

National Home Safety Service: Whānau Protect Evaluation Report 2022



Acknowledgements

This report was written by Sue Allison and Tania Boyer from GravitasOPG. The quantitative data match of National Collective of Independent Women's Refuges (NCIWR) administrative data and Police Recorded Crime and Victim Statistics (RCVS) was undertaken by the Ministry of Justice's Sector Group. NCIWR provided anonymised collated administrative data.

The authors would like to thank the stakeholders who agreed to share their perspectives with the evaluation team. Particular acknowledgement goes to the clients who willingly shared their service experiences. Your openness, thoughtfulness and honesty were very much appreciated.

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Acronyms and Abbreviations

FV	Family violence
MOJ	Ministry of Justice
NCIWR	National Collective of Independent Women's Refuges
Comms.	Police Communications Centre
P1	Police code for priority one event (when there a serious threat to life or property, violence is being used or threatened to being used, a serious offence or incident is in progress, an offender is present or leaving the scene).
PAR	Person At Risk
PO	Protection Order
RCVS	Recorded Crime Victims Statistics
SSA	Special Situation Alert
WP	Whānau Protect

Whānau Protect Service Areas

Northern	Northland
Auckland	Greater Auckland
Midlands	Waikato, Thames-Coromandel, Bay of Plenty,
Central	Hawes Bay, Gisborne, Taranaki, Manawatu-Wanganui, Wellington
Southern	South Island

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1 Executive Summary

1.1 Background

The Whānau Protect service is funded by the Ministry of Justice (the Ministry), managed by the National Collective of Independent Women's Refuges (NCIWR) and delivered by Women's Refuges around the country as local providers. The service is a 'remain at home' model of safety and security for victims of family violence who are at high risk of serious physical violence. Clients are provided with a safety alarm (usually for six months) and property 'target hardening'¹ measures on their homes to reduce the likelihood of further victimisation.

The Ministry commissioned GravitasOPG to conduct an evaluation of the service in 2021-2022 to find out how effective the service is for clients and their families/whānau, the impact the service has on whānau health and wellbeing, appropriateness and accessibility for victims who meet the eligibility criteria, impact of any changes implemented since the previous internal evaluation², and identify any unintended consequences of the service.

1.2 How Whānau Protect Works

Potential clients are referred by a range of agencies, or can self-refer, to NCIWR to request the Whānau Protect service. Eligibility assessments are carried out usually within 24 hours by a s Whānau Protect coordinator. In instances where eligibility is not clear, cases are referred to a review panel for decision, rather than coordinators declining the referral. Further supporting information is requested to support an assessment if required.

Eligible clients are referred to a contracted Women's Refuge that provides the service. A Whānau Protect advocate from the refuge will make contact with the client within one business day to complete the necessary onboarding forms, including a risk assessment and Tunstall³ alarm forms. Once these forms have been submitted to NCIWR, a request to Tunstall for an alarm is submitted and an alarm dispatched within 24 hours. The alarm is installed usually by the advocate and tested with Tunstall on the phone. NCIWR submit a special situation alert via email to Police Communications Centre.

A property audit is conducted by the advocate to identify areas of the home that could be better secured to slow entry to the property. A room is also identified as a 'safe room'. NCIWR contract building or property

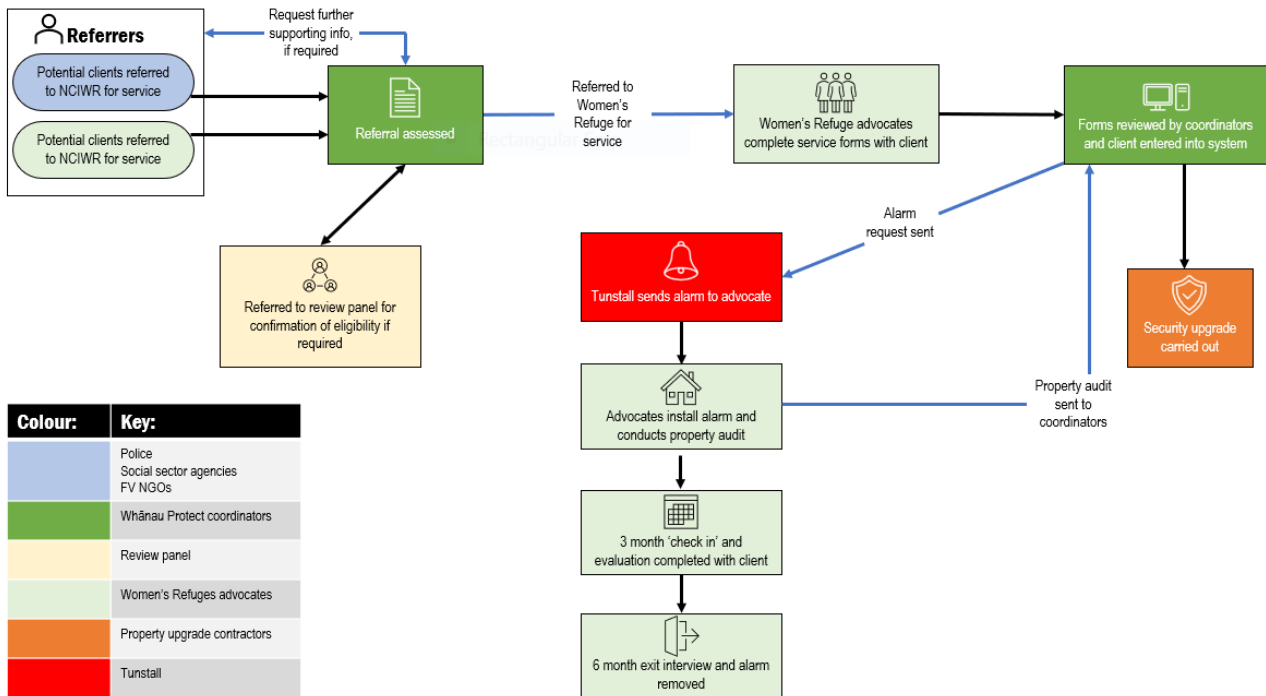
¹ Making buildings more difficult to enter and therefore less attractive to target.

² Ministry of Justice (2017). National Home Safety Service Evaluation Report.

³ Tunstall NZ are a provider of provider of telehealth and connected care services via home alarms that automatically connect to an operator who can then call emergency services. <https://www.tunstallhealthcare.com.au/press-releases/2015/11/24/tunstall-healthcare-expands-services-in-new-zealand>

maintenance contractors to undertake home security upgrades, which typically include deadbolts on doors, window stays, outside sensor lights, replacing glass panel doors with solid wood doors, and internal lock on safe room door.

Figure 1: Whānau Protect Process Diagram



Should the alarm be triggered, this alerts Tunstall where an operator will call the Police Emergency Communications line (by dialling 111) and advise of the address of the trigger. The alarm unit commences recording once the alarm has been triggered and the Tunstall operator can remain on the open line to hear. and relay any relevant information to Police. Police policy is for all Whānau Protect alarm triggers to be treated as a P1 (priority one) event⁴.

1.3 Research Method

The evaluators collected data from 177 stakeholders, including clients and a wide range of professionals involved in referring to, and delivering, the service. Qualitative in-depth interviews and online surveys were used to collect data. Data collection took place between November 2021 and March 2022. Quantitative administrative data, including a data match with Police Recorded Crime and Victim Statistics (RCVS) was also analysed.

⁴ A P1 event is when there a serious threat to life or property, violence is being used or threatened to being used, a serious offence or incident is in progress, an offender is present or leaving the scene and where a serious car accident has happened and people are trapped or seriously injured. <https://www.police.govt.nz/contact-us/calling-emergency-111> Accessed 28.7.22.

1.4 Main Findings

There is increasing use of the service

The service is currently funded and contracted to for 724 clients annually to receive home security upgrades. Over the past two years, demand for the service has steadily increased, after a big decrease in 2019-2020.

Clients are referred from a wide range of sources, with the two key referrers being Women's Refuges (making up over half of all referrals since 2018), and NZ Police (20% of referrals).

Given the resource intensity of the service and the level of demand, there are strict eligibility criteria to ensure that it is available for those at the highest levels of risk of serious physical injury or death from family violence.

There has been an upward trend in the proportion of referred clients who enter the service over the last three years, which indicates that referrers appear to have an increasingly good understanding of the eligibility criteria and appropriateness of the service for clients.

The service is highly effective for reducing victimisations

The service is highly effective at keeping clients safe from family harm and reducing victimisations. Police data shows a dramatic decrease in the proportion of clients experiencing victimisation during the service period and after the service. In the six months prior to starting on the service, 55% of clients reported at least one victimisation. This drops to around 10% during the service. This decrease in victimisations during the alarm install period is the same as was found in the 2017 evaluation.⁵

After alarm removal, the share of victimisations increases only slightly, to 15%, and then remains stable. Most clients also report feeling safer and experiencing a decrease in fear of the offender.

The service has a positive impact on client and whānau wellbeing

Most clients entering the service have previously been unaware of its existence and it comes as a huge relief and provides a sense of validation around their experiences and safety needs.

Clients experience a range of improved wellbeing outcomes including better sleep, improved mental health, experiencing increased empowerment and confidence, and engaging more within their communities. Many clients talked about feeling surprised that people cared enough about them to want to keep themselves and their children safe. Similarly, children feel safer and experience improved wellbeing outcomes.

A key outcome from the service is that the vast majority of clients remain in the same home at six months after entering the service, therefore eliminating the emotional and financial burden of moving house and potentially having to move children's schools and re-establish local networks.

⁵ Ministry of Justice, Provider & Community Services. (2017). Whānau Protect National Home Safety Service Evaluation Report. p16.

Clients are highly satisfied with the service and consider it to be a key element in them being able to live a violence free life.

The service is accessible and appropriate for clients from a wide range of demographics

Awareness of the service and eligibility criteria is very high among those working in the family violence sector. There is possibly less awareness among the wider social services sector. This could be increased although there is a risk of further oversubscription. Stakeholders feel that clients who are at serious risk from family violence tend to be referred to women's refuges as the 'go to' agency and can be referred for the service from there. Therefore, accessibility for those most in need of the service appears to be high, although some increased communication to the family violence sector to ensure a comprehensive understanding of eligibility criteria and referral processes would be beneficial to ensure that there are no gaps in knowledge within the sector.

There are no differences evident in the service experience or satisfaction of clients by demographic variables. However, there are some differences in the reduction of victimisations, with Māori and Pacifica experiencing higher rates of victimisations during the service than New Zealand European or Asian clients.

Although clients experiencing an increasing pattern of psychological violence, without having experienced physical violence, are sometimes accepted into the service, the current criteria precludes this. There is a risk that victims experiencing high levels of psychological violence but who have not experienced physical violence, may not be referred to the service.

Key strengths of the service supporting effective service delivery

Key strengths of the service have been identified that contribute towards the effectiveness of the service for clients:

- Highly effective working relationships between all professional stakeholder groups
- Referrers (particularly those from Women's Refuges) have a good understanding of eligibility criteria, thereby minimising service 'declines'
- National office co-ordinators are responsive, with very fast times for referrals to be approved
- Tunstall staff are highly responsive and fast to get alarms sent out
- Most contractors 'go over and above' to ensure timeliness and comprehensiveness of security measures
- Police response times are generally fast as alarm triggers are categorised by the Police Communications Centre as a Priority 1 event.

Challenges and barriers to effective service delivery

Although this evaluation has found that, for the most part, the service is delivered extremely efficiently and meets client needs, a number of barriers and challenges were also identified, as follows:

- Insufficient or irrelevant information being provided in referrals, requiring coordinators to seek further information and thereby slowing down the eligibility assessment process
- The service is challenging to deliver for clients living in remote areas and/or for Women's Refuges covering a large geographical area as there are up to six site visits required

- Advocates still consider the service too 'information heavy' with seven individual forms required to be completed
- Property audit information provided to contractors is often incomplete or not detailed enough
- High workload commitment from refuges that is perceived as not being reflected in the payment per client
- Lack of responsiveness from contractors and therefore property upgrades not being completed in a timely manner in some areas
- Security upgrade budget is often not sufficient to undertake all the target hardening that advocates and/contractors feel is necessary
- There is lack of flexibility in the upgrade budget to include out-of-scope items that may increase safety or wellbeing. For example, many stakeholders view security cameras as a crucial safety measure but these are not currently included
- Difficulty getting the alarm time frame extended.

Reccomedations

This evaluation report makes recommendations that may contribute towards further efficiency and effectiveness of the service going forward. These include activities to raise awareness of the service, streamlining the referral process, improvements to administrative and data collection activities, and potential improvements to security upgrades.

2 Background and Context

2.1 What is Whānau Protect?

The Whānau Protect service (the service) supports victims of family violence who fear further victimisation from an identified perpetrator. The service helps them to remain in their home, thereby removing the associated costs and burden of relocating themselves and any dependents, while reducing the likelihood of further family violence incidents and keeping victim(s) safe from further harm.

To achieve these aims, clients are provided with a security alarm⁶ that, when triggered, results in a priority one (P1) event Police response⁷. Target hardening measures - such as replacing glass-panelled doors with solid doors, repairing broken windows, installing security lights, replacing locks, and creating a safe room - are also undertaken to provide increased security to clients' homes,

This type of 'remain at home' safety service for victims of family violence is considered best practice and similar initiatives are in place internationally. For example, in New South Wales, the Staying Home Leaving Violence (SHLV) programme⁸ and in South Australia, the Staying Home Staying Safe (SHSS) programme⁹ support women and children to stay safely in their home when ending a violent relationship.

The national-level service evolved out of the Safe@home service piloted in 2008 in Auckland and later in Canterbury and Tauranga. Whānau Protect has been managed by NCIWR under a contract with the Ministry of Justice (the Ministry) since 2015. Whānau Protect is delivered by Women's Refuges contracted to NCIWR.

Given that the service is a resource-intensive intervention, potential clients who are referred to Whānau Protect for assessment must meet the following criteria to be eligible:

- The victim must be living separately from the perpetrator, intends to remain living separately from the perpetrator, and does not intend to invite the perpetrator into their home.
- The victim fears further victimisation from the perpetrator that could result in serious physical injury.

Once a referral for a potential client is received by NCIWR, an assessment for eligibility is made by NCIWR co-ordinators (and members of a review panel if necessary) based on information supplied in the referral to establish if the victim meets criteria. Eligibility and acceptance into the service is usually made within 24 hours of referral being received.

⁸ <https://www.facs.nsw.gov.au/domestic-violence/services-and-support/programs/staying-home-leaving-violence> Accessed 28.7.22

⁹ <https://womenssafetyservices.com.au/index.php/finding-help-staying-safe/safe-at-home> Accessed 28.7.22

2.2 Evaluation Aims and Objectives

An internal evaluation in 2017 conducted by the Ministry's Provider & Community Services team¹⁰, with data analysis and report preparation by Sue Allison (GravitasOPG, formerly of Gravitas Research and Strategy Ltd) found positive outcomes from the service, with significant reductions in re-victimisation with the alarm in place and after its removal. Most clients felt that they and their children felt less fearful after home security upgrades had been undertaken. A number of suggested improvements to the service were identified in this evaluation. Budget 2018 allocated additional funding over the subsequent four years for the service to continue.

The Ministry commissioned GravitasOPG to conduct an evaluation in 2021/22 to build on the 2017 findings, to understand whether the service has improved its effectiveness and to identify whether the suggested improvements have been implemented, and if so, how effective these improvements have been.

The objectives of this evaluation are to:

- Understand the effectiveness of the Whānau Protect programme in preventing further incidents of physical violence for enrolled clients and whether the service's effectiveness has increased since the initial evaluation in 2017.
- Understand whether the suggestions for improvement from the 2017 evaluation have been implemented and whether they have improved the service
- Gather a nationwide picture of the service's effectiveness, such as the levels of revictimisation and other wellbeing indicators (such as safety and security, housing, and subjective wellbeing).

In consultation with the Ministry and informed by interviews with key informants (Ministry of Justice, NCIWR and the NZ Police) a set of key evaluation questions were determined, as follows:

1. How effective is the service for clients and their families/whānau?
2. What impact has the service had on overall whānau health and wellbeing?
3. Is the service appropriate and accessible for all victims who meet eligibility criteria?
4. What changes have occurred within the service since 2017? How have these impacted on effectiveness?
5. What, if any, are the unintended consequences (positive or negative) of the service?

¹⁰ Ministry of Justice (2017). National Home Safety Service Evaluation Report.

3 Research Method

3.1 Evaluation Approach

The evaluation adopted a mixed-method approach, incorporating both quantitative and qualitative components and collecting data from a wide range of sources.

The qualitative component of the evaluation focused on five areas: Auckland (including Auckland City, Waitakere and Counties-Manukau), Whangārei, Tauranga, Wellington and Christchurch. The first four are locations with the highest numbers of referrals to the service reported in the 2017 internal evaluation¹¹. These had been pilot sites for the original Safe@home service and so social services in these cities are more likely to be aware of the service because it has been operating in their area for longer. By comparison, Wellington had a relatively low number of referrals, and it was decided to include this region to explore reasons for this, if numbers had remained relatively low.

3.2 Ethical Considerations

As this evaluation involved primary data collection with vulnerable participants, a request for ethics review was submitted and approval received from the New Zealand Ethics Committee Te Roopu Rapu i te Tika¹² (See appendix 11.2).

Safety of participants was assured by contact and invitation to participate being made by women's refuge advocates/kai mahi in the first instance (no direct was initiated by the evaluators); ensuring potential participants had a full understanding of what participation would involve, what the benefits were, the confidentiality and anonymity of their data, and that they could withdraw from participation and withdraw their data at any time, with no data collection taking place without the prior informed consent of participants. In addition, client participants were encouraged to have a support person with them, interviews were scheduled at a day and time and mode most convenient to participants, and they were offered a gift voucher as koha for their time and as a gesture of reciprocity.

¹¹ Ministry of Justice (2017). National Home Safety Service Evaluation Report. Pg.61

¹² NZEC Application 2021_49

3.3 Participant Profile

Table 2.1 outlines a profile of stakeholders who were included in the evaluation either via an online survey or via an in-depth interview.

Table 2.1: Evaluation Participants by Role

Role	Interview	Survey	Total consultation
Clients	25	-	25
Women's refuge staff <i>(Advocates, managers, clinical coordinator, team leader)</i>	18	32	50
Police family harm	8	-	8
Referrers	7	48	55
Contractors	6	7	13
Key informants			
<i>Ministry contract managers</i>	2		2
<i>NCIWR CEO</i>	1		1
<i>Whānau Protect Manager</i>	1		1
<i>Police National Family Violence Coordinator</i>	1		1
Police communications	4	-	4
NCIWR Coordinator	4	-	4
Women's refuges not offering or referring the service	4	-	4
Review panel	2	-	2
Non-violence agency	2	-	2
Non-referring FV agencies	2	-	2
Declined client	1	-	1
Tunstall	1	-	1
Kāinga Ora	1	-	1
Total	90	87	177

3.4 Data Collection

Participant recruitment

NCIWR provided the names and contact details of Women's Refuge managers and advocates/kaimahi, contractors who undertake the home security upgrades, Whānau Protect coordinators and review panel members, Tunstall contract administrator, Kāinga Ora liaison, and the Police National Family Violence Coordinator. These stakeholders were invited to take part in either an interview or survey. Non-referring family violence (FV) agencies were sourced via the internet and invited to take part in an interview.

Clients were invited to participate via their Whānau Protect advocates and were provided with an information sheet (see Appendix 11.4). Those interested in participating either consented to their contact details being passed on or made contact directly with the evaluators.

Referrers were invited to participate in an online survey via NCIWR. Respondents were asked to provide their contact details if they wanted to provide more in-depth feedback by taking part in an interview.

Interviews

In-depth semi-structured interviews were used as the main method for data collection for all participant groups (see appendices for discussion guides).

Clients were encouraged to have a support person/whānau member present and interviews took place via their preferred mode (either by phone or online). It was intended that face-to-face interviews would be offered, however Covid-19 restrictions and precautions meant that all data collection took place remotely. Interviews were conducted between November 2021 and March 2022.

With participants' permission, each interview was audio-recorded. These audio records were then transcribed in full to provide a comprehensive record of the interview. All clients were offered a Prezzy card to the value of \$75 koha to thank them for their time.

Supplementary surveys

Brief online surveys were conducted with all Women's Refuge staff, contractors and referrers in all regions for whom contact information was available invited to take part (see appendices for questionnaires). The referrers survey questionnaire was sent out by NCIWR on behalf of the evaluators. Surveys were conducted during March and April 2022.

3.5 Data Analysis and Synthesis

Qualitative data

Qualitative data from interviews and questionnaires were analysed using a combination of content and inductive analysis. Content analysis involved reviewing the data obtained from each interview and identifying common themes, critical patterns and important examples which exist across them all. The data was then organised into manageable and meaningful topic areas, based around the evaluation objectives.

Inductive analysis was also undertaken to identify additional patterns, themes and categories arising from the evaluation process itself that did not specifically address the evaluation objectives, but which offered valuable insights into the experiences of victims of family violence.

Quantitative data

NCIWR quarterly reporting data for 2018 to Q3 2021-22 including administrative data on referrals and clients and contracted performance measures was provided directly to the evaluators. Two additional anonymised administrative datasets were provided by NCIWR: (1) Service measures from clients' exit surveys (decrease in fear, feelings of safety, experience of further victimisation, and service satisfaction) with demographics (age, ethnicity, number of children and region); and (2) Number of clients by age group, number of children and other adults in the home, and protection order status at the time of entering the service.

The Ministry provided a dataset of Police Recorded Crime and Victim Statistics (RCVS) that had been matched with NCIWR client data.¹³ Client data was matched to the RCVS based on name and date of birth to show the recorded victimisations for clients pre, during and post their alarm service period. The following time periods were used for the data math:

- 6 to 12 months prior to Whānau Protect alarm installation;
- 6 months prior to alarm installation up to the date of installation;
- 6 months between installation and removal;
- 6 to 12 months following alarm removal.

The dataset was anonymised by the Ministry before being provided to the evaluators for analysis.

3.6 Evaluation Limitations

Ethical considerations precluded random sampling of clients as NCIWR were not able to provide contact details of clients due to confidentiality. Nor would it good practice for the evaluators to initiate contact with clients from an ethical standpoint. Instead, clients were recruited through advocates inviting participation from those who they thought would be at low risk of retraumatisation and for whom they retained contact information. Therefore, we have not necessarily collected client data from a representative sample.

Landlords' perspectives were not included in the evaluation as the evaluators were unable to access contact details either through NCIWR or Women's Refuges. However, quantitative data from NCIWR and qualitative data from advocates indicates that gaining consent from landlords for security upgrades is rarely problematic and not considered a barrier to effective service delivery.

It was intended that patterns of victimisations for those with protection orders for family violence who were not receiving the service could be compared to patterns for those receiving Whānau Protect. However, this data could not be accessed within the timeframe of the evaluation.

¹³ Within the limits set out in Section 10, clause f, subclauses i and dii of the Privacy Act 1993, allowing data to be used for research purposes without the explicit consent of individuals, provided that research publications do not identify individuals.

4 Delivery of the Whānau Protect Service

4.1 Service Demand

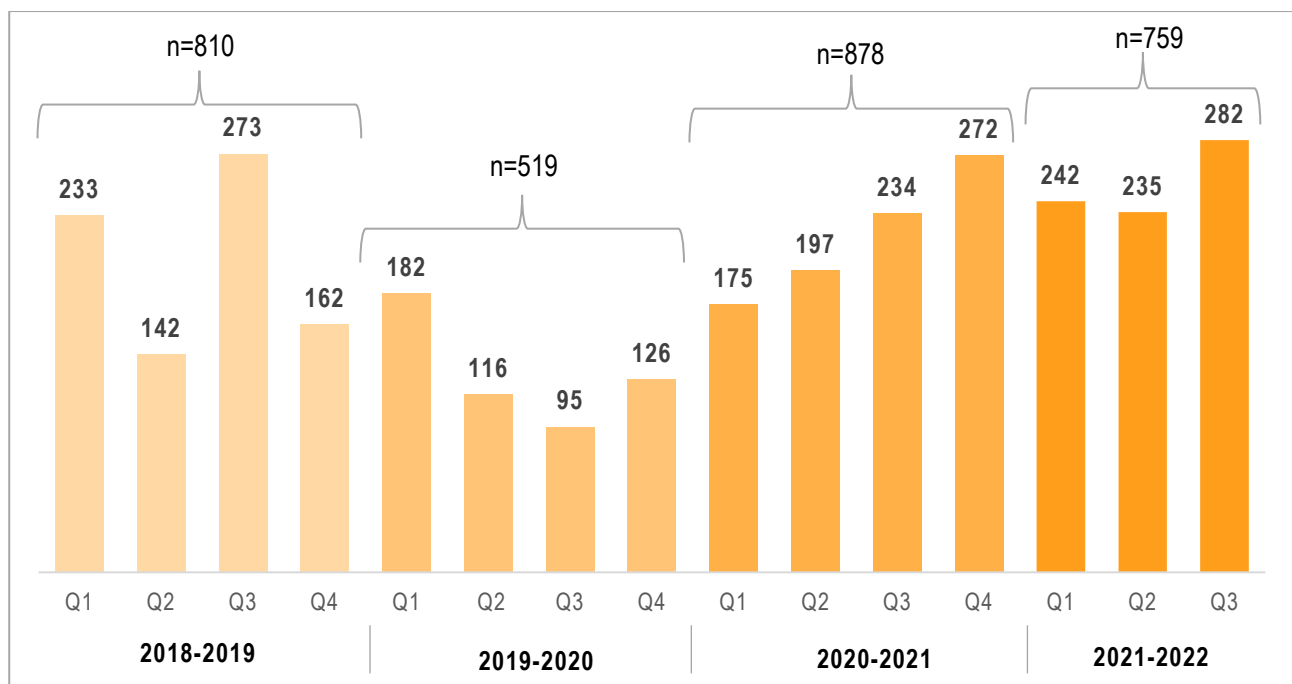
NCIWR are currently contracted and funded to deliver home safety upgrades to 724 Whānau Protect clients annually (181 per quarter) via twenty-six Women’s Refuge service providers nationally. Client volumes were increased in Budget 2020 from 100 clients receiving home security upgrades each quarter.

There is no cap applied to overall client numbers entering the service.

As the Figure 2 shows, numbers of clients entering the service vary widely by quarter, ranging from a low of n=95 in April to May 2020 to a recent peak of n=282 for January to March 2022.

Notwithstanding the drop in client numbers in 2020, due to a drop off in referrals (see Section 4.3) there has been growing demand for the service year on year since 2018.

Figure 2: Clients Entering Whānau Protect Service by Quarter (2018 – 2022) (n)



Data source: NCIWR quarterly reports.

*Number of home upgrades completed per quarter.

4.2 Awareness and Understanding of the Service

Awareness of the service within the family violence sector

Awareness of the service among Women's Refuge staff, including those working for non-affiliated refuges, is high. However, among the wider FV sector, there is less awareness of the service. For example, some staff working for non-government organisations (NGOs) supporting FV victims had heard of the service but did not know who it was aimed at nor how to refer. While there are a number of ethnic-specific FV NGOs that refer to the service, one such organisation with a specific ethnic focus was unaware of the service until contacted to take part in the evaluation.

Awareness among social sector workforces

Many stakeholders perceive that awareness of the service within the wider social services sector (outside of FV organisations) is low. However, there are mixed views on whether this is a barrier to prospective clients being referred. It was noted that FV victims at high risk are generally referred to a Women's Refuge by other agencies or Police and will then be referred on for the service if Women's Refuge advocates perceive a victim to be eligible and would benefit from the service.

I didn't know about it until I came into the family violence sector. When I was working as a child and family social worker and I had no idea about it. And that would have been really beneficial to know about as a community social worker. (Advocate; Southern)

A lot of other agencies are not aware of this service. I am only aware because I have worked with Women's Refuge in the past. (Referrer; Auckland)

Awareness among Police

Awareness of the service among Police working in family harm is high, as is evidenced by Police being the second largest referrer by volume after Women's Refuges. However, Police family harm teams feel that there is little awareness of the service within the wider Police force.

Awareness among victims

There is relatively low awareness of the service among FV victims until they are referred to the service. Prior to being referred, some had heard that there are alarms available for victims in particular circumstances but had no detail about the service, how to go about accessing it, or what eligibility the criteria are. Many clients were surprised when they were informed about and/or offered a referral to the service.

To be honest I was surprised that I was eligible to have help. I didn't know that sort of help was out there to be honest. (Client; Midlands)

Professional stakeholders hold mixed views on whether increased awareness among clients would be beneficial. It was noted by a Police family harm officer that increased awareness among victims would potentially increase awareness among perpetrators, which could increase risk for victims. For example, if perpetrators were aware of the alarm, they could attempt to isolate victims away from the unit. Some advocates felt that increased awareness would result in victims who would not meet the eligibility criteria

requesting the service and potentially pressuring advocates to refer them, leading to increased declined referrals and frustrated clients. However, contrary to these views, other referrers felt that increased awareness may encourage eligible victims to seek out the service.

4.3 Referrals

Potential clients are referred to the service via an online form accessed via link on the Women's Refuge website [[initial referral | Womens Refuge](#)]. Entering "Whānau Protect" into a search engine brings the relevant page up as the first item. However, via the Women's Refuge home page, the link is not so easy to locate, requiring navigation via the "About" tab. While regular referrers will have no problems with this, first time referrers might struggle to locate the form.

Many clients referred to the service by an affiliated Women's Refuge have initially engaged via a crisis line or as a community client¹⁴. Social service agencies, including some FV support agencies, refer clients to their local Whānau Protect provider (Women's Refuge) rather than referring directly to NCIWR.

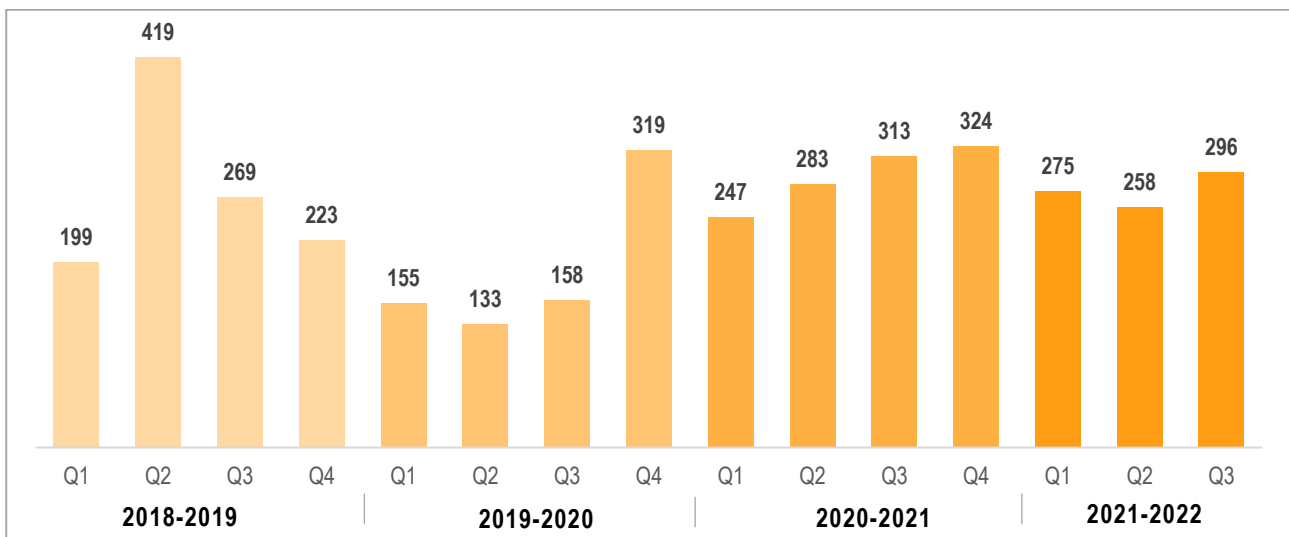
Similarly, in some Police districts, family violence victims are also routinely referred to a local Women's Refuge, with need and eligibility for Whānau Protect discussed at that stage. In other districts, Police refer directly to the service.

Within some refuges, all potential referrals will be screened by a team leader or the dedicated Whānau Protect advocate first to ensure that the client is likely to be eligible and that there is sufficient supporting information available. Clients who do not meet eligibility criteria, for example are not willing to live away from the perpetrator, are offered alternative support by advocates.

Numbers of referrals each quarter since 2018 have varied widely, from a peak of 419 between October and December 2018 to a low of 133 for the same period the following year. Following the 2017 internal evaluation, the risk threshold for eligibility was relaxed leading to a spike in referrals and client numbers, with the service taking a much larger number of clients in 2018-2019 than it had previously (see 4.1). Subsequently, NCIWR tightened up on eligibility criteria and communicated this to referrers, leading to reduced referrals in the first three quarters of 2019-2020.

¹⁴ Women's refuges refer to community clients as those who have engaged with the refuge for other services prior to being referred to Whānau Protect,

Figure 3: Total Referrals by Quarter (n)

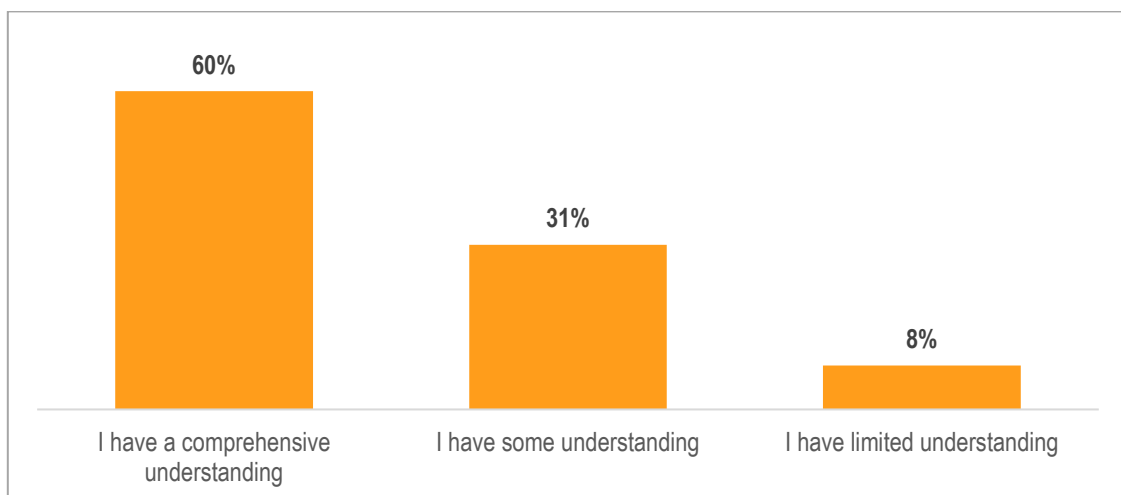


Data source: NCIWR quarterly reporting.

Referrers’ understanding of eligibility criteria

Sixty percent of referrers surveyed felt that they have a comprehensive understanding of the eligibility criteria for the service, while around one-third have some understanding. Eight percent reported having only limited understanding, with those who indicated that they had only a limited understanding most likely to be social workers at NGOs. Levels of understanding were similar across regions.

Figure 4: Referrers’ Understanding of Eligibility Criteria



Base: n=48.

Data source: Referrer’s survey.

Referrers who had gaps in their understanding would like more detailed information, with the provision of examples, of situations in which clients would and would not be eligible for the service in order to reduce the likelihood of potential clients being declined. Additionally, more information on the type of evidence that is required to support a referral would be helpful for referrers. Some referrers expressed that greater clarity would mean that they would be likely to refer more clients to the service.

