could be provided for those who were mandated to attend an NVP through the Family Court after being issued with a protection order, given the data limitations of matching Family Court and CMS data. Over the period 1 October 2014 to 30 June 2016, 32% of those on a NVP did so through a criminal court, but only half of those were able to be matched with other FV offenders who did not attend a programme and included in this study.
- FV offenders who agree to a non-mandated NVP through a criminal court do so of their own accord. It may be that these offenders are different from other offenders with comparable risk profiles on average, in that they were more motivated to change their offending behaviour and hence attend an NVP. Alternatively, given 65% started an NVP before their case was finalised, they may have been more motivated by the likelihood of not being convicted, or if convicted receiving a lesser sentence because they attended an NVP.
- Matching is not possible on all factors that may affect each offender's risk of re-offending. Factors not accounted for in this study include: Police occurrence data, socio-economic status, family circumstances, employment status, housing situation, and psychological profile, among others. If the profile of those offenders who went on NVPs differs with respect to these factors than other FV offenders (who did not go on a programme), making them less likely to re-offend, then this would account for some of the difference in re-offending rates and the frequency of new offences between NVP offenders and matched FV offenders. However, given the available information, there is no way to determine if this is true.
- Re-offending in this report has been measured by proved court outcomes. By definition, this is an undercount of the real extent of re-offending. Firstly, not all crime which occurs is reported to the Police, with fewer still being recorded. The New Zealand Crime and Safety Survey 2014 estimates that only 30.9% of all crime was reported to the Police in 2013, with less than half of that being recorded.<sup>61</sup> For family violence, the proportion of all offences which were reported to Police is even lower with only 24% of all offences reported to Police in 2013. The gap widens with each step further along the criminal justice process.

61 Ministry of Justice (2015). New Zealand Crime and Safety Survey 2014. Wellington: Ministry of Justice.

Approximately half of recorded crime is resolved, with fewer still ending up in court and being proved.

- Re-offending was only able to be measured over 12 months. This a short timeframe after an intervention to track re-offending. Ideally, a two- or three-year follow up period would be desirable to compare re-offending rates to provide a more accurate measure of the long-term effectiveness of Ministry-funded DV programmes in reducing re-offending. It may be that the impact of being on a programme in reducing re-offending lessens over time, so that the impacts stated in this report are overestimates.
- Offenders receiving a prison sentence of more than six months were not included in this study. Despite this approach being necessary to avoid a bias occurring because these offenders had less time to re-offend, there is a risk that these excluded cases are on average more serious for offenders who went on an NVP, potentially biasing the results to an unknown degree.

## **PART IV Concluding remarks**

## 9 Concluding remarks

The evaluation is focused on exploring both processes associated with delivery of the programmes and programme outcomes.

The first aim of the evaluation was to assess the effectiveness of the domestic violence programmes and determine the extent to which they achieve their outcomes intended.

Ministry-funded non-violence programmes are intended to stop or reduce family violence and further harm to current or future victims; safety programmes to keep victims (adults and children) safe from further family violence or harm; and within those programme types, Kaupapa Māori programmes also aim to restore mana and tapu.

We assessed the effectiveness of non-violence programmes through a re-offending study and through self-reports of programme participants.

Summing up the evidence about the effectiveness of programmes for perpetrators of family violence, Polaschek (2016) citing Gondolf (2012) wrote *'The international picture of programme effectiveness is probably best characterised as "show[ing] promise, but warrant[ing] improvement."*

Hughes (2016) looked at the effectiveness of three NZ Department of Corrections' programmes for family violence perpetrators serving a prison or community-based sentence using re-imprisonment and reconviction rates after 12 months as its two measures of effectiveness.

Contrary to some of the international evidence, Corrections found in recent years that three of its family violence perpetrator programmes have reduced re-imprisonment rates among programme participants compared with matched controls:

- the STURP<sup>62</sup> 9-month programme for its highest-risk violent offenders serving longer (>24 months) prison sentences
- the MIRP<sup>63</sup> programme for prisons and community-based offenders with risk scores in the medium range
- specialist family violence programmes delivered by community providers for community-based offenders.<sup>64</sup>

The current re-offending study joins the small band of recent studies that have found non-violence programmes to be effective in some circumstances. Ministry researchers matched 434 family violence offenders who attended a non-violence programme following a non-mandated referral through the criminal court ('active treatment' group) with 434 comparable controls who did not attend such a programme ('control' group). The study matched offenders in the 'active treatment' group (who had attended a mix of of Kaupapa Māori and mainstream non-violence programmes) with offenders in the 'control' group using a propensity score. Data challenges and study limitations are set out in Chapter 8.

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62 STURP stands for Special Treatment Unit Rehabilitation Programme.

63 MIRP stands for Medium Intensity Rehabilitation Programme.

64 A fourth programme designed for offenders serving shorter prison sentences or community-based sentences with low to medium risk had not been evaluated at the time of Evidence Brief was published.

The key findings of this study are that those in the 'active treatment' group (compared with matched 'controls'):

1. were significantly less likely to commit a further family violence offence or a non-family violence offence in the following 12 months
2. committed up to 46% fewer family violence offences and 49% fewer non-family violence offences in the following 12 months.

