

Te Mana Kaha o te Whānau



E Tu Whānau-ora
Programme of Action for
Addressing Family Violence
2008 – 2013

MĀORI REFERENCE GROUP
FOR THE TASKFORCE FOR ACTION
ON VIOLENCE WITHIN FAMILIES



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Preamble

Levels of family violence within New Zealand are unacceptably high and have become an increasing focus of community concern and government commitment. Māori are over-represented in family violence statistics, as both victims and perpetrators and despite years of investment and some measure of success at the local level, whānau violence remains a significant and escalating concern for Māori. It is clear that fresh thinking and new approaches are required if these extremely complex issues are to be genuinely and effectively addressed. It is also recognised that specific solutions are needed so that Māori can own and address the issues in collaboration with the wider community.

A Māori Reference Group (MRG) has been set up within Family and Community Services (FACS) to provide advice and a Māori voice to the wider government Taskforce for Action on Violence within Families (the Taskforce). MRG consists of people from across the country with a wide range of backgrounds and experiences in the area of family violence. MRG has focused on making a difference within Te Ao Māori, acknowledging that if things are to change then all of Te Ao Māori needs to take ownership of the issues and leadership of the solutions.

In the spirit of these aspirations, the overarching aim was to develop a Programme of Action (Programme of Action) to address whānau violence that is owned and endorsed by Te Ao Māori. This Programme of Action must also provide mechanisms for Māori and government to work effectively, both together and independently, acknowledging the critical roles of each. The focus has been on developing an easily understood framework that captures the broader vision and aspirations of Māori and also represents a practical, achievable and measurable way of moving forward and making a difference.

E Tu Whānau-ora has evolved after a considered and wide reaching development process. The key steps that have helped us to get to this point include the following:

- Identifying the key issues – what we already know, what we don't know and any pointers for moving forward.

This included:

- gathering together significant literature and prior work on this issue
 - seeking out and capturing success stories and best practice around the country
 - pulling together recent data and evidence on family violence issues for Māori and identifying significant issues, trends, gaps
 - formal and informal kōrero with experts and practitioners to get critical insights and “the real oil” on key issues and considerations.
- E Tu – at Hopuhopu Hui, held in April 2008 focused on bringing Māori leaders together to secure their backing and commitment to tackle this issue. If the mana and energy of key leaders is positively harnessed to promote issues of whānau-ora, as it has been done for fishing and treaty settlements, then great things will be achieved. This is happening in a variety of ways since the E Tu hui.
 - Undertaking significant legwork at the grass roots level (including regional hui across the country) to ensure that different voices have been heard and included, to identify and embrace local solutions and successes and also to highlight the universal messages and any suggestions for moving forward.
 - Developing written and audio-visual support material and educational resources to support the national and regional hui and any ongoing work.

The following Programme of Action – E Tu Whānau ora – is the result of a great deal of thought and hard work done by many people from across the country. The input of all involved is greatly appreciated.

Finally, we must remember that this is only the first stage of our journey and the implementation phase will bring a fresh set of challenges. We look forward to working together to bring E Tu Whānau-ora to life and to make some meaningful strides towards whānau-ora for all based on strength, safety, identity, integrity and prosperity.

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The solutions are within us. Let us work together with our people.
We must reclaim tikanga, learn what whakapapa is, learn about ourselves,
re-examine ourselves, collaborate and work with each other.

E TU HUI PARTICIPANT

Introduction

The *E Tu Whānau-ora Programme of Action for Addressing Family Violence – 2008–2013* (Programme of Action) provides a framework for addressing issues of violence for Māori over the next five years. In particular, the Programme of Action: sets out an overarching vision, identifies guiding principles and underlying philosophies, establishes high level goals (and consequent objectives and actions), identifies the contribution and critical responsibilities of Government, Te Ao Māori and those areas that require a collaborative approach and articulates the key concerns and priorities for Māori.

Our Programme of Action has been shaped to provide some context for the journey that Māori are undertaking to address violence. It has four parts:

- It begins with an overview of Māori aspirations in a broad sense – our vision for where we want our whānau and communities to be in the future and the role of our Programme of Action in helping this come about.
- This is followed by a snapshot of where things are at now with respect to issues of Māori violence; in terms of commitment, achievements, hurdles to be overcome and a platform for moving forward.
- The third part of the Programme of Action looks to the future and articulates the high-level goals for the next five years, the underlying principles and philosophies, and the key issues and priorities that will give us direction as we embark on the next phase of this journey. This part of the Programme of Action considers opportunities and responsibilities, as well as gaps and barriers.
- The Programme of Action concludes with a framework that identifies the specific objectives and actions relating to the high-level goals for the next five years and who is responsible for making each one happen.

The Māori Programme of Action builds on and complements the many positive initiatives and developments that are already in place or underway. It has been developed by the Māori Reference Group to the Taskforce for Action on Violence within Families, in consultation with Māori leaders, practitioners, iwi and whānau from across the country. It sits alongside the Taskforce's Programme of Action.

We have done extraordinarily well in the arena of reclaiming our taonga, our land, our fishing rights, our reo, and now our forests. Some of our iwi are doing extremely well in their commercial endeavours but what about the social ills that still beset and bedevil us? We all need to invest our time and our talents in ensuring the spiritual, physical and psychological wellbeing of our whānau to build the social capital that will oil the wheels of our people's lives and especially our tamariki.

DR HONE KAA

1 Our vision and aspirations

For Māori, it is fundamentally important to acknowledge that violence occurs within a broad whānau and social context and is complicated by a range of factors and influences. It is also essential that our Programme of Action acknowledges that being free from violence is one aspect of a more all-encompassing vision for Māori that focuses on whānau-ora, or wellbeing, for all whānau members. The overarching vision for the Māori Programme of Action is, therefore, focused on these broader Māori aspirations:

Whānau-ora for all whānau members arising from strength, safety, identity, integrity and prosperity.

This vision is based on the concepts of whānaugatanga, whakapapa, tinana, wairua, mana and mauri. The Māori Programme of Action vision aligns with the Taskforce's vision that 'All families and whānau have healthy respectful relationships, free from violence'.

1.1 MOEMOEĀ (THE DREAM)

The vital aspects of whānau-ora that sustain this vision are captured in the following moemoeā.¹

In this whānau:

- people have knowledge of their whakapapa, history and taonga and are confident within their identity, and able to live in the present and shape their futures
- they can speak their own language
- spiritual aspects are central to their lives, if they wish them to be
- they value and respect all who belong to them – tamariki, kuia and kaumātua
- they are aware of and are active within their community
- they realise their roles, functions and responsibilities
- they have sufficient access to resources so that they are able to provide for their needs
- they are able to collectively meet their community and family responsibilities
- they are adaptable, entrepreneurial and well educated
- they are visionary, with a sense of future possibilities
- they are able to make decisions about their own lives and participate in all aspects of life
- they are comfortable in their own skins
- they are responsible and accountable for their actions
- they deal openly and honestly with conflict.

The dream will be achieved when:

- elders, kuia and kaumātua play a full role in the family in all aspects of life, and are valued, supported and cared for
- matua are supported to grow in the way they plant and nurture the family
- tamariki are loved and grow to their full potential.

¹ Developed by the Family Services National Advisory Council and adapted by the Māori Reference Group.

1.2 OUR APPROACH

The approach for our Programme of Action flows from the vision of wellbeing for all. It is based on Māori strengths and focuses on strategies and solutions that encompass the whole whānau. Māori throughout the country have voiced the desire to adopt a more positively framed approach to addressing issues of violence. In particular, they feel strongly that it is time to make a conscious shift from focusing on what is wrong within our whānau, hapū and iwi to expending our energy on a positive future for Māori and focusing on our strengths and developing strategies to achieve our moemoeā.

Our approach is guided by the following kōrero and key messages that emerged from recent national and regional hui:

- Māori need to find our own solutions to violence.
- Everybody needs to take responsibility and to act now.
- Reclaiming tikanga, fostering pride and affirming identity will be the foundation for change.
- Māori are diverse and innovative and there are many successes to learn from and build on.
- The home must be restored as a place of safety and love where healthy partnerships are the norm.
- It is time to shift our focus from talk to action.
- It is time to shift our focus from crisis intervention to prevention, early intervention and sustainable change.
- It is time we began to change that which is ours to change.

There are eight dimensions that I consider when dealing with a person, or people, in a given context. Te Wheke – the Octopus, with its tentacles and three hearts, is the model I work with. The eight kawai rangatira, noble tentacles, are expected to give sustenance to the total wellbeing and development of each one of us. The tentacles all link into the stomach, the head of the octopus, depicting a oneness and a holistic approach to life. The model encourages us to do in-depth work in regard to our total development. What do these kawai / tentacles symbolise? ... We can start with any one of them ...

