

Safer Communities

**ACTION PLAN TO REDUCE
COMMUNITY VIOLENCE &
SEXUAL VIOLENCE**

JUNE 2004

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Government Agencies

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 Department of Child Youth and Family Services
 Department for Courts¹
 Department of Corrections
 Department of Internal Affairs
 Housing New Zealand Corporation
 Land Transport and Safety Authority
 Ministry of Education
 Ministry of Health
 Ministry of Pacific Island Affairs
 Ministry of Social Development
 Ministry of Women's Affairs
 New Zealand Police
 Te Puni Kokiri

Community Organisations

Hospitality Association of New Zealand
 The Internet Safety Group
 Local Government New Zealand
 Neighbourhood Support
 New Zealand Maori Council
 National Network of Stopping Violence Services
 Rape Crisis
 SAFE Network
 Victim Support
 Wellington STOP
 Women's Refuge

The effort of the network of 65 New Zealand Safer Community Councils is especially acknowledged. The network coordinated written feedback on the initial draft discussion document and organised consultation meetings with communities in Kaitaia, Kaikohe, Whangarei, Pukekohe, Hamilton, Tokoroa, New Plymouth, Wellington and Christchurch. Community concern about violence in New Zealand communities was evident in the written submissions and feedback received from consultations.

¹ Before it merged with Ministry of Justice in October 2003

Foreword

Violence is a problem of considerable concern to all New Zealanders. It is a problem that can have devastating effects on individuals, families and communities, both in terms of physical injury and emotional trauma caused directly to victims, and in terms of the fear it generates among the wider community. People are more fearful of violence than any other type of crime.

It is hard to measure exactly how much violence exists in society. However, international comparisons estimate that while there is more violence in New Zealand than we would like, the rate of violent crime here is lower than it is in many comparable countries including England, Wales and Canada, and significantly lower than in the United States of America.

I want to send the message, however, that any level of violence is unacceptable.

This Action Plan to Reduce Community Violence and Sexual Violence responds to a need identified in the Government's Crime Reduction Strategy. It complements the Government's other violence prevention strategies, particularly Te Rito: The Family Violence Prevention Strategy, to form a more comprehensive approach to addressing violence in New Zealand.

This Action Plan aims to contribute to a reduction in community and sexual violence in New Zealand by addressing alcohol related violence, violence in public places, sexual violence, and attitudes and cultural norms towards violence.

It requires the commitment of central government, local government and community organisations working together in partnership. It involves the development of coordinated approaches to address violence problems at the local level.

I would like to acknowledge the input provided by all the individuals and agencies involved in the development of this Action Plan, particularly those from the non-government sector, and commend their commitment to taking this Action Plan forward to prevent and reduce community violence and sexual violence in New Zealand.



Hon Phil Goff
MINISTER OF JUSTICE

Executive Summary

This Action Plan to Reduce Community Violence and Sexual Violence has been developed, in the context of the Crime Reduction Strategy, to specifically address identified gaps in efforts to reduce sexual violence and community violence in New Zealand. It represents the first steps towards coordinated and comprehensive approaches to reducing community violence and sexual violence.

Definitions

Violence is defined according to the World Health Organisation's definition as:

The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation.² (This includes physical, sexual and psychological abuse.)

For the purpose of this Action Plan:

Community violence is defined as violence between people who are not related, and who may or may not know each other (acquaintances and strangers). It generally, but not always, takes place outside the home, in public places.

Sexual violence is defined as any sexual act, attempt to obtain a sexual act, sexual harassment, or act directed against a person's sexuality, using coercion, by any person regardless of their relationship to the victim, in any setting.³ This includes various forms and contexts of sexual violence such as rape (within a relationship and by strangers or acquaintances), sexual abuse of mentally or physically disabled people and sexual abuse of children.

Development process

This Action Plan was developed by the Ministry of Justice through a process of consultation with a range of central and local government agencies, non-government agencies and the community including the Safer Community Council (SCC) network and the Iwi and Pacific peoples' SCC network.

² World Health Organisation (WHO), 1996, WHO global consultation on violence and health. Violence: a public health priority, Geneva, (document WHO/EHA/SPI.POA.2)

³ Adapted from the WHO definition.

Priority areas

Four priority areas for action have been selected from those identified by stakeholders during the consultation process:

1. Attitudes to violence

The key objectives in this area are to: encourage community responsiveness by informing the community about violence prevention strategies and initiatives, including enforcement activity; promote positive behaviours, healthy relationships and gender roles; and, increase social intolerance to all kinds of violence.

2. Alcohol related violence

The key objectives in this area are to: reduce the incidence of violence where the perpetrator and/or victim are affected by alcohol; improve local level responses to alcohol related violence; and increase the safety of environments where alcohol consumption occurs/licensed premises.

3. Violence in public places

The key objectives in this area are to: reduce opportunities for violent behaviour to occur in public places; improve the design and management of public places; and, improve local level responses to violence in public places.

4. Sexual violence

The key objectives in this area are to: reduce the incidence of victimisation and repeat victimisation; improve planning and coordination of sexual violence prevention and reduction initiatives; and, improve the capacity of services to identify and treat sex offenders to prevent further offending.

These areas were prioritised because they had perceived deficiencies or gaps in existing initiatives, and there is evidence that interventions can be effectively targeted at known risk factors.

The Action Plan specifies a number of new actions to complement and contribute to existing initiatives. These include:

Supporting all violence reduction initiatives:

- Develop a long-term coordinated public education and communication programme for violence reduction that will include:
 - An *Education & Enforcement Package*, consisting of key messages designed to inform a range of audiences about new initiatives to tackle sexual violence and violence in public places (especially involving alcohol and drugs), and to alert them to action that they can take to prevent or reduce violence. They will relate to, and coincide with, focused violence reduction activity at the local level by Local Authorities, Police, local crime prevention partnerships and other agencies
 - *Campaign Integration*, involving the integration of existing or planned violence-related public education/communication initiatives into a more coherent, cost effective and coordinated long-term programme of activity

The overall programme would use a range of media including print, radio and television (programme storylines, documentaries, advertisements) and internet, as well as working local level agencies, and the clients and staff of government and community agencies. It would be managed by an Interagency Programme Management Group.

Reducing alcohol related violence and violence in public places:

- Review local responses to liquor control, including monitoring and enforcement of current legislation
- Develop policy and practice guidelines for Local Authorities, Police and others
- Develop an internet tool box containing violence reduction resources, including model alcohol policies, best practice guides to alcohol initiatives, alcohol accords, community safety audit tools, and evaluation guidelines
- Develop joint place management-law enforcement solutions to areas of persistent disorder and violence in each community through new crime reduction partnerships including Local Councils, Police, Crime Prevention Unit and others
- Encourage Local Authorities and the private sector to incorporate community safety and crime prevention through environmental design (CPTED) principles into public place planning, design and management
- Design and deliver CPTED training for relevant professionals
- Promote research and evaluation, and development of evidence based policy and practice
- Develop messages about preventing and responding to alcohol-related violence, for the public education and communication programme outlined above

- Establish a National Taskforce for Community Violence Reduction to be led by Local Government, in partnership with the Ministry of Justice and Police, to manage action in this area

Reducing sexual violence:

- Develop, implement, monitor and review a coordinated approach to sexual violence, from the prevention of victimisation, to the management of offenders
- Promote and extend school-based prevention programmes
- Review capacity, resourcing and effectiveness of existing services for offenders
- Undertake research to improve capability in offender identification and treatment
- Undertake a qualitative study into sexual victimisation to assess the need to expand and/or redirect victims services
- Develop messages aimed at preventing and responding to sexual violence (including increasing knowledge about sexual offending and healthy relationships) for the public education and communication programme outlined above
- Establish an Interagency Steering Group on Sexual Violence to take responsibility for action in this area

Measuring effectiveness – enhancing assault data:

- Undertake a pilot study to trial improved data collection methods at hospital accident and emergency departments to better inform community safety and violence initiatives and to improve performance monitoring.

Managing implementation

The actions will be managed by three coordinating groups:

- an Interagency Programme Management Group to develop a long-term, integrated and coordinated public education and communication programme for violence reduction;
- a National Taskforce for Community Violence Reduction, to coordinate actions in the area of alcohol related violence, and violence in public places; and
- an Interagency Steering Group on Sexual Violence to develop, implement, monitor and review a coordinated approach to sexual violence, from prevention of victimisation to management of offenders, and to oversee a range of actions as outlined in the Action Plan.

Working in partnership

Partnerships with Maori, Pacific Peoples, other ethnic groups, children and young people, and Non-Government Organisations will be crucial to the effective implementation of this Action Plan at both national and local levels, and will need to be given careful consideration during further development and implementation of actions. The Crime Prevention Unit's local crime prevention partnerships with Local Government and communities will form a good basis for implementing the Action Plan at the local level.

Measuring progress

Each coordinating group is responsible for ensuring that performance indicators and/or evaluation plans are developed for each action, and for reporting every six months to the Crime Reduction Strategy Joint Ministers' Group. The Ministry of Justice will coordinate this process.

In summary

The actions in this plan represent the first steps towards coordinated and comprehensive approaches to reducing community violence and sexual violence. The Action Plan identifies a series of gaps in existing efforts to reduce community violence and sexual violence, and sets out a series of actions to address them.

Ongoing monitoring and evaluation of the actions is important to ensuring the success of the Action Plan, enabling the identification of new challenges, and the redirection of resources to meet those challenges as they arise. This Action Plan should be considered as an evolving plan, to be reviewed in 2005 and updated as necessary.

An overview of the Action Plan is included overleaf.

Summary

Action Plan to Reduce Community Violence & Sexual Violence

Goal: To achieve a reduction in community violence & sexual violence by focusing action to address gaps in four areas:

Attitudes to violence

Encourage community responsiveness by informing the community about violence prevention strategies and initiatives, including enforcement activity

Promote positive behaviours, healthy relationships and gender roles

Increase social intolerance to all kinds of violence

- Develop a long-term coordinated public education and communication programme for violence reduction that will include:
 - *An Education & Enforcement Package*, consisting of key messages designed to inform a range of audiences about new initiatives to tackle sexual violence and violence in public places (especially involving alcohol and drugs), and to alert them to action that they can take to prevent or reduce violence. They will relate to, and coincide with, focused violence reduction activity at the local level by Local Authorities, Police, local crime prevention partnerships and other agencies
 - *Campaign Integration*, involving the integration of existing or planned violence-related public education/communication initiatives into a more coherent, cost effective and coordinated long-term programme of activity
 - The overall programme would use a range of media including print, radio and television (programme storylines, documentaries, advertisements) and internet, as well as working local level agencies, and the clients and staff of government and community agencies.
 - Establish an Interagency Programme Management Group to manage action in this area

Alcohol related violence

Reduce the incidence of violence where the perpetrator and/or victim are affected by alcohol

Improve national and local level responses to alcohol related violence

Increase the safety of environments where alcohol consumption occurs/licensed premises

- Review local level responses to liquor control, including monitoring and enforcement of current legislation
- Develop new standard policy and practice guidelines including for Local Authorities, Police and others involved in liquor control and in addressing local alcohol problems
- Develop an internet tool box containing violence reduction resources, best practice guides to problem identification, effective alcohol initiatives such as alcohol accords, model alcohol policies, etc.
- Promote research and evaluation, and development of evidence based policy and practice
- Develop messages for a range of audiences about preventing and responding to alcohol-related violence, for the coordinated public education and communication programme outlined above
- Establish a National Taskforce for Community Violence Reduction, to coordinate actions in the two areas of alcohol related violence, and violence in public places

Violence in public places

Reduce opportunities for violent behaviour to occur in public places

Improve the design and management of public places

Improve local level responses to violence in public places

- Develop community safety audit tools and other relevant resources for an internet tool box for violence reduction (to be developed by the National Taskforce for Community Violence Reduction) for use by Local Councils, professionals and communities
- Encourage Local Councils and the private sector to incorporate community safety and Crime Prevention Through Environmental Design (CPTED) principles into public place planning, design and management
- Design and deliver CPTED training for relevant professionals (urban planners, architects, community safety officers)
- Develop joint place management-law enforcement solutions to areas of persistent disorder and violence in each community through new local crime reduction partnerships involving Local Councils, Police, Crime Prevention Unit and others

Sexual violence

Reduce the incidence of victimisation and repeat victimisation

Improve planning and coordination of sexual violence prevention and reduction initiatives

Improve the capacity of services to identify and treat sex offenders to prevent further offending

- Develop, implement, monitor and review a coordinated approach to sexual violence, from the prevention of victimisation, to the management of offenders
- Promote and extend school-based education programmes
- Review the capacity, resourcing and effectiveness of existing services for offenders
- Undertake research to improve capability in offender identification and treatment
- Undertake a qualitative study into sexual victimisation to assess the need to expand and/or redirect victims services
- Develop messages aimed at preventing and responding to sexual violence (including increasing knowledge about sexual offending and promoting healthy relationships) for the coordinated public education and communication programme outlined above
- Establish an Interagency Steering Group on Sexual Violence to take responsibility for action in this area

Measuring effectiveness – enhancing assault data

Improve understanding of how much assault occurs, where and when, to better inform community safety and violence initiatives and to improve performance monitoring

- Undertake a pilot study to trial improved assault data collection methods at hospital accident and emergency departments, and trial the application of that information in directing and monitoring violence reduction initiatives

Introduction

Violence is a problem of considerable concern to the community. It affects individual victims in a variety of ways, including physical injury and emotional trauma. It affects people who are not direct victims of violence, by provoking fear and unease in the community.

New initiatives are continually being developed to tackle the range of violent behaviour that exists in New Zealand. This Action Plan to Reduce Community Violence and Sexual Violence has been developed to address specific gaps in reducing sexual violence and community violence in New Zealand. These types of violence were identified as priority areas for action in the Government's Crime Reduction Strategy.

This document sets out definitions of violence and its various types, and provides an overview of the extent and effects of the violence problem in New Zealand. It outlines the causes of violence and strategies for preventing and reducing it. The goals and objectives of this Action Plan are then articulated, focusing on four areas: attitudes to violence, alcohol related violence, violence in public places and sexual violence.