Vigurs et al.'s (2016a) a systematic review of reviews of the impact of domestic violence perpetrator programmes on victim and criminal justice outcomes found that programme non-completers had consistently higher recidivism rates than programme completers, as did a review by Slabber (2012).

While the current study found those family violence offenders who completed a non-violence programme (371, or 85% of those who started) had lower rates of family violence and non-family violence offending compared to those who did not complete a non-violence programme (63, or 15%), this difference was not significant when the risk profile of each group (predicted re-offending rate) was taken in to account.

Self-reports from users of non-violence programmes we interviewed and through client feedback lend further support for their effectiveness.

Our assessment of the effectiveness of adult safety programmes was limited to self-reports of programme participants, with the results generally favourable.

- Almost all the 24 women we interviewed who had participated in adult safety programmes reported some positive outcomes.
- None of the small number of women we interviewed who had completed an adult safety programme and who were continuing to live with their partner reported any further violence.
- While most women (separated or not) reported increased feelings of safety following programme completion, about one third still reported some fear for themselves and/or their children from their partner or ex-partner.
- A small number gave examples of how they did or would better respond to their ex-partner to protect themselves from repeat victimisation, given what they learned on the programme.
- Most of those we interviewed who had completed an adult safety programme and had separated reported improvements in their mental health - including increased self-confidence or feelings of self-worth.
- Some overseas-born women – including some from the Pacific - spoke of their relief of being much better supported by family violence prevention providers in New Zealand to leave abusive relationships. This had immeasurably improved their lives (e.g. by enabling them to study, get paid-work or better paid work etc).

Clearly there is a need for further research assessing the effectiveness of interventions for perpetrators and especially victims (adults and children) of family violence. Allen and Clarke's (2017) observation still holds that *'while the evidence is promising for most interventions currently used, the*

*lack of robustly designed studies means that very few conclusions can be drawn about the efficacy of particular interventions for specific kinds of people.'*

It is important to acknowledge that no single intervention (such as an adult safety programme) is likely to be sufficient in itself in improving feelings of safety, reducing re-victimisation, and/or increasing well-being for adult victims and children exposed to family violence (Chetwin, 2013).

Other responses are needed. Domestic violence programmes do not operate in isolation. There are other many other factors operating at an individual, family/whānau, community and societal level that have an important role to play in preventing and reducing family violence. And the weight of evidence on effective interventions for family violence supports multi-systemic and holistic approaches consisting of responses operating at different population levels from micro to macro contexts (Taylor et al. 2014).

The second aim of the evaluation was to identify any changes in service design and data capture systems to improve effectiveness and return on investment.

The processes related to the referral and booking system merit further attention, especially those for family violence offenders to non-violence programmes. Among the evaluation findings is the fact that only about one third of those referred to a non-violence programme actually complete it<sup>65</sup>. The completion rate improves to around 61% to 75% of respondents (depending on the criteria used) for those who at least start a non-violence programme, but these figures suggest many perpetrators of family violence are not getting the support they need to change their behaviour.

Providers, judges, and other key stakeholders raised issues relating to referral processes. As one stakeholder said the system was not as simple and linear as the flowcharts might suggest. An added problem was that the system could disadvantage Māori providers since the ethnicity of defendants and respondents was not always known and Māori were therefore quite likely to be referred to a 'mainstream' provider when a Māori provider may have been more appropriate. Access to fuller information about defendants and respondents (for example, their ethnicity and/or cultural needs) would enable there to be better matching of defendants and respondents to particular non-violence programmes.

Judges we spoke with stated a preference for the referral process from the District Court (about a third of all referrals) since it was thought to better support offenders' good engagement and uptake of non-violence programmes. In contrast, the referral process is conducted remotely in the Family Court, with no equivalent face-to-face meeting with an officer of the court.

Referral processes for adults and children also warrant further investigation. Some participants - mostly immigrant or refugee women – told us of their difficulties trying to refer themselves to an adult safety programme. The referral pathway had been unclear to them, they had been rebuffed on occasion, and had needed persistence to actually access a (free) programme.

Some other participants spoke of refusing at least one offer to participate in an adult safety programme since they were not ready or there were other physical barriers impeding them at that time. A small number of women who were able to complete the supporting safety sessions individually in their own home were most appreciative of this. Common and well-known barriers to participation that adult safety programme users mentioned include general busyness, issues with childcare, distance from the provider, time of the sessions, apprehension, and difficulties

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65 As noted in the report confirmation of programme referrals from the Family Court is reliant on a number of factors- the respondent must be served the direction to attend a programme and they also have 10 days to object to the Protection Order.



understanding the English language. Offers may need to be made to potential participants of adult safety programmes multiple times.

Regarding the non-violence programmes themselves, the views of users and wider stakeholders were generally favourable. For example, all participants of non-violence programmes and all except one of the participants of adult safety programmes we interviewed rated their programme as either 'very helpful' or 'helpful', with most responding 'very helpful'. This finding held regardless of programme modality – group (including in open rolling format) or individual. These participants also recommended their programme to others in similar circumstances.

Key features or aspects of programmes included:

- Skilled facilitators – especially those with a shared experience of family violence - were key to participants' successful engagement and learning. The actual size of the group sessions appeared to matter less than the facilitator's ability to manage the group.
- A conversational, interactive style of delivery, supplemented with visuals and videos. The use of metaphor to deliver programme content had been very powerful for some.
- A physical learning environment that was warm and comfortable and in which there was access to hot drinks and snacks (such as toast).

