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**The impact on Hamilton Abuse Intervention Project
of government policy changes-an investigation.**

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Abstract

This research investigates the perceptions and viewpoints of staff working for the Hamilton Abuse Intervention Project (HAIP) as to the impact of changes in government policy. Established in 1991 HAIP is a coordinated community response to domestic violence based on the Duluth Model. Over the last two decades governments in New Zealand have introduced policies and strategies to combat violent crime in the community predicated on the understanding that addressing violence within the family/whanau setting will assist in breaking the cycle. This research focuses on the impact of strategies which advocated inter-agency collaboration such as the VIP Pol400 Project (Pol400 Project) established in 2001 with HAIP as the lead agency. (VIP is an abbreviation standing for Violence Intervention Project). The research also set out to test the hypothesis that working within an environment marked by the introduction of policy changes and new strategies has a significant impact upon a social services agency such as HAIP.

In view of the inherent complexity of investigating perceptions and viewpoints qualitative methodology was chosen for this research. Ten of the fourteen people employed by HAIP contributed to the research. Semi-structured face to face interviews and the written answers from questionnaires provided a detailed body of information which informed the narrative and descriptions of this study. An outline of relevant legislation, policy initiatives and strategies introduced over the last two decades was provided to give a framework for the study.

Each of the respondents commented on issues related to funding and workload. Inadequate funding was seen to be adding to already heavy workload which continued to grow aggravated by the demands of compliance and accountability. Respondents identified some aspects of HAIP which had been affected by lack of adequate funding such as the loss of the 24/7 Crisis Line and difficulties with maintaining the parallel development policy. However, In spite of funding shortfalls respondents noted that HAIP's services continued to expand and examples were given of recent initiatives such as the establishment of home support groups. Several respondents identified the Pol400 Project as being significant

development in HAIP's services. Respondents commented on its value in closing gaps in the criminal justice system's response to incidents of family violence. A detailed analysis of the Pol400 Project using archival material and using statistics from the HAIP Pol400 database demonstrated the comprehensive extent of the inter-agency collaboration.

The findings of this investigation showed that respondents regarded inadequate funding and increased workload as impacting significantly on their work. However, apart from comments made in relation to some negative impacts on HAIP of the Domestic Violence Act of 1995, respondents rarely made a specific connection between these issues and their relationship to changes in government policies. This study showed that since the Pol400 Project began in 2001 reported incidents of family violence and subsequent referrals rose steadily but the data showed a marked increase in activity following the involvement in 2005 of a Family Safety Team. The increase in the intake of reports was attributed, in part, to the police addressing gaps and shortfalls in their own systems. The impact of the Pol400 Project on HAIP was seen, in the main, to be contributing positively to HAIP's role in providing a seamless coordinated community response to family violence.

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I am indebted to Dr. Dr Robertson for supporting my research proposal at its very outset. By introducing me to HAIP management he greatly facilitated the initial stages of the research. I am very grateful to Ms Jones, HAIP's Project Manager, and Ms Balzer, one of HAIP's founders, for their encouragement and practical help with my project. Throughout the research process Ms Pullman, HAIP's Services Manager, has given invaluable support without which the research would not have been possible. I would also like to acknowledge all the HAIP staff who contributed through the interview process and by generously answering queries when clarification was needed. I am deeply appreciative of all the help provided by my supervisor Dr. Jo Barnes. Her supervision has been marked by great good humour, patience and astute criticism.

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The goal is not to see that which no one has seen, but to see that which everyone sees, in a totally different way.

Arthur Schopenhauer

Chapter 1 Introduction

The decision to undertake this research sprang from my 34 years of professional involvement with young people at risk of offending against the law, at risk of dropping out of the education system with few or no qualifications, at risk of abusing substances and with those who had already come into contact with the justice system. During those years I worked within a constantly changing framework of government policies aimed at addressing all aspects of family violence, family dysfunction and their aftermath. It is apparent to any practitioner working in the social services field that there are factors commonly present where family dysfunction manifests itself. Inadequate housing, a transient lifestyle, substance abuse and poorly developed parenting skills can be seen as elements making up a leitmotif of high needs families. It is not hard to see that issues relating to these factors could trigger responses from multiple agencies. It is also apparent to those working closely with troubled families that a piecemeal approach to their problems is probably not going to improve outcomes. The recognition that a more collaborative approach to high needs families would probably improve outcomes was the rationale behind the two year Postgraduate Diploma in Social Administration which I successfully completed at Manchester University in 1962.

Associated with my interest in inter-agency collaboration is my perception that constant changes in government policies and strategies have a significant impact on agencies delivering social services. This perception is, in part, based on experiences in West Auckland from 1985 to 1997 and was reinforced in 2000 when I set up the education facility for young offenders in the newly established youth unit at Waikeria Prison.

As a member of the senior administration team in a West Auckland secondary school part of my role was to liaise with outside agencies such as the Police and Children and Young Persons and Their Families Service (CYPFS). As a member of the Kakariki Marae Committee I was very much involved with the care and welfare of Maori students and their families. I attended Family Group Conferences (FGC) and represented the school on West Auckland District Council of Social Services (WADCOSS). Family

Group Conferences had been introduced as part of the law changes contained in the Children, Young Persons and Their Families Act of 1989. As a regular participant I saw at first hand the heavy workload placed on social workers and the police by the conferencing process and recognised the frustrations brought about by applying a new and untried process to old and familiar problems. Restructuring of government departments, which generally meant reduction in staffing and the loss of experienced staff, was a feature of this period. Gaps in the delivery of social services became such an issue that WADCOSSE persuaded the incumbent Director General of Social Welfare, Margaret Bazely, to come to West Auckland to listen to local concerns.

At Waikeria Prison I became part of a team trying to ensure that the youth unit provided a therapeutic community which would support the cognitive behaviour programme "Equip". The aim of the programme was not only to reduce the risk of re-offending but also to give the young offenders skills to re-engage with society in a positive way. Corrections Officers with several years of service who opted to work in the youth unit commented on their role shifting from a purely custodial function to a function with more emphasis on rehabilitation. For some officers the shift in emphasis was very challenging. Consolidation of the therapeutic community faced other difficulties. The original protocols envisaged young offenders staying in the unit long enough to complete the programme successfully. In practice, muster blow outs sometimes resulted in offenders being moved out before successful completion of the programme could be effected. Corrections Officers also had to adapt to changes inherent in the Integrated Offender Management System (IOMS), which came into effect during my period at Waikeria. IOMS had shortcomings which had not been addressed when my contract ended. These were described later in 2003 as "a number of areas where functionality has never been developed" (Department of Corrections, 2003, Overview).

This brief outline of my work experience sheds some light on my interest in the collaborative, inter-agency approach to the delivery of services to high needs clients and on my interest in testing the hypothesis that constant changes in government policies and strategies have a significant

impact on agencies delivering social services. My first step in the research process was therefore, to find a suitable organisation or project using an inter-agency collaborative approach from which I could gather relevant material. Preliminary investigations led me to the Hamilton Abuse Intervention Project (HAIP), a coordinated community response to domestic violence, established in central Hamilton in 1991. HAIP's original title was the Hamilton Abuse intervention Pilot Project (HAIPP) but the shorter acronym will be used throughout this thesis. However, the acronym HAIPP may sometimes occur in quotations or references. HAIP was modelled closely on the Duluth Domestic Abuse intervention Project (DAIP), established in Duluth, Minnesota in 1980. The Duluth Model stresses that perpetrators of domestic violence should be held accountable for their offending and places the onus of providing effective interventions on the community and not the victim. Fundamental to the Duluth Model is the need for macro level societal changes to address the wider issues of gender imbalance (Pence & Paymar, 1993). The Duluth Model will be discussed in greater detail in the literature review

Since its establishment HAIP has been evaluated and assessed at regular intervals, particularly during the pilot stage of the project. Several of the reports, prepared by the HAIPP Monitoring Team, will be referred to in detail in the literature review. The focus of these evaluations and assessments was, in the main, to assess the impact of the Duluth Model of intervention on domestic violence in a New Zealand setting. The central focus of this research however, was on the way in which changes in government policies, strategies and initiatives over the last 17 years have impacted on HAIP staff. Since 2001 HAIP has been one of the lead agencies in the Pol400 Project. This Project is an extensive inter-agency collaboration between community and government social service providers, formalised by a set of agreed protocols which aim to ensure a seamless response to incidents of domestic violence. A significant aspect of this research was to examine the nature and extent of the Pol400 Project. As services and support vital to the provision of a seamless response to domestic violence are being delivered by HAIP staff, this research should add to our body of knowledge of the project as a whole

and should therefore add to our understanding of coordinated responses to domestic violence in our own community.

This investigation focused on the impact on HAIP of a range of government strategies, policies and initiatives formulated to address violent crime as a whole, but which recognised the fundamental part played by family violence in perpetuating the cycle. An emphasis on inter-agency collaboration and community responsiveness, the finding of local answers to local problems typify much of the commentary contained in policy statements released over the last two decades. “A coherent and coordinated response involving government agencies, non-government agencies and the community at large is vital to achieving this goal.” The goal in 1996 was the reduction of the incidence of family violence as part of the National government’s long term strategy to reduce all forms of violence (New Zealand Statement of Policy on Family Violence, 1996, p.2).

The methodology used to gather data for this research will be explained in the following chapter. In Chapter 3 I will review a selection of related literature published over the last two decades. Relevant legislation, policy initiatives and strategies will be outlined in Chapter 4 in sufficient detail to provide a frame of reference for the investigation. This will be followed in Chapter 5 by an examination of the verbal and written responses of HAIP staff members gathered from interviews and completed questionnaires. The focus of Chapter 6 will be the Pol400 Project and an analysis of the statistics from the HAIP database. In Chapters 7 I will discuss my findings as they relate to my objectives followed by a conclusion in Chapter 8.

Chapter 2 Methodology

I had two objectives in undertaking this piece of research. The first was to ascertain whether working within an era of successive government strategies to promote collaboration between agencies is perceived by HAIP staff as being beneficial to the project's performance as a service provider. The second objective was to determine whether the promotion of increased collaboration has, in the view of HAIP staff, resulted in changes to the project's original protocols and vision. My research was informed by the view that;

Most social scientists see societies as exhibiting patterns. Despite the fact that societies are made up of individuals who all make different choices, as a whole societies tend to work in ways which follow certain patterns. These patterns tend to be regular and repeated. It is these patterns which the social scientist seeks (and upon which we build our explanations). (Davidson & Tolich, 1999, p.20)

Qualitative methodology was preferred in view of the intrinsic complexity of investigating perceptions and viewpoints and reporting in a meaningful way on those perceptions and viewpoints. By using narrative and description and the actual words of respondents it would be possible to provide a coherent and valid commentary which could be applied to the objectives of this investigation and enable the hypothesis to be tested. The rationale for taking this approach was also to use a method which would give "rich data about real life people and situations" and which would help to "understand behaviour within its wider context" (de Vaus, 2002 p.5).

Access

I was fortunate to have the support of Dr. Dr Robertson in making my initial approach to HAIP. Dr. Robertson is now chairperson of the HAIP Trust Board but has been closely involved with HAIP since its beginnings in 1991, as a facilitator, an advisor and as a member of the Monitoring Team who reported on HAIP throughout its pilot stage. He not only acknowledged that my research could be of value but also introduced me

to Lila Jones, Project Manager, and to Roma Balzer, one of HAIP's founding members and now director of the Family Violence Technical Assistance Unit. I met with Ms Jones and with Ms Balzer to discuss my research proposal with both women giving support and encouragement during this initial stage. Ms Jones's workload is such that she delegated responsibility for managing my involvement with HAIP to Julie Pullman, the newly appointed Services Manager. Ms Pullman would be my point of contact with the organisation and would facilitate contact with other staff. I was given formal approval by HAIP for the research to take place contingent upon my application to the Ethics Committee being successful. The emailed letter of approval from HAIP is contained in Appendix 1 as is the subsequent letter of approval from the Ethics Committee.

Methods

Participant observation

To understand fully some of the current aspects of HAIP's work as a coordinated community response to domestic violence it was necessary to observe some of the processes at first hand. Observing the process rather than listening to a description of the process was invaluable in gaining an understanding of the Pol400 Project. The Pol400 Project, named after the police form on which details of incidents of domestic violence are recorded, constitutes a major project within HAIP and will be discussed in detail in Chapters 4 and 6. As it was important to me that all HAIP staff were aware of my research taking place Ms Pullman arranged for me to speak at a weekly staff meeting. At this meeting I was able to explain my research proposal, answer questions from the staff, give some personal background information and distribute information sheets. A copy of the information sheet is contained in Appendix 2 along with a copy of the Informed Consent document. It was necessary for me to sign a confidentiality agreement before undertaking any interviews and before attending a Pol400 meeting. Agencies who regularly attend Pol400 meetings include Hamilton Police, Family Safety Team, HRSS, TWH, Family Start, Child Youth and Family Services (CYFS) and Parentline.

Other agencies or organisations may also be present. Ms Pullman obtained the necessary consent from collaborating agencies before I attended one of the daily meetings. Attending a Pol400 risk assessment meeting was invaluable in improving my understanding of processes essential to the project. I was able to observe the process and take notes on the risk assessment and referral procedures. Although my role at the meeting was that of a passive observer I was able to ask questions when it was appropriate to do so. The notes taken at the meeting added to the information I was given by the Pol400 Coordinator during the course of my research. As some Pol400 procedures underwent changes while my research was in progress I was fortunate in being able to address questions directly to the coordinator as the need arose. The changes impinged directly on the statistics I had gathered from the HAIP database therefore it was important to clarify what procedural changes had taken place.