Mana, Ahua ake: Personal dimension, the absolute uniqueness and divine right that we have to be true to ourselves.

Mauri: Physical dimension, life force, inbuilt healing power.

Wairua: Spiritual dimension, the two waters / duality that permeate one's life.

Aoturoa, Te Taha Tinana: Physical dimension and how we cope in today's world. Our health, including physical wellbeing, is paramount.

Whatumanawa: Emotional dimension, the all-seeing eye of the heart, the senses, intuitive intelligence.

Hinengaro: Intellect / mental dimension, the hidden mother, the mind.

Ha, Taonga Tukuiho: Cultural dimension, treasures and traditions from ancestors.

Whānaungatanga: Social dimension, kinship ties with all peoples, Papatuanuku, Earth Mother, and all her progeny...

DR RANGIMARIE TURUKI ROSE PERE

2 The current situation – Taking stock of where we are now before we move forward

2.1 BACKGROUND

Much has been said and written about issues of violence for Māori. Māori know as well as anyone that we are overrepresented in the negative statistics and that many of the stories highlighted in the media involve our people.² Māori have been working within Government and at the coalface to develop solutions and implement programmes to help people affected by family violence as perpetrators, victims or witnesses. A range of programmes are already in place and we can take heart and learn from many success stories. Clearly, however, we have a lot more to do if we are to turn around the unacceptable statistics. The recent focus on addressing family violence and the establishment of the Taskforce for Action on Violence within Families has given new impetus to this challenge and a platform from which to institute some real change. The Taskforce's Māori Reference Group embraces this challenge and the opportunity to bring about sustainable, positive change that will impact on the future wellbeing of Māori whānau and communities in New Zealand.

2.2 MOMENTUM FOR ACTION

A recent key development is that Māori leadership has come together to focus on this issue. Along with government and non-government agencies, many of our leaders are now actively committed to addressing violence and being involved in solutions for positive change. Ongoing consultation and a series of recent hui on violence (including a national summit of key Māori leaders) have elevated interest and knowledge, galvanised support and established a foundation for moving forward. Māori at all levels are ready to contribute by working within their iwi, hapū and rohe and with others to find the best ways of doing this. Some clarity is required around where responsibilities and accountabilities lie for different aspects of the Programme of Action and some tools and resources are needed to support those driving the change.

It is imperative that the momentum that has been created is built on and becomes embedded as an ongoing priority for Māori action and leadership. Māori are confident that success is possible if Māori themselves are able to drive the solutions and there is sufficient flexibility around administrative systems and processes to sustain any success. Māori have already achieved considerable success with Māori-driven initiatives in the past, such as kōhanga reo, which is based on tikanga. For the Māori Programme of Action, the fundamental concept underpinning success is the notion of 'whānau-ora', or family wellbeing. For Māori, this is more than just being free of violence; it also involves having a strong sense of identity, being connected to your whakapapa, and reclaiming and cementing the principles of tikanga in a contemporary context. It is important that any framework to address whānau violence articulates and measures progress towards whānau-ora as a success factor. This framework must be strengths-based and whole-of-whānau focused.

² A summary of recent data is provided in Appendix 1.

**STOP THE HURT, EXPLORE THE REASON,
DENY THE PRESUMPTION AND ADDRESS THE CAUSES.**

Stop the hurt: Acknowledge that there is a terrible hurt within our whānau and communities, but we cannot objectify the hurt. We need to be honest about the hurt (both the occurrence and the nature of it).

Explore the reason: Behaviour happens for a reason within a context. This is not about excusing behaviour but understanding the individual reasons for it and why it has happened, and contextualising it, because then you can then move forward.

Deny the presumption: Do not make assumptions, eg that Māori perpetuate violence ... that violence is a Māori issue.

Address the causes: Tailor the approach rather than use a generic approach.

MOANA JACKSON – E TU REFLECTIONS

2.3 CONTEXT FOR VIOLENCE

Family violence is a global issue and is not limited to any one religious, cultural or income group. A wide range of studies agree that violence is caused by multiple, complex factors, and that certain factors occurring together may increase the likelihood that a person will abuse a family member. It is also widely recognised that issues of power and control are inextricably linked to family violence and that, for indigenous peoples such as Māori, there are a range of associated factors, including the loss of cultural identity, land, language and an ability to be self-determining.

Our Programme of Action must consider the broader socio-economic context for Māori and the impact that this has on issues of family violence. The reclamation of tikanga and the strengthening of whānau and whakapapa connections are considered to be the vital cornerstones of any long-term success in relation to the achievement of whānau-ora. However, the attainment of whānau-ora will be slow for the numbers of us who live in impoverished and unhealthy circumstances. Māori acknowledge that violence is an issue of considerable significance and escalating concern that cannot be tolerated or excused at any level. If this situation is to be addressed, then it is equally important that strategies for change consider contextual and contributing factors.

Inequalities and risk factors

We know that family violence happens across all socio-economic groupings in New Zealand but also that social and economic disparities impact on the likelihood of someone being affected by family violence. Substantial evidence links child maltreatment with stressors such as adverse life events and financial deprivation.

It is noted that poverty may be less of a causal factor in child maltreatment than the factors associated with poverty, such as unemployment, inadequate housing and low education levels. Studies show that the more stressors there are in a parent's life, the more likely the parent is to maltreat their children. The Social Report 2007 (Ministry of Social Development 2007) reveals that, although some gains have been made in recent years, Māori continue to experience significant social and economic disadvantage in New Zealand society in relation to income levels, employment, education outcomes and housing.

We also know that the highest rates of partner abuse tend to be found among young, cohabiting adults of low socio-economic status, particularly when they have children (Moffitt et al 2001). Māori have a very young population and live in the most deprived parts of New Zealand. There are also risk factors associated with witnessing family violence and intergenerational cycles of violence.

All of these factors mean that the attainment of whānau-ora for some areas of Te Ao Māori will be more difficult. However, these factors do not predetermine violence in all cases. Many Māori whānau are coping well and raising children who are loved and nurtured and raised in loving whānau, while living in circumstances that could be described as deprived.

Demographic context

On the face of it, the straight facts and figures regarding levels of Māori violence are extremely concerning. However, this data must be placed in context. Child abuse data for Māori, for example, looks a little less alarming when considered on a population-adjusted basis because young people make up such a large proportion of the total Māori population³. The 5724 children for whom abuse findings were recorded in 2006 represent just over 2% of all Māori children aged 19 and under, and just under 3% of all Māori children aged 14 and under. Although Māori children make up a significant number of the total number of child abuse cases, these children represent only a small minority of the total number of Māori children and young persons. Of course, no amount of child maltreatment is acceptable and the priority is to eliminate these statistics altogether. However, it is also really important for Māori to know, when they read disturbing headlines and statistics, that the majority of Māori children and young people are not maltreated but are loved and nurtured by their whānau.

Historical context

Within the context of this Programme of Action, it is interesting to note that violence was not a feature of traditional Māori society, which on the contrary appears to have been characterised by harmonious, loving whānau and parent-child relationships, according to the recorded observations of some of the early European settlers. Māori women and children were highly valued in traditional Māori society and the general impression conveyed by early accounts is of kind and generous parenting.

³ In 2006, just over 1 in 3 Māori (35.4%) were aged under 15 years, while just under half (45.7%) were aged 19 or under (Statistics New Zealand 2007).

I saw no quarreling while I was there. They are kind to their women and children. I never observed either with a mark of violence upon them, nor did I ever see a child struck.

SAMUEL MARSDEN (ELDER 1932)⁴

The New Zealand father is devotedly fond of his children, they are his pride, his boast, and peculiar delight; he generally bears the burden of carrying them continually within his mat ... The children are seldom or never punished.

JOEL POLACK (POLACK 1840)⁵

Both parents are almost idolatrously fond of their children; and the father frequently spends a considerable portion of his time in nursing his infant, who nestles in his blanket, and is lulled to rest by some native song ... The children are cheerful and lively little creatures, full of vivacity and intelligence. They pass their early years almost without restraint, amusing themselves with the various games of the country.

GEORGE FRENCH ANGAS (ANGAS 1847)⁶

While acknowledging that time has moved on, it is important to consider the aspects of tikanga that have been eroded over time and can be reclaimed and revitalised within a contemporary context to help rekindle the whānau-ora that characterised traditional Māori society. Within the context of developing long-term solutions, it is also important that this process go beyond just the revitalisation of positive cultural values and lead to the celebration, acceptance, validation and embedding of a Māori world view within the wider New Zealand societal context.