Programme users, providers, judges and other stakeholders suggested numerous improvements to the programmes (see Chapter Summaries 4.4 and 5.4 for details). These should be read in the context of a generally favourable light.

The third aim was to identify what cultural knowledge, values, tools and practice models produce positive outcomes for Māori to achieve safe and healthy whānau.

In general, the Kaupapa Māori programmes largely cover the same content areas as the mainstream programmes. What differentiates Kaupapa Māori services from mainstream services is the weaving of tikanga Māori (cultural principles, practices and values) and mātauranga Māori throughout all aspects of the programmes.

Maori cultural concepts are foundational; and traditional values such as whakapapa, whanaungatanga, mana wāhine and mana tāne are used as the foundation to bring about positive change. Kaupapa Māori programmes reconnect participants to tikanga, affirm their cultural identity as Māori, and emphasise the contemporary relevance of tikanga as providing a cultural compass to guide their engagement with whānau.

Both the group and individual programmes of Kaupapa Māori providers utilised tikanga Māori throughout their sessions. Both programme modalities started with a karakia or a waiata to settle the spirit (kia tau te wairua) and to help participants engage in the programme, by putting to one side work or family aspects.

Participants of programmes delivered by Kaupapa Māori providers connected with and valued the sharing of mātauranga Māori (traditional knowledge) and tikanga (cultural values and practices). They liked how tikanga was shown to be applicable and relevant for how they lived their lives today. This included the roles of men and women (mana tāne, mana wāhine); reiterating the sanctity of wāhine (te wharetangata) and re-establishing the roles of men as protectors and nurturers. Violence was depicted as a transgressing tikanga (mana, tapu and whakapapa).

Wāhine attributed some of their increased self-confidence, self-esteem and self-efficacy to what they had learned on Kaupapa Māori-delivered adult safety programmes. Similarly, tāne attributed some positive changes (such as their improved communications, reduced incidents of verbal and physical aggression/harm and improved relationships with their partner, ex-partner, tamariki and whānau) to their participation in Kaupapa Māori-delivered non-violence programmes.

Irrespective of whether wāhine and tāne stay together or live apart, and acknowledging the individual wellbeing journey for each wāhine and tāne, the non-violence and adult safety programmes have contributed to improved whānau wellbeing.

The evaluation findings are many and varied. Suggestions arising out of the findings include for further consideration to be given to:

- i. Identifying opportunities to improve initial participant engagement in non-violence programmes
- ii. Establishing an independent institution for the training and possible oversight of family violence programme practitioners
- iii. Allowing domestic violence programme providers more lead-in time to implement changes required of them by the Ministry of Justice
- iv. Making it easier for children who are victims of family violence to access safety programmes to the extent they want to
- v. Supporting providers to utilise opportunities for greater access to joint programme sessions for adult victims and their children who have witnessed family violence
- vi. Supporting providers to utilise opportunities for couples who want to stay together to access separate non-violence and adult safety programmes in parallel
- vii. Providing greater access to joint counselling services for couples who want to stay together
- viii. Providing some additional training to language interpreters who work in the area of family violence.

In relation to research and evaluation activities more specifically, we suggest:

- i. Conducting more research and evaluation on “what works” for victims and perpetrators of family violence, how and under what circumstances
- ii. Improving the completeness of demographic data, especially ethnicity data, of family violence programme participants
- iii. Identifying the extent to which various demographic groups are accessing safety programmes relative to need
- iv. Identifying the characteristics of those who are being referred to non-violence programmes but are failing to engage and their reasons for non-engagement
- v. Routinely conducting analysis of feedback from programme participants to identify process improvements
- vi. Resolving data challenges such that more re-offending studies can be undertaken e.g. of family violence offenders who participate in non-violence programmes following a mandated referral from the Family Court, of family violence offenders who participate in different types of non-violence programmes etc.



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# Appendices

## Appendix 1 Evaluation methodology

The aims of this process and impact evaluation are to:

1. Assess the effectiveness of the DV programmes and determine the extent to which they achieve the outcomes intended.
  - Non-violence programmes – intended outcome is to reduce recidivism and further harm to current or future victims.
  - Safety programmes – intended outcome is to keep victims (adults and children) safe from further family violence or harm.
  - Kaupapa Māori programmes - intended outcome is to restore mana and tapu, so individuals and whānau can lead healthy and violent free lives; and they feel connected and supported whilst committed to te mana kaha o te whānau, using a strength based and whole of whānau approach.
2. Identify any changes in service design and data capture systems to improve effectiveness and return on investment.
3. Identify what cultural knowledge, values, tools and practice models produce positive outcomes for Māori to achieve safe and healthy whānau who are culturally connected and have had their wellbeing, mana and tapu restored?

We used a multi-methods approach to the evaluation and one that incorporated the use of qualitative and quantitative methods and analytical techniques.

Our approach was informed by Kaupapa Māori theory and principles. Kaupapa Māori literally means a 'Māori way' of doing things and the concept of kaupapa implies a way of framing and structuring how we think about and do research and evaluation with Māori.