Key informant interviews

I used key informant interviews as a research tool to gather relevant information as the objectives of my research are centred on the personal perceptions of HAIP staff.

Face to face interviews

I was very aware that face to face interviews should be so structured as to make respondents feel both at ease in their surroundings and comfortable with the chosen time. By explaining my background experiences at staff meeting prior to arranging the interviews I hoped to gain a measure of trust and support for the project from respondents. I believe I was successful in these respects as all respondents appeared to be comfortable with the interview process. The interviews took place at a time chosen by the respondent and arranged either by personal contact, or by phone or email. All interviews were conducted at the HAIP office in central Hamilton. Questions and answers were recorded on tape. Interview duration varied from 30 minutes to 50 minutes. Respondents were chosen to reflect different lengths of service and different roles within HAIP. Length of service varied from 17 years to 4 months. Two respondents held managerial roles with one respondent being in a governance role. The other respondents held programme coordinators roles, advocacy roles or

administrative roles that were non-managerial. A table giving relevant details of the respondents is contained in Appendix 4. By choosing respondents with different roles and length of service I hoped to gather as wider range of responses as possible. It seemed reasonable to assume that staff employed more recently might have different perceptions of the impact of government changes from those staff who had been with HAIP since its inception. I felt it was important to interview front line staff as well as staff in managerial positions: perceptions of the impact of change could well be different depending on the respondent's role in the organisation. Every staff member who was approached to be interviewed gave their consent and thus I conducted six interviews with HAIP staff, the seventh respondent being Dr. Robertson. Two respondents requested anonymity and the return of the tape recording of their interview. The interviews were semi-structured using up to four questions for each interview. The four questions were all open ended to encourage as wide a range of responses as possible. The questions were formulated to establish respondents' knowledge of relevant issues (Strengthening Families Strategy), their attitude towards issues (changes in HAIP's principles) and interest in issues (changes in HAIP's service delivery). A copy of the questions is contained in Appendix 3.

Questionnaires

I used a questionnaire to gather further information relating to HAIP's core functions as perceived by HAIP staff and to ascertain staff perceptions of barriers to successful outcomes for the programmes and support offered to clients by HAIP. The list of functions was assembled following preliminary informal discussion with HAIP management. The questionnaire asked respondents to rank functions from least important to most important. The questionnaire also allowed respondents to add functions and rank them in importance. Respondents were also given the opportunity to express in their own words what they perceived to be barriers to successful outcomes. The data collected from the completed questionnaires added another dimension to material gathered from face to face interviews in that respondents could indicate how strongly they felt about specific issues. A copy of the questionnaire is included in Appendix 3.

Key informant interviews enabled me to canvass the views of a range of stakeholders in the organisation. I was able to gather data which was relevant to my objectives and from which I gained insights which would inform my research. Of the fourteen people employed by HAIP I had responses, either written or oral, from nine plus a valuable contribution from Dr Robertson Robertson. The level of response provided a good foundation for the research project.

HAIP database

To look in more detail at the Pol400 Project I provided the Pol400 Database Administrator with relevant fields and dates. She was then able to generate the appropriate documentation and down load hard copies. The information covered the period from December, 2005 to February, 2008 presented in sets of monthly reports. The monthly reports provide information on the number of Pol400 reports received; the number of offenders; the number of victims; the number of children and the number of referrals to collaborating agencies. Information collected from these reports has been used to support my observations. In some instances I have used the data to prepare and present graphs illustrating trends and patterns in reports and referrals.

Archival material

Additional material relating to Pol400 was collected from an internal report prepared by Ms Jones in 2006/2007. Ms Jones's report has also been used to illustrate the nature of the inter-agency collaboration which constitutes the Pol400 Project. Ms Jones also provided me with a job description for the position of Pol400 Coordinator which enabled me to add to my understanding of the Pol400 Project as a whole.

Validity of data

The objectives of my research were twofold. To determine whether or not working within an era of successive strategies to promote collaboration between agencies is perceived by HAIP staff as being beneficial to service delivery and to ascertain whether they hold the view that increased collaboration has resulted in changes to HAIP's original protocols and mission. As I am focusing on perceptions and viewpoints I concluded that key informant interviews and participant observation would provide me

with valid data if I used open ended questions and allowed respondents the opportunity to put forward their own ideas in their own words. By arranging interviews at the time and place of respondents' own choosing I hoped to make the process comfortable and unpressured thereby increasing the chances of open and free responses to questions. I believe I was successful in this respect and therefore feel that the data collected from key informant interviews has validity and integrity.

Statistics collected from the HAIP database have been used to illustrate the nature and extent of the inter agency collaboration at certain key points in the Pol400 Project's history. Some of this data has been presented in graph form using the records supplied to me by the Database Administrator and has been used to illustrate patterns and trends which throw light on the nature of the inter-agency collaboration. Information for the database is gathered from police records and court records and is maintained by a dedicated administrator. I have therefore good reason to believe that the data generated from the database is accurate and valid. I have used archival material supplied by Ms Jones, Project Manager, and have no reason to doubt its validity given that data in the report was gathered from the HAIP database.

As I outlined in the introduction I have a Postgraduate Diploma in Social Administration, but before embarking on that course I gained a Bachelor of Arts with Honours in Medieval and Modern History. I believe this background enables me to bring to this research some understanding of the difficulties inherent in trying to establish people's perceptions of past events and the changes which might have taken place over a period of time. I subscribe to the idea that:

All social researchers must also in some ways be historians. As such, they must abide by the norms of historians which require that they respect the past and try to interpret it accurately. (Baker, 1999, p.10)

It is now necessary to place this research in the appropriate context by reviewing literature relating to coordinated community responses to domestic violence from both international and local sources.

Chapter 3 Literature review

Introduction

Given the monumental volume of available literature on the subject of domestic violence, its various philosophical perspectives and political agendas, it was important not to lose sight of the objectives of this investigation. I focused on literature that concentrates on coordinated community responses to domestic violence. rather than on societal and systemic causes. However, issues of power and control, of patriarchal and hierarchical systems and the culture of blaming the victim play a pivotal part in the setting up of community coordinated responses to domestic violence and frequently feature in the related literature. I have limited the scope of this review to the past two decades when coordinated community responses to domestic violence became well established in several developed countries. Although coordinated community responses can vary in many respects, depending on the systems and structures which pertain in the societies where they function, the following definition is used as a reference point:

A system of networks and processes and applied principles created by the local women's shelter movement, criminal justice agencies and human service providers. (Pence & McMahon, 1997, p.1)

The Duluth Model

This definition of a coordinated community response is derived from that which underpins the Duluth Model (Pence & Paymar, 1993). Work on developing new practices to deal with battered women began in Duluth in 1980 after a domestic dispute resulted in the violent death of a female victim. As a result of work by activists in the battered women's movement and with input from 200 women who were victims of battery the Duluth Abuse Intervention Project (DAIP) began its work. The curriculum offered by DAIP to men who batter and the principles underlying this curriculum are set out by Ellen Pence and Michael Paymar in their book, Education Groups for Men who Batter: The Duluth Model (Pence & Paymar, 1993). The philosophy which gave rise to the Duluth Model of community based intervention and a theoretical framework for understanding "primary

abusive behaviours” are clearly explained (Pence and Paymar, 1993, p.2).The authors’ view is that violence is used to control people’s behaviour and is part of a pattern of behaviour rather than isolated occurrences resulting from anger or frustration. Throughout the book the part played by societal conditioning is emphasised. The hierarchical and patriarchal structures which form the foundation of Western society are seen as contributing to the conditioning which leads men to abuse power and to use violence as a means of controlling women. A large part of the book is devoted to an exposition of the curriculum, to be delivered over 26 weeks, to male perpetrators of violence against women. The Power and Control Wheel and the Equality Wheel are fundamental components of the course and are based on the thoughts and experiences of the 200 victims of domestic abuse who worked with DAIP founders. The Power and Control Wheel, which forms part of the 26 week educational programme, identifies eight tactics used by male batterers to control and dominate their victims:

- Using coercion and threats
- Using intimidation
- Using emotional abuse
- Using isolation
- Using blaming and denying
- Using children [for example threatening to remove children]
- Using male privilege
- Using economy abuse

(Pence & Paymar, 1993)

The Equality Wheel used as part of the education programme is a teaching tool aimed at enabling men to change their abusive behaviours. Eight areas to assist in the forming of positive, egalitarian relationships are set out on the wheel:

- Negotiation and fairness
- Non-threatening behaviour
- Respect
- Trust and support
- Honesty and accountability
- Responsible parenting
- Shared responsibility
- Economic partnership

(Pence & Paymar, 1993)

The Power and Control Wheel and the Equality Wheel form the basis of programmes being run by HAIP. Clearly, Pence and Paymar's work is of fundamental importance in relation to this investigation as it provides us with an understanding of the philosophical basis underpinning HAIP's establishment and subsequently the education programmes delivered to offenders and victims of domestic abuse.

Included in this work is a chapter, contributed by Melanie Shepard, on the evaluation of domestic abuse intervention projects. In a later article, written in 2005, Shepard looked back on two decades of interventions in the U.S.A which addressed domestic violence and looked forward to the next ten years. She makes the point that:

The Duluth Model is essentially a macrolevel change model that focuses on changing social institutions not a microlevel change model that focuses on the treatment of batterers. (Shepard, 2005)

However, she goes on to discuss the impact of coordinated community responses which offer programmes for male offenders as part of their response and concludes that they have had a positive impact on domestic violence (Shepard, 2005, p 437). She sees the challenge ahead as being the need "to develop institutional responses that can adapt to differences in cultures, regions and socioeconomic factors" (Shepard, 2005, p.438). This statement is of particular relevance to this investigation as I am examining HAIP's response to successive and significant changes in government policy over the last seventeen years. The changes in New Zealand's government policy relating to domestic violence did not occur in isolation from the other developed countries as we can now go on to consider.

Interventions in other developed countries.

Enabling us to cast a wider net in considering related and apposite literature is the resource manual published under the auspices of the United Nations in 1993. The aim of this manual was to, "prepare a policy document on domestic violence" which would inform the governments of its 192 member nations and provide guidelines for policy development

(United Nations, 1993, Preface). The manual is a valuable tool for this investigation in that a world perspective is given at a time when societal attitudes in many countries including New Zealand appeared to have embraced the notion that the state must take some responsibility for addressing the problem of intimate partner violence. In 1985 the General Assembly of the United Nations passed its first specific resolution on domestic violence calling on member states to adopt and implement specific measures to deal with the issue. By 1990 the General Assembly had progressed its response to domestic violence by calling upon member states, "to develop and implement policies, measures and strategies, within and outside the criminal justice system, to respond to the problem of domestic violence" (United Nations, 1993, p.3).

The manual itself owes much to work done by the Canadian Department of Justice in association with the Canadian Department of Health and Welfare, in addition to input from the International Centre for Criminal law Reform and Criminal Justice Policy. Throughout the manual emphasis is placed on the importance of taking a coordinated and collaborative approach. The chapter "Working Together" opens with the following sentence, "Domestic violence is a complex problem requiring the combined and coordinated efforts of people from different professional backgrounds and the community" (United Nations, 1993, p.48). The manual goes on to make the point that an adequate response to domestic violence is not necessarily guaranteed simply through the presence of a large social service and law enforcement system (United Nations, 1993, p.48).

Perhaps one of the most valuable aspects of the manual lies in its coverage of initiatives from around the world, all aimed at combating domestic violence. In terms of this investigation one can compare and contrast community responses in a range of developed countries and learn a little of their evolution. One such initiative referred to in the manual is CHANGE, a multi agency programme for men which began in Central Scotland in 1989. In addition to dealing with the abusers the programme aims to educate professionals and the wider community about domestic violence. To fulfil this function CHANGE now receives government funding to deliver a national training initiative to local authority and criminal justice

system The philosophical premise which underlies CHANGE is that domestic violence has its root cause in gender inequalities embedded in the patriarchal society. In an evaluation of CHANGE for the Criminal Justice and Social Work Development Centre for Scotland, Monica Wilson comments: "Successful programmes are structured, accountable, with clear inter-agency protocols, have parallel women's programmes and evaluate their practice" (Wilson, 2003, p.3). It is not hard to see the links between initiatives such as CHANGE and HAIP, in spite of the geographical and societal differences between the two locations.

The international scope of information contained in the manual provides the researcher with opportunities to look at how other societies have dealt with issues relating to domestic violence and the timeframe within which changes in policy and legislation have occurred. Noting that marital rape did not become a crime in Canada until 1983, whereas marital rape in Poland was declared to be a crime in the Polish Penal Code of 1932 (United Nations, 1993, p.12) provides us with a yard stick to measure New Zealand law makers' responses to the same issue. Iterated throughout the manual is the concept which underpins community coordinated responses to domestic violence in many countries with similar criminal justice, social work and police systems to New Zealand's:

The criminal justice system must work with health, education, social and community services. And the public has to support strategies for dealing with domestic violence. (United Nations, 1993, p.5)

Examples from a broad spectrum of countries illustrate government initiatives to foster an inter-agency approach to addressing domestic violence. We learn that in Costa Rica the feminist organisation CEFEMINA worked with the government on a programme called *Mujer no estas solo* (Women you are not alone) whilst in Belgium networks of cooperation among social services and law enforcement agencies were established (United Nations, 1993, p.54). Although 15 years have elapsed since the manual was published there is value in having this information gathered together at a time when HAIP was still in its early days of development.

