



**Executive Board for the Elimination of
Family Violence and Sexual Violence**
Responding, healing, strengthening

Executive Board for the Elimination of Family Violence and Sexual Violence

Annual Report

2024/25



For the period 1 July 2024 to 30 June 2025

This document is presented to the House of Representatives pursuant to section 44 of the Public Finance Act 1989.

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How to read this report:

The first section of this report includes who we are and what we do. It provides summary performance information and key aspects of our work in 2024/25. The remainder of the report provides more details about progress on our budget initiatives and our work to enact the second Action Plan.

Our Annual Report, Strategic Intentions, Te Aorerekura - the National Strategy to Eliminate Family Violence and Sexual Violence are available on our website preventfvsv.govt.nz, along with information on our significant budget initiatives since 2018.

Collective leadership and accountability



Executive Board for the Elimination of Family Violence and Sexual Violence

For the period 1 July 2024 to 30 June 2025

The Interdepartmental Executive Board (IEB) is the Administrator of the appropriation: Eliminating Family Violence and Sexual Violence within Vote Justice. The Ministry of Justice is the servicing department of the IEB. The Centre for Family Violence and Sexual Violence Prevention (the Centre) operates within the Ministry's policies and procedures.

The Minister of Finance granted a waiver to the Centre (previously known as Te Puna Aonui) from the requirement to include financial statements in its Annual Report for the 2022/2023 to 2024/2025 financial years.¹

The Centre's financial statements for the period 1 July 2024 to 30 June 2025 are included in the Ministry of Justice Annual Report 2024/25. The Centre's non-financial information is included in this document.

¹ Under Section 45AB of the Public Finance Act 1989.

Independent Auditor's Report

To the readers of the Executive Board for the Elimination of Family Violence and Sexual Violence Annual Report for the year ended 30 June 2025

The Auditor-General is the auditor of the Executive Board for the Elimination of Family Violence and Sexual Violence (the Board). The Auditor-General has appointed me, Kelly Rushton, using the staff and resources of Audit New Zealand, to carry out, on his behalf, the audit of:

- The statement of expenses and capital expenditure of the Board for the year ended 30 June 2025 on pages 43 to 44.
- The end-of-year performance information for appropriations of the Board for the year ended 30 June 2025 on page 29.

Opinion

In our opinion:

- The end-of-year performance information for appropriation administered by the Board for the year ended 30 June 2025:
 - provides an appropriate and meaningful basis to enable readers to assess what has been achieved with the appropriation; determined in accordance with generally accepted accounting practice in New Zealand; and
 - fairly presents, in all material respects:
 - what has been achieved with the appropriation; and
 - the actual expenses or capital expenditure incurred in relation to the appropriation as compared with the expenses or capital expenditure that were appropriated or forecast to be incurred; and
 - complies with generally accepted accounting practice in New Zealand in accordance with the public benefit entity standards.
- The statement of expenses and capital expenditure have been prepared, in all material respects, in accordance with the requirements of section 45A of the Public Finance Act 1989.

Our audit was completed on 30 September 2025. This is the date at which our opinion is expressed.

Basis for our opinion

We carried out our audit in accordance with the Auditor-General's Auditing Standards, which incorporate the Professional and Ethical Standards, the International Standards on Auditing (New Zealand), and New Zealand Auditing Standard 1 (revised): The Audit of Service Performance Information issued by the New Zealand Auditing and Assurance Standards Board. Our responsibilities under those standards are further described in the Responsibilities of the auditor section of our report.

We have fulfilled our responsibilities in accordance with the Auditor-General's Auditing Standards.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Responsibilities of the Board for the information to be audited

The Board is responsible on behalf of the Board for preparing:

- A Statement of expenses and capital expenditure of the Board, that are prepared in accordance with section 45A of the Public Finance Act 1989.
- End-of-year performance information for appropriation that:
 - provides an appropriate and meaningful basis to enable readers to assess what has been achieved with the appropriation; determined in accordance with generally accepted accounting practice in New Zealand;
 - fairly presents what has been achieved with the appropriation;
 - fairly presents the actual expenses or capital expenditure incurred in relation to the appropriation as compared with the expenses or capital expenditure that were appropriated or forecast to be incurred; and
 - complies with generally accepted accounting practice in New Zealand.

The Board is responsible for such internal control as is determined is necessary to enable the preparation of the information to be audited that is free from material misstatement, whether due to fraud or error.

In preparing the information to be audited, the Board is responsible on behalf of the Board for assessing the Board's ability to continue as a going concern.

The Board's responsibilities arise from the Public Finance Act 1989.

Responsibilities of the auditor for the information to be audited

Our objectives are to obtain reasonable assurance about whether the information we audited, as a whole, is free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion.

Reasonable assurance is a high level of assurance, but is not a guarantee that an audit carried out in accordance with the Auditor-General's Auditing Standards will always detect a material misstatement when it exists.

Misstatements are differences or omissions of amounts or disclosures, and can arise from fraud or error.

Misstatements are considered material if, individually or in the aggregate, they could reasonably be expected to influence the decisions of readers, taken on the basis of the information we audited.

For the budget information reported in the information we audited, our procedures were limited to checking that the information agreed to the Estimates of Appropriation for the Government of New Zealand for the Year Ending 30 June 2026.

We did not evaluate the security and controls over the electronic publication of the information we audited.

As part of an audit in accordance with the Auditor-General's Auditing Standards, we exercise professional judgement and maintain professional scepticism throughout the audit. Also:

- We identify and assess the risks of material misstatement of the information we audited, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- We obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Board internal control.
- We evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the Board.
- We evaluate whether the end-of-year performance information for appropriation:
 - provides an appropriate and meaningful basis to enable readers to assess what has been achieved with the appropriation. We make our evaluation by reference to generally accepted accounting practice in New Zealand; and
 - fairly presents what has been achieved with the appropriation.
- We evaluate whether the statement of expenses and capital expenditure incurred against appropriation have been prepared in accordance with legislative requirements.