Attitudes to violence, the role of alcohol and the drinking environment, and safety in public places, are all factors that have been identified through consultation and research as contributing to the occurrence of community violence and violence in general. Together with sexual violence they are of particular concern to the community.

This Action Plan focuses on gaps in addressing each of these four areas. There are already initiatives underway, across the government and non-government sectors, to address these issues to some extent. These initiatives contribute both directly and indirectly to violence reduction. This Action Plan provides an overview of existing initiatives, identified gaps, and new actions to address those gaps.

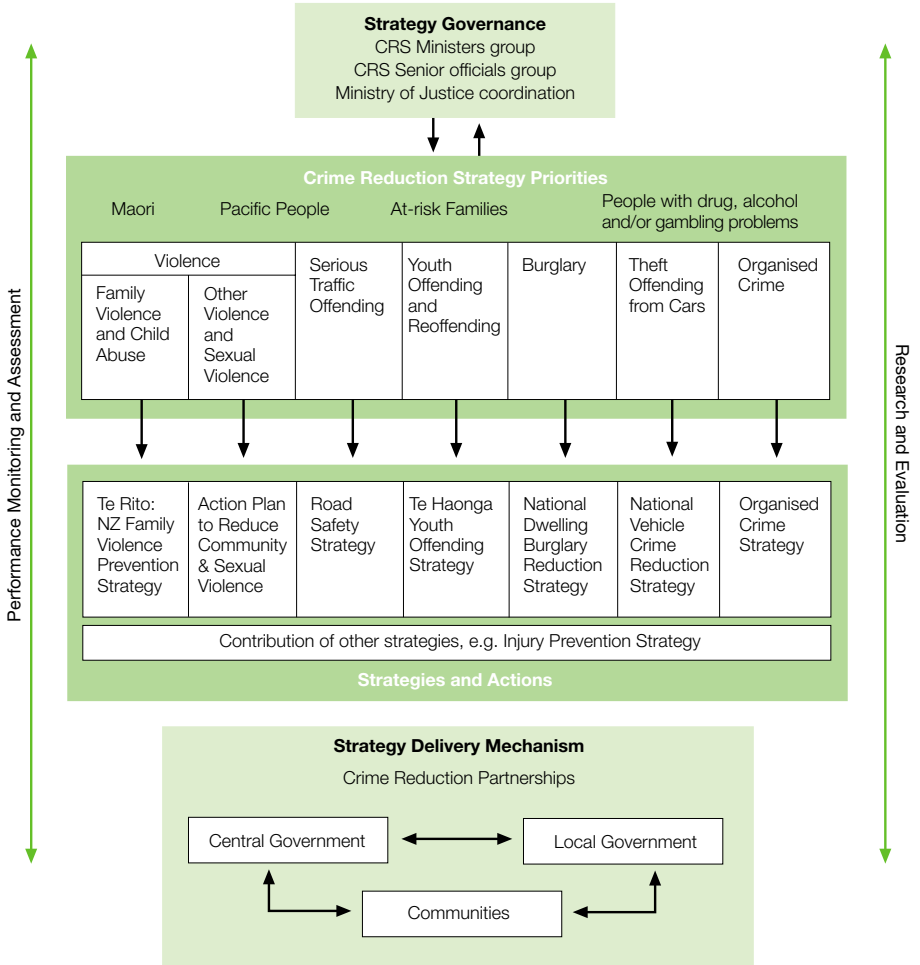
Crime Reduction Context

The Action Plan to Reduce Community Violence and Sexual Violence forms part of the Government's overall Crime Reduction Strategy (CRS), an overarching framework (see Figure 1) designed to encourage the coordinated development and implementation of strategies and actions for crime reduction.

The Crime Reduction Strategy identifies 7 priority areas:

1. to reduce family violence and child abuse
2. to reduce other violence and sexual violence
3. to reduce serious traffic offending
4. to reduce youth offending and reoffending
5. to reduce burglary
6. to reduce theft of and from cars
7. to reduce organised crime

Figure 1. The Crime Reduction Strategy (CRS) Framework



The relationship between Te Rito and this Action Plan

Priority area 1 of the CRS, *family violence and child abuse*, is being addressed by Te Rito: The Family Violence Prevention Strategy.

This Action Plan has been developed specifically to address priority area 2 *other violence and sexual violence*. ‘Other violence’ has been defined according to the World Health Organisations typology of violence (see below) as ‘community violence’, because it relates to violence that is ‘non-family’ violence.

Interventions to prevent and respond to violence cannot be neatly separated into the distinct categories identified in the two violence-related CRS priority areas. In reality, Te Rito and this Action Plan both address aspects of each priority area. For example, child sexual abuse is a form of child abuse and occurs in family situations as well as in a wider community context, highlighting the clear overlap between the two priority areas.

This overlap has been considered in the development of this Action Plan and actions have been designed to complement rather than duplicate initiatives that are already planned or underway as part of Te Rito, or in other areas. Reducing the exposure of children to violence in their homes is likely to reduce the likelihood that children will exhibit violent behaviour themselves. Interventions that reduce levels of family violence should have some impact on community violence generally, as often those who are violent at home are also violent outside the family.

Similarly, prevention and education interventions in this Action Plan relating to sexual violence are aimed at reducing sexual violence wherever it occurs, and whatever the relationship between the perpetrator and victim. While Te Rito does not specifically address sexual violence, initiatives recommended in this Action Plan will impact upon sexual violence occurring within families.

How this Action Plan was developed

The Ministry of Justice developed this Action Plan through consultation with central and local government agencies, non-government agencies and community organisations.⁴ This included the Safer Community Council (SCC) network and the Iwi and Pacific peoples’ SCC network.

The Ministry of Justice prepared an initial discussion document in 2002 on a ‘General Violence Strategy’ which formed the basis of extensive

⁴ A list of agencies consulted in the development of this Action Plan is included in the Acknowledgments section.

early consultations. These consultations together with feedback on the discussion document were central to the identification of the four focus areas for action outlined in this Action Plan.

It became apparent during the course of this work that a 'General Violence Strategy' did not accurately reflect what was required to address the identified gaps in reducing sexual violence and non-family (community) violence, and that instead a specific Action Plan was more appropriate.

An inter-sectoral workshop was held during the drafting of the plan to ensure that agencies agreed with the direction of the Action Plan in terms of the priority areas, identified gaps and possible actions.

Key steps taken in developing the Action Plan were:

- research (a literature review), into effective interventions and approaches for violence reduction;
- a stocktake of policy and initiatives, either planned or underway, across both government and non-government sectors, which would contribute to violence reduction;
- identification of gaps in the scope or coverage of policies and initiatives; and
- development of actions to address the identified gaps, and increase the overall effectiveness of violence reduction efforts.

Definition of Violence

Violence can be defined in many ways. The World Health Organisation (WHO) promotes a broad definition of violence:⁵

The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation.

The definition should be understood to include physical, sexual and psychological abuse (such as the significant abuse of power arising from a dependent relationship, threats, intimidation and neglect).

Violence can result in psychological and social problems as well as physical problems, all of which are of concern to communities and place considerable burdens on the health, social and justice systems. This definition recognises that the outcomes of violence are broader than physical injury, disability or death and demonstrates that violence is not only an issue of concern to Police and the justice sector, but to the social sector as a whole.

A discussion of types of violence follows, but for the purposes of this Action Plan, the WHO definition has been adapted and the focus is on two key types of violence, community violence and sexual violence.

Types of Violence

In order to develop effective interventions to address violence comprehensively, it is important to have an understanding of the different types of violence. Violence can be categorised in a number of ways. The World Health Organisation has developed the following useful typology (see figure 2)⁶ that divides violence into three categories, based on the relationship between the perpetrator/s and the victim/s:

1. ***Self-directed violence*** includes suicidal behaviour and self-harm.
2. ***Interpersonal violence*** includes violence inflicted against one individual by another, or by a small group of individuals, and can be categorised as:
 - ***Family and intimate partner violence***, involving violence between family members, and intimate partners, including child abuse and elder abuse. This often takes place in the home.

⁵ World Health Organisation (WHO), 1996, WHO global consultation on violence and health. Violence: a public health priority, Geneva, (document WHO/EHA/SPI.POA.2)

⁶ WHO, 2002, World report on violence and health, Geneva

- *Community violence*, involving violence between people who are not related, and who may or may not know each other (acquaintances and strangers). It generally takes place outside the home in public places.
3. *Collective violence* includes violence inflicted by large groups such as states, organised political groups, militia groups or terrorist organisations.

The types of violence outlined above are distinguished by the relationship between the perpetrators and the victims of the violent behaviour. The violent behaviour can be further described in terms of whether it is physical, psychological, sexual, or involves deprivation and neglect (see figure 2).

This typology is useful for demonstrating the nature of the violence, the relationship between the offenders and victims, and the settings where violence occurs, i.e. within the family or the community.

For example, violence in public places can include intimidation, threats, and physical or sexual assaults, between friends or strangers. Child abuse in the home can include psychological, physical and sexual abuse and neglect.

Community Violence and Sexual Violence

The Government is interested in addressing all types of violence, and is continuing to develop measures to achieve this (as indicated in this document).

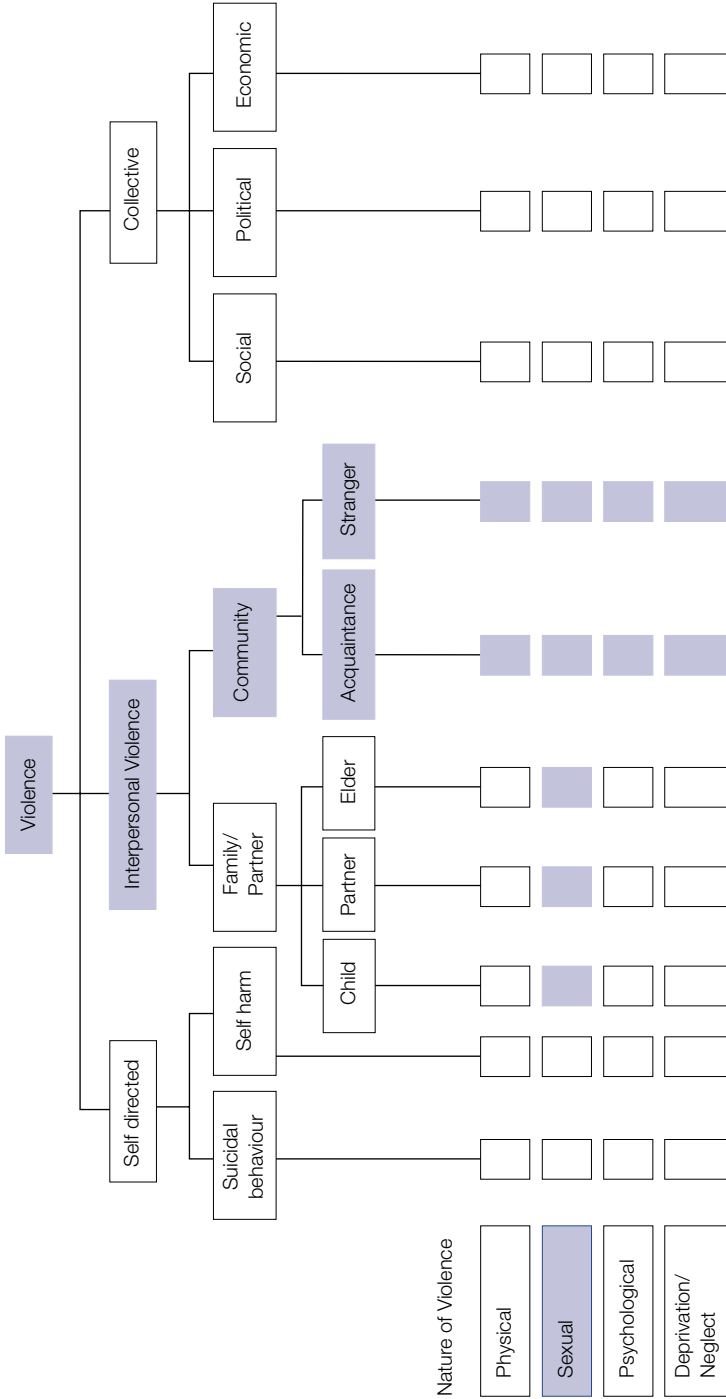
However, the types of violence that are the focus of this Action Plan are *community violence and sexual violence*, as indicated by the shaded areas in Figure 2.

Community violence is defined for this Action Plan as: violence between people who are not related, and who may or may not know each other (acquaintances and strangers). It generally, but not always, takes place outside the home, in public places.

Sexual violence is defined for this Action Plan as: any sexual act, attempt to obtain a sexual act, sexual harassment, or act directed against a person's sexuality, using coercion, by any person regardless of their relationship to the victim, in any setting.⁷ This includes various forms and contexts of sexual violence such as rape (within a relationship and by strangers or acquaintances), sexual abuse of mentally or physically disabled people and sexual abuse of children.

⁷ Adapted from the WHO definition.

Figure 2. A Typology of Violence



WHO, 2002, World report on violence and health, Geneva

N.B. The shaded areas represent the kinds of violence that are the focus of this Action Plan.

The Effects and Extent of Violence

Violence can have a devastating and long-term impact on individuals and society, in terms of its physical, emotional and psychological consequences for victims and in terms of the fear it generates in communities.

Victims of violence, particularly women, are much more affected by their experiences than victims of other kinds of crime. The New Zealand National Survey of Crime Victims (NZNSCV) 2001 reveals that people who are threatened with violence are almost as emotionally affected as victims of physical assaults. Even people who have not been victims of crime are more fearful of violence than any other crime. Fear of being attacked can limit people's quality of life and participation in the community, as they modify their behaviour to avoid perceived threats.

It is difficult to quantify the problem of violence in New Zealand, particularly at the level of community violence or sexual violence. There are no absolute figures on the level of violence that is perpetrated and experienced by New Zealanders, in their homes or in public places.