2.4 CURRENT FOCUS FOR THE MĀORI PROGRAMME OF ACTION

This Māori Programme of Action builds on the considerable thinking and hard work 'on the ground' that has evolved over many years in response to issues of violence. It acknowledges the sheer effort involved and the success that many programmes and individuals have achieved in a quest to eradicate family violence and the destruction that it leaves in its wake. It harnesses the skills and experience of those already involved in this field of work and the commitment and energy of leaders and whānau from around the country who have stepped up to play their part. As part of the development and the implementation of the Programme of Action, the Māori Reference Group is working alongside iwi, hapū and Māori practitioners around the country to focus on the tools and strategies Māori themselves need to tackle issues of violence within their own communities and spheres of influence.

⁴ The Reverend Samuel Marsden was instrumental in setting up churches and missions in Aotearoa in the early 1800s. He was a strong supporter of Māori during the early waves of European settlement.

⁵ Of Dutch descent, Joel Polack opened a general store in Russell in 1832. He was an advocate of planned colonisation, believing that unplanned settlement would destroy Māori society. He is also known for his pictorial observations of early New Zealand.

⁶ George French Angas is well known for his watercolours depicting early life in Australia and New Zealand.

This work will evolve as the Te Ao Māori strand of the Programme of Action's action plan (see Part 4 for the full action plan, and the end of Part 3 for a summary). It is important that the work of Government and any collaborative initiatives help to create an environment that will support and sustain the momentum and commitment of Te Ao Māori.

Our Māori Programme of Action is distinct from but aligned with the Programme of Action initiated by the Taskforce for Action on Violence within Families. The Taskforce has determined four priority areas for action over the coming year: leadership, changing attitudes and behaviours, ensuring safety, accountability and effective support services.

The Māori Reference Group actively contributes to the work that flows from this mainstream Programme of Action. In addition, our Māori Programme of Action has established high-level goals for each of these priority areas and also for a fifth area – 'understanding and developing good practice'. (As noted above, there are many excellent programmes and initiatives already in place, however, what constitutes 'good practice' needs to be agreed on, understood, documented and shared.) Accordingly, the five Māori Programme of Action priority areas for action are:

- leadership
- changing attitudes and behaviour
- ensuring safety and accountability
- effective support services
- understanding and developing good practice.

An initial series of objectives and actions to give effect to these goals have been identified as priorities for the coming year. These will be further developed, and added to, in response to consultation and need over time. The process of eliminating violence will be long and complex, and it will require a range of strategies and interventions and a continuum of short-term and long-term priorities and responses. This Programme of Action is a framework for identifying these priorities and actions over a five-year period and according them status in relation to the overall strategy and timeframe.

What is success? The greatest success occurs where the whānau takes responsibility.

ETU HUI PARTICIPANT

3 Future directions

Focusing on the next five years

The ultimate vision for our Māori Programme of Action is the attainment of whānau-ora for all whānau members in Aotearoa. This will be a long journey and a great deal of change needs to occur if we are to realise this dream. The Māori Programme of Action has established a framework to guide the shape and priorities for the next five years. Over this time, the Programme of Action direction will primarily be guided by five high-level goals, which will remain constant. However, the Māori Programme of Action is a dynamic framework and the objectives and actions that flow from these goals may change or evolve over time in response to need. Accordingly, the actions are more fully developed for the first years. It is also important to note that there will inevitably be an overlap across the different action areas.

3.1 HIGH-LEVEL GOALS

Leadership

Effective and visionary leadership across all levels of Māoridom founded on a shared commitment to whānau-ora for all whānau.

Changing attitudes and behaviour

All Māori have opportunities to receive relevant and appropriate support, information and education about violence in safe and meaningful contexts (acknowledging the variable time requirements for achieving significant change in attitudes and behaviour for different individuals and whānau).

Ensuring safety and accountability

Māori have access to a wide range of effective processes and services to ensure that victims are safe, to stop perpetrators from re-offending and to promote whānau maintenance and restoration.

Effective support services

All Māori have access to effective, sustainable support services, wherever they live, which are evaluated against a range of agreed success factors, including whānau-ora indicators.

Understanding and developing good practice

Service delivery to Māori will be measured against an agreed understanding of what constitutes 'good practice' based on available evidence and agreed 'indicators' for whānau-ora, with ongoing opportunities for the development, trialling and uptake of innovative and promising ideas.

3.2 GUIDING PRINCIPLES

The following principles provide a foundation to support and guide our Programme of Action:

- Māori-driven solutions
- whole-of-whānau approach
- tikanga foundation
- consistency, sustainability
- inclusiveness
- community driven
- autonomy, integrity
- strengths based
- evidence based
- education focused
- collaboration and connectedness.

3.3 UNDERLYING PHILOSOPHIES

Whānau-ora

The attainment of whānau-ora (family wellbeing) is the long-term vision of this Programme of Action for addressing family violence. This acknowledges that violence happens within a broad context and that, for Māori, tackling violence means the consideration of a range of contributing and causal factors. It also signals that addressing violence issues is complex and time-consuming and requires a whole of whānau approach, not just the immediate individual(s) concerned. It also needs to be sufficiently flexible and collaborative to accommodate the range of needs presented by those affected by violence.

Māori-led solutions

Māori recognise that some of our greatest success stories occur when Māori develop solutions for Māori. The success of kōhanga reo and kura kaupapa, where Māori learners consistently outperform their counterparts in mainstream education, are good examples of Māori-led national initiatives. There are many examples of smaller-scale success stories at the local and community levels where Māori-led approaches have achieved great things.

Reclamation of tikanga

At hui up and down the country, Māori have attributed many of the current problems facing our people, including violence, to the lack of connection many Māori have to their whakapapa and identity. Innovative programmes such as kōhanga reo are based in tikanga, and a strong message has emerged that reclaiming tikanga, fostering pride and affirming identity are critical steps in our journey to address whānau violence and attain whānau-ora.

We have to give our people a true sense of identity through Atua – both female and male. If people truly know who they are, they have a great sense of pride and self-esteem, which is passed on to tamariki.

TIKANGA WORKSHOP – E TU HUI

Restoration of the home

The home must be restored as a safe, loving environment where healthy partnerships between tane and wahine are the 'norm'. The home is where our tamariki learn the values for life, and whānau-ora for all Māori will depend on our children being nurtured in homes that are safe, loving and healthy.

The focus needs to be whakahono whānau, not about family violence, but about care and protection.

Whānau workshop – E Tu hui

Māori paradigms and conceptual frameworks

The legitimacy and integration of Māori models and conceptual frameworks will be an important feature of the Māori Programme of Action and the work that flows from it. The Mauri Ora framework, for example, is one practice model that uses a Māori conceptual framework for transforming. The Mauri Ora model is being used with considerable success and is providing practitioners with the appropriate skills and tools to work proactively and positively with Māori whānau.

3.4 THE FRAMEWORK FOR CHANGE

Responsibility and accountability

A clear message emerging from the summit and hui is the need for some clarity and guidance around who is responsible for different actions and how these fit into the bigger picture. Māori leaders and whānau have stepped up and acknowledged that violence is a critical issue for the future wellbeing of Māori, but, for many, this is unfamiliar territory and they need ongoing direction and support.

Across the country there is also concern that by Māori taking action for themselves that Te Ao Māori will be left to take "the full responsibility" for all of the issues for whānau. There are clear areas that only Māori can address (Te Ao Māori). Other issues will require a joint response (shared community–government initiatives). Then there are those actions for which Government is clearly responsible and accountable (eg strategic direction, policy, funding and frameworks).

We have developed a table that sets out the different responsibilities for priority issues and actions for each of the following five years (see Part 4). Responsibilities have been identified as belonging to Government or to shared community–government initiatives or to Te Ao Māori. These actions are not static or exhaustive and may be enhanced or expanded upon over time, as required.

The actions outlined for Te Ao Māori in the document are indicative only. They reflect some of the feedback and discussions that have been held across the country. Different whānau, hapū and iwi are undertaking, and will continue to undertake, a range of actions that are appropriate for them.

We used to ignore the issue but the community has now taken action to actively eliminate violence within their own communities. We have our own solutions and resources and we need to implement and use these.

E TU HUI, TIKANGA WORKSHOP

A robust and developing evidence base

There is information available about the scale and nature of whānau violence for Māori and other New Zealanders. It is accepted, however, that there are limitations with this data and that the very sensitive and covert nature of violence, together with inconsistent recording practices, makes it difficult to accurately quantify levels of violence. Some progress in terms of improving the consistency and accuracy of administrative and other data capture and analysis would be helpful. We also need to address the significant lack of evaluative material on current services and interventions and the lack of research or evidence to identify the aspects of programme design and delivery that reap the greatest rewards for Māori participants.