- We conclude on the appropriateness of the use of the going concern basis of accounting by the Board.
- We evaluate the overall presentation, structure and content of the information we audited, including the disclosures, and whether the information we audited represents the underlying transactions and events in a manner that achieves fair presentation.

We communicate with the Board regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

Our responsibilities arise from the Public Audit Act 2001.

Other information

The Board is responsible for the other information. The other information comprises all of the information included in the annual report other than the information we audited and our auditor's report thereon.

Our opinion on the information we audited does not cover the other information and we do not express any form of audit opinion or assurance conclusion thereon.

Our responsibility is to read the other information. In doing so, we consider whether the other information is materially inconsistent with the information we audited or our knowledge obtained in the audit, or otherwise appears to be materially misstated. If, based on our work, we conclude that there is a material misstatement of this other information, we are required to report that fact. We have nothing to report in this regard.

Independence

We are independent of the Board in accordance with the independence requirements of the Auditor-General's Auditing Standards, which incorporate the independence requirements of Professional and Ethical Standard 1: International Code of Ethics for Assurance Practitioners (including International Independence Standards) (New Zealand) issued by the New Zealand Auditing and Assurance Standards Board.

Other than in our capacity as auditor, we have no relationship with, or interests, in the Board.



Kelly Rushton
Audit New Zealand
On behalf of the Auditor-General
Wellington, New Zealand

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A message from the Board

Kia ora

This is the third Annual Report of the IEB and the Centre. The Centre champions and strengthens the collective approach of government, tangata whenua, specialist sectors, communities and whānau to enable wellbeing and a life free from family violence and sexual violence.

The IEB comprises Chief Executives from nine government agencies, including the Chief Executive of ACC as an Independent Advisor, working together to deliver Te Aorerekura – the National Strategy to Eliminate Family Violence and Sexual Violence (the Strategy).

The IEB is committed to aligning work programmes and ways of working to give effect to Te Aorerekura alongside specialists from the family violence and sexual violence sectors, and communities. Together, and supported by the Centre, led by Emma Powell, we hold the system view, and identify linkages, gaps, opportunities, or interventions to achieve the outcomes we all seek.

People deserve support and resources that work and are available when they need them. When people make the often-difficult decision to reach out for help, they need responses to be delivered by trained professionals who understand the complexities of family violence and sexual violence, and who can work with them to figure out the best next steps. **By working together as government agencies, our goal is to ensure timely responses that deliver the necessary support and resources to**

not only stop the immediate harm, but to prevent it happening in future.

This Annual Report sets out the work we have done in the 2024/25 financial year. During this time, we launched the second Action Plan – with seven broader actions, in contrast to the first Action Plan with 40 smaller ones. This is allowing us to bring a more focused approach to key parts of the system that require cross-government collaboration and set the foundations for a more effective system.

In 2024/25, the IEB has had a significant focus on social investment. Driving better outcomes for vulnerable people is at the heart of the government's social investment approach, and is key to breaking the cycle of violence, particularly for those with multiple disadvantages. The IEB has a critical role in taking a system-wide view, helping to shape these changes and ensure social investment enables improved outcomes for victim/survivors. Through the Investing and Commissioning Well work programme, we are adopting a social investment approach to enable evidence-based decisions about when, where, and how to invest to deliver change and improve lives.

Strengthening multi-agency responses to family violence is one of the most effective ways to improve the experiences of victim/survivors.

This includes improving national consistency in key areas of practice, such as governance and leadership, consistent approaches to high-risk cases, case management, information sharing, and collaborative case coordination. Achieving this requires government agencies to work more cohesively with each other and in partnership with iwi, communities, and service providers.

To be effective, we must have accurate information about what is happening. **The Outcomes and Measurement Framework baseline report was published in 2024** and provides the data to track progress and hold us accountable for progress to deliver Te Aorerekura. We also provided a follow-up response to the Office of the Auditor-General about recommendations made in 2021 and 2023 to improve family violence and sexual violence responses.

The Board has put significant time and effort into strengthening its operating procedures, and accountability to each other. We already have quarterly reporting on milestones, annual reporting on outcomes, and annual accountability and parliamentary scrutiny – but **to sharpen our focus on delivery, we created a Board sub-committee of the agencies with the**

most direct involvement in delivering the Action Plan (2025-2030). This sub-committee was formed in March 2025, and is comprised of Police, Department of Corrections, the Ministry of Social Development, Oranga Tamariki, the Ministry of Justice, and the Social Investment Agency.

I want to acknowledge the work and mana of Te Pūkotahitanga, who have walked alongside us on this journey for the last three years. They created enduring resources that will inform us and those across the sector for years to come – including *A Litany of Sound Revisited*, which gathered a large amount of contemporary knowledge, blending research with real life expertise and solutions from the flaxroots, uplifting kaimahi Māori perspectives working in family violence and sexual violence prevention and responses.

I want to specifically acknowledge the important leadership of Poata Watene and Amokura Panoho, and the guidance from members of this group. They each bring a wealth of experience which equates to countless years of service and dedication to this mahi. The end of their time as the Ministerial Advisory Group is by no means the end of their work and influence in the sector: their voices and actions will continue to improve outcomes for Māori, and for us all.

The name of the business unit supporting the IEB has recently changed to become the Centre for Family Violence and Sexual Violence Prevention. The new name amplifies the message of the tohu symbol – keeping family and whānau at the centre of our work, and the centre of our considerations, always. As government agencies, we are here to support communities and people to have the right support and resources to live healthy, fulfilling lives free from violence.

In closing, I acknowledge the effort and mahi of the Centre staff, the essential contributions of practitioners within the sector, and the committed leadership of the Chief Executive of the Centre Emma Powell, and of the Honourable Karen Chhour, Minister for the Prevention of Family and Sexual Violence.



Andrew Kibblewhite (Chair)

Te Pou Whakarae mō te Ture
Secretary for Justice and Chief Executive

Tāhū o te Ture
Ministry of Justice

A message from the Chief Executive

As Chief Executive of the Centre, I lead the team that helps coordinate collective government action to implement Te Aorerekura. We are focused on enabling agencies to work together on actions that will deliver strategic shifts in the system to strengthen families, whānau and communities, respond to violence, and support healing.