There are, however, data that can provide some insights into the extent of the problem. The most commonly used data are statistics on violent incidents recorded by Police⁸, and surveys that ask people about their experiences of different types of crime and violence.⁹ Other data sources such as health and education sector statistics include hospital statistics on patients with intentional injuries, surveys of school students, and numbers of school students excluded from school for violent behaviour.

Despite the information provided by these indicators, we still cannot be certain how much violence there is in society. Many people who experience violence do not report it to the Police or seek medical attention. For example, according to the recent NZNSCV: offences recorded by New Zealand Police represent only 15% of the total victimisations estimated in the survey; only one third of victims required medical attention as a result of violent victimisation; and only one sixth of victims of violence were admitted to hospital for at least one night.

Police recorded crime rates are subject to variations in reporting and recording practices and provide a picture of the crime that comes to the attention of the Police, rather than the true extent of crime that is experienced by the population. The NZNSCV is considered to present the most reliable picture of the experience of violence in New Zealand, and so most of the information below has been derived from that source. However, the survey is based on responses from a sample of 5000 people, so is indicative of crime rates rather than precise.

⁸ Annual New Zealand Crime Statistics produced by the New Zealand Police

⁹ Ministry of Justice, 2003, New Zealand National Survey Of Crime Victims (NZNSCV) 2001, Ministry of Justice, Wellington

Most (70%) of the NZNSCV 2001 respondents had not experienced any victimisation at all during 2000. The rate of violent victimisations (including threats) was 27%, which is down from the 37% reported in the 1996 survey although this was not a statistically significant difference. This is in contrast to an increase in violent crime recorded by Police. Assaults and threats together made up half of the victimisations reported in the survey, although there was considerable variation in terms of seriousness and impact on the victim. A small group (4% of respondents or 12% of victims) had experienced over 40% of the total crime reported in the survey. Likewise, the distribution of violence is heavily concentrated amongst a small proportion of the population.

Family and intimate partner violence

Although this Action Plan is not addressing family violence or violence against intimate partners, it is useful to understand the extent and effects of this kind of violence, in order to place community violence in context.

The NZNSCV collected data on behaviours including physical violence with or without a weapon, threats of physical violence, and destruction of property. It showed that:

- women were significantly more likely (26%) than men (18%) to say they had experienced this behaviour from a partner¹⁰ at some time in their lives;
- three percent of women reported experiencing violence at the hands of their current partners in 2000, compared to 2% of men;
- twelve percent of women reported that an ex-partner was responsible for the most recent incident of violence they experienced, compared to 4% of men;
- Maori women (49%) were much more likely to have ever experienced these kinds of violence at the hands of a partner than NZ European/European women (24%) or Pacific women (23%); and
- Maori men (28%) had experienced higher levels of these types of violence at the hands of a partner than either New Zealand European/European or Pacific women.

There was a significant difference in the impact that this violence had on women and men:

- women were more likely (27%) than men (16%) to say that the most recent incident of violence had affected them ‘very much’;

¹⁰ These NZNSCV figures refer only to heterosexual partners.

- women were five times more likely than men to report being in fear for themselves and for their children as a result of the violence; and
- a significantly greater proportion of women (27%) than men (4%) viewed these incidents of violence as a crime.

In terms of violence experienced at the hands of other people well known to them:

- Maori women were much more likely to have experienced these kinds of behaviours (12%) than NZ European/European women (4%) or Pacific women (12%); and
- young people (15-24) were more likely to experience this violence than older age groups; and
- Maori and Pacific men, and Maori women were all more likely to have experienced violent behaviours from people well known to them than men and women of other ethnic groups.

Community violence

Ten percent of participants in the NZNSCV 2001 reported experiencing community violence (i.e. violence by someone not well known to them / strangers or acquaintances). Two thirds of these were repeat victims of this type of violence.

More men (12%) than women (8%) said they had experienced violence of this type. Nearly a quarter (23%) of young people under 25 (almost a third of young men and just under a fifth of young women) experienced violence at the hands of strangers or acquaintances.

Maori were more likely to report community violence (15%) than NZ European/Pakeha (10%) or Pacific Peoples (9%), and more men than women in each group experienced this kind of violence.

The most common place for violent incidents to occur between strangers and acquaintances is the street (26% for women and 42% for men). For women the next most common place is the home, followed by the workplace, whereas for men it is pubs or clubs.

Police report significant amounts of this kind of violent crime in and around licensed premises at night on the weekends.

Sexual violence

Sexual violence appears to be highly prevalent and can have a serious and long-impact on the physical and mental health of victims.

The NZNSCV 2001 showed that women's experience of sexual interference or assault over their lifetime was considerably higher than men's. About twenty percent of the female participants stated that they had experienced sexual interference or assault at some time in their life, compared to 5% of the male participants. It was higher still for young women (26% of 17-24 year olds) and for Maori women (23%).

Almost all of the victims said the offender was male and most said that they already knew their offender(s), and sexual victimisation was often experienced more than once, even within a relatively short period of time. Fourteen percent of women said that they had experienced sexual victimisation before the age of 17, and for some of these women, this had occurred at a very young age.

Almost half of the victims saying they had been sexually interfered with or sexually assaulted said they were 'very much' or 'quite a lot' affected by their most recent experience. More than two-fifths of victims viewed what they had experienced as a crime, but slightly more than half saw it as either wrong but not a crime, or as just something that happened.

Alcohol and drugs

The NZNSCV 2001 asked participants who had experienced violence during 2000 whether the person who offended against them was affected by alcohol or drugs at the time of the incident. Responses found that:

- 30% of victims of intimate partner violence thought their partner was affected by alcohol and/or drugs during the most recent incident;
- 40% of victims of violence from someone else well known to them thought the person was affected by alcohol and/or drugs; and
- 46% of victims of sexual violence thought the offender was affected by alcohol and/or drugs.

However, it must be stressed that it is often very difficult for victims to know whether the offender is under the influence of alcohol or drugs at the time of the offence.

The survey did not ask the questions of alcohol and drug use separately, so it is not possible to ascertain the proportion that may have been affected solely by alcohol or drugs.

A rising concern with methamphetamine or “P” is associated with increasing speculation and anecdotal evidence that suggests the drug can be a key factor in some violent crimes. However, there is little reliable information available on the links between violence and methamphetamine use. New research is currently being done, or is proposed, that will provide more information about the drug use of offenders. Specific research is presently being undertaken by Police to try to estimate the extent of the problems associated with amphetamine-type substances (ATS), including whether there is a link between ATS and an increase in any major crime categories. Scoping work is also being done to establish whether it is possible to add New Zealand sites to the International Arrestee Drug Abuse Monitoring (I-ADAM) programme, which seeks to measure drug use among people who have been detained in Police custody.

This action plan does not examine the link between methamphetamine and violence, and has not included it as a priority. Feedback from stakeholders during the consultation process, together with available information suggested that alcohol and the drinking environment are much more significant factors associated with violence in New Zealand.

Violence amongst children and young people

The NZNSCV does not collect data from children or young people under the age of 15. However, a survey undertaken by the Adolescent Health Research Group (AHRG) at Auckland University included questions about secondary school students’ experiences of violence.¹¹ This national youth health and wellbeing survey showed that a concerning number of students experience violence.

About 78% of all students feel safe at school at least most of the time, however older students feel safer than younger students (Year 13 students 92.7%, Year 9 students 73.1%). About 5% of students missed attending school at least once in the last month because they felt unsafe while either on the way to school, at school, or coming home from school.

About half of all students reported being hit or physically harmed by another person at least once in the last 12 months. Bullying at schools is a significant problem for some students. This is particularly true for younger students (Year 9 students 38.8%, Year 13 students 13.3%).

¹¹ Adolescent Health Research Group, 2003, New Zealand Youth: A profile of their health and well being-Early findings of Youth 2000: A national secondary school youth health survey, Adolescent Health Research Group, University of Auckland (www.youth2000.ac.nz)

One in ten boys and one in twenty girls reported being bullied at least once a week. For those students being bullied, about a third said that being bullied was a pretty bad, really bad, bad or terrible experience.¹²

Girls were twice as likely as boys (boys 11.3%, girls 22.2%) to report an experience of unwanted sexual behaviour from another person (i.e. being touched sexually or being made to do sexual things that they did not want to).

New Zealand compared with other countries

International comparative research can provide an idea of how prevalent violence is in New Zealand compared with other countries. However, there are many factors that can contribute to the differences in crime figures between countries. The rates at which crimes are reported to the Police and recorded by them; differences in the point at which crime is recorded; differences in the rules by which multiple offences are counted; whether crime rates are counted in terms of the number of offences, or the number of victims; and changes in data quality over time can all lead to distortions in statistical comparisons between countries.

In 2002 a Ministry of Justice study adapted New Zealand's definition of recorded violent crime (i.e. Police statistics) to enable better comparisons with other countries' definitions¹³. The results of the study simply provide an indication of the variation of violent crime between countries rather than an accurate assessment.

The study concluded that for the year 2000, New Zealand's rate of total recorded violent crime was 13 percent lower than both England's and Wales' rates and 44 percent lower than Canada's rate, but was ten percent higher than Australia's. The American rate was almost four times higher than the rate for New Zealand.

The most extreme form of violence is homicide. The number of recorded homicides in New Zealand has remained stable at 3 per 100,000 from 1991 to 2001. Comparative data suggests that the actual risk of victimisation by homicide in New Zealand is lower than in many other countries, including Australia, the United States and Canada.

¹² *ibid*

¹³ Segessenmann, T., 2002, International comparison of recorded violent crime rates for 2000, Ministry of Justice, Wellington

Summary

In summary, although the available data on the extent and effects of violence is limited, it provides a good indication of the proportion of the population affected by different kinds of violence in New Zealand, and the extent to which it affects them.

Although any level of violence is unacceptable and can have serious consequences for victims, New Zealand's rate of violence is not unlike that in comparable countries, and according to the NZNSCV 2001 the incidence of violence seems to have decreased since the 1996 survey. However, a significant proportion of the population experiences violence each year, and many people experience multiple violent acts.

In terms of the types of violence that are the subject of this Action Plan:

- One in ten people experience violence at the hands of a stranger or acquaintance, and for young people the risk is almost one in four. The most common place for this kind of violence is the street. Police also report significant amounts of violent crime occurring, mostly between men, in and around licensed premises, especially at night on weekends.
- The data from the NZNSCV 2001 suggests that one in five women and one in twenty men have experienced sexual interference or sexual assault. Many of the respondents experienced this as a child, and most victims knew their offender. These figures are backed up by a study of school students that found that one in five girls and one in ten boys reported being touched sexually or made to do sexual things they didn't want to do.¹⁴ About half of the students in this study report being hit or physically harmed by another person in the last year, and 5-10% say they are bullied at least once a week.
- The figures show that children and young people are particularly vulnerable to violence.
- Maori are more likely than Pakeha or Pacific Peoples to experience all kinds of violence.
- From a third to a half of victims thought the person who offended against them was affected by alcohol or drugs.

This information supports the focus of this Action Plan on community and sexual violence and on alcohol and public places. In addition, it highlights the need to ensure that particular consideration is given to violence experienced by children, young people and Maori.

¹⁴ Adolescent Health Research Group, 2003, New Zealand Youth: A profile of their health and well being-Early findings of Youth 2000: A national secondary school youth health survey, Adolescent Health Research Group, University of Auckland (www.youth2000.ac.nz)

Reducing Violence

What causes violence?

There is no single factor that causes violent behaviour. Violence is normally the result of a combination of factors (individual, relationship, community and societal—including social, cultural and environmental factors) that interact in a complex way.

- *Individual factors* relate to the characteristics of the individual, including biological factors and personal history. Those that are likely to increase offending behaviour include temperament, impulsivity, level of educational attainment, substance abuse and aggressive behaviour.
- *Relationship factors* relate to how the relationships that the individual has with their partner, family and peers can influence their risk of offending behaviour or victimisation. For example young people are more likely to behave violently if the behaviour is encouraged or approved by their peers. The rate of victimisation is increased for victims of family violence because they share their home with the perpetrator.
- *Community factors* relate to the characteristics of the community (e.g. school or neighbourhood) in which relationships take place. Community factors that can increase the likelihood of violent victimisation or offending include a high density population, heterogeneity (diversity), a high level of transience or mobility in the population, high levels of drug trafficking, unemployment, poverty, physical deterioration and social isolation.
- *Societal factors* relate to wider social factors that maintain gaps between segments of society and allow violence to be perpetrated or ignored. They include cultural norms that support or accept violence as a way to solve problems; norms that support parental rights over child welfare or male dominance over women; and health, education and social policies that maintain or create inequities between groups.

The interaction of these factors and the extent to which some factors might have more influence than others is not well understood. It is commonly understood that risk factors tend to operate in a cumulative way and that people who are victims or perpetrators of violence often experience a combination of these factors.

How can violence be reduced?

As the causes of violence relate to the individual, relationships, community and society, it follows that interventions can be targeted at these areas:

- **Individual:** Steps can be taken to modify individual risk factors, such as improving individuals' problem solving ability, anger management and substance abuse issues;
- **Relationships:** Relationship and family support interventions, such as positive parenting programmes, can improve family functioning, reduce stress and prevent violence;
- **Community:** Good planning, design and management of public places can limit the opportunities for violence to occur; and
- **Societal:** Measures to address cultural norms, attitudes, societal structures and inequities that encourage or contribute to violence can help to reduce violence.

In addition, there are three key ways to deliver interventions—on a universal, selected or indicated basis:

- **Universal interventions** are aimed at whole groups or populations (eg. community-wide education campaigns or school programmes for all students);
- **Selected interventions** are aimed at groups or individuals at risk (eg. parent education and assistance programmes for parents who are on low incomes or displaying difficulties); and
- **Indicated interventions** are for those that have already demonstrated violent behaviour (eg. sex offender treatment programmes)

Because interventions to address violence can be located in the education, health, social or justice sectors, at both local and national levels, and targeted at whole populations or specific groups, multi-sectoral partnerships at both the local and national levels are recommended for violence prevention strategies to be effective.