Experience tells us that Māori participants prefer Māori approaches and that culturally distinct initiatives often achieve the greatest success. However, we do not know a great deal about why this is the case and what nuances of programme design and delivery contribute to the scale and nature of any success. There has also been consistent feedback, both from the E Tu hui and the meetings around the country, that we need to investigate what works – what are the issues of resilience and strength that we need to identify and build on? Investment in a robust and developing evidence base about effective service delivery to Māori is a key component and priority of this Programme of Action.

Understanding, identifying and measuring good practice

The focus on identifying good practice has highlighted the need for some consensus and shared understanding around what ‘good practice’ means for Māori. It has also underscored the need to develop some agreed ‘good practice’ indicators based on the overarching vision of whānau-ora as part of any evaluation framework against which success can be measured.

Shifting the focus from crisis intervention to prevention and early intervention

There is currently insufficient focus on prevention and early intervention activities, and more resources and investment are needed in this area. Sufficient scope needs to be available to trial innovative and promising initiatives, particularly at the prevention / early intervention end of the intervention spectrum. However, we still need to maintain and boost the most successful crisis intervention programmes.

We should promote raising our tamariki as a shared responsibility. This will require creating partnerships, leadership can't be one person, it needs to include a variety of people who are all responsible.

E TU HUI, LEADERSHIP WORKSHOP

Flexible funding and delivery mechanisms and adequate resourcing

There are ongoing and well-known concerns about current funding models.⁷ Māori emphasise the need for change that will enable greater flexibility and more security to encourage strategic investment and long-term planning, and to provide more scope for unique local responses.

3.5 EFFECTIVE SERVICE DELIVERY

Workforce development

Workforce development is an issue that is raised across the board in relation to effective service delivery. Having sufficient numbers of adequately trained people working in the family violence field will be critical to the success of any strategies. Many Māori participants prefer Māori service delivery and it seems to achieve the best results. Current Māori services are stretched and there is an identified need for a boost in the capacity and capability of Māori service providers. The need for male workforce development has been highlighted as a priority, as have issues around credentials, professional development opportunities, remuneration and the dwindling voluntary sector. Remote and rural areas are at particular risk in terms of developing and maintaining an effective workforce for this sector.

Effective mainstream provision

Māori acknowledge that, in many instances, they will need to engage with mainstream services. However, despite many improvements over recent years, Māori are concerned that current services are often inadequately equipped to meet their needs. Māori are therefore less likely to engage, and interactions or interventions are less likely to succeed. Mainstream services need to be more accountable to Māori.

Sustainability

In the past, service delivery in this field has been characterised by short-term contracts and funding constraints that have hindered provider sustainability, particularly for smaller community-based providers. Changes that support sustainability also recognise that addressing violence is never a short-term fix but sometimes requires considerable effort and input over a long period of time. For Māori, sustainability relates to facilitating and investing in initiatives and resources that are not only sustainable in themselves but that also sustain whānau wellbeing.

Innovation

As noted above, there is concern to ensure that along with supporting current effective service delivery to Māori, there is also a need to trial fresh and innovative ideas.

⁷ It is acknowledged that strategic work is underway with respect to this issue.

Collaboration and connectedness

In accordance with a whole-of-whānau approach, Māori believe that the best outcomes result from clear connections and effective partnerships between communities, hapū and iwi, programmes, providers, whānau and individuals. This enables the full range of individual and whānau needs to be considered and promotes efficiencies for all concerned. Māori support strategies will facilitate improved connectedness and collaboration in the family violence sector.

Building on current good practice

As noted, there are many successes to learn from and build on. We need to:

- identify and agree on what constitutes good practice
- find effective ways of sharing information and examples
- maintain diversity and local approaches
- identify our own models of success and share information on what works
- seek out international models of good practice with indigenous peoples that may be transferable.

Our language holds the promise of how we need to reclaim our interconnectedness and our unity as men and women. Our language is rich with the notions of manaaki, atawhai, aroha, manawanui. The Māori word for spirit is 'wairua', which I have rendered as the two waters of life, male and female ... we need to shift our lives from the waters of marginalisation to become living water to each other.

DR HONE KAA

3.6 EDUCATION AND COMMUNICATIONS

Resources to support the Programme of Action

Effective resources and education strategies will be needed to support the drive for change. The Māori Reference Group will continue to contribute to the Taskforce's mainstream activities and to develop separate tools, resources and strategies to support the Māori Programme of Action.

Reaching Māori

It is vitally important that any communications and information supporting the Taskforce's Programme of Action and our Māori Programme of Action reach Māori audiences. The Māori Programme of Action will focus on creating opportunities to inform and educate Māori audiences with clear, consistent messages that are designed, delivered and led by Māori within a tikanga-based framework.

Within the issue of disconnectedness, what is the dominant voice – individualism or whānau? There is no way you can be disconnected through whakapapa. One of the solutions is about planting the thought of whakapapa.

ETU WORKSHOP DISCUSSION

Involving rangatahi

There is a strong sense that our young people must be actively involved in the decision making that will impact on their futures. As already noted, the Māori population is very youthful with more than half under the age of 22. Getting rangatahi on board with any strategies and solutions will be critical to their long-term success. Rangatahi were involved in the recent ETu hui and brought their voice and a range of pertinent issues to the discussion table. They are keen to be involved and they are important messengers who can help influence change within homes and communities.

The role of tane

A key priority is the need to rebuild the role of tane as nurturers, carers and protectors. While men are the primary perpetrators of violence, they will also need to play a pivotal role in the solutions. Parenting education and support, reconnection to whānau and whakapapa, and a strong sense of identity for tane are seen as key mechanisms for change.

We had a 5-day wananga on a marae to challenge male attitudes around violence. The marae was the magic, it provided a safe place for the tane to open up and discuss issues, feelings, emotions ... The marae is a place for healing and connecting with tupuna, whānau.

ETU SUMMIT

Normalising support

A key part of any education strategy will be the message that family dynamics are complicated and that many people need support with the parenting task, with maintaining successful relationships, and that it is normal to seek help. This will only be successful, however, if there is support available that Māori are comfortable to accept.

Māori Programme Of Action (Work Programme Overview 2008-2009)

Vision	Whānau-ora for all whānau members arising from strength, safety, identity and prosperity
Long Term Goal	All whānau have healthy, respectful, stable relationships free from violence
Principles	Māori-led, whole of whānau, strengths-based, tikanga foundation, inclusive, innovative, sustainable, evidence-based, regional diversity, collaborative

PRIORITY ACTION AREAS	1. LEADERSHIP	2. CHANGING ATTITUDES & BEHAVIOUR
Overarching Goals	<ul style="list-style-type: none"> Effective and visionary leadership across all levels of Māoridom founded on a shared commitment to whānau-ora for all whānau 	<ul style="list-style-type: none"> All Māori have opportunities to receive relevant / appropriate support, information and education about whānau violence in safe and meaningful contexts
Priority Actions (2008 – 2009) GOVERNMENT	<ul style="list-style-type: none"> Identify and facilitate cross sector alignment / collaboration opportunities to support Māori identified objectives Share relevant information and developments and co-ordinate activities and resources 	<ul style="list-style-type: none"> Effective and measurable Māori component integral to wider Campaign for Action on Family Violence campaign and activities Support NGOs and Māori practitioners in continued improvement in best practice in working with victims / offenders and whānau
COLLABORATIVE	<ul style="list-style-type: none"> Develop opportunities to build on and embed momentum of E Tu Develop a strategy to support leaders in providing consistent messages, and strategies and resources for use by whānau / hapū and iwi Run 2 youth hui and support regular regional meetings, where requested 	<ul style="list-style-type: none"> Evaluate the current information, services and support available to help Māori women and men Develop effective, accessible, targeted information (and delivery strategies) for key groups (Māori women, men and whānau) about their rights, services to help and the consequences of family violence
TE AO MĀORI	<ul style="list-style-type: none"> Leadership development / succession planning and strategies Identify leaders in different contexts and develop iwi / hapū / whānau plans to encourage and build on leadership at all levels 	<ul style="list-style-type: none"> Leaders / key influencers to initiate opportunities to nurture change, bring on board key people, and determine responsibilities
SUPPORTING WORK		Mainstream CAB Campaign
Expected Outcomes	<ul style="list-style-type: none"> Focus on violence as a priority for ongoing action by Māori leaders, iwi, hapū, whānau and strategies in place to harness leaders of the future 	<ul style="list-style-type: none"> Increased knowledge, confidence and use of family violence issues and services and increased violence reporting by Māori