Last year saw the close-out report for the first Action Plan (2021-2023), and the launch of our second Action Plan (2025-2030).

We have taken some time to understand the various contexts of our partner agencies and how best to collaborate.

I am proud to say that we have made great progress embedding new ways of working across many government agencies. The course is set, and we are geared up to deliver.

By moving to a smaller set of core actions in the Action Plan, we were able to take a step back and take a focused look at the foundations of the system that we need to get right. The new Action Plan prioritises local and regional multi-agency responses to deliver practical improvements on the ground that are underpinned by evidence of what works. **We will continue to challenge the way things have been and instead move towards the way things should be.**

The Centre and IEB agencies are continuing to grow and mature the way we work to enable collective impact.

My role as the Chief Executive of the Centre is 'knitting' everything together – through agency cooperation, and with communities and non-government

organisations being involved and informing best practice with their lived experiences and expertise. A large part of this is promoting stronger awareness of family violence and sexual violence, the effects and consequences they have – and how we as a nation can make things better for future generations while continuing to support those who need help now.

The major focus areas during 2024/25 have been multi-agency responses, progressing Project Whetū, workforce training, progressing Māori outcomes, and working alongside Te Pūkotahitanga. A lot of this work comes down to understanding how to coordinate people across the system and be effective. We have a shared goal of a nation where people thrive and live free from violence. To achieve this, we must align our approaches so that we are operating with best practice and in a way that leaves no one behind.

It has been great to get out into the regions and strengthen our partnerships, build relationships and solidify our networks for training, information sharing, and general collaboration.

During 2024/25, we launched the Risk, Safety and Practice Framework and the family violence training directory. We are about to launch the sexual violence

workforce capability frameworks, both 'SOS' (Specialist Organisational Standards) and 'E2E' (Entry to Expert). We continue to work with organisations to implement our frameworks and to improve specialist training.

This year I had the opportunity to represent New Zealand at the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) hearing in Geneva. I was also privileged to present our work to the United Nations, as well as getting to meet with key violence prevention officials and organisations in the United Kingdom.

The work we do helps those in direct need and drives culture. We are drawing our line in the sand and saying 'no more' to behaviour that for too long has been accepted, and not taken seriously or treated appropriately. Changing hearts and minds is a huge part of what will achieve the necessary intergenerational shift; breaking the cycle of violence and showing people that there is a better way.

Our new name – the Centre for Family Violence and Sexual Violence Prevention – is a continuation of that aspiration. Our job is to prevent violence from happening, to make sure victim/survivors have access to support and resources, to heal harm once it has happened, and to rehabilitate users of violence. **We must strive for a future where victim/survivors are not created in the first place.**

The work continues, and the path set out by Te Aorerekura is clear. We have a major year of delivery ahead of us, and I am eager to see where we are this time next year.

Ehara taku toa i te toa takitahi, engari he toa takitini

My strength is not of the individual, but of many



Emma Powell

Pou Whakahaere Rangapū - Mahi Tūkino
a Whānau me te Mahi Pāwhera
Chief Executive, Centre for Family
Violence and Sexual Violence Prevention

Statement of Responsibility

As Members of the Executive Board for the Elimination of Family Violence and Sexual Violence (the Board), we are responsible for:

- ensuring that end-of-year performance information on each appropriation administered by the Board is provided in accordance with sections 19A to 19C of the Public Finance Act 1989, whether or not that information is included in this annual report; and
- the accuracy of any end-of-year performance information prepared by the Board, whether or not that information is included in the annual report.

In our opinion: The annual report fairly reflects the operations, progress, and the organisational health and capability of the Board.



Andrew Kibblewhite (Chair)

Te Pou Whakarae mō te Ture
Secretary for Justice and Chief Executive
Tāhū o te Ture
Ministry of Justice



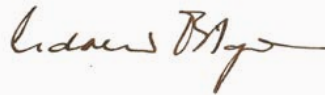
Richard Chambers

Commissioner of Police
Ngā Pirihimana O Aotearoa
New Zealand Police



Jeremy Lightfoot

Te Tumu Whakarae mō Ara
Poutama Aotearoa
Secretary for Corrections and
Chief Executive
Ara Poutama Aotearoa
Department of Corrections



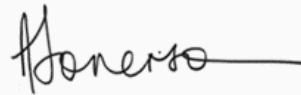
Andrew Bridgman

Te Tumu Whakarae mō te Tamariki
Secretary for Children and Chief
Executive
Oranga Tamariki
Ministry for Children



Debbie Power

Secretary for Social Development
and Chief Executive
Te Manatū Whakahiato Ora
Ministry of Social Development



Audrey Sonerson

Te Tumu Whakarae mō te Hauora
Director-General of Health
Manatū Hauora
Ministry of Health



Dave Samuels

Te Tumu Whakarae mō Te Puni Kōkiri
Secretary for Māori Development
Te Puni Kōkiri
Ministry of Māori Development



Ellen MacGregor-Reid

Te Tumu Whakarae mō te Mātauranga
Secretary for Education
Te Tāhuhu o te Mātauranga
Ministry of Education

The Board as at 30 June 2025

The Public Service Act 2020 provides for chief executives to work together as boards, to deal with complex issues where impacts and policy sit across a wide range of portfolio areas. The IEB and the Centre formalises this joint way of working.

The Centre is responsible for implementing Te Aorerekura – the National Strategy to Eliminate Family Violence and Sexual Violence.