Violence reduction in New Zealand

Strategies

The WHO typology of violence outlined in Figure 2 refers to self-directed violence, interpersonal violence and collective violence. New Zealand has a number of strategies aimed at reducing these three kinds of violence.

- Self-directed violence is addressed by the 1998 New Zealand Youth Suicide Prevention Strategy: *In Our Hands* which focuses on the needs of the general population strategy whereas *Kia Piki Te Ora o te Taitamariki* specifically addresses Maori needs.
- Interpersonal violence (family/intimate partner violence and community violence) is addressed directly by *Te Rito: The New Zealand Family Violence Prevention Strategy* and by the Action Plan in this document, and indirectly by *Te Haonga: The Youth Offending Strategy*, and the New Zealand Police's Violence Reduction Strategy.
- Collective violence is addressed by the New Zealand Police's organised crime strategy and by anti-terrorism provisions in the Suppression of Terrorism Act 2002.
- Other relevant strategies that directly and indirectly contribute to reducing violence include: the National Health Strategy, the New Zealand Injury Prevention Strategy, the Care and Protection Blueprint, and the National Drug Policy, which includes the National Alcohol Strategy, Alcohol and Illicit Drugs Action Plan and the Methamphetamine Action Plan.

Maori

Maori are disproportionately affected by violent crime, both as victims and as offenders.¹⁵ *Te Rito: The Family Violence Prevention Strategy* includes the development of specific plan of action for preventing violence in Maori communities. A Maori Taskforce on Family Violence is developing a framework to link the different components of Maori tikanga, enabling practitioners in the family violence field to interpret and apply the framework in a local context.

The Crime Prevention Unit's *Te Arai Taihara o Counties Manukau Project* is specifically aimed at Maori and includes projects such as a Kaitiaki Tangata regional programme for involving work with young offenders and their families, youth at risk programmes, and a neighbourhood based safety programme.

¹⁵ Ministry of Justice, 2003, New Zealand national survey of crime victims (NZNSCV) 2001, Ministry of Justice, Wellington, and Ministry of Justice, 2003, Conviction and Sentencing of Offenders in NZ 1992–2001, Ministry of Justice, Wellington.

The Department of Corrections' strategic plan provides for motivational Tikanga Maori programmes and therapeutic programmes from a Maori perspective. Sexual offending programmes have been developed within a Maori cultural context, and have proven to be relatively successful.

Pacific peoples

Evidence suggests that Pacific peoples are disproportionately affected by some kinds of violent crime, both as victims and as offenders.¹⁶ There is particular concern at the levels of offending by Pacific youth. Te Rito: The Family Violence Prevention Strategy includes the development of specific plan of action for preventing violence in Pacific communities. The Ministry of Justice has recently released the results of a survey on Pacific People's Needs as Victims. This qualitative study explores the needs of Pacific Peoples who are victims of crime and ascertains the appropriateness of existing victim support and community-based services for victims.

Children and young people

The evidence demonstrates that children and young people are particularly vulnerable to violence. Te Rito: The Family Violence Prevention Strategy includes a specific focus on child abuse. Many of the broad actions within Te Rito have implications for children, including the strategies for preventing violence in Maori and Pacific communities. It also includes actions that directly target child abuse, including enhancing parent education and support services; promoting and increasing child advocacy services; and expanding and improving home, community, pre-school and school-based services and programmes.

The Agenda for Children and the Youth Development Strategy Aotearoa both aim to improve the lives of children and young people. They are being implemented together within the Action for Child and Youth Development work programme. The Agenda for Children includes an action area to address violence in children's lives with a particular focus on reducing bullying. Work is underway to strengthen existing approaches to reducing bullying in the lives of children and young people. The Ministry of Education provides advice and resources to schools wanting to address bullying, including Group Special Education's Eliminating Violence in Schools programme. Schools can elect to run this programme which takes a whole of school approach and requires commitment from 97% of the staff.

¹⁶ Ibid.

Summary

In summary, there is no single factor that causes violence, but rather a range of individual, relationship, community and societal factors that in combination can result in violence. Likewise, there is no single solution to violence. Responses to violence need to be multifaceted, targeting a range of factors in a variety of ways. This includes interventions aimed at whole populations, at at-risk groups and at individuals who are already demonstrating violent behaviour.

A comprehensive approach to reducing violence contains the following elements:

- the promotion of non-violence as a cultural norm;
- changing the conditions that may give rise to violence;
- strategies to prevent reoffending;
- support and protection to victims; and
- multi-sectoral partnerships at both the local and national level

As indicated, there are already a number of strategies and initiatives that either directly or indirectly contribute to reducing different kinds of violence in New Zealand, and that focus on particular target groups. It is important to remember that this Action Plan alone is not the answer to violence reduction, but rather simply contributes to, and complements other violence reduction efforts.

Nevertheless, the Action Plan has incorporated a multifaceted, multi-sectoral approach into its development, both in terms of analysing the existing and planned initiatives for gaps, and in developing new actions. This approach should ensure the comprehensive, appropriate, and efficient identification, development and delivery of violence reduction initiatives across a range of action areas, focusing on identified at-risk groups.

Action Plan to Reduce Community Violence and Sexual Violence

This Action Plan sets out clear goals, areas for action, key objectives and a series of actions that aim to achieve the objectives.

In developing the actions, consideration has been given to addressing gaps that have been identified in the array of planned and existing initiatives aimed at reducing violence across the four areas of action.

Gaps have been identified by comparing planned and existing initiatives to the range of interventions highlighted in the research literature as showing promise or constituting good practice, both in terms of types of intervention and in terms of how interventions are targeted and implemented.

The proposed actions are based as far as possible on the evidence available about what is likely to work.

In line with the multifaceted nature of violence and the need to develop multi-sectoral and multilevel responses, each action area is to be progressed by a coordinating group comprised of relevant central and local government agencies and other key stakeholders. These groups will ensure that each action is fully developed in consultation with all other relevant non-government agencies and stakeholders.

At risk groups

Interventions aimed at preventing and reducing violent offending and victimisation should particularly address the needs of Maori, Pacific Peoples, children and young people as they have been identified as experiencing disproportionate rates of violence. This is best achieved by ensuring that actions are developed and implemented in partnership with these groups.

Goals and Objectives

The two goals of this Action Plan are:

- to achieve a reduction in community violence
- to achieve a reduction in sexual violence

These goals will be achieved by focusing action to address gaps in four areas:

1. Attitudes to violence
2. Alcohol related violence
3. Violence in public places
4. Sexual violence

The three key objectives in each action area are:

Action Area	Objectives
1. Attitudes to violence	<ul style="list-style-type: none"> • Encourage community responsiveness by informing the community about violence prevention strategies and initiatives, including enforcement activity • Promote positive behaviours, healthy relationships and gender roles • Increase social intolerance to all kinds of violence
2. Alcohol related violence	<ul style="list-style-type: none"> • Reduce the incidence of violence where the perpetrator and/or victim are affected by alcohol • Improve local level responses to alcohol related violence • Increase the safety of environments where alcohol consumption occurs/licensed premises
3. Violence in public places	<ul style="list-style-type: none"> • Reduce opportunities for violent behaviour to occur in public places • Improve the design and management of public places • Improve local level responses to violence in public places
4. Sexual violence	<ul style="list-style-type: none"> • Reduce the incidence of victimisation and repeat victimisation • Improve planning and coordination of sexual violence prevention and reduction initiatives • Improve the capacity of services to identify and treat sex offenders to prevent further offending

Attitudes to violence

Background

Cultural norms and attitudes that support, accept, or ignore violence, are societal factors that when combined with other individual and environmental factors, can contribute to the occurrence of violent behaviour.

Research evidence¹⁷ indicates that the most effective way to change behaviour is to apply a combination of strategies that aim to influence people's thought processes and manipulate the physical environment so that behaviour is modified. The World Health Organisation recommends reinforcing practical, community-based initiatives with public education and communication programmes. Edutainment (incorporating messages into television and radio programme storylines) such as the Soul City programme in South Africa, can be a particularly effective way of changing how people respond to issues.¹⁸

Much research has been done into the effectiveness of these kinds of programmes, and it demonstrates that there are specific factors required for such programmes to be effective, otherwise they can be a poor use of resources. Success factors include long-term careful planning, clarifying the messages and purpose, tailoring the message to suit various audiences, involving the community, having credible communication sources, providing adequate resourcing, widespread exposure, and most importantly linking with practical interventions. These programmes are only likely to be effective if they are part of a broader strategy linked with action.¹⁹

Recent research released by the Home Office²⁰ has shown that even simple publicity about new crime prevention initiatives being implemented can have an 'anticipatory' reduction effect on crime – i.e. before the practical intervention actually begins. This has been attributed to the publicity effecting a change in offenders' behaviour, as they perceive their opportunity to offend as decreasing and their risk of apprehension as increasing. It is also likely to be due to preventative measures being more widely publicised, discussed, and adopted by potential victims.

There are already initiatives underway or planned in New Zealand that are aimed at educating people about, and changing their attitudes towards

17 Reynolds, L., 1994, Changing attitudes towards family violence: The role of the mass media campaign, A report prepared for the Crime Prevention Unit.

18 World Health Organisation, 2002, World Report on Violence and Health, Geneva

19 Davies, E., Hamerton, H., Hassell, I., Fortune, C. & Moore, I., 2003, How can the literature inform the implementation of Action Area 13 of Te Rito? Public education and awareness. Unpublished study for Ministry of Health and Ministry of Social Development, Wellington.

20 Bowers, K.J. & Johnson, S.D., 2003, The role of publicity in crime prevention: findings from the reducing burglary initiative, Home Office Research Study 272, London, UK

violence, with the ultimate goal of changing behaviour. Both government agencies and community organisations run these initiatives. They target a range of types of violence, but most focus on family violence and child abuse and do not comprehensively target community violence, sexual violence, or social norms/societal attitudes to violence on a general level.

Existing initiatives are outlined below, followed firstly by gaps that have been identified and secondly by a proposal for a new initiative to improve efforts in this area.

Key Current or Planned Initiatives

Family Violence/Child Abuse

There are a number of initiatives currently being developed, or underway, relating to attitudes about family violence and child abuse:

- A community education programme is being developed as part of Te Rito: the Family Violence Prevention Strategy.
- A strategy for promoting alternatives to the physical discipline of children has recently been launched. The SKIP: Strategies with Kids – Information for Parents campaign is being coordinated by the Ministry of Social Development.
- Child Youth and Family are currently running a regional programme called 'Everyday Communities'. It is running in four regions and aims to improve awareness of the prevalence of child abuse, and to promote a sense of community responsibility for preventing and responding to it. The aim is to change the attitude that child abuse is a problem for the government to deal with and to encourage the development of community responses. The programme uses radio, newspapers and posters to disseminate its messages.
- The National Collective of Independent Women's Refuges runs a Violence Against Women Awareness Campaign to educate women on the issue, and to empower women to act.
- Barnardo's New Zealand run regular media campaigns to highlight the problem of family violence and to raise awareness of their annual funding appeal. They use television commercials, posters, print media and the Internet.
- In addition, there is a range of material that can be used to assist community groups in their violence prevention work. The National Network of Stopping Violence Services (Te Kupenga Whakaoti Mahi Patunga) have produced a short video that illustrates the subtle nature of family violence, can be used with a variety of audiences, including offenders and victims to promote discussion and learning.

Sexual Violence

- A recent campaign run by New Zealand Police aims to raise public awareness of the dangers of drink-spiking to drug victims and facilitate sexual assault.
- A programme called 'Keeping Ourselves Safe' has been running in schools across the country for fifteen years. The programme aims to provide education and skills to school-aged children (and their parents and teachers) enabling them to recognise and resist sexual and physical violence and to change perceptions and beliefs about its nature and occurrence. This programme is normally delivered by the Police Youth Education Service at no cost to schools.

Key Current or Planned Initiatives *(continued)*

Teachers also deliver the programme in some schools. The programme is structured into distinct parts, tailored to suit the developmental stages of different age-groups.

Bullying in Schools

Like 'Keeping Ourselves Safe', Kia Kaha is a school based programme run by the Police Youth Education Service. Kia Kaha is an anti-bullying programme, designed to provide children and young people with appropriate skills for dealing with difficult situations.

Violence in Sport

Sport and Recreation New Zealand (SPARC) 'Fair Play' campaign aims to change attitudes and behaviour about violence in sport. The campaign has been running for six years and over that time has used a variety of mediums to convey the message that violence is not acceptable in sport. Mediums include television commercials, videos, banners at sporting events, Fair Play awards for schools and promoting appropriate codes of conduct.

Local Level Campaigns

A number of communities have developed and introduced local anti-violence campaigns. For example, in response to a high rate of family violence and child abuse, the Wairarapa region has developed a 'Violence-Free Wairarapa' campaign. It involves central government and non-government agencies. The campaign aims to decrease the community's tolerance of violence, with a focus on changing attitudes within families. A range of media is used to disseminate the message, and campaign organisers are working closely with the providers of parenting classes and family services, including the health and education sector, to reach families.

Alcohol

The Alcohol Advisory Council (ALAC) is currently in the early stages of developing a long-term national intoxication and supply programme aimed at reducing intoxication. The strategy will introduce the message that intoxication is harmful and will encourage people to examine their own levels of intoxication with the ultimate goal of changing people's drinking behaviour.

Identified Gaps

A coordinated approach

As demonstrated, there are a wide range of campaigns and programmes either underway or in development that aim to educate the public and change both attitudes and behaviour in order to reduce the level of violence in our society.

These initiatives are sometimes implemented in an uncoordinated, piecemeal and sporadic way, which can result in duplicated effort, target audience overload/desensitisation or failure to adequately reach the target audience.

There is a clear need for an integrated approach to these campaigns so that resources can be used more efficiently, to ensure that the messages are consistent, reach as much of the target population as possible, and reinforce each other in a planned rather than ad hoc way.