Kaupapa Māori is concerned with both methodology (a process of enquiry that determines the methods used) and method (the tools that can be used to produce and analyse data). As such Kaupapa Māori has a theoretical/analytical and practice application. In the context of this evaluation this means ensuring both the appropriateness of methods for Māori and a critical analysis of the findings with respect to Māori.

We collected and collated evidence for evaluation purposes using the following methods and sources:

- An environment scan of limited national and international literature
- An online survey of all current providers of dv programmes
- In-depth semi-structured interviews with adult users of dv programmes - non-violence programmes, safety programmes and Kaupapa Māori programmes
- In-depth semi-structured interviews with (other) key stakeholders of DV programmes – such as providers, DV programmes team lead, Family Court Coordinators

- Analysis of administrative data (such as audit reports, quarterly reports) and interpretation of tabled results of official recidivism and re-victimisation rates produced by in-house statistical specialists.

The following table shows the link between the evaluation aims and methods we used to address the aims.

**Table Link between evaluation aims and methods**

<b>Evaluation aims</b>	<b>Methods (in descending order of anticipated value for addressing aims)</b>
Assess the effectiveness of the DV programmes and determine the extent to which they achieve the outcomes intended.	Quantitative analysis - of official recidivism and re-victimisation rates  Interviews with users  Interviews with other key stakeholders  Analysis of administrative data (such as the quarterly reports & audit reports)  Environmental scan
Identify any changes in service design and data capture systems to improve effectiveness and return on investment.	Online survey of providers  Analysis of administrative data (such as the quarterly reports & audit reports)  Interviews with other key stakeholders  Interviews with users  Environmental scan
Identify what cultural knowledge, values, tools and practice models produce positive outcomes for Māori to achieve safe and healthy whānau who are culturally connected and have had their wellbeing, mana and tapu restored?	Interviews with Māori key stakeholders (especially providers)  Online survey of providers  Interviews with users of kaupapa Māori programmes  Quantitative analysis - of official recidivism and re-victimisation rates  Environmental scan

The evaluation of the Strengthening Safety Service was out of scope, as were interviews with children who accessed a safety programme.

## Ethics

The evaluators were guided by the Aotearoa New Zealand Evaluation Association ethical guidelines. In doing so, we also met the five standards (related to care, respect, inclusion, protection, and



reciprocity) set out in the Evaluation Standards for Aotearoa New Zealand that Superu developed in partnership with ANZEA.<sup>66</sup>

### Environmental scan

We undertook an environmental scan of some published research and of related materials to gain insights into service delivery best practice and professional standards.

The scan focused primarily on NZ material, published since 2000. It also selectively included some recent systematic reviews and meta-analyses of studies internationally.

### Online survey of providers

The online survey provided the opportunity to include views of all DV programme providers in the evaluation.

Information collected through the survey included:

#### Background

- provider history of delivering DV programmes
- size of provider (number of staff, single location or hub)
- type of provider (mainstream/generic, mainstream that offers tikanga Māori programmes, Kaupapa Māori provider)
- co-location with other service options (e.g., A&D, relationship counselling, budgeting, parenting, etc)
- waiting lists

#### Staff characteristics

- professional background of staff (social work, psychology, education, other)
- number of facilitators and their personal characteristics
- details of clinical supervision provided (internal/external, frequency)

#### Screening/Assessments (Needs Identification/Risk Assessments)

- are any screening/assessments contracted out
- details of standardised screening/assessment tools used for each type of programme

#### Programme characteristics

- for group-based – typical number of providers
- location of delivery (includes reach-out / home-based delivery)
- therapeutic approach / model of delivery
- where applicable inclusion of whānau/family engagement and/or couples work

#### Participant characteristics

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<sup>66</sup> The Evaluation Standards for Aotearoa New Zealand were accessed at <http://www.superu.govt.nz/standards>

- specialisation/targeted groups (mainstream/generic, Māori, Pacific Peoples, migrant and refugee, people living with disability, children and young people)
- referral sources (Family Court, Criminal Court)
- referral types (mandated, non-mandated)
- proportion of participants with diagnosed mental health and/or addiction issues

#### Provider views

- views on what affects engagement, completion rates and successful outcomes
- barriers and enablers to achieving positive outcomes.

A link to the survey was emailed to all providers in early April 2018. The survey was closed approximately three weeks later. (A copy of the survey is available on request.)

Sixty-two of 95 invited providers (or 65%) responded to the survey within the May 2018 deadline. Not all 62 answered all questions.

#### Analysis of secondary data

We also extracted relevant information from some existing Ministry data sources (e.g., DV provider quarterly reporting and Ministry audits) to obtain some other complementary information related to the characteristics of DV providers and the programmes they deliver.

#### Interviews with adult users of domestic violence programmes

We used a variety of strategies to recruit users for interview. Providers greatly supported us by circulating our information sheet among potential participants whom they thought might be interested in participation in the evaluation (and would not pose a safety risk). For those interested, providers also supplied the evaluators with lists of client names, contact details and preferred means of being contacted.

All up, we interviewed 64 adult users of DV programmes.