The Executive Board



Andrew Kibblewhite

Te Pou Whakarae mō te Ture
Secretary for Justice and Chief Executive

Tāhū o te Ture

[Ministry of Justice](#)



Richard Chambers

Commissioner of Police

Ngā Pirihimana O Aotearoa

[New Zealand Police](#)



Jeremy Lightfoot

Te Tumu Whakarae mō Ara Poutama Aotearoa
Secretary for Corrections and Chief Executive

Ara Poutama Aotearoa

[Department of Corrections](#)



Andrew Bridgman

Te Tumu Whakarae mō te Tamariki
Secretary for Children and Chief Executive

Oranga Tamariki

[Ministry for Children](#)



Debbie Power

Secretary for Social Development
and Chief Executive

Te Manatū Whakahiato Ora

[Ministry of Social Development](#)



Audrey Sonerson

Te Tumu Whakarae mō te Hauora
Director-General of Health

Manatū Hauora

[Ministry of Health](#)



Dave Samuels

Te Tumu Whakarae mō Te Puni Kōkiri
Secretary for Māori Development

Te Puni Kōkiri

[Ministry of Māori Development](#)



Ellen MacGregor-Reid

Te Tumu Whakarae mō te Mātauranga
Secretary for Education

Te Tāhuhu o te Mātauranga

[Ministry of Education](#)

Independent Advisor to the Board



Megan Main

Chief Executive

Te Kaporeihana Āwhina Hunga Whara

[Accident Compensation Corporation](#)

Chief Executive



Emma Powell

Pou Whakahaere Rangapū - Mahi Tūkino a
Whānau me te Mahi Pāwhera

Chief Executive

[Centre for Family Violence and
Sexual Violence Prevention](#)

The role of the Centre

The impact of Family Violence and Sexual Violence

How agencies collaborate and work in partnership with each other and with communities affects how people experience their interactions with the system. We must enable wellbeing with an effective family violence and sexual violence system that is built on collaboration across government, specialist sectors, communities and tangata whenua.

Preventing and responding to family violence and sexual violence will save lives, improve wellbeing, and enable connected, thriving communities.

While each government agency contributes to a different part of the system – such as primary prevention programmes with communities; health, education and social service workforces that interact with children and families every day; emergency housing and income support for those in crisis; police and justice responses; policy or law – every part of the system impacts another, as well as impacting those who interact with them.

How We Work

The IEB was established by Order in Council on 24 March 2022. This replaced the Joint Venture that was started in 2018.

In 2025, the business unit supporting the IEB was renamed to the Centre for Family Violence and Sexual Violence Prevention.

The Centre has been given five areas of accountability, which are illustrated in the table on page 24. Each participating agency remains responsible for its own portfolio and expenditure.

The nine Chief Executives align strategic policy, planning, and budgeting around the shared issues within the remit of each of the Chief Executives' agencies.

Commitment to effective Governance

The IEB's role is to provide collective advice to Ministers, monitor implementation of Te Aorerekura, and manage sector and cross-agency relationships. The IEB met seven times in 2024/25, which includes both full and sub-committee meetings.

In 2024/25, the IEB formalised how it holds member agencies to account and has been updating its Strategic Intentions. The newly agreed operating procedures set expectations for core duties and engagement, and escalation

protocols. This includes the need for member agencies to formally consult and share information with the IEB about any decision or change that has the potential to disrupt the family violence and sexual violence system.

The new Strategic Intentions will be presented later in 2025, and will include undertakings to improve outcomes for people most affected by violence via collective efforts; invest wisely based on evidence about what works; act as stewards for the family violence and sexual violence system by planning for the future; and deliver core infrastructure improvements like Project Whetū.

Other accountability mechanisms include the establishment of an IEB sub-committee in March 2025 to enable more targeted and rapid delivery geared around the Action Plan. This smaller group of Chief Executives meets every month to review progress reports provided by the Centre, provide strategic advice, and manage and respond to identified risks and issues. The sub-committee is authorised to act on behalf of the IEB.

The IEB also changed the way it operates to better drive progress and accountability, including agreeing to a set of core duties that clarify the expectations of IEB members and help balance individual agency accountabilities with IEB accountabilities.

IEB members must keep to these “core duties”, which set out requirements to:

- share information
- take a system view rather than agency specific view
- drive towards Action Plan programme delivery
- provide assurance on progress.

Strengthening the expected roles and responsibilities of IEB members, including through the IEB Operating Procedures, has reinforced how the IEB needs to work together to eliminate family violence and sexual violence.

Coordination and cohesion

The Centre plays an important role working with Ministers and with government agencies and supports the IEB to operate. It enables the collective approach of government, tangata whenua, communities, and whānau to deliver Te Aorerekura. The Centre is the operational arm of the IEB. Day-to-day operations have been delegated to the Chief Executive. The Chief Executive is the principal advisor to the Government on the system responding to family violence and sexual violence, providing system leadership to the IEB agencies, and delivering secretariat services to the IEB.

All staff are employees of the Ministry of Justice which is the servicing department of the IEB. The Centre operates within the Ministry’s policies and procedures.

Transparent Reporting

In 2024/25, the Centre responded to 25 departmental requests and supported 68 Ministerial requests under the Official Information Act 1982. The main topics of interest were:

- the Action Plan (2025-2030)
- Police changes to family harm callouts
- our name change
- decisions about the tangata whenua Ministerial advisory group

- changes to the Crimes Act creating a standalone offence for stalking
- briefings given to the Systems Working Group.

The Centre also responded to 525 written Parliamentary questions.

Accountability

The Cabinet’s decision to establish the IEB was set within five areas of accountability which provide the following framework for the IEB’s work programme.