Messages

In addition, existing and planned initiatives mainly focus on family violence and child abuse and do not target community violence or sexual violence. Key gaps in the information and messages disseminated about violence include:

- Information for both victims and witnesses on how best to deal with violent situations, both during and after an incident, for example who to talk to or where to go for help
- Messages that violence is preventable and avoidable, explaining some of the environmental factors that can contribute to or exacerbate violence (loud noise, fluorescent lighting, crowding) and illustrating environmental features that minimise the risk of violence, and highlighting strategies for preventing and avoiding violence in public places, including local initiatives and police enforcement activities
- Messages that ALL violence is unacceptable, including male-on-male violence. Most of the existing strategies focus on violence against women and children, which is appropriate given the extent and impact of this kind of violence in New Zealand. However, additional messages that reinforce the unacceptable and criminal nature of ALL violence, including male on male violence, are needed
- Messages aimed at demonstrating a range of healthy relationship behaviour and positive gender roles, as they apply to intimate relationships, family relationships, friendships and interactions with acquaintances and strangers. These would include messages that provide positive alternatives to the use of power and coercion in relationships, and specifically focus on preventing sexual violence
- Violence associated with alcohol. As a significant amount of violence occurs in public places on weekend evenings, generally in and around licensed premises, it is appropriate to design messages aimed at reducing this kind of violence
- Messages aimed at young people, as both community violence and sexual violence are more often experienced by young people
- Messages linked as far as possible to reinforcing practical actions, community initiatives and police enforcement

New Actions: Attitudes to Violence *(continued)*

each other, and are 'rolled out' in a coordinated way, aligning with practical initiatives and enforcement activity.

- Initiatives that would be integrated into the long term public education and communication programme for violence reduction include the Te Rito: Family Violence Prevention Strategy's public education programme, the SKIP: Strategies with Kids – Information for Parents campaign, CYF's Everyday Communities Campaign and aspects of the Alcohol Advisory Council's (ALAC's) reducing intoxication programme (in development) as well as initiatives run by Non-Government organisations.

The coordinated public education and communication programme would form only one part of the overall approach to prevent and reduce violence. It is important that the programme is coordinated with other practical actions detailed in this Action Plan.

Programme management

An Interagency Programme Management Group (IPMG) will develop and implement the programme in collaboration with a professional company that specialises in communications and advertising.

The IPMG will include ALAC, CYF, Education, Health, Justice, MPIA, MSD, New Zealand Police, TPK, the Hospitality Association, Rape Crisis and Women's Refuge.

The programme will utilise the skills, local knowledge and contacts of the many community agencies engaged in violence reduction.

Agencies that may experience a higher demand on their services as a result of the programme will need to be involved in its development and measures will need to be put in place to ensure that agencies can respond to potential increases in demand.

Timeline

The programme will be implemented in stages over a number of years from 2004 to 2010 in order to have an influence on thought processes / decision making and behaviour.

Evaluation

An evaluation methodology will be developed in the first year and implemented in subsequent years. This should include evaluations of various components of the programme, i.e. print, radio, TV, and other media materials, and national and local level approaches, with a range of audiences. It will be necessary to gather a range of data before, during and after the programme is introduced. Existing data include victimisation survey data, Police data, and hospital and other service provider data new data sources could be developed such as surveys before, during and after the programme, or enhanced Accident and Emergency data.

The development phase will involve one evaluator working part time to develop an evaluation framework, with data collection, data analysis and reporting being undertaken in subsequent years.

When

2005-
2010

Alcohol related violence

Background

There is considerable concern among the public, the New Zealand Police and other stakeholders about alcohol-related violence.

The relationship between alcohol and violence is complex. Although no direct causation can be demonstrated between alcohol and offending behaviour, there is strong evidence of an association.²¹ Research in downtown Auckland suggests that drinking to intoxication and being involved in violence is a common experience for many (young) people.²² Research also concludes that alcohol consumption increases the risk of violence in societies that tolerate (and sometimes indirectly encourage) disorder and excessive drunkenness.^{23, 24}

It is difficult to identify the precise nature and extent of the problem in New Zealand as the data available on how many perpetrators of violence are affected by alcohol while they are committing violent acts is limited. The New Zealand National Survey of Crime Victims (NZNSCV 2001) asked participants who had experienced violence during 2000 whether the person who offended against them was affected by alcohol or drugs at the time of the most recent incident:

- Of those who had experienced at least one type of violence at the hands of a partner or someone well known to them, 30-40% said that the person was affected by alcohol or drugs.
- Of those who had been sexually interfered with or sexually assaulted or made to carry out any sexual activity when they did not want to, 46% said that the person was affected by alcohol or drugs.²⁵
- The survey did not ask the question of people who had experienced violence at the hands of strangers or acquaintances, because it is more difficult for someone to make this assessment of someone they do not know, and responses would have been considered to be too unreliable.

An analysis of the Drinking in New Zealand 2000 survey shows that almost one in five men aged between 14-29 years of age, and more than one in

21 Plant, M.A., Plant, M.L. and Thornton, C., 2002, People and places: some factors in the alcohol violence link, *Journal of Substance Use*, 7:207-213

22 Butcher, A., 2002, Young people, alcohol and safer public spaces, Alcohol and Public Health Research Unit, Auckland New Zealand

23 Pemanen, I., 1993, Research approaches in the study of alcohol-related violence, *Alcohol Health & Research World* 27, 101-107

24 Fergusson, D., Lynskey, M. & Horwood, L., 1996, Alcohol misuse and juvenile offending in adolescence, *Addiction* 91, 483-494

25 Caution should be exercised in interpreting or generalising these findings because of the small sample of incidents from which the findings are derived. (This data is derived from the 57 'most recent' sexual violence incidents described by participants.)

ten of women of the same age group, reported they had been physically assaulted in the previous 12 months as a result of someone else's drinking.²⁶

UK, Australian and New Zealand studies suggest that the majority of alcohol-related violence and disorder occurred between 10pm and 4am on weekend nights. They also found that although most injuries were minor, more serious injuries such as cuts requiring stitches, broken bones and concussion were apparent in at least a fifth of assaults. The most common form of violence used was punching or kicking, but weapons (especially glasses and occasionally knives) were used in at least ten per cent of assaults.^{27, 28}

Factors which may increase the likelihood of alcohol-related violence occurring, particularly in public places, include:^{29, 30}

- cultural norms (that have a pervasive influence on the behaviour expected or tolerated in situations involving alcohol consumption)³¹
- a high concentration of single males aged 16-29 in the "night-time economy"³²
- a dense concentration of pubs and clubs
- poorly trained and non-vetted door staff
- physical environment of licensed premises (overcrowding, lack of seating, lack of quiet areas)
- social environmental factors (high noise levels, drug use, sexual activity, a lack of trained bar staff, irresponsible serving practices and a failure to keep aggressive and/or intoxicated people out of the premises)
- local environmental factors (eg lack of transport at peak closing times), and
- congestion and cluster points-congestion points are busy spots or bottlenecks where drinkers pass each other on public thoroughfares

26 Habgood, R., Casswell, S., Pledger, M., & Bhatta, K., 2001, Drinking in New Zealand: National Surveys Comparison 1995 & 2000. Alcohol & Public Health Research Unit: University of Auckland. C20 (www.aphru.ac.nz)

27 Butcher, A., 2002, Young people, alcohol and safer public spaces, Alcohol and Public Health Research Unit, Auckland New Zealand

28 Maguire, M., & Hopkins, M., 2003, Data and analysis for problem solving: alcohol-related crime in pubs, clubs and the street

29 Deeham, A., 1999, Alcohol and crime: Taking stock, Policing and Reducing Crime Unit Research Series, Paper 3, London, Home Office

30 Hobbs, D., Hadfield, P., Lister, S., & Winlow, S., 2003, Bouncers: Violence and governance in the night-time Economy, *British Journal of Sociology*, 51, 4:701-17

31 Peele, S., 1997, Utilising culture and behaviour in epidemiological alcohol consumption and consequences for western societies, *Alcohol & Alcoholism*, 32, 51-64

32 Budd, T., 2003, Alcohol-related assault: findings from the British Crime Survey, Home Office Online Report, 35/03

between pubs and clubs, and cluster points are areas where crowds of people gather when waiting and competing for service, such as fast food outlets, taxi ranks, etc).³³

The following strategies are successful in reducing alcohol-related violence:

- a partnership approach which includes community, public health, police, local councils, licensees, drink industry and hospitals
- targeted policing operations directed at crime and disorder “hot spots”
- measures aimed at improving the quality and behaviour of door staff
- proactive advice to managers of licensed premises on violence prevention, reinforced by advisers visiting premises shortly after incidents have occurred
- measures aimed at publicising the problem of alcohol-related violence (posters in and on bars, public transport, colleges, gyms, sports grounds etc) and marketing strategies aimed at those groups most at risk of being involved in violence, and
- an up-to-date and accurate database to track incidents, drawing on both Police and hospital sources to identify emerging problems.

There are numerous initiatives underway that are aimed at preventing alcohol-related harm, the most significant of which are highlighted below. These initiatives make a contribution to violence reduction by addressing alcohol-related problems on a number of levels, including health care, harm minimisation, education, and regulating supply and demand.

There are a number of initiatives underway or planned to address alcohol related violence, but gaps have also been identified. These follow, together with actions developed to address the gaps.

³³ Tuck, M., 1989, *Drinking and disorder: A study of non-metropolitan violence*, Home Office Research Study, 108, London, Home Office

Key Current or Planned Initiatives

Legislation & Regulation

Sale Of Liquor (SOL) Act 1989 & SOL Amendment (No 2) Bill (introduced in November 2003)

The SOL Act 1989 establishes a system of control over the sale and supply of liquor to the public with the aim of contributing to the reduction of liquor abuse through legislative powers.

The SOL Amendment Bill will allow regulations to be made so that a new managers' training regime can be introduced. The new training regime will assist in ensuring better management of drinkers in licensed premises and provide a safer drinking environment. The Bill also strengthens provisions for Controlled Purchase Operations (see below) to be undertaken.

The SOL Act 1989 established national and local agencies for liquor licensing:

Liquor Licensing Authority (LLA)

The LLA considers and determines applications for liquor licences, and managers' certificates, and for the renewal of licences and certificates referred to it by the District Licensing Agencies (DLAs). The DLAs determine unopposed applications for licences. The LLA also decides applications for variation, suspension or cancellation of licences as well as appeals against decisions made by DLAs

District Licensing Agencies (DLAs)

There are 74 DLAs, located within local authorities for each district or city throughout New Zealand. The DLAs are able to grant licences, special licences and renewals where there are no objections. They are funded by the licensing fees generated at the local level.

Many DLAs have an alcohol policy, developed in response to the devolution of most licensing functions from the LLA to the DLAs. Alcohol policies provide criteria for deciding whether to grant a liquor licence and placing any restrictions on that licence. Some policies are more comprehensive than others and include matters beyond liquor licensing, such as the responsible use of alcohol. Most alcohol policies include a reference to host responsibility in their criteria.

Local Government Act 2002

This Act has articulated Local Authorities' responsibilities for the social, economic, environmental and cultural wellbeing (including safety) of their communities. The LGA 2002 has given Local Authorities the power to impose short-term liquor bans in public places, and gives powers of arrest and search and seizure powers to the New Zealand Police to enforce the bans.

National Strategies

Alcohol and Illicit Drugs Action Plan

This plan focuses on identifying actions to address particular problems associated with alcohol and illicit drug use and dependence, under the National Drug Policy's three point approach of:

- Demand Reduction
- Supply Control
- Problem Limitation

Key Current or Planned Initiatives *(continued)*

Initiatives include:

Prevention (Demand Reduction)

Providing effective evidence-based education, information, programmes, and strategies to young people, families and communities on the nature and risks of alcohol abuse, to encourage moderate use of alcohol.

Enforcement (Supply Control)

- Further enforcing, regulating and controlling the supply of alcohol to minimise access to alcohol by young people and particularly by minors;

Treatment (Problem Limitation)

- Minimising harm already occurring from alcohol and other drug use by providing effective screening and assessment of the needs of those affected by alcohol and other drug use;
- Providing early intervention and a comprehensive range of treatment services to enable those affected by alcohol and other drug use to overcome related problems and dependency.

The Alcohol and Illicit Drugs Action Plan also informs policy development, service development and best practice by promoting appropriate evidence based research to provide better information.

Alcohol Advisory Council 2002-2007 Strategic Plan

The Alcohol Advisory Council Act 1976 established the Alcohol Advisory Council (ALAC) to promote moderation in the use of alcohol and reduce the personal, social, and economic problems resulting from the misuse of alcohol. The ALAC 2002-2007 strategic plan focuses on groups and communities at the greatest risk of harm from alcohol. It identifies three priority groups: Maori, Pacific Peoples, young people and two priority intervention strategies: supply and provision of alcohol; and early intervention. It aims to promote a culture that expects and promotes responsible drinking. Initiatives are already underway in these areas, including the 'Think before you supply' campaign, aimed at stopping adults from supplying alcohol to under 18s. A research and evaluation strategy is to be implemented to support the priority.

Enforcement – Policing Initiatives

Controlled Purchase Operations (CPOs)

In an extension of their enforcement role, Police Officers in a number of Police Districts have engaged in CPOs with partner agencies in the Public Health and Liquor Licensing sector to identify and prosecute licensed premises that offer to sell alcohol to minors. In these operations, minors attempt to purchase alcohol. Evidence is then gathered and used to support applications for suspension or cancellation of licences. Given the success of operations run in places like Auckland and Christchurch, New Zealand Police are now running CPOs throughout the country.