In presenting examples of responses to domestic violence from some of its 192 member states the Resource Manual provides a global perspective

at a time particularly germane to this current investigation. However, the manual avoids entering into the debate and discussion of root causes of domestic violence beyond the statement that the problem is “a serious human rights violation” (United Nations, 1993, Preface). But given that gender politics played a very significant role in the development of coordinated community responses to domestic violence the absence of any relevant discussion could be seen as problematic. As the manual owes much to input from Canadian government institutions (as outlined above) it is of interest to move now to look at a work which examines in detail the nexus between that government’s response to domestic violence and the feminist activists who contributed to bringing about changes in policy.

The Canadian experience of the relationship between feminist ideology and the state’s response to domestic violence is explored in depth in Gillian Walker’s book, *Family Violence and the Women’s Movement: The Conceptual Politics and Struggle* (Walker, 1990). Walker, who was then an Associate Professor of Social Work at Carleton University, Ottawa, examines the process by which the issue of domestic violence “has been translated to the purview of the state” (Walker 1990, p.6). Walker explores institutional practices which have arisen from an ideology at odds with feminist theory of social structures and pointed to particular examples which resonate somewhat uncomfortably with the New Zealand experience of recent years. In 1987 government spending aimed at reducing family violence in Ontario was increased by \$7 million. A public and professional awareness campaign was launched but of the \$7 million only \$300,000 found its way to the Transition Houses (women’s shelters) who knew that this sum was not adequate to meet the increased demand for services brought about by the campaign. (Walker, 1990, p.15)

Walker presents a flow chart mapping the process by which government initiatives evolved which closely resembles the New Zealand experience. The flow chart shows the problem of wife battering being brought to government notice by women’s groups, followed by a process of government committees considering the problem and taking submissions from interest groups before reporting back to government. From that point the legislature responds with initiatives and directives to the courts and

police which result in the setting up of Family Resource Centres, victim support services, safe houses and the appointment of coordinators (Walker, 1990, p.16). In this book Walker argues strongly for the theory that coordinated community responses underpinned by a feminist imperative have been forced to operate within a traditional institutional system which takes little or no account of the women's movement struggle to have power and control issues recognised as being causal factors in wife battering. Instead she describes a process of absorption whereby the issue of wife battering is removed from the political arena and is translated into the field of institutional social services whose responsibility it is to address the needs of troubled families (Walker, 1990, p.17). It is relevant to this investigation to note that Walker makes the following observation:

Funding and policy measures put increasing pressure on shelters to operate in a traditional institutional manner, and new shelters, crisis centres and programs are funded with no requirement that feminist principles be integral to their operation. (Walker, 1990, p.20)

The need for a macro level societal change is at the heart of the Duluth Model for community coordinated responses which HAIP exemplifies. Walker's examination of the ideological implications of Canadian experiences in the evolution of these community responses explores the vexed question of:

the connection of the personal and the political and a commitment to work with the most personal and intimate forms of oppression while trying to change the broader structures in which they arise. (Walker, 1990, p.217)

Her exploration is a useful and informative work given the similarities between the Canadian and New Zealand experience in terms of government institutions and social structures.

In a more recent evaluative study, the results of which were published in 2007, Laura Salazar and a team of researchers look at the issue of institutional changes in relation to coordinated community responses to domestic violence in Georgia, USA. In this study Salazar and her team conclude that the community responses must be adaptive to the community within which they operate (Salazar, Enshoff, Baker & Crowley,

2007, p. 631). The need for macro level change is again a theme in this study, “Without an emphasis on changing the community’s norms, we are limited in our ability to change the individuals who are embedded within it.” (Salazar et al, 2007, p.632) Reminiscent of the New Zealand experience is Salazar’s observation that in relation to domestic violence there have been many changes over the last three decades in culture, institutions and society (Salazar et al, 2007, p.631). Being published so recently this study provides us with a useful reference point for HAIP, in spite of the manifest differences between Georgia, U.S.A. and New Zealand.

Hamilton Abuse Intervention Pilot Project Reports

Having considered, albeit briefly, literature relating to international experiences of community coordinated responses to domestic violence due weight must be given to the considerable body of writing dealing specifically with HAIP. Having been set up initially as a three year pilot project HAIP was closely monitored during those early years. Evaluations carried out by the HAIPP Monitoring Team began after the first three months of operation and continued at regular intervals until the end of the project’s pilot period ended. However, since the end of the pilot stage evaluations continued, undertaken by a variety of researchers and all of these works provide us with an invaluable commentary on the evolution of this coordinated community response to domestic violence.

In the first evaluation it was noted that HAIP is seen as “a major innovation in the work of the Family Court” (Robertson, Busch, Ave and Balzer, 1991, p.10). The observation is also made that an aim of the project was “systems level change” (Robertson et al, 1991, p.11). From its establishment under the sponsorship of the Family Violence Prevention Coordinating Committee (FVPCC) the project began with an initial paid staff of three (which increased to seven during the first three months) and the report noted the heavy reliance upon volunteers. The 24 hour Crisis Line, seen as integral to the project’s functioning, relied entirely upon four teams of volunteer workers whose leaders were already described as overburdened (Robertson et al, 1991, p.9). Robertson and his team make the important and highly relevant comment that the project’s survival, in those first few months would have been seriously in jeopardy without “the

unpaid work of both volunteer and paid staff” (Robertson et al, 1991 p.12). This, the first report of the Monitoring Team, gives the reader a clear picture of the challenges of setting up a community coordinated response and, equally clearly, foreshadows issues, such as overwork, which will continue to be identified as an issue in later reports.

Another report was prepared three months later and although this work concentrated on a study of the experiences of 45 women who had been referred to HAIP; it nevertheless presents valuable insights relevant to the context within which HAIP was operating. The Executive Summary notes that “HAIPP staff appear to be over-worked and burn out remains a high risk” (Robertson and Busch, Feb.1992, p.*ii*). The impact of HAIP on other agencies is also noted with the project having produced significant changes in the way the Family Court operates (Robertson and Busch, Feb., 1992, p.*iii*). Local refuge services also record an increase in workload and demand for services seen as a direct result of the establishment of the project (Robertson and Busch, Feb.1992, p.*ii*). In providing us with staffing details the report enables us to chart HAIP’s rapid organisational growth from having three paid staff at its outset to having eight full time staff in addition to three part time staff. It is of interest, in terms of developments outlined in the next report, that the project coordinator was at the time under contract to the Intervention Working Party of the Family Violence Coordinating Committee. Also worthy of note is the following comment:

Several Maori volunteers felt it was important for them to have further training in the philosophy of parallel development and to better understand the kaupapa of HAIPP within the broader context of colonisation and cultural genocide. (Robertson and Busch, Feb. 1992 p.25)

The implementation of a parallel development policy was noted in the report published at the end of HAIP’s first year in operation. This report provides us with a helpful summary of HAIP’s achievements over this comparatively short period of time. We learn, among other things, that the 26 week programme modelled on the Duluth Model had been considerably modified for local conditions and has been successfully implemented. A women’s programme has been established and a dramatic improvement

in the success rate for prosecution of abusers is commented upon (Robertson, Busch, Glover and Furness, Oct. 1992 p.i). Of particular significance to this investigation are the references to changes in the external environment which had impacted significantly upon HAIP's functioning. Of major importance to the smooth running of an organisation still in its infancy was the change to HAIP's funding status. The report gives details of the requirement, made 'without consultation', that HAIP become registered as a charitable trust. The possibility of a funding deficit for the following year is voiced, along with the anxiety that:

without a clear link to its sponsoring organisation, the F.V.C.C. Trust status will help regularise some administrative procedures but threatens to isolate HAIPP from the support of the Head Offices of the participating agencies. (Robertson et al, Oct.1992, p.ii)

In light of the objectives of this investigation the recommendation made in relation to funding in this first year report is of special significance, "That proper budget provisions are made for the pilot project to allow staff to plan for the medium and long term with some measure of certainty" (Robertson et al, Oct., 1992 p.iii). Furthermore this report observes that "these external uncertainties appear to go to the heart of the intervention philosophy" (Robertson et al, Oct., 1992, p.ii). In contrast to the tone of the three preceding reports it would be fair to say that one can sense a degree of disquiet in this fourth report prepared by the Monitoring Team. References to the irony of significant achievements at a local level being lost by a failure at national level to adhere to principles of coordination, consistency, and to the principle of a commitment to a relationship based on equality and trust are indicative of this disquiet (Robertson et al, Oct.1992, p.ii). Changes to the way in which legal aid was administered had already been referred to in the previous report but after a further three months in the new environment the decrease in applications by women for protection orders is commented on. The Monitoring Team saw this as a direct result of legislative changes (Robertson et al Oct 1992, p.ii).

Reporting at the end of the first year in operation gave the Monitoring Team the opportunity to provide more extensive background information to the project. In the absence of local studies research into the financial costs of family violence conducted in New South Wales and in Queensland was

seen as being relevant to the New Zealand experience (Robertson et al, Oct., 1992, p.2). Having been in operation for one year the Monitoring Team could also present statistical information from which reasonably robust conclusions could be drawn. Noting that “HAIPP was established to test the intervention model on New Zealand conditions” (Robertson et al, Oct., 1992, p.4), the Monitoring Team now had a solid foundation on which to base recommendations that could improve outcomes for clients, that could improve the capture of important data, that could better inform legislative amendments to relevant acts and that could address budgetary issues. In terms of this investigation the report prepared at the end of the first year enables us to identify ways in which legislative and policy changes referred to above impacted upon HAIP at the very outset of its establishment.

The review carried out after two years saw the project in a consolidating phase after the “dramatic changes in the operating of participating agencies as the intervention protocols were implemented” during the first year (Robertson and Busch, Aug., 1993, p.i). Part of the consolidation process was the establishment of the Hamilton Abuse Intervention Project Trust which significantly changed the relationship between HAIP and the Intervention Working Party of the FVPCC. Project staff would in future be employed by the Trust which would also assume responsibility for contracting with funding agencies (Robertson and Busch, Aug. 1993, p 34). This report again emphasises that overwork and high stress levels are a problem with all project employees working long hours of unpaid overtime. Volunteers are included in this area of concern along with the need to provide them with adequate training, support and supervision (Robertson and Busch, Aug 1993.p 34). By charting the increase in HAIP’s men’s programme attendees and in arrest numbers for domestic assaulters in the Hamilton area and the huge increase in demand for refuge services this review paints a vivid picture of a community coordinated response which was fulfilling the fundamental goals of intervention (Robertson and Busch, Aug. 1993, p.35).

Although a case study evaluation of the HAIP’s men’s programmes from a victim’s perspective was published in 1994 (Furness 1994), marking the end of the pilot period, an overview of the project published in 1995 is

probably more relevant to this investigation. The purpose of this overview was to inform discussion and assist future policy developments (Dominick, 1995). At this point it might be of value to reflect upon the viewpoints put forward by Dobash and Dobash as regards evaluating interventions to address domestic violence. They observed that:

Assessing successful outcomes was certainly important but it was also important to investigate the processes by which these outcomes were achieved. (Dobash R.E. and Dobash R.P., 2000)

It would seem useful to bear this thought in mind when considering Dominick's report prepared for the Crime Prevention Unit, Department of Prime Minister and Cabinet.

Dominick's report draws together statistical information gathered over the previous 4 years, examines inter-agency coordination and monitoring, assesses the achievement of HAIP's goals and comments upon the associated costs. Most relevant to this investigation are Dominick's conclusions regarding the development of family violence policy. In particular Dominick assesses whether or not the HAIP pilot project had proved itself as being a suitable model for national roll out (Dominick, 1995, p.xvii-xxv). She notes that "the model is primarily reactive rather than preventative in nature" and goes on to state "that a broader range of strategies is required if family violence interventions are to reduce the incidence and prevalence in the medium term." (Dominick, 1995, p.xxiv) However, Dominick does acknowledge that a hard and fast assessment of the preventative aspect of the model cannot be made at that juncture because of limitations in available data (Dominick, 1995, p.xxiv).

The overview provides us with a detailed analysis of HAIP at a particularly significant time. The government of the day had announced its Crime Prevention Strategy in 1994 in which the reduction in family violence was identified as one of the seven goals. A year later would see the passing of the Domestic Violence Act 1995 superseding the Domestic Protection Act of 1982. It is not drawing too long a bow to suggest that the conclusions reached in Dominick's overview would impact upon HAIP in material ways. But the report is also important in singling out areas of concern identified in previous evaluations. Stress levels and the difficulty

of maintaining positive working relationships are attributed in part to uncertainty over funding, as is the difficulty of fully implementing the core policy of parallel development (Dominick, 1995, p.10). The importance of acknowledging the external environment within which HAIP operates is also remarked upon as Dominick comments on the difficulty of separating the project effects from other changes and cites the Legal Services Act of 1991 as one example of such a change (Dominick, 1995, p.12). The view expressed by Dobash that evaluations of abuser programmes could be very problematic (Dobash and Dobash, 2000) is perhaps applicable to some aspects of Dominick's overview but nevertheless, the importance of the overview, in terms of this investigation, is recognised.