3. ENSURING SAFETY & ACCOUNTABILITY	4. EFFECTIVE SUPPORT SERVICES	5. UNDERSTANDING & DEVELOPING GOOD PRACTICE
<ul style="list-style-type: none"> Māori have access to a wide range of effective processes and services to ensure victims are safe, to stop perpetrators from re-offending and to promote whānau restoration 	<ul style="list-style-type: none"> All Māori have access to effective, sustainable support services, wherever they live, evaluated against a range of agreed success factors including whānau-ora facilitators 	<ul style="list-style-type: none"> Service delivery to Māori will be measured against an agreed understanding of what constitutes 'good practice' based on available evidence and agreed 'indicators' for whānau-ora
<ul style="list-style-type: none"> Contribute and integrate a Māori perspective into broader Ministry of Justice review work (new Family Violence Courts, protection orders, police intervention, programme effectiveness) Ensure there is a strong Māori voice in any work that impacts on whānau safety 	<ul style="list-style-type: none"> Support ongoing training of Māori practitioners – supervision, licensing (including Māuri Ora) Funding review work to address sustainability of Māori family violence services 	<ul style="list-style-type: none"> Initiate research project (utilise / build on Te Puni Kōkiri research) that explores and identifies the critical aspects of effective service delivery to Māori Provide cross-sector support to research project on service delivery to Māori
<ul style="list-style-type: none"> Collaborate with Ministry of Justice and others to ensure that a whole of whānau approach is central to any new policy processes developed Evaluate current service provision processes-access, gaps, barriers, opportunities Develop strategies to strengthen services / processes (for victims, perpetrators, tamariki / wider whānau) 	<ul style="list-style-type: none"> Evaluate current service provision, resource availability and effectiveness / interconnectedness and identify gaps and strategies to meet these Participate in the development, implementation and review of Pathway to Partnership Develop whānau-ora indicators and identify critical effectiveness factors 	<ul style="list-style-type: none"> Develop whānau-ora indicators and an evaluation framework for Māori providers Local and national hui to develop whānau-ora indicators for inclusion in service delivery evaluation framework
<ul style="list-style-type: none"> Develop strategies to revitalise the wisdom and tikanga of whānau restoration within an iwi / hapū / rohe context Identify local priorities to address needs and engage positively with mainstream services 	<ul style="list-style-type: none"> Work with iwi / hapū / whānau and others to identify critical effectiveness factors for Māori (including development of whānau-ora indicators) 	<ul style="list-style-type: none"> Hui to identify the things Te Ao Māori need to do to reclaim tikanga
<p>Ministry of Justice Review etc</p>	<p>Pathways to Partnership</p>	<p>TPK Research</p>
<ul style="list-style-type: none"> Greater confidence and use of the justice sector and safety service by Māori (victims, perpetrators and wider family) and increased opportunities for whānau restoration 	<ul style="list-style-type: none"> Strong, developing base of high-quality, sustainable local Māori family violence service providers, and responsive mainstream services, nationally 	<ul style="list-style-type: none"> Development of an evidence base on effective family violence interventions to Māori, to guide future planning and investment and ways to measure and strengthen whānau-ora

4 Programme of Action 2008–2013

ACTION AREA 1: LEADERSHIP

Overarching goal

Effective and visionary leadership across all levels of Māoridom founded on a shared commitment to whānau-ora for all whānau members.

Objectives

- To ensure strong and effective leadership across all aspects of Te Ao Māori in order to strengthen whānau and eliminate violence, with the mandate to promote change.
- To harness and invest in Māori leadership at all levels.
- To invest in leadership development to ensure that leadership potential in our tamariki and rangatahi is harnessed for the future wellbeing of Māori.

Priority actions and responsibilities

Responsibility	Year 1 (2008/09)	Year 2 (2009/10)
Priority government actions	<ul style="list-style-type: none"> • Identify and facilitate cross-sector alignment/ collaboration opportunities to support Māori leadership actions • Share relevant information and developments and coordinate activities and resources as relevant 	<ul style="list-style-type: none"> • Develop tools to evaluate success of cross-sector agency / collaborative family violence strategies • Identify gaps / systemic barriers and develop strategies to address them
Priority collaborative actions	<ul style="list-style-type: none"> • Develop opportunities to build on and embed momentum of E Tu from whānau • Develop a strategy to support leaders and provide consistent messages • Develop strategies and resources for use by whānau / hapū and iwi • Run two rangatahi hui • Support regular regional meetings where requested 	<ul style="list-style-type: none"> • Update tools / resources to support Māori leadership as required • Facilitate networking opportunities (eg for Māori women) • Ongoing work with rangatahi and others to identify needs and gaps for positive activities and opportunities • Support regular regional meetings where requested
Priority Te Ao Māori actions	<ul style="list-style-type: none"> • Identify leaders in different contexts and develop iwi / hapū / whānau plans to encourage and build on leadership at all levels • Leadership development, succession planning and strategies 	<ul style="list-style-type: none"> • Increase and actively facilitate leadership development opportunities for rangatahi • Community leaders / practitioners to use their expertise and develop strategies to maintain momentum and priority status of family violence within their own rohe, hapū and iwi settings

Year 3 (2010/11)	Year 4 (2011/12)	Year 5 (2012/13)	Expected outcomes
<ul style="list-style-type: none"> Communicate / share / build on cross-sector successes 	<p style="text-align: center;">→</p> <ul style="list-style-type: none"> Monitor and document any emerging trends 	<ul style="list-style-type: none"> Fully evaluate Government contribution to objectives and overarching goals 	<ul style="list-style-type: none"> A collaborative, coordinated and strategic multi-agency approach to addressing issues of violence for Māori
<ul style="list-style-type: none"> Develop a support strategy to assist with any emergent issues Identify positive and promising youth-focused initiatives and peer education programmes (NZ and overseas), and the success factors involved Support regular regional meetings where requested 	<ul style="list-style-type: none"> Support regular regional meetings where requested 	<ul style="list-style-type: none"> Review the effectiveness of leadership strategies (in terms of successes, family violence data, succession planning and the ongoing commitment to addressing family violence) Support regular regional meetings where requested 	<ul style="list-style-type: none"> Active, ongoing and consistent involvement from Māori leaders to help change attitudes and behaviour towards violence Addressing family violence is embedded as a priority for Māori from whānau up
<ul style="list-style-type: none"> Continue to develop and build on tailored strategies to engage rangatahi, promote positive activities and messages and provide links to community structures and supports 		<ul style="list-style-type: none"> Evaluation by iwi / hapū / whānau of effectiveness of leadership strategies succession planning 	<ul style="list-style-type: none"> A wide range of positive activities to promote whānau-ora are flourishing and supported at whānau / hapū / iwi levels The nurturing and ongoing development and emergence of the Māori leaders of our future

ACTION AREA 2: CHANGING ATTITUDES AND BEHAVIOURS

Overarching goal

All Māori will have opportunities to receive relevant, appropriate information and education about whānau violence in safe and meaningful contexts (acknowledging the variable time requirements for achieving significant change in attitudes and behaviours for different individuals and whānau).

Objectives

- To create opportunities to inform and educate Māori audiences with clear, consistent messages that are designed, delivered and led by Māori within a tikanga-based framework.
- To encourage and support Māori leaders and influencers to promote key messages and influence changes in attitudes and behaviours.
- To facilitate attitudinal and behavioural change in Māori communities by increasing awareness and understanding of the definition, nature, causes and effects of family violence.
- To restate, reaffirm and reclaim the mana of women and children and the role of tane as nurturers.
- To ensure that a Māori viewpoint and focus is integral to any broad-based campaigns or universal strategies.