PURPOSE	ACCOUNTABILITY	WORK PROGRAMME
Legislated purpose of an IEB	Areas of focus set by Cabinet	Set by the IEB
• To align and coordinate strategic policy, planning, and budgeting activities for two or more departments with responsibilities in a subject matter area • To support those departments to undertake priority work in the subject matter area • To support cross-department initiatives in the subject matter area	• Provide whole-of-government strategy, policy, and budgeting advice to Ministers on eliminating family violence and sexual violence • Provide analysis and evidence to support Ministers to make decisions on specific interventions • Provide Ministers with an oversight of interventions and outcomes within the whole family violence and sexual violence sector, and identify any linkages, gaps, or opportunities • Monitor, support, and coordinate the implementation of the National Strategy, and other priority and cross-agency initiatives, and lead the development of future iterations of the National Strategy • Manage relationships between government and the family violence and sexual violence sectors	• Stewardship – strategy and governance to support the performance of the family violence and sexual violence system now and into the future • Te Aorerekura - the National Strategy to Eliminate Family Violence and Sexual Violence - coordination and facilitation to ensure delivery of Te Aorerekura • Delivering the second Action Plan, with specific focus on Investing and Commissioning Well, Keeping People Safe, and Stopping Violence • Regular updates to the Minister for the Prevention of Family and Sexual Violence • Regular reporting against the Outcomes and Measurement Framework baseline report



REMIT	CHAIR	GOVERNANCE BOARD
Agency Chief Executives that make up the IEB	Appointed by Public Service Commissioner	Members set by Public Service Commissioner
• Department of Corrections • Ministry of Education • Ministry of Health • Ministry of Justice • Te Puni Kōkiri • Ministry of Social Development • New Zealand Police • Oranga Tamariki Servicing department: Ministry of Justice	Andrew Kibblewhite Te Pou Whakarae mō te Ture Secretary for Justice and Chief Executive Tāhū o te Ture Ministry of Justice	The chief executives from: • Department of Corrections • Ministry of Education • Ministry of Health • Ministry of Justice • Ministry of Social Development • Te Puni Kōkiri • New Zealand Police • Oranga Tamariki • Accident Compensation Corporation (Independent Advisor)

Implementing Te Aorerekura

Te Aorerekura is our 25-year strategy towards eliminating family violence and sexual violence. Te Aorerekura is being achieved via successive action plans.

It is possible to break the cycles of violence when our systems deliver effective responses and we work with people who have used violence, to hold them accountable and support them to change their behaviour.

Everyone affected by violence deserves a response that meets their needs. There are varying degrees of risk and need that require different levels of support. Over the next two years we will focus on improving multi-agency responses for people who are at high risk and those with complex needs who experience violence.

We continue to strengthen partnerships with key stakeholders such as Te Kupenga, the Backbone Collective, TOAH-NNEST, and VisAble.



Monitoring progress using the Outcomes and Measurement Framework

Alongside Te Aorerekura and the Action Plan, the Outcomes and Measurement Framework (OMF) shows the tangible effect our work is having. Te Aorerekura sets the course, the 'what and why'; the Action Plan sets out the 'how and when'; the OMF is our method of measuring progress towards the vision of people living free from violence. The first OMF baseline report gives us a starting point to assess future progress.

The OMF translates the moemoeā/ vision of Te Aorerekura into:

- **12 outcomes** that will help the IEB understand if actions and work programmes are positively affecting lives and reducing violence
- **20 associated indicators** that the IEB will track to see change over the next three to five years
- **57 measures** to assess year-by-year progress against the indicators.

The OMF baseline report is the starting point to assess future progress toward Te Aorerekura and the impact of the Action Plan.

The Action Plan (2025-2030)

Te Aorerekura is supported by successive action plans. The first Action Plan (2021-2023) had 40 actions that were led by individual agencies. Some of these focused on accelerating work already underway, and others that were designed to fill long-standing gaps in the system. It laid the foundations for longer-term change and began shifting government towards more collective ways of working.

The second Action Plan was launched in December 2024. It has a more collaborative approach with seven focus areas that agencies are responsible for delivering together:

- 1) Investing and commissioning well
- 2) Keeping people safe with stronger multi-agency responses
- 3) Stopping violence
- 4) Protecting children and young people
- 5) Strengthening our workforce
- 6) Taking action on sexual violence
- 7) Preventing violence before it starts.

In the first two years, agencies are focused on tangible and meaningful progress under the first three priorities. Alongside this, agencies continue delivering work in support of the other focus areas.

Agencies are taking a phased approach to delivery; learning and adapting to improve the system based on emerging evidence and dynamic feedback as changes are made.

Our appropriation

Providing leadership and support across the sector

Elimination of Family Violence and Sexual Violence (M104) (A600)

APPROPRIATION

\$22.079m

EXPENDITURE

\$21.319m

This appropriation is limited to leading a whole-of-government approach to prevent, address, and eliminate family violence and sexual violence, as well as related services and support to Ministers.

The Ministry of Justice is the servicing department for the IEB. The IEB has adopted all the Ministry's corporate policies and processes and is hosted under a shared services arrangement. The Minister for the Prevention of Family and Sexual Violence is responsible for administering the appropriation and what is achieved with the funds provided. Financial statements are included in the Ministry of Justice 2024/25 Annual Report.



The table below sets out the current appropriation measures and their results.

MEASURE	STANDARD	RESULT 2023/24	RESULT 2024/25
Implementing Te Aorerekura by overseeing the delivery of actions in Te Aorerekura Action Plan.	Achieved	Achieved	Achieved
Monitoring and reporting on the implementation of Te Aorerekura and leading corrective actions where necessary. Ensuring that risks and issues are proactively identified and addressed.	Achieved	Achieved	Achieved
The satisfaction of the Minister for the Prevention of Family and Sexual Violence with the quality of support and advice provided by the IEB.	At least 8/10	6/10	7/10

Government targets

In April 2024, the Government set nine public sector targets to be delivered by 2029.

Two of these are being supported by the IEB. These are:

- **Target 3** (*Reduced child and youth offending*) – 15 percent reduction in the total number of children and young people with serious and persistent offending behaviour [led by Oranga Tamariki].
- **Target 4** (*Reduced violent crime*) – 20,000 fewer people who are victims of an assault, robbery, or sexual assault [led by the Ministry of Justice].

We will support delivery of these targets through stronger multi-agency responses that integrate youth responses with family violence responses, by keeping whānau safe and by stopping people from using violence and supporting them to change their behaviour.

Progress on significant **projects and initiatives**

This section spotlights progress on key initiatives that have received dedicated funding. These initiatives are supported by the Centre's baseline funding, and there is overlap between the use of different funding streams. For example, funding for building workforce capability is integrated with funding to support and expand multi-agency responses.