Enhanced Alcohol Intelligence Project (EAIP)

New Zealand Police is also putting in place a national system to collect, collate and evaluate a richer vein of alcohol-related intelligence, which can be used by Police and partner agencies to minimise alcohol-related harm. The key feature of the new Enhanced Alcohol Intelligence Project

Key Current or Planned Initiatives *(continued)*

(EAIP) is that, when completing a charge sheet or a Traffic Offence Notice, police officers will be required to fill in details about whether the offender had consumed alcohol, and if so, the level of intoxication of the offender, and where the last drink was consumed. This information will be used to:

- inform Risk Targeted Patrol Plans and other intelligence-led policing work;
- provide accurate and timely data to identify problematic licensed premises, and deliver interventions to improve management practices under the Sale of Liquor Act;
- assess and enhance alcohol-related policy, through the secondary analysis of detailed EAIP data.

Key Current or Planned Initiatives *(continued)*

New Zealand Police Alcohol Action Plan

Coordination of Police alcohol-related enforcement activity, through the development of a specific New Zealand Police Alcohol Action Plan. The Alcohol Action Plan aims to identify Police interventions to prevent or reduce alcohol-related problems, stressing a balance between supply control, demand reduction and problem limitation initiatives. The vision for New Zealand Police's Alcohol Action Plan is to ensure that Police enforcement efforts are guided by best practice and represent best value. It will also provide for greater consistency across Police Districts. A comprehensive Manual for Police Liquor Licensing Officers has been prepared as a first step.

Local Responses

Alcohol Accords

Alcohol accords are a written agreement of a partnership between Police, local city/district council and the owners of licensed premises aimed at preventing alcohol related problems before they arise and making entertainment areas safer.

Local Initiatives

- Many local communities have developed initiatives of their own. An example is the Pub Right forms in Manukau that enable Manukau city residents to identify premises breaching the Sale of Liquor Act's host responsibility requirements.
- Community Action Projects are being implemented in various communities around the country that have drug and alcohol problems.

Education / Resources

ALAC has produced a guide, Strengthening Community Action on Alcohol, that aims to foster best practice in reducing alcohol-related harm in communities. It provides a comprehensive evidence-based resource kit for health promoters working to facilitate community action on alcohol issues.

ALAC has also produced 'Responsible host' guidelines for the hospitality industry. The guidelines explain the steps that the industry can take to improve the safety of drinking environments, such as considering lay-out of venues, lighting, decor, choice of music, crowd levels, and serving and promotions practices.

Identified Gaps

National coverage and consistency

Despite the fact that there are numerous initiatives being implemented around the country at national and local levels, there is a lack of consistency and geographical coverage in addressing alcohol-related violence. There is no requirement for a nationally consistent approach to alcohol policies or licensing regulation. Not all local authorities and DLAs have alcohol policies. The policies that do exist are of variable quality, and are implemented to varying degrees. Ideally all communities should enjoy cooperative partnerships between local authorities, Police, and the business community, and all premises should operate in accordance with the host responsibility guidelines. All communities should consider whether an alcohol accord would assist in resolving local alcohol related problems. This is a situation to work towards.

Adequate enforcement

Linked with the previous gap is the issue of adequate enforcement. Research suggests that an appropriate level of enforcement of the regulatory framework is necessary at preventing alcohol-related violence and harm. There is concern that the resourcing of enforcement in some communities in New Zealand is not sufficient to ensure the Sale of Liquor Act is being properly enforced or that New Zealand Police can effectively respond to the increasing manufacture and supply of ATS.

Evaluation of effectiveness

Of the many initiatives being implemented around the country, few are being evaluated for effectiveness. This limits the amount of information available to inform best practice in New Zealand.

New Actions Alcohol related Violence	Who <i>Key Agencies</i>	When
<p>Local authorities play a lead role in this area because they are:</p> <ul style="list-style-type: none"> responsible under the Local Government Act 2002 for the social, economic, cultural and environmental wellbeing (including safety) of their community, and they are jointly responsible for granting liquor licences (with LLA) and enforcing the Sale of Liquor Act (with New Zealand Police and Health). <p>Establish a National Taskforce for Community Violence Reduction (see also Violence in Public Places), to be chaired by Local Government NZ, to coordinate the following actions:</p>	<p>Local Government New Zealand (LGNZ), ALAC, MoH, MoJ, LLA, Land Transport Safety Authority (LTSA), Police, MPIA, TPK, the Hospitality Association, and involving others as necessary eg.</p>	<p>2004</p>
<p>1. Review local responses to liquor control, such as monitoring and enforcement of the <i>Sale of Liquor Act</i>. The review would:</p> <ul style="list-style-type: none"> examine current enforcement process, including the timeliness and consistency of current penalty regimes examine the resources allocated to the monitoring, reporting and enforcement roles of agencies (District Licensing Agencies, New Zealand Police and Public Health who have statutory roles) who work at the local level make recommendations for the development of strategies to promote and improve the national consistency of liquor control practices. 	<p>Taskforce</p>	<p>2004</p>
<p>2. Develop policy and practice guidelines in consultation with local authorities, New Zealand Police and other key stakeholders to address local alcohol problems in a coordinated way consistent with best practice. Guidelines would include for example, standard policies for DLAs to use when assessing licence applications, recommendations for best practice procedures in coordinating problem identification and enforcement practices, and developing solutions by involving relevant organisations from the wider business and transport sectors.</p>	<p>Taskforce</p>	<p>2004</p>

New Actions Alcohol related Violence <i>(continued)</i>	Who <i>Key Agencies</i>	When
<p>3. Develop an Internet tool-box containing a range of resources relating to violence reduction, including alcohol-related violence, such as:</p> <ul style="list-style-type: none"> • Best practice initiative guidelines • Liquor policy guidelines for DLAs and local authorities • 'how to' guides for establishing and implementing effective alcohol accords • information about existing initiatives and resources <p>(see also the related action in the next section, Violence in Public Places)</p>	<p>LGNZ, ALAC, & MoJ, with input from other agencies.</p>	<p>2004</p>
<p>4. Include information and advice about preventing and responding to alcohol related violence in the programme of public education, communication and awareness raising outlined in the Attitudes to Violence section, such as:</p> <ul style="list-style-type: none"> • Distributing simple concise information at a local level about the SOL Act and responsible host/patron behaviour • Strategies for preventing and reducing the risk of alcohol related violence occurring • Providing safety tips/advice for looking after each other • Providing strategies/tips to reduce the likelihood of being involved in a violent incident. <p>(Messages about responsible behaviour in situations involving alcohol consumption will form part of the ALAC intoxication and supply programme.)</p>	<p>MoJ, MoH, ALAC</p>	<p>2004-2010</p>
<p>5. Promote research and evaluation of initiatives and the development of evidence-based policies and practices, by:</p> <ul style="list-style-type: none"> • Working with funding agencies at a national and local level to ensure that they fund evidence-based initiatives, and ensure that adequate resourcing is provided for evaluation • providing information and resources, through a web-based tool such as that outlined above, to enable local communities to undertake research, evaluation and evidence-based service development. 	<p>Taskforce</p>	<p>ongoing</p> <p>2004-2005</p>

Violence in Public Places

Background

Community violence, particularly for men, occurs most often in public places. The most common place for violent incidents between strangers and acquaintances to occur is the street (26% for women and 42% for men).³⁴ For women the next most common places are the home and workplace, whereas for men it is 'other places', pubs and clubs and other places.

Focusing attention on, and changing, the physical environment in which violence occurs, can be an effective method of prevention known as situational crime prevention. One situational crime prevention approach that can be applied in the management of public places to reduce the likelihood of occurring crime is Crime Prevention through Environmental Design (CPTED). This approach incorporates safety into the planning, design and management of buildings and spaces so that opportunities for crimes (property crimes and violent crimes) to occur are minimised. It operates on the premise that most criminals are rational actors who respond to opportunities to commit offences.³⁵ Research suggests that this is true for violent offenders as well as property offenders.

There is a concern that crime can be displaced by situational measures of this kind rather than prevented or reduced. However, the research shows that even if some displacement occurs, an overall reduction in crime can be achieved. It is important that potential displacement is considered during the planning, implementation and monitoring of situational crime prevention measures so that it can be minimised.

The four key components of CPTED approach to place management are:

- territorial reinforcement (community ownership of the space)
- surveillance (people are there and can see what is going on)
- access control (ways of channelling movement of people and vehicles to attract them to some places and restrict them from others)
- and space management (ensuring ongoing maintenance of the space).

Such measures can help create safe, vibrant public spaces to be enjoyed by communities.

The Violence in Public Places action area focuses on improving and expanding the knowledge and implementation of these principles in the planning, design and management of New Zealand's public places. The

³⁴ Ministry of Justice, 2003, New Zealand national survey of crime victims (NZNSCV) 2001, Ministry of Justice, Wellington, NZ

³⁵ Felson, M., 1992, Routine activities and crime prevention, in Studies on Crime and Crime Prevention: Annual Review, vol 1, pp 30-34

initiatives in the action area to address alcohol related violence also contribute to the reduction of violence in public places, as much of the violence that comes to the attention of the Police in public places involves offenders or victims affected by alcohol.

Violent incidents tend to be concentrated in and around licensed premises, and occur most frequently on weekend evenings. The actions outlined in these two sections are closely linked, and will be jointly overseen by a National Taskforce for Community Violence Reduction.

Key Current or Planned Initiatives

Legislation

There is no legislation or regulation that requires crime risk to be assessed in the planning design and management of public places in New Zealand, however:

- the Local Government Act 2002 (section 3) imposes new duties on local authorities with responsibilities in relation to the social, economic, environmental and cultural well-being (including safety) of their communities
- the Resource Management Act 1991 promotes the sustainable management of natural and physical resources in a way that provides for the social, economic and cultural wellbeing, and health and safety of people and communities.

Local authorities are required to develop comprehensive Long-term Council Community Plans by 2006 that include outcomes relating to these new responsibilities. Some local authorities have developed, or are starting to develop, safety strategies, which incorporate initiatives to reduce community violence, especially in and around their central business and entertainment districts.

Planning Initiatives

There are examples of situational crime prevention and CPTED principles being put into practice throughout the country, for example:

- Housing New Zealand Corporation has undertaken CPTED assessments of some of their housing complexes to maximise safety and minimise opportunities for crime when considering redevelopment
- Safer Auckland City and New Zealand Police undertook a risk assessment to inform the development of the Britomart Transport Centre Development.

Police Initiatives

The Police Violence Reduction Strategy includes liquor licensing support, assisting in the identification of problem areas (hot locations), advising local authorities on crime prevention strategies, including use of CCTV and crime prevention through environmental design (CPTED), and establishing local violence action teams to address violence in hot locations.

Community Initiatives

Safer Community Councils and various community organisations, fund and implement local violence reduction initiatives, many of which attempt to prevent violence in public places, particularly among young people.

Identified Gaps

Consistent application of Crime Prevention through Environmental Design principles

Local authorities are responsible for urban and environmental planning in their areas and have considerable control on how public places are managed. There is a degree of variability across the country in how local authorities undertake their planning processes, and particularly in the consideration given to community safety and crime prevention in policy development and urban design and planning processes.

Requirements for the consideration of CPTED or crime reduction in consent processes

The commercial sector can contribute to crime prevention by the application of CPTED principles in building design and fit-out. There are currently no requirements for these issues to be considered in consent processes.

Professional education and training in CPTED principles and practice

There is almost no education or training available for relevant professionals about ‘designing out crime’ from public places. Some urban design and architectural courses, such as courses about Lighting Design and Technology, touch on issues of crime risk and safety, but CPTED is not taught in any consistent way or as a course topic in its own right.

Similarly there is only sporadic and ad hoc training for CPTED providers and crime prevention practitioners in New Zealand.

New Actions Violence in Public Places	Who Key Agencies	When
<p>Local authorities play a key role in this area as they are:</p> <ul style="list-style-type: none"> responsible under the Local Government Act 2002 for the social, economic, cultural and environmental well-being (including safety) of their community, and they are responsible for the overall design, planning and management of most public places, and administration of the Resource Management Act. <p>A National Taskforce for Community Violence Reduction (see Alcohol related Violence; page 29), led by Local Government New Zealand, will coordinate the following actions:</p>	<p>LGNZ, ALAC, MoH, MoJ, LLA, LTSA, NZ Police, MPIA, TPK, the Hospitality Association, and involving others as necessary eg.</p> <p>2004</p>	<p>2004</p>

New Actions Violence in Public Places <i>(continued)</i>	Who <i>Key Agencies</i>	When
<p>1. Encourage all local authorities to incorporate community safety and CPTED principles into their public place planning and resource consent processes, and promote the concept that safety of the public is a key component of good design of buildings and public places (ie. safe design is good design). Develop policy and planning guidelines for local authorities.</p>	LGNZ, MoJ, Police	2004-2005
<p>2. Develop joint place management-law enforcement solutions to areas of persistent disorder and violence in each community through new crime reduction partnerships involving Local Councils, Police, CPU and others. For example, the solution to a problem of repeat victimisations in a particular public space, like an entertainment precinct, might be a combination of increased policing, improved lighting and redesigned access and egress to ease crowding at problem times.</p>	LGNZ, MoJ, Police	2004
<p>3. Develop an Internet tool-box containing a range of resources relating to violence reduction, (see also the related action under Alcohol related violence) including safety in public places, such as:</p> <ul style="list-style-type: none"> • 'how to' guides for undertaking safety audits • information on Crime Prevention through Environmental Design (CPTED) principles, tools and other resources <p>Where appropriate, resources will also be produced in hard copy.</p>	LGNZ, ALAC, & MoJ, with input from other agencies/ Taskforce	2004
<p>4. Provide advice to local crime prevention service providers on evaluation of new and existing initiatives and on the development of evidence-based policies and practices, directly and through Internet toolbox.</p>	Crime Prevention Unit and others	2004-2005
<p>5. Work with the private sector to develop incentives to adopt CPTED principles. Produce information showing benefits to private sector of incorporating CPTED principles into design and everyday management of public spaces/buildings, eg. increased public use of entertainment venues/retail outlets.</p>	Taskforce	2005

New Actions Violence in Public Places <i>(continued)</i>	Who <i>Key Agencies</i>	When
Assess the merits of legislative reform and the imposition of mandatory consideration of CPTED and 'crime proofing' during building consent procedures.	Taskforce NZQA	2005
<p>6. Develop a coordinated approach to the design and delivery of CPTED training for:</p> <ul style="list-style-type: none"> • building, design and planning professionals (eg. architects, urban planners and designers); and • crime prevention service providers. <p>Work with the New Zealand Qualifications Authority (NZQA) to develop appropriate short courses</p> <p>Work with professional and training organisations to incorporate CPTED principles into training and/or qualification requirements</p> <p>Work with NZQA to establish an accreditation for professionals and service providers</p>		

Sexual Violence

Background

Sexual Violence takes various forms and occurs in a range of contexts. It includes rape by partners and by strangers, unwanted sexual advances/sexual harassment, sexual abuse of mentally or physically disabled people, sexual abuse of children.