A matrix to be given out to all service users to have a thorough understanding of what constitutes a referral that is acceptable and one that's not. (Referrer; Auckland)

The type of evidence needed to demonstrate risk, sometimes the protection order doesn't work as families don't have this currently or is still in process. (Referrer; Northern)

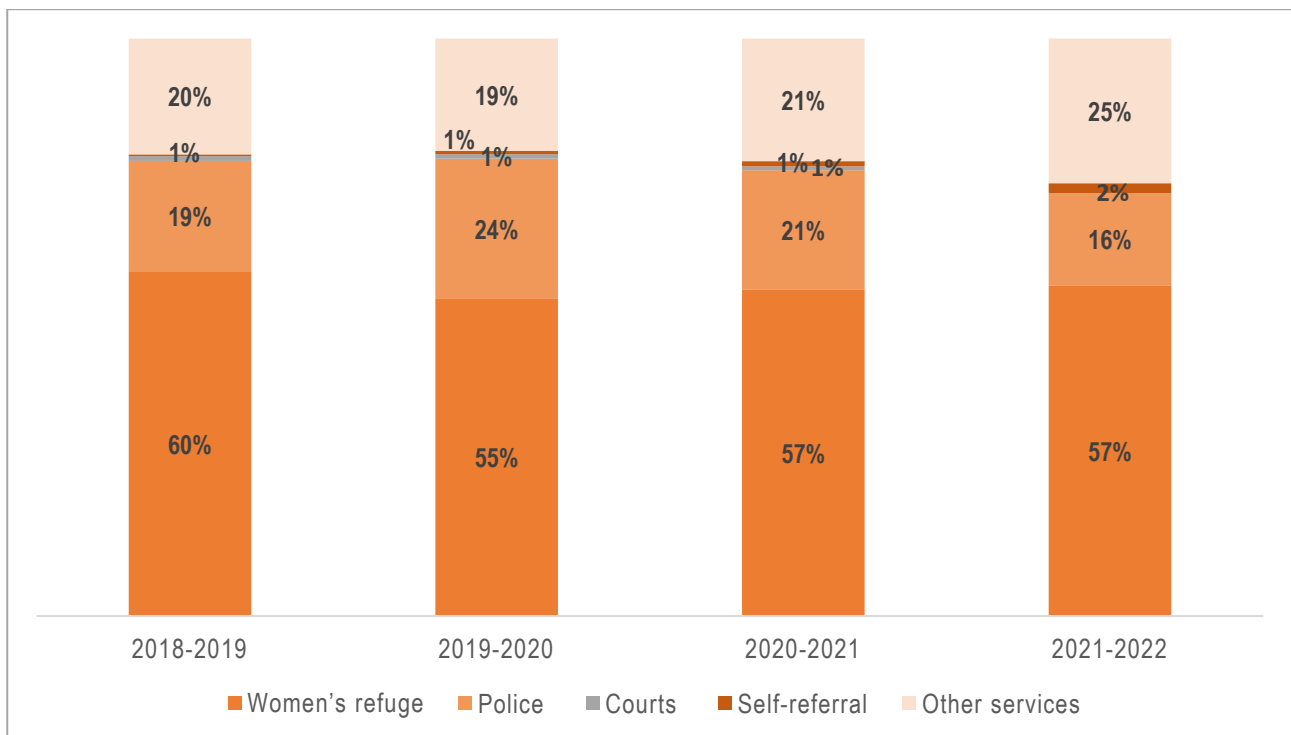
The process needs to be much more streamlined and efficient for us so that when we put [a referral in], we know we're going to get it[accepted]. ... We don't have that confidence in the service currently. (Non-referring FV agency advocate; Auckland)

Referral source

The majority of referrals (57%) to the service since 2018 have come from Women’s Refuges affiliated to NCIWR. A further 20% have been from Police and 21% from a range of other social services. A number of external agencies, including the Police, tend to refer clients to Women’s Refuge when they think that Whānau Protect might be a suitable service for them, rather than referring directly to the service.

There is wide variation in the number of referrals being made to the service by quarter, ranging from a peak of 419 between October and December 2018, down to 133 for the same months the following year.

Figure 5: Proportions of Referrals by Source



Data source: NCIWR quarterly reports.

Perspectives on the referral form

Referrers appreciate that the initial referral and risk assessment forms are now online and perceive this to have streamlined and sped up the process. However, many referrers do not find the referral form to be user-friendly, with a number of issues identified as outlined below.

Volume of information

Some referrers find the volume of information required at initial referral to be excessive, with some questions perceived to be irrelevant, for example names and dates of birth of other adults living in the house and client's Work and Income NZ benefit status. Referrers would prefer that information requested is kept to a minimum and only that which is essential to determine service eligibility be requested.

The referral is long and complicated. (Referrer; Auckland)

In addition, some questions, and language used, are potentially re-traumatising for victims to answer. This includes the type of weapons used; whether the abuse has caused loss of consciousness for the victim; whether the abuser has held the victim hostage or threatened to kill etc. Referrers do not always understand the purpose of the information being collected.

Too intrusive and if I'm referring online, I won't have all the info asked for. Who am I to question someone like that when they don't know me? It's too much. (Referrer; Central)

Initial engagement is too intrusive. It doesn't feel respectful or necessary, more ticking a funders box. Especially with trust issues. (Referrer)

There is still a commonly held view among Whānau Protect advocates (as was reported in the previous internal evaluation¹⁵) that the referral and onboarding processes are time consuming and too much information is required. Particularly noted was the overlap in information required for the referral and risk assessments.

The repetitive nature of questions which can be quite invasive, triggering and retraumatising. Particularly if there is already information available that highlights, outlines existing and historical risks. (Refuge Manager; Midlands)

It was also noted by Women's Refuge advocates that, as experts in the sector, their assessment that a client reaches the risk threshold should be sufficient for acceptance into the service without the need for detailed information on specific types of violence.

The government is now providing social services with high trust contracts. I don't see a high trust contract coming from MOJ in terms of this work and they need to understand that national

¹⁵ Ministry of Justice (2017). Whānau Protect National Home Safety Service. Evaluation Report. Section 4.5.1 pg.52,

office and the Refuges themselves, we understand domestic violence much better than they do. We're not going to provide the service to somebody that doesn't need it. I'd like to see some of that high trust contracting as part of a new contract from MOJ. (Advocate; Auckland)

There were mixed views among clients on the nature and volume of information required for the referral. However, most understood the need to detailed information to be collected about their situations so that a fair eligibility assessment can be made.

It was very thorough. It took a bit of time, but I think it needed to be done because I think you'd really need to tell the story from the beginning to the end of what all the situations were. So I think it was a good process to be honest. (Client; Auckland)

I didn't really have to go too far into the traumatic, even though we did talk about it quite a bit.... because they make you quite comfortable first when you're sitting there answering these questions. I didn't find it intrusive. It was just a few pages of questions really. She kind of holds your hand through it so that made them so much easier. (Client; Auckland)

If they don't ask enough questions, they might be giving protection to people who really don't need it. Yes, it is a little invasive, but it is a necessary evil. (Client; Auckland)

I remember some of [the questions] were upsetting because you have to recall the past, and when you have to recall it, it kind of hurts. (Client; Southern)

Closed questions

Most questions on the initial referral form are in a closed 'yes/no' format, with no provision for referrers to elaborate or provide explanation when there is a 'grey' area in relation to a question. This can make completing the form challenging in some circumstances. Referrers want to be able to provide information that is as accurate and complete as possible, but the form does not support this.

The referral form is very black and white. Sometimes there's only yes or no answers. There probably needs to be a maybe or unsure and then a comment box that you could explain why they're unsure. Each family harm episode is very different, and it can change literally overnight. I think there needs to be more option to prove your case about why you think this person needs it. (Police; Auckland)

Supporting documentation

Referrers also mentioned the time-consuming nature of collating, scanning and uploading supporting documentation, which is not always readily available and could lead to delays in referring. It would be preferable, especially for those working in the FV sector, to be able to indicate the existence of a protection order or breach notice without the need to upload a copy. It was also noted by a referrer that Women's Refuge case notes and Police file notes are confidential and cannot be shared for the purposes of referral to the service.

The documents needed for evidence are hard to get. The client can access the police reports but they have to apply and this is a long process. If they don't have copies of the protection order it is also a long process to obtain. (Referrer)

Victims of abuse have enough going on for them without having to [collate documentation]. (Referrer)

I can understand they want a copy of the protection order, but I do not get the whole medical and police report. That's additional stuff for a victim and that's literally re-victimising her by saying she's going to have to go and get it. Also, she might have chosen not to make a police report and she might have chosen not to even go and see a doctor, but things have happened. So, I don't know how realistic they are or have an idea that more often than not, women don't report it to GPs, women don't want to make a statement. (Advocate; Auckland)

Link to printable form not easy to find

Some referrers are downloading the initial referral form for the potential client to complete (at least parts of) themselves. However, the link to the printable version is not visible enough for some referrers and so they have been printing directly from the webpage, resulting in an incomplete form.

Next steps and timeframes

There is no information for referrers on the initial referral form on what to expect next (except that they will receive a receipt email). It would be beneficial if referrers understood timeframes and processes so that they could advise potential clients of what to expect after the referral has been submitted.

While referrers receive an email notification to say that the referral has been received, it was suggested that a copy of the referral information that could be retained as a record would be valuable for referrers.

4.4 Stakeholder Views on Eligibility Criteria

Potential clients who are referred to Whānau Protect for assessment must meet the following criteria for eligibility:

- The victim must be living separately from the perpetrator, intends to remain living separately from the perpetrator, and does not intend to invite the perpetrator into their home.
- The victim fears further victimisation from the perpetrator that could result in serious physical injury.

Stakeholders provided extensive feedback on these criteria:

Psychological versus physical violence

Many stakeholders commented on the stated eligibility criterion that relates to **violence likely to cause serious physical injury or death**, expressing that they would like to see clients included in the service who are experiencing extreme psychological and/or emotional abuse, including stalking. While, in practice, it was noted that if there is a pattern that indicates a risk of escalation toward physical violence clients may be accepted, the stated criterion may put referrers off referring potential clients in these circumstances.

[Whānau Protect] provides a lot of mental security and stability for our women and for the children. So sometimes they might not be at risk of physical harm or anything, but he's still going to come in and mentally abuse those children or that woman. And it would be nice for them to be able to sleep better at night knowing they've got the alarm, but they just don't meet the criteria for it. (Advocate; Southern)

A few of our women and children are terrified of their abuser because of their drug habit or mental health. These women can be in as much danger as women and children that have previous physical violence. (Advocate; Central)

You don't have to hit someone to hurt them and as I have seen, the foundation for fear has come from the constant and consistent flow of verbal, emotional, psychological and sometimes, sexual abuse/assault and threats to hurt, harm or kill. (Advocate; Midlands)

Living away from perpetrator

There are mixed views among stakeholders with regard to the criterion to not have the perpetrator in the home. Some see it as an essential step in victims' process toward being ready to live free from family violence. However, in perhaps a more pragmatic approach, in acknowledgment of the well-accepted pattern of family violence as a cycle that may be repeated numerous times before the victim ends the relationship permanently¹⁶, other stakeholders feel that in some cases potential clients would benefit from the safety afforded by an alarm while the perpetrator may still be coming and going from the home. It was also noted by a Police family harm officer that victims who are not ready to commit to a permanent separation but may be living away from the perpetrator temporarily would be kept safer with an alarm in place.

Advocates report that, in practice, clients are not always forthcoming about the ongoing nature of their relationship with the offender and there are a lot of 'on-off' relationships continuing throughout the service. Advocates view the presence of an alarm as beneficial in these cases even if the offender is aware of its presence.

Verifying that the perpetrator is not living within the home and is not being allowed in the home is difficult - the client is not always forthcoming. Also, quite often victims want to remain with the perpetrator to try work through things as a whānau but would benefit from having an alarm onsite to help mitigate the risks that this can pose. (Refuge Manager; Midlands)

In addition, it was noted that for clients where there is a shared care arrangement in place for children, there may need to be 'hand overs' involving the perpetrator coming to the address.

¹⁶ <https://www.womenagainstabuse.org/education-resources/learn-about-abuse/why-its-so-difficult-to-leave> Accessed 28.7.22

Sometimes there is a challenge not to have the perpetrator come in the home if there are children that they share. (Referrer)

The initial referral form and information provided on the Women's Refuge website¹⁷ clearly state that eligibility requires the victim to be **living separately from the perpetrator, intends to remain living separately from the perpetrator and not invite them into the home**. However, there are situations in which perpetrators are family members (for example, children, mokopuna/grandchildren, or extended family in the care of victims) and who need to remain in the home. It was noted by stakeholders that referrals to the service for these types of situations have been accepted. NCIWR also state that clients will be accepted based on currently living away from the perpetrator, even if they have not yet decided whether this will be permanent. Given this, stakeholders noted that the 'black and white' nature of the 'living away' criteria may preclude referrals for other victims in these types of situations who may benefit from the safety afforded by the alarm being in place.

One stakeholder noted that clients in situations where the perpetrator is not a partner/ex-partner have been accepted into the service, however another referrer indicated this as a reason for decline.

Hadn't allowed for dynamics of family violence other than an ex-partner. Referrals are a lot more complex now. (Referrer; Central)

It was suggested that eligibility information reflect that in some circumstances, victims will not be required to refuse the perpetrator entry to the home, depending on the nature of the relationship.

Protection order status

There is currently no requirement for a protection order to be in place (or an application in process) for receiving the service and there is strong support among stakeholders for this. Numerous barriers to obtaining protection orders are cited and many clients are not in a position to apply for one.

"If you get a protection order we're going to send someone around to get you". There are those threats made all the time. And the women don't want to make a statement, don't want to go through court, don't want to dredge it up again, and don't want to deal with the family. There are heaps of reasons people don't want a protection order. (Advocate; Southern)

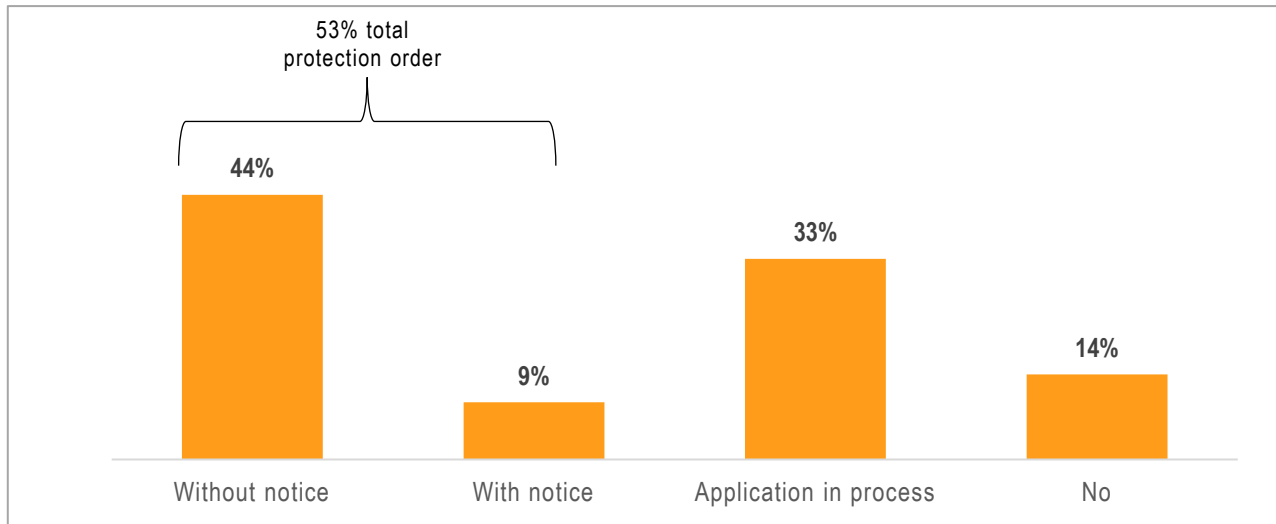
For our women often, the fear is such that taking out a protection order they feel puts them at higher risk. (Advocate; Auckland)

Since 2018, 53% of clients entering the service had a protection order in place (44% without notice and 9% with notice), while a further one-third had an application in process.

¹⁷ [Whānau Protect | Womens Refuge](#)

In many cases, clients are supported by refuge advocates to seek a protection order after home security measures have been put in place, with some noting that clients had no knowledge or resources to start the process themselves.

Figure 6: Protection Order Status at Time of Referral



Base: n=2659; clients entering the service 1/7/2019 - 28/2/2022
Data source: NCIWR.

The service referral form includes a field for protection order status and request for the file to be uploaded with the referral. It also states that inclusion of a protection order will “strengthen the likelihood of acceptance into the Whānau Protect Service.”¹⁸ This has led to a misunderstanding among some referrers that a protection order is required for Whānau Protect eligibility. In some cases, a referral to the service has been delayed while a protection order application has been made.

A lot of women aren't ready [to get a protection order] and I don't want that to be the reason that they go and get it. It's coercion on my part as a practitioner that if you get the protection order, only then I can give you [the service], or otherwise I can't. There is something in there that says, yeah, she will apply, but the likelihood of that being accepted by national office or whoever the assessor is I think will be very minimal. I don't see this as a very enabling or empowering process for our women at all. (Advocate; Auckland)

Advocates and clients commented that a protection order does not stop a perpetrator from attempting to access their victims' homes and may only act as a deterrent to some perpetrators. There appears to be no difference in the service experience of clients by protection order status.

¹⁸ <https://womensrefuge.org.nz/about-us/whanau-protect/initialreferral/>

*A protection order is literally only good if you're going to use them. And even if you do use them, the likelihood of them being able to stand up in Court is low. And if you've got a s***t policing district, and they don't arrest on breaches or they just give warnings, there's no consequence. Whereas if something's recorded and there's evidence there, then actually that assists our women in being able to say "hey, this isn't safe for me." (Advocate; Auckland)*

4.5 Eligibility Assessment

Referrals are assessed for eligibility by one of the NCIWR Whānau Protect coordinators, usually within 24 hours and often much faster, provided there is sufficient information provided by the referrer for a decision to be made. Referrers generally perceive the response from NCIWR to be fast and efficient and this is perceived by stakeholders to be a strength of the service.

Very quick response and wonderful staff. (Referrer)

Our National Office workers complete the referral very quickly so there is no time delay in getting services to the woman. (Advocate; Central)

Programme and service support person who I deal with at Whānau Protect has been the most effective in providing me with support and delivery. (Advocate; Southern)

It was noted that this has become much more efficient in recent years, which surprised a referrer who had stopped referring for a period of time.

Suddenly we were getting really good responses. The referrals were being approved, and within that 24-hour period, so it helped us do our work. (Advocate; Auckland)

However, NCIWR staff note that inadequate or irrelevant information being provided in the referral can result in processing delays. In these instances, a coordinator will request further information from the referrer. A particular challenge of this process is when referrals come in from a Police officer who may subsequently be on rostered days off.

Sometimes Police just say "the relationship has been rocky for several years". That doesn't tell me anything. Or there has been increasing coercive control. Again, that's not enough, because that means very different things to different people. So, getting them to give an outline of episodes of violence and why that pattern is changing over time, [requesting more information] holds the service up because often they won't get back for a couple of days or a few days at a time. (NCIWR staff)

In instances where a coordinator is unsure whether a referral meets eligibility criteria, they will consult with one or more of the other coordinators in the first instance. If there is still a lack of clarity around eligibility, the referral will be passed on to the review panel (consisting of four sector experts including a qualified psychologist and social workers) who confer and determine whether or not the referral will be accepted onto the service. In this way, the coordinators do not bear responsibility for clients being declined the service and

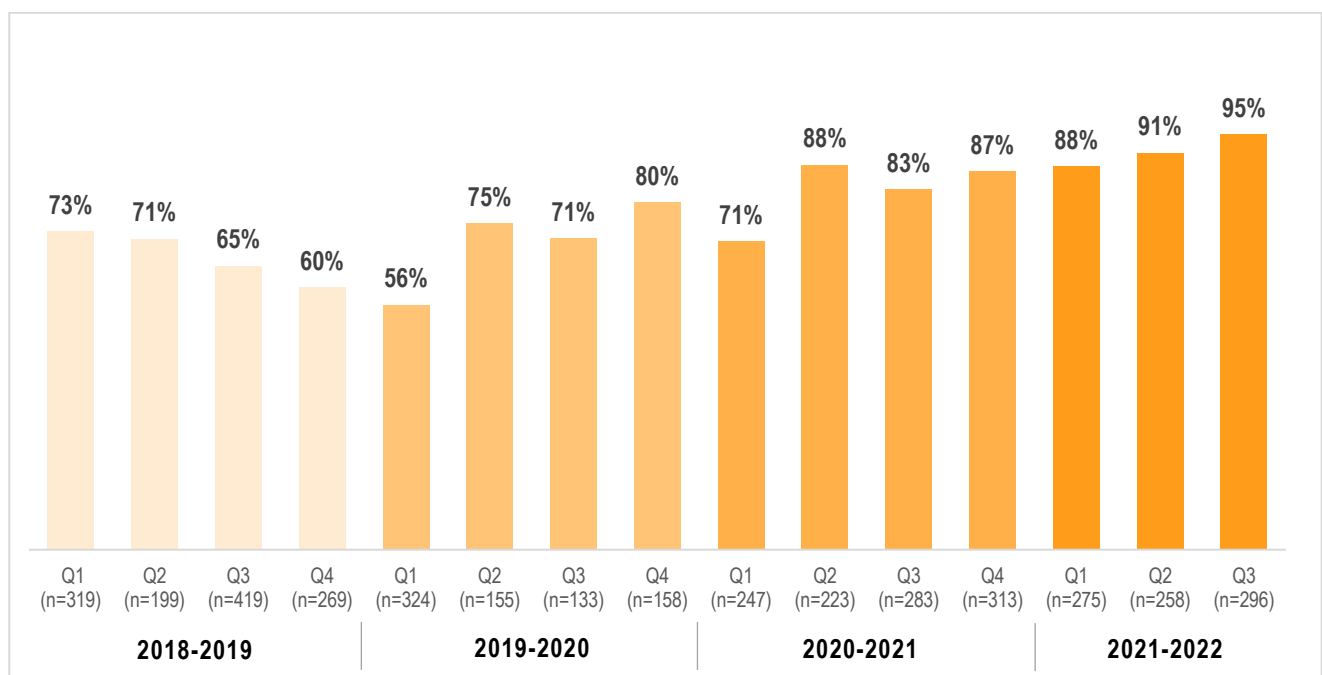
the decision is always jointly made by at least two review panel members. Few referrals are reviewed by the panel (less than 10 per year). This system for assessing client eligibility appears to be working well.

4.6 Proportion of Potential Clients Entering Service

The proportion of potential clients who have been approved and entered the service has varied widely over the last four years. The lowest approval rate was reported in July – September 2019 quarter (56%). The share of referred clients entering the service shows an increasing upward trend since September 2019, with a peak of 95% of all referred clients entering the service in the last quarter for which there is data available (January - March 2022).

Key reasons for referred clients not entering the service are that they have decided not to live away from the perpetrator and/or disengaging from the refuge allocated to deliver the service. Clients being declined for the service makes up a small proportion of referrals that don't ultimately enter the service, and it was noted by referrers that the number of potential clients being declined has reduced over time. This appears to indicate an increasing understanding of eligibility criteria among referrers.

Figure 7: Proportion of Referrals Entering the Service



Data source: NCIWR quarterly reports.

4.7 Declined Referrals

Qualitative data suggests very low numbers of referred clients being declined for the service, particularly over the most recent 12 months. However, 29% of referrers surveyed reported at least one of their referrals having been declined. As discussed in Section 4.4, there is a view held among some advocates and referrers that the criteria for eligibility is too restrictive, thereby limiting access for some potential clients who may need and benefit from the service.

I come from the practitioner [perspective] and it is definitely accessibility to the service for our families which is a little bit restrictive at the moment. (Advocate; Auckland)

Qualitatively, the key reasons for clients being declined for the service reported by referrers and advocates are:

- clients being referred for a second alarm period after an initial six months' service but there have been no recent FV incidents
- first time referrals with insufficient evidence of risk threshold
- clients who have experienced psychological but not physical violence
- clients not committing to live away from the perpetrator or not invite them into the home.

Not serious enough They haven't suffered enough physical abuse yet. (Police; Auckland)

Referrers note that Whānau Protect coordinators will always seek clarification and/or further supporting information for a client who may initially not appear to meet eligibility criteria. However, there is some frustration evident among referrers when a potential client is declined due to insufficient evidence available of the risk. Among referrers working in the family violence sector, there is a perception that their assessment of the risk level should be sufficient without necessarily needing the victim to source supporting documentation.

Reasons [for decline were] ultimately were usually unknown. Either the referrer's analysis was challenged without any basis or more unnecessary documentation (like medical records, police records) etc was required. (Referrer)

Some referrers had also been dissatisfied with the rationale for clients being declined the service when they had assessed their risk level as high and meeting all criteria for the service.

It didn't give me what I consider to be a solid rationale for declining. And it wasn't on the basis necessarily of safety. Sometimes it was declined on the basis that they felt they didn't have enough information or that there weren't enough police reports supplied as evidence. (Referrer; Auckland)

Some referrers also feel that the level of evidence necessary may preclude some victims from receiving the service.

The service needs to be a lot more accessible to all survivors of FV. However, currently it is mainly available to those that have protection orders (or are in the process of getting one), have made Police statements, or have medical records to support their referral. (Referrer; Auckland)

One prospective client who had been declined for the service was included in the evaluation. This person was disappointed that there were not clearer expectations set by the referrer that they were unlikely to be eligible for the service based on the lack of physical violence (despite their experience of ongoing stalking and psychological violence, including threats to enter the home). In addition, they claim not to have received a communication stating that they had been declined, nor explaining the reason for decline. After a few

weeks, they concluded that there was no service forthcoming and undertook security upgrades funded privately. This victim called the Police emergency communications centre multiple times over the subsequent months and was frustrated at having to repeat their situation each time (as opposed to the Police communicator having an alert with background information visible once the address had been entered into the system – see Section 4.11). This client would also have appreciated support from the referring refuge to create a safety plan and advice on safety upgrades.

Referrers also note the negative impact that being declined the service has on potential clients.

Demoralising when declined. They feel not worthy again which is how they feel in the abusive relationships. (Referrer; Midlands)

Referrers have called for more comprehensive information and transparency on assessment criteria for eligibility to the service to minimise the potential for referring victims who do not meet the eligibility criteria, or for whom there is insufficient evidence of risk threshold.

A really clear matrix that the Refuges understand in terms of how whānau will be accepted to the service. And based on the criteria, that we can clearly see what grading they gave it in order to be able to accept or decline so that we know what we need to come back with if we need to challenge that. (Advocate; Auckland)

Referrers would also like to be notified once a potential client has been assessed for eligibility.

Confirmation that the referral has been successful. At the moment no news is good news. (Police)

Finally, referrers would also like a process for review or reassessment of declined referrals where they feel the client has a demonstrated high risk.

We need the right of reply [for declined referrals]. So, my staff need the right to go back to national office and say “actually, we don’t agree, we’re challenging this”. And they need to actually accept that challenge because we’re the ones working at flax roots. We’re the ones that have the relationship with our clients. (Advocate)

4.8 Referral to Service Provider

Once accepted onto the service, clients are referred on to the most appropriate Women’s Refuge that is contracted to provide the service. This referral is based on geographical location and, if a specialist service exists in the location, by ethnic focus (i.e., Pasifika, tikanga Māori, or Shakti for clients of Asian and Indian ethnicities). Where the referral has been initiated by an advocate/kai mahi at a refuge that provides the service, the client will be referred back there as a Whānau Protect client.

Whānau Protect advocates then contact the client to undertake the risk assessment (see Section 4.9) and complete the service forms. The service has a target of providers making contact (or attempting to make

contact) with the client within one business day. Since 2018, this target has been consistently met by all providers for 100% of clients.¹⁹ This compares to 70% in 2017.²⁰

Clients who are referred to a Women's Refuge for Whānau Protect often become 'community clients' (if they were not previously) and, therefore, have access to other supports offered by the refuge. Advocates mention that the service can be an effective way to get initial engagement with clients and to build rapport and trust.

After I got the alarm, I started with Women's Refuge's programme. And knowing what a good relationship is and what's not a good relationship, and it's not all your fault. Knowing that knowledge helps. (Client)

Advocates and refuge managers highlighted the high workload that the service requires, with many hours needing to be spent with clients (one manager stated eight hours on average), including up to five home visits²¹. It is particularly challenging for refuges to provide the service when clients live outside of cities and towns given the extensive time in travel that is required.

In terms of the mahi for the advocates, the amount of workload that the Whānau Protect has to carry is quite heavy. (Advocate; Auckland)

The payments received for provision of the service do not accurately reflect the amount of work put into providing the service. (Refuge Manager; Midlands)

It's always going to be about whānau and service delivery. So, making sure that the deal is sweet enough for Refuges. There has to be something in it for refuges. We get so little. And that's purely coming from a business perspective... it needs to be well-funded. (Refuge Manager; Auckland)

One refuge that is no longer providing the service cited funding as a key reason for stopping (along with being dissatisfied with eligibility decisions).

Talking purely from a business standpoint, we can only have a contractor doing that position. And the workload that is expected from that role is actually an FTE. So there needs to be more bang in that buck for us to consider taking it on again. (Advocate, Auckland)

¹⁹ NCIWR Quarterly reporting shows that providers attempted to contact 100% of clients within one business day across all quarters since 2018.

²⁰ Ministry of Justice, Provider & Community Services. (2017). Whānau Protect National Home Safety Service Evaluation Report. p19.

²¹ Referral; install of alarm, risk assessment, property audit; on site with contractor; 3-month evaluation; exit interview and removal of alarm.

4.9 Risk Assessment

Following suggestions made in the 2017 evaluation for streamlining the risk assessment process, information can now be populated directly into an online portal, which is viewed by advocates as an improvement. As in 2017, there is still a sense that the information required is repetitive, duplicating aspects of what is required in the initial referral form and that which is collected by refuges for their own internal purposes. Rather than question clients on all necessary points, many advocates populate the risk assessment, at least partially, from information they already hold about the client.

I get that you have to do a risk assessment, [but] we were already doing the risk assessments in the community. It's just a lot of paperwork and signing. I get that it has to be really in-depth but if we've already got that information from the client, we try and not ask them again because we don't want to have to get them to repeat their story. They've already had to tell us this trauma that they've been through. It's really beneficial if the referral comes from an agency that's not ours. So, if we get one from an external agency, then it's good to have all that paperwork because otherwise we don't know the client. But sometimes if it's our own client, there's three different consent forms that they have to sign and then there's two different alarm forms. And then there's the massive assessment and we've already filled in like a two-page referral form. It's just quite paperwork heavy. (Advocate; Southern)

A number of stakeholders feel that the questions around sexual violence included in the risk assessment are unnecessarily detailed and could be minimised in order to reduce the risk of retraumatising clients.

I feel that the assessment questionnaire is not client friendly. The questions relating to sexual abuse are too personal. This initial contact is usually the first time the client has worked with the appointed advocate. There has been no time to form a client/advocate relationship, yet they are expected to inform us all of their most personal details. The assessment process is also time consuming for both advocate and client and definitely requires addressing and [being] shortened. (Refuge Manager; Auckland)

4.10 Internal Evaluation and Exit Survey

Advocates delivering the service feel that there is too much information gathering from clients and that the three-month evaluation and exit forms are repetitive. It was suggested that these could be combined into one evaluation form. However, the three-month evaluation also provides an opportunity for the advocate to visit the client and practice is to check the alarm signal strength

It was also noted that questions on each of the questionnaires are overly wordy and repetitive, with no option for a 'not applicable' response.

One particular question (Do you feel less fearful because of increased support from your support worker?) was noted by an advocate as feeling inappropriate to ask as advocates cannot be responsible for the perpetrator's behaviour.

One client noted that the questions regarding children's feelings of safety and fearfulness seemed inapplicable for infants and toddlers who may not have been aware of the risk that the perpetrator posed.

There could be one for mothers with infants and take all those questions out that are not relevant. And then maybe there could be one for older children who were actually exposed to that sort of thing. (Client; Southern)

4.11 Security Alarms

Alarm request

Requests for alarms are sent from NCIWR to Tunstall who then enters the client's details into their system against the specific alarm. Alarm components are tested to ensure the battery, plug and pendant are all working correctly and that there are no reception issues. Alarms are then couriered out on an express/overnight service usually to the service provider. In some circumstances (remote location, Covid Level 4 restrictions) alarms are sent directly to clients. Provided alarm requests are received by Tunstall by 2pm, an alarm is sent out the same day; others go the following day. Stakeholders value the promptness with which Tunstall turn the alarm requests around.

Most clients were satisfied with the timeframe in which the alarm arrived and/or was installed – usually within a week of completing the Tunstall forms.

I was surprised at just how quickly everything moved. (Client; Central)

However, in a small proportion of cases, alarms took longer than expected to be installed and activated. This seems to have been exacerbated by the demand for couriers since the start of the Covid-19 pandemic.

There was a delay getting the alarm down though. I remember that. They didn't have any and then, because of Covid and problems getting things down from Auckland, that did take a while. (Client; Central)

Alarm units

Alarms supplied are Tunstall Liberty 300 at a cost of \$320 (excl. GST) per unit for six months. Alarms operate with a SIM card similar to a mobile phone and so usually operate within mobile phone network coverage. In areas where reception is weak, a signal extension antenna can be installed with the alarm unit. In remote areas where there is no mobile phone coverage, a house will need a landline in order to have an alarm installed and operational.



Despite alarms being cleaned and tested by the supplier prior to be sent out, there were a small number of incidents mentioned where alarms had not worked when received by clients. While these were replaced promptly, it had meant that clients were potentially at risk should they have needed to trigger it.

There have been occasions where alarm has not worked and [the client] has lost trust in the service. (Advocate)

I think an upgrade of alarms would be good as I have had two faulty ones replaced. (Refuge Manager)

We have had situations where we have to replace alarms when they are not working (e.g. they have arrived at the office damaged), delaying the time to install an alarm. (Advocate)

Some clients experience fear while away from their homes and some clients may potentially limit their activities outside the home because of this.

Wahine feared for her life when she was away from her home. It would have helped if the alarm was mobile. (Advocate; Midlands)

I have the power in my hands when I am at home, but I need the power in my hands wherever I go. (Client; Central)

Tunstall anticipate having portable duress alarms available in New Zealand in the near future. Making these available to clients could potentially increase clients' feelings of safety when out of their homes and eliminate the need for a bulky tabletop unit – making it less likely to be triggered by children playing.



Installation

Alarms are most commonly installed by Whānau Protect advocates. However, during Covid Level 4 alarms were delivered directly to clients who installed them, sometimes with remote instructions from advocates. It was noted by one stakeholder that alarm activation was taking longer during Covid Level 4 as clients were not as quick to install alarms themselves as advocates generally are.

One refuge contracts out the installation of alarms to a security company. This refuge also has a set of their own philanthropically-funded Tunstall alarms, which are installed in the interim while waiting for the Whānau Protect Tunstall alarm to arrive.

Most commonly, alarm units are installed on a kitchen bench, with the mobile pendant often kept on the client's person, or near their bed (for example, in a bedside cabinet).

Once installed, the advocate (or client) phones Tunstall who activates and tests the alarm. Where the signal is weak, a signal extension antenna will be sent out. Once activated and tested, an activation email is sent from Tunstall to NCIWR and the advocate.