Post 1995

All of the evaluations considered so far were undertaken before the Domestic Violence Act of 1995 came into operation. It is therefore apposite to refer to a paper published by Robertson and Busch in 1997 which looked at the gap between women's experience of violence and the institutional response to that violence (Robertson and Busch, 1997). In this paper Robertson and Busch conclude that the Act had thrown up some problems which had not been so much in evidence under the old legislation. The increase in the number of respondents opposing the granting of a final protection order is seen as a matter of concern. But of more relevance to this investigation is the observation that the prominence given to programmes aimed at stopping violence may lead some judges to place too much weight on a violent offender having attended a programme, and take a more lenient view when sentencing. The implications of this strike at the heart of a coordinated community response's aim of holding the offender fully accountable for his crime. This observation stands alongside the comment made by Shepard and Pence that:

Even when the movement [battered women's movement] had secured legislation that expanded the institutional powers to intervene practitioners frequently refused to use their new powers. (Shepard and Pence, 1999)

Robertson and Busch were part of a team from the University of Waikato School of Law and the Maori and Psychology Research Unit who revisited the working of the Domestic Violence Act of 1995 ten years after the legislation was implemented. Using 43 case studies the team looks at women's experience of domestic violence and applying for and obtaining protection orders (Robertson, Busch, D'Souza, Lam Sheung, Anand, Balzer, Simpson and Paina, 2007). Although the primary focus of this report is not specific to this investigation, material within the report is relevant and important in that it describes in intimate detail the interface between the victims of domestic violence and institutional and community responses. The case studies reveal important information relating to monitoring and evaluation of institutional responses to victims of domestic violence with specific reference to the police. It is pointed out that the 1996 government statement of policy on family violence was, in part, informed by HAIP's experiences (Robertson et al, 2007, p.176). The report also notes that because monitoring of police responses was undertaken by community advocates "gaps in the criminal justice response to battering were identified and corrective action taken." (Robertson et al, 2007, p.176)

Conclusion

Considering the literature relating to community coordinated response to domestic violence published over the last two decades it would seem that in the developed world at least positive progress has been made. Protection, prosecution, education and prevention were elements recognised by Dominick as being integral to a successful community coordinated response (Dominick, 1995, p.viii). The view that "society's response to men who batter their wives has traditionally been to condone, ignore or conceal their behaviour" (Waldo, 1987, p.385) would seem to have undergone significant change. It is evident that New Zealand government policy relating to domestic violence now owes little to the political philosophy of *laissez-faire* inherent in Waldo's statement. Intervention, accountability and responsibility are core principles iterated throughout the government policy on family violence referred to previously (New Zealand Government Statement of Policy, 1996).

However, reviews and evaluations of community coordinated responses have tended to focus on outcomes for victims and perpetrators, and on the impact on statistics relating to domestic violence, although Walker's work (Walker, 1990) did focus on her perception that that principles fundamental to a coordinated community response to wife battering tend to be subsumed beneath the pragmatic realities of inter-agency collaboration. It is hoped that this investigation will provide an informative commentary on the way in which HAIP, one of New Zealand's first and longest running community coordinated responses to domestic violence, has adapted to changes in its external environment. Perhaps an assertion made by Robertson and Busch draws together the strands running through so much of the literature considered in this review:

Effective action to end domestic violence requires nothing less than a comprehensive community wide approach in which courts along with the police, refuges, child protection services, health services and social services share a common commitment to the safety and autonomy of women, to the welfare of children and to ensuring batterers are held accountable for their actions. (Robertson and Busch, 1997, p.375)

Inter-agency collaboration as part of a community wide approach to domestic violence is a recurring theme in much of the literature I have reviewed. To provide a frame of reference for this investigation some consideration must now be given to changes in the external environment within which HAIP operates.

Chapter 4 Understanding the external environment

Hamilton Abuse Intervention Project

Before considering government policies and strategies that have impacted on HAIP it will be of value to look at HAIP's structure in more detail so that the organisation's relationship with its external environment can be better understood. A comprehensive description of the Pol400 Project will illustrate the nature and extent of an inter-agency collaboration resulting from government policy initiatives introduced in the second decade of HAIP's existence. The choice of Hamilton as the site for this project owes much to Ms Balzer, a driving force in the women's refuge movement in Aotearoa/New Zealand. The first women's refuge was opened in Christchurch in 1973 followed by a period of expansion from 1975 to 1979 when representatives from refuges around the country met nationally. In 1981 the National Collective of Independent Women's Refuges was established. Those involved in the refuge movement saw that they were struggling "in a socio-economic environment that denied the reality of family violence" (Women's Refuge, 2008). It was through the commitment and energy of Ms Balzer and her compatriots that Te Whakaruruhau Maori Women's Refuge (TWH) was established in Hamilton in 1987. In 1991 TWH became an integral part of HAIP's foundation with a newly established sister organisation Hamilton Refuge Support Services (HRSS), in the belief that "all women and children have the fundamental right to be free from fear and violence." (Women's Refuge, 2008)

From its origins as a three year pilot project, developed and established under the sponsorship of the Family Violence Prevention Coordinating Committee (FVPCC), HAIP has now been in operation for seventeen years. During this time successive governments have developed strategies and policies, have instituted programmes and have passed legislation all aimed at reducing and preventing violence in the community but before 1991 changes had taken place which facilitated HAIP's establishment. By the late 1980's the notion that addressing the problem of domestic violence could help reduce crime in the wider community had gained acceptance and credibility, as had the idea that the police should

adopt a different approach when attending domestic disputes incidents. Influential in the argument for a shift in police responses to domestic disputes were research findings presented by Greg Ford to the Family Violence Conference held in Christchurch in 1985. In a paper based on his masters thesis Ford, a front line police officer, suggested that domestic disputes would be better dealt with by arresting a perpetrator, without the need for a complaint from the victim, when it was established that an offence had been committed. Ford also suggested that attending officers should code the incidents according to applicable offences and that complaints should be recorded and complainants should be connected with social services for ongoing support (Ford, 1983). Jointly hosted by the National Collective of Independent Women's Refuges and the New Zealand Police the Family Violence Conference signalled a shift in police policy in relation to responses to incidents of domestic violence. A significant outcome of the conference was the establishment of the FVPCC under whose sponsorship HAIP was established.

In 1993, as the pilot period came to an end, HAIP was registered as a Charitable Trust. The Trust Board, currently headed by Dr. Dr Robertson Robertson, has 12 trustees. HAIP employs 14 paid staff and until recently had varying numbers of volunteer workers. Since the 24 hour Crisis Line was discontinued in August, 2007, HAIP no longer relies on volunteers for any core functions. HAIP receives funding from the Ministry of Justice for those who are mandated by the court to attend education programmes which address family violence. No funding is available for those (generally males) who self-refer. Some funding is also provided by the Ministry of Justice for programmes and services delivered to victims of family violence. HAIP receives some funding from CYFS to provide services to non-mandated youth clients (Jones, 2006/2007, p.12). Since 2001 HAIP has been involved in the Pol400 Project, a formal collaboration with the Hamilton Police and other social services agencies.

VIP Pol400 Project

In the literature review I concentrated on works which centred on coordinated community responses to domestic violence. Such a response depends upon a commitment to inter-agency collaboration. A detailed

description of the Pol400 Project will illustrate the nature and extent of this inter-agency collaboration. The Pol400 Project began in October 2001 when Hamilton Police entered into collaboration with several other agencies with the aim of reducing recidivism rates for domestic violence offenders. The project is sometimes referred to as Pol400/400b due to the revision in 2003 of the police form, Pol400. The revised form, Pol400b, enables the police to report more accurately on victims, particularly children and young people who are involved in incidents of domestic violence. A commitment by the police to contact the 24/7 Crisis Line (at that time managed by HAIP in conjunction with women's refuge advocates) when called out to an incident involving domestic violence was a requirement of the protocols on which the project was founded. Agency responsibilities were specified along with the shared vision of working collaboratively to stem family violence in the community. Hamilton City Police Area Family Violence Protocols were originally agreed upon by Hamilton City Police, HAIP, HRSS, TWH, Hamilton District Court, Parentline and Victim Support. As the project developed other agencies signed up to the protocols. The project now includes:

Age Concern

Child Protection Advisory & Support, Waikato District Health Board

CFYS

Community Corrections, Probation Service

Family Safety Team (from April 2005)

Family Start

HAIP

Hamilton Police

Hanmer Drug and Alcohol Clinic;

HRSS

Iwi Liaison, Police

Parentline Trust

Shama-community agency supporting ethnic women

TWH

Whai Marama Youth Connex, (Whai Marama) Waikato District Health Board

The wide scope of this project, reflected in the range of agencies signed up to the protocols, is intended to reduce risk for women and children affected by domestic violence. At the outset it was hoped that the safety of victims would be enhanced by providing a broad field of interventions and support. Wider community networking developed since the inception of the project has added to support available for victims and offenders. Early detection of risk, fundamental to the philosophy of the project, is seen as being instrumental in improving outcomes for victims. Integral to successful outcomes was the long term monitoring of each case by collaborating agencies enabling a coordinated response to members of those families identified as having high needs (Jones, 2006/2007,p.2)).

The vital information is contained in Pol400/Pol400b (Pol400) forms which are made available to the coalition of agencies who can then undertake a risk assessment analysis. From the outset HAIP acted as lead agency in the collection of Pol400 forms and in entering the information on the HAIP database. The day to day logistics of being a hub for the Pol400 Project are clearly demonstrated by examining the key tasks of the Project Coordinator. On a daily basis the Coordinator collects and collates Pol400 reports as well as checking the police occurrence log for all domestic violence call outs. All reports are cross-referenced with refuge advocate call out forms and reports. Before the closure of the HAIP Crisis Line logged calls were part of the cross referencing. At the point of collation the Coordinator records any gaps in paper work. The Coordinator summarises details from the reports and attaches the summary to the Pol400 report. It is the responsibility of the Coordinator to research the HAIP database and the relevant victim and offender files for previous incidents, a record of which is also attached to the Pol400 report. Entering a new incident onto the HAIP database is also the responsibility of the Coordinator who ensures that participating agencies are provided with reports on current incidents. The Coordinator facilitates the Pol400 meetings and records details of the risk assessment and referrals (HAIP 2005, p. 1).

Since the Pol400 Project began the database has been modified and developed to capture more accurate information on offenders and their victims involved in incidents of domestic violence. Initially, risk assessment meetings were held weekly but as the Project has developed meetings are

now scheduled on a daily basis. Reports generated from the database are made available to participating agencies so that cross-referencing can occur, historical knowledge of involved parties can be retrieved and other relevant information can be added to build up a clearer picture of current risk. Before collaboration got underway agencies agreed to some basic principles.

That family violence was gender specific. The primary victims of violence are women.

That the children of these women are also primary victims of family violence even if they are never the direct targets of abuse.

That any interventions are based on safety and reducing risk to both women and their children simultaneously.

That when more than one agency is involved with a family any intervention must be coordinated.

That coalition agencies must be prepared to be open and transparent in their work with families and to share relevant information between agencies.

That offenders are held accountable for their actions.

(Jones. 2006/2007, p. 2)

Adhering to these principles has not prevented the Pol400 Project from being responsive to change. In July 2005 a Family Safety Team became formally part of the inter-agency collaboration. In late 2007 the team moved into the HAIP office in central Hamilton in order to facilitate and enhance a closer and more efficient working relationship. The introduction of Family Safety Teams (FST), is indicative of government commitment to inter-agency collaboration to address family violence enshrined in the strategies and policies introduced in the mid 1990s and examined later in this chapter. An FST consists of representatives from the police, social workers and community agencies and can have as many as ten members including a police investigator, an adult victim advocate, a child victim advocate and a supervisor. The FST initiative came to fruition following the introduction of the Te Rito Strategy discussed later in this chapter. The underlying philosophy of FST was the use of “a multi disciplinary approach to close gaps identified in responses to violent family situations.”(Family Safety Teams, 2007) A team’s responsibility was to:

Gather information.

Monitor and evaluate practice and systems.

Promote systemic change.

Intervene proactively where necessary.

Advocate to ensure access to 24/7 services and to ensure the voices of women and children are heard across all systems and services. (New Zealand Family Violence Clearing House, April 2008)

The pilot stage of the involvement of FST in the Pol400 Project comes to an end in June, 2008. The effect on HAIP of FST involvement in the Pol400 Project will be looked at in greater detail in Chapter 6.

I was able to sit in on a Pol400 meeting to see at first hand the mechanics of an inter-agency risk assessment meeting. Attendance at the meetings is variable because of conflicting demands on participant's time. I was informed by the Pol400 Coordinator that because meetings are now held daily fewer agencies are now represented than at the outset of the Project when meetings occurred once a week. Agencies represented the day I attended were, CYFS; FS; FST; HRSS; TWH with facilitation by the HAIP Pol400 Coordinator. Each case was discussed and given a risk assessment rating before a referral was made to collaborating agencies. A single case could possibly generate referrals to several agencies dependent on the needs identified by the Pol400 group. If a case is assigned the highest risk rating contact by the appropriate agency, generally HRSS or TWH, should occur within 24 hours. The Coordinator ensured that time was allowed for discussion and in all cases there was consensus on the final risk assessment rating assigned to each case. The meeting, which took place on a Monday, lasted approximately three hours with 62 cases being considered. However, meetings on the other days of the week usually last for about one hour and consider from eight to twelve cases. The high number of Pol400 reports on a Monday is due to the aggregation of reports over the weekend. Holiday weekends can result in a corresponding increase in reports. The Pol400 Coordinator supplied me with figures for the week after Queen's Birthday weekend, 2008, to illustrate the weekly pattern of Pol400 reports:

Tuesday 3 June	63 reports
Wednesday 4 June	12 reports
Thursday 5 June	14 reports
Friday 6 June	8 reports
Total reports for week	97

The Pol400 Coordinator commented that the total of 97 reports is a fair representation of the number of reports dealt with in the week following a long weekend.