Priority actions and responsibilities

Responsibility	Year 1 (2008/09)	Year 2 (2009/10)
Priority Government actions	<ul style="list-style-type: none"> • To integrate a Māori component / focus into any broad-based family violence campaigns (with effectiveness measures) 	<ul style="list-style-type: none"> • Evaluate effectiveness of Campaign for Action on Family Violence for Māori and address any deficiencies • Build on Campaign for Action on Family Violence strategy and actions
Priority collaborative actions	<ul style="list-style-type: none"> • Evaluate the current information, services and support available to help Māori • Develop effective, accessible and targeted information (and delivery strategies) for key groups (women, men, whānau and rangatahi) about their rights, services to help and the consequences of family violence 	<ul style="list-style-type: none"> • Develop longer-term strategies to meet / address identified gaps / issues founded on a tikanga basis • Evaluate and identify the most effective communications strategies (messages, delivery) for specific Māori audiences • Advise on the development and implementation of a Māori-specific initiative
Priority Te Ao Māori actions	<ul style="list-style-type: none"> • Sow the seeds of change – leaders / key influencers to initiate opportunities to nurture change, bring on board key people 	<ul style="list-style-type: none"> • Develop iwi / hapū / rohe-based strategies to inform, educate and sustain change • Begin the process of implementing violence free mārae

Year 3 (2010/11)	Year 4 (2011/12)	Year 5 (2012/13)	Expected outcomes
<ul style="list-style-type: none"> Identify new priorities and continue to reinforce key issues 	→	<ul style="list-style-type: none"> Fully evaluate effectiveness after five years 	<ul style="list-style-type: none"> Sufficient reach into Māori communities as evidenced by evaluation of media campaigns and other measures
<ul style="list-style-type: none"> Focus work at the community level to boost resources to support successful local solutions and to develop strategies to share successes 	<ul style="list-style-type: none"> Identify ongoing resources / processes / support required at the local level to maintain momentum 		<ul style="list-style-type: none"> Māori have easy, safe access to information about family violence (education, available help, Māori services) Increased use of support services by Māori women and men (without a corresponding increase in family violence criminal offences)
<ul style="list-style-type: none"> Iwi / hapū / rohe to evaluate strategies in place to support whānau dealing with family violence – focus on tikanga principles and whānau-ora Identify gaps and issues 			<ul style="list-style-type: none"> Māori informed about and with greater access to resources for Māori to develop and deliver programmes Greater confidence within extended family (whānau, hapū, iwi) to get involved

ACTION AREA 3: ENSURING SAFETY AND ACCOUNTABILITY

Overarching goal

Māori have access to a wide range of effective processes and services to ensure that victims are safe, to stop perpetrators from re-offending and to promote whānau maintenance and restoration.

Objectives

- To foster communities that honour and cherish women and children.
- To improve the safety, availability and effectiveness of information, services and processes for Māori women and children at risk.
- To improve the responsiveness of the justice sector to Māori users' issues and needs (whole-of-whānau focused and promoting whānau restoration where appropriate).
- To ensure that perpetrators of violence within Māori whānau and communities are held accountable but are also part of the whānau recovery process.

Priority actions and responsibilities

Responsibility	Year 1 (2008/09)	Year 2 (2009/10)
Priority Government actions	<ul style="list-style-type: none"> • Contribute and integrate a Māori perspective into broader Ministry of Justice review work (new family violence courts, protection orders, Police intervention, programme effectiveness) • Ensure there is a strong Māori voice in any policy work that impacts on whānau safety 	<ul style="list-style-type: none"> • Identify any ongoing significant issues of concern for Māori and strategies to address
Priority collaborative actions	<ul style="list-style-type: none"> • Collaborate with the Ministry of Justice and others to ensure that a whole-of-whānau approach is central to any policy / processes developed • Evaluate current service provision / processes – access, gaps, barriers, opportunities • Develop strategies to strengthen services / processes (for victims, perpetrators, tamariki / wider whānau) including contributing to the child maltreatment work 	<ul style="list-style-type: none"> • Develop strategies to boost the quantity, quality and sustainability of safe houses and places of refuge for Māori women and children • Identify availability and success factors of services that effectively support Māori perpetrators of family violence and promote family restoration where possible • Ongoing promotion activities and role modelling of healthy partnerships
Priority Te Ao Māori actions	<ul style="list-style-type: none"> • Develop strategies to revitalise the wisdom and tikanga principles of whānau restoration within a iwi / hapū / rohe context • Identify priorities for addressing needs of victims / perpetrators / tamariki / wider whānau and engaging positively with mainstream services 	<ul style="list-style-type: none"> • Develop positive strategic alliances and strategies that help repatriate women, children and families back to iwi, hapū and community

Year 3 (2010/11)	Year 4 (2011/12)	Year 5 (2012/13)	Expected outcomes
	→	<ul style="list-style-type: none"> Evaluate success of justice sector changes in relation to effectiveness and improvements for Māori 	<ul style="list-style-type: none"> Higher levels and earlier use of justice sector services and fewer family violence-related deaths and serious incidents
<ul style="list-style-type: none"> Ongoing promotion activities and role modelling of healthy partnerships Scope ongoing resourcing and sustainability needs Identify the needs and requirements for Kuia and kaumatua including identification of issues and strategies to prevent elder abuse 			<ul style="list-style-type: none"> Safe women and tamariki within loving homes where healthy partnerships are the 'norm' and children develop positive values for life
			<ul style="list-style-type: none"> Processes in place and increased opportunities for whānau restoration and healing Increased reporting by whānau of family violence incidents (in accordance with suspected occurrences)

ACTION AREA 4: EFFECTIVE SUPPORT SERVICES

Overarching goal

All Māori have access to effective, sustainable support services, wherever they live, evaluated against a range of agreed success factors, including whānau-ora indicators.

Objectives

- To ensure that Māori whānau and communities have access to the support that they need to address issues of violence.
- To expand the capacity and capability of the Māori family violence provider workforce through sustainable workforce development strategies, funding arrangements and evaluation frameworks.
- To improve the effectiveness of non-Māori and mainstream support services and provide measures by which such services can be evaluated (in relation to their effectiveness for Māori).
- To ensure that funding arrangements acknowledge the range of needs, different levels of intervention and variable time spans required to achieve behavioural change.
- To maintain effective crisis intervention services and also develop strategies to shift the focus to prevention / early intervention.

Priority actions and responsibilities

Responsibility	Year 1 (2008/09)	Year 2 (2009/10)	
Priority Government actions	<ul style="list-style-type: none"> • Support ongoing training of Māori practitioners – including training supervision and licensing under Mauri Ora • Fund review work to address sustainability of Māori family violence services 	<ul style="list-style-type: none"> • Evaluate effectiveness of key mainstream family violence services to Māori – identify gaps, barriers, solutions • Address workforce development issues (capacity and capability) – focus on gaps, training, credentials, professional development 	
Priority collaborative actions	<ul style="list-style-type: none"> • Conduct a needs analysis <ul style="list-style-type: none"> – Evaluate current service provision / resource availability and effectiveness / interconnectedness – Identify gaps and strategies to meet these • Participate in the development, implementation and review of Pathway to Partnership • Māori practitioners / experts to work with iwi / hapū / whānau and others to develop whānau-ora indicators and identify critical effectiveness factors for Māori 	<ul style="list-style-type: none"> • Using needs analysis information, focus on: <ul style="list-style-type: none"> – effective parenting support for Māori – building on and trialling prevention / early intervention services • Identify opportunities and success stories at the community level and strategies • Strengthen existing Māori service / whānau networks to build on these 	
Priority Te Ao Māori actions			

Year 3 (2010/11)	Year 4 (2011/12)	Year 5 (2012/13)	Expected outcomes
	→	<ul style="list-style-type: none"> Review Government contribution to effectiveness of Māori family violence workforce 	<ul style="list-style-type: none"> Funding / policy / qualifications frameworks provide more opportunities for Māori to access high-quality Māori-delivered family violence services
	→		
<ul style="list-style-type: none"> Develop / update resources for Māori practitioners, whānau, hapū, iwi Focus on elder abuse – key issues (scale, nature, services) 		<ul style="list-style-type: none"> Evaluate Māori family violence support services 	<ul style="list-style-type: none"> A wide range of effective information, support and sustainable Māori family violence prevention and intervention services are in place Providers are founded on a whole-of-whānau approach and evaluated against agreed success factors, including whānau-ora indicators

ACTION AREA 5: UNDERSTANDING AND DEVELOPING GOOD PRACTICE

Overarching goal

Service delivery to Māori will be measured against an agreed understanding of what constitutes good practice based on available evidence and agreed indicators for whānau-ora, with ongoing opportunities for the development, trialling and uptake of innovative and promising ideas.

Objectives

- To develop a robust evidence base around the critical aspects of programme design and delivery that are pivotal to success for Māori.
- To define and develop an agreed set of indicators for whānau-ora against which service delivery and success can be measured.
- To develop sustainable strategies for the ongoing sharing of wisdom and good practice amongst practitioners and iwi.
- To provide opportunities and scope for the trialling of innovative and / or promising ideas that might contribute to the development of good practice generally and particularly in relation to prevention.