Once a client has been accepted onto the service and the Tunstall alarm installed and activated, a special situation alert (SSA) and 'person at risk' (PAR) request is emailed to the appropriate Police Emergency Communications Centre and an alert entered into the Police communications system against the property address (SSA) and client's phone number (PAR). The information includes details of the person at risk, person posing the risk, alarm installation date and expected disconnection, and indication of dogs, firearms and/or children at the address. Additional information as pdf files can also be uploaded, for example floor plan of the house, photographs etc. to provide additional information that may be valuable in the event of an emergency call. Once the SSA has been entered, it is tested by the Police Communications Centre by entering the address in their system to ensure that the appropriate alert is visible, as would occur when a Police communicator takes an emergency call relating to the address.

Keeping Police communications centre updated

To be able to provide the best response to an alarm trigger, Police communications centres require accurate and up-to-date information from NCIWR. When a client moves address (and takes the alarm with them) this needs to be updated with Police Communications Centre. Occasionally there have been instances where there is no SSA for an address where an alarm has been triggered, and while Police will respond as per normal, the unit responding has less information available to them on the situation at the address.

Similarly, when a SSA is entered into the Police communications system, an expiry date is required and is entered as the intended alarm disconnection date. In cases where the alarm has been extended beyond this date, this information needs to be communicated to Police so that the SSA remains in place, which currently is not occurring consistently.

Alarm provision period

Towards the end of the six-month service period, Whānau Protect advocates make contact with their clients and arrange a time to remove the alarm. Prior to this, advocates are generally in touch with clients and understand if there may be a need or desire to retain the alarm for a longer period.

The 2017 internal evaluation suggested that 12 months may be a more appropriate period for the alarm to be provided for. However, this was not changed and remains at six months as the standard service duration, on which there are mixed views among stakeholders. Most consulted for this evaluation concur that six months is generally an appropriate timeframe in most instances. However, others disagree and feel that six months is not an adequate length of time for substantial change to have occurred in relationship dynamics. Another view held is that the length of time should be on a case-by-case basis, with a review and easy process to extend after six months and then again after a further three.

Women are limited to having these alarms for six months and after that period of time, they've either had to fund that themselves or we've had to go scrambling with MSD to fund it for a further period of time for them. And that's not realistic for domestic violence victims. The process of change and the work that we need to do takes longer than six months. It sometimes takes 12 months, two years, three years sometimes we've worked with whānau in order to get them into a better space and be able to be independent and feel empowered for themselves. So there needs to be some recognition of that. (Advocate; Auckland)

Where risk is deemed to be still high after six months, advocates can refer to NCIWR for another round of the Whānau Protect service (a further six months) – however this appears to be uncommon. When there has been no recent victimisation, advocates feel it is difficult to get a further round of the service even when the client remains fearful and advocates and clients both deem the risk to remain high. Some stakeholders would like it to be easier to extend the alarm provision period, for example in three-month increments after the initial six months.

Generally, although not consistently, advocates will advise clients of their option to keep the alarm in place and to enter into a private contract with Tunstall, or to apply to the Ministry of Social Development (MSD), via Work and Income, to fund the alarm. However, not all advocates were aware that these were potential

options for clients. There appears to be regional differences in how easy or difficult it is to obtain funding from MSD, and clients rarely have the resources to fund independently.

While most clients felt ready for the alarm to be removed after six months, some still felt they were at risk and the alarm removal made them fearful.

I was a bit worried about it but then I had to consciously make that decision to not think of it gone. (Client; Central)

Particularly when there had been a recent risk incident, these clients felt that a more individualised approach to extending the alarm would be beneficial.

I didn't have to use it for quite a long time, but, right before the six-month mark I did have to use it when he broke in twice. He's now in prison. They said "Oh your six months is up so you've got to give the button back". And this is probably the time more than ever I actually need it. I think they could have looked at the situation – "hold on, he's back in prison, he's probably going to be out on bail soon, let's maybe keep it." (Client; Southern)

Alarm trigger

The alarm is triggered by pushing a button, either on the main unit or on a portable pendant that has a range of approximately 100m from the unit. The alarm activation results in a call to the Tunstall response centre. A Tunstall responder picks up the call and can then hear audio being picked up by the alarm unit (which is also being recorded). The client's name, address, phone number, advocate details, and offender details are displayed on the responder's screen.

The Tunstall responder then calls the Police Communications Centre (Comms.)²² using the emergency number (111) and provides the address of the alarm. Once this information has been passed on, the Tunstall responder can resume listening in to the open line to the alarm unit and call the Police Communications Centre back again to relay any additional information and to update them on the ongoing situation. The Tunstall responder stays on the line until the Police response unit arrives at the address, at which point the line is closed off. Tunstall call the Police Communications Centre back after about half an hour for an update on the situation.

Whānau Protect providers are advised of all alarm triggers, including whether they were genuine, the outcome and Police response time – which was noted as valuable information in terms of being able to support the client.

Clients find the alarms straightforward to operate and experience no barriers to triggering them should they feel at risk and also noted that their children felt far more confident to trigger the alarm than they would to call the Police by dialling 111.

²² [Communications Centres | New Zealand Police](#)

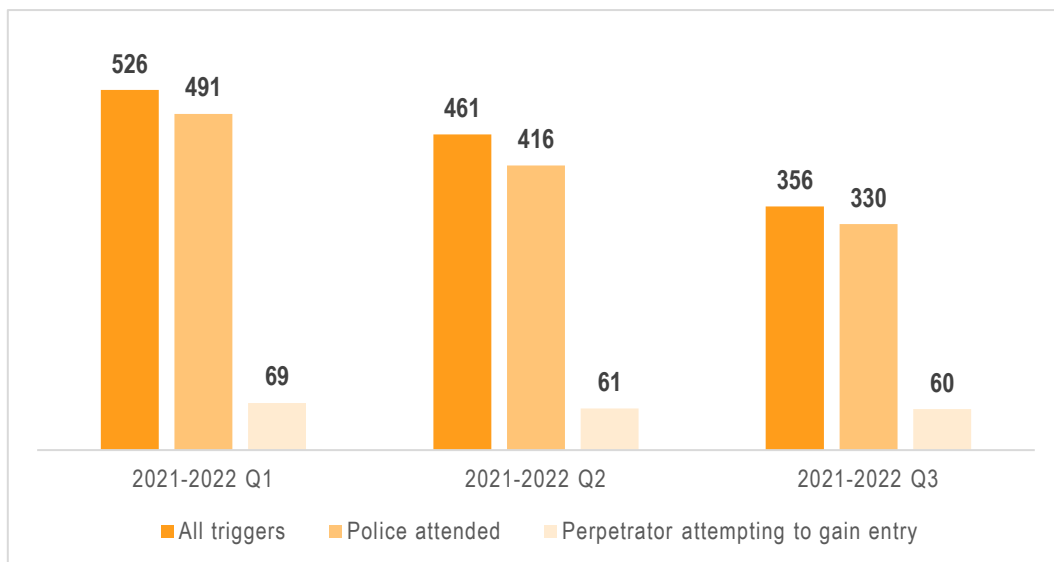
Alarm activations

There is no reliable longitudinal quantitative data available on the total number of alarm activations across and the proportion of those which are accidental triggers over time. At the time of the evaluation, NCIWR had recently reviewed with Tunstall the way that alarm trigger data was being captured and recorded. However, qualitative data suggests that the majority of alarm activations are accidental, most commonly due to children playing with the alarm or from power outages (for example, when clients' GLOWBUGS run out. Note that the alarm is automatically activated when power goes off and then four-hourly until power is restored or until the battery is drained).

The only problem with the alarm...because I'm a customer that pay[s] as I go and sometimes my power switches off. (Client; Central)

Reliable data is available for the current year and the proportion of triggers when the perpetrator is attempting to gain entry to the property is 14% for the first three quarters of 2021-2022.

Figure 8: Alarm Triggers (n)



Data source: NCIWR Quarterly reports.

To avoid children accidentally triggering the alarm, it was suggested that the alarm unit could be wall-mounted out of reach. There is obviously the need to have the unit as unobtrusive as possible when looking into the house from the outside, but this could potentially be achieved with smaller, more discrete units.

Police response to alarm activations

Based on information provided from Tunstall, the Police communicator will accept the job and may initiate a supervisor alert (to bring their shift supervisor into the loop) and send through to a dispatcher. The dispatcher then deploys the nearest available Police unit as a priority one (P1) response and may also notify the field sergeant that a P1 deployment is in progress. In instances where no Police units are available, the field sergeant may deploy themselves to the address.

Police response times are outside of the control of NCIWR and are not a service measure. However, stakeholders note that security upgrades cannot make a house impenetrable and serve only to deter or slow down entry, therefore the Police response remains critical in keeping victims safe.

The median Police response times across all regions by quarter has ranged between 13 and 16 minutes since 2018. Timeframes naturally vary by location of the client's home, with those living in more remote areas unable to be reached quickly.

There were mixed views among clients on the Police response to an alarm trigger. Most clients interviewed felt that the Police response was fast, and much more so than on previous occasions of calling the Police emergency response number themselves.

I don't think I've ever known them to show up that quickly. It was good because we've had to wait for a long time before - to the point where the offender's gone. So, it was good to know that if we push [the alarm]t, they know it's an actual thing, an emergency. (Client; Central)
A lot safer [with the alarm] because I had rung them several other times and the process was very slow. (Client; Auckland)

However, infrequently the Police response was considered not fast enough by clients, for example one client noting that it took 45 minutes for Police to arrive, by which time the perpetrator had already left the property. One stakeholder noted that there are occasions - estimated to be a "couple of times per month" - when an alarm trigger does not result in physical Police presence at the address. This will generally be because Tunstall have relayed to the Police communicator that background noise is not consistent with an immediate threat to the client and/or a lack of available Police units to respond.

Police note that when the response is delayed, this is due to resourcing 'pinch points' and not having the available capacity (i.e. simultaneous emergencies requiring immediate response) and/or due to remote locations.

Tunstall forms

Currently, there are two hard copy Tunstall forms required to be completed for each client (Client Advice Form and Client Information Form), usually at the same time as the risk assessment.

Advocates find the burden of paperwork required for the service is excessive and time-consuming. At the time of the evaluation, NCIWR are progressing work to facilitate all information required by Tunstall to be uploaded to an online form, which will be appreciated by advocates but will also require access to a tablet or laptop to be practical to take advantage of.

4.12 Home Security Upgrades

Property assessment and audit form

Clients of the service receive security upgrades to their homes, with the intent of 'target hardening', so they are more difficult and less attractive to attempt to enter. Advocates are responsible for conducting a security assessment and audit on clients' homes to establish where the security weaknesses are and how best to further secure the property within the available budget. In some regions, this is conducted with a Police officer present for the safety of advocates.

Contractors report there is variability in the level of detail and accuracy with which property audits are completed. Given that advocates are not expected to have expertise in this area, the information contractors receive on which to base their quote is sometimes lacking in detail.

The advocates tell me they have a hard time filling out the form. When I visit the site, the advocate is there so we discuss what exactly they want done, so it's easy for me! (Contractor)

Some contractors have resolved this issue by attending the property assessment to ensure they have comprehensive information on the state of the property and what is required. However, attending the audit is not standard practice, with some those that don't currently attend suggesting this should be part of the process.

Do the audit in conjunction with the contractor if possible, to get a clearer indication of what is needed. It would remove the assessment call out and speed the process up a bit. (Contractor)

A possible option could be to do the audit with the contractor present to glean their expertise, or provide more training to the advocates. My experience is that the advocates are so busy that it's hard for them to adequately spend the time doing the upgrade [audit]. (Contractor)

However, a challenge of this is when a potential client does not progress through into the service, the contractor is not paid for their time in conducting the property assessment. One contractor estimates that this occurs in around 15% of cases where they have completed a home security audit with the advocate.

That system's okay unless there's an issue. I could drive all the way to [place name] and spend an hour on the road getting back and if the job doesn't come through or they don't put the application in or something happens with a client, where a client refuses to have an upgrade at all – of course then I don't get paid. (Contractor)

Not all advocates are confident with carrying out the property audit effectively and comprehensively and contractors often find when arriving at a property to undertake the upgrade, there can be significant remedial work required – for example extensive work required to window frames be able to attach window stays.

I'm not confident my measurements are right and when taking photos, I don't know if that is the right angle he is looking for. (Advocate)

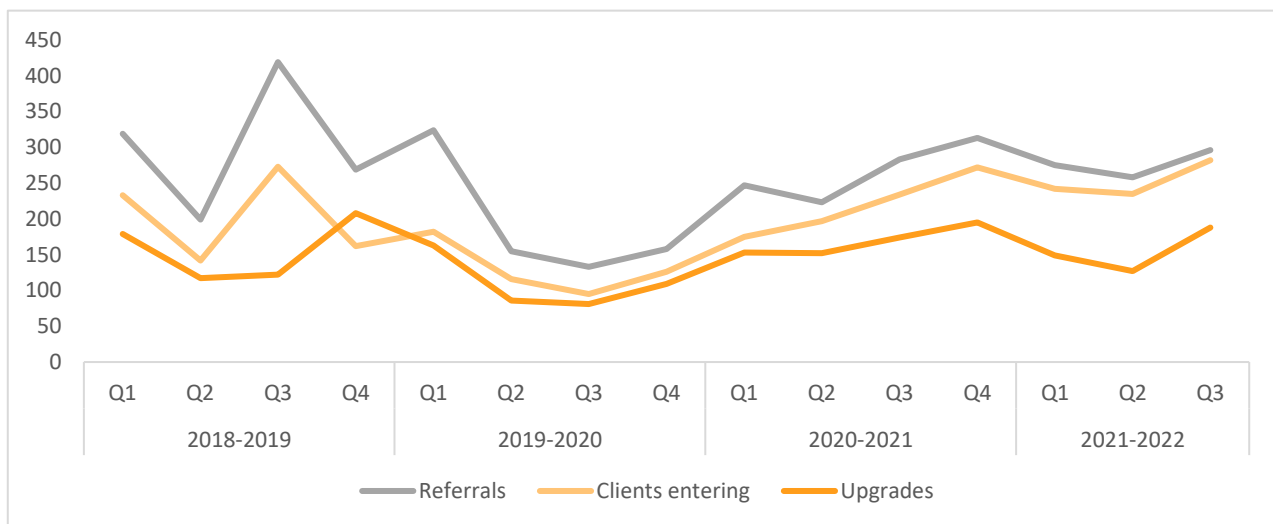
A number of specific issues were identified with the property audit form as follows:

- Does not allow for enough detail on condition of window frames
- A lack of clarity around whether cutting back of vegetation is included as part of the service. The form does not allow for this information, but some advocates and contractors are aware that this is sometimes included
- The first section asks if a safe room is required, but does not allow for this in "Interior" section
- Does not request photos to be attached but noted by contractors as being helpful.

Clients receiving home security upgrade

The current quarterly target for home security upgrades is n=181²³ (increased in 2020 from n=100²⁴). However, there has been a wide range in numbers of upgrades completed each quarter - from a peak of n=208 between April-June 2019 to n=81 for January – March the following year, then an upward trend until mid 2021. This trend follows the trend in referrals and clients entering the service.

Figure 9: Trend in Referrals, Clients Entering Service and Home Security Upgrades



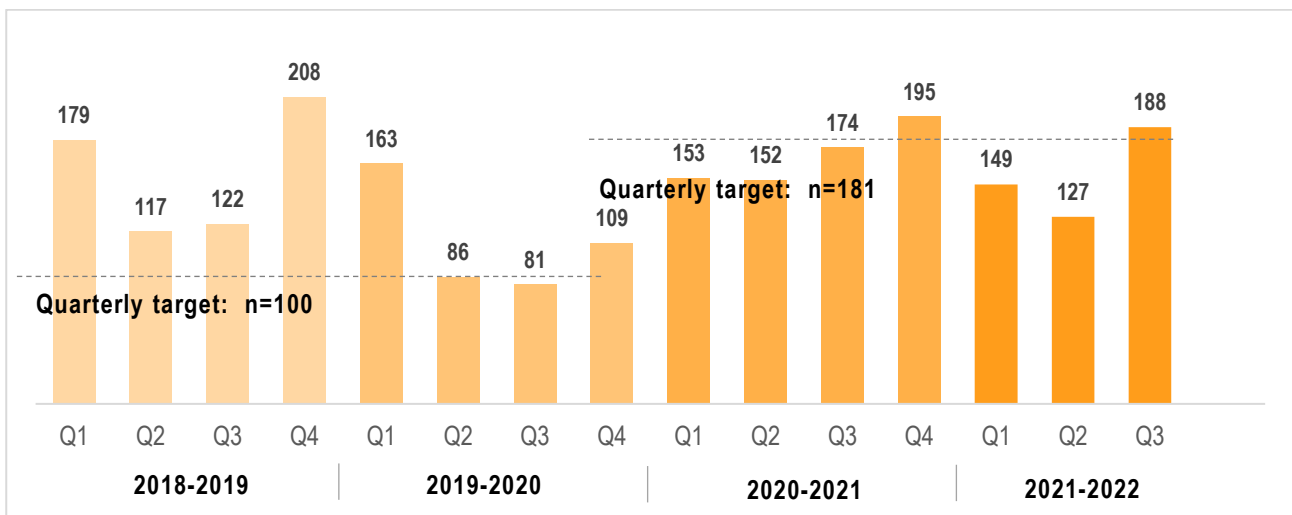
Data source: NCIWR Quarterly reports.

Actual numbers of home security upgrades (see Figure 10) have shown an increasing trend since early 2020 but have been below the target for much of 2020 and 2021. All clients who enter the service receive an alarm and safety planning services, however not every client will receive a home security upgrade. Some clients do not want a security upgrade, and some have already received a security upgrade as part of a previous referral. Qualitative data suggests that Covid-19 had an impact on upgrades, even though this was considered an essential service during lockdowns.

²³ NCIWR Quarterly reporting 2021-2022.

²⁴ NCIWR Quarterly reporting 2018-2019.

Figure 10: Home Security Upgrades Completed by Quarter (n)



Data source: NCIWR Quarterly reports.

Some properties (particularly newer Kāinga Ora homes) were assessed as not requiring any upgrade to their security at the property audit step. However, since Kāinga properties make up only around one quarter of all client property ownership situations (see Section 6.2), it is unlikely to explain the decrease.

Clients and advocates concur that landlord reluctance to upgrades is not a significant barrier and it is rare that a landlord declines the upgrades being carried out. Slightly more common, but still not a significant theme was clients declining to have security upgrades done out of concern for how the landlord would respond:

There's a couple of windows that don't have stays on them. There are deadbolts on the front and the back door [but] there's glass panels on the back door They told me that I should probably get security lights on all four corners of my house and stays on all the windows. I was offered [the security upgrade] but I declined. I just didn't want to really push it with my landlord.
(Client; Midlands)

Safe rooms

It is acknowledged by stakeholders that hardening the target via home security upgrades cannot make clients' homes impenetrable. However, the aim is to impede the perpetrator should they attempt to enter, thereby giving the occupants time to reach the safe room. Given this, safe rooms are considered critical elements of the home security upgrades for multiple reasons: it eliminates ambiguity for clients should they be faced with a safety threat in that they know exactly where they should move to; provides an additional barrier for a perpetrator to break through; and when Police arrive at the property, they know where to look for the client and/or children. The vast majority of clients interviewed felt the safe room was extremely valuable. One noted that the locks broke easily when children were playing and pushed against the door, allowing access to the room.

We can't stop them getting in. They can put a solid core door on so they're not just going to smash through the door, which is the easiest way to get in, but, if they want, they can smash a

window. So I don't know if it makes a huge difference. I think the security lights are really, really good and the doors are probably the most valuable things we can put on. And locks on the doors obviously and changing the locks if need be. (Advocate; Southern)

The safe room is really important. We need everyone to have that room where they go. In that moment of sheer complete and utter panic, it gives them somewhere to go that, because we've drilled that into them already. So, it just helps them keep safe and they don't need to think about it. (Advocate; Southern)

External upgrades

There appears to be some inconsistency with regard to security upgrades external to the house, with not all advocates aware that garages and sheds can be included in security upgrades (even though they are included on the property assessment form).

They don't do gates. They don't do things that aren't attached to the house where sometimes getting a fence just built a wee bit higher... I have had that approved before. Or getting a shed locked that's got the gardening tools in it would just provide another element of safety. (Advocate; Southern)

I don't think we do padlocks, to secure a garage latch or something like that... I think it come back that the woman needed to go and get a padlock [herself]. (Advocate; Southern)

Budget

Most stakeholders perceive the budget (that is, what is invoiced by contractors carrying out the work) for home security upgrades to be sufficient to improve security on a property, noting that the intent is not to make it impenetrable but to 'harden the target' in order to slow down the perpetrator should they attempt to gain entry. The average cost of home security upgrades during 2022 has been \$1650 (excl. GST) per property. NCIWR note that costs have been increasing dramatically and expect them to continue to increase.

NCIWR accommodate some flexibility if a contractor's quote is over budget, although often items need to be negotiated and prioritised, which some advocates and contractors find frustrating as they feel they are not able to 'harden the target' as effectively as they would have liked to. There appears to be variability in terms of how flexible NCIWR is with upgrades going over budget.

I've seen some up around the \$2,000 mark approved. In my experience when it's gone over budget national office have been really accommodating...they go back to maybe shave a couple of things off, like a window stay or something. (Advocate; Southern)

[The budget is] not enough.... not if they've got two glass doors. Two new doors is our budget gone basically. And that's one of the main things that we need to fix because that's such an easy way into the property. Stays alone are like 55 dollars themselves I think. So if they've got a house with heaps of windows, by the time you add security lights you're way over budget. You

just have to do what's most important. So sometimes we don't upgrade it as much as we can because there's not enough money there in the pool. (Advocate; Southern)

It was also noted by contractors that the cost of materials, time taken to source materials and travel is increasing rapidly. Consequently, they suggest that the budget needs to be revised. Contractors feel frustrated when they cannot secure a home to the standard they would like to, and report having used their own resources to cover additional safety measures.

Sometimes the quotes for all work required are declined or down sized to enable the budget to cover. It is a shame to have to take away some security measures because of budget constraints. (Contractor)

The current weakness I see is the cap on the monetary side of the upgrade. Costs have risen significantly, in materials, petrol, admin, the lack of materials having to spend more time on admin. I often do extras for nothing to keep the clients as safe as I am able. (Contractor)

In addition, stakeholders would like more flexibility with regard to what is and is not in scope for upgrades, depending on individual circumstances - for example, a client needing curtains on street facing windows where the perpetrator could see inside the home.

Contractor responsiveness and availability

The service relies on the availability and responsiveness of contractors to carry out home security upgrades. Timeframes for getting security upgrades completed are generally considered fast and contractors tend to prioritise Whānau Protect jobs, given what they understand about the nature of the service.

Contractors interviewed for the evaluation expressed that they take their roles extremely seriously and take a sense of pride in contributing to making victims safer in their homes. They are mindful that clients have experienced trauma when they are interacting with clients to carry out their work.

Advocates in most regions find contractors reliable, responsive, easy to work with and value the professional approach they take. Highly valued is the ability of contractors to give input into the security requirements and problem-solve security solutions as required.

You have to have a contractor that understands that you're going into a house where men are probably quite scary. And he's really empathetic and respectful. I've gone to take an audit of a property and then he comes up with ideas because he understands the safety needs because he's worked with us so much. He'll say things like "you'd be better off putting that in that place because that's going to be safer", and so that's really beneficial. (Advocate; Southern)

Great contractors, with sensitivity and professional approach, and flexibility. (Advocate; Auckland)

However, instances are reported where, due to a lack of contractor capacity, upgrades are not done as quickly as advocates and clients would like and that there has been poor communication from contractors on

expected timeframes. In one area currently, an advocate reports that there is no contractor available to carry out security upgrades, which is a risk to the service being able to be delivered as intended.

Relationship with contractors and property upgrades has been the biggest weakness so far... The contractor not delivering the property upgrades requested when the budget is there to provide the upgrades. Not being able to get hold of the contractor for weeks on end. (Advocate; Southern)

Another key issue highlighted is having contractors available to carry out the security upgrades.

The biggest barrier is contractors in smaller areas. I've got a few refuges that are quite small in terms of Whānau Protect clients that we don't often have to use contractors. But when it comes to finding a reliable contractor, it's really difficult. (Whānau Protect Coordinator)

There is also a concern among advocates in some regions that Kaianga Ora and/or their contractors are not responding fast enough to ensure that security upgrades are done quickly.

The property upgrades could be actioned faster via Kāinga Ora. For example, we received a referral on the 1st Feb and the upgrades via Kāinga Ora were just completed in April. I feel this is a gap considering the clients' high-risk status. (Advocate; Auckland)

Kāinga Ora. They often won't complete upgrades on time. I have had them extend beyond the 6 months. It's like it passes through too many hands and the message gets skewed between all it passes through. (Advocate; Midlands)

This has led advocates to question whether there is sufficient recognition within Kaianga Ora of the risk threshold for clients in the service.

Kāinga Ora minimising the importance of clients' needs and safety. (Advocate; Auckland)

Contractor safety

In some regions, Police attend the address when contractors are on site to undertake security upgrades when it is known the offender is at large or on bail. However, contractors in others regions may feel unsafe at times and although none reported being approached by an offender, there is a perceived risk. It may be beneficial for contractors to be advised of the location of the alarm and advised that they can, and should, trigger the alarm should they feel at risk.

It would be helpful if we got a report and photo of the offender and what his status is, i.e.: if there is a protection order and if he's not allowed at the address. It hasn't happened yet, but one day someone is going to turn up while I'm working at the address and I won't know who I am dealing with, if he's dangerous or even if he's allowed at the house. I have concerns that when I am working at an address I am vulnerable because I have no information on the bad guy. (Contractor)

Client safety when contractor on site

Some Whānau Protect advocates are always on site when home security upgrades are being carried out, while others attend only at the specific request of a client. It is noted that advocates tend to have high caseloads and attending on site every upgrade would be challenging. However, occasionally contractors have come on site without the client expecting them, causing the client to feel uneasy. While clients generally consider contractors to be respectful, courteous and professional in their manner while in their homes, consent for the contractor to be on site without the advocate present should always be gained prior.

He's a lovely guy, but he always had to arrive with a Women's Refuge support person and enter the property with her. But, he turned up earlier and came in and started, and said "Oh can I start the window?" and I was like "Oh okay....is [advocate] coming?" "Oh she'll be here soon." So I felt a little bit uneasy about that. (Client)

Inclusion of security cameras

Given that offenders often know where clients are living, many clients experience stalking by the offender even if there is a protection order in place. A range of service stakeholders suggest the inclusion of security cameras as an addition to the current target hardening measures in scope. Cameras can have movement sensors that trigger filming and send an alert to a smart device. This would allow clients to potentially be aware of a safety risk at the boundary of the property rather than at the house. In addition, security cameras could provide evidence for breaches of protection orders or trespass notices. For example, a client described numerous times having found packages left by her house door that she suspected were being left by the perpetrator to intimidate her. However, without any video evidence it was not possible to prove that they were breaching the protection order. Having a camera in place would have provided the evidence required.

I always ask [clients], what's sitting up top for you, safety-wise, upgrade-wise? And generally really the only other thing they say is cameras. (Advocate; Southern)

Security cameras would be a good idea. As a contractor I was going to look into providing security cameras to hire and install in the houses for a period of maybe three months or as required. With the price of security cameras coming down we could probably permanently install them for a competitive price. In the years I have been working for Whanau Protect I have only had one client who had installed her own cameras, but there is a definite need. (Contractor; Central)

The lack of security cameras in the service puts those that are being stalked or prowled on in their homes not feeling safe, feeling helpless and leaves them on constant edge and in victim mode. (Refuge Manager; Southern)

5 Service Effectiveness

5.1 The Service Helps Keep Clients Safe from Further Family Harm and Reduces Further Victimization

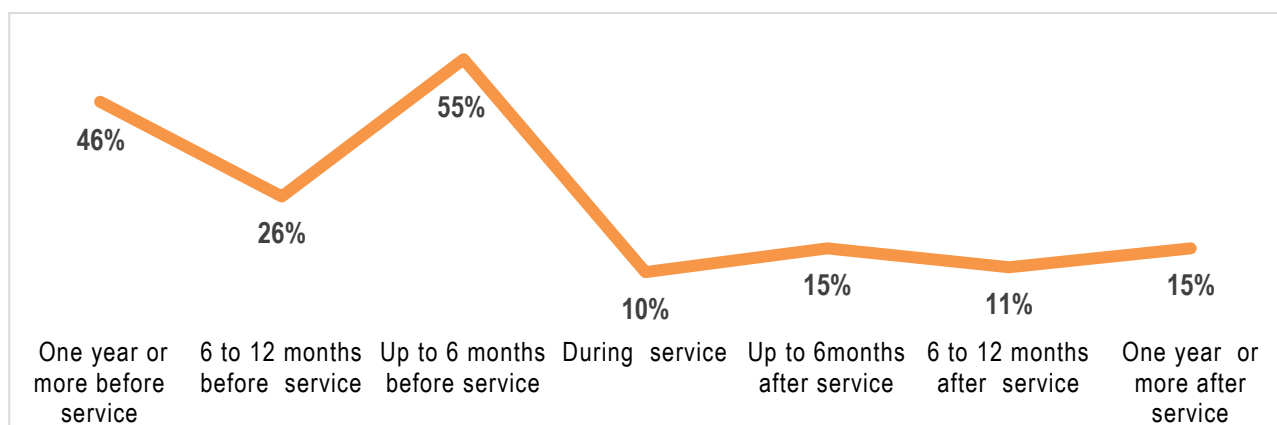
NCIWR and Police RCVS data match

The Ministry matched then anonymised NCIWR administrative data with Police recorded crime and victim statistics (RCVS) for clients entering the service between July 2018 – December 2021 to show reported victimisations²⁵ prior to, during and after the service.

It is evident that the reduction in victimisations is not just experienced during the service but appears to continue after the alarm is removed. Figure 11 shows an increase in reported victimisations in the six months leading up to clients entering the Whānau Protect service, with 55% reporting at least one victimisation. This drops to just 10% reporting a victimisation during the time the alarm was in place. This finding is comparable to that in the 2017 evaluation, which also showed 45% of clients experiencing victimisation in the six months prior to the service, dropping to 10% during the alarm install period.²⁶

After the alarm removal, the proportion of clients reporting a victimisation increased slightly to 15% and then remained relatively stable.

Figure 11: Proportion of Clients Reporting Victimisations



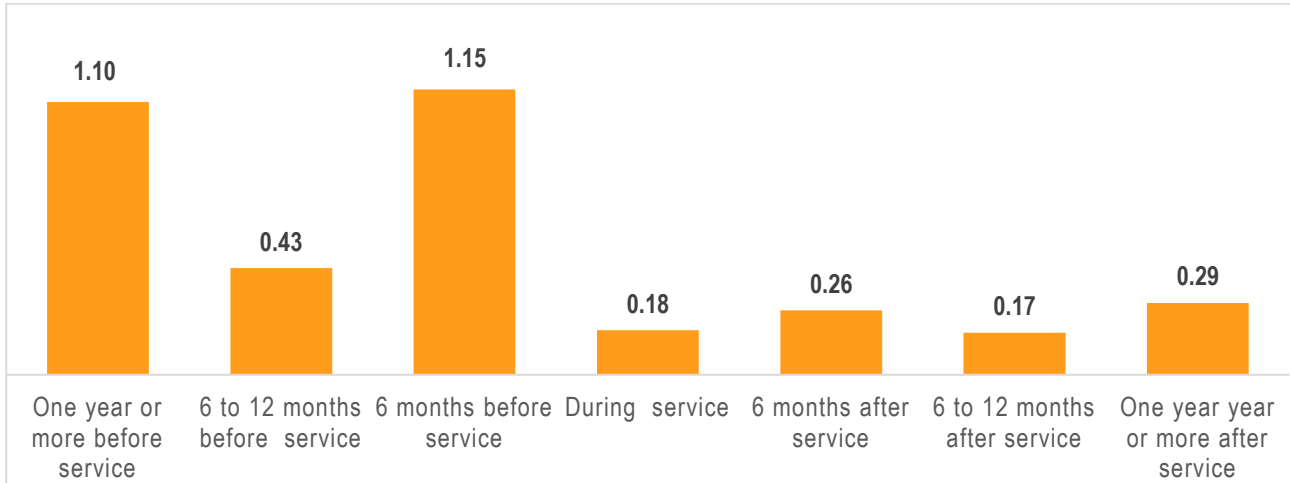
Base: n=1732; All clients entering the service between July 2018 – December 2021 for whom NCIWR records could be matched with Police Recorded Crime Victim Statistics (RCVS).

²⁵ This includes all reported victimisations and is not limited to family violence nor to those caused by the identified perpetrator.

²⁶ Ministry of Justice, Provider & Community Services. (2017). Whānau Protect National Home Safety Service Evaluation Report. p16.

Similarly, there was a significant decrease in the mean number of victimisations experienced by clients during the service (0.18, down from 1.15 in the six months prior to the service. Once the alarm is removed there is a slight increase in the mean number of victimisations to 0.26 during the six months after the alarm was taken out then a decrease again to 0.17. Qualitative findings from clients supports the quantitative data on reported victimisations, with few having experienced further family violence either during or after the service.

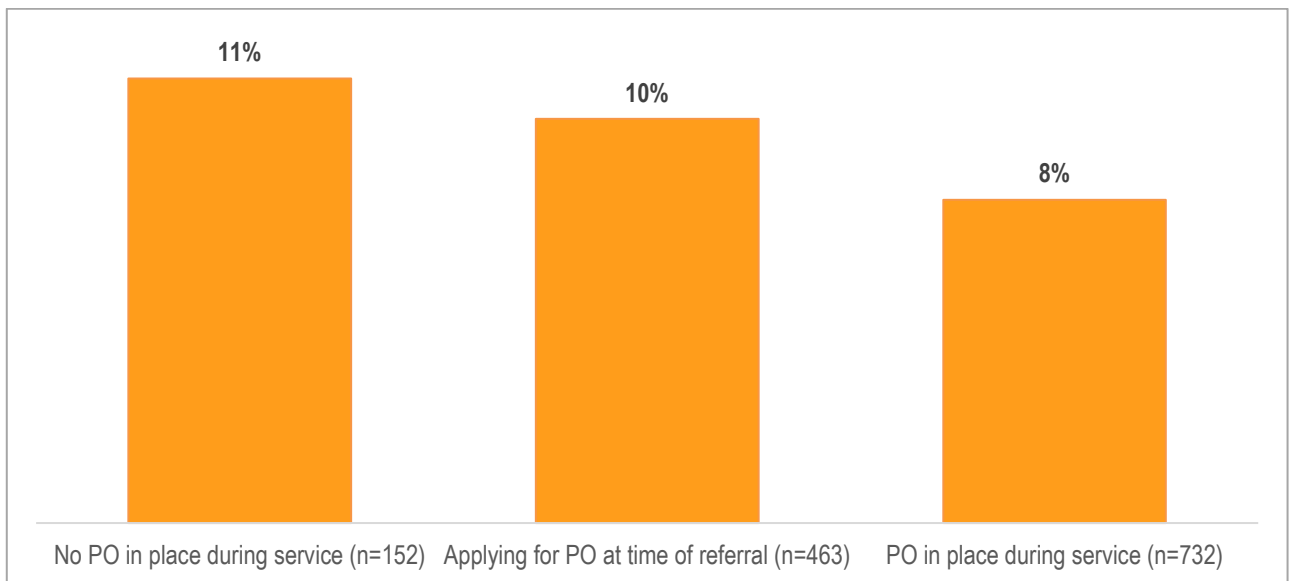
Figure 12: Mean Number of Victimisations Over Time



Base: n=1732; all clients entering the service between July 2018 – December 2021 for whom NCIWR records could be matched with Police Recorded Crime Victim Statistics (RCVS).