The NZNSCV 2001 gives us some idea of the prevalence of sexual violence experienced in New Zealand. However, because of the small sample size, the figures should only be treated as an indication of prevalence.

The NZNSCV 2001 survey showed that women's experience of sexual interference or assault over their lifetime was considerably higher than men's. Five percent of the male participants stated that they had experienced sexual interference or assault at some time in their life, compared to about 20% of the female participants. It was highest for young women (26% of 17-24 year olds) and for Maori women (23%).

Almost all of the victims said the offender was male and known to them. Sexual victimisation was often experienced more than once, even within a relatively short period of time. Fourteen percent of women said that they had experienced sexual victimisation before the age of 17 years, and for some of these women this had occurred at a very young age.

World-wide, most acts of sexual violence occur between people who are known to each other, and occur in the home of the perpetrator or victim.³⁶ A New Zealand report that considered the frequency and nature of offending of persons imprisoned for violent sexual offences found that:

*"...women and children are at greater risk of being violated by someone they know, than by a stranger"*³⁷.

An Australian study found that of a sample of 182 convicted child sex offenders, only 6.5% stated that their first sexual encounter (involving a child) was with a child who was a stranger to them. Further, the 'relationship' with the first victim continued for more than a year for 36.7% of offenders, whereas the percentage of offenders whose relationship with their first victim lasted less than a day was 29.5%.³⁸

³⁶ World Health Organisation, 2002, World report on Violence and Health, WHO, Geneva

³⁷ Department of Justice, 1994, Rape recidivism and sexual violation, Department of Justice, p3

³⁸ Smallbone, S., & Wortley, R., 2001, Child Sexual Abuse: Offender Characteristics and Modus Operandi Trends and Issues Paper number 193, Australian Institute of Criminology, Canberra, Australia

Almost half of the victims saying they had been sexually interfered with or sexually assaulted in the NZNSCV 2001 said they were ‘very much’ or ‘quite a lot’ affected by their most recent experience. More than two-fifths of victims viewed what they had experienced as a crime, but slightly more than half saw it as either wrong but not a crime, or as just something that happened.

The consequences of sexual violence are many and complex. They can include reproductive problems such as unwanted pregnancy, gynaecological complications and sexually transmitted diseases; and mental health problems including psychiatric disorders such as depression and post-traumatic stress disorder and suicidal behaviour (women who have been victims of sexual violence are more likely to attempt or commit suicide). Social problems associated with sexual victimisation include social ostracism (victims made to feel that they are to blame for the sexual violence perpetrated against them), poor self esteem and feelings of isolation and helplessness, often leading to impaired vocational and social functioning.

Initiatives to prevent and respond to sexual violence in New Zealand are implemented by a range of government and non-government agencies. They include education initiatives to prevent victimisation and offending, treatment programmes for offenders to prevent reoffending, legislative reform and management of convicted offenders to monitor behaviour and prevent reoffending, and services for victims. These initiatives are outlined below. However, significant gaps have been identified in this area and are described below, together with actions that can be put in place to make improvements.

Key Current or Planned Initiatives

Education and Prevention

Initiatives for preventing sexual violence include educating potential victims and offenders about what is appropriate/inappropriate behaviour, promoting healthy relationships and strategies on how to recognise and deal with inappropriate behaviour. The danger of unhealthy, inappropriate behaviour on the Internet is increasingly being recognised, and responses are being established to combat the growing threat of online abuse.

- Sexuality and sexual abuse education in schools is provided as part of the Health and Physical Education Curriculum. The curriculum outlines the information and skills that students require in relation to sexual development, health, and interpersonal relationships.

The Health curriculum is the only part of the curriculum where the school's board of trustees is required, by law, to consult with the school community. Once the curriculum is agreed the school does not have to ask parents' permission for students to participate, although parents can request in writing that their child be excluded from any part of sexuality education in the health curriculum.

Although there is guidance in the curriculum about the provision of sexual abuse prevention programmes, no particular programmes are prescribed, and schools have the flexibility to deliver the curriculum as they see fit.

- One school-based programme designed specifically to assist in the prevention of sexual abuse is Keeping Ourselves Safe (KOS). This programme has been running for fifteen years to provide education and skills to school-aged children (and their parents and teachers) to recognise and resist sexual and physical violence, and change perceptions and beliefs about its nature and occurrence. The programme, which is normally delivered by the Police Youth Education Service at no cost to schools, has been evaluated and shown to be effective in increasing reporting of sexually abusive behaviour.³⁹ Teachers also deliver the programme in some schools. The programme is structured into distinct parts, tailored to suit the developmental stages of different age-groups. Not all schools run the programme.
- Other school-based prevention initiatives include 'safe school' policies whereby schools adopt policies and procedures for dealing with risks, both internal and external, to student and teacher safety. Some schools also run the Social Workers in Schools programme to assist students (and their families) to address a variety of problems including abusive situations.
- A programme called Netsafe aims to educate parents, children and teachers about how the new technologies, including the Internet and mobile phones, are being used for harassment and sexual offending, and to provide advice on how to limit the risk of exposure to this kind of offending.

Offender Treatment

There are a number of treatment programmes designed to prevent sexual offenders from reoffending. Some are prison based and some are community based:

³⁹ Briggs, F., 2002, To what extent can 'Keeping Ourselves Safe' protect children?, University of South Australia, Magill South Australia, Pub-L169; and Briggs, F., 2001, An Evaluation of the New Zealand Secondary School Programmes 'Keeping Ourselves Safe', Final Report to the Commissioner of Police, Wellington, New Zealand

Key Current or Planned Initiatives (continued)

- The Department of Corrections runs two prison-based programmes for convicted sex offenders who offend against children, *Kia Marama* (Christchurch) and Te Piriti (Auckland). The key objectives of the programmes are that offenders will: take responsibility for their offending; understand the impact of their offending on their victims; recognise high-risk situations and learn skills to respond appropriately in these situations. Recent evaluations of these programmes have found them to be effective at preventing reoffending. Te Piriti in particular was found to be effective for both Maori and non-Maori offenders through its use of Maori Tikanga, a holistic approach. The latest evaluation of this programme found a 5% reoffending rate 2-4 years following release compared with a 21% reoffending rate for a comparable control group.⁴⁰ This programme has a reoffending rate much lower than most programmes for sex offenders. The *Kia Marama* programme was shown to have reduced the chance of an offender reoffending by more than 50% in a 1996 evaluation.⁴¹
- Straight Thinking is designed to address the underlying causes of an offender's criminal reoffending prior to the offender attending a specific criminogenic programme. Attendance at these programmes improves an offender's responsibility or motivation to address identified criminogenic needs.
- Community treatment programmes include the STOP Sexual Abuse programme run by Wellington STOP and the SAFE programme run by the SAFE Network. These programmes aim to prevent reoffending by offenders who offend against children. Both of these programmes encourage offenders to examine their deviant sexual fantasies and thought patterns, take responsibility for their behaviour, learn empathy for their victims and learn how to control their impulses. The STOP and SAFE programmes also provides treatment to adolescents and children aged 11-13 years who have been sexually abusive, and helps to support the families of the offenders to cope with the effects of sexual abuse. A recent evaluation has shown them to be effective in reducing offending behaviour.⁴²
- Te Wero is an additional programme run by Wellington STOP, which has been specifically designed for Maori men and adolescents, and is run by Maori staff. SAFE in Auckland also runs a specific programme for Maori men, again staffed by Maori.
- Te Poutama Arahi Rangatahi is a specialist secure residential treatment facility run by Barnardo's for the most high-risk sexually abusive adolescents in the custody of the Department of Child Youth and Family Services.

⁴⁰ Nathan, L., Wilson, N.J., & Hillman, D., 2003, Te Whakakotahitanga - An Evaluation of the Te Piriti Special Treatment Unit Programme for Child Sex Offenders in New Zealand

⁴¹ Bakker, L., Hudson, S., Wales, D., & Riley, D., 1998, And There Was Light: Evaluating the *Kia Marama* Treatment Programme for New Zealand Sex Offenders Against Children

⁴² Lambie, I., & Stewart, M., 2003, Community Solutions for the Community's Problem: An Outcome Evaluation of Three NZ Community Child Sex Offender Treatment Programmes. Auckland University, Auckland, New Zealand

Key Current or Planned Initiatives *(continued)*

Legislative Reform

A number of reforms to the laws governing sexual conduct between persons has recently been put forward and amendments to legislation, dealing with an array of issues, are currently being drafted. The proposed amendments will:

- Ensure that offences provide for all victims of sexual abuse regardless of their gender, and the gender of the offender (Currently, for example, only males can be charged with sexual intercourse with a child under 16 years. The amendments will allow females to be charged with sexual connection, which encompasses a number of offences)
- Expand the scope of some offences to provide for sexual connection in place of sexual intercourse. This will apply to those offences that are the equivalent of: incest, sexual intercourse with a girl under 18 years under care and protection, sexual intercourse with a girl under 16 years, sexual intercourse with a girl under 12 years, and sexual intercourse with a severely subnormal person
- Expanded some offences to include indecent acts. This will apply to those offences that are the equivalent of: sexual intercourse with a girl under 18 under care and protection, sexual intercourse with a severely subnormal person, and inducing sexual connection by coercion
- Review penalties in place for sex offences in the Crimes Act
- Revise the law of consent, to deal with circumstances where a person is asleep, unconscious or too affected by drugs or alcohol to have the capacity to give consent to sexual activity, and where a person does not have the capacity to consent because of a mental health and/or physical/intellectual impairment
- Expand the offence of incest, to include sexual connection between those in prohibited relationships. The prohibited relationships will now include same sex relationships (i.e. parent/child, sibling/sibling, grandparent/grandchild), and
- Introduce a new offence of familial sexual abuse to apply to sexual conduct with persons under 16 years by a person in a position of power or authority over the young person.

Offender Management

Offender management is about managing known sex offenders as they reintegrate into the community to limit the possibility of future offending. New initiatives (also including legislative reform) include:

- Extended supervision of child sex offenders –
The Parole (Extended Supervision) and Sentencing Amendment Bill introduced in November 2004 will significantly extend the monitoring and supervision of high-risk child sex offenders. Under the Sentencing Act 2002, the worst child sex offenders are now likely to receive preventive detention, a life-long sentence that better protects the community. The proposed new regime would apply to those not sentenced to preventive detention, but about whom there is concern about the likelihood of reoffending.
The extended supervision regime is aimed at managing the long term risks posed by child sex offenders in the community and could be imposed where there is a substantial risk of an offender committing further sexual offences against children beyond the period when supervision must ordinarily cease.

Key Current or Planned Initiatives *(continued)*

- Information sharing between Agencies, incorporating the Dunedin best practice Pilot –
It was identified that information-sharing between agencies was critical to detect and prevent reoffending by child sex offenders in the community. In October and November 2002 the Ministry of Justice requested information-sharing protocols from relevant agencies to determine how information was shared in practice. As there are no current formalised agreements between agencies specifically covering information on child sex offenders it was determined that the identification of current information sharing practices and the development of a best practice could be achieved through a best practice pilot. The intent of the pilot is to develop information sharing protocols that can be rolled out nationally.

The Dunedin Best Practice Pilot involves the Department of Corrections, the Department of Child Youth and Family Services, Police, the Ministry of Social Development and Housing New Zealand Corporation representatives in Dunedin. The pilot is designed to focus on inter-agency collaboration and enhanced inter-agency information sharing to improve the management of child sex offenders during parole. The Ministry of Justice has had a role in facilitating and coordinating this project and the Department of Corrections is the lead agency in terms of the operation of the project.

The pilot will be monitored and evaluated to identify how the best practice model can be implemented nationally, particularly in relation to information sharing among government agencies.

Responding to Victims

- Police Sexual Abuse Teams and the Department of Child, Youth and Family Services provide Crisis Response Services for sexual violence/abuse situations, the latter being particularly for children. Under the care and protection provisions of the Children, Young People and their Families Act, officers of the Department will, if satisfied that a child or young person is in need of care and/or protection, consult with a Care and Protection Resource Panel and convene a Family Group Conference. At the Family Group Conference, decisions about the care and protection of the child or young person in question are made. In cases where removal of a child or young person from his or her family/whanau is not warranted, the Department may provide assistance and support to that child/ young person, as well as his or her family/whanau.
- The Care and Protection Blueprint is designed to enhance service provision to children and young people at risk of or suffering abuse and neglect. The Blueprint seeks to improve official and community collaboration in addressing abuse and neglect. The Blueprint provides a vision for the care and protection community, a set of principles in the context of which care and protection policy and services operate, goals to address the issues facing care and protection workers and an action plan.
- New Zealand Rape Crisis is a collective of not-for-profit organisations that provides counselling and support to survivors of sexual assault, and education and prevention services to increase public awareness of sexual assault. Rape Crisis works to eliminate sexual assault through education programmes targeted at different audiences.
- The National Collective of Independent Women's Refuges provides 24 hour face to face and Internet support, advocacy and accommodation for women and their children who are

Key Current or Planned Initiatives *(continued)*

- experiencing family violence. Women's Refuge works to end violence against all women and children.
- Counselling services, funded wholly or partly by the Accident Compensation Corporation, are available to many survivors of sexual abuse. ACC accredited counsellors provide ongoing subsidised counselling to survivors, subject to demonstrated need. Need is shown by regular reports to ACC where, in the opinion of the counsellor, the claimant would benefit from ongoing counselling. Subject to meeting various threshold criteria, survivors may also be entitled to benefits such as travel allowances (to get to therapy), child care (while the claimant attends therapy) and residential care (in cases of severe distress). Where a sexual abuse claim has been accepted by ACC, it meets the first \$50.00 of each counselling session.
 - Victim Support is a generic support service, available on a free 24-hour basis to all victims of crime, accident and emergency. Victim Support responds to all victimisation, and while it is not funded to provide specialist counselling services to victims of sexual assault, it often acts as a referral service to specialist agencies, and, in addition, provides non-specific counselling and support.
 - Victims can seek support from generic crisis telephone lines including Lifeline, Youthline, and the Samaritans. Counselling may be available directly from the service called, or appropriate referrals may be made. In addition, The Internet Safety Group provides a specific helpline called NetSafe Helpline for victims of crimes that feature an online component.