Priority actions and responsibilities

Responsibility	Year 1 (2008/09)	Year 2 (2009/10)
Priority Government actions	<ul style="list-style-type: none"> • Provide cross-sector support to service delivery research project • Initiate research project (utilise / build on Te Puni Kōkiri research) that explores and identifies the critical aspects of effective service delivery to Māori (including community, hapū, whānau mechanisms) at different levels of the intervention spectrum 	<ul style="list-style-type: none"> • Enable piloting of innovative / new approaches • Fully evaluate research project • Document and utilise any research findings to inform ongoing capacity and capability development and investment
Priority collaborative actions	<ul style="list-style-type: none"> • Develop whānau-ora indicators and an evaluation framework for providers 	<ul style="list-style-type: none"> • Identify / develop opportunities to trial innovative / promising approaches based on findings • Support iwi / hapū / whānau / Māori practitioners to hui regularly and develop strategies to share wisdom and success (resources / meeting support)
Priority Te Ao Māori actions	<ul style="list-style-type: none"> • Hui to develop whānau-ora indicators for inclusion in service delivery evaluation framework 	<ul style="list-style-type: none"> • Focus on effective information-sharing strategies and mechanisms for strengthening / maintaining networks

Year 3 (2010/11)	Year 4 (2011/12)	Year 5 (2012/13)	Expected outcomes
<ul style="list-style-type: none"> • Scope ongoing funding / resource / other requirements to support sustainable Māori family violence workforce • Identify additional research priorities to support the understanding and development of good practice 			<ul style="list-style-type: none"> • Flexible funding arrangements to support sustainable Māori family violence workforce and provider network
	→		<ul style="list-style-type: none"> • A robust and developing evidence base about effective service delivery to Māori to guide future planning and investment to address violence and to support the trialling of innovative ideas
	→		
			<ul style="list-style-type: none"> • Effective Te Ao Māori strategies and mechanisms operating within and across iwi to share good ideas and practice

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Appendix 1: Recent Māori violence data

- Māori women are more at risk than New Zealand women generally of becoming victims of family violence. The latest crime and safety survey indicates that, compared with women overall, Māori women are two times more likely to suffer a sexual offence and four times more likely to experience a confrontational offence committed by a partner.
- Māori women receive higher levels of medical treatment for abuse, and experience more severe abuse, than other groups of women. Māori women between 15 and 24 years of age are seven times more likely to be hospitalised as a result of an assault than Pākehā women.
- Over recent years, Māori women made up more than a quarter of all applicants for protection orders; they were more than three times more likely to apply than non-Māori women. These figures are thought to significantly underrepresent the number of Māori women subject to family violence during this period.
- Māori women and children are substantially overrepresented in New Zealand Women's Refuge statistics, making up around half of all women and children using refuge services in 2006 (7030 women and 6175 children in total).
- Māori accounted for almost half of those apprehended by the Police for family violence offences in the 2006/07 financial year.
- Māori children made up almost half of the children and young persons recorded by Child, Youth and Family as having suffered one or more forms of abuse in 2006.
- The 5,724 children for whom abuse findings were recorded in 2006 represent just over 2% of all Māori children aged 19 and under and just under 3% of all Māori children aged 14 and under. Although Māori children make up a significant number of the total number of child abuse cases, it is important to remember that these children represent only a small minority of the total number of Māori children and young persons.
- The child most at risk of fatal violence in New Zealand between 1991 and 2000 was less than one year of age, male and Māori. He was most likely to die from battering, sustaining head and other fatal bodily injuries inflicted by one of his parents.
- Although we have very little information about elder abuse, it is estimated that 3–10% of the older population (65+) are victims. Māori are overrepresented in recent Age Concern statistics (although the sample size is small). Anecdotal evidence from Māori service providers suggests that financial and emotional abuse are more common forms of elder abuse than physical or sexual abuse and that a history of family violence may be involved.

Appendix 2:

E Tu – Taking Action Summit 2008 – a summary of the workshops and key messages

INTRODUCTION

The E Tu summit (3–4 April 2008) was arranged by the Māori Reference Group, which advises the Taskforce for Action on Violence within Families. The summit brought together a wide range of Māori leaders from iwi and organisations around the country to focus on addressing whānau violence and to find solutions and strategies for moving forward. It was the critical starting point for the development of the Māori Programme of Action (POA), and provided an important blueprint for the next phase of activity, involving a series of regional hui across the country.

The summit was extremely successful, generating a great deal of vibrant discussion and establishing a direction for future action. There was an overwhelming consensus that this summit must move us beyond words to action and that this action must be owned and led by Māori. Keynote speakers were informative and challenging – updating us on the realities of whānau violence and inspiring each of us to do our part to bring about change. We were reminded that there are many successes and good things happening.

The workshops were an opportunity to discuss areas of interest in small groups and bring a range of perspectives to the discussion table. The following summary picks up on the key themes, messages and wisdom emerging from the summit workshops.

OVERARCHING THEMES

The following overarching themes emerged from the workshop discussions:

- Māori solutions to whānau violence are the key to success.
- Eradicating whānau violence is the responsibility of us all.
- Reclaiming tikanga, fostering pride and affirming identity will be the foundation for change.
- The home needs to be restored as a loving, safe environment where healthy partnerships between tane and wahine are the norm – the home is where our tamariki learn the values for life.
- Māori are diverse and innovative and there are many successes to learn from and build on.
- It is time to shift our focus from talk to action.
- It is time to shift our focus from crisis intervention to early intervention and sustainable change.

... knowing our Māori values and beliefs has validated the use of Māori practices within our work. These are ideal measures to keep our practice 'tika'. Mauri Ora provides completeness and allows us to be innovative and discover our new 'old' ways of doing things from a Māori world view, instead of trying to change it to fit into a western world view.

MAURI ORA PRACTITIONER

WORKSHOP SUMMARIES

Leadership

The two leadership workshops focused on defining leadership and how it might impact on making whānau safe and eliminating violence.

Key issues

- Leadership is about taking **O**wnership, **R**esponsibility and **A**ccountability for whānau wellbeing and safety.
- We must acknowledge the place of traditional Māori leadership and also consider what leadership means in a contemporary context.
- Māori leadership happens at different levels – within whānau, within hapū and iwi and also at the very highest levels of society. Our wahine are effective leaders within their spheres of influence, as are our tamariki and rangatahi. The challenge is to harness this for the good.
- Good leadership is demonstrated when people in leading roles empower others. This is very important in the context of addressing whānau violence.
- Acknowledging influential leaders in negative environments is also important. Gang leaders have enormous influence with large numbers of young Māori and efforts must be made to engage with gang leaders and their followers.
- Leadership will be a stronger, more powerful tool if the messages are clear and consistent, and they are delivered with a collective approach and voice.
- Māori must take responsibility for shaping the leadership of the future.

Whānau

The central question driving the two workshops on whānau was ‘What is needed to make whānau safe, strong and free from violence?’

Challenges and barriers

- The wider socio-economic context has a huge impact and needs to be considered as part of addressing whānau violence. These conditions foster many negative behaviours.
- How do we get the tools and the messages across to those most in need?
- We need to access sustainable resources.

Solutions

- **Whānau-driven solutions** – Success is most likely where whānau take responsibility.
- **Developing a success picture** – Identify what it is that sparks healthy whānau and success. Conversely, we also need to identify what stifles success.
- **Sustainability** – We need to invest in initiatives and resources that are sustainable in themselves, and will also sustain whānau wellbeing, rather than short-term, band-aid solutions.

- **Normalising support** – We need to promote the message that it is normal to seek support with the difficult task of parenting, eg through universal parenting programmes that have no stigma attached.
- **Prevention / early intervention** – We need to focus on strategies and interventions designed to address the causes and early manifestations of family violence and that support the whole whānau.
- **Building on current good practice** – Keep our kōrero local but find ways to extend successful and innovative ideas.
- **Making positive, practical connections with whānau** – This can be done, for example, through sports-based initiatives and home support (eg Nannies at Te Puea).
- **Promoting non-violent communication and rekindling traditional whānau values** – For example, we can promote hospitality and a healthy, supportive interest in our community (we used to be nosy people with windows wide open; everyone would know each other's business. Today windows are shut, doors are closed, no-one knows anything).

Role of tane

This workshop focused on the issue of how to rebuild the role of our tane as nurturers, carers and protectors. Disconnection was a key theme emerging from the discussion.

Issues and barriers

- Many men feel a loss of identity and a lack of connection to their whānau and whakapapa.
- TV and other media have had a huge impact on our young men. Many are taking on the identity and trappings of other cultures at the expense of their own.
- Te tapu te mana o te tane needs to be balanced with Te tapu te mana o te wahine.