Although a plethora of statistics is contained within the HAIP Pol400 database as yet there has been no comprehensive review of the project as a whole. However, in 2006 HAIP undertook its own appraisal of the Pol400 Project with a particular focus on the effect of the introduction of the FST. The report, prepared by Ms Jones in 2006/2007 noted that since the FST became involved in the Pol400 Project the number of referrals to collaborating agencies has steadily increased as identification of victims becomes more refined. An increase in the number of Pol400 reports was also noted. The latter increase was attributed to police addressing their own gaps or shortfalls (Jones, 2006/2007 p.4). Ms Jones's report suggested that there had been a 252% increase in service delivery since the FST joined the Project, with no funding to cover any of the costs (Jones, 2006/2007 p.4). The report compared Pol400 activity (number of Pol400 reports and number of referrals to collaborating agencies) since 2005 when FST commenced, with activity from 2001 to 2005 prior to the commencement. She concluded that:

The FST works alongside the VIP Project whose focus is on early intervention and providing a range of services to family's [sic]. Both projects complement the work of the other and from our perspective, brings [sic] an even stronger commitment (particularly from Police and Child Youth and Family) to ensuring a consistent and seamless response to Family Violence incidents. (Jones, 2006/2007)

In the report Ms Jones mentioned feedback meetings occurring at weekly intervals (Jones, 2006/2007, p.8). As I began my research the meetings had been discontinued but I was informed by Ms Pullman, the Services Manager, that as a result of HAIP staff voicing their concern over lack of feedback adding to the possibility of gaps appearing in the system, weekly feedback meetings were to be reinstated at the beginning of May, 2008.

From the report it is possible to conclude that the Pol400 Project will continue to develop and adapt to changing conditions. The involvement of the FST is due to be reviewed in June 2008 when the pilot stage of that

part of the Project comes to an end. However, Ms Jones's report made clear that the Pol400 Project was seen as an integral part of HAIP's response to domestic violence. Her report stated that the Project was committed to:

Raising public awareness and understanding of the dynamics of family violence and its effects.

Promoting a 'zero tolerance' attitude to family violence to the wider community.

Developing evaluation models, tools and mechanisms to measure progress, support continued development and ensure long term sustainability of the project planning.

(Jones, 2006/2007 p.9-10)

Throughout Ms Jones's report the importance of inter-agency collaboration is stressed. She refers to the trust that has been built up between HAIP and the police and between HAIP and the participating agencies. She sees the Pol400 Project as reducing the workload of CYFS and providing support for the police. The inference is clear that the Project is not only benefiting victims and their families but is also beneficial to coalition partners (Jones, 2006/2007, p.19). HAIP acts as a hub for the Pol400 Project (in conjunction with HRSS and TWH who act as lead agency for referrals) but is only funded for meetings not for any interventions or services which HAIP may see as necessary outcomes to ensure victims' safety or to provide adequate support. The Pol400 Project receives funding for meetings from Te Rito because it complies with the provision of "a multi-faceted, whole of government and community approach to preventing occurrence and re-occurrence of violence" (MSD, 2002, p.1). The Project also fulfils other specific Te Rito objectives by striving to provide early intervention where family violence is a problem and by providing children and young people and their families with education and support to assist in the prevention of violence. The Pol400 project also aims to bring about attitudinal change in the societal understanding of the dynamics of family violence (MSD, 2002).

The level of inter-agency collaboration will be highlighted when statistics for referrals are considered in Chapter 6. However, the extent of collaboration is illustrated by looking at the wider community networking with agencies outside the formal protocols. I will not attempt to list all of

these agencies but a representative selection includes; Community Corrections, Barnados, Plunket, Relationship Services, Maori Women's Welfare League, Pacific Peoples Addiction Services, Midwives Association, Housing Corp NZ, Work and Income, Department of Courts, James Family and Hamilton City Council. Part of Ms Jones's vision for the Pol400 Project is that it should go nationwide but she acknowledges that there are obstacles to overcome. She cites the overall costs of the Project and the lack of a comprehensive evaluation of the project as barriers to a national roll out (Jones, 2006/2007 p. 19).

However, that the Pol400 Project has already had significant influence is reflected in inter-agency collaborations based on the Pol400 model being set up in other areas. DOVE Hawke's Bay (DOVE) is one such initiative. DOVE is one of four agencies that meet weekly in Napier one day and Hastings the following day, to go through all the Pol400 forms for the previous week. Other agencies meeting with DOVE include the police, CYFS and the refuges from each city. DOVE acts as the lead agency in picking up the forms each morning from the police stations, photocopying them for distribution to those other agencies, logging the details into the DOVE database and preparing an overview for the weekly meeting by collating all the relevant information. The Pol400 work is a departure from the work DOVE was doing which centred on the provision of stopping violence programmes for men and support for victims of family violence. DOVE employs the Te Rito coordinator assigned to their area but this coordinator's role is not specific to the work generated by the Pol400 initiative. In a personal communication of May, 2008, Caroline Lampp, manager of DOVE, noted that referrals had increased as a result of the "It's not OK" campaign. DOVE is one example of the adoption of Pol400 protocols in other parts of New Zealand following the implementation of the inter-agency collaboration in Hamilton.

Government policies and strategies

Strategies and policies aimed at reducing crime and thus reducing the financial impact of crime have been a strong focus for governments throughout the last two decades. Notwithstanding the social desirability of a reduction in violent crime the economic imperative was a strong

motivating force for this focus. By adopting changes in the policing of domestic disputes there was the hope that a reduction in the overall crime rate would ensue, thus reducing the financial cost to the state. The Report of the Ministerial Inquiry into Violence of 1987 (Roper Report), which was to have a significant influence on criminal justice and social policy development, held that “family violence is the cradle for the perpetuation of violence and crime in the community”(Roper Report, 1987 p.2). The report recommended that the police adopt approaches suggested in Greg Ford’s research and trialled in Hamilton; arrest of the offender when there was clear evidence of domestic violence irrespective of whether a complaint is made by the victim and referral to agencies to provide ongoing support for the victim (Roper Report, 1987,p.103). Since the Roper Report was published issues surrounding family violence and the need for community involvement would play a prominent part in police strategic planning.

Attention had been drawn to the true cost of family violence by work done in New South Wales in 1991, the results of which informed the New South Wales Domestic Violence Strategic Plan (Distaff Associates, 1991).The Family Violence Unit (an offshoot of the FVPCC which was disestablished in 1992 and replaced by the Family Violence Advisory Committee and the Family Violence Unit) commissioned a report in 1993 to replicate the NSW study in New Zealand. The manager of the Family Violence Unit, Brenda Pilott, welcomed the report by stating, “The goal of reducing the incidence of family violence is one of the key elements of the crime prevention strategy” (Snively, 1994). The recognition that addressing family violence was foundational to a crime prevention strategy would be apparent in all subsequent policy statements. No doubt the figure of \$5.302 billion, quoted in the report as being the possible cost of family violence in New Zealand (Snively, 1994, p.v), underscored the need to make family violence a key focus area. The New Zealand Crime Prevention Strategy, released in 1994, identified a reduction in the incidence of family violence as being one of seven key goals (New Zealand Crime Prevention Strategy, 1994).

Meanwhile, in tune with emerging strategic direction, New Zealand Police Family Violence Policy had, in 1993, already replaced the existing Domestic Disputes Policy. The change in nomenclature is perhaps

indicative of a shift in attitude away from any suggestion of minimising the seriousness of intimate partner violence. The new policy expanded the definition of a domestic relationship to include other family and close relationships (Police Commissioner Circular, 1993, p.19). This policy would be updated in 1996 to spell out clearly key policing principles for incidents of family violence; the protection of victims, including children; holding assailants accountable and the need for consistent practices across agencies and groups (Police Commissioner Policy Circular, 1996, p.2). As these principles were being set out legislation was introduced which would provide the framework for their application.

The Domestic Violence Act of 1995 came into effect in July, 1996. The stated aim of the act was to reduce and prevent violence in a domestic relationship by:

Recognising that domestic violence in all its forms is unacceptable behaviour.

Ensuring that where domestic violence occurs there is effective legal protection for victims. (Domestic Violence Act, 1995, Section 5)

The act sought to facilitate the obtaining and enforcing of protection orders where the complainant had been subjected to physical violence, sexual abuse, psychological or emotional abuse, threats, intimidation, harassment or damage to property. The act also provided for funding to enable respondents, protected persons and affected children to attend programmes. The rehabilitative focus of the act, with respondents being required to attend education courses, was seen as a positive step towards reducing offending.

As the act came into operation the government released its Statement of Policy on Family Violence drawing together some of the strands already discussed. Strategic directions identified in the policy statement included taking a coordinated and coherent government response to family violence, early interventions, victim safety and perpetrator interventions. The statement of policy refers to the findings of the Roper Report and noted that “family violence lends itself to inter-generational transmission, extending the cycle of violence into future generations” (N.Z. Government Statement of Policy on Family Violence, 1996, p.5). The policy statement also emphasises the social and economic cost of family violence to the

community as a whole. The policy on family violence furlled neatly into the government's Crime Prevention Strategy released two years previously. This strategy can be seen as the progenitor of the Strengthening Families Strategy, which generated the Family Start Programme initiated in 1997. The establishment of Family Safety Teams was also foreshadowed but their introduction did not occur until 2005. Developing local answers to local problems in partnership with local communities was seen as being integral to combating family violence (Responses to Crime Annual Review, 1998 3. 2. 8.). Referring to the Strengthening Families Strategy in the Responses to Crime Annual Review it was observed that:

From a crime prevention perspective initiatives such as this offer the most promising and cost effective means of ensuring reductions in the number of offenders entering the justice system over the long term (Response to Crime Annual Review, 1998, 3.2.5)

The Strengthening Families Strategy was seen as a broadly based initiative linked to the criminal justice agencies in a cross sector approach to violence in all levels of society. Family Start and Family Safety Teams would both eventually become part of HAIP's inter-agency collaboration. The Family Start initiative reflects the stated aim of government policy to develop inter-agency collaboration, involving the Ministry of Social Development, the Ministry of Health, and Child Youth and Family Services. Its function was to deliver services to high needs families by way of early and long term intervention at the birth of a baby. In 1998 Hamilton was chosen as one of the three sites to trial the programme (Auckland UniServices Limited, 2005). The Family Start Programme has now been rolled out nationally.

Family Safety Teams were initially trialled in 2005 with Hamilton selected as one of the first three pilots. In keeping with strategic directions outlined in police policy statements from the late nineties onwards the Family Safety Teams were to be part of an "effective community orientated policing system" that targeted a reduction in violent crime, particularly family violence (Review of Police Administration and Management Structures, 1998). The teams would become part of a multi-disciplinary response to family violence with an emphasis on case management and

monitoring. Advocacy for children and adult victims was seen to be fundamental to the process as was the supporting of existing family violence coordination networks already operating at the local level (Ten One Community Edition, Dec., 2004). In April 2005 HAIP began its collaboration with a Family Safety Team as part of the Pol400 Project. The team was fully operational by the July of that year. (Jones, 2006/2007).

Strategic direction involving inter-agency collaboration to provide a coordinated community response to family violence saw the introduction of the New Zealand Family Violence Prevention Strategy (Te Rito) which would provide the framework for implementing the plan of action for preventing family violence released in 2001. Te Rito was developed by the Ministry of Social Development (MSD) in partnership with such key participants as the Family Violence Focus Group and the Family Violence Advisory Committee. The strategy statements suggested that:

an integrated, multi-faceted, whole-of-government and community approach to preventing the occurrence and reoccurrence of violence in families/whanau was required. There was also the need to approach family violence in a more comprehensive and coordinated way, and to place greater emphasis on prevention and intervention strategies. (MSD, 2002, p.1)

Stated objectives included the provision of a seamless service to address the need of the family/whanau as a whole and that family violence intervention services should be available and accessible to all (MSD, 2002).

In Dominick's evaluation of HAIP published in 1995 she concluded that "a broader range of strategies is required if family violence intervention is to reduce the incidence and prevalence in the medium term" (Dominick, 1995, p.xxiv). Raising public awareness of family violence using a television advertising campaign to get across the message that "It's not OK" is an example of a current strategy which could well impact on HAIP. Following its launch on February 14th 2008 anecdotal evidence suggested that after three months the \$14 million government funded campaign (which includes \$3 million from the Families Commission) was already having a noticeable effect. In a New Zealand Herald article Relationship Services are reported as saying that more men were seeking advice than

in previous months and in the same article Jane Drumm, from the Auckland agency Preventing Violence in the Home, described the campaign as “a wonderful breakthrough” with “New Zealand finally on the cusp of change.” Calls to a national helpline (only partially funded by government) had increased threefold during the campaign along with a 50% increase in Auckland of the numbers attending men’s programmes run by Preventing Violence in the Home (“It’s not OK”, 2008).