Identified Gaps

Coordination of sexual violence prevention and reduction initiatives

Initiatives aimed at preventing and responding to sexual violence lie along a continuum from preventing victimisation and offending through education in schools, to treatment programmes for offenders, systems of managing of offenders released back into the community and services for victims.

Responsibility for interventions across the continuum is dispersed across a range of agencies, including the Ministry of Education, the Department of Child Youth and Family Services, the Department of Corrections, New Zealand Police, the Ministry of Social Development, the Ministry of Justice, Health and the Accident Compensation Corporation.

There is currently no coordinated approach to sexual violence across government. There is no mechanism in place to ensure that initiatives are adequately targeted along the length of the continuum, from prevention to management. Various agencies provide funding for sexual violence services, but no one agency has overall responsibility for managing responses to sexual violence or reducing sexual violence.

Information about sexual violence

The NZNSCV 2001 revealed that many victims of sexual violence thought that what happened to them was wrong but not a crime. This is a clear gap in public knowledge about what constitutes sexual violence in law.

Healthy relationship education

Healthy relationship education is provided in schools in the context of the Health and Physical Education Curriculum and sexuality education. However, the general adult population rarely receives education on healthy relationship behaviour.

Coverage of school-based education/prevention programmes

Although some schools run programmes such as Keeping Ourselves Safe for the prevention of sexual abuse, these programmes are not mandatory. The Health and Physical Education Curriculum provides guidance to schools about what knowledge, understandings and skills students should acquire, but it does not specify how this should be achieved. Schools can choose whether or not to run a sexual abuse prevention programme, and if they choose to do so, parents can request that their child be excluded from the programme.

It is not clear how many schools are running such programmes, but there is concern that coverage is insufficient, particularly as the curriculum suggests that they be run separately from sexuality education.

Early identification of offenders

Research suggests that young offenders are more amenable to change if identified and provided with treatment early enough in their sexual offending career. However, there is a lack of guidance about how to identify offenders who are beginning to display problem behaviours, and what services to offer them once identified. SAFE and STOP programmes do provide assessment and treatment services for children and adolescents.

Diversion/treatment services for 'less serious' offending

Similarly, there is a lack of diversion and treatment options for 'less serious' offenders, i.e. where evidence suggests that the target group will not pose a threat to public or safety of the offenders or their families, or where they would not receive a custodial sentence if convicted.

Existing community-based services receive requests for treatment from offenders who self-refer or are referred by their families. Often these offenders have not come to the attention of the New Zealand Police or are not considered serious offenders. Most service providers are not funded to provide services to this category of offender and so the demand is

often not met. This results in offenders not receiving the treatment they need to help prevent further offending.

Adolescent treatment programmes

Consultations suggest that there is more demand for adolescent services than existing services can meet. There is a need to further assess the level of demand and the capacity and resourcing of services to meet this demand.

Programmes for those who offend against adults

Most treatment programmes for sex offenders, particularly prison-based programmes, are targeted at those who offend against children. Those who offend against adults tend to be offered one-on-one counselling rather than group therapy programmes. The potential of group based programmes to prevent reoffending among those who offend against adults needs to be investigated further. It may prove to be a more effective and cost-effective response to this type of offender.

Culturally specific programmes

Programmes developed specifically for Maori have shown positive results. There is a need for programmes to be developed specifically for Pacific Peoples and for other ethnic groups.

Geographical coverage of services

Treatment programmes for offenders tend to be located in main urban centres. Offenders in rural and remote areas do not have easy access to services and are therefore less likely to seek out or attend these services, resulting in an increased risk of reoffending by these offenders.

Service for Victims

Only 8% of sexual violence victims in the NZNSCV 2001 survey had accessed victim services. The survey suggested further qualitative work to understand why victims did not access services more readily. Consultation suggests that services need to be improved in order to be accessible and appropriate to Maori and Pacific victims, male victims, people with intellectual disabilities, and migrants.

New Actions Sexual Violence	Who <i>Key Agencies</i>	When
<p>Establish an Interagency Steering Group on Sexual Violence</p> <p>This group would have ongoing responsibility for:</p> <p>a) the development, implementation, monitoring and review of a coordinated approach to sexual violence, from prevention of victimisation to management of offenders; and</p> <p>b) overseeing the implementation of the following actions:</p>	<p>Accident Compensation Corporation (ACC), Department of Corrections, CYF, MoE, MoH, MoJ, MPIA, MSD, Ministry of Women's Affairs (MWA), Police, & TPK.</p>	<p>2004</p>
<p>1. Include information and advice about preventing and responding to sexual violence in the coordinated public education and communication programme outlined in the Attitudes to Violence section such as:</p> <ul style="list-style-type: none"> • information on the nature and extent of sexual violence to raise awareness among potential victims, parents, and the general community about what constitutes sexual violence, and that it is unacceptable and criminal; • demonstrating a range of healthy relationship behaviour and gender roles, as they apply to intimate relationships, family relationships, friendships and interactions with acquaintances and strangers; and • information for both victims and witnesses on how best to deal with violent situations, both during and after an incident, for example who to talk to or where to go to for help. 	<p>MoH, MoE, MoJ, MSD, CYF, Police</p>	<p>2004-2010</p>
<p>2. Promote the use of successful school based education programmes, such as Keeping Ourselves Safe, in New Zealand schools, to increase young people's awareness of sexual offending, and equip them with skills to reduce the likelihood of their sexual victimisation by:</p> <ul style="list-style-type: none"> • Promoting these programmes to schools, and • Increasing the capacity of the Police Youth Education Service to deliver the KOS programme more widely. 	<p>MoE, MoH, Police, MoJ</p>	<p>2004-2005</p>

New Actions Sexual Violence	Who <i>Key Agencies</i>	When
<p>3. Undertake a comprehensive review of the capacity, resourcing and effectiveness of identification, assessment and treatment services for sex offenders, both community and prison based, to assess whether there is an unmet need for more widely available services. The review will focus on, but not be limited to:</p> <ul style="list-style-type: none"> • services for 'less serious' offenders i.e. offenders not likely to be subject to a custodial sentence if convicted • prison-based treatment services • services/interventions for adolescent and pre-adolescent offenders • services for offenders with intellectual disabilities • programmes for offenders who have committed sexual offences against adult victims • programmes tailored for Maori, Pacific Peoples and migrants, and • the geographical coverage of services. 	<p>Corrections, MoJ, MSD, CYF</p>	<p>2004-2005</p>
<p>4. Undertake research to:</p> <ul style="list-style-type: none"> • develop improved techniques for the early identification of offenders • identify optimal levels of treatment, and the treatment mix, that should be offered/provided to sex offenders • analyse the cost-benefit ratio of existing sex offender programmes 	<p>Corrections, CYF, MoJ, MSD</p>	<p>2005-2007</p>
<p>5. Undertake a qualitative study to increase understanding about the extent of sexual victimisation, victims attitudes towards seeking assistance, and to develop measures to improve accessibility of services for victims, particularly the expansion of specific victim services for:</p> <ul style="list-style-type: none"> • Maori and Pacific victims of sexual violence; • migrants or others with cultural and language differences that may be barriers to seeking assistance; • victims with physical and intellectual disabilities; and • male victims of sexual violence. 	<p>MoH, ACC, MoJ</p>	<p>2005</p>

Monitoring and Evaluating the Actions

Each action in the plan requires an evaluation strategy or set of performance indicators to monitor progress and assess effectiveness in achieving the action's desired outcomes. These should be clearly linked to the Action Plan's objectives.

Each action area has a designated coordinating group:

- the Interagency Programme Management Group for the coordinated public education and communication programme to address attitudes to violence
- the National Taskforce for Community Violence Reduction to address alcohol related violence and violence in public places, and
- the Interagency Steering Group on Sexual Violence, to address sexual violence.

Each coordinating group will be responsible for:

- ensuring that the intervention logic demonstrating each action's contribution to the action area's objectives is clearly stated
- that relevant baseline data are collected or developed for each action, and
- that performance indicators and an evaluation strategy are established for each action, as appropriate.

For this reason it will be necessary for these groups to include representatives with research and evaluation expertise.

This Action Plan should be considered as a work in progress, to be reviewed in 2005 and updated as necessary.

Measuring effectiveness

Measuring effectiveness in the social sector is a difficult exercise. Difficulties include having appropriate, reliable data sources to enable outcome measurement, and being able to isolate other factors to ensure that the outcomes observed are due to the new intervention and not confounding variables.

Measuring success in violence reduction is no exception, as data on crime victimisation are problematic. Victimisation surveys are considered to be the most reliable, but they have only been undertaken on a National scale in New Zealand twice⁴³, five years apart, and do not provide local or

⁴³ The New Zealand national survey of crime victims (NZNSCV) undertaken in 1996 & 2001, Ministry of Justice, Wellington

regional level data.⁴⁴ Offences recorded by New Zealand Police account for only 15% of victimisations reported in the NZNSCV 2001, and although Police recorded offences are an indicator of violence, they are susceptible to changes in recording and reporting practices.

Additional data sources are required to provide baseline data on, and the capability to monitor, levels of violence in a local area, to better assess the effectiveness of specific interventions.

Enhancing data for local community safety and violence prevention initiatives

Hospital admission and Emergency Department treatment data have been suggested as supplements to Police data, to gain additional information on the level and nature of assaults in a local area. Only one sixth of victims of violence report spending a night or more in hospital, but one in three seek medical attention. Useful information might therefore be gathered at Emergency Departments. Trials using new data collected by Emergency Department staff have been undertaken in the UK, and have proven to be useful in informing local level community safety and violence prevention strategies.⁴⁵

The trials have involved the use of a specific Assault Patient Questionnaire combined with regular emergency data collection methods. The information has been used by hospitals/health authorities to work in partnership with New Zealand Police, local authorities and other relevant stakeholders, to develop targeted strategies aimed at preventing the kinds of assaults that are identified as being prevalent in that local area.

Building upon earlier studies which have been conducted in similar areas,⁴⁶ it would be useful to trial this data collection method in New Zealand to assess how well it provides information that can be of value in planning and monitoring violence prevention initiatives. It would be useful to trial this data collection method in New Zealand to assess how well it provides information that can be of value in planning and monitoring violence prevention initiatives.

⁴⁴ The New Zealand national survey of crime victims will however be undertaken more frequently in future.

⁴⁵ Young, C.A., & Douglass, J.P., 2003, Use of and outputs from, an assault patient questionnaire within accident and emergency departments on Merseyside, *Emergency Medical Journal* 20, p.232-237, Liverpool, UK

⁴⁶ Humphrey, G., et al., 2003, Alcohol and injury amongst attendees at a New Zealand emergency department, *New Zealand Medical Journal*, vol 116, no 1168

New Actions Enhancing Assault Data	Who <i>Key Agencies</i>	When
<p>Undertake a 12-month pilot study to trial improved data collection methods at hospital emergency departments, to better inform community safety and violence initiatives and to improve performance monitoring.</p> <p>New assault patient questionnaires would be used and combined with information in the Emergency Department Information System to provide additional information on assault cases, that could be used in deciding what types of interventions will be most useful in local areas, i.e. whether the focus should be on local licensed premises or particular public locations, or on violence occurring in the home.</p>	MoH (pilot area DHB), MoJ, Police	2004

Working in Partnership

Partnerships with Maori, Pacific Peoples, other ethnic groups, young people and Non-Government Organisations will be crucial to the effective implementation of this Action Plan at both national and local levels.

How to develop and use these partnerships will need to be given careful consideration at the outset by the three coordinating groups in consultation with the key stakeholders. The further development and implementation of actions will need to consider the diversity of target groups and be tailored accordingly.

The Crime Prevention Unit's local crime prevention partnerships will form a good basis for implementing the Action Plan at the local level.

Action Plan Management and Reporting

The Crime Reduction Strategy Senior Officials' Group will ensure that there is overall coherence across the actions developed and implemented by each of the coordinating groups responsible for areas of action.

The three coordinating groups will provide two (six-monthly) progress reports to the Crime Reduction Strategy Joint Ministers' Group each year, on the range of actions for which they are responsible.

The reporting process will be coordinated through the Ministry of Justice, and the Crime Reduction Strategy Senior Officials' Group.

Conclusion

The actions in this plan represent the first steps towards coordinated and comprehensive approaches to reducing community violence and sexual violence. The Action Plan identifies a series of gaps in existing efforts to reduce community violence and sexual violence, and sets out a series of actions to address them.

Some of the actions are just the beginning of a long-term process of development and implementation, such as the coordinated communication, education and awareness raising programme on violence. Others will result in further action being recommended. For example, following the review of the capacity of sex offender services to meet demand, decisions will be required on how best to direct resources.

Implementing this Action Plan will require a commitment from central government, local government and the community to work together collaboratively in new ways. This will be assisted by the coordinating groups that are established to lead the action areas in the plan, and by the Ministry of Justice Crime Prevention Unit's local crime prevention partnerships.

Ongoing monitoring and evaluation of the actions is important to ensuring the success of the Action Plan, enabling the identification of new challenges, and the redirection of resources to meet those challenges as they arise. This Action Plan should be considered as an evolving plan, to be reviewed in 2005 and updated as necessary.