- 21 users of non-violence programmes delivered by four mainstream providers in greater Auckland and the Upper South Island. Seventeen were men and four were women. They belonged to a range of ethnicities including Māori, NZ European, Asian, and Pacific peoples.
- 21 users of adult safety programmes delivered by five mainstream providers in the same regions. All were women. They belonged to a range of ethnicities including Māori, NZ European, Asian, Pacific peoples and Middle Eastern.
- 22 Kaupapa Māori programme users from three Kaupapa Māori providers. 19 were users of non-violence programmes and three were users of adult safety programmes.

Most users were interviewed face-to-face at a provider's premises or in a public (safe) space.

The interviews were semi-structured with the use of an interview guide (attached along with the information sheet and consent form). The interviews were digitally recorded with users' permission and signed agreement.

At the end of the interview, interview participants were given \$40 koha (e.g. as a Warehouse voucher) for their time and sharing their views.

We have no way of knowing the extent to which the 64 adult users' views of family violence programmes represent all adult users' views of these programmes. It may be that since providers assisted with users' recruitment, those we interviewed were more likely to have experienced a programme in a positive way.

### **Interviews with other key stakeholders**

We conducted interviews with 21 other key stakeholders (i.e. in addition to programme users) comprising:

- 10 domestic violence programme providers
- 6 justice sector officials (Ministry of Justice, NZ Police)
- 3 judges (criminal and/or Family Court)
- 2 other key stakeholders.

Again, the interviews were semi-structured, with the use of an interview guide (attached, along with the consent form).

Those we interviewed were a sub-group of those whose names were provided on a list supplied by the Ministry of Justice.

### **Analysis of qualitative data**

The interviews were coded for key themes around factors impacting on successful outcomes from the programmes. The identification of themes was undertaken in an iterative way and through a combination of individual analysis and collectively.

Quotes are included in the report where they represent a commonly held view or a unique perspective.

## Research on the Effectiveness of DV Programmes

### Information Form for Interview Participants



#### **Kia ora and hello**

**Invitation to take part in an interview** You are invited to take part in an interview for an evaluation of how effective domestic violence (DV) programmes are in keeping families safe from further family violence or harm.

We have approached you because you have been identified as someone with experience and insight into the delivery of a DV programme.

**What's involved?** It would involve you meeting with a member of the research team for about 30 minutes to an hour and sharing your views about whether and how the programme has helped families to be safe from further family violence.

If you are keen, a researcher will contact you to arrange an interview at a time and place that best suits you. You can have a friend/colleague sit in on the interview. The interview would be digitally recorded if you agree.

**Your choice!** Participation is voluntary. You do not need to talk to us unless you want to. Whether you choose to or not, will not in any way affect the service you get from the programme provider.

You will only have to answer the questions you feel comfortable answering and you can end the interview at any time. You can withdraw any information provided, without having to give any reasons, within two weeks of your interview.

**Confidential** We will keep what you tell the interviewer confidential within the research team.

**Who will interview you** Nan Wehipeihana, Hector Kaiwai, Michele Lennan, Sue Carswell or Judy Paulin will interview you. We are independent of the Ministry of Justice.

**What will be done with the information you provide?** The information that you give us will be gathered together with feedback from other people and summarised into a report. The report will not include any personal information that could identify you. The report will be given to the Ministry of Justice who may publish it on its website.

**Questions?** Any questions please contact Judy Paulin email [judy@artemis-research.co.nz](mailto:judy@artemis-research.co.nz), phone her on 027 433 6484 or text her on that number and she will ring you back.

## Research on the Effectiveness of DV Programmes

### Consent Form for Interview Participants



Your participation in this interview is your choice. What you tell the interviewer will be kept confidential. You can refuse to answer any specific question or stop the interview at any time without giving a reason. With your permission, the interview will be digitally recorded.

- I have had the chance to ask any questions about the research and I am satisfied with the answers I have been given.
- I have been advised I can have a friend/whānau<sup>67</sup> sit in on the interview.
- I understand that what I say during this interview will be confidential and will not be shared with anyone outside the research team (including the programme provider).
- I understand that I can ask the interviewer to withdraw the information I give during the interview within two weeks following the interview without giving a reason.
- I understand that what I say may be quoted in the research report but only in a way that does not identify me.
- I understand that the interviewer will file this signed consent form in a secure place.
- I understand that the interviewer will provide me with a summary of the research findings at the end of the project (estimated to be August 2018), if I wish.

I \_\_\_\_\_ (name) consent to take part in the *Research on the Effectiveness of DV Programmes* on the basis of these understandings.

Signature \_\_\_\_\_

Email \_\_\_\_\_

Mobile \_\_\_\_\_

Date \_\_\_\_\_

Please tick if you wish to receive a summary of the findings at the end of this research

<sup>67</sup>

The only exception is the friend/whānau must not be a respondent to a protection order.