Protection orders appear to have some impact on victimisations, with a smaller proportion (8%) of clients with protection orders in place having reported victimisations during the service compared to those without a one (11%).

Figure 13: Proportion of Clients Reporting Victimisation During Service by Protection Order Status



Base: All clients entering the service between July 2018 – December 2021 for whom NCIWR records could be matched with Police Recorded Crime Victim Statistics (RCVS) and for whom PO status was recorded.

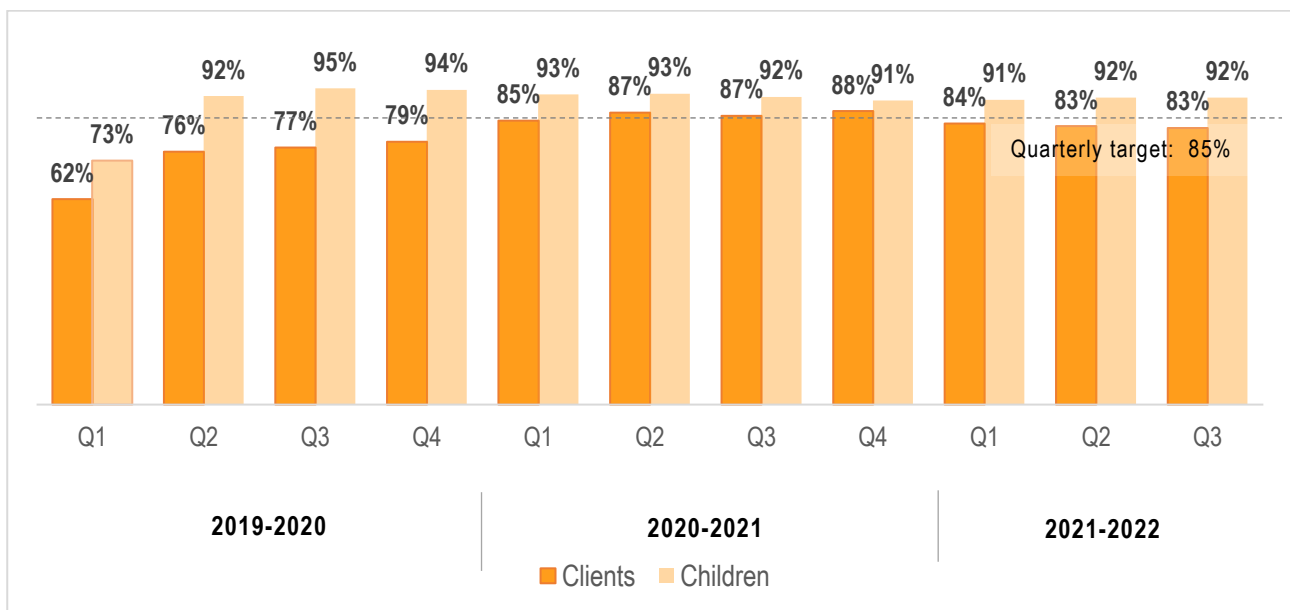
NCIWR administrative data

At the exit interview from the service, clients are asked if they and/or their children have experienced any further victimisations from the identified perpetrator within the home since entering the service. The service target is 85% of victims and children having experienced no further victimisations.

Figure 14 shows that there has been an upward trend in the proportion of both clients and children experiencing no further victimisations from when data is available, 62% in 2019 up to the target of 85% in the first quarter of 2020-2021, to a peak of 88% in quarter four that year. The current year has seen a slight decrease in the proportion of clients experiencing no further victimisations, down to 83%.

Comparing the administrative data on victimisations during the service with the NCIWR-Police RCVS data match (see Figure 11), it appears that a small proportion of victimisations during the service go unreported to Police, with between 17% and 38% by quarter indicating that they had experienced a victimisation during the service (compared to 10% reporting victimisations in the data match). However, this proportion of unreported victimisations is significantly lower than the overall estimated 67% of unreported family violence²⁷ and 73% of unreported interpersonal violence.²⁸

Figure 14: Clients Reporting No Further Victimisations within Six Months of Home Security Upgrades



Base: All clients who responded to the question in the exit interview (base numbers not available)

Data Source: NCIWR quarterly reports.

²⁷ NZ Police Annual Report 2020/2021 p15. [annual-report-2020-2021.pdf \(police.govt.nz\)](https://www.police.govt.nz/publications/annual-report-2020-2021)

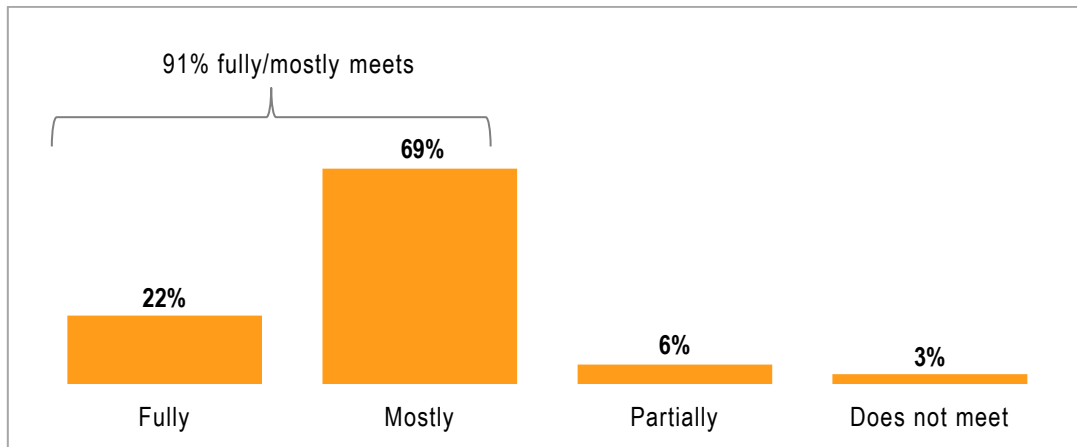
²⁸ Ministry of Justice. 2022. New Zealand Crime and Victims Survey. Cycle 4 survey findings. Descriptive statistics. June 2022. Results drawn from Cycle 4 (2020/21) of the New Zealand Crime and Victims Survey. Wellington: Ministry of Justice. p158

Professional stakeholder perspectives on service effectiveness

Service meeting security needs

Ninety-one percent of advocates surveyed feel that the service either *fully* or *mostly* meets clients' safety and security needs.

Figure 15: Advocates Perception of How Whānau Protect Meets Clients' Safety Needs



Base: n=32

Data source: Advocates survey.

Advocates cite the ease by which clients can have Police alerted when faced with a risk to themselves and/or their children, the fact that any victimisations can be recorded as evidence, and the physical security upgrades to properties all contribute to keeping clients safer.

Having the ability to get assistance from Police without physically calling themselves reduces the fear and stress. Having the ability to access security upgrades for the home when they are unable to afford this. Reducing the fear or anxiety in the home environment. Creating a secure environment. It has allowed clients to take back some control within their lives. (Advocate; Midlands)

Having Whānau Protect installed in their home where their phone lines can be opened up and things can be recorded and there is an action to that with potential consequences that they do not have to be responsible for, is a huge safety factor for many of our women. (Advocate; Central)

That the alarm is a lifesaver. (Advocate; Southern)

Just one advocate rated the service as not meeting the client's safety and security needs, due to a contractor not completing security upgrades and an alarm not working. Although this might be an isolated, or rare occurrence, it may impact on the advocate making future referrals to the service.

The contractor not putting safety measures in place with property upgrades that my client has requested so therefore my client still felt unsafe in her own home until the landlord went out of

their way to install property upgrades. The alarm having a fault and not working. This made my client feel extremely unsafe. (Advocate; Southern)

A common theme among those who feel that the service does not fully meet the safety and security needs of clients was the lack of cameras and driveway sensors. These are viewed as having the potential to add an additional level of security (also see Section 4.12 on suggested improvements to home security upgrades).

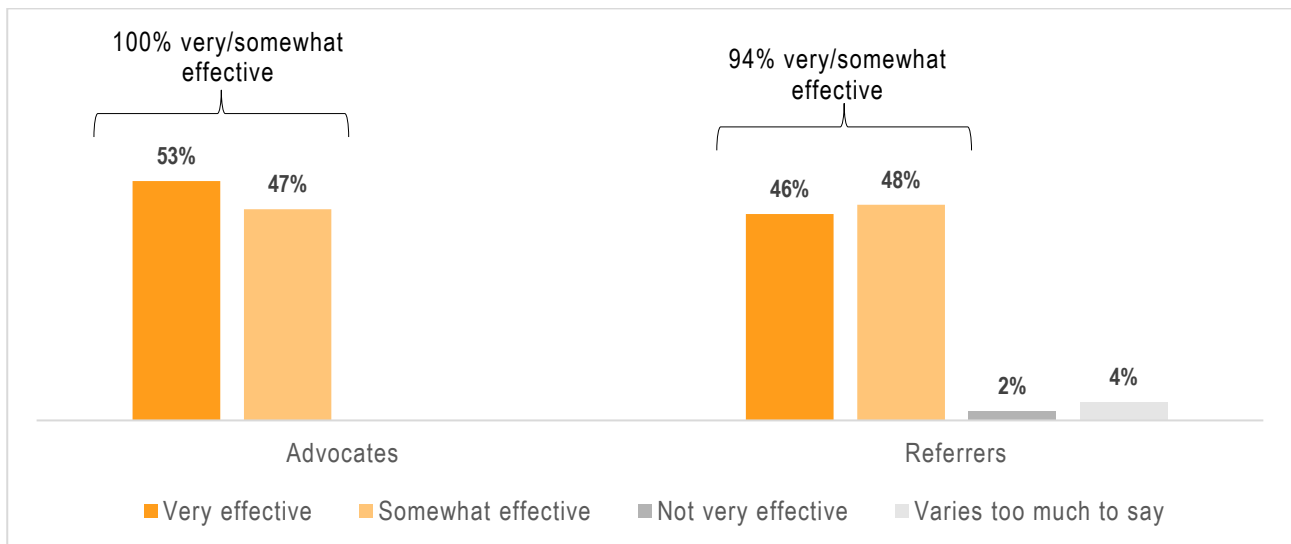
Offering security cameras (for some) and driveway sensors will make this service extremely effective. Another tool in the safety kete and evidence that can be used in prosecutions. Driveway sensors to alert that someone is approaching the house which would give client more time to get to saferoom. (Advocate; Southern)

Not having the access to security cameras, we have had 2 cases now where stalking and prowling around properties have been a common thing. If we had footage, police could act on this. (Advocate; Southern)

Preventing clients experiencing further family violence

Advocates and referrers were asked to rate the effectiveness of the service for helping prevent clients from experiencing further family violence. All advocates think that the service is at least somewhat effective, with over half (53%) saying that its *very effective*. Almost all referrers (94%) agree with this, with 46% saying the service is *very effective* at helping prevent clients from experiencing further family violence.

Figure 16: Professionals Perspective on Service Effectiveness for Helping Prevent Clients from Experiencing Further Family Violence



Base: Referrers n=48; Advocates: n=32
Data source: Advocates and referrers surveys

I haven't had a woman that's been seriously assaulted or killed thank goodness while she's had the Whānau Protect. (Advocate)

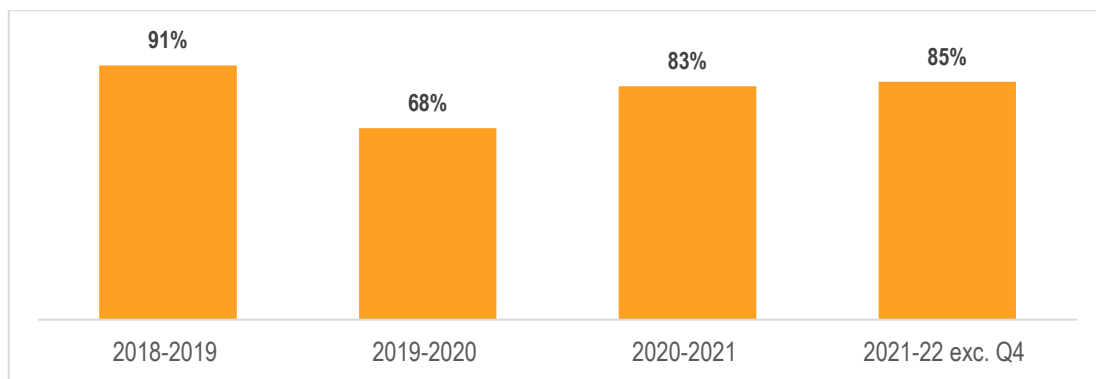
5.2 Clients Supported to Remain in Same Home and Live Away from the Perpetrator

Remaining in the Home

Family violence victims seeking safety often have to relocate, incurring costs and further trauma.²⁹ The Whānau Protect service is a ‘remain at home’ service, that specifically seeks to help clients and their children not only to remain safe from further family violence, but to be able to do so in their own homes, thereby removing the burden of having to find new accommodation, which may result in the need to change jobs and/or schools/kura for children.

Clients responding to the exit survey are asked if they are still living the upgraded home. Proportions have generally been above 80% across years, with the exception of 2019-2020 when only 68% had remained in the same home.

Figure 17: Clients Remaining in Upgraded Home Six Months After Entering the Service



Base: All clients who had home security upgrade and responded to the exit survey (numbers not available).
Data source: NCIWR Quarterly Reports.

Interviews with clients suggest that when they have not remained in their home for the duration of the service, or have relocated subsequently, this is mostly due to factors other than fear of further family violence. However, in a small number of cases, clients had moved address so as to not be locatable by the offender (or offender’s associates).

The stress and trauma of having to move houses is well documented in research about family violence and often impacts on other aspects such as employment, schooling and social support networks. Stakeholders noted the importance of this in the context of the ongoing widely reported housing crisis³⁰, with finding new

²⁹ Ministry of Justice. Whānau Protect Intervention Logic Map.

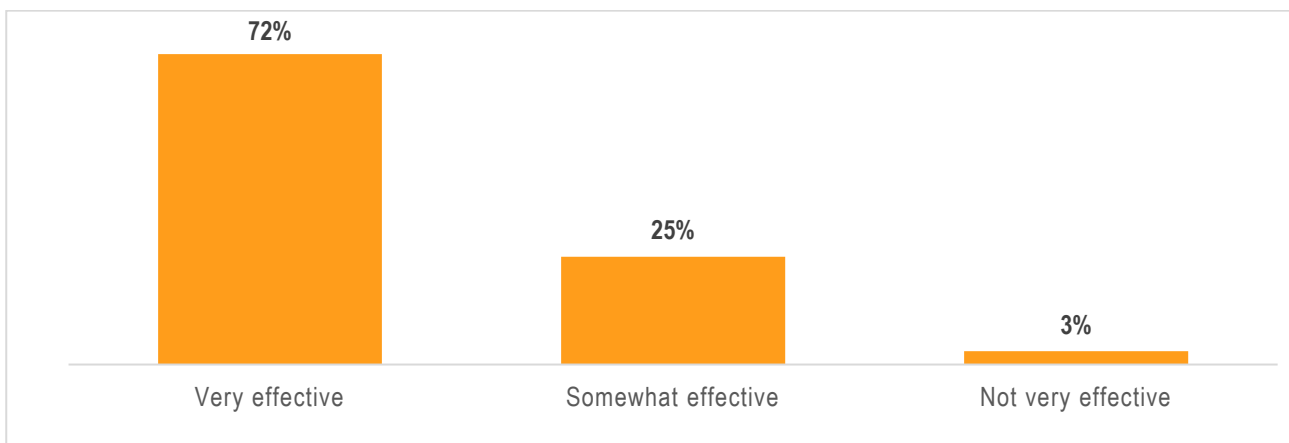
³⁰ [How New Zealand built its housing crisis: Te Waihangā releases new research insights | New Zealand Infrastructure Commission, Te Waihangā](#)

accommodation particularly stressful, and Kāinga Ora housing transfers taking a long time. This makes securing alternative accommodation significantly more challenging than in previous decades.

Clients and their families are able to feel and be safer in their homes. This is especially vital in the current housing environment as changing address is often no longer a valid long-term option whether rental, social housing or even for those who own their home. (Refuge Manager)
It's an awesome service to be able to offer. I keep going back to the housing crisis, for women to be able to stay in their home as opposed to having to move. It's awesome to be able to offer them that service. (Advocate)

Almost all advocates (97%) see the service as at least *somewhat effective* for supporting victims to remain in their homes, including nearly three-quarters (72%) who say that it is *very effective*.

Figure 18: Advocates’ Perspectives on Service Supporting Client to Remain in Home



Base: n=32

Data source: Advocates’ survey.

Living away from the perpetrator

All clients interviewed for the evaluation were living away from the perpetrator at the time of the evaluation. However, it may be less likely that clients who had resumed living with the perpetrator would remain engaged with Women’s Refuges and therefore unlikely to be recruited for interview for the evaluation. No data is collected by NCIWR on whether clients remained living away from the perpetrator at the end of the service.

Clients supported to retain employment, education and social engagement

Clients and other stakeholders report that being able to remain living in the same home has a positive impact on clients’ ability to retain employment and/or education and other social connections within their communities. One of the key outcomes for children of staying in the same home was being able to retain a normal routine without disruption, keeping them connected within their communities and staying at the same school with no disruption to their education.

I’m actually seeing more people because I wasn’t allowed to have friends before. There would be fights because I went to have a coffee with a friend or something, but now I’m having coffees, I’m going out for dinner with my friends, so actually having a life. (Client; Southern)

The fact that it doesn't take women and children away from the things that are familiar to them. So they're not having to be moved into a safe house or motel. They're able to stay in their own home and maintain some semblance of normality and routine while they work through a process of healing. They can have their parents over or they can have their friends over or their kids can go to sport... And I don't think that that can be under-estimated. (Advocate; Auckland)

That they can stay in their home and feel safe in their home. The children can stay at their local school. The woman doesn't have to go through all that stress of trying to find a new home...that's a positive impact for them. (Advocate; Southern)

5.3 Impact on Whānau Health and Wellbeing

Clients' and advocates both note that client wellbeing is improved through receiving the service in a range of ways, not only feeling safer and more secure in their homes but also experiencing improved mental health, increased confidence and sense of empowerment, and feeling validated in their fears for their safety.

Advocates also mentioned the improved wellbeing of clients that they had observed. Advocates felt that the progress that clients are able to make was increased by being able to remain safe in their own homes rather than being kept safe elsewhere.

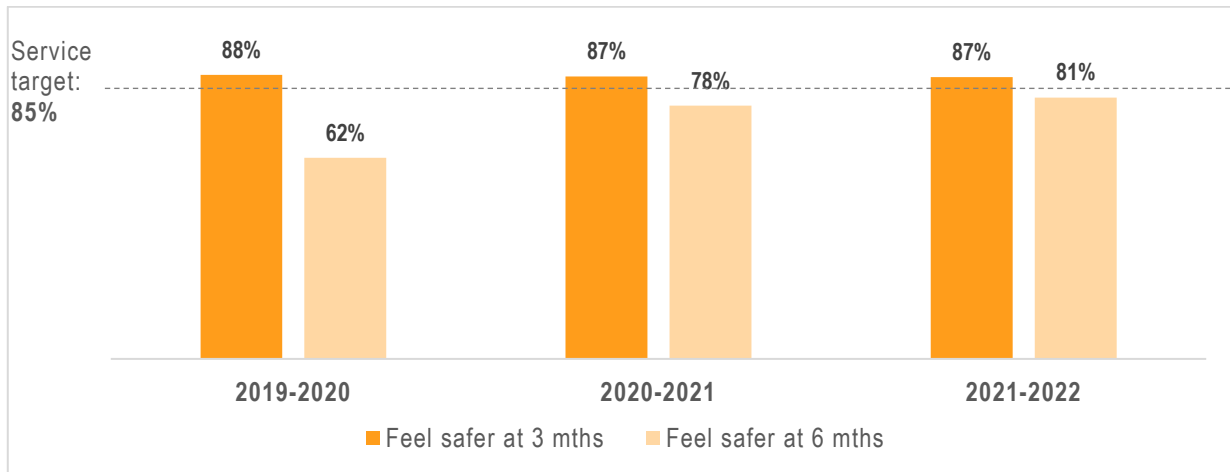
For the women who have had that service and worked with our community team or our programmes team, their progress is exponential as opposed to a woman who might come into a safe house. (Advocate; Auckland)

Clients feel safer

The service target for clients feeling safer as result of the home security upgrades at three and six months since entering the service is 85%. Anonymised data from client surveys delivered by advocates shows that at the three-month point, this target has been exceeded (to 87-88%) for all years 2019-2022. However, fewer clients say they feel safe at the six-month exit interview, with an overall average decrease from 87% of clients feeling safer down to 74%.

Qualitative data supports this, with clients saying they experience increased fear at the point the alarm is removed. This is not necessarily because there have been recent safety risks or threats, but rather that clients have become familiar with the increased sense of safety that the alarm provides.

Figure 19: Proportion of Clients Feeling Safer as a Result of the Home Security Upgrades

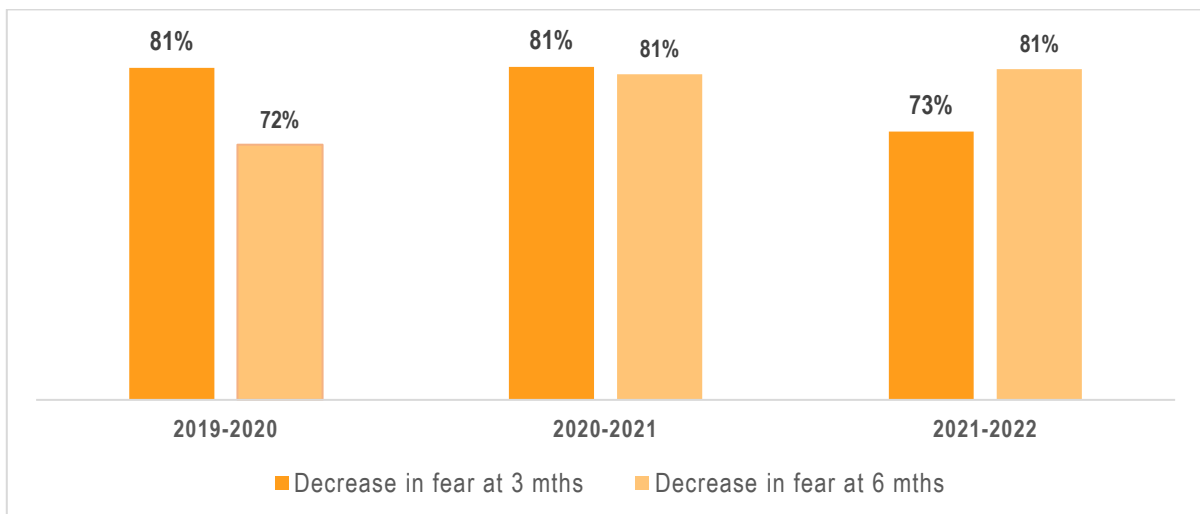


Base: All clients who responded to the questions in 3-month evaluation and 6-month exit interview (base sizes not available).

Data Source: NCIWR quarterly reporting data.

Overall, the proportion of clients experiencing a decrease in fear of the offender’s behaviour at three months since entering the service has declined from 81% in 2019-20 and 2020-2021 down to 73% for the current year. However, the proportion of clients experiencing a decrease in fear at the six-month point has increased year on year, from 72% in 2019/20 to 81% in each of the following years.

Figure 20: Proportion of Clients Experiencing a Decrease in Fear



Base: All clients who responded to the questions in the 3-month evaluation and 6-month exit interview (base sizes not available).

Data Source: NCIWR quarterly reports.

Clients have said to me when I come back to finish an upgrade “Last night was the first full night's sleep I have had for a long time.” (Contractor)

[Clients] felt a lot safer, especially the doors. The doors make them feel a lot safer because it’s harder to bash down a solid core wooden door. And just knowing they’ve got that quick direct link to the Police. (Advocate; Southern)

The alarm was the best thing. I know that by pressing that the cops will be here in five minutes.
(Client; Auckland)

Clients experienced increased confidence, empowerment and control over their lives

Clients experience an increased sense of empowerment with the home security upgrades and alarm in place. Clients describe 'taking back some control' over their lives with the practical tools they have been provided with from the service and the confidence of knowing that there will be a prompt Police response if they need to trigger the alarm.

It gives you a sense of control back - that I am able to protect myself and my children. (Client; Central)

Advocates concur with this, also describing the sense of empowerment that they have observed for clients receiving the service.

The clients feel empowered from their experience having had the alarm installed. (Advocate; Northern)

It's a process that we have to work through with women to get them to feel safe and confident enough to stand in their own truth. So, a lot of our women aren't at that point and that added protection of Whānau Protect just gives them some more confidence. (Advocate; Auckland)

Several clients noted that the service made it possible for them to end the violent relationship and to remain apart.

A big difference because I probably wouldn't have fully been able to get out of [the relationship] without it, so it's made a huge difference. I'm working now and actually starting to live a life. So, it's made a massive difference. (Client; Southern)

Clients' mental health improved

Clients experience improved mental health as a result of the service, including reduced anxiety and stress and improved hopefulness of the future. Clients interviewed commonly mentioned the peace of mind that the alarm and security upgrades had provided for them. Also commonly mentioned were improved sleep patterns and no longer feeling the need to stay alert through the night. One client talked about the relief of being able to go out to their night shift job with less anxiety about the safety of children at home.

Simply knowing this is in place can make such a difference in how our clients and their children feel when they are in the home. They can relax and not be constantly on guard. This aspect of the service can result in a dramatic improvement to wellbeing. (Refuge Manager; Central)

The anxiety reduces. They can sleep properly at night. They feel comfortable and safe in their own home. That's the biggest thing. They can live in their own home. It's less traumatic for children not to have to pull them out of their home. (Advocate; Southern)

The service is something that we can do for the client to tangibly make them safer. Giving our clients a range of things we can offer for safety is great. The peace of mind. (Referrer; Central)

Something so basic as sitting outside in the backyard and not worrying about things. (Client; Central)

They feel more safe and secure and can start taking more steps towards living a healthy, independent, violence free lifestyle. (Referrer; Auckland)

What I see over the six months with women they're relaxing more in their homes now because they feel safe. They're not walking on eggshells and jumping at every little opportunity...like, the cat might jump and knock something and they're like "Eeeeeee!". They're learning that I'm safe in my home. I don't have to have my [guard up] because most of the women have anxiety and depression. (Advocate; Midlands)

Clients feel validated

Clients and advocates both noted the sense of validation that victims feel when their experiences and the risks they face are being acknowledged and taken seriously. Clients talked about feeling “seen” and “heard” and that they were “important enough” to be kept safe. In addition, to have others recognise that they have been victimised and treat them without judgement or stigmatisation helps clients to feel supported.

The haste of getting it done and [others] seeing the importance of how much we needed, that someone cared about what we were going through finally. Because it's been a good six years of having to deal with it. So to have an option of something being able to protect us faster than we could, it was good. (Client; Central)

My situation was taken seriously, and these measures were put in to make me and my son safe, because we mattered. (Client; Southern)

[Advocate] made me feel so comfortable. I think my main take from it was - you're embarrassed and you feel ashamed and all those horrible feelings. But as soon as she turned up, I felt so validated and heard and it wasn't like I had to prove that something horrible had happened. (Client; Auckland)

5.4 Client Satisfaction with the Service

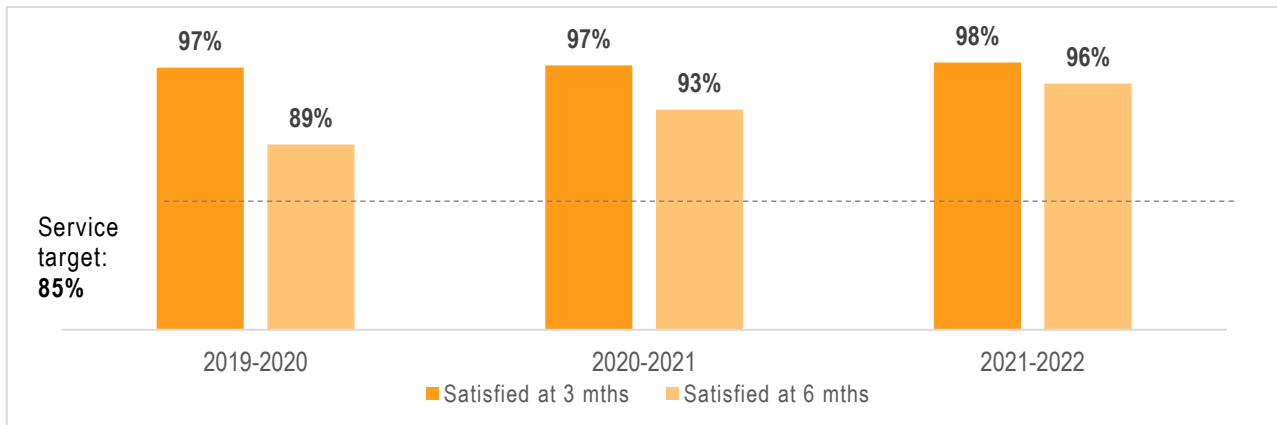
Clients are very appreciative of the security upgrades that are undertaken on their homes and the provision of the security alarm. The fact that these measures are available to keep them safe via the Whānau Protect service comes as a surprise to most clients.

The service has a target for 85% clients satisfied (giving a rating of at least 7 on a ten-point scale) at three and six months of entering the service.

As Figure 21 shows, the proportion of clients who are satisfied with the service at three months has remained high and stable over time. However, at six months after entering the service, ratings are slightly lower. This

measure is taken at the exit interview when the alarm is being removed and it is likely that this may impact on client’s perspectives, given that they also experience a decrease in feelings of safety at the point in time (see Section 5.3). The 2021-22 result is on par with client satisfaction in 2017 when 97% of clients expressed satisfaction at service exit.³¹

Figure 21: Client Satisfaction with the Service



Base: All clients indicating feelings of safety in 3-month evaluation and 6-month exit interview

Data source: NCIWR quarterly reports.

I can't talk any more highly, very satisfied. I think it's a great service. I think it's fantastic. It's been beneficial to me. If I had any of my friends go through this, then I would be telling them all about this. (Client; Auckland)

If the percentage is 100, it's 1,000 percentage. I'm very, very happy with the service. (Client; Auckland)

It was far and beyond. We were overly happy with what we got. We knew of the alarm, it was just the fact that everything else that came with it, the windows, gates being secured and lighting being put up and the doors being reinforced with peepholes and things like that. (Client; Central)

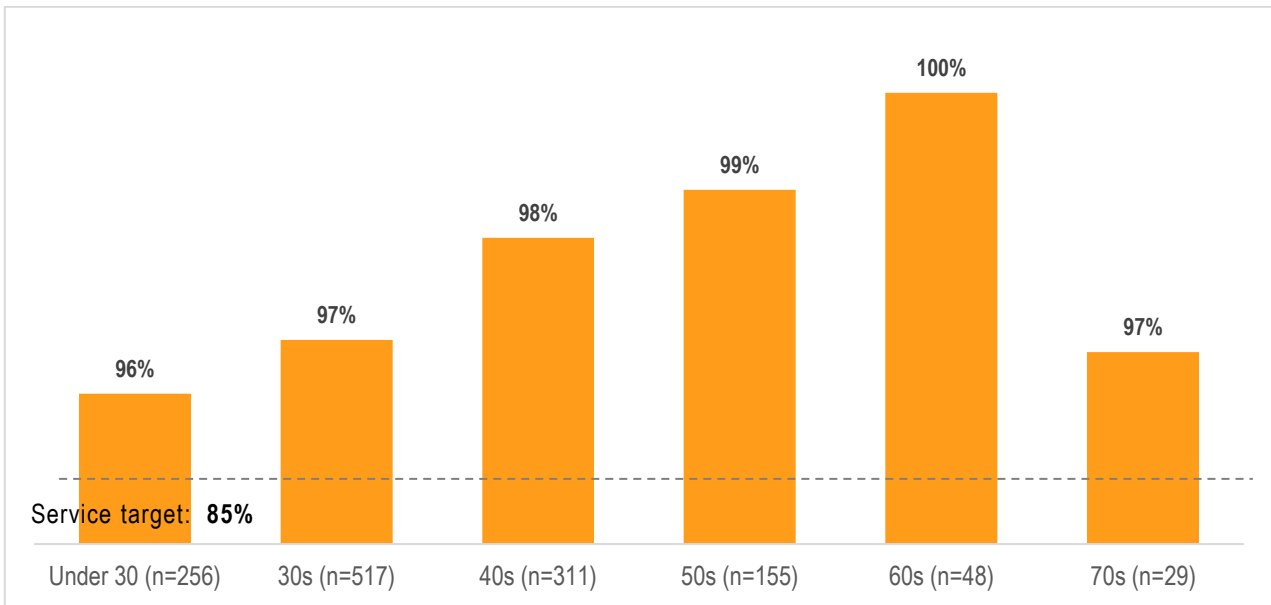
I'm happier and safer. So very satisfied [from] the beginning of my journey until now. And I'm stronger now, so I'm very satisfied. (Client; Auckland)

Absolutely blown away. On a scale of 1 to 10 they're a 20. They're just amazing. (Client; Auckland)

While the target satisfaction rating of 85% was exceeded for all age groups, teenage clients were slightly less satisfied than older clients. However, the base size is small so data should be interpreted with caution.

³¹ Ministry of Justice, Provider & Community Services. (2017). Whānau Protect National Home Safety Service Evaluation Report. P23.

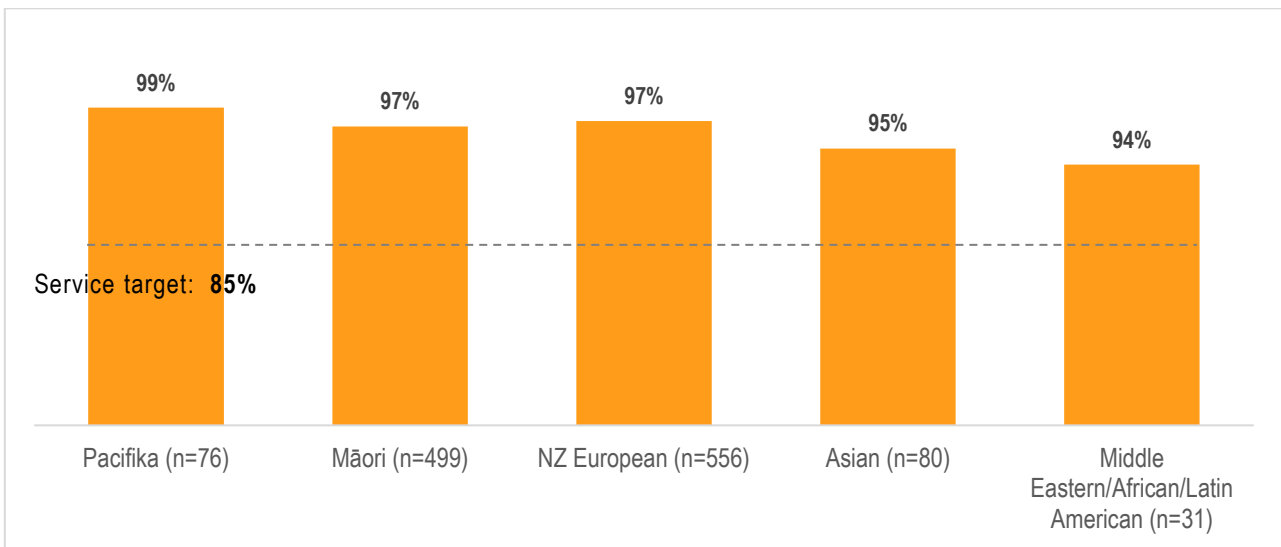
Figure 22: Client Satisfaction with the Service by Age Group



Base: Clients entering the service 1/7/2019 - 28/2/2022 for whom age was recorded.
Data source: NCIWR.