Supporting and expanding multi-agency responses

The IEB has been working with communities in the 40 locations around New Zealand that have multi-agency responses to family violence. This is being delivered under the Keeping People Safe focus area in the Action Plan and is funded by the initiative for community-led responses. The work focuses on strengthening agency cooperation, embedding nationwide consistency, and making sure people at the highest risk of violence get the right response for their needs.

Effective multi-agency responses to family violence depend on consistent application of best practice, robust governance, reliable risk assessment, collaborative case management, and effective information sharing.

This funding has already helped the IEB deliver practical changes to important parts of the system. It is helping iwi and community providers to coordinate more effectively. This has been a major focus for the IEB and that will continue in the coming years.

Stronger multi-agency responses are being enabled by:

- a better understanding of how multi-agency responses currently operate
- a new Risk and Safety Practice Framework published in 2025
- consistent nationwide risk assessments
- mapping workforce training to the family violence workforce capability frameworks
- beginning to develop an information sharing and case management system to support triage (Project Whetū)
- a monitoring dashboard
- tailor-made system improvement plans that have so far been created for Auckland City, Rotorua, Gisborne, Hawke's Bay, Waitākere/Auckland West, and Canterbury
- scoping alignment opportunities to connect family violence responses with responses for children and young people
- partnerships in Auckland City and Rotorua to trial a specialist outreach model.

The specialist outreach initiative is led by iwi or community partners. After receiving a referral from Police, these partners work proactively with the family and whānau to identify necessary supports. Discretionary funding is available to ensure victim/survivors can meet their safety needs.

Accelerated outreach in Rotorua delivered intensive support for 1,200 high-risk individuals from February to April 2025. These individuals represent responses to an average of 350 family violence episodes per month.

We have also developed the first iteration of a high-risk protocol that is currently being tested in Rotorua and Auckland City. This supports a consistent and proportionate response to family violence when there is a high-risk of death and serious injury.

These trials are designed as ‘test and learn’ opportunities so we can build a future operating model for effective multi-agency responses that are consistent at a national level while allowing adaptation at a local level.

This operating model will be supported by Project Whetū, which is delivering an information sharing and case management system. **This platform will help agencies coordinate their efforts to identify, respond and refer.** It will do this by increasing the efficiency and efficacy of multi-agency coordination, reducing duplication, and improving outcomes for children, families and whānau. This is about making sure victim/survivors get the right support at the right time, and that people who use violence are held accountable and get the right support to change their behaviour.

The Project Whetū business case passed its first ‘Gateway review’ in July 2025. The detailed business case is currently progressing.

Strengthening our workforce

The IEB also receives funding to build workforce capability, which is being progressed alongside the work to strengthen multi-agency responses. In 2024/25, we built on the foundations laid in 2023/24.

The first Action Plan (2021-2023) produced two workforce capability frameworks for family violence: the Entry to Expert Capability Framework (E2E) and the Specialist Family Violence Organisational Standards (SOS).

The second Action Plan (2025-2030) focuses on implementing these frameworks by training 10,000 frontline workers in the statutory agencies (Police, Corrections and Oranga Tamariki). The focus is making sure current training offerings are aligned to these frameworks and the Centre will continue supporting agencies to build sustainable capability uplift across frontline roles and improve reporting.

The IEB is delivering specialist workforce training to 10,000 frontline workers by January 2027. Agencies have already started adopting our frameworks and we will continue supporting their use with agencies' existing training modules.

In 2024, Police redesigned its training course, so recruits receive two weeks' family violence training that is mapped to entry-level requirements. Over 550 Police recruits received training in that first year, and over 850 recruits are expected to receive training by the end of 2025. Police have almost finished implementing the SOS framework and are currently implementing the E2E framework for 111 and 105 communications staff, Family Safety System users, and Integrated Safety Response staff.

Looking to the future, our focus will shift to expanding access to training, supporting more agencies and providers to map training to the framework. We are also planning a workforce gaps analysis to inform development of long-term strategies for workforce retention.

The Risk and Safety Practice Framework (RSPF) was launched in March 2025. The RSPF provides a benchmark for assessing and responding to risk. It supports trauma-informed, and culturally appropriate responses to family violence. It includes different guides for workers and the organisation.

The family violence training directory was launched in 2025. This directory provides a transparent overview of training that is aligned with the E2E. It helps agencies identify training gaps, make informed decisions about what training to prioritise, and how to build a culturally responsive and trauma-informed workforce. The training directory was developed in collaboration with sector leaders, tangata whenua, and other communities.

During 2024/25, the Centre has been working with the sector to develop **sexual violence workforce capability frameworks** that will stand alongside the counterpart family violence workforce capability frameworks published in 2023. The new sexual violence frameworks will be published in 2025/26. These complementary frameworks will empower these workforces to identify, respond and refer people experiencing family violence and/or sexual violence.

Building iwi and Māori relations with the Crown

The Centre invests in partnerships that transform the family violence and sexual violence systems by building relationships between iwi and Māori and the Crown.

In 2024/25, some of this funding went towards the tangata whenua Ministerial advisory group. The rōpū was established in 2022 to provide independent advice to the Minister about improving outcomes for Māori. It provided its final report to the Minister in June 2025, which included recommendations that we are currently considering ([link](#)). **This includes socialising the Toiora Whānau Māori Outcomes Framework.**

The tangata whenua Ministerial advisory group used its tenure to bring together kaimahi Māori, identify system barriers for Māori, and build an evidence base for kaupapa Māori solutions. The rōpū also published a workforce development report called 'Whakapakari Kaimahi Māori mō te Oranga me te Hiranga' ([link](#)).

Funding that was used to support the rōpū will continue to be used to give effect to the Māori-Crown relationship. This includes work with iwi, hapū, and non-government organisation providers to lead multi-agency responses.



Community partnerships and networks of support

The IEB continues to support communities via funding grants that support people who are disproportionately affected by family violence and sexual violence.