**Ministry of Justice-funded Domestic Violence  
Programmes Evaluation**

**Adult Safety Programme User Interview Guide**



**Introductions**

**Interviews with Māori participants**

*Please start with some brief kind of whanaungatanga / relational-relationship piece.*

*Introduce yourself - name, whānau, iwi – looking to establish a relationship to the people or place.*

*Ask participant: 'Would you like to tell me a little about yourself?' (leave it up to them to decide what they share.)*

**Interviews with non- Māori participants**

*Introduce yourself - name, something a little personal – looking to establish a relationship to the person. If it seems appropriate, ask participant: 'Would you like to tell me a little about yourself?' (leave it up to them to decide what they share.)*

**QUESTIONS**

- 1 Can you please tell me when did you first had contact with a [name of provider] programme staff member (for an assessment)?
- 2 Were you placed on a programme (or received individual support) straight away? Or did you need to wait? For how long?
- 3 At the time, how did you feel about attending the programme/receiving support? What were you hoping to get out of the programme/support/session(s)?
- 4 Can you please describe the programme you were placed on (or support you received? How long was it spread over? How many sessions? How was it structured (group or one-on-one or both)? Was this the first such programme that you have attended? Others?
- 5 What time of day was the programme scheduled? How easy/difficult was it to get to? (transport/travel time, childcare etc). Was there anything else that made it easy/difficult?
- 6 How easy/hard was it to relate to the person running the programme sessions? Did you feel heard, understood, respected? [Compare with experience on other programmes if appropriate]

7 Did you complete the programme? Attend all the sessions? What happened if you were unable to attend for one reason or another?

8 How helpful or unhelpful would you rate the programme/support you received?

Very unhelpful	Unhelpful	Neither unhelpful nor helpful	Helpful	Very helpful
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9 What were the top three things you found most helpful about the programme?

10 What were the things you found least helpful about the programme?

11 Can you please tell me what you learned on the programme?

- Knowledge – Probes e.g. cultural connections/nature of family violence/how to keep me and my children safe/protections orders/Police safety orders/respectful relationships/parenting/impacts of abuse
- Emotions – e.g. Strategies for managing anger
- Behaviours – e.g. How to keep safe from a situation that is likely to escalate into family violence; How to better manage alcohol or drugs; How to be a better partner/parent/communicator.

12 What (if anything) has changed for you and your family as a result of you attending the programme?

- Improved safety from family violence and improved ability to manage risk
- Improved well-being (anxiety, stress, concentration, sleeping, A&D use, physical health, ability to cope with day to day life and challenges)
- Your partner is the same/different/or not in a relationship?
- Better understanding around what can cause violence and its consequences?
- Greater knowledge of the services available and who to contact for help (if you sensed you or your family was at risk of further family violence)?
- Greater confidence in the justice system?
- Feeling more optimistic for the future?

13 How easy/difficult was it to put the things you learned on the programme into practice? (Any examples?)

14 Would you say the frequency of family violence episodes is about the same, has increased or has decreased since you've been on the programme? (or not applicable)

15 And the severity of the violence inflicted on you/your children, is this about the same, increased, or decreased since you've been on the programme? (or not applicable)

16 How would you rate your current fear of harm from the perpetrator?

- For yourself?

Not at all fearful	A little fearful	Quite Fearful	Really fearful
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- For your children?

Not at all fearful	A little fearful	Quite Fearful	Really fearful
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17 How likely would you be to recommend the programme to others in a similar situation? If “yes”, what advice would you give them in advance?

18 How do you think it could be improved for others in a similar situation?

19 Any other comments?

**Note for interviewer**

*Thank participant and close. Please have the provider’s contact details at the ready, plus the contact details of an alternative, appropriate, locally based provider.*



**Ministry of Justice-funded Domestic Violence  
Programmes Evaluation**

**Non-Violence Programme User Interview Guide**



**Introductions**

**Interviews with Māori participants**

*Please start with some brief kind of whanaungatanga / relational-relationship piece.*

*Introduce yourself - name, whānau, iwi – looking to establish a relationship to the people or place.*

*Ask participant: 'Would you like to tell me a little about yourself?' (leave it up to them to decide what they share.)*

**Interviews with non- Māori participants**

*Introduce yourself - name, something a little personal – looking to establish a relationship to the person.*

*If it seems appropriate, ask participant: 'Would you like to tell me a little about yourself?' (leave it up to them to decide what they share.)*

**QUESTIONS**

- 1 Can you please tell me when did you first had contact with a [name of provider] programme staff member (for an assessment)?
- 2 Were you placed on a programme (or received individual support) straight away? Or did you need to wait? For how long?
- 3 Were you mandated to attend the programme or did you volunteer to participate?
- 4 At the time, how did you feel about attending the programme/sessions/receiving support? What were you hoping to get out of the programme/support/session(s)?
- 5 Can you please describe the programme you were placed on (or support you received)? How long was it spread over? How many sessions? How was it structured (group or one-on-one or both)? Was this the first such programme that you have attended? Others?
- 6 What time of day was the programme scheduled? How easy/difficult was it to get to? (transport/travel time, childcare etc). Was there anything else that made it easy/difficult?

- 7 How easy/hard was it to relate to the person running the programme sessions? Did you feel heard, understood, respected? [Compare with experience on other programmes if appropriate]
- 8 Did you complete the programme? Attend all the sessions? What happened if you were unable to attend for one reason or another?
- 9 How helpful or unhelpful would you rate the programme/support you received?