Proportions of clients satisfied with the service were similar across all ethnicities, ranging from 94% for Middle Eastern/African/Latin American to 99% for Pacifica clients.

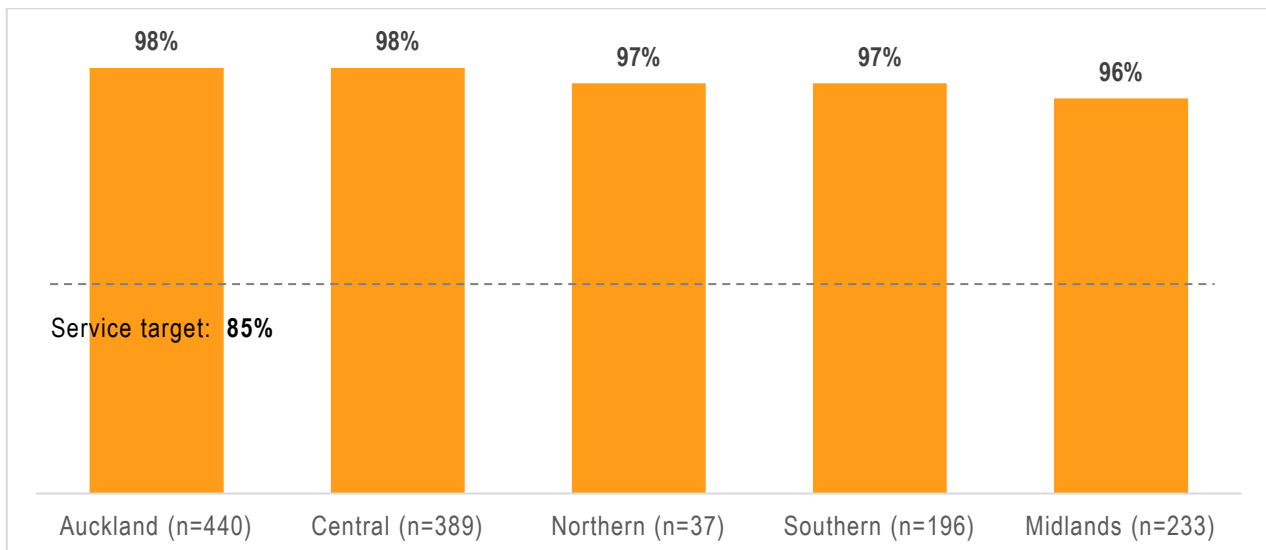
Figure 23: Client Satisfaction with the Service by Ethnicity



Base: Clients entering the service 1/7/2019 - 28/2/2022 for whom ethnicity was recorded.
Data source: NCIWR.

Satisfaction with the service was similarly high across all regions, ranging from 96% in Midlands to 98% in both Central and Auckland.

Figure 24: Client Satisfaction with the Service by Region

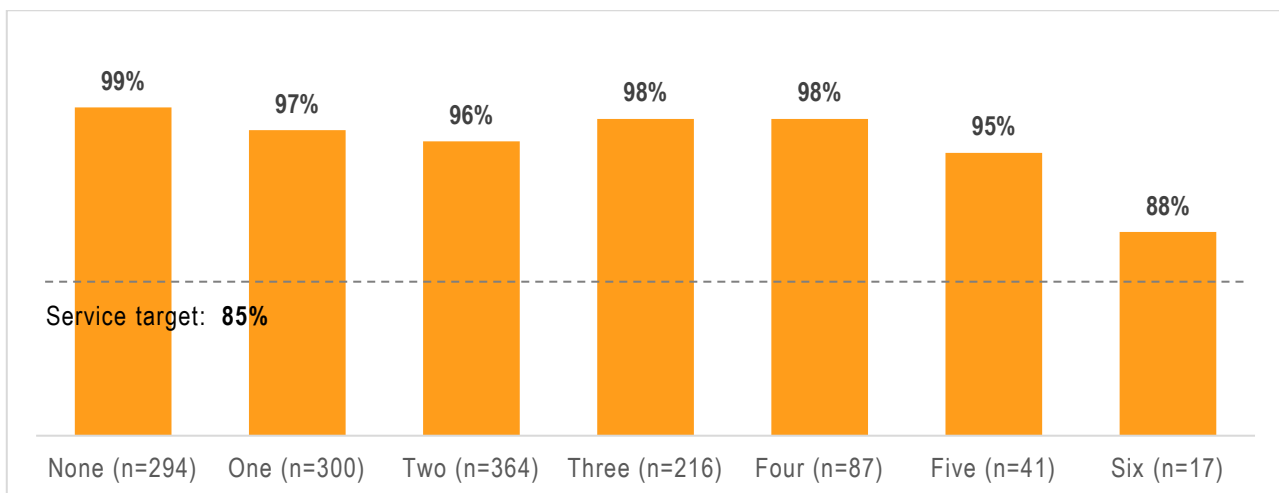


Base: Clients entering the service 1/7/2019 - 28/2/2022 for whom region was recorded.

Data source: NCIWR.

While satisfaction ratings were above the target for all client groups by number of children in the household, they were slightly lower for those with the highest number of children.

Figure 25: Client Satisfaction with the Service by Number of Children



Base: Clients entering the service 1/7/2019 - 28/2/2022 for whom number of children was recorded.

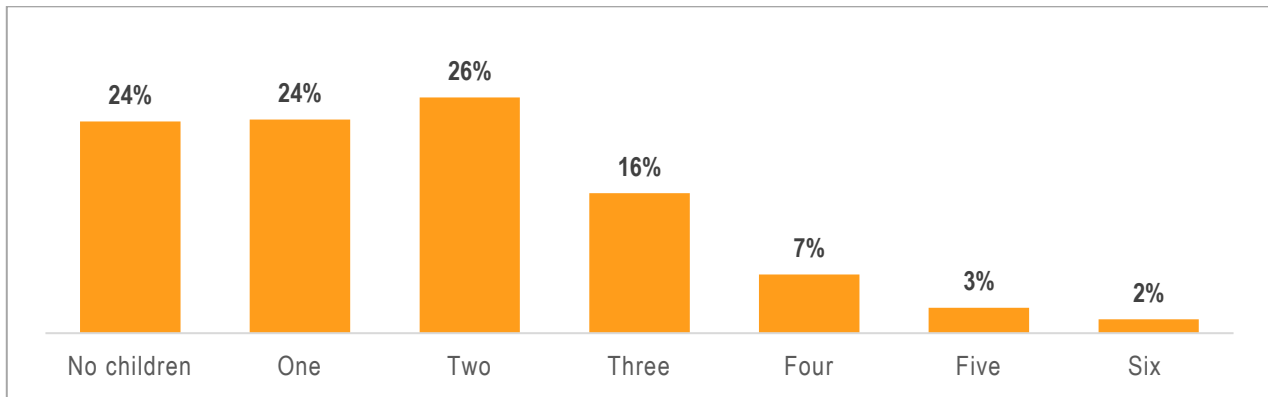
Data source: NCIWR.

5.5 Children’s Wellbeing and Safety is Improved

Most Whānau Protect homes include children

Since 2019, more than three-quarters (76%) of Whānau Protect clients have had children living with them at the time of the service. Most commonly, clients had two children living with them (26%) and the mean number of children was two³² per client household. Overall, since July 2019, there have been 2,885 children living in Whānau Protect homes.

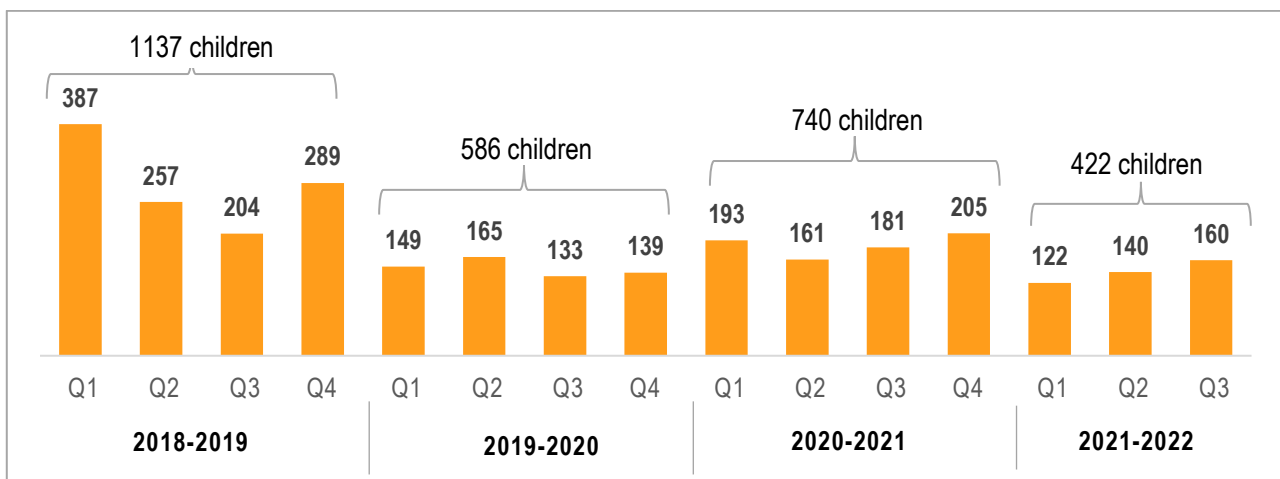
Figure 26: Whānau Protect Homes by Number of Children



Base: n=2659; clients entering the service 1/7/2019 - 28/2/2022.
Data source: NCIWR.

The total number of children living in Whānau Protect homes has varied by quarter, from a peak of 387 for the period July-September 2018, down to 122 for the January-March 2022.

Figure 27: Children Living in Whānau Protect Homes (n)



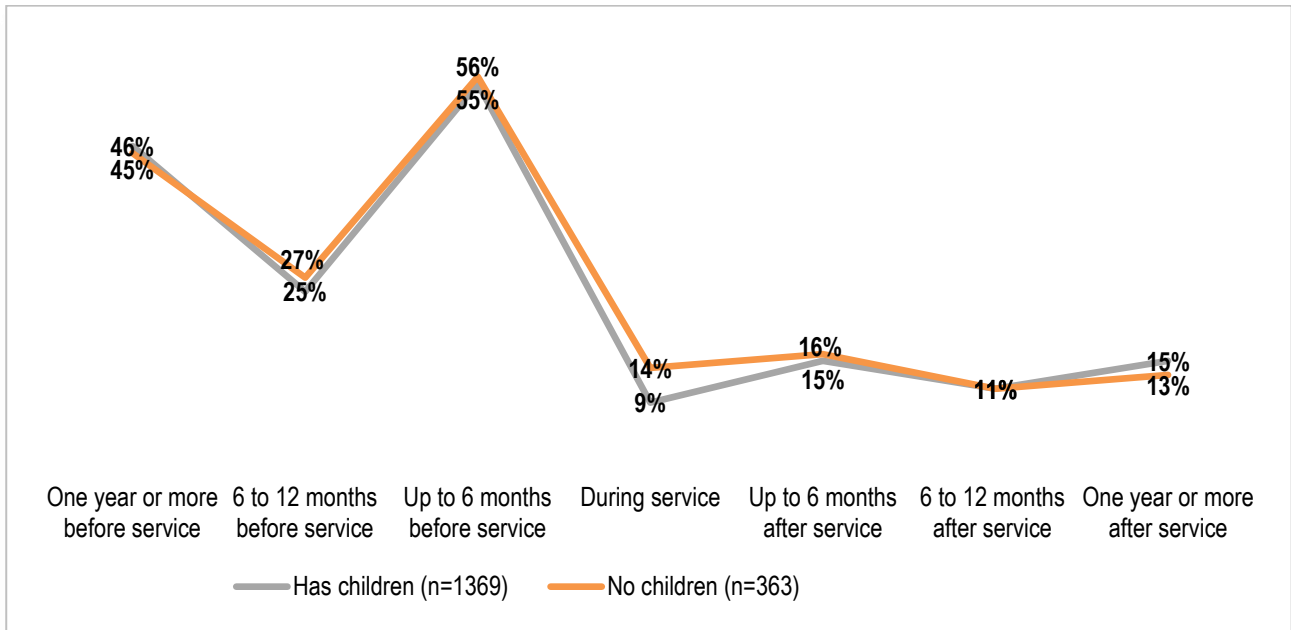
Data source: NCIWR quarterly reports

³² Actual unrounded number is 1.72

Decrease in victimisations in homes where children live

The decrease in victimisations for clients in homes where children live shows a similar pattern to homes where there are no children – that is that victimisations increased in the six months prior to the service and then dropped dramatically during the service and remained relatively lower for a year or more after the service when compared to before the service.

Figure 28: Proportion of Clients with and Without Children in the Home Reporting Victimisations

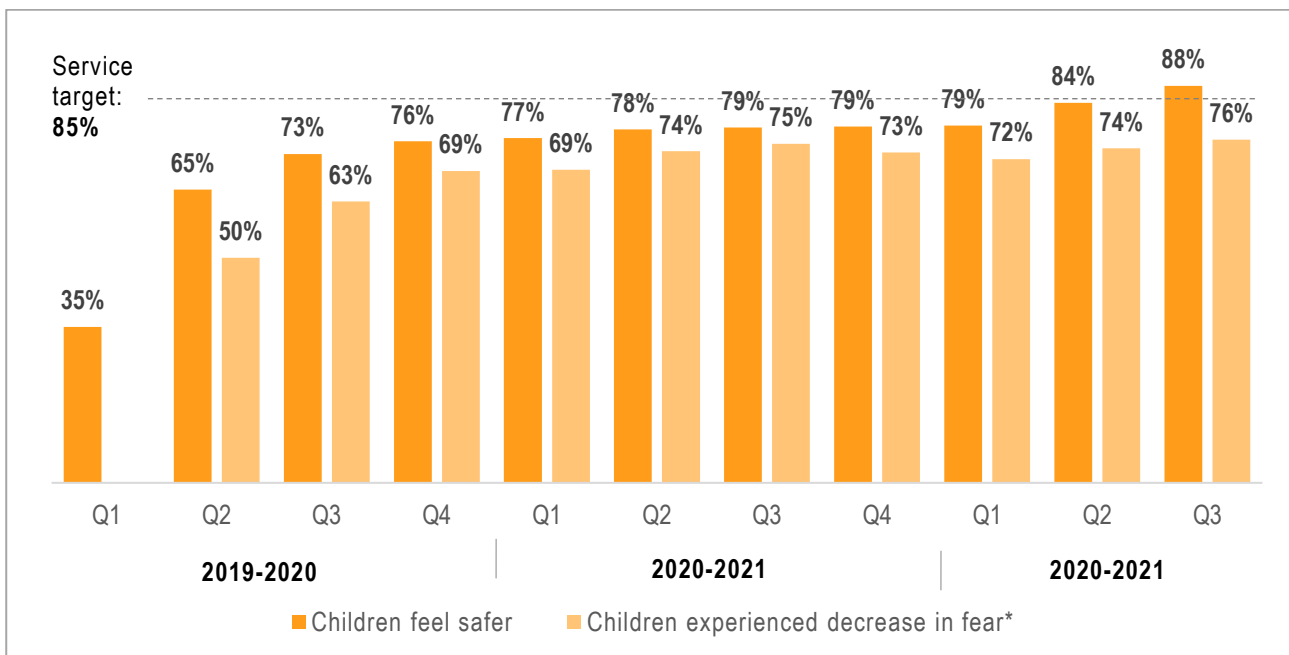


Bases: All clients entering the service between July 2018 – December 2021 for whom NCIWR records could be matched with Police Recorded Crime Victim Statistics (RCVS).

Children’s feelings of safety improved and fear decreased

The service target for children living in Whānau Protect homes feeling safer at six months after the start of the service is 85%. Note that there is no service target for decrease in fear of the offenders’ behaviour. Overall, there is an upward trend in clients reported feelings of safety and decrease in fear for children since 2019. For the current year, over three quarters of children (76%) are reported to have experienced a decrease in fear of the offenders’ behaviour and 88% are reported to feel safer.

Figure 29: Children Feeling Safer and Reduction in Fear at Six Months



Base: All clients who responded to the questions in the exit interview (base sizes not available). *New question added from Q2 2019-2020.

Data Source: NCIWR quarterly reports.

Most clients with children living in their homes noted that their children were relieved to have the alarm in the house and felt comfortable and confident to use it if necessary. Clients noted that their children would be more likely to trigger the alarm if in danger than ringing the Police emergency number and that this contributed to their increased sense of safety.

Ringing the police, no child wants to do it. So it's easy that they can just come along, press a button and know everyone's going to be safe. (Client; Central)

[Child] was so happy about [the alarm]. We talked about it a bit and so I kept saying how we push that button if there's a problem and I've got a code that says we're okay and we're all good. I reckon within 24 hours, you could see a difference in her, in her whole demeanour. She just relaxed and she was hanging out in the lounge. She was laughing more. (Client; Auckland)

[Children] were all quite excited to check out the doors and the alarm, just knowing everything was there because everything that we'd have put in has had something to do with a traumatic experience they've had. So just to know they're safe in their own house now. (Client; Central)

Clients also commented on an overall improvement in their children's behaviour and demeanour since receiving the service, including children feeling more comfortable being out of their bedrooms and spending more time playing outside.

[The children] saw me happier as well and a lot less stressed, so I think it made them feel a bit better. I'm being told constantly that they've changed so much since all of this has happened - in a good way - and I think it's from all this. (Client; Midlands)

Now we spend time together, watch Netflix together, he gives me a hug before he goes goodnight, things like that he didn't do before. (Client; Southern)

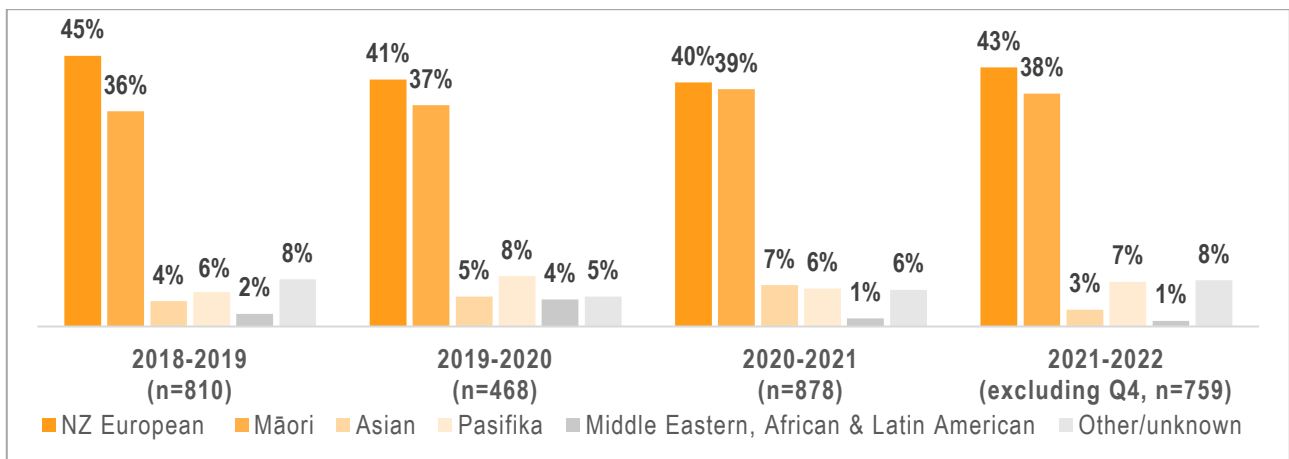
6 Appropriateness and Accessibility

6.1 Accessibility and Appropriateness by Ethnicity

Between 2018 and 2022, the largest share of Whānau Protect clients identified as New Zealand European (ranging between 40% and 45%), followed by Māori (ranging between 36% and 39%).

In total, since 2018 58% of clients have identified as an ethnicity other than New Zealand European.

Figure 30: Client Ethnicity

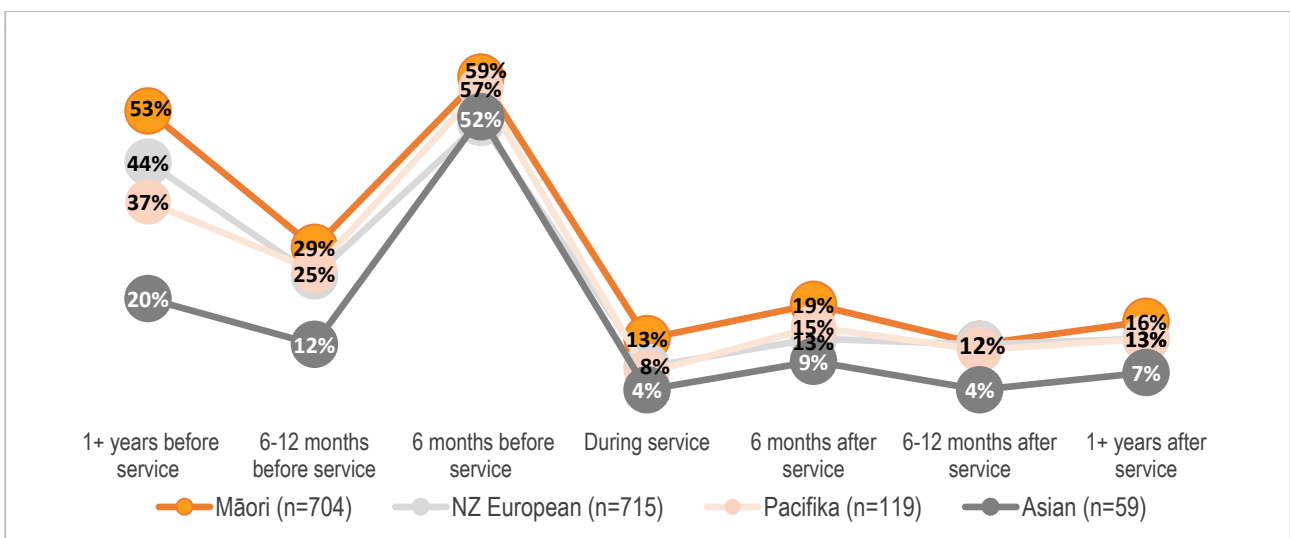


Data source: NCIWR quarterly reports.

NCIWR-Police RCVS Data Match

All ethnicities show a similar pattern of victimisations over time, with a significant decrease during the service. However, Māori (13%) and those of 'other' or unknown ethnicities (17%) were more likely to report a victimisation during the service.

Figure 31: Victimisations by Ethnicity



Bases: Clients entering the service between July 2018 – December 2021 for whom NCIWR records could be matched with Police data.

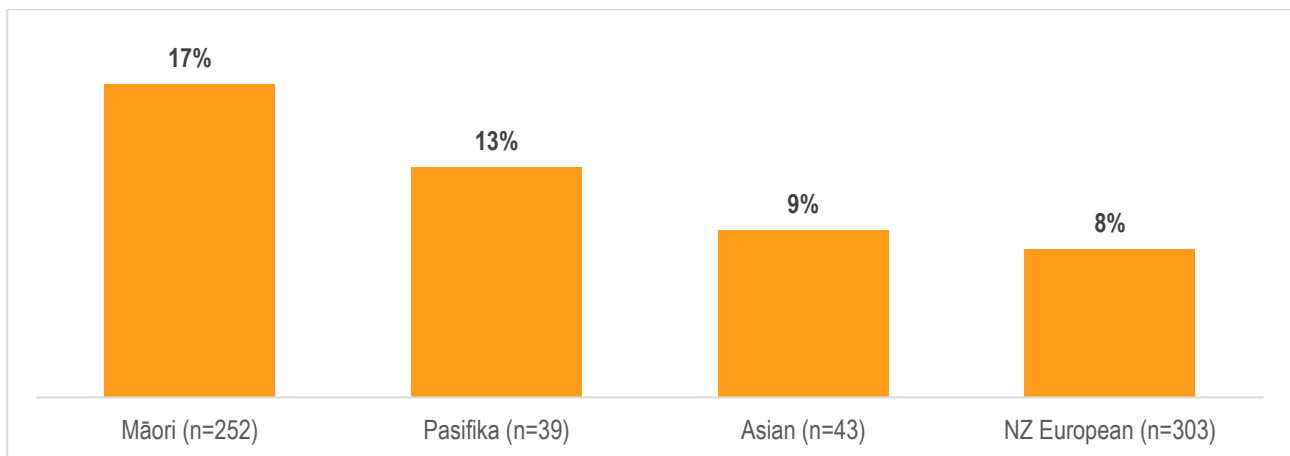
Client indicating victimisations in exit interview

At the service exit interview, clients are asked whether they experienced any physical violence from the identified perpetrator inside the upgraded home since entering the service. Those identifying as Māori (17%) or Pasifika (13%) were more likely than Asian (9%) and NZ European (8%) clients to report having experienced further victimisations inside the upgraded home (Figure 32).

The comparison of the NCIWR-RCVS data match and client responses to the service exit interview indicate that Pasifika might be less likely to trigger the alarm and/or to report a victimisation to Police during the service.

Qualitative data does not provide any insight into why there might be higher levels of reported victimisations during the service for these groups as the sample size of client being interviewed was small.

Figure 32: Clients Experiencing Physical Violence from the Identified Perpetrator Inside the Upgraded Home During the Service



Bases: Clients entering the service between 1/7/19 and 31/3/21 who had a security upgrade to their property and indicated at the exit interview whether or not they had experienced further victimisations during the service. Note: Middle Eastern, Latin American and African (MELAA) excluded as base size small (n=10).

Data source: NCIWR.

There are no differences in the ratings (taken from the six-month exit interview) for ‘decrease in fear’ and ‘feeling safer’ or service satisfaction by ethnicity.

6.2 Meeting the Needs of Diverse Victims

Gender

Since 2018, male victims have constituted 1% of clients on average. Stakeholders perceive the fact that the service is delivered by Women’s Refuges as a potential barrier to male victims of family or partner violence being referred to the service. However, once in the service, there are no barriers perceived to male (or gender diverse) victims being able to effectively have their needs met. *Note: No victims who were male or identified as gender diverse or LGBTQI+ were included in the evaluation so views are of professional stakeholders only.*

Disability

For the period from July 2019 to March 2022, 9% of clients identified as having a disability³³, well below the population average (21% of adults aged under 65 and 59% of adults over age 65).

Given that those with disabilities are significantly more likely to experience interpersonal violence and are three times more likely to experience an offending by a family member³⁴, it may be that the service is not reaching all those potential clients with disabilities that would benefit from the increased safety and being supported to live away from perpetrators.

However, for those clients with disabilities that access the service³⁵, the data match shows that the service contributed to a dramatic decrease in victimisations, with just 5% of clients with a disability reporting a victimisation during the service (compared with 10% of all clients), down from 59% during the six months prior to the service (which is slightly higher than for all clients, 55%). For clients who are hearing impaired, stakeholders were particularly keen to see cameras made available so they could be alerted earlier if the perpetrator was approaching the home.

Note: For this evaluation, no clients with disabilities were interviewed, however four clients indicated that they had children with disabilities living in the home. No data is available on any differences in service experience by those who identify as having a disability.

Age Group

While the largest share of clients by age group are in their 30's, clients have ranged in age from teenagers to those over 70 years (both 2%).

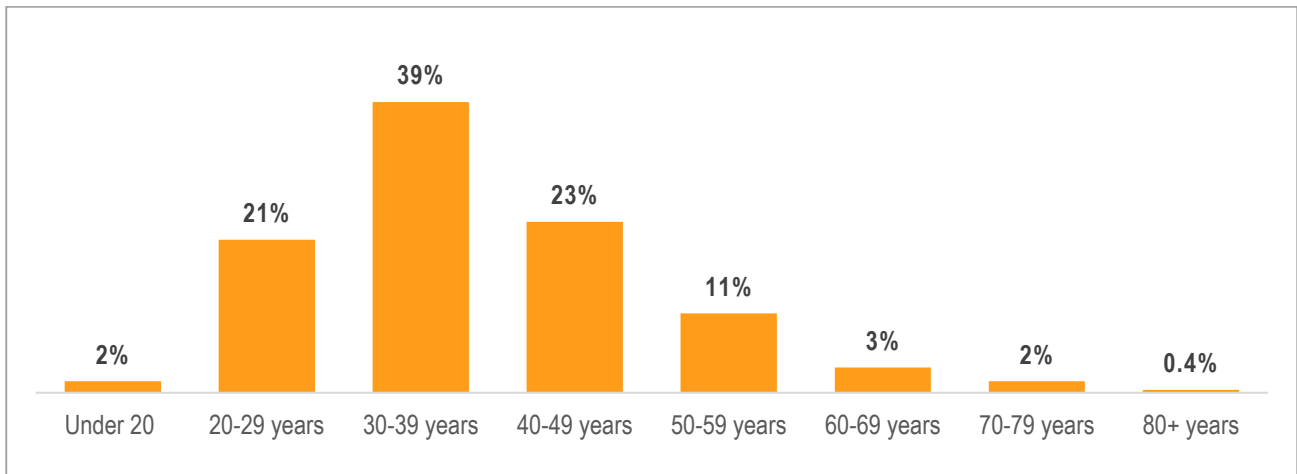
Clients interviewed for the evaluation ranged in age from 20s to 50s. There appear to be no differences in how the service is experienced by age group. It was suggested by stakeholders that younger clients experiencing victimisations may be less likely to report to Police or to seek support from agencies. In addition, younger clients are more likely to be living with family members or in flatting situations.

³³ Data source: NCIWR quarterly reports.

³⁴ Ministry of Justice. NZ Crime and Victim Survey p125.

³⁵ Base n=135 clients identifying as having a disability. Data source: NCIWR – Police RCVS data match.

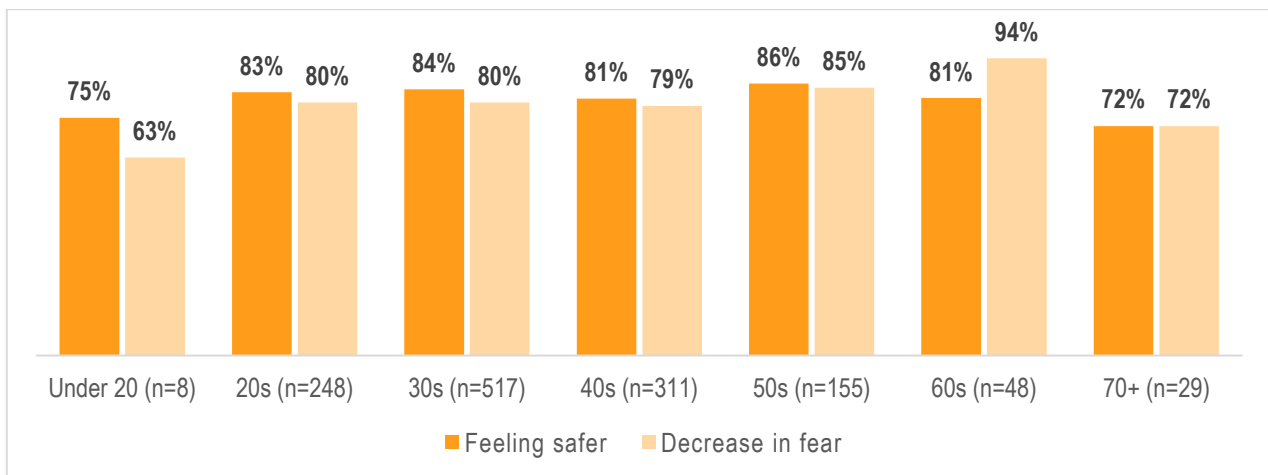
Figure 33: Client Age Group



Base: n=2659; clients entering the service 1/7/2019 - 28/2/2022. Data source: NCIWR.

There was some variation in the extent to which clients felt safer and experienced a decrease in fear as indicated in the exit interview. Those under 20 years and over 70s appear to be less likely to experience a decrease in fear than those in their 20s to 60s. Clients over 70 years also less often indicate feeling safer compared to younger clients.

Figure 34: Decrease in Fear and Feeling Safer as a Result of the Service by Age Group



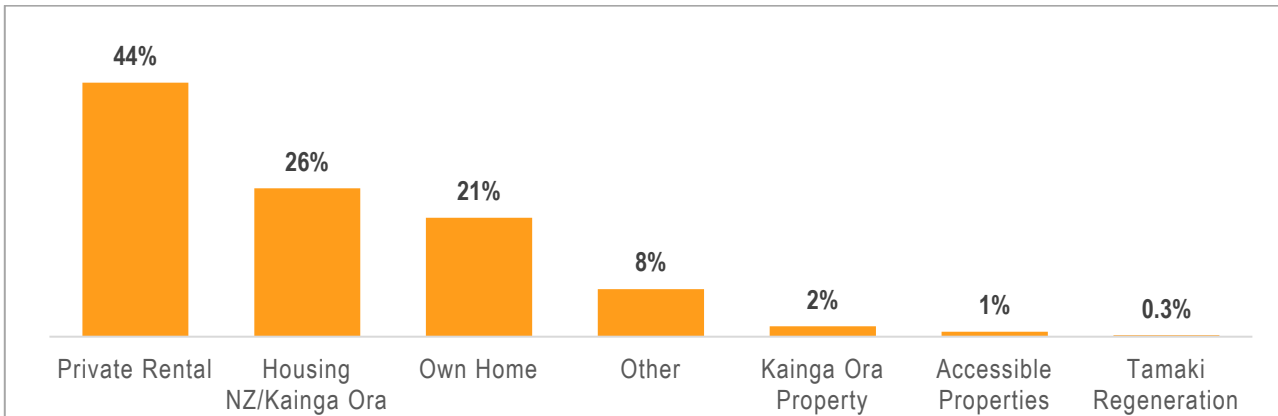
Bases: All clients who responded to the exit survey 1/7/2019 to 31/3/22.

Data source: NCIWR.

Property ownership

The largest share of clients were living in private rental properties (44%) at the time of the service, followed by just over one-quarter (26%) living in Kāinga Ora (previously Housing NZ Corporation) properties. Around one in five (21%) live in homes they own. A further 8% were living in “other” types of home ownership situations; qualitative data suggests that this is often with extended family or boarding with friends.

Figure 35: Client Property Ownership



Base: n=2659; clients entering the service 1/7/2019 - 28/2/2022

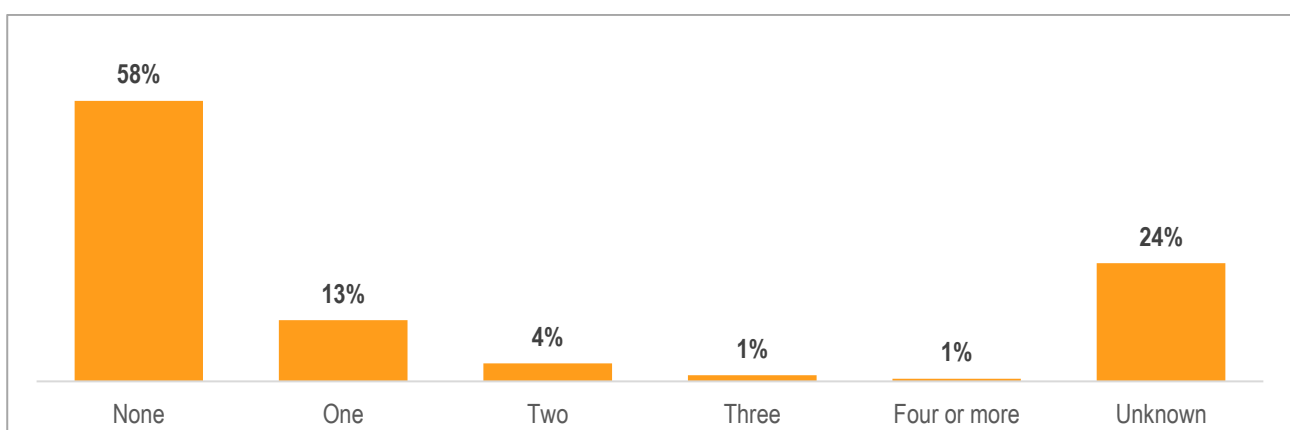
Data source: NCIWR.