Throughout HAIP’s existence a recurrent theme in government strategy and policy, and in the initiatives and programmes they generate, has been the need for inter-agency collaboration and a wider community involvement. Changes in government do not appear to have impinged significantly on the strategic perception that tackling family violence needs a multi-faceted approach. The external environment within which HAIP operates has undergone some significant changes. The impact of these changes will be the focus of the next chapter.

Chapter 5 Reporting on the interviews

Introduction

This chapter will present and discuss data assembled from face to face interview and questionnaire responses. Questions were framed to generate responses relevant to the objectives of this investigation: to ascertain whether working within an era of successive government strategies to promote collaboration between agencies is perceived by HAIP staff as being beneficial to HAIP's performance as a service provider: to ascertain whether the demand for increased collaboration has, in the view of those providing the service, resulted in changes in original protocols and mission. Questions used in the semi-structured interviews were framed to avoid staff having to make judgements as to whether impacts of change had been beneficial or otherwise. Written responses to Item 6 on the staff questionnaire have also been used to provide additional information relevant to the investigation. Item 6 asked respondents to identify barriers to successful outcomes for the programmes and support offered by HAIP. Face to face interviews were conducted with a cross-section of HAIP staff chosen to represent managerial, front line and administrative positions. Length of service was also taken into consideration. One staff member has been employed since HAIP was established with another staff member having 12 years of service with HAIP in various capacities. Dr Robertson, now chairperson of the trust board, has also been associated with HAIP since 1991. Years of service for other respondents varied from four months to nine years. Positions held include Project Manager, Services Manager, Programme Coordinators and Advocates. Four respondents, two who were interviewed and two who returned questionnaires, chose to remain anonymous.

Questions and Answers

Question: What do you see as being the most significant impact on HAIP of the Strengthening Families Strategy?

Rationale: Since the establishment of HAIP in 1991 successive government policies have had the stated aim of reducing the incidence of violent crimes and holding offenders to account. Addressing family violence (a description now more common in government policy statements than domestic violence) was seen as being integral to these policies. The Strengthening Families Strategy, described in a previous chapter, was intended to provide an important foundation upon which to build a robust cross-sector, collaborative approach through interventions and initiatives designed to support this aim. It was for this reason that it was seen as being important to this investigation to ask HAIP staff about the impact of the Strengthening Families Strategy on their organisation.

There was a significant uniformity across all the responses, typified by the comments made by Ms Jones, now HAIP Project Manager, who did not become aware of the Strengthening Families Strategy until 2003 when she was the Maori Women's Programme Coordinator. Prior to being asked to support a HAIP client at a meeting convened under Strengthening Families protocols Ms Jones had no knowledge of the strategy. After that meeting, which involved representatives from Work and Income, CYFS and several other agencies, Ms Jones was asked to take on the role of a lead facilitator for subsequent meetings. She declined the offer having determined that the role would involve, "huge amounts of unpaid work which I did not have the luxury of taking on" (Jones, Feb.2008). Ms Jones was quite clear in her consideration of the impact of the strategy on HAIP.

We have just continued to do the work we do....we have not accessed their forum....Strengthening Families was not a vehicle for us....not really conscious of any benefits to us. (Jones, Feb. 2008)

Her opinions were echoed by Ms Pullman, the Services Manager, whose summation was that there was, "no significant impact because there was no money attached to it and that is the problem....what you get is what you got before" (Pullman, Feb.2008).

Other staff commented in a similar vein with regard to funding. Ms Stoneley, now the Adult Victim Advocate with the Family Safety Team, has been at HAIP since its inception having been the Women's Advocate, and

having had nine years as a Men's Group Co-facilitator. Her comments are particularly telling given the depth of her experience.

No matter what new strategies come in the hardest bit to cope with is the extra book work and extra reporting. We are just about audited off the planet (Stoneley, Feb 2008).

Respondent A referred to the never ending struggle for funding and the increased workload resulting from the problem [of domestic violence] getting bigger in addition to more public awareness. She did not see this as being particularly related to the Strengthening Families Strategy. Her answers were a cri de coeur for her fellow workers whom she saw as a dedicated group of people, "only a handful of full time workers", struggling to keep up with an ever increasing caseload. At one stage during the interview she retrieved a pile of nine or ten manila folders containing notes from that day's intake of new cases, each requiring a fairly urgent home visit. "The intake goes up and up and up. It's never ending. I should be out on the road right now" (Respondent A, March, 2008).

Dr. Robertson, now chairman of the HAIP Trust Board but previously a volunteer facilitator, was very direct in his summation of the impact of the Strengthening Families Strategy:

I don't see it [Strengthening Families Strategy] as at all related actually....In its (HAIP's) origins it was very much a social change vision, a vision about reforming the criminal justice response to violence against women. So it [HAIP] wasn't about coordinating services, although that was one of the logical kind of follow-ons from that whole vision that we would ensure a seamless progression through the system. (Robertson, March 2008)

Whilst supporting the general tenor of other responses Dr Robertson considers the question from a slightly different perspective, in that he refers to HAIP's original vision of "reforming the criminal justice response to battered women" rather than being an organisation to coordinate the necessary services. He identifies original vision as being the need for social change whilst the Strengthening Families Strategy was about the need for a collaborative approach to the provision of services to high needs families. Dr Robertson observed that when he worked as a

probation officer in the late seventies collaborative case management by social agencies was the norm. He posited that this approach had been undermined by the economic imperatives of government policies in the eighties and the subsequent fragmentation of welfare services. Dr Robertson's answers reflect a depth of knowledge and a familiarity with government policy which other respondents may well not have. However, in relation to this investigation this should not undermine the validity of other responses to the same question.

Discussion

Two people who were interviewed had no knowledge of the Strengthening Families Strategy, which could be seen as significant in itself. However, from the other five interviews it is possible to conclude that HAIP staff did not see the Strengthening Families Strategy as being a pivotal development in government policy. Dr Robertson felt it had no relativity to HAIP at all, whilst Ms Jones, the Project Manager, had no knowledge of the strategy until 2003. What is apparent is the perception, borne out by the responses quoted above, that some aspects of the strategy have resulted in increases in work load, particularly in 'bookwork'. The struggle for funding and the lack of funding were the other issues raised in responses to this question but no respondent drew a direct link between the strategy and the funding issues. There was a perception on the part of some respondents that their workload had increased and was continuing to increase but apart from Ms Jones, no direct connection was made between this observation and the strategy in question. Ms Jones's reluctance to involve HAIP as a lead agency in Strengthening Families meetings is the only instance of such a connection being made.

Question: Do you see HAIP's service as having undergone any significant change over the last 6 or seven years?

Rationale: Although it is acknowledged that HAIP was not originally envisaged as being simply a service provider (Robertson et al 1991) the provision of programmes for offenders and victims is now a core function of the organisation, generating the base level funding which ensures the viability of the organisation. It was therefore considered important to

include a question about services in this investigation. In particular, have HAIP's services undergone any significant changes over the last six or seven years. That time period was chosen so that any outcomes from the introduction of initiatives described in the previous chapter might be commented upon as programmes moved on from the pilot stage to national roll out.

The responses to this question were marked by an emphasis on HAIP's expansion and development as a service provider since its establishment. Ms Jones outlined initiatives associated with Pol400 and the partnership with a Family Safety Team which had begun in 2005. The introduction of Te Rito brought about other changes in 2005 as HAIP became a lead agency in the process of tendering for Te Rito funding. Collaborative partners included Parentline, ACC and Women's Refuge. Ms Jones commented on the need to raise the level of professionalism to ensure that the services being provided maintained a high quality. So although being the lead agency for various projects involved a hugely increased work load Ms Jones observed that "it gave us another level of visibility" (Jones, Feb. 2008). Whilst project work and programme provision had undergone significant expansion Ms Jones noted that HAIP had been forced to close down its after hours Crisis Line telephone service in August 2007. Voluntary workers had been the mainstay of the service but issues of burn-out and the lack of sufficient volunteers to keep the service running forced the closure. The line was mainly used by the police who were responding to an incident of domestic violence but in spite of appeals to the Ministry of Social Development no funding was forthcoming to keep the service running. A request to Work and Income for subsidised workers was also unsuccessful. Ms Jones made the point that as most incidents of family violence occur after 5 p.m. and before 9 a.m. the after hours service was a vital one. The relinquishing of the Crisis Line was also commented upon by Mr. Driscoll, Courts Monitor, in his completed questionnaire. He saw the absence of this 24/7 response as impacting in a negative way on HAIP (Driscoll, April, 2008). The expansion of services offered by HAIP was illustrated by Ms Pullman's reference to the development of a training programme for professionals working in the health, justice or social work sector who may need a broader understanding of domestic violence and

its underlying dynamics. Ms Pullman saw the moving into a training role as part of HAIP's ongoing growth.

Although our core business, if you like, will always be working with clients and ensuring the safety of women and children there is a role to play out there in the wider community (Pullman, Feb. 2008).

From the outset HAIP has provided programmes for adult victims and offenders but in recent years the needs of young people caught up in incidents of domestic violence have been addressed by HAIP. One respondent noted that not only was the uptake of youth programmes on the increase but that home groups were increasingly being used to provide support for the whole family (Respondent A Feb. 2008).

An increase in referrals was commented upon by the men's programme coordinator, Ms Skinner, who also commented upon HAIP becoming "more of a business," with HAIP becoming more professional in its service delivery. She described HAIP as "a one stop shop for domestic violence" (Skinner, March, 2008). Closer working relationships within the organisation were seen as part of the commitment to monitor offenders' attendance on programmes more strictly than in the past. Dr Robertson saw HAIP's service as having undergone a deeply significant change with the disappearance of funding for monitoring. This happened when HAIP moved out of the three year pilot phase.

We lost the funding which allowed us to be very good at monitoring the criminal justice response to battering. That is at the heart of HAIP philosophy, at the heart of what makes a difference.
(Robertson, March, 2008)

Dr Robertson described the ability of community advocates to monitor the seamless progression through the criminal justice system following a call to the now defunct Crisis Line. "It was the monitoring that made the difference," he stated. His conclusion was that "the government was not prepared for community advocates to monitor the state". He now sees that HAIP has moved on from monitoring the state's response to battered women, to monitoring the delivery of services and in this respect has lost its teeth (Robertson, March, 2008).

Discussion

Expansion and diversification of services are noted in responses to this question. Specific reference was made by more than one staff member to changes centred on the Pol400. The project has now been running for seven years and represents a major aspect of HAIP's service which will be examined in depth in the next chapter along with related organisational changes which have occurred since this investigation began. In essence however, we can see that HAIP has recognised the need to introduce programmes for youth in addition to the programmes offered previously. Home support groups have added another dimension to HAIP's commitment to victim support whilst the development of training programmes for professionals is indicative of HAIP's taking the lead in community initiatives designed to monitor the response of the criminal justice system to victims of domestic violence. The move away from employing volunteers was been highlighted in the demise of the Crisis Line and more than one respondent has commented upon raising the level of professionalism within the organisation. Respondents identified other important changes to the services HAIP provides but the expansion of programmes and other initiatives were not directly attributed to changes in government policies or strategies. The introduction of youth programmes and the establishment of home support groups was seen a natural development brought about by the recognition that these initiatives were needed (Respondent A, Feb, 2008). The proposal to introduce a training course for professional working in the domestic violence field was initiated by the perception of HAIP staff that the dynamics of domestic violence are often not fully understood (Pullman, Feb., 2008). The proposal is an HAIP initiative independent of any government imperative and funding. Funding issues continue to feature in many of the responses and quite clearly are the focus when the provision of new or expanded services is considered.

Question: Comparing HAIP with HAIP 1991, in your opinion have any of the principles undergone major changes?

Rationale: HAIP has now been in existence for seventeen years during which time many factors have necessitated organisational changes. An

obvious example would be the formation of the HAIP Trust Board referred to previously. It was important, therefore to determine whether HAIP's foundational principles had, in the opinion of those interviewed, undergone major changes in response to the external environment described in the previous chapter.