Very unhelpful	Unhelpful	Neither unhelpful nor helpful	Helpful	Very helpful
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- 10 What were the top three things you found most helpful about the programme?
- 11 What were the things you found least helpful about the programme?
- 12 Can you please tell me what you learned on the programme?
- Knowledge – Probes e.g. That family violence doesn't just happen; Learned more about cultural connections
  - Emotions – e.g. How to better manage emotions and recognise emotions that can escalate into violence
  - Behaviours – e.g. How to better manage alcohol or drugs; How to be a better partner/parent/communicator; How to walk away from a situation that is likely to escalate into family violence.
- 13 What (if anything) has changed for you and your family as a result of you attending the programme? Can you please explain?
- Improved ability to form/maintain respectful relationships with family members?
  - Your partner is the same/different/or not in a relationship?
  - More confidence to not use violence in the home?
  - Better able to stop an episode escalating into a violent one?
  - Better understanding around what can cause violence and its consequences?
  - Improved safety from family violence and improved ability to manage risk?
  - Improved well-being (anxiety, stress, concentration, sleeping, A&D use, physical health, ability to cope with day to day life and challenges)
  - Greater knowledge of the services available and who to contact for help (if you sensed you or your family was at risk of further family violence)?
  - Feeling more optimistic for the future?
- 14 How easy/difficult was it to put the things you learned on the programme into practice? (Any examples?)

- 15 Would you say the frequency of family violence episodes is about the same, has increased or has decreased since you've been on the programme? Has the level of violence been about the same?
- 16 How likely would you be to recommend the programme to others in a similar situation? If "yes", what advice would you give them in advance?
- 17 How do you think it could be improved for others in a similar situation?
- 18 Any other comments?

**Note for interviewer**

*Thank participant and close. Please have the provider's contact details at the ready, plus the contact details of an alternative, appropriate, locally based provider.*

**Ministry of Justice-funded Domestic Violence  
Programmes Evaluation**

**Key Stakeholder Information Sheet**



The Ministry of Justice has selected a collaborative team – Elaine Mossman, Nan Wehipeihana, Hector Kaiwai, Michele Lennan, Sue Carswell and Judy Paulin - to conduct a process and impact evaluation of the Ministry’s domestic violence (DV) programmes across New Zealand.

The evaluation objectives are to:

1. Assess the effectiveness of the DV programmes and determine the extent to which they achieve their intended outcomes
2. Identify any changes in service design and data capture systems to improve effectiveness and return on investment
3. Identify what cultural knowledge, values, tools and practice models produce positive outcomes for Māori to achieve safe and healthy whānau who are culturally connected and have had their wellbeing, mana and tapu restored.

**Invitation** You have been identified as someone who has specialist knowledge or first-hand experience of these programmes and we would like to invite you to share your knowledge, views and experiences with us in an interview setting.

**What’s involved?** Taking part will involve meeting with an evaluator for about an hour on your views of the programmes. We are interested in learning your views of their effectiveness for particular groups, including for Māori and whānau. We will also ask your views on what is working well, and areas for further improvement. We would like to digitally record the interview but will only do so with your permission.

**Is this voluntary?** Yes, participation is voluntary. You do not need to talk to us unless you want to. Also, you only have to answer the questions you feel comfortable with and you can end the interview at any time. You are free to withdraw any information provided, without giving any reasons, within two weeks of your interview.

**Is it confidential?** Yes, your responses will be kept confidential to the evaluation team. We may want to quote what you say to illustrate various points in our report. If so, your words will not be attributed to you personally, although with your permission we may link the quote to your role (e.g. DV programme provider, Judge, Court staff, Police). We would discuss this with you and ensure any use of your role would not personally identify you.

**What will be done with the information you provide?** The information that you give us will be gathered together with feedback from other people and summarised into a report. The report will be given to the Ministry of Justice who may publish it on its website. Once the evaluation has been completed, we can send you a summary of the findings.

**Questions?**

If you have any questions about the evaluation, please contact Judy Paulin on 027 433 6484 / [judy@artemis-research.co.nz](mailto:judy@artemis-research.co.nz)

**Ministry of Justice-funded Domestic Violence  
Programmes Evaluation**

**Key Stakeholder Consent Form**



Your participation in this interview is your choice. What you tell the interviewer will be kept confidential. You can refuse to answer any specific question or stop the interview at any time without giving a reason. With your permission, the interview will be digitally recorded.

- I have had the chance to ask any questions about the evaluation and I am satisfied with the answers I have been given.
- I understand that what I say during this interview will be confidential and will not be shared with anyone outside the evaluation team.
- I understand that what I say may be included in the evaluation report, but this will not include my name or anything that can identify me. With my agreement, however, my views may be linked to my role (e.g. DV programme provider, Judge, Court staff, Police).
- I understand that any digital recording of interviews will be deleted and any other data destroyed within 3 years.
- I understand that the interviewer will provide me with a summary of the evaluation findings at the end of the project (estimated to be August 2018), if I wish.

I \_\_\_\_\_ (name) consent to take part in the *Ministry of Justice-funded Domestic Violence Programme Evaluation* on the basis of these understandings.

Signature \_\_\_\_\_

Email \_\_\_\_\_

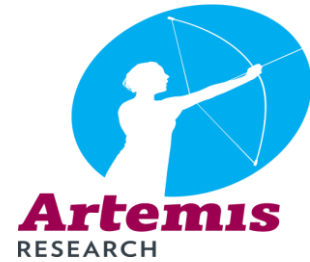
Mobile \_\_\_\_\_

Date \_\_\_\_\_

Please tick if you wish to receive a summary of the findings at the end of this evaluation.