This includes:

- **Collective impact** – by embedding community voices in system transformation.
- **Sustainable change** – by building infrastructure, capacity, and enduring relationships.
- **Te Tiriti-informed practice** – through partnership and co-design.

This funding has provided meaningful support for peak bodies and other networks. We are supporting:

- **Te Ohaakii a Hine – National Network Ending Sexual Violence Together (TOAH-NNEST)** to bring survivor, perpetrator, and whānau voices into system design, including development of the Action Plan; and gather insights that can be shared with the IEB.
- **Te Kupenga Whakaoti Mahi Patunga – National Network of Family Violence Services** to co-design solutions to system barriers, test and refine those solutions with communities, and support continuous improvement of the system.
- **Adhikaar Aotearoa** to transform fragmented community structures into a cohesive and empowered network. This infrastructure has allowed this intersectional network to engage more effectively with government, and strengthened relationships across ethnic communities, particularly LGBTQIA+ members of ethnic communities, by sharing resources and providing mutual support.
- **VisAble** to embed the perspectives and experiences of disabled people into system design, including disabled victim/survivors of family violence and sexual violence. VisAble's role includes identifying system barriers and solutions, and providing direct advice to the IEB about how to make family violence and sexual violence services more accessible for disabled people.
- **Backbone Collective** to centre the voice of victim/survivors and make sure appropriate consideration is given to the diverse needs of this cohort.

Investing and Commissioning Well

Alongside dedicated initiative funding, the Centre receives baseline funding that is being used to support overall system improvements. One of the mechanisms for this is a comprehensive review of family violence and sexual violence funding.

We are working to incorporate a social investment approach to inform strategic and evidence-based decisions about when, where, and how to invest funding so it has the biggest impact for the people who need it most.

An initial review of collectively appropriated expenditure was completed in 2024/25. A full baseline review has already started and findings are expected to inform future investment decisions.

Findings from the full baseline review are expected to inform our funding approach for multi-agency responses and stopping violence programmes. The review will draw from social sector commissioning principles to identify opportunities to improve contractual arrangements (including outcomes-based contracts) and guide decisions about future investment. We will continue this alongside the Social Investment Agency.

The IEB is also **reviewing interventions for people who use violence**. This review has been scoped and is on track to be delivered by December 2025. The review will focus on the effectiveness of harmful sexual behaviour services, non-violence programmes, and digital products aimed at changing violent behaviour.

Monitoring, evaluation, learning and accountability

In 2023, we published the Outcomes and Measurement Framework (OMF) to measure progress towards Te Aorerekura. The OMF translates the vision of Te Aorerekura into long and short-term outcomes, along with measures to monitor progress towards these outcomes.

The OMF baseline report found:

- 1.6 percent of adults experienced an offence by a family member in the past year
- 1.8 percent of adults experienced sexual assault in the past year
- 10 percent of children and young people were physically hurt by an adult at their home in the past year, and this was higher for tamariki and rangatahi Māori (14 percent) and children and young people with disabilities (18 percent)
- 1 in 3 girls (28 percent) and 1 in 12 boys (8 percent) 12-18 years old have experienced unwanted sexual contact in their lives
- 75 percent of adults agree forcing a partner to have sex is always violence
- 60 percent of adults feel confident to have conversations with children and young people about healthy relationships
- Nearly 2 in 3 (62 percent) frontline workers surveyed had received family violence training in the past year, and 1 in 2 (48 percent) received sexual violence training in the past year.

Progress against the baseline will be reported annually for the five-year duration of the Action Plan.

The Centre has also begun a data development project to improve visibility of existing family violence and sexual violence data, and to try and fill gaps. This includes improvements to OMF measures. In addition, the Centre has recently contracted an outcomes evaluation of multi-agency responses. The results of this are expected in early 2026.

We are supporting deeper and more collaborative relationships with iwi and hapū, victim/survivor networks, and local communities. The goal is a more connected family violence and sexual violence sector. These community partnerships are central to the success of Te Aorerekura.

On 30 June 2025, we marked six months since the launch of the second Action Plan.

In that time, we accomplished all ten milestones planned for 2024-2025. This momentum is supported by robust governance arrangements, and engagement with communities and agency partners.

The IEB will continue to monitor delivery of the Action Plan via quarterly reporting of milestones. This includes tracking performance indicators to demonstrate the difference we are making on the ground. In addition, various governance sub-groups will monitor progress and manage risks or issues for specific work programmes.

Setting the scene for future years

The current Action Plan takes us through to 2030, and we are also guided by our Strategic Intentions for the next three years.

Our work is focused on effective response and effective coordination between government agencies and with communities. This means understanding where funding is going and how to maximise outcomes for New Zealanders while making sure everyone has access to the resources and support they need.

By 2030, our community response system will be coordinated; workers will be better trained to recognise, respond and refer; agencies will be equipped with case management and information sharing technology that will support multi-agency responses to help keep people safer; investment across the system will be better coordinated and based in evidence; and there will be better services and behaviour change pathways for people who use violence.



Strategic Intentions (2025/26–2027/28)

To ensure we and others are clear about what the IEB intends to do and where it will be focusing its time and efforts, we are presenting updated Strategic Intentions in October 2025 that will cover the next three years.

Improve outcomes for people most affected by violence via collective efforts

We must collectively implement the Action Plan, increase safety for victim/survivors, enable evidence-based decisions about investment, and support people who use violence to change their behaviour. This is about having the right systems and support services in place to improve outcomes for communities – especially those disproportionately affected by family violence and sexual violence.

Invest wisely based in what works

We must be confident that our investment in family violence and sexual violence is based on an understanding of what works and what needs to change and is underpinned by social investment. This means we will have a greater visibility of investment effectiveness and be in a position to make strategic decisions about what, where, and how to invest to address family violence and sexual violence.

Act as stewards for the family violence and sexual violence system by planning for the future

We are intent on working proactively and being in a position to respond to emerging challenges for the family violence and sexual violence system. We will lead the way by ensuring all system changes are made to good effect and that we can adapt to emerging needs and seize opportunities as they arise.