Ms Jones felt that principles had been adhered to, despite the "philosophical challenges" inherent in trying to keep the organisation responsive to change. Tight budget control was seen by Ms Jones as being crucial after the organisation reached what she described as a low point in 2003. Nevertheless, she felt it was important "not to chase after dollars for the sake of dollars" and to constantly keep to the forefront HAIP's core business (Jones, Feb. 2008). However, an issue, which could be seen as a departure from founding principles, was identified in other interviews and in questionnaire responses. At its outset HAIP was committed to maintaining a policy of parallel development in terms of providing separate courses for clients with an ascertainable whakapapa, and in terms of having consensus from the Maori caucus before major decisions were made (Robertson et al, June 1992, p.11). Ms Stoneley observed that in HAIP's early days parallel development was strictly adhered to but that now the policy was not being so rigidly observed. In her questionnaire comments Ms Stoneley specifically mentioned the current men's education groups as being an instance of the policy not being observed. She states:

HAIP's parallel policy needs to be actively promoted. If HAIP is not vigilant in this area slippage easily occurs and then we become part of the problem instead of part of the solution. There must be equality for races and genders. (Stoneley, Feb. 2008)

During her interview she described the two caucuses, Maori and Pakeha, as initially working in a complementary way in programme provision. Ms Stoneley recounted a personal experience of being told by a Maori man that he saw the programme in a whole new light when he attended sessions run by a Maori facilitator. Ms Stoneley's explanation for this was that, "Pakeha think with their heads but Maori think with their hearts" (Stoneley, Feb 2008). Dr. Robertson echoed Ms Stoneley's view in relation

to parallel development. He sees that there has been a relinquishing of the “staunch” attitude towards parallel development which marked HAIP’s earlier days. He noted that in those years every key position had to have a Maori incumbent. He put forward the concept that at HAIP parallel development might have become:

easily a victim of its own success because if things are working well and Maori are being heard and are having an influential role in the service, people then get a bit slack about the need to caucus and the need to have a clear policy of parallel development. (Robertson, March, 2008)

Dr Robertson noted that HAIP’s constitution still demands a commitment to parallel development but that nowadays the practical fulfilment of that commitment is not so much to the fore. His view that parallel development was not now such an imperative was borne out by Mr. Driscoll who has worked for HAIP for twelve years. In his completed questionnaire Mr. Driscoll referred to the:

failure of HAIP’s previous parallel development principles, there now being only 1 weekly men’s education group exclusively for Maori whereas for at least a decade there were 4 weekly Maori men’s education groups. (Driscoll, April, 2008)

In a written response Mr. Driscoll identified the “failure” of the parallel development policy as a barrier to successful outcomes for the programmes offered by HAIP. The importance of developing and maintaining a policy of parallel development was commented upon in the initial reports of the HAIPP Monitoring Team. Reporting after HAIP had been in operation for one year the Monitoring Team commented:

HAIPP was established with a clear commitment to parallel development. The HAIPP Maori caucus is well established. It presently meets every week, dividing its time between support, planning and programme development. Its members include both paid staff and volunteers. Some of the volunteers are employed in other agencies. Within their own agencies these HAIPP volunteers actively promote policies and practices consistent within the kaupapa of HAIPP. (Robertson et al, Oct. 1992)

Discussion

It would seem that it has not been possible to maintain the policy of parallel development. Lack of sufficient funding to ensure that the policy was adhered to had been noted as early as 1992 when the Monitoring Team pointed out that, “more resources are needed if HAIPP is to provide a comprehensive bicultural service.” (Robertson et al June. 1992) The strongest comment on the issue was made by Mr. Driscoll in his completed questionnaire:

Recent appointments have been of Pakeha staff-who now represent a majority by ethnicity in HAIP (also among HAIP facilitators not on permanent staff). This inhibits our ability to deliver a Maori-centred programme for Maori men who still represent (as they have done since HAIP’s inception) roughly half the courts referrals. It undermines what we preach, which is of equality in relationships. If I were Maori, I might perceive it as further evidence of Pakeha colonising Maori society- Maori given encouragement are competent themselves deliver the programme to their own, independently of the Pakeha who are employed by HAIP. Maori should be challenged to do so, rather than have their own men absorbed into the Pakeha-provided programme which compromises the programme’s effectiveness for Maori. (Driscoll, April, 2008)

A commitment to parallel development was seen as an essential part of HAIP’s founding principles. This commitment was commented on by four respondents (Stoneley, Robertson, Driscoll and Skinner) who each perceived that the policy of parallel development was less strictly adhered to than in the past. The change in emphasis on the parallel development policy was perceived to have resulted from lack of funding but no specific government policy or strategy was blamed for the funding shortfall. Nevertheless it was apparent that a failure to ensure that all key roles within HAIP had both Maori and Pakeha incumbents was attributed to budgetary restraints.

Question: Given that the aim of government policies is to work towards a seamless delivery of services to those affected by family violence how does this impact upon HAIP’s role as you perceive it?

Rationale:The final question put to HAIP staff related to the government’s aim of working towards a seamless delivery of services to those affected by family violence. Achieving this aim obviously calls for close

collaboration between front line agencies delivering the services. In the first question a specific strategy was referred but it was hoped that a more general question relating to the impact on HAIP's role of policies and initiatives formulated to deliver a seamless service would elicit a different response.

Ms Jones emphasised that HAIP had been striving for a seamless delivery of services right from the outset. However, she acknowledged that HAIP continued to look at better ways to work together to ensure that gaps in the system were identified and closed. She gave as an example of a recent initiative the closer working relationship between the Women's Refuge Court Advocate and the HAIP Court Advocate. In referring to the issue of recognising gaps in the system and responding appropriately to those gaps the importance of HAIP's role as a lead agency was noted. The advent of the Pol400 was seen as being significant in this respect with HAIP being in a prime position to identify gaps. Respondent B felt that every agency was working harder when gaps in the system occurred and that closer working relationships needed to be maintained to ensure accountability. Respondent B saw HAIP as sharing with women's refuge the role as a hub in ensuring adequate responses to victims of family violence and in ensuring that victims did not fall through the gaps. She regretted that feedback meetings, which had been a valuable way to monitor that interventions had taken place or were in progress, had been discontinued the previous October (Respondent B March, 2008). Interesting observations were made in relation to the impact of the Family Safety Team project on HAIP's role. Ms Stoneley pointed out that as Adult Victim Advocate she was now supervised by a member of the police force. She indicated that this was not entirely an easy organisational shift to cope with (Stoneley, Feb 2008). Mr. Driscoll expressed his view of the Family Safety Team project:

there is a subtle change of emphasis with the N.Z. Police seen as the dominant partner in this initiative. This risks disempowerment of the 'community sector' such as HAIP. (Driscoll, April 2008)

The necessity for an emphasis on inter-agency collaboration was highlighted by Ms Pullman:

Always when there's a huge incident it's because the delivery hasn't been seamless. The gaps that open up are always because agencies haven't worked together collaboratively enough. (Pullman, Feb. 2008)

Discussion

Several respondents commented positively on the Pol400 Project. From its inception an important part of HAIP's mission was to ensure the safety of victims of domestic violence and to ensure that offenders were held accountable for their actions. A seamless response to incidents of domestic violence is regarded as being fundamental to successful implementation of that mission. All those interviewed felt that HAIP, at its inception, had assumed an important role in working towards a seamless delivery of services to those affected by family violence. Respondents recognised the value of the Pol400 Project in closing gaps in the system although there was a perception that gaps, sometimes massive gaps (Stoneley, Feb. 2008), could still exist. Changes in police policy relating to domestic violence, as outlined in a previous chapter, made the Pol400 Project not only possible but in keeping with police strategic planning. Four years after Pol400 got underway Te Rito funding made it possible for collaborating agencies to meet more often and the introduction of a Family Start Team to the project added another level of structure to the collaboration. The daily meetings instead of weekly meetings facilitated a swifter and more cohesive response to victims and offender. Early identification of recidivist offenders by cross-referencing reports with HAIP's records was one of the added benefits noted by the Men's Programme Coordinator. In the past that information may not have reached Community Corrections [Probation] in a timely manner whereas now it was possible for immediate action to be taken to address the recidivism (Skinner, March, 2008). However, Ms Pullman's comment quoted previously attributing "huge Incidents" occurring because a seamless response had not happened was echoed by Dr Robertson's somewhat wry observation that if a seamless service was being delivered, "one would have hoped it would make HAIP's role superfluous"(Robertson, March, 2008). On the whole, however, the advent

of Pol400 was seen by respondents as being a positive initiative with important benefits.

Themes

During the course of the face to face interviews respondents made general comments not directly linked to the question they were answering. Consistent themes emerged from these general comments and there is value in drawing them together along with written responses from completed questionnaires. Some statements were very general in nature but are relevant to the objectives of this investigation. Some themes are interlinked so that resources and funding have an obvious connection with workload issues whilst increased competition for funding can be seen to link with issues of compliance and the need for a more professional approach..

Funding and workload

In their initial reports the HAIPP Monitoring Team commented on difficulties caused by inadequate funding and in changes to funding protocols. "Uncertainties over funding have provided additional stress." (Robertson et al June, 1992, p.10) "The project faces a funding deficit for the next year" (Robertson et al Oct. 1992, p. *ii*). "The previous evaluation reports commented on the high workload undertaken by paid staff and volunteers alike and on the consequential high stress levels experienced by these people" (Robertson et al Aug. 1993 p.34). These comments made by the Monitoring Team reflect very clearly the perceptions of front line HAIP employees, from those employed since the outset of the project to those who have only recently joined the staff. Answers to each of the four questions posed in the face to face interviews invariably circled back to the problem of adequate funding and high work load. Ms Jones has been with HAIP for over nine years. Although now the Project Manager she was originally the Maori Women's Programme Coordinator. Her experience and current responsibilities give weight to her observations on funding and resources. It would seem from her comments that changes in the external environment, with the exception on Te Rito, have not made a

significant difference to the constant pressure caused by under-funding. Ms Jones's suggested a reason for HAIP's inability to attract more generous government funding might be that: "Our success is our demise in that when you have been doing this for so long unfunded why should we fund you now." Or possibly that "the money we are looking for given the volume of work we do seems too big for them." The need to work smarter and more collaboratively was acknowledged by Ms Jones as being part of the role which HAIP had taken upon itself, without the benefit of any funding from government. "Give us the funding so we can do an even better job" (Jones, Feb. 2008). Ms Jones's observation that being one of the oldest established coordinated community responses to domestic violence in New Zealand does not necessarily place HAIP at an advantage in the competition for funds: "New schemes get credibility but supporting existing, well known, tried and true, unfunded ones don't get credit" (Jones, Feb. 2008). Her viewpoint was echoed by Ms Stoneley but with stronger overtones:

As more money becomes available to organisations dealing with domestic violence you have overnight fly-by-nighters springing up that really aren't doing those victims justice. (Stoneley, Feb 2008).

Ms Stoneley's comments related to the changes in service provision for victims and perpetrators of domestic violence which resulted from the passing of the Domestic Violence Act of 1995. She remarked on groups dealing with domestic violence issues "springing up like mushrooms" following the introduction of the new legislation and felt that some providers saw the provision of services as a way of funding a living (Stoneley, Feb.2008).

The struggle for funding was identified by Respondent A as being a fundamental issue and underpinned her answers to every question:

Send somebody from where they are sitting to a place like this for a week, but that's not ever going to happen, talk to us, come out with us, see the work we are doing (Respondent A Feb.2008).

The 'somebody' is, of course, a government representative and the place is HAIP. This respondent felt that more and more money was being spent

on research whilst HAIP was not getting “real money for the really good work we do.” This respondent felt that an increase in intakes [referrals] was being brought about by more public awareness of domestic violence, a more robust police response to domestic incidents (specifically citing the FST) and more violence in the community as a whole But meanwhile:

There are only a handful of full time workers here. Everyone who is doing a job here could easily be full time, if only there was the money. Very rarely do you leave work these days finishing your work.....this is not a job you'd ever do to feel good, it's not a job you'd ever do to get rich. Everyone here is totally committed (Respondent A, Feb. 2008).

Alongside her regard for fellow workers and regard for those in management roles credited with making excellent financial decisions, the frustration with government under-funding is succinctly summed up: “They don't do anything to help us” (Respondent A, Feb. 2008). HAIP is clearly a much respected coordinated community response to domestic violence but according to Ms Pullman this brings with it certain expectations as the focus on family violence increases. “Expectations will become greater but we don't know if it will become backed up by funding” (Pullman, Feb. 2008). After only a few months in the role Ms Pullman's concern with under-funding is apparent:

We are offering the same services but the money hasn't come along. But in reality if you don't back that up with dollars what you get is what you got before (Pullman. Feb. 2008).

Some very specific instances, in addition to the closure of the Crisis Line, were given of the difficulties caused by lack of resources. In a written response Mr. Driscoll pointed out that HAIP has insufficient staff to be present in court with all the women who might need support when called to give evidence against their partners. He added that it was difficult to access outcomes of domestic violence cases from the courts if no representative was present in the court at the time. Mr. Driscoll noted that the introduction of a \$10 fee per session for men who self-refer to a programme could be deterring men from attending as he has noted a drop in attendance. In the past payment was by way of a koha (Driscoll, April, 2008). Ms Stoneley, in a written response, suggested that women's

education programmes are the “poor relation” compared with the men’s education programme. In her opinion “bulk funding for offenders is not working.” She also believes that the workload for the Women’s Programme Coordinator is very high given the paucity of support and reward (Stoneley, Feb. 2008). The ongoing development of Pol400 has also meant increased demands being put upon staff as each referral now necessitates a more in-depth risk analysis. Respondent B felt that the involvement of the FST, whilst being a positive thing for ensuring the safety of women and child victims of domestic violence, had been part of the reason for the steady increase in workload (Respondent B March 2008.). Describing the seminal nature of the loss of funding to successfully monitor the criminal justice system Dr Robertson observed that adequate monitoring had been a struggle ever since. He saw the monitoring as being crucial to HAIP’s mission to be an agent of social change in reforming the criminal justice system’s response to battered women. Although Dr Robertson acknowledged that HAIP was always seen as a service provider he regarded the provision of programmes as “the icing on the cake.” HAIP’s vision, in Dr. Robertson’s view, was to challenge deep seated cultural beliefs about the roles of men and women and to challenge the distinction between public and private as regards violence. Dr Robertson had concerns that a focus on the provision of men’s programmes reduced the issue of domestic violence to a problem belonging to an individual man or woman rather than identifying the problem as a systemic cultural phenomenon. ‘Men’s programmes’, he said, “are the least important part of HAIP” (Robertson, March, 2008.).