**Ministry of Justice-funded Domestic Violence  
Programmes Evaluation**

**Key Stakeholder Interview Guide**



**QUESTIONS**

Can you please describe your role in relation to the Ministry-funded domestic violence programmes.

In your view, what aspects of these programme(s) are working particularly well? Why? [Tease out using Code of Practice Guide]

What aspects aren't working so well? Why?

In what ways do you think the programmes could be improved? (human resources, professional development, programme content, structure, philosophical approach, etc)?

Do you think the programmes are effective in achieving their intended outcomes? (For example, safety programmes in keeping adult victims and children safe from further episodes of family violence or harm? etc)

For whom are the programmes most effective? Why?

For whom are the programmes least effective? Why?

**Programme providers only**

How much does the Code of Practice (including resources) shape your practice?

Does a client's risk level affect the programme you offer them? To what extent are you able to tailor your programmes to the risk level of individuals/group? What do you do if you think a client does not need all the sessions? How do you manage clients whose risk level changes during the programme and the programme they've been assigned to is no longer appropriate? How do you manage clients with particular learning styles/needs?

How do you know you've got good engagement? Why do you think some clients don't complete programmes? (including structural barriers)

What have you identified that's limited the effectiveness of your programme(s)?

I understand your organisation collects feedback from participants about their views and experiences of the programme, though not many provide feedback. What do you think are some of the reasons for this?

Do you provide any support to clients after they have completed a programme? What form does this take?

Do you have capacity to respond to current demand for your programmes?

What affects your capacity to meet needs for your programmes in the community?

What do you consider the types of qualities in a facilitator that make them a good facilitator?

How easy/difficult is it to recruit programme facilitators? Male/female facilitators, Māori/non-Maori facilitators, younger/older facilitators?

How well do you think the training needs of facilitators are met? What would help improve the professional development of facilitators? (e.g. external support with training).

Do you think there are any gaps in DV services [for any particular groups of clients] offered locally? What are these?

Any other comments?

## Appendix 2 Additional tables from re-offending study

**Table A1 Re-offending rates (%) with 12 months for FV offences (including and excluding BPOs) and non-FV offences, for non-mandatory NVP offenders and matched FV offenders: 1 October 2014 to 30 June 2016**

	Offender group		Percent difference
	NVP offenders (n=434)	Matched FV offenders (n=434)	
<b>Re-offending within</b>			
FV offences (total)	5.1	8.7	-42
FV offences exc. BPOs	4.1	7.6	-45
Non-FV offences	11.8	21.6	-46

**Table A2 New FV offences (including and excluding BPOs) and non-FV offences per 100 NVP offenders and matched FV offenders within 12 months: 1 October 2014 to 30 June**

	Offender group		Percent difference
	NVP offenders (n=434)	Matched FV offenders (n=434)	
<b>Re-offending within</b>			
FV offences (total)	8.3	15.4	-46
FV offences exc. BPOs	6.5	10.4	-38
Non-FV offences	23.0	44.8	-49



### Appendix 3 Glossary of Māori words and phrases

aroha	love, feel concern for, empathise
Hakorotanga	Māori parenting programme
Hakuitanga	Māori parenting programme
hapū	kinship group, clan, tribe, subtribe
hinengaro	mind or thought
iwi	extended kinship group, tribe
kahukura	role models, whānau, hapū and iwi kaimahi (workers/champions) who deliver messages of safety, advocate for success and model positive change
karakia	prayer, grace, blessing
Kaupapa Māori	Māori approach, Māori customary practice, a philosophical doctrine incorporating the knowledge, skills, attitudes and values of Māori society
kia tau te wairua	settle the spirit
kōrero	speech, discussion, conversation
mana	prestige, authority, status
manaaki	show respect, generosity and care for others
mātauranga	knowledge, wisdom, understanding
Pākehā	New Zealander of European descent
pakiwaitara	fairy story, fiction, folklore, narrative
pono	true, valid, honest, genuine, sincere
potiki	youngest child
tamariki	children
tāne	male, man
tapu	sacred, prohibited, restricted, forbidden
Tauiwi	non-Māori
te Ao Māori	Māori world
te mana kaha o te whānau	stand in one's truth and uphold the strength and mana of the family
Te reo Māori me ona tikanga	valuing tradition and culture
Te Whakaruruhau	Māori Women's Refuge
Te Whare Tapa Whā	Māori model of health consisting of four dimensions: physical, mental/emotional, social and spiritual health

te wharetangata	the sanctity of wāhine (women)
teina	younger brother, younger sister, cousin
tika	to be correct, true, fair, accurate
tikanga	Māori cultural values and practices
tinana	body, the main part of anything
tuakana	elder brothers, sisters or cousins
wāhine	female, woman
waiata	song, chant, psalm
wairua	spirit, soul
whakaaro	thought, opinion, plan, understanding, idea, intention, gift, conscience
whakamā	ashamed, shy, bashful, embarrassed
Whakapapa	genealogy, genealogical table, lineage, descent
whakatauki	proverb
whānau	extended family, family group
whanaungatanga	relationship, kinship, sense of family connection