Deliver core infrastructure improvements like Project Whetū

The IEB is responsible for delivering Project Whetū, which is a national cloud-based information and data sharing platform to support multi-agency response to family violence. These tools will equip government agencies and non-government agencies (NGOs) to share information safely and make faster, more informed decisions to protect those at risk of harm from family violence.

Appropriation statement

The following statements report information about the expenses incurred against appropriations administered by the Executive Board for the Elimination of Family Violence and Sexual Violence for the year ended 30 June 2025. They are prepared on a GST exclusive basis.

Statement of cost accounting policies

The Minister is responsible for the Elimination of Family Violence and Sexual Violence appropriation and the IEB has a shared services agreement with the Ministry of Justice for corporate services.

The costs charged against the appropriation include both direct costs incurred by the Centre and the IEB, and indirect costs incurred by the Ministry as the servicing department. The costs of outputs are derived using the cost allocation system outlined below:

- Direct costs are those costs that can be directly attributed to an output. Indirect costs are those that cannot be identified in an economically feasible manner to a specific output.
- Direct costs are charged to output classes as and when they occur. Indirect costs are accumulated and allocated to output classes based on cost drivers, such as assessment of personnel time, building area occupied or asset utilisation, which reflect an appropriate measure of resource consumption usage. Costs identified to overhead areas are accumulated and allocated to output classes based on resource consumption usage, where possible (such as full-time equivalent staff numbers), or in proportion to the direct and indirect charges made to the output class.

Statement of budgeted and actual expenses and capital expenditure incurred against appropriations

For the year ended 30 June 2025

Expenditure excluding Remeasurements		Expenditure including Remeasurements	Remeasurements ²	Expenditure excluding Remeasurements	Approved Appropriation ³
2024		2025	2025	2025	2025
\$000	Appropriation title	\$000	\$000	\$000	\$000
Vote Justice					
	Departmental Output Expenses				
17,593	Elimination of Family Violence and Sexual Violence	21,319	-	21,319	22,079
17,593	Total Departmental Output Expenses	21,319	-	21,319	22,079
17,593	Total Vote Justice	21,319	-	21,319	22,079

End-of-year performance information for the Elimination of Family Violence and Sexual Violence appropriation administered by the IEB is also reported in the Ministry of Justice's Annual Report.

2 A remeasurement is generally the movement in the value of an asset or liability that is outside the control of the Executive Board as defined by the Public Finance Act 1989. Remeasurements do not require an appropriation.

3 This includes adjustments made in the supplementary estimates.

Statement of expenses and capital expenditure incurred without, or in excess of, appropriation or other authority

For the year ended 30 June 2025

The IEB did not incur any expenditure in excess of appropriations (2024: nil).

Statement of departmental capital injections

For the year ended 30 June 2025

The IEB did not receive any capital injections during the year (2024: nil).

Statement of departmental capital injections without, or in excess of, authority

For the year ended 30 June 2025

The IEB has not received any capital injections during the year without, or in excess of, authority (2024: nil).

Glossary of terms

The Centre for Family Violence and Sexual Violence Prevention was formerly known as Te Puna Aonui business unit. The Centre provides advice to government on the family violence and sexual violence system, provides secretariat services to the Executive Board, and supports the Minister. The Centre's personnel take direction from the Chief Executive and are considered employees of the Ministry of Justice. The Centre operates within the Ministry's corporate policies and processes.

Disabled people means anyone who identifies as disabled. This usually refers to people who have difficulty with one or more daily activities due to any short-term or long-term physical, mental, intellectual or sensory impairment. These impairments interact with various social or environmental barriers to hinder someone's full and effective participation in society on an equal basis with others. This definition draws from the Stats NZ definition used in the Census and the United Nations Convention on the Rights of Persons with Disabilities.

Ethnic communities refers to migrants, refugees, long-term residents, and people born in Aotearoa New Zealand who identify their ethnicity or trace their ancestry to non-Pacific countries in Africa, Asia, Continental European, Latin America, and/ or the Middle East.

The Executive Board for the Elimination of Family Violence and Sexual Violence is an interdepartmental board established under the Public Service Act 2020 that comprises Chief Executives from nine government agencies to deal with complex issues that have impacts and policy levers that sit across a range of portfolio areas. The IEB is accountable to the Minister for the Prevention of Family and Sexual Violence.

Family violence is a pattern of behaviour that uses coercion, control, or harm in the context of a current or previous family relationships (FVDRC 2016). Family violence includes intimate partner violence, elder abuse, child abuse, dating violence, stalking, and child-to-parent violence. It can be physical, sexual, psychological, emotional, spiritual, or financial. Family violence is defined in the Family Violence Act 2018.

Family violence and sexual violence system means the laws, policies, practices, processes, and people involved in preventing and responding to family violence and sexual violence.

Multi-agency responses involve government and non-government organisations working together to provide safe, appropriate, holistic support in the aftermath of family violence.

People affected by violence is an inclusive term used to describe people who have experienced family violence and/or sexual violence. Terms such as 'victim' and 'survivor' are sometimes used to also refer to people impacted by violence. The term victim/survivor is used to cover the breadth of responses and experiences following family violence and sexual violence.

People who use violence describes people who perpetrate family violence and/or sexual violence against another person.

Sexual violence (also known as mahi tūkino, sexual abuse, sexual assault, or sexual harm) is any sexual behaviour towards another person without that person's freely given consent. Sexual violence includes sexual violation, incest, rape, assault, exploitation, trafficking, grooming, sexual harassment, and any unwanted kissing or touching. Child sexual abuse includes exposing a child under 16 to sexual acts or sexual material. Sexual violation is defined in the Crimes Act 1961.

Tangata whenua refers to people of the land where their ancestors lived and means anyone who can whakapapa Māori; including whānau, hapū, and iwi living in Aotearoa or overseas.





**Executive Board for the Elimination of
Family Violence and Sexual Violence**
Responding, healing, strengthening



**Te Kāwanatanga
o Aotearoa**
New Zealand Government