There is no quantitative data available on the experiences of clients by property type. However, qualitatively, clients included in the evaluation lived in a wide range of homes by property ownership and there appears to be little difference in terms of how the service was experienced or how appropriate it was for them. The exception to this (discussed in section 5.1) is the timeframes for home security upgrades and perceptions on quality of work carried out in Kāinga Ora homes.

Household type

The majority of household types are mother and child(ren) (see Section 5.5). Most clients (58%) had no other adult living in the home. However, nearly one in five did have at least one other adult in the house, ranging up to six.

Figure 36: Other Adults Living in the House



Base: n=2659; clients entering the service 1/7/2019 - 28/2/2022.

Data source: NCIWR.

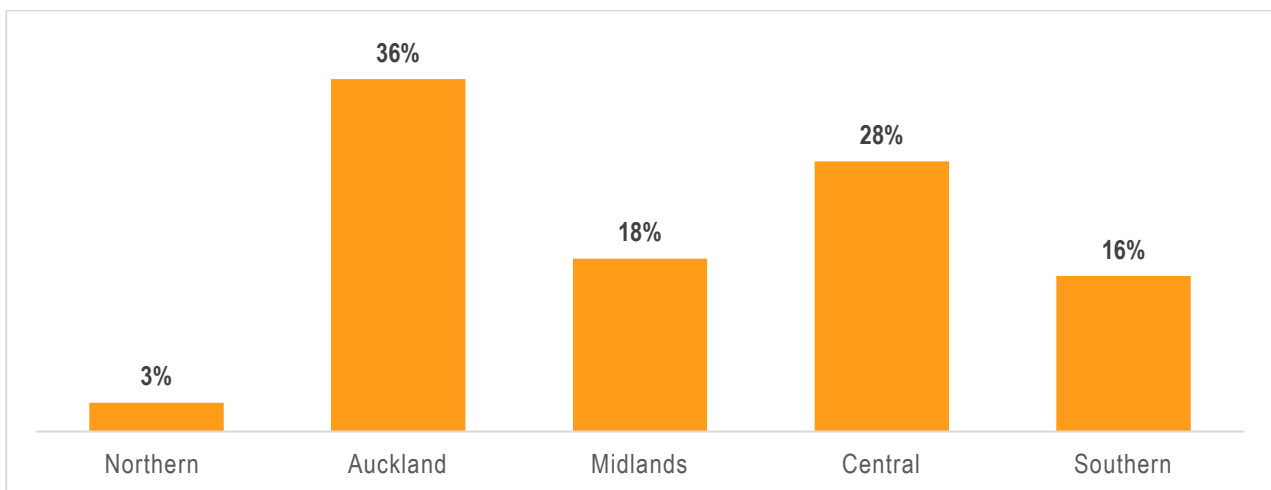
Qualitative data suggests that these other adults tended to be adult children and extended family members. Few clients interviewed had been living in ‘flatting’ or shared housing situations. One advocate indicated that a potential client had declined the service as they did not want flatmates being aware that they had experienced family violence.

6.3 Accessibility and Effectiveness Across Regions

Although the service is not offered by all Women’s Refuges, it has excellent geographical coverage. With the recent addition of Tairāwhiti Gisborne, the service is now available in all regions across the country.

For administrative purposes, NCIWR divide the country into five broad areas for service delivery: Northern, Auckland, Midlands, Central and Southern. There are large differences by area in numbers of clients entering the service, with the highest proportion (around one-third) coming from Auckland. However, these are broadly proportional to the populations that these areas include.

Figure 37: Clients Entering Whānau Protect Service by Referral Region (n)



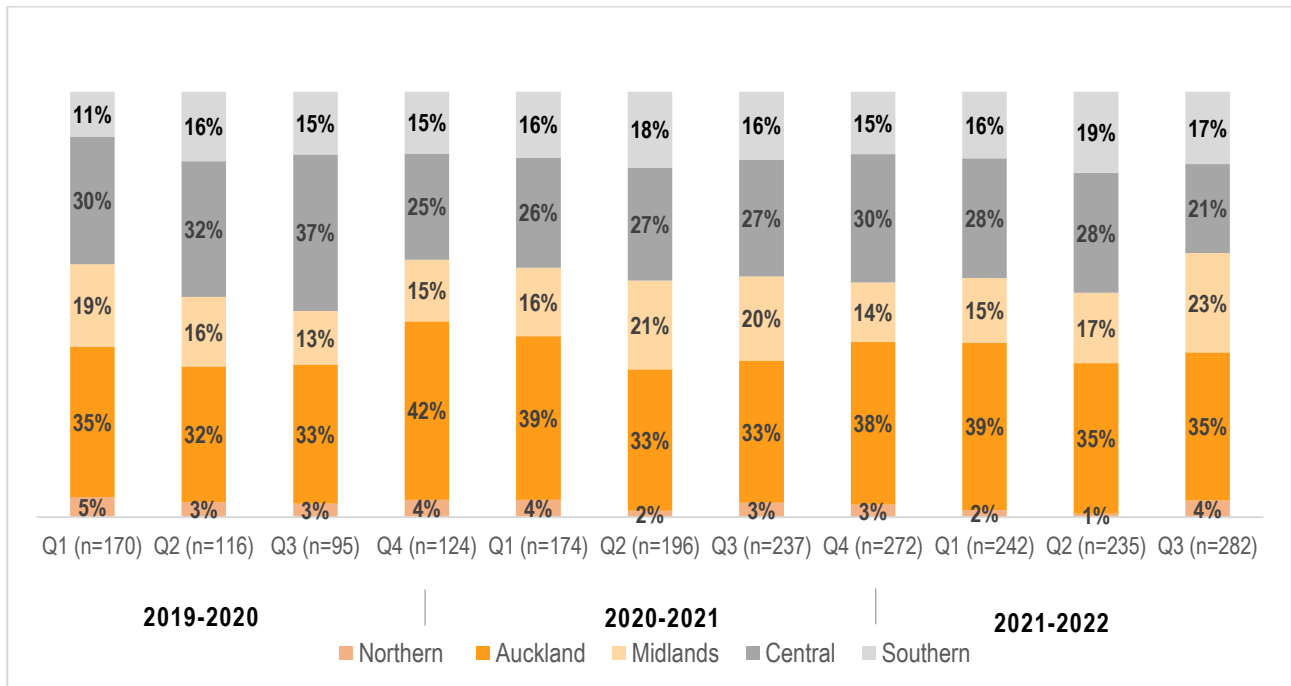
Base: n=2143; Clients entering the service June 2019 - March 2022.

Data source: NCIWR Quarterly Reports³⁶.

³⁶ There are discrepancies in the NCIWR quarterly reporting data between the total number of clients reported as entering the service and the number of clients entering the service by region.

Proportions of clients entering the service by region have remained relatively stable across years since 2019.

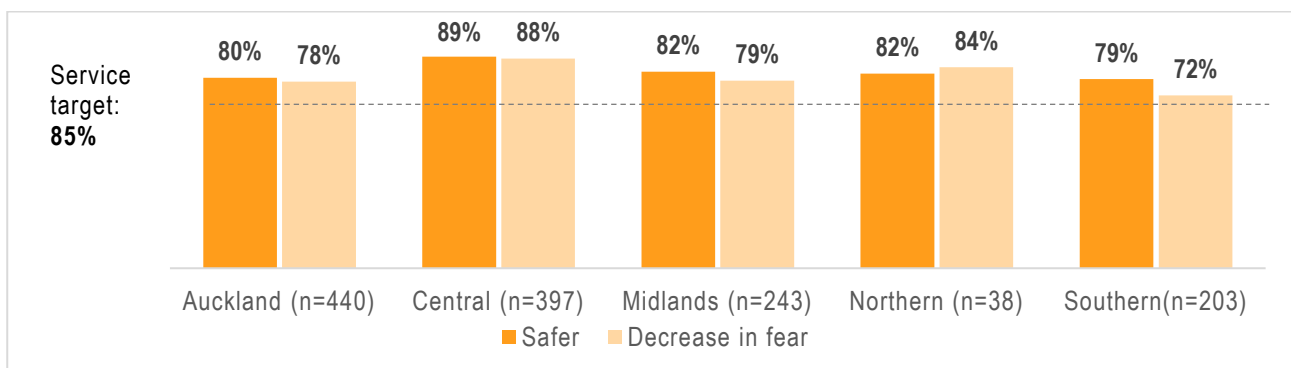
Figure 38: Proportion of Clients Entering Whānau Protect Service by Referral Region Over Time



Data source: NCIWR quarterly reports.

There were no differences in the share of clients who are satisfied with the service by region. However, there are some slight differences in the proportions of clients feeling safer and experiencing a decrease in fear (indicated in the exit interview). Clients in the Central³⁷ area more likely to feel safer and experience a decrease in fear as a result of the service, while those in Southern³⁸ were less likely to.

Figure 39: Feeling Safer at Service Exit



Bases: All clients who responded to the exit survey 1/7/2019 to 31/3/22.

³⁷ Whānau Protect administrative area including Hawkes Bay; Taranaki; Whanganui-Manawatu; Wellington

³⁸ Whānau Protect administrative area including all of the South Island.

7 Changes to the Service Since 2017

7.1 Suggestions from 2017 Evaluation

Suggested Improvement Issues Identified	Discussion and outcome
<p>Relaxing the eligibility criteria</p> <ul style="list-style-type: none"> • Clients who are at risk of repeat victimisation cannot access the service, which may prevent violence from escalating. 	<p>Eligibility criteria were relaxed in practice in 2018-19 leading to a spike in referrals and clients entering the service with the risk of having the service oversubscribed by 50%-100%. Subsequently, NCIWR communicated the very high-risk threshold to referrers to bring volumes closer to what was being funded by the Ministry.</p> <p>There has been no change in the risk threshold for inclusion to the service since then, primarily because the service is fully subscribed. Relaxing the risk threshold would mean significantly higher numbers of referrals, requiring a commensurate level of additional resourcing. NZ Police note lowering the risk threshold could potentially mean a significant increase in P1 responses, including those for accidental alarm triggers, which would put additional strain on Police resourcing.</p>
<p>Modify criteria for those with disabilities and in remote locations</p>	<p>No changes have been made to eligibility criteria. However, it should be noted that each prospective client's case is assessed on their particular circumstances – which includes consideration of disability and location.</p>
<p>Speeding up alarm installation and property upgrades</p> <ul style="list-style-type: none"> • Alarm installation and property upgrade taking too long in some instances. 	<p>While there is no quantitative data on turnaround times (see Section 4.11 and 4.12), qualitative data indicates that clients and advocates are mostly happy with the current timeframes, with some isolated exceptions where upgrades did not occur within a reasonable timeframe.</p> <p>Alarms usually arrive promptly, although timeframes have stretched since COVID due to heavy courier demand. Contractors also provide quotes and undertake work within what is considered a reasonable timeframe in most instances, although this does vary to some extent by contractor. Where there are delays in getting security upgrades completed, this is usually due to client availability.</p>

<p>Streamlining the assessment process, including online forms</p> <ul style="list-style-type: none"> • Amount of information gathering too arduous • Risk assessment repetitive for existing refuge clients • The paper-based nature of all forms made processes time-consuming • Questions on sexual violence made clients uncomfortable. 	<p>No changes have been made to the volume or nature of information gathered via either the initial referral or the risk assessment. However, both of these forms are now available online, which referrers and advocates feel this is a time saver.</p> <p>The level of repetition for clients providing information (refuge onboarding process, WP referral form, WP risk assessment) remains the same in theory, however many advocates transpose the information they already have to the WP risk assessment, thereby reducing the burden on clients and reducing the risk of retraumatisation.</p>
<p>Increase budget flexibility</p> <ul style="list-style-type: none"> • Security upgrade requirements vary considerably by property, client circumstances, and offender behaviour • Some properties cost a lot more to secure than others • Properties of clients with disabilities may require a higher budget to secure • Clients in rural properties may require a higher level of target hardening as Police response time likely to be longer 	<p>There is a set budget per property and this does not vary, including by disability status or location. There is some margin allowed if contractor quotes go slightly over budget. However, generally if quotes are moderately or significantly over budget, NCIWR negotiates with the contractor to prioritise items and exclude others. There remains a sense among contractors and advocates that this leaves properties sometimes inadequately secured.</p>
<p>Improve awareness of the service</p> <ul style="list-style-type: none"> • Clients engaging with Police and not being referred • Limited awareness among social sector agencies 	<p>While victims of FV are routinely referred to WP by Police if they are considered to meet the eligibility criteria in some regions, this does not appear to be consistent.</p> <p>Awareness of the service, eligibility criteria and how to refer is patchy across the FV sector.</p>
<p>Increasing awareness of FV among Kāinga Ora (HNZ) staff</p> <ul style="list-style-type: none"> • Property upgrades stalled due to offender name on tenancy agreement 	<p>There is currently no process for Kāinga Ora to remove an offender from a tenancy agreement, however at the time of the evaluation this was under consideration.</p>
<p>Extending the alarm funding period</p> <ul style="list-style-type: none"> • In some instances, risk remains high at 6 months post alarm installation 	<p>The standard alarm period has not been increased, remaining at six months. WP advocates can apply for a 2nd service for clients for whom they feel risk remains high. However, this is considered time-consuming and it would be preferable to have an option to request an extension (3 or 6 months).</p>

<p>Increasing safety for homeless victims and while clients are away from home</p> <ul style="list-style-type: none"> • Victims without stable accommodation are unable to access support from WP • Women’s refuge safe houses should have security upgrades 	<p>It was suggested that the service should be able to provide alarms for victims in temporary accommodation, however the criterion remains that clients should be living in stable accommodation. Given that the service is a ‘remain at home’ model of safety, this seems appropriate. Safe houses are managed by individual refuges and NCIWR are not responsible for any security upgrades on them.</p>
<p>Providing information to landlords</p> <ul style="list-style-type: none"> • Some landlords hesitant to have security measures installed 	<p>It was suggested that the provision of information about FV could reduce the stigma for FV victims and help to explain the aims of the service.</p> <p>Each WP refuge has their own process and material for communicating with landlords to seek permission for work to be done on their properties. There are very low rates of declines from landlords (around 2%). Advocates report that landlords generally have no issues with the work being carried out, with assurances to the quality of the workmanship. In addition, it is reported by advocates that landlords view the upgrades as being to their advantage and are mostly supportive of the fact that their tenant will enjoy increased safety from FV. Although no data was collected on this, it may be due to a change in public awareness and discourse around FV since 2017. In any case, landlord hesitancy no longer appears to be a significant issue.</p>
<p>Include protection order as eligibility criterion</p> <ul style="list-style-type: none"> • One stakeholder felt that a PO shows a commitment to remaining separated from perpetrator 	<p>Eligibility to WP remains non-dependent on a PO. Stakeholders support this, referencing a range of barriers that victims face in applying for POs.</p>
<p>Consider different cultural circumstances</p> <ul style="list-style-type: none"> • Not all clients comfortable with triggering the alarm 	<p>Qualitative data from this evaluation indicates that Pasifika clients were comfortable to trigger the alarm if required. However, quantitative data (see Section 5.1) suggests that victims of some ethnicities, including Pasifika, may be less likely to report victimisations that occur during the service than others.</p>

<p>Continued engagement with Police</p> <ul style="list-style-type: none"> • Two incidents in 2016 where Police did not respond to an alarm trigger • Ongoing monitoring of Police response 	<p>Prior to the 2017 evaluation³⁹ the Police modified their approach so that all WP alarm triggers now result in a P1 response. While most stakeholders in this evaluation are happy with Police response times, although these do vary and are impacted by Police resourcing and competing P1 jobs.</p>
<p>Examine inadvertent barriers to access</p> <ul style="list-style-type: none"> • Vulnerable populations (ESOL, recent migrants, homeless, those with mental health issues, those not reporting crimes, sexual and gender minorities) may have reduced access to the service. 	<p>No data was collected that indicates any work has been undertaken in this area.</p>
<p>Centralisation of FV interventions</p> <ul style="list-style-type: none"> • WP could potentially be better integrated with the delivery of other existing services 	<p>There is collaboration in some regions between Women’s Refuge and Police Integrated Safety Response Teams, which supports the prompt referral of clients to Whānau Protect.</p>
<p>Improving ongoing evaluation and monitoring</p> <ul style="list-style-type: none"> • Clients have three evaluation forms to complete 	<p>Clients no longer complete a contractor evaluation. They currently complete a 3-month evaluation and an exit survey (usually at six months). Advocates would like these to be further streamlined into one document.</p>

7.2 Other Changes Since 2017

- The processes for assessing eligibility to the service is now completed in two steps: First by one of the Whānau Protect Coordinators and then, if necessary, by the review panel for any that eligibility cannot easily be determined by the coordinator even after seeking any additional supporting information from the referrer.
- Referral to the service is now via an online form accessed via the Women’s Refuge website. This has reduced the burden for referrers by eliminating the need to fill in on paper, scan, and email. This is considered an improvement by referrers.
- The Women’s Refuge Step Two Risk Assessment form and Property Audit forms are now online, which reduces the burden of paperwork for Whānau Protect advocates.

³⁹ Ministry of Justice (2017). Whānau Protect National Home Safety Service. Evaluation Report. Section 4.5.1 pg.56.

- NCIWR Whānau Protect Co-ordinators enlist contractors to provide a quote and carry out security upgrade work, rather than the Whānau Protect advocates (as was the case in 2017⁴⁰). Co-ordinators then advise advocates which contractor has been asked to provide a quote for the work so that the advocate can make the necessary logistical arrangements with the client. This has reduced the workload for advocates and the current system works well with no issues identified, provided there is local contractor capacity available.
- Advocates request that clients complete an evaluation on the service at the three-month point, rather than immediately after the alarm has been installed and the property upgraded.
- Previously, safety packs (including fire extinguisher, first aid kit, torch, portable panic alarm etc.) were provided to clients⁴¹. These are no longer provided.
- Given the distressing nature of the material that service coordinators are exposed to in their roles, they now receive professional supervision in order to help minimise the risk of mental or emotional harm that they might experience. Coordinators now also receive periodic training on family violence from members of the review panel.

⁴⁰ Ministry of Justice (2017). Whānau Protect National Home Safety Service. Evaluation Report. 3.2.1 (6) pg.11.

⁴¹ Ministry of Justice (2017). Whānau Protect National Home Safety Service. Evaluation Report.3.4.2 pg.13

8 Impact on Perpetrator

No perpetrators were interviewed for this evaluation. However, data collected from other stakeholders suggests that there is likely to be very low awareness and knowledge of the service among perpetrators as the referral form specifically requires clients to agree not to disclose the existence of the emergency alarm. Clients are advised by advocates and Police not to reveal the presence of the alarm to perpetrators as this could increase the risk of the perpetrator attempting to use violence and/or pose the risk of them disabling the alarm.

Despite this, some clients did comment that awareness of the alarm appeared to act as a deterrent to perpetrators coming to or attempting to enter their homes.

One stakeholder working in behaviour change for offenders noted that for a small proportion of perpetrators, knowledge that their victims required such extreme security measures to remain safe from them had been cause for reflection.

9 Unintended Consequences

There were few unintended consequences identified during the evaluation. However, a small proportion of clients indicated that the offender had either begun or increased the use of psychological and/or emotional violence during the service, including stalking, driving by clients' homes, coming onto the property when they were out and increased phone or social media contact.

As discussed in Section 4.11, there are more accidental alarm triggers (children playing with the alarm was commonly mentioned) than genuine triggers where the client feels at risk. Although this takes up Police resource, it is not considered overly problematic by Police and clients report that officers attending respond positively and reassuringly when they realise the trigger was accidental.

The evaluation team explored the potential unintended consequence of whether clients were less likely to go about their day-to-day activities in their communities in favour of staying in their home more once it had been secured and the alarm installed. However, this was not a finding of the evaluation

A positive unintended consequence mentioned by both clients and professional stakeholders is an increased trust in, and respect for, Police that develops for many clients.

Building some trust with Police, knowing they will turn up as there has been none before.
(Advocate)

10 Recommendations

Based on the findings of the evaluation, including suggestions made by stakeholders, the evaluators make the following recommendations for consideration.

10.1 Awareness of the Service and Eligibility Criteria

- Create some collateral (digital and print) to increase awareness and understanding of the service's eligibility criteria. Material should be clear on what the criteria and risk threshold for acceptance are, with the provision of explicit examples, if possible, to minimise potential clients being referred and declined.
- Raise awareness among external social service agencies of the service, eligibility criteria and how to do an initial referral. Focus particularly on FV support organisations, including those who work with ethnic minorities/migrants; also agencies who support people with disabilities and the LGBTQI+ community.
- Raise awareness of the service, eligibility criteria and how to do an initial referral among Police so that ideally all frontline staff are aware of the service and how to refer.
- Consider holding online hui to present an overview of the service, eligibility criteria and how to refer for groups mentioned above.
- Modify information around eligibility to clarify access for prospective clients experiencing psychological violence without physical violence and those who may not be willing or able to live away from the offender (for example, where the offender is a child/grandchild/mokopuna).

10.2 Referrals

- Have the link to the online referral form more prominent on the Women's Refuge webpage - for example, as its own item on the navigation menu on the home page.
- Consider reducing the volume of information required on the initial referral form.
- Include a space for comments alongside 'yes/no' questions in the initial referral form so that referrers can provide context, explanations and/or further relevant information pertaining to each question that may strengthen the client's case.
- Make it clear on the initial referral form that a protection order is not a requirement of the service. Clarify whether the presence of a protection order will increase the likelihood of acceptance to the service - and if not, remove the statement.
- Consider a separate referral form with reduced burden of information to be compiled for Women's Refuge Advocates, who have already made an informed assessment of the client's situation as meeting criteria and benefitting from the service.
- Make the printable form more easily visible and accessible with a 'print' icon on the online referral page (rather than the need to access via the Caspio link).
- In line with the way that Census NZ collects ethnicity data, allow for multiple ethnicities to be selected and recorded on the risk assessment form.

- Review and exclude questions that may be retraumatising (specific type of violence, tried to kill, held hostage) that are not absolutely necessary to make an eligibility assessment.
- Provide a brief explanation of why the level of detail of information is required (e.g. to be able to assess the level of risk) so that referrers understand and may therefore be less likely to be frustrated by this.
- Make the section for entering children's details clearer and easier to follow – for example: ask how many children the client has and then sections for child 1, child 2 etc. with dropdown boxes for the subsequent questions (name, living with client etc.)
- Include some information on 'next steps' and timeframes on the initial referral form or in referral receipt email so that referrers can set expectations with prospective clients.
- Include a phone number on the referral page for NCIWR Whānau Protect coordinators so that referrers can contact to discuss the circumstances of prospective clients who might be in the 'grey area' of eligibility – for example, with regard to experiencing psychological but not physical violence or offender remaining in the home etc.
- Along with email receipt of referral, attach a copy of the referral information for referrers records.
- Consider requesting details for an alternative contact person in the event that further information needs to be sought by a service coordinator to assess eligibility and the referrer may be on rostered days off or on leave.

10.3 Eligibility

- Clarify eligibility criteria around protection orders with referrers and potential referrers to ensure that there is a consistent understanding that protection orders are not a service requirement.
- Clarify the criterion for risk of physical violence with regard to prospective clients who may be experiencing ongoing high level psychological violence.
- Clarify the criterion around offender not living on the property in relation to cases where the offender is a child/grandchild/child in victims' care.
- Engage with Kāinga Ora to emphasise the importance of a process to have offenders removed from a tenancy as quickly as possible once a client has been approved onto the service.

10.4 Security Upgrades

- Improve the property audit form in line with identified issues (Section 4.12)
- To increase the accuracy of the audit and potentially speed up the timeframe for upgrades to be completed, consider having contractors attend and undertake the property audit together with the advocate (note that this already happens in some regions). Consideration will need to be given to making payment to contractors who attend property audits for potential clients that do not enter the service.
- Conduct a survey of refuges delivering the service on the responsiveness of companies currently contracted to undertake security upgrades. While most appear to be taking the nature of the service into consideration and actively prioritising these jobs, a small number are less responsive.
- It would be beneficial for each region to have at least two companies/tradespeople who have been Police vetted and are available to do security upgrades so in the event that one is unavailable, there are no delays.

- Work with Kāinga Ora to improve the consistency of timeframes, completeness and quality of security upgrades across regions.
- Consider the inclusion of security cameras and/or driveway sensor lights as possible property upgrades as these can alert clients to when a potential threat is at the boundary of the property rather than at the door or window, thereby allowing for more time to reach the safe room.
- Consider the inclusion of external security measures such as gates (including with locks) and locks on external sheds and garages.
- Increase the flexibility for property upgrades, in terms of what elements that can be included, based on individual circumstances, client demographics, location, and property.
- Review the budget available for security upgrades to ensure it is in line with increases to materials, travel and contractor rates.
- Review safety and security for contractors on site and whether there needs to be an alert to contractors (potentially including a photo of the offender). Contractors should be advised of the location of the security alarm and that they can, and should, activate it if they feel at risk.
- Reiterate to advocates and contractors that there should be no access to clients' homes without the advocate present or the explicit prior consent of the client.

10.5 Alarm

- Progress work being undertaken to be able to offer a portable alarm. Tunstall Australia have the Gem Four personal portable alarm that operates on GPS and functions in all other regards just like the currently-provided Liberty alarm.
- If/when portable alarms become part of the service, the alert notification process to Police will need to be adapted for clients who are not in stable accommodation. Currently, an SSA is lodged against an address, however a 'Persons at risk' alert can be entered in the Police Emergency Communications system against a phone number.
- Refuges would like to have a set of alarms on site so that they can install immediately and then replace with one sent out from Tunstall.
- Consider implementing a process for advocates to apply for a three or six-month extension for alarms where they feel the risk to the client remains high after six months, by providing a brief explanation of the continuing risk, rather than needing to apply for a second service,
- Raise awareness among advocates of how clients can go about contracting with Tunstall to keep the alarm privately after service exit. As a matter of routine, prior to alarm removal, advocates should explain to clients about their options for keeping the alarm installed and entering into a private contract with Tunstall. If the client has a relationship with Work and Income, the process for applying to have the alarm funded should be explained.
- Work with Work and Income case managers to enhance their knowledge of the service so they have a greater understanding of the client's need for the alarm when they apply for funding post service.
- Work with Work and Income to establish a straightforward application process for funding of alarms post service.

- Include information on the special situation alert email to Police on where in the house the safe room is located. This will help Police to be able to quickly identify if a client has potentially been removed from the property.
- Ensure that SSA requests are updated to the relevant Police Emergency Communications Centre when a client moves address with the alarm and when an alarm contract is extended.
- Work with Police Emergency Communications to expand on the information provided in the request to Police Comms for SSA and PAR alert so that Comms are better placed to quickly make a risk assessment. For example:
 - Type of weapons the offender is known to have used
 - Type and level of violence used/injuries inflicted – i.e. choking; caused loss of consciousness; held hostage
 - Offender use of drugs/alcohol
 - Where the safe room is.
- Consider ways in which the cost of lost alarms could be absorbed into overall delivery costs so that individual refugees are not financially disadvantaged when a client fails to return it.
- Even though alarms are tested prior to being sent out by Tunstall, there appear to be isolated occasions when faulty alarms are received by clients. Consider how processes could be improved to avoid this occurring.

10.6 Administrative Processes

- Consider how the referral and risk assessment information could be streamlined and/or minimised to eliminate duplication, reduce the burden of information collection for advocates and the risk of re-traumatisation for clients.
- Consider whether the level of detail around sexual violence is required in the Step 2 Risk Assessment.
- Consider streamlining the three-month client evaluation and exit interview into one data collection exercise to minimise the burden of information provision on clients.
- With the risk assessment, 3-month evaluation and exit interviews now able to be populated online (and progress towards Tunstall forms also being online) it would be a time-saver for advocates to have access to a tablet. This would eliminate the need to print forms and enter data later into computers in the office.
- Consider a tiered payment approach to service providers based on remoteness of client location.

10.7 Data and Reporting

- Data reported quarterly by NCIWR to the Ministry has some inaccuracies and/or missing data. For example, the number of property upgrades completed reflects only those completed in the quarter that the client entered the service, with no 'carry over' to the following quarter for upgrades completed after the 'close off'. It appears that this has led to a significant underreporting of upgrades actually completed. We recommend that data protocols are put in place to ensure the completeness of quarterly reports.

- Quarterly reporting data also shows some inaccuracies in overall numbers of clients entering the service compared to the sum of numbers by region or ethnicities. We recommend including 'unknown' fields so that the sum of sub-sets matches the totals for quarters and years.
- Consider a response option of "not applicable" for questions on children's feelings of safety and fearfulness on the three-month evaluation questionnaire and exit surveys.
- Include a question to capture whether the client remains living away from the offender at the end of service. This would be of value in future evaluations to assess the medium-term impact of the service on supporting clients to remain living away from offenders.
- Client gender in quarterly reporting to MOJ includes the variables 'Female', 'Male', and 'Other/refused'. Consider separating these out as 'Gender diverse' and 'refused'. On the referral form, 'transgender' could be replaced with the more inclusive 'gender diverse', which covers the range of non-binary gender identities.

10.8 Other

- Language barrier can be an issue for non-English speaking clients. Consider having volunteer interpreters available to provide support to clients who have language barriers; and/or ensure that there will be language support available at the service provider being referred to.
- Ensure that declined clients are promptly and clearly communicated the outcome of the assessment and reason for service decline. Where practical, refuges should also engage with declined clients to support them to take alternative steps to keep themselves safe, for example creating a safety plan and exploring other funding options for security upgrades (via landlord or Work and Income).

11 Literature Review

GravitasOPG acknowledge the Ministry of Justice Provider and Community Services and Gravitas Research and Strategy for this literature review written for and included as part of the 2017 evaluation of the Whānau Protect National Home Safety Service Evaluation Report. Sections of the literature review that have been updated in 2022 are identified.

11.1 Cost-Effectiveness Analysis

General costs of family violence

There are many direct and indirect costs of family violence on society, but it's difficult to accurately measure these. Models are still not able to account for the unknown and intangible costs from ongoing effects of emotional trauma. In addition, the true extent of family violence is largely unknown and unknowable (Ministry of Justice, 2015).

The annual cost of family violence has been estimated at between \$4.1 billion and \$7.0 billion (Kahui & Snively, 2014). The estimated costs to employment in lost productivity alone is \$368 million per year (Towns, 2014).

Whānau Protect aims to help the highest risk victims (approximately the top 5%), which equates to \$277 million of the median estimated cost estimate for 2014. However, this is likely to be a very conservative estimate because high-risk victims almost certainly incur a disproportionate share of these social costs.

An Australian analysis shows that intimate partner violence (a subset of family violence) is a leading contributor to the total disease, disability and illness burden for women aged 15-44, and healthcare costs are 19% higher for those who have experienced intimate partner violence (as cited in Meima, 2014).

Costs of Whānau Protect (updated for 2022)

- Coordinator's salary and role support (supervision and infrastructure)
- Per client expense of the security upgrade: average costs \$1650 + GST
- Monitored alarms: \$320 + GST for six months service
- Advocates to facilitate and deliver the service locally
- Police time attending call-outs (usually these are considered within baseline expenditure)

Benefits of Whānau Protect

The table below lists some financial benefits of the safe@home service, identified during the 2010 evaluation. These benefits weren't formally quantified due to insufficient accurate data. Nevertheless, it was deemed that the aggregated savings were more than enough to cover costs of the service.

Savings and benefits from safe@home Agency

Agency	Impact that could lead to savings	Evidence for impact
Shine	Less time needed to ensure the safety for each client, and advocates therefore able to work with higher numbers of clients	Advocates said safe@home clients required less of their time and therefore they could see more high-risk clients in the time they had available
HNZ	Reduction in damage to houses, less rent arrears	Reported by advocate and HNZ steering group member
NZ Police	May have saved 3-4 lives	Police informant

WINZ	Fewer relocation grants and advances	Number of victims on WINZ benefits reporting that they were thinking of moving Inferred from client report
	Less social isolation and fear leading to more work-readiness Health improvements in sleep and wellbeing, reduction in injuries	Client reports of dramatic changes to sleeping and other wellbeing indicators Informant interviews
Child, Youth and Family ⁴² NZ Fire Service	Children less likely to need referral, and less likely to be taken into care Cost of call-outs and fire starts	No direct evidence, but the project allowed fire safety education and smoke alarms to reach high-risk groups identified by the fire service

(from Martin & Levine, 2010, p. 15)

Other savings/benefits include:

- costs and inconvenience avoided by not moving house
- improved confidence in police
- victims more willing to testify in court because they deemed their homes a safe sanctuary
- reduced burden on Women’s Refuges by helping victims to remain in their own homes.

Research also suggests that sanctuary schemes⁴³ have the potential to produce significant cost savings for local authorities by reducing homelessness and the need for alternative accommodation like refuges and emergency shelter (Jones, Bretherton, Bowles, & Croucher, 2010).

The spinoffs you can’t quantify in dollars. The quality of life is so improved, also the health.
(Advocate)

11.2 New Zealand Evaluations

Timeline of Previous Remain-at-home services in New Zealand (updated in 2022)

- 2008 – the safe@home service is piloted in Auckland
- 2010 – service is positively evaluated by Martin and Levine
- 2012 – safe@home is rolled out to Canterbury and Tauranga
- 2014 – service is again positively evaluated by Towns and Meima
- 2015 – service is adapted for nationwide delivery and NCIWR is awarded a 3-year \$3.6 million contract to manage and deliver Whānau Protect
- 2017 – service evaluated by Ministry of Justice
- 2018 – funding granted in Budget 2018 to continue the service, with another evaluation planned for 2021/22
- 2020 – an expansion of Whānau Protect is included in Budget 2020, allowing more clients to be supported by the service
- 2022 – service evaluated by GravitasOPG (the subject of this report).

⁴² Now known as Oranga Tamariki

⁴³ A United Kingdom equivalent to Whānau Protect.

Safe@home 2010

Shine provides Women's Refuge accommodation in Auckland. Their safe@home service provides house security upgrades to victims at high-risk of serious harm and was originally adapted from the United Kingdom model in collaboration with local police (Drumm, 2013). In 2008, MSD funded a pilot of the scheme, which was subsequently evaluated by independent researchers (Martin & Levine, 2010).

This 2010 evaluation reported overwhelmingly positive outcomes including a reduction in the frequency and intensity of victimisation. Victims also reported lower levels of anxiety, better sleep patterns and improved concentration, as well as similar improvements in their children's lives. Self-assessment data showed a significant improvement in wellbeing scores, reducing from an average fear level of 6.23 out of 7 to only 2.70. There were also secondary benefits such as improved relationships between government agencies, higher trust in agencies by victims, and better identification of high-risk victims.