Solutions

- **Education** – Focus on parenting education and support, and embracing and understanding tikanga.
- **Reconnection** – Find meaningful ways of reconnecting tane with their whakapapa, their immediate whānau and their wider whānau / hapū / iwi.
- **Strengthening identity** – Bring out the maurea, promote strong positive messages about men, and reclaim and instill the values that traditionally shaped men's roles and behaviours.

Rangatahi

Our rangatahi are our future and we must invest heavily in them if we are to stem the tide of violence in our communities. Rangatahi presented their own views and thoughts at this workshop.

Key issues

- Rangatahi have insufficient positive venues and activities.
- They have easy access to drugs, alcohol, and gang influences.
- There is a lack of supervision at home and not enough time spent together as whānau.
- Intergenerational issues have an impact, such as repeated patterns of violence and poor communication with parents.
- Globalisation – Māori culture is competing with outside influences / media.
- Violence is becoming normalised in some homes and communities.

Solutions

- **Positive mentoring and influences** – These can help steer rangatahi in the right direction.
- **Focused, targeted initiatives** – These can help equip rangatahi with coping tools so they can make informed choices, reconnect with whānau and affirm their Māori identity.
- **Positive activities** – Rangatahi need more opportunities to participate in high-quality, positive activities – more venues, more leadership opportunities and more guidance.
- **Identify, highlight and invest in success** – Success breeds success!

Tamariki

Key issues

- We must acknowledge the severe impact that violence has on children as victims and witnesses.
- Action and serious commitment is needed now. We need to match our words with our actions.
- Violence is perpetuated in many ways – through the violent images and messages of the mass media and through negative communication and violent acts.
- We need more information and stories from a tamariki's perspective to help build our solutions.

Solutions

- **Whānau responsibility** – Whānau need to take responsibility for the future of our tamariki and this needs to start in the home.
- **High hopes and expectations** – We need to have big dreams and aspirations for our tamariki, pass these on to them and then put in the hard work to realise them.
- **Focus on the early years** – We need to invest in quality time with our tamariki from the beginning and provide the basics that all children need – a loving, nurturing and safe environment.
- **Connecting tamariki to whānau** – Our tamariki need a strong sense of identity. They need stories about who they are and connections to whānau.
- **Positive parent support and education** – Many parents need support with the parenting task but they need to feel comfortable accepting this support.

Reclaiming tikanga

Reclaiming tikanga is a critical step in our journey to address whānau violence.

Solutions

- **Tikanga based** – Many of the most successful and innovative solutions for Māori have originated from a tikanga Māori base (eg kōhanga reo).
- **Marae based** – The marae is a place for healing and connecting with tupuna and whānau and for challenging attitudes around violence.
- **Education focus** – All men need better education, not just those who inflict violence. Raising men's awareness of Maturanga Māori, particularly the role of women, is enlightening for them.
- **Government support** – Māori must be vigilant to ensure that resources are available to support Māori-driven solutions.

We need to give our people a true sense of identity through Atua. If people know who they truly are, they have a greater sense of pride and self-esteem which is passed on to tamariki.

TIKANGA WORKSHOP – E TU HUI

Appendix 3:

Regional hui (May–July 2008) – a summary of key issues

We have to offer te waiora to our whānau, especially our tamariki. We have to renew and refresh our Tikanga so that it is more a tool of development and encouragement rather than a weapon of control and domination. Transformation is a long and slow process but it is a road worth travelling, because the objective is to create a fair and just society. We have to become the architects of our own liberation because our tamariki expect it of us.

DR HONE KAA

KEY THEMES

Focus on success, positivity, resilience and big dreams for the future

- There are good resources within whānau, hapū, iwi – need strategies to tap into these.
- Support for tikanga-founded approaches, eg marae-based offenders programmes.
- Acknowledgement and support for the many successful existing programmes and initiatives utilising Māori frameworks and practice.
- Space for innovation, creativity, whole-of-whānau work – recognising the significant knowledge base existing within communities / providers.
- There are many successful collaborative models to learn from.
- Strengths-based approach – what are the positive things in non-violent homes that differ in violent homes / whānau?

Māori-led solutions are needed to address Māori issues

- Iwi, hapū and Māori communities and providers need the autonomy to develop their own strategies and solutions.
- Investment should be directed at the rohe, local and community levels, not government infrastructure.
- Revitalise tikanga / reconnect to whakapapa.

Strong, effective and ongoing communication

- Communication is vital – kōrero and karakia every day and every night. These values will trickle down via generations.
- A need for education – show that everyone has CHOICES – overcome the maemae.

Whole-of-whānau focus

- A need to meet basic and fundamental family needs, such as education, parenting, healthy kai and relationships.
- A focus on solutions that address the wider family issues (not just those of victim and / or perpetrator).
- The safety of women and children is paramount.
- The importance of role modelling in the home and within whānau.
- Involving more men in the solutions for change.

PRIORITIES FOR TE AO MĀORI

Whānau

- Focus on healthy, safe tamariki.
- Wananga to: strengthen identity, understand baskets of knowledge in contemporary context, understand gender roles, strengthen whānau to strengthen community, build resilience, develop social structures grounded in tikanga.
- Communication – whānau talk to whānau, know where to seek help, find ways to enable discussion, talk to tamariki.
- Leadership – not restricted to males, enable whānau to be heard individually and collectively; enhance puna wahine; encourage new voices at whānau, hapū and iwi level; clarify, strengthen and respect roles and responsibilities within whānau.

Hapū

- Strong relationships – identify the right people – effective networking.
- Build youth self-esteem – build resilience in the home and at school.
- Strengthen links and communication with Government.
- Wananga – tikanga based, structured, speak out about violence, strengthen community identity, family-oriented fun days / recreation days, utilise knowledgeable people, manage cultural expectations.
- Strengthen infrastructure – services to support whānau, Māori working for Māori.
- Utilise whenua and waterways – environment-based studies utilising whenua, care of resources, life skills, working collectively as a community.

Iwi

- Employment – support and create employment to help families stay together; utilise knowledgeable people.
- Collective collaboration – strengthen support services to whānau, capacity building; address lack of resources, accommodate the fragmentation, busyness of people's lives; recreational facilities that benefit Māori development; speak out.
- Communication and marketing – strengthen mechanisms for hearing whānau and hapū issues / concerns; build critical mass to encourage sustainability of violence-free generations.
- Different iwi coming together to build links, share solutions and work together to address this issue.
- Serious commitment to tackle whānau violence – kanohi ki te kanohi with whānau in the community.
- Pampa hui – collective consciousness – pampa is the backyard.

PRIORITIES FOR SHARED INITIATIVES

- A strong focus on working together to improve the wider socio-economic outlook for Māori, particularly around housing, education, employment and health issues – a holistic approach.
- Working together to build preventative services.
- A need to boost the capacity and capability of service providers – additional funding, better collaboration and use of existing resources, more training, and any auditing / evaluation needs to be credible to Māori (with appropriate knowledge and skills).
- A need to look seriously at why Māori do not engage with justice sector services.
- Investing in improved service provision and effectiveness for Māori victims and offenders.

PRIORITIES FOR GOVERNMENT

- Prevention – more investment at the front end – holistic programmes and support to care for wider family, tackling organised crime, investing in sufficient facilities and activities to keep children and young people occupied and happy; easily accessible Māori services to help; taking care of the little things before they escalate, addressing poverty; investing in success; facilitating regional coordination.
- Early intervention – boost the number and skills of Māori providers, better and earlier access to specialists; promote successful Māori frameworks and interventions; more and better services for men; social structures grounded in tikanga; collaboration-friendly processes and funding; effective screening for risk; making it easier to engage with Māori.
- Consistent and ongoing communications – finding effective ways of getting the messages to Māori and reinforcing and sustaining these messages.

INVESTMENTS FOR GOVERNMENT

- Improved resource / funding processes for communities that promote responsiveness and flexibility and take account of increasing demand following raised awareness.
- Improved consistency and safety of government responses (eg Police, health and justice systems, Child, Youth and Family).
- Improve the communications and campaigns to get the message to Māori.
- Holistic approaches and services that support and meet families' basic needs.
- Regional planning / local responses and campaigns (links to Community Action Fund, Pathways to Partnership).
- Improved accessibility for rural whānau.
- Elimination of organised crime – effective strategies for dealing with gangs, keeping marae safe and dealing with causal factors.
- Censorship – improved understanding of the impact of media violence.

THINGS FOR GOVERNMENT TO CHANGE OR STOP FUNDING

- Policies and activities that do not support collaboration but divide whānau and communities.
- Consultation for consultation's sake.
- Quick-fix programmes.
- Programmes that are not effective for Māori.
- Inefficiency and duplication of services.
- External researchers.

New Zealand Government