During the pilot, the number of eligible victims was lower than expected but the cost per client was higher. In the end, the average cost of each security upgrade was \$1,331, with the most expensive being \$3,000. However, these costs were likely to have been offset by other savings due to the upgrades: a reduction in injuries and ACC pay-outs, fewer relocation grants and advances from WINZ, fewer police and fire call-outs, less damage to social housing, and fewer children in state care. Police also estimated 'the project may have saved 3-4 lives' (Martin & Levine, 2010, p. 5).

Of note, the women who experienced ongoing revictimisation during the pilot were those who had resumed contact with the offender. Because victims are only eligible for the safe@home service if they decide to separate from their partner, those who chose to return to the relationship had their alarms uninstalled. Security improvements to the house weren't removed and these women continued to receive other agency support (Drumm, 2013). There were also a small number of assaults, including strangulation. The complexity of such dynamics was explained:

It is probable that these assaults could have been avoided, as they occurred when the offender was allowed to visit the house, or had resumed living there, the property had not been secured (e.g. front door unlocked) [or] the assault occurred in a car or another property...The [safe@home] security measures either act as an impediment to the offender, discouraging him from continuing to offend, or to buy the victim valuable time in which to get help. In either case, they are totally valueless if the offender is invited into the house, or if victims are not consistent about using them. (Drumm, 2013, p. 4)

Almost half of the women who participated in the pilot had recently moved or had planned to move before receiving the safe@home service. Receiving the service would have saved these individuals significant cost and life disruption.

Several factors were identified as integral to safe@home's success:

- strong interagency relationships, especially in identifying the 4-5% of high-risk victims
- streamlined referral and timely delivery of the service
- a skilled project coordinator and high quality team of staff
- regular meetings
- installing smoke alarms (clients were identified as more likely to have fire service call-outs)
- women who were indecisive about leaving their abusive relationship were tipped in favour of this choice once the service was offered to them

- the programme model not relying on victims taking any action, which means advocates don't have to overcome resistance that is commonplace with other interventions.

Emerging issues were noted and proactively resolved by the coordinator, including:

- lack of clear geographical boundaries and mismatched boundaries with partner agencies
- lack of memorandum of understanding between key agencies
- some delays to the final fire-safety intervention because of difficulties contacting clients (mobile phones with a small amount of credit were provided to some victims so they could check messages and return calls)
- initial slow flow of referrals (an experienced advocate recruited clients by reviewing police call-outs and contacting those who were eligible; eventually the project became well known and this issue resolved).

There were also suggestions for improvement, which mostly involved more money to roll the service out to a wider area and to do a more thorough job of upgrading and securing each house. Other participants thought it would be sensible to have earlier contact with the fire service and to strengthen engagement with partner agencies. The evaluators also noted that the intervention wasn't suitable for all victims, specifically those who had shared custody arrangements and those who were ambivalent about separating from their abusive partner.

In its conclusion, the 2010 evaluation said good progress was being made towards the long-term goals of harm and fear reduction, increased stability and poverty reduction. A recommendation was made for ongoing monitoring and evaluation to see whether initial benefits were maintained.

Safe@home 2014

Following the successful 2010 evaluation, the safe@home programme was expanded to Tauranga and Christchurch (where it was delivered by Aviva). The service was subsequently evaluated twice; by an independent researcher commissioned by Shine (Towns, 2014), and by a Masters student from Unitec (Meima, 2014). Both 2014 evaluations included interviews with victims.

Towns (2014) looked at data from 54 victims who received their upgrade assessment between July 2012 and June 2013. Almost half also received follow-up interviews to determine whether changes were maintained in the long term. Findings were again overwhelmingly positive and key measures of success included:

Reduction in assault – prior to engaging with the safe@home service, 90% of victims had been physically assaulted by their partner; at the post-upgrade assessment only 1 woman reported a further assault.

- **Reduction in damage** – prior to engaging with the service, 80% of victims had their property or possessions damaged by the offender; at the post-upgrade assessment, there were no reports of damage.
- **Feeling safer** – there were marked improvements to victims' feelings of safety between pre- and post-upgrade.
- **Staying at home** – prior to the upgrade, 85% of victims had moved to a different house due to abuse, but none had to move following the upgrade.
- **Low rate of worrying incidents** – following the upgrade, only 28% reported an incident that made them feel afraid for their safety.
- **No more assaults long term** – during long term follow-up (n=24), only 1 woman reported an assault, which had happened while the programme was in place and occurred away from the home.

- **Some assaults and stalking during long term** – long term follow-up revealed 46% had experienced an incident that made them feel afraid and 63% had experienced unwanted contact or stalking (for most clients, these incidents stopped once police were involved).
- **Children free from assault** – clients with children reported no assaults on their children during the upgrade and follow-up period.
- **Children less afraid** – prior to the upgrade, 64% of children were living in fear of the offender which reduced to 29% following the upgrade.
- **Less impact on employment and education** – prior to the upgrade, approximately two-thirds of women had been prevented from employment and a third had been prevented from attending education due to their abuse; following the upgrade none were prevented from employment and only 2 were forced to leave education because of the offender.
- **Overall quality of life improved** – women reported better sleep patterns, improved self-confidence, better concentration, less anxiety, fewer panic attacks, less depression, lower rates of alcohol and drug consumption, and higher rates of happiness.
- **Children's quality of life improved** - children showed reduced signs of trauma, fewer schooling and behavioural issues, and improved eating.

The evaluation found that safe@home was reaching its target group of high-risk victims, especially Māori women, those most at risk of lethal violence and those with children who had case files with Oranga Tamariki. Again, the evaluation noted the skill and expertise of the coordinator and programme staff. It also found the service model had translated well to rural environments and was suitable for people from diverse cultural backgrounds. However, many of the victims expressed a desire to have the alarm in place for longer than the 6 months provided under the service.

The evaluation presented several recommendations to improve the safe@home service, including:

more work to ensure younger victims (15-24 years), older victims (55+), Asian groups, and those with disabilities (including mental illness) can access the service

- to develop a plan to address capacity issues and to increase service provision in high-risk regions
- the programme be rolled out nationally
- to work closely with police so that all clients are placed on the Police communication alert system (unless there's a good reason not to)
- for all coordinators to attend the interagency family violence meetings
- to iron out privacy concerns regarding disclosure of information to contractors and the victim
- for alarm providers to promote use of wireless alarms for those without landline phones
- to work with telecommunications companies to make sure those in the most financial hardship can access landlines
- that risk assessments should include questions about police safety orders, children in care, restraining orders, as well as bail and parole conditions
- to continue to build relationships with other agencies, including the Fire Service
- to update the policy regarding client confidentiality.

Meima (2014) looked at pre- and post-upgrade questionnaire data from 64 safe@home clients. Once data was ranked from most to least satisfied, 5 clients from each grouping were interviewed. She also conducted 10 interviews with victims

a year after their upgrade. Approximately 88% of participants had at least 1 child, they tended to be clustered in lower socioeconomic groups and were more likely to rely on social welfare and/or state housing.

The evaluation reported a 97% reduction in levels of fear and an equivalent improvement in clients' quality of life. While there were instances of ongoing abuse, perpetrators' attempts to break into victims' houses were unsuccessful due to the security improvements. There were no further instances of abuse occurring in the victims' homes.

Of note, there were no significant differences between different age or ethnic groups – suggesting the service is equally effective for people with diverse backgrounds. There were also other findings of relevance:

Approximately 80% of victims described their pre-upgrade levels of fear as high or very high, with many describing the devastating impact of family violence on their quality of life. After the upgrade, this had dropped to 3%.

- Prior to the upgrade, almost two-thirds of clients reported behavioural changes in their children due to abuse. The effect of reducing fear and trauma for children has been hailed as one of the biggest successes of remain-at-home programmes. It reduces many of the long-term consequences of family violence and can successfully interrupt intergenerational cycles of abuse.
- Slightly more than 40% of victims had developed hypervigilant behaviours from their abuse. Following the upgrade, there were no comments about the need for such vigilance and all were much more relaxed.
- Clients with the highest risk assessment scores (as assessed by police) were less satisfied with the service overall. However, these women reported similar reductions in fear to those who were most satisfied. This suggests that high-risk clients also presented with more complex issues and had generally more 'problematic' case histories (p. 115).
- Participants particularly praised the safe@home coordinator as being empathetic, understanding and supportive.
- At the long-term follow-up interviews, all participants rated their quality of life as good or very good. However, one of the women had re-entered an abusive relationship and another described herself as 'still vulnerable' (p. 115).
- On reflection, half of participants said they would have been forced to move to a different house if it weren't for the safe@home service.
- There were several recommendations made by the researcher and participants, including:
 - provision of fire alarms (suggested by the person whose partner threatened to burn down her house)
 - more training for clients on how to operate the alarm
 - better follow-up when the alarm is activated (1 participant said they accidentally activated the alarm only to be phoned a few hours later instead of receiving a call-out)
 - provision of ongoing emotional support and counselling
 - more help finding services for their children
 - to help children build positive connections with both parents, including their father and/or other nurturing males
 - the service be expanded nationwide and available to all victims of family violence in New Zealand.

This final recommendation was adopted and the service was adapted for nationwide delivery. Following a tender process, NCIWR was awarded a 3-year contract worth \$3.6 million. This contract ends in mid-2018.

Whānau Protect National Home Safety Service 2017 (New section 2022)

The Whānau Protect service was evaluated internally by the Ministry of Justice Provider and Community Services in 2017, with assistance from Gravitas Research and Strategy. This evaluation found that the service was reaching its intended recipients and was having a tangible impact on a client's likelihood of experiencing revictimisation.

The evaluation found an 80% reduction in revictimisations while the monitored alarm was in place and 86% of clients said that there was no attempt by the offender to enter the home after the security upgrade. There was very high satisfaction with the service (98%), while 87% of clients felt less fearful themselves and 90% reported children feeling less fearful.

Success of the service was attributed to the responsiveness of Whānau Protect coordinators, strong interagency collaboration, good relationships with contractors and the complementary nature of the alarm and physical security upgrades.

Key suggestions for improvement to the service included:

- relaxing the eligibility criteria to include medium risk clients
- speeding up turnaround times for delivery
- streamlining risk assessments for clients already engaged with Women's Refuge
- increasing budget flexibility (for security upgrades)
- improving awareness of the service
- extending the 6-month alarm funding period.

11.3 International Practice and Evidence

The Remain-at-Home Model has Robust Theoretical Underpinnings (Updated 2022)

The traditional Western response to family violence has been to expect victims to leave their homes and escape the perpetrator, usually to a Women's Refuge or other safe accommodation (Towns, 2014). Remain-at-home models challenge this assumption, deeming that family violence victims should have the right to safely remain in their own homes with the support of community and/or government organisations (Meima, 2014). Such models come under the criminological umbrella of situational crime prevention – in particular, rational choice and routine activity theories. These theories suggest that crime can be prevented by removing or deterring a motivated offender, increasing protection for a vulnerable victim, or introducing the presence of a suitable guardian (physical or electronic) (Bradley & Walters, 2011).

A large body of research shows situational crime prevention approaches to be significantly effective at reducing crime (Guerette, 2009) – specifically CCTV and street lighting (Welsh & Farrington, 2008b, 2008a), crime prevention through environmental design (Cozens & Love, 2015), target hardening (Grove, Farrell, Farrington, & Johnson, 2011), and access control (Sidebottom et al., 2015). Most remain-at-home schemes for family violence victims will draw from a mixture of these methods.

Research also shows that situational crime prevention is most effective when tailored to individual needs as one component of an intervention package (Morgan, Boxall, Lindeman, & Anderson, 2012).

Remain-at-home schemes for family violence victims have been adopted – with success – in many countries, including New Zealand, Australia, England, Wales, United States, Canada and the Netherlands. There is a prima facie case for continued investment so their already-known benefits can be reaped, while outcomes are measured over the longer term.

A study looking at the accommodation options for women accessing domestic violence support in Victoria, Australia found that survivors of domestic violence are at heightened risk at the time of leaving a relationship and that for remain at home programmes to be effective, they need to include access to safety alarms and an appropriate Police response when perpetrators attempt to access their victim (Deimer et al. 2013). – both of which are features of the Whānau Protect service.

There are Myriad Social and Financial Benefits if Victims can Remain in their Own Homes

There is a strong body of evidence that recognises family violence as a leading cause of housing instability and homelessness for women and children. The likelihood of experiencing such problems is higher for women who experience the most severe violence, have fewer formal and informal support systems, and those who have bad experiences with social welfare (Baker, Cook, & Norris, 2003). Housing instability is associated with a range of negative outcomes (Baker et al., 2010, 2003; Solace Women's Aid, 2016), including:

- regularly relocating (moving from emergency to transitional housing, or when found by their abuser)
- increased financial burden (for example, paying for a motel or hostel)
- the inability to pay household bills
- skipping meals to pay rent
- living in cramped quarters while staying with friends or family
- having rental or credit records tarnished (for example, due to property damage by the abuser)
- losing important social supports from their old neighbourhoods
- reliance on welfare
- inability to deal with trauma
- ongoing stress
- children moving schools and losing friends
- unemployment (research supports a connection between previous exposure to family violence and future unemployment and poverty for women)
- exacerbating underlying difficulties for victims with disabilities or mental illness, as well as victims with fewer options available (for example, due to language barriers or refugee status).

It is estimated that 38% of family violence victims have experienced homelessness, and a similar number experience one or more of the problems listed above (Baker et al., 2003). Other research found that 13% of all social housing acceptances in 2008/9 in England and Wales were on the grounds of family violence (Solace Women's Aid, 2016). While these statistics are alarming, the true extent of the problem is almost certainly much higher because most family violence doesn't come to the attention of government agencies (Ministry of Justice, 2015).

In addition, economic forms of family violence have their own consequences for housing. Recent New Zealand research by Women's Refuge (2017) found that economic abuse impacted the quality of housing available after women left their relationships, and this was often due to debt and credit issues. In turn, this caused victims to move to cheaper areas and away from vital support networks and their place of employment.

It is well-established that women are most at risk of continued, escalating or lethal violence when separating from an abusive partner (Baker et al., 2010; Dobash & Dobash, 2016). The importance of housing stability during this vulnerable time is underscored in a review of policy and interventions:

What is clear...is that women, especially poor women, who are trying to escape abusive partners need an array of services to meet their needs. These services include immediate crisis intervention such as food and shelter, longer-term assistance in overcoming the emotional or psychological impact of family violence on themselves and their children, and assistance related to economic security and housing stability.... Recent research has emphasized the critical importance of tangible resources for women during this post-separation

period (Glass et al., 2007; Goodman et al., 1999); stable housing may be one of the most important of these tangible resources. (Baker et al., 2010, p. 431)

Similar sentiments were exhibited in a more recent literature review, which concluded ‘the most successful [family violence] interventions appear to deal with what could be termed structural violence and interpersonal violence simultaneously, [which involves] attention to homelessness or housing security issues’ (Taylor, Carswell, Haldane, & Taylor, 2014, p. 45).

Readily available refuge accommodation fills an important space for crisis housing, but it isn’t an ideal solution for all family violence victims. Research by Solace Women’s Aid, an independent charity operating in London, found that many women were forced to forfeit tenancies by the time they left their refuge accommodation. Out of 121 women who used Solace refuges during 2015, 22% had a secure tenancy on arrival but only 13% did when they left (Brewer, 2016; Solace Women’s Aid, 2016). In addition, there’s increasing pressure on refuges because victims are typically staying longer than they used to. One study in Oregon showed the average length of stay in a refuge has increased from 11 days in 1991 to 56 days in 2007 (Baker et al., 2010).

Remaining at home also helps parents provide important continuity for their children. It is well-established that a supportive and nurturing home is essential for children’s wellbeing and development (Family Violence Death Review Committee, 2016). This, in turn, has untold benefits. Interventions that help victims to remain at home also challenge the strongly-entrenched notion that victims are responsible for ending their own abuse. After having to leave their family home, one victim explained:

I felt like I was being punished for something that I hadn’t started; I was not the violent one. (Brewer, 2016, p. 1)

A similar sentiment was expressed by another victim:

I lost my home, I would have had to downgrade because of what he did and I thought no way, why should my children be without a garden because of him. (Solace Women’s Aid, 2016, p. 9)

Research in England shows how common it is for perpetrators to remain living in homes they shared with victims, even when tenancies are held in both names (Solace Women’s Aid, 2016). Even when local authorities and housing associations had the right to evict a perpetrator, they weren’t always doing so. In such cases, women were forced to choose between retaining tenancy rights and their own safety from abuse. By forcing the perpetrator to leave the family home – and having this as the default assumption – sends a strong message about who is accountable for the violence and whose life should be most inconvenienced.

Remain-at-Home Schemes do not Necessarily Stop Victimisation Altogether

Situational crime prevention is sometimes criticised for displacing rather than stopping crime altogether. Displacement can be (Guerette & Bowers, 2009):

- **temporal** – where offenders change when they commit crime
- **spatial** – where offenders switch the location of their crime
- **target-based** – where offenders target another victim instead
- **tactical** – where offenders come up with new methods of committing crime
- **offence-based** – where offenders switch to an entirely different crime
- **offender-based** – where new offenders enter the scene in place of old offenders.

Some of these displacement risks apply to family violence victims whose homes are given security updates. Most obviously, the perpetrator may start harassing or abusing the victim at their place of work, may start targeting the victim online (i.e. bypassing physical security measures), or may simply move on to another relationship and another victim. Additionally, the victim may re-partner with another abusive person.

None of these risks negate the obvious and myriad benefits of remain-at-home security upgrades, but they are important points to consider when formulating a comprehensive safety plan. However, they are unlikely to pose significant problems; a review of 102 different evaluations concluded that 'crime displacement seems to be the exception rather than the rule' (Guerette & Bowers, 2009, p. 1356).

Australia (Updated in 2022)

Women and children escaping family violence is recognised as a major cause of homelessness and as the principal reason for women becoming homeless. Australia accepts that, to moderate rising rates of homelessness, they must make it safer and easier for victims of family violence to remain or return home.

In 2008, the Australian federal government set up the National Council to Reduce Violence Against Women and Their Children, who were responsible for an action plan to address the issue. The plan encouraged jurisdictional responses to develop integrated service systems and responses to support women and children to remain safely at home by removing perpetrators (Crinall, Hurley, & Healy, 2014; Queensland Government, 2016).

Crinall et al. (2014) subsequently identified 4 key elements for successfully addressing violence against women and children:

1. Alignment in beliefs and attitudes about social justice
2. Gender equity and human rights
3. Legislation and policy reform
4. Service system resourcing and integration (p. 42).

In 2015, the Australian government announced \$17 million over 4 years to fund a range of measures designed to help women remain safely in their homes. However, in their evaluation of safe at home programmes, Breckenridge et al. (2016) found no cross-jurisdictional agreement about what constituted a safe at home programme. Some states have introduced legislation to remove offenders from the home, others have introduced a family violence court advocacy service.

In addition to programmes available in individual Australian states, Salvation Army delivers the National Safer in the Home (SITH) programme funded by the Australian Commonwealth Government.⁴⁴ SITH aims to assist women (and children) experiencing family violence to stay safely in a home of their choice. Similar to Whānau Protect, safety plans are created and security audits and upgrades carried out on clients' homes. The SITH partner with a provider⁴⁵ to conduct audits and upgrades. Monitored alarms are not a component of the SITH programme.

⁴⁴ <https://www.salvationarmy.org.au/need-help/family-and-domestic-violence/find-help-for-domestic-violence/#sith>. Accessed 23.8.22.

⁴⁵ The Protective Group [Protective Group Australia](#)

New South Wales

Staying Home Leaving Violence (SHLV) is a programme that supports women and children to stay safely in their home when ending a violent relationship. The programme assesses safety needs, seeks to improve social, health, economic and legal outcomes for families, and promotes accountability for offenders of violence.

SHLV offers similar support to Whānau Protect in New Zealand; safety assessments are carried out and safety plans developed, home security upgrades are provided including monitored alarms, new locks, security doors and improved lighting. Court support is also provided for women to obtain anti-violence orders from the court.

Edwards (2011) found the SHLV programme to be successful in supporting women and children to live free from violence and also in preventing homelessness. This research emphasised the importance of effective interagency partnerships at local and state levels.

An evaluation conducted in 2014 (Breckenridge et al. 2015) found that it assists most clients to maintain safe and stable accommodation and that 96% of clients experienced improved feelings of safety.

South Australia

Staying Home Staying Safe (SHSS) is funded by the Department of Families and Communities in partnership with the Department of the Attorney General. Like Whānau Protect, the programme aims to give victims of family violence the choice to remain in contact with their communities, schools and support systems by assisting them to remain in their own home if they wish to. The service aims to reduce homelessness for women and children who have been subject to family violence through home safety audits, the provision of tailored home security packages including the installation of locks, sensor lights and alarms. The programme also involves safety planning and linking clients to additional support services.

Western Australia

Western Australia's response to family violence is also a coordinated interagency approach. In addition, police can issue temporary protection orders to exclude perpetrators from the home. Western Australia has a safe at home programme that supports victims to remain in their homes. The initiative provides risk assessments, safety planning and home security upgrades. To be eligible for the programme, victims must have an anti-violence restraining order in place.

Tasmania

Tasmania has an integrated criminal justice response to family violence, which aims to coordinate key government departments like justice, police, health, human services and education (Queensland Government, 2016).

In 2017, Tasmania didn't have a remain-at-home programme that supports family violence victims. However, they did embrace a pro-arrest and pro-prosecution policy to change the attitudes and behaviours that lead to family violence, support families affected by violence, and strengthen legal responses by holding perpetrators to account.

As at 2022, victims in Tasmania now have access to the national programme, Safer in the Home, delivered by the Salvation Army.

Victoria

A 2016 inquiry in Victoria found that almost one third (31%) of people seeking assistance for homelessness are victims of family violence (Royal Commission into Family Violence, 2016). This same inquiry also criticised the current response to family violence for assuming women would – or should – leave the family home to escape their abuser. For those who do

leave, homelessness is a genuine risk, with housing stability and affordability being key issues. Those who do remain at home, often reported that monitoring of the perpetrator was inadequate (Royal Commission into Family Violence, 2016).

Since 2016 significant funding boosts were allocated for family violence flexible support packages that have strengthened the capacity of family violence services to support survivors to remain in their homes, by providing security upgrades, personal security alarms, and financial assistance to offset the burden of rent or mortgage payments.⁴⁶

Queensland

Queensland doesn't have a specific programme to support victims of family violence to remain at home. However, the government offers a range of other services including telephone support, accommodation assistance, help during the court process, as well as tailored support for Aboriginal and Torres Strait Islanders. Last year, the government committed to funding service providers to be more flexible in providing short-term accommodation options to perpetrators, which would help victims and children to remain at home where safe (Queensland Government, 2016).

In 2016, the Queensland Department of Child Safety, Youth and Women began a trial of the Keeping Women Safe in their Home (KWSITH) initiative. As well as home security upgrades and duress alarms, the programme also provides security cameras and electronic sweeps, scans and debugging of victims' homes and belongings for surveillance technology.

The trial was due to run until 2019, but at the time of writing appears to be continuing. A 2019 evaluation⁴⁷ found that the vast majority of clients felt safer as a result of the service (Gendera et al. 2019).

Australian Capital Territory (ACT)

ACT doesn't currently offer a service for victims of family violence to be able to remain safely and securely in their own homes. Their family violence crisis service has made a public plea for a home safety service to be implemented because victims who currently choose to remain at home, do so with a high-risk of revictimisation (Watson, 2014).

As at 2022, victims of family violence can now access support from Staying@Home programme, which provides support to live safely in their own homes. Similar to Whānau Protect, clients' homes are audited and security upgraded and clients have a safety plan developed.

Northern Territory

The Northern Territory has several state-funded 'safe houses' where victims can take refuge while remaining in, or close to, their own communities.

In 2016, the government piloted a home safety service that provides victims of unlawful entry to their homes with a home security assessment, a report with recommendations for security enhancements, deadlocks for all doors, and up to \$1000

⁴⁶ [Support victims to safely remain in, or return to, their homes and communities | Victorian Government \(www.vic.gov.au\)](https://www.vic.gov.au/support-victims-to-safely-remain-in-or-return-to-their-homes-and-communities)

to facilitate other improvements recommended in the report depending on the level of risk and property owners' ability and willingness to fund privately.⁴⁸

There appears to be no specific 'remain at home' programme for victims of family violence at the state level.

United Kingdom

England doesn't have a nationally-funded service but tailored advice is provided to family violence victims to help them secure their own homes (Shelter England, 2016). In addition to this, many local councils have what are called 'sanctuary schemes' where one room of the house is physically secured against intrusion (Jones et al., 2010). This creation of a safe room is usually available only to high-risk victims; medium and low risk individuals are offered more straightforward improvements like security windows and external door strengthening (City of Westminster, 2016).

There's no aggregated data on how many such schemes are operating, but in 2007 it was estimated that approximately half of England's councils (171 of 354) offered sanctuary services (Jones et al., 2010). Sanctuary schemes are similar to safe@home and Whānau Protect. They include risk assessment, monitored alarms, security upgrades, comprehensive safety planning, engagement with local fire service, and coordination with other community agencies.

A national practice guide for sanctuary schemes identified several key benefits, which mirror the positive outcomes demonstrated by New Zealand evaluations:

- reducing repeat incidents of abuse
- preventing disruption from moving home or living in temporary accommodation
- enabling families to remain close to support networks and family
- enabling children to remain at their school (Jones et al., 2010).

Local councils also emphasise the cost savings. For example, the Vale of Glamorgan Council (2011) wrote about the opportunity for such schemes to relieve pressure on emergency accommodation, which would lead to substantial savings: 'the average cost of each [bed and breakfast] room was £280 per week, which led to the council spending nearly £250,000 for the year [on temporary accommodation]'. The council also consulted with victims, who indicated they would feel safer if they could stay in their own homes and avoid the disruption of shifting house (The Vale of Glamorgan Council, 2011).

Many of the English sanctuary schemes have been evaluated to some extent. One evaluation, conducted by the Nottingham City Council (2007), reported unanimous agreement from all stakeholders that the pilot has effectively tackled family violence by improving outcomes for victims. All recipients of the security upgrades were happy with the service they received and could remain in their property. The evaluators concluded that the scheme was a 'viable alternative to a homeless application' and 7 women were identified as avoiding homelessness specifically because of the scheme (Nottingham City Council, 2007, p. 8).

⁴⁸ <https://victimsofcrime.org.au/wp-content/uploads/documents/Safe-at-Home-Security-Improvement-Program-SIP-Eligibility-Criteria-CRP.pdf>

Cost savings were identified as an overriding benefit. The security upgrades were said to provide 'value for money to all those involved' and were described as a 'spend to save' initiative, where total savings outweighed total costs (Nottingham City Council, 2007, p. 8). The council recommended continuation of the service, with housing providers instructed to contribute to the upgrades. The evaluation also suggested more detailed monitoring of clients so at-risk groups (LGBTQI community and people with mental illness and disabilities) could be targeted.

In Wales, the Housing Act 2014 was introduced to help victims 'to select from a spectrum of [family violence] services, which should include the choice to be kept safe in their own homes where it is safe to do so' (Queensland Government, 2016, p. 2). There's no nationally-funded service that provides security or housing upgrades, and this responsibility has been devolved to local councils as it has in England.

The Welsh Women's Refuge website advises: 'if you have accommodation that you have a right to occupy, the council may offer you options to help you remain in your home, such as personal protection arrangements, help in securing your home or finding a solicitor to help you get an injunction'. As part of the Housing Act 2014, local councils were given a mandated 'duty to prevent homelessness', which means they must take all reasonable steps to stop people from becoming homeless (Shelter Wales, 2016). This duty only applies to councils in Scotland and Wales, but is being discussed for rollout to England (current obligations only apply to those who qualify for priority help, namely families with young children and pregnant mothers) (Butler, 2016).

The New Zealand Family Violence Death Review Committee (2016) recommends that services be centralised to facilitate national delivery and for the convenience of service users.

North America

A security company called ADT operated the Assisting Women with Advocacy, Resources and Education (AWARE) programme in North America from 1992 until at least 2008. ADT donated all equipment, installation and monitoring to secure family violence victims' homes; there was no charge to the community or justice system. Justice agencies were simply asked to set their own criteria for victims at the highest risk of family violence. In most cases, victims were eligible if they were in imminent danger of attack or death, had taken out a protection or restraining order, and were willing to prosecute and testify against their abuser in court (Escape Abuse, 2007). Another version of this programme operated in the Netherlands from 1998 onwards.

The AWARE programme was deemed very successful; it claimed to have saved at least 30 lives in North America alone (Lindstrom, 2005) and to have 'given countless other victims the peace of mind to escape an abusive partner' (Escape Abuse, 2007, p. 1). It also received many justice system accolades and awards. However, it was discontinued at some point after 2008 for reasons that are unclear. As of 2007, the AWARE program was still active in 177 USA communities and 41 Canadian communities (Zalud, 2007). The following year (the most recent for which information could be obtained) it received the Allied Professional's Award from the US Justice Department (Victims of Crime Northern Territory, 2016). The company has since changed management but continues to monitor some historic alarms that were installed under this scheme. They do not take on new clients and have no plans to resurrect the scheme (ADT Customer Service, personal communication, 16 January 2017).

In Missouri, the AWARE programme also pays a portion of rent and utilities for up to 2 years, gradually reducing the assistance to a point where clients are self-sufficient. The programme is described as survivor-centred, as opposed to more traditional models that try to 'fit women into pre-existing services' (Baker et al., 2010, p. 436).

Europe

It is beyond the scope of this evaluation to summarise the various remain-at-home services offered across Europe. One key study will be discussed here due to its comprehensiveness and methodological rigor. It also offers a perspective not often covered in this literature.

Römkens (2006) conducted the first empirical study of home safety services, looking at how the AWARE programme operated in the Netherlands. She criticised their criminal justice system for being positioned as the 'key player' in programmes designed to support victims. This, she argued, led to conflicting priorities because criminal justice system priorities were not necessarily congruent with victims' needs:

In the Dutch case, this manifested itself in the exclusion of many battered women from the program and its protection at a moment when the intervention explicitly aimed to include and support victims because of the foregrounding of prosecutorial interests. Even more, victims' perspectives paradoxically ended up as something the criminal justice system not only could not exclusively rely on in their prosecution but that were viewed with suspicion. (Römkens, 2006, p. 161)

Her in-depth evaluation found:

- Significant barriers to access; in a 15-month period there were 148 general requests for help with family violence but only 9 women were eligible for and selected to receive the programme.
- Victims were also discouraged by many of the legal requirements involved, and 18 women withdrew from the initial group of 148 requesters. Onerous requirements included having previous legal proceedings against their partners, participating in future prosecutions, and needing to have a protection order.
- A small group of 5 women went into hiding or disappeared, which made them ineligible for the programme. It is likely these women were most at risk.
- Immigrant women were more likely to face barriers to access.
- Some members of the selection panel exhibited unfounded assumptions about the vengefulness of victims, claiming they might use their alarm to get their ex-partners 'arrested with the push of a button' (p. 172). The panel also tended to ignore medical evidence of abuse and only recognise the presence or absence of legal evidence. Panellists also believed that victims were prone to distortion and exaggeration due to trauma so could not be relied on.
- Women were very hesitant to use the alarm, even when it was necessary. This same hesitancy was seen for the AWARE programme in New York. Women were variously afraid of being overzealous, didn't want consequences for their partner, didn't wish to 'provoke' their partner, were worried police wouldn't take them seriously.
- All 9 women who received the alarm were emphatic in saying they felt safer with the house security in place.
- All women valued their sense of safety over achieving a criminal justice outcome against their abusive partner.

Overall, Römkens (2006) said it was difficult to measure success or otherwise of the AWARE programme and there were many questions that could not be answered by her research.

International Consensus

Leaving home to escape violence may increase some people's safety, but this can have numerous negative consequences and cause great disruption to daily life. A 2006 survey of Australians found overwhelming support (91%) for making perpetrators leave the home after a family violence incident (McFerran, 2007). There is a growing body of evidence to support the effectiveness of this approach.

Safe at home programmes are underpinned by a philosophy of human rights and social justice; perpetrators should be held to account for their actions, with little disruption to the lives of the victims all while minimising their risk of revictimisation. Breckenridge, Chung, Spinney and Zufferey (2015) identify 4 pillars of any remain-at-home intervention:

- a focus on maximising safety with a coordinated approach – involving legal, judicial, policing and home security components – to exclude the perpetrator from the home and protect victims from further harm
- a coordinated or integrated intervention involving partnerships between local services
- a homelessness prevention strategy to ensure women are informed about their housing options and receive support to remain in their homes should they choose to do so
- recognition of the importance of enhancing women's economic security.

There is no evidence to suggest those who remain in their home with security measures and support are at a greater risk of harm than those who leave the home entirely (Spinney, 2012).

Prenzler and Fardell (2017) assessed the effectiveness of home security programmes at reducing family violence. Although they could not find strong evidence to support the programmes overall (a difficult proposition because of inconsistent approaches to programme implementation), they did find promising evidence for specific components of the services: offender GPS tracking, shelter security, home security, personal duress alarms, and combination of home security and duress alarms.

Breckenridge et al. (2015) outline common features of effective safe at home programmes, including:

- the promotion of economic security to enable victims to remain at home and be financially independent from the perpetrator
- safety planning and risk assessment in collaboration with agencies who have knowledge of the perpetrator's behaviour
- funding for home security and property upgrades
- the use of protection and exclusion orders to discourage perpetrators from entering the property
- provision of security alarms for high-risk clients
- coordinated case management over time
- peer support
- client advocacy and support to engage with other services and agencies
- capacity-building of local interagency partners to facilitate an integrated response.

Evidence suggests that interagency, government-wide policy and practice will ensure the best and most sustainable outcomes for victims by 'allowing the option to remain in the family home safely to be one of a broad number of alternatives from which women can choose' (McFerran, 2007, p. 21).

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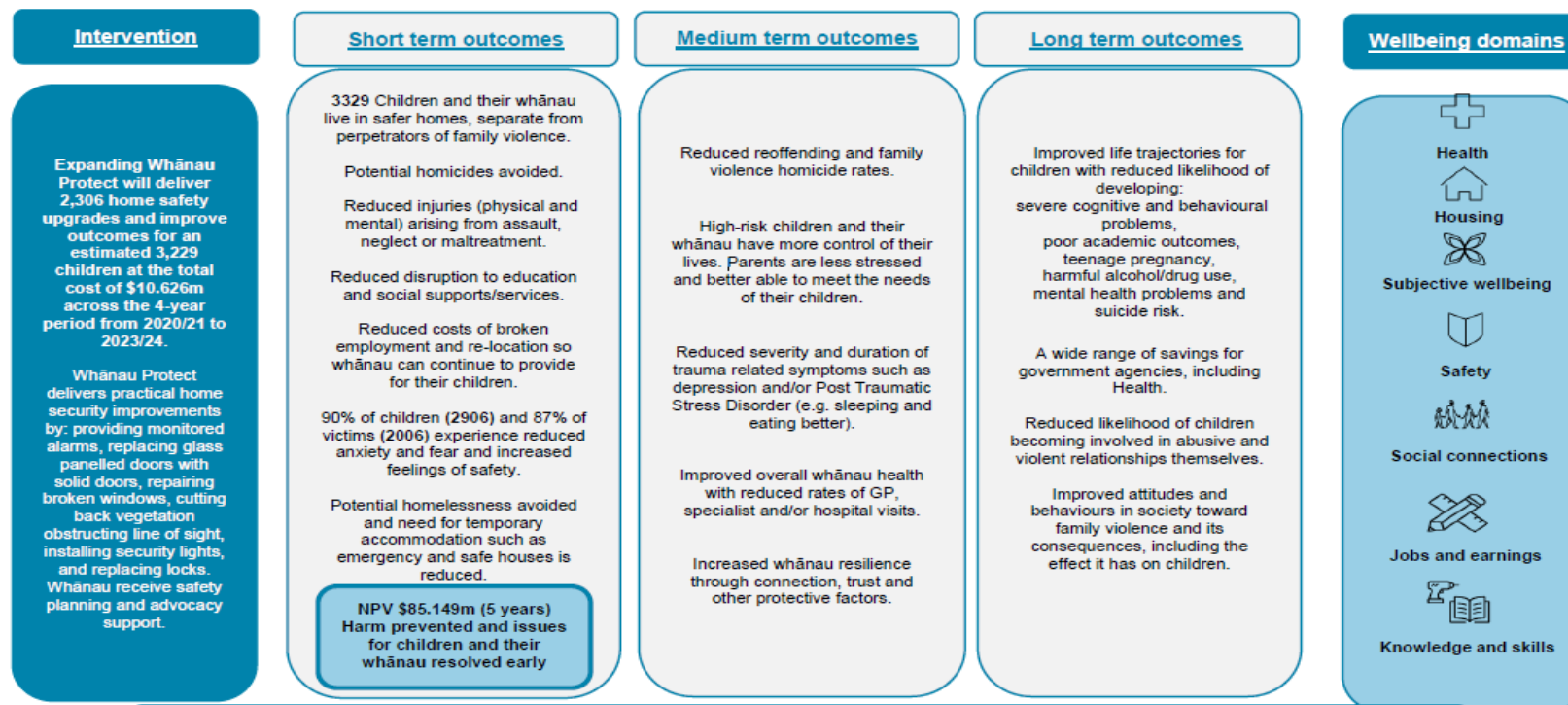
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12 Appendix

12.1 Intervention Logic

Intervention Logic Map

Problem: Children exposed to repeat family violence are more likely to experience negative and deprived life trajectories as adults. The period when families separate is a dangerous, sometimes lethal time for victims and their children. Victims seeking safety often have to relocate, incurring costs and further trauma that can have lasting impacts on whānau.



Ideal future state: Children and whānau live good, violence-free lives and flourish in their communities.

12.2 Ethics Approval

New Zealand Ethics Committee

Te Roopu Rapu i te Tika

22 October 2021

Sue Allison
GravitasOPG
Level 12, 44-52 Wellesley Street West
Auckland

NZEC Application 2021_49

Tēnā koe Sue Allison

The New Zealand Ethics Committee has reviewed your application for *Evaluation of the Whānau Protect Service* and has agreed that the project meets appropriate ethical standards for social research in Aotearoa New Zealand. We can therefore confer full ethical approval for your application.

The ethos of the NZEC is to see ethics review as an ongoing iterative relationship. After the formal ethics review the research questions and the research design often change. We therefore encourage you to return to the Committee at any time if any ethical dilemmas arise in the future.

This approval expires three years after the date of approval.

We wish you every success for your research project.

Mauri ora,

P.P. 

Dr Joy Panoho
NZEC Chair
chair@nzethics.com

<http://www.nzethics.com/>

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12.3 Client Information Sheet

Evaluation of the Whānau Protect Service Information Sheet for Clients/Whānau

The Whānau Protect service has been designed to help people who are at risk of family violence to stay safely in their own homes. The service is funded by the Ministry of Justice, who has asked GravitasOPG (an independent research company) to find out how the Whānau Protect service is going and if it could be improved for other whānau/clients who may need to use it in the future.

As someone who has received the service, we would like to hear your views – for example, what do you like about the Whānau Protect service? What parts of the service haven't gone so well for you? It is also a chance to let those who deliver the service know what difference it made for you.

Frequently Asked Questions

Q. What will happen to the information I give?

A. Your information will be kept confidential and secure at all times. Information from your interview or questionnaire, along with others, will be summarised in a report for the Ministry of Justice. No-one at Women's Refuge, the Police or any other organisation or person will know whether or not you took part in the research or what you have said. Also, no names will be included in the report and no-one reading the report will be able to tell who took part in an interview or completed a questionnaire.

Q. What will be involved if I agree to take part?

A. There are two ways that you can take part.

1. **An interview/hui with either Sue or Tania (the researchers):** This would take between half an hour and an hour (depending on how much you have to say) and could be at any place convenient and safe for you (your home, marae, church, community meeting room etc.) or by video link (Zoom, Teams, Google Meet, Facetime etc.) You are welcome to have a friend, whānau or other support person with you at the interview. If, for any reason, you needed to end the interview and wanted to continue at a later time or date, that would be fine.

With your permission, the interview would be recorded for transcription and analysis – but you don't have to agree to this.

OR

2. **Survey questionnaire:** This will be questions that you can write your answers to, either online or on a paper form with a freepost mail back. You wouldn't have to put your name on the questionnaire.

Q. What will the questions be about?

A. We will ask for your views on Whānau Protect, which areas of the service are working well, and which could be improved. There will be no right or wrong answers, we are just interested in your thoughts and experiences of the service.

We will also ask some questions about you personally (your ethnicity, age group, gender, disability status, whether you have children). This is so that we can assess whether there are differences in effectiveness of the service for different groups of people.

Q. Will I receive anything for my time?

A. Everyone who takes part in an interview will be offered a \$75 Prezzy card as koha for their time. If you choose to do the survey instead, you will go in the draw to win one of four \$75 Prezzy cards. You can also receive a summary of the research findings if you would like to

Q. What are my rights?

A. You have many rights when taking part in this review:

- Participation is voluntary. It is your choice whether you participate or not, and you may withdraw your consent and stop the interview at any time.
- You may choose to withdraw the information you provide up to two weeks after your interview or after you have sent in your questionnaire, so that it will not be used. You would just need to contact Sue Allison (details below).
- During the interview, you do not have to answer all the questions if you do not want to.
- You have the right to choose whether the interview is audio-recorded or not. If you do not want to be audio-recorded, the interviewer will take written notes.
- Whether you participate in this research will not affect any current or future relationship you have with the Ministry of Justice or other government agencies.
- You can request a copy of your interview transcript from Sue Allison (details below) within three months of the interview.

Q. What if I have more questions?

If you have any questions about the interview or participating in this research, please contact:

Sue Allison
Researcher
GravitasOPG
suea@gravitasopg.co.nz
09 3568842 / 021 366808

OR

Chris O'Grady
Senior Advisor | Victims and Prevention
Services
Ministry of Justice
Christopher.O'Grady@justice.co.nz
P 04 494 9861 | X 50861

Q. How do I register my interest to take part?

A. If you would like to take part in an interview, you can contact Sue by email, text or phone Sue using the contact details above – or, with your consent, your advocate can pass your contact details on to the researchers.

12.4 Client Discussion Guide

Ministry of Justice Whānau Protect Evaluation Client Discussion Guide

1. Introduction and Context

- Overview and purpose of process evaluation and GravitassOPG role
- Aims of discussion; expected duration; roles of participants
- Explain that we will not be asking about the details of any specific incidents of violence or victimisations (i.e., who was involved or what happened) – we will be asking about the service and what difference it has made. This will include questions about whether there were further incidents of violence during and after the service, however you can choose not to answer these if you prefer.
- How the information will be used
- Confidentiality and anonymity
- Purpose and permission of recording
- Opportunity for questions
- Reconfirm participant is happy to go ahead with interview.
- Explain and sign consent form (remote interviews: ask participant to photograph and pxt or email OR hold up to the camera for interviewer to screen shot)
- Before we start, can I just check, are you currently in the service or have you finished? What year and month did the service start for you?

Note: Some participants will be current clients and some exited clients. Interviewer to adapt questions appropriately.

- Could we please start by you telling me a little bit about yourself...?

2. Awareness of the Service

- How did you first learn about the Whānau Protect Service?
If not clear, prompt for: Who told you about the service? Approximately when did you first learn about it? What were you told? Had you ever known anyone else receiving the service?

- What were your first thoughts about the service? What did you like the sound of? What concerns did you have?

3. Referral Process

- How did you get in touch with the Whānau Protect Service? Can you talk me through the process for you...
If not clear, prompt for: Who was referral made by? What did they tell you prior to making the referral? How did you feel about it? What involvement did you have in this process?
- Did you have a protection order in place at the time of referral? Or apply for one?
- What information were you given about what to expect from the service? What about the timeframes to expect? Who provided this information? Was there any information that you would have liked about the service but didn't receive?
If not clear, prompt for: Quality of information; How easy/difficult to understand.
- Did you, or someone else, have to apply for the service? Tell me about the process. What did you have to do? What information did you have to provide? How did you feel about providing this information? How long did the process take?
- How did you feel when you found out you would be receiving the service?
- If you hadn't received the service/if they said you were not eligible, what would you have done? Did you have another plan?
- Thinking about the process you went through to get started with the Whānau Protect Service, is there anything that could have been done better? Are there any changes you think need to be made?

4. Alarm Installation and Use

- Did you have an alarm installed? Tell me about the alarm installation...

If not clear, prompt for: Did you have an alarm provided by the Police first? How long after the referral was the WP alarm installed? Who installed it? How much information were you provided about the alarm and how it works? Who provided information? How easy or difficult was it to install the alarm, to understand how it works/what would happen if triggered?

- How did you feel about the alarm being installed?
- If relevant: How did your children/other household members feel about the alarm being installed?

- What difference did it make to you once it was installed? To others in your household?
- Where do/did you generally keep the alarm pendant?
- Did you ever need to trigger the alarm? If yes, how many times?
- How quickly did the Police respond? If more than one trigger: How much did response times vary?
- How did you feel about the response time?
- Was there anything that didn't work well about having the alarm installed? Or using it?
- Are there any ways that having the alarm could have been improved?

5. Property Upgrade

I now want to ask you some question about the property upgrade. Before I do, can I just ask some questions about the property itself:

- Have you only been in one property whilst in the Whānau Protect service, or more than one? *If more than one, probe to find out why*
- What type of house is/was it...e.g. standalone house, apartment, sleepout, unit, terraced house?
- How would you describe the location? Is/was it in an urban, suburban, rural or remote area?
- And who was living in the house with you? *Children; extended family/whānau; flatmates/others*
- Who owns/owned the home?
- Tell me about the security upgrade to the property you were living in...

If not clear, prompt for: Timeframe to get the property upgrade done? What work was done? What input did you have into decisions about changes to be made? Who else had input (landlord)? How did you find dealing with contractors/having contractors in the house?

- How did you feel about the property upgrade being done?
- What difference did it make to you once the upgrade was done?
- What difference did it make to others in your household once the upgrade was done?
- Was there anything that didn't work well about the property upgrade?
- Are there any other upgrades that you would have liked to have had made but weren't? Why weren't they done? What difference would they have made?
- Are there any ways the property upgrade and the process to do the upgrading could have been improved?

6. Further Victimisations

I'd like to ask you about any family violence that you experienced while in the service, but if you would prefer me not to, I can skip to the next set of questions. Confirm it is Ok to continue.

- *If not clear from discussion on alarm triggers:* Has/did the offender/perpetrator/user of violence attempt(ed) to enter the house (during the service?) Did you use the alarm each time? If not, why not?
- Have you or your children experienced any family violence since being in the service?
- If yes, how many times has this occurred? Where did these incidents occur?
- What, if any, assistance did you need to seek?

If exited the service:

- Has the offender/perpetrator/user of violence attempted to enter the house since the service finished?
- Have you or your children experienced any family violence since finishing the service?
- If yes, how many times has this occurred? Where did these incidents occur?
- What, if any, assistance did you need to seek?

7. Service Exit

- How long altogether were you in the service for?
- *If longer than 6 months:* How did the service extension come about? Who suggested this? How did you feel about that?
What difference did that make?
- How did you feel about the alarm being taken out?
- Did you understand your options for keeping it in place?
- Would you have liked to have kept the alarm for longer if you could have? If yes, why didn't you keep it?
- Ideally how long do you think the alarm should be in place for?

8. Service Satisfaction and Outcomes

- Overall, how satisfied are you with the service you received from everyone involved in the Whānau Protect service?

If not clear: Why do you feel that way?

I want to understand what difference the Whānau Protect service has made to you and your household.

- When the service first started, were you working, study, are on a benefit? Did this change over the time of the service? If yes, how? Why? *Probe to understand impact of service*

- Over the time you have been in the service, have your children stayed in the same kura/schools?
If not, probe for reasons/to understand impact of service.
- Over the time you have been in the service, have you kept the same social networks – friends, social groups, clubs, faith-based community etc? *If not, probe for reasons/to understand impact of service.*
- Over the time you have been in the service, do you think your health and wellbeing had changed? If yes, how? *Probe for reasons/to understand impact of service.*
- Over the time you have been in the service, do you think the health and wellbeing of others in your household has changed? If yes, how? *Probe for reasons/to understand impact of service.*
- *If exited the service:* Are you still living away from the offender/perpetrator/user of violence?

- If you had not received the Whānau Protect service, how do you think your experience would have been different? Where would you be? Where would your children and other family members be?

- What other positive impacts do you think the Whānau Protect service has had on you and your household?
- What, if any, negative impacts do you think the Whānau Protect service has had on you and your household?

- If you found yourself in a similar situation as you were in prior to starting the service, would you consider asking or agreeing to go back onto the Whānau Protect service again? Why/why not?

9. Improvements

- How do you think the service could be improved to make it better for clients in the future?

10. In closing

Other thoughts/comments

(If not already clear) And just a little bit about you....

- Does/did anyone in your household (at the time of the service) have a disability?
- Does/did anyone in your household (at the time of the service) identify as part of the rainbow/LGBTQI community?

- What ethnicities do you identify with?
- What gender do you identify with?
- What is your age group? (i.e. 20s, 30s, 40s, 50s, 60s)
- Who else was living in the home? If children, check ages of children.
- Who owned the house you were living in at the time of the service?
- Who referred you to the service?
- Did you have a protection order in place?

Offer koha or get address details to send

Thank and Close

12.5 Professional Stakeholder Information Sheet

Evaluation of the Whānau Protect Service Information Sheet – Professionals

The Whānau Protect service helps victims of family violence who experience repeat victimisation and are at high-risk of serious assault or death. The programme aims to reduce future victimisation by helping victims to safely remain in their own homes.

The Ministry of Justice has commissioned GravitassOPG to conduct an evaluation of Whānau Protect to understand its effectiveness, identify any barriers to service delivery, and to make recommendations to help improve the service.

Why have I been selected?

We are inviting you to take part as you play a role in the delivery of Whānau Protect. Your thoughts and comments are important to help us understand how well it works.

What will my participation involve?

We are inviting you to participate in an interview that will last 45-60 minutes (depending on your level of involvement). It will take place at a time and location that suits you, or by video link. With your permission, the interview will be recorded for transcription and analysis.

What will the questions be about?

This evaluation will look at the current service provision of Whānau Protect. It seeks to understand how the service is currently being delivered and explore what impact has the service had on overall whānau health and wellbeing. You will be asked about your role in the service and your perspectives on the service's effectiveness for clients. We will also ask you about which areas of the service are working well and which might be improved.

What will happen to my information?

The information from the interview will be summarised in an evaluation report for the Ministry of Justice. No data in the report will be attributed to individual participants by name. All interview data and research notes will be stored securely by GravitassOPG. The Ministry of Justice will not see data from individuals. A summary of the evaluation findings will be provided to all participants at the conclusion of the evaluation and the full report will be published on the Ministry's website.

Confidentiality and Anonymity

Your responses will be confidential and only the evaluators will know what you have said.

In some regions and for some roles there are only small numbers of people involved in delivering the service which makes guaranteeing anonymity more challenging. We will discuss any anonymity concerns with these people individually prior to their interview.

What are the possible benefits and risks of this study?

Your participation will give us useful information that can be used to improve services provided to victims of family violence. We have not been able to identify any significant risks of participating.

12.6 Professional Stakeholder Discussion Guide

Ministry of Justice

Whānau Protect Evaluation

Professional Participant Discussion Guide

Note: It is intended that this discussion guide will be adapted for use for the range of professional participants (referrer, advocate, contractor, Police, NCIWR staff, Tunstall staff, MOJ previous contract managers) by selecting questions relevant to their roles).

Introduction and Context

- Overview and purpose of process evaluation and GravitasOPG role
 - Aims of discussion; expected duration; roles of participants
 - How the information will be used
 - Confidentiality and anonymity
 - Purpose and permission of audio/video recording
 - Opportunity for questions
 - Reconfirm participant is happy to go ahead with interview.
- Tell me about your role in the Whānau Protect service. What do you do on a day-to-day basis? Who else in the service do you interact with?

I now want to ask you about some specific aspects of the service. *Select sections relevant to the stakeholder's role.*

Awareness, Referral and Eligibility/Assessment

- How are potential clients and potential referrers made aware of the service? Does this differ by region?
- Do you think there is sufficient awareness of the service among family violence NGOs? Referrers/potential referrers? The Police? Kāinga Ora/Housing NZ? Private landlords? If not, what are the implications of this? How could this be addressed? What impact would greater awareness have?
- Do you think there is sufficient awareness of the service among potential clients? If not, how could this be addressed?
- The current eligibility criteria for the service is that the victim must be living separately from the perpetrator, intends to remain living separately from the perpetrator, and does not intend to invite

the perpetrator into their home. The victim must also fear further victimisation from the perpetrator that could result in serious physical injury. What are your views on this criteria?

- If a client must always have a protection order in place to be eligible for the service, why is the Whānau Protect service needed as well? How are the two types of support different? How do they work together? Are they both needed?
- The 2017 evaluation recommended that eligibility criteria for the service be relaxed so at-risk clients who may not meet the 'high risk' threshold could be included. Was this done? If yes, what changes were made? How successful have these been? If not done, why not?
- How could the eligibility criteria be modified to better meet the needs of victims of FV? Ideally who would you like to see be eligible for the service/what eligibility criteria would you set? Why?
- What is the current process for organisations to make a referral to the service? Does this differ by region? What works well in the process? What doesn't work so well? *Probe for feedback on the referral form.* What improvements could be made?
- How does the self-referral process work? What improvements could be made?
- Why do some potential referrers not refer to the service? What are the barriers?
- What changes could be made to encourage greater referrals?
- What is the current process for assessing eligibility? Does this differ by region? Who is involved in the process? To what extent is the client involved?
- What works well in the assessment process? What doesn't work so well? What improvements could be made?
- How long does the assessment process take? Are there any impacts on the client of this timeframe? Could the process be done any faster?
- One of the recommendations made in the 2017 evaluation was to streamline the assessment process. Was this addressed? If yes, what changes were made? How successful have these been? If not addressed, why not? What were the barriers?
- On what grounds are clients typically deemed not eligible for the service? What happens to those who are deemed to be not eligible?

Property Upgrades

- What is the process for getting upgrades made to properties?
- What works well in this process? What doesn't work so well/what are the barriers?
- One of the recommendations from the 2017 evaluation was to speed up turnaround times for upgrades. Was this addressed? If yes, what changes were made? How successful have these been? If not addressed, why not? What were the barriers?
- The 2017 evaluation recommended that the budget for upgrades be increased. Was this addressed? If not, why not? Are the current upgrades sufficient? Is the budget sufficient? What more could be done if more budget was available? What difference would this make?

- Do the upgrade happen quickly enough? What are the barriers to faster turnaround times? What are the implications of this for clients?
- How have you found dealing with Kāinga Ora/Housing NZ in making property upgrades? How have you found dealing with private landlords? What are the challenges or barriers to working with these groups? What concerns do they raise about the process? When do things work well when dealing with these groups?
- For landlords/ Kāinga Ora/Housing NZ:
 - Have there been occasions when you/your organisation has refused to have security upgrades done to a property? If so, why was this?
 - From your perspective, what challenges or issues exist for home security upgrades?
- Do you think there is enough awareness of family violence among Kāinga Ora/Housing NZ? Among private landlords? Is this a barrier to property upgrades?
- What more could be done to work successfully with Kāinga Ora/Housing NZ and private landlords? What impact could this have on clients?
- What feedback have you had from clients about their upgrades? *Probe for both positive and negative feedback/experiences*

Alarms

- What is the current average alarm installation timeframe? Does this vary by region? How do you feel about this timeframe? What impacts does this timeframe have – on clients, on other stakeholders delivering the service?
- One of the recommendations from the 2017 evaluation was to speed up turnaround times for alarm installations. Was this addressed? If not, why not? What were the barriers?
- What are the barriers to faster installation timeframes?
- How could the alarm installation process be improved? What would be needed for these improvements to happen? What would the impacts be for clients?
- What feedback have you had from clients about the alarms? *Probe for both positive and negative feedback/experiences*
- (In theory) What is the process for when an alarm is triggered?
- Is this how the process always works? If not, why not?
- Tell me about the Police response to an alarm trigger. *Probe: Always responded to? How quickly? How do response times vary and why etc.*
- What improvements could be made to the alarm response process?

- What are your thoughts on the alarm period of 6 months?
- In what situations (and how often) do clients require less time than this?
- In what situations (and how often) do clients require more time than this?
- Ideally what should the alarm period be? What would the impacts of this be?

Meeting Client Needs

- Which client group(s) does Whānau Protect work best for? Why these?
- Are there any groups that you think the service is not suitable for or currently doesn't work well for? Probe for reasons why.
- *Probe to check suitability for different ethnic groups, large/multi-generational households, rainbow communities, disabled, males, older victims, those in temporary housing/homeless*
- If not, what implications does this have for the service? How could this be addressed?
- When we ask clients whether they have been satisfied with the Whānau Protect service, what do you think they will say? Why?
- Why do some clients return to the service? Are there particular characteristics of returning clients?
- Is the return of clients to the service a good thing or a bad thing?

Impacts of the Service

- What positive impacts of the service have you observed or are you aware of on client/whānau safety and wellbeing?
- What positive impacts of the service have you observed or are you aware of on others e.g. children of the client, user of violence maybe? Stakeholders?
- What negative impacts of the service have you observed or are you aware of? *Probe to understand how/why these occurred*
- Overall, how effective do you think the service has been at reducing further family violence incidences and keeping victims safe from further harm? Probe for reasons

Final Comments (All)

- Are there any other changes proposed that you are aware of that we haven't discussed?
- Can you think of any ways that the service be improved that we haven't already discussed?
- Just hypothetically, imagine that the service had received an additional significant injection of money. How do you think this money should be spent within the service to get maximum benefit for clients?
- Final thoughts and participant-initiated comments

Thank and close

12.7 Referrers Survey Questionnaire

Ministry of Justice – Whānau Protect Evaluation Survey Questionnaire – Referrers (FINAL)

Email text:

Dear [insert first name]

The Ministry of Justice has commissioned GravitiasOPG to conduct an evaluation of the Whānau Protect service. The purpose of the evaluation is to understand its effectiveness, identify any barriers to service delivery, and to make recommendations to help improve the service.

As someone who has referred clients to the Whānau Protect service, your views are important to help us understand how well it is working and how it could be improved.

The information you provide will be kept confidential. We will not report in a way that will identify you, anyone else or the organisation you work for. Neither NCIWR nor the Ministry of Justice will know who has taken part.

This questionnaire should take about 10-12 minutes to complete, depending on how much you have to say.

Alternatively, if you would prefer to provide your answers verbally, you can contact Sue Allison on 021 366808 or suea@gravitasopg.co.nz

Please click on this link to start the survey: [Insert link to survey]. The survey will remain open until 8th April.

1. What kind of organisation do you work for?

Single response

1. NGO
2. Police
3. Other government agency [please state]
4. Private sector organisation
5. Other *Please describe*

2. What is your role within your organisation?

Multiple responses

1. Refuge advocate / kaimahi
2. Refuge manager
3. Social worker
4. Support worker
5. Other *Please describe*

3. How long have you been in this role? *If more than one role: Please think about the role you have been in the longest*
Single response

1. Less than 12 months
2. 12 – 24 months
3. More than 24 months

4. In which area are you based?

1. Northland
2. Greater Auckland (Rodney to Bombay Hills)
3. Midlands (Waikato, Gisborne, Bay of Plenty)
4. Central (Taranaki, Manawatu/Whanganui, Hawkes Bay, Wellington)
5. South Island

5. Approximately how many clients have you personally **referred** to the Whānau Protect service?
Single response

1. None
2. 1
3. 2-5
4. 6-10
5. 11-20
6. 21-50
7. More than 50

6. What is currently working well in relation to the **referral process** to the Whānau Protect service?
Write in - or

99. Nothing working well

7. How could the **referral process** be improved?
Write in - or

99. No improvements needed

8. Have any of the clients you have referred to the service been **declined**?
Single response

1. Yes *Ask Q9*
2. No *Skip to Q10*
3. Not sure *Skip to Q10*

If decline experienced, ask:

9. What were the **reasons for decline**?
Write in - or

99. Was not informed of reasons for decline

10. How would you describe your current understanding of the **eligibility criteria** for the Whānau Protect service –who it is intended for and in what circumstances etc? *Single response*

1. I have a comprehensive understanding
2. I have some understanding
3. I have limited understanding
4. I have little or no understanding of the service

11. What aspects of the service would it be useful for you to have **more information** about?
Write in - or

99. No. No further information needed

12. The current **eligibility criteria** for the Whānau Protect service is that the victim must be living separately from the perpetrator, intends to remain living separately from the perpetrator, and does not intend to invite the perpetrator into their home. The victim must also fear further victimisation from the perpetrator that could result in serious physical injury or death. What are the challenges of these criteria for the clients you work with?

Write in - or

99. No challenges; the current criteria are completely appropriate and workable

13. What do you think are the **strengths** of the Whānau Protect service? What aspects work well? Why do you refer your clients to this service?
You might like to consider awareness of the service, the property upgrades, alarm installation and Police response, time frames, budgets, relationships with other stakeholders such as contractors, landlords, Police.

Write in – or

99 No strengths

14. What are the **weaknesses** of the Whānau Protect service? What aspects don't currently work well?
You might like to consider awareness of the service, the property upgrades, alarm installation and Police response, time frames, budgets, relationships with other stakeholders such as contractors, landlords, Police.

Write in – or

99 No weaknesses

15. What **impacts** for clients and their families/whānau have you observed from the service? These could be positive or negative.

Write in - or

99. None – there have been no impacts

100. Don't know

16. Overall, how **effective** do you think the service is for helping prevent clients from experiencing further family violence?

Single response

1. Very effective
2. Somewhat effective
3. Not very effective
4. Not effective at all
5. Varies too much to say
6. Too soon to tell
7. Don't know

17. How could the **effectiveness of the service at preventing further victimisation be improved**? What else needs to be done? These might be enhancements to the Whānau Protect service itself and/or changes required outside the service. You can be as creative as you like.

Write in - or

99. No improvements needed

18. Please provide any other feedback on the Whānau Protect service.

Write in

19. If you would be willing to provide more in-depth feedback on the Whānau Protect service via an short telephone or online interview, please provide your details below:

Name

Email address

12.8 Advocates Survey Questionnaire

Ministry of Justice

Whānau Protect Evaluation

Survey Questionnaire – Advocates/Refuge Kai Mahi

The Ministry of Justice has commissioned **GravitasOPG** (and independent research company) to conduct an evaluation of the **Whānau Protect service**. The purpose of the evaluation is to understand its effectiveness, identify any barriers to service delivery, and to make recommendations to help improve the service.

As a Women's Refuge advocate/kaimahi, you may have referred to and/or delivered the Whānau Protect service and so your views are important to help us understand how well it is working and how it could be improved. Even if you have not personally referred anyone to the service, we are still keen to hear your views.

The information you provide will be kept confidential. We will not report in a way that will identify you, anyone else or the organisation you work for. Neither NCIWR nor the Ministry of Justice will know who has taken part.

This questionnaire should take about 10-12 minutes to complete, depending on how much you have to say.

Alternatively, if you would prefer to provide your answers verbally, you can contact Sue Allison on 021 366808 or suea@gravitasopg.co.nz

Please click on this link to start the survey: [Insert link to survey] The survey will remain open until 8th April.

1. What is your role in relation to the Whānau Protect service?

Multiple response

1. Whānau Protect co-ordinator/administrator for your organisation
2. Refuge advocate
3. Refuge manager
4. Other *Please state*

2. How long have you been in this role? *If more than one role: Please think about the role you have been in the longest.*

Single response

1. Less than 12 months
2. 12 – 24 months
3. More than 24 months

3. In which region are you based?

Single response

1. Northland
2. Auckland
3. Bay of Plenty
4. Wellington
5. Christchurch

4. Approximately how many clients have you referred to the service?

Single response

1. None *Skip to Q7*
2. 1
3. 2-5
4. 6-10
5. 11-20
6. 21-50
7. More than 50

5. What is currently working well in relation to the **referral process** to the Whānau Protect service?

Write in - or

99. Nothing working well

6. How could the **referral process** be improved?

Write in - or

99. No improvements needed

Now skip to Q8

For those who have not referred anyone (Code 1 in Q4), ask:

7. For what reasons have you not referred clients to the Whānau Protect service? Please provide as much detail as possible.

Write in

8. The current **eligibility criteria** for the Whānau Protect service is that the victim must be living separately from the perpetrator, intends to remain living separately from the perpetrator, and does not intend to invite the perpetrator into their home. The victim must also fear further victimisation from the perpetrator that could result in serious physical injury or death. What are the challenges of these criteria for the clients you work with?

Write in - or

99. No challenges; the current criteria are completely appropriate and workable

9. What do you think are the **strengths** of the design of the Whānau Protect service? What aspects work well?

You might like to consider awareness of the service, the property upgrades, alarm installation and Police response, time frames, budgets, relationships with other stakeholders such as contractors, landlords, Police.

Note that this question is about the design only. The next question will ask about provision of the service.

Write in – or

99. No strengths

10. What are the **weaknesses** of the design of the Whānau Protect service? What aspects don't currently work well?

You might like to consider awareness of the service, the property upgrades, alarm installation and Police response, time frames, budgets, relationships with other stakeholders such as contractors, landlords, Police.

Note that this question is about the design only. The next question will ask about provision of the service.

Write in – or

99. No weaknesses

11. What factors currently help **support the effective delivery** of the Whānau Protect service?

Write in - or

100. None

101. Don't know

12. What are the **barriers to effectively delivering** the service?

Write in - or

99. None

100. Don't know

13. To what extent do you think the Whānau Protect service currently meets the **safety and security needs** of clients?

Single response

1. Fully meets their safety/security needs
2. Mostly meets their safety/security needs
3. Partially meets their safety/security needs
4. Meets very few of their safety/security needs
5. Does not meet their safety/security needs at all
6. Don't know

14. What **impacts for clients and their families/whānau** have you observed from the service? These could be positive or negative.

Write in - or

- 101. None – there have not been any impacts
- 102. Don't know

15. Overall, how effective do you think the service is for **supporting victims to remain in their homes?**

Single response

- 8. Very effective
- 9. Somewhat effective
- 10. Not very effective
- 11. Not effective at all
- 12. Varies too much to say
- 13. Too soon to tell
- 14. Don't know

16. What **barriers** exist for clients to remain in their own homes even with the Whānau Protect service in place?

Write in – or

99 No barriers that I am aware of

100 Don't know

17. Overall, how effective do you think the service is for **helping prevent clients from experiencing further family violence**?

Single response

1. Very effective
2. Somewhat effective
3. Not very effective
4. Not effective at all
5. Varies too much to say
6. Too soon to tell
7. Don't know

18. How could the **effectiveness** of the service at preventing further victimisation be **improved**? What else needs to be done? You can be as creative as you like.

Write in - or

102. No improvements needed

19. Just hypothetically, if the service was to receive an **additional injection of funding**, how do you think this money should be spent within the service to get maximum benefit for clients – and why?

Write in – or

100 Don't know

20. Please provide any other feedback on the Whānau Protect service.

Write in

12.9 Contractors Survey Questionnaire

Ministry of Justice Whānau Protect Evaluation Survey Questionnaire – Contractors (DRAFT)

Email Text

The Ministry of Justice has commissioned GravitiasOPG to conduct an evaluation of the Whānau Protect service. The purpose of the evaluation is to understand its effectiveness, identify any barriers to service delivery, and to make recommendations to help improve the service.

As someone who contracts to the National Collective of Independent Women's Refuges (NCIWR) to undertake security upgrades to clients' homes for the Whānau Protect service, your views are important to help us understand how well it is working and how it could be improved.

The information you provide will be kept confidential. We will not report in a way that will identify you, anyone else or the organisation you work for. Neither NCIWR nor the Ministry of Justice will know who has taken part.

This questionnaire should take about 10-12 minutes to complete, depending on how much you have to say.

Alternatively, if you would prefer to provide your answers verbally, you can contact Sue Allison on 021 366808 or suea@gravitasopg.co.nz

Please click on this link to start the survey: [Insert link to survey]. The survey will remain open until the 8th April.

1. What is your role within your organisation?

Multiple responses

- 6. Manager
- 7. Owner
- 8. Tradesperson/worker carrying out security upgrades
- 9. Other *Please describe*

2. How long have you been involved with the Whānau Protect service?

Single response

- 4. Less than six months
- 5. Six to 12 months
- 6. 12 – 24 months
- 7. More than 24 months

3. In which area are you based?
6. Northern
 7. Auckland
 8. Midlands
 9. Central
 10. Southern
4. Approximately how many security upgrades has your business done for the Whānau Protect service?
Single response
8. 1
 9. 2-5
 10. 6-10
 11. 11-20
 12. 21-50
 13. More than 50
 14. Don't know
5. How would you describe the **property audit process**, including the audit form?
Single response
4. Excellent
 5. Good
 6. Just okay
 7. Not so good
 8. Poor
 9. Don't know
 10. It varies
6. How could the **property audit process**, including the form, be improved?
Write in - or
99. No improvements needed
7. How would you describe the **processes for undertaking the security upgrades**? *Single response*
1. Excellent
 2. Good
 3. Just okay
 4. Not so good
 5. Poor
 6. Don't know
 7. It varies
8. How could the **processes for undertaking security upgrades** be improved?
Write in - or
99. No improvements needed
9. How would you describe your **interactions with Women's Refuge advocates**?
Single response
1. Excellent

- 2. Good
- 3. Just okay
- 4. Not so good
- 5. Poor
- 6. Don't know
- 7. Haven't had any interactions with Women's Refuge advocates *Skip to Q11*
- 8. It varies

10. How could interactions with Women's Refuge advocates improved?
Write in - or

99. No improvements necessary

11. How would you describe your **interactions with Whānau Protect co-ordinators at NCIWR (national office)?**

Single response

- 1. Excellent
- 2. Good
- 3. Just okay
- 4. Not so good
- 5. Poor
- 6. Don't know
- 7. Haven't had any interactions with NCIWR *Skip to Q13*
- 8. It varies

12. How could interactions with NCIWR be improved?

Write in - or

99. No improvements necessary

13. What do you think are the **strengths** of the security upgrades and the upgrade process? What aspects work well?

You might like to consider the quality of information provided to you, what upgrades are in scope for the service, the budget for upgrades, accessibility of properties, your own safety while on site.

Write in – or

99 No strengths

14. What are the **weaknesses** of the security upgrades and the upgrade process? What aspects don't currently work well?

You might like to consider the quality of the information provided to you, what upgrades are in scope for the service, the budget available for upgrades, accessibility of properties, your own safety while on site.

Write in – or

99 No weaknesses

15. Just hypothetically, if the service was to receive an **additional injection of funding** to put towards the property upgrades and the upgrade process, how do you think this money should be spent to get maximum benefit for clients – and why?

Write in – or

100 Don't know

16. Please provide any other suggestions for improvement or feedback on the Whānau Protect service.

Write in