Professionalism

The need for their organisation to be seen as operating in a professional and business like manner was commented on by several of those interviewed. In some instances systemic changes in HAIP’s structure were seen to have come about as a result of this need. Ms Skinner referred to HAIP as having evolved into a business and that to be professional was “a challenge in today’s environment” (Skinner, March, 2008.). Ms Stoneley reflected on the changes in management structure which saw the original collective approach to management and decision making giving way to a

more hierarchical model. This change was also noted by Respondent A who pointed out that some positions, such as the Service Manager's, had not existed when HAIP began (Respondent A Feb. 2008). Ms Jones herself had alluded to this change when she spoke of the philosophical challenges facing HAIP which necessitated keeping all staff involved in the decision making process (Jones, Feb. 2008). As a result of the perceived need to be more professional some staff pointed out compliance issues which had not existed in the past. It was observed that prior knowledge and years of successful and relevant experience were now not seen as adequate for some roles with the emphasis having shifted to academic qualifications (Respondent A Feb. 2008). Compliance and accountability issues associated with ensuring best practice were seen as adding to a heavy schedule of meetings causing Ms Jones to remark, "we are all meetinged out" (Jones, Feb. 2008).

Discussion

It is important to hear the voices of HAIP staff in comments generated by the questions but not necessarily directly related to the questions. It seems to be quite clear that all those who were interviewed or who completed questionnaires had similar concerns relating to funding, resources or workload. In a written response one respondent, however, identified other concerns, which were referred to as the "real issues", posing barriers to successful outcomes for the programmes and support offered by HAIP. These issues included "societies [sic] reluctance to address the real issues of patriarchy, hierarchy, racism and sexism" (Respondent C, March 2008). The minimising by police of breaches of protection orders and taking too long to take action were also identified by this respondent as being problematic. The same respondent observed that, "men and women go back out to a society that does not encourage or support the changes they may wish to make". Concerns with the effect of the "P epidemic" having brought with it increased levels of violence and a heightened risk for child were also expressed by this respondent (Respondent C, March, 2008) Although negative aspects of funding shortfalls were commented on it was also apparent that HAIP staff did not generally see their organisation as atrophying or being endangered because of budgetary restraints. Instead

there was an emphasis on “working smarter” and finding new ways to tackle problems, an example being the use of independent contractors to fill part time facilitators’ positions (Jones, Feb. 2008). New programmes and projects such as the training course for professionals and the introduction of home groups are examples given in the interviews of the dynamic nature of HAIP’s growth as a coordinated community response to domestic violence. But in many ways the evolution of Pol400 epitomises this dynamism and we will consider this project, initiated in October 2001, in the following chapter.

Chapter 6 The Pol400 Project: Findings

Introduction

In this chapter I will present and discuss data collected from the HAIP database focusing on the nature and extent of the inter-agency collaboration and the impact of the involvement of the FST from mid 2005. The Pol400 Project is still very strongly centred on the safety of all victims of domestic violence but there is a recognition that addressing the needs of child victims is of high importance in breaking the cycle which long term can create offenders from victims. The importance of early interventions, managed by collaborating agencies, to counteract damaging experiences early in life is now acknowledged in a wide range of government policies some of which have been referred to in a preceding chapter. A further example of the acceptance of the need for early intervention targeted at children and managed by a multi-faceted approach is demonstrated in a report for the Cabinet Social Equity Committee by the Department of Corrections that examined options for “turning people away from a life of crime and reducing re-offending” (Department of Corrections, 2001). The report looked at ten options for reducing offending in New Zealand with four options under the heading “Prevention”. This group of options was based on reducing the number of disadvantaged children and youth who progress to early offending. Option 2 in this group outlines the approach needed for early intervention:

Identify high needs births and support new mother and family by extending the scope of Family Start or other similar programmes; screen at birth for risk and support mother and close family. (Department of Corrections, 2001, p.8)

Reflecting on HAIP’s establishment as a coordinated community response to domestic violence the evolution of the Pol400 Project can be seen as introducing another point of intervention in the cycle of violence which leads to the battering of women. From its outset the Pol400 Project aimed to reduce re-victimisation of battered women and their children (Jones, 2006/2007 p.2). As the project has developed referral processes

have been refined, information management has improved and another dimension has been added to inter-agency collaboration by the introduction to the project of an FST. At the time of writing the involvement of an FST is still in its pilot stage. Using information collected from the HAIP database it is possible to examine referral activity from the beginning of the project in 2001 and make comparisons with referral activity since the introduction of the FST. The extent of inter-agency collaboration will be defined both by volume of referrals and by agency, and referral patterns for child victims will be demonstrated. Examining the statistics will give a clearer understanding of how the Pol400 Project functions and how HAIP fits in as a lead agency. It is important to make the distinction between lead agency for the project, HAIP, and lead agencies for referrals, HRSS and TWH. In current practice most referrals are channelled through the two refuge agencies to prevent several agencies becoming involved following a risk assessment meeting. HRSS or TWH receive the initial referral, make the first contact with the client and then may refer on to other agencies as appropriate. HRSS and TWH undertook this responsibility after it became impossible for HAIP to manage the workload. I was informed (in June 2008) by the Pol400 Coordinator that HRSS and TWH are now experiencing similar problems and it is possible that more changes will have to be made given the steady increase in referral activity.

In her 2006/2007 report Ms Jones stated that:

We believe that this project is the critical link in ensuring:

- That there is a seamless response to the needs of children exposed to domestic violence.
- That the community response to such children is commensurate with their level of need.
- That community and statutory agencies are employed in the most efficient and effective manner possible by matching needs with resources, avoiding unnecessary duplication and closing gaps that might otherwise leave children vulnerable.(Jones,2006/2007,p. 7)

The agencies involved in the project dealing specifically with children (including young people over the age of 12 and under the age of 17) are CYFS, FS, HAIP Youth, Parentline, and Whai Marama Youth Connex (Whai Marama). Parentline is a Hamilton community based organisation with a focus on child protection established in 1978 to provide a wrap

around service covering child abuse of all types and to provide family support services. Parentline has contracts with CYFS and other government departments to provide child related services in the community. Whai Marama is a Waikato District Health Board initiative providing advocacy and counselling, including alcohol and drug counselling, for young people between the ages of 12 and 24. These agencies form a core group in the referral process. At the daily Pol400 meeting children and young people considered to be at immediate harm or risk are referred to CYFS. The harm or risk could be that they have been injured in an incident of domestic violence or they could have had sustained exposure to violence in their home. Depending on the level of risk assessment other children and young people can be referred to other agencies listed above.

Pol400 Activity

Using data from the current HAIP database, retrieved for me by the Pol400 Database Administrator, and data contained in Ms Jones 2006/2007 report it is possible to see patterns and trends in Pol400 activities. At the outset of the Pol400 Project the data collected in the HAIP database did not allow an accurate break down for referrals to separate agencies. Referrals arising from Pol400 reports are however, separated into figures for women and for children allowing us to make valid comparisons in this respect between the first years in operation and the succeeding years. The earlier data (collected from Ms Jones 2006/2007 report) is also useful in illustrating the change in pattern after the FST became part of the project. I prepared the graph in Figure 1 to summarise referral activity from October, 2001, when the Pol400 Project was established, to September, 2005. The FST joined the Project in April, 2005 but the team was not fully operational until July, 2005.

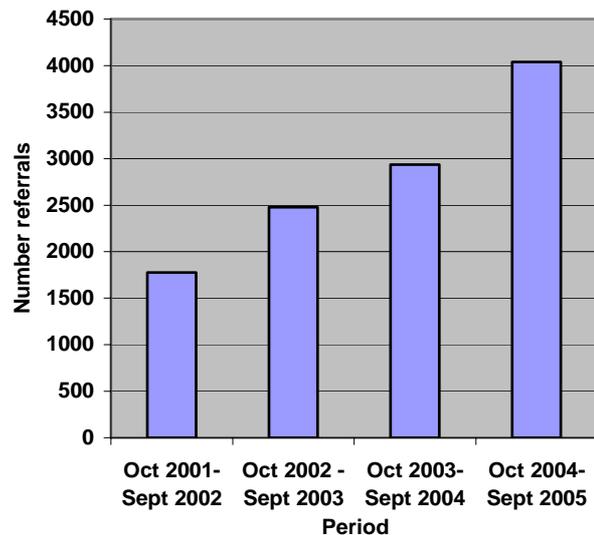


Figure 1 - Total Pol400 referrals for 12 month periods from Oct 2001- Sept 2005

The graph clearly shows a steady rise in referrals from October, 2001 to September, 2004 but a marked increase from September, 2004 to September, 2005. During this four year period an average of 1645 children a year were referred to collaborating agencies, the corresponding figure for women being 1995 a year. Over the first three years of the project average monthly referral rate to collaborating agencies was 200. Some difficulties with collecting accurate information were noted in the report prepared by Ms Jones in 2006/2007 from which these statistics were collected. Between October, 2003 and September 2004, Pol400b forms (the revised Pol400 forms referred to previously) were not collected although the reason for the oversight is not given. However, there is a base for comparison with referral numbers for twelve month periods following the involvement of the FST. Keeping in mind that in the first three years of the project the average monthly referral rate was 200, Figure 2 shows the monthly pattern of referrals from October, 2006 to September, 2007.

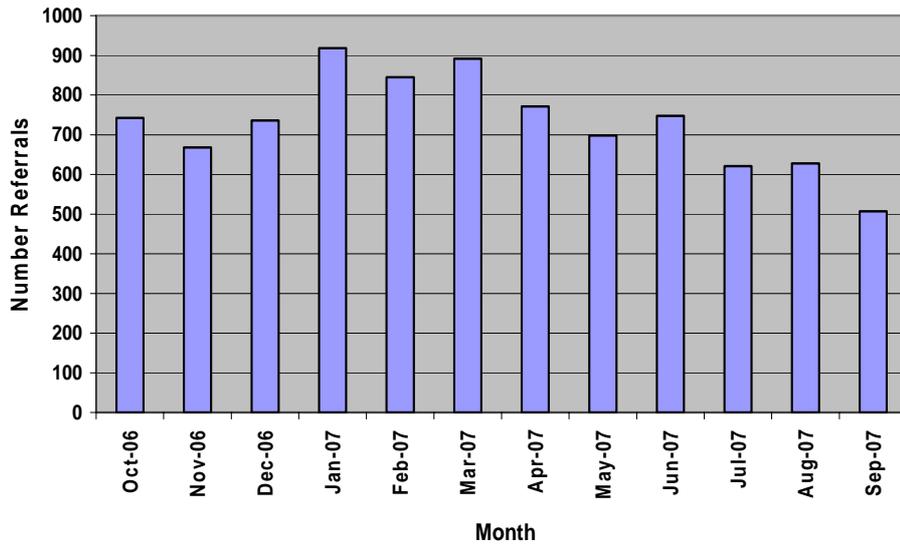


Figure 2 - Pol400 monthly referrals to collaborating agencies: Oct 2006 - Sept 2007

The graph shows a pattern of referrals that peaked in January with a total of 6644 referrals for the year compared with an average of 2297 referrals per year during the first three years of the project. The Pol400 Coordinator explained that the January peak is representative of the usual rise in referrals during the summer holiday period. The average monthly rate for referrals to collaborating agencies during this twelve month period is 553. These figures show a significant increase in referral activity following the involvement of the FST in the Pol400 Project. It is possible that factors in the external environment contributed to the increase in referral activity and this possibility cannot be discounted. An example of one such factor might be a heightened public awareness of family violence resulting from media attention on high profile cases such as the deaths in their own home of the Kahui twins in June 2006. However, the average monthly referral rate for October, 2007 to February, 2008 stands at 450, still more than double that of the first three years of the project which began just after the deaths in their own home of Saliel Aplin and Olympia Jetson. This case too resulted in prolonged media focus highlighting sustained family violence and gaps in the system which allowed the violence to persist (Office for the Commissioner for Children, 2003).

During the first three years of the project referrals for women and referrals for children did not show a marked variation in total numbers.

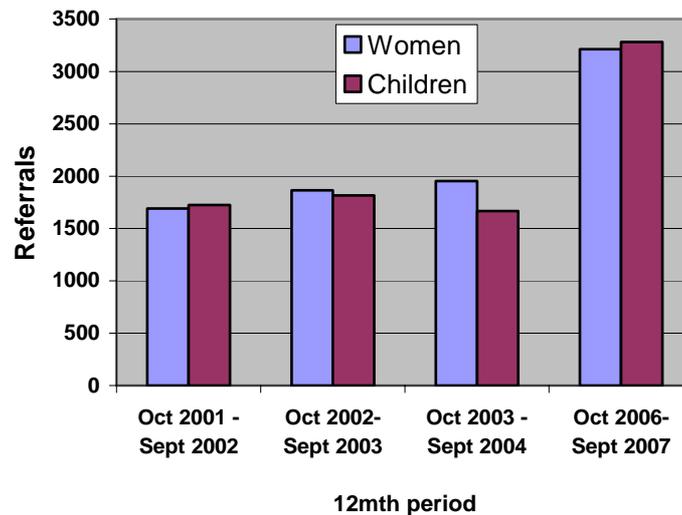


Figure 3 - Pol400 referrals of women & children Oct 2001 - Sept 2007

Figure 3 shows the yearly figures for referrals for women and referrals for children during the first three years compared with figures for October, 2006 to September, 2007 when FST involvement was well established. The graph shows an increase in referral activity for both women and children. The FST became a fully operational partner in the Pol400 Project in July, 2005 and moved into the HAIP offices in late 2007. It was with these significant dates in mind that the October, 2006 to September, 2007 statistics were chosen as representing a period of consolidation in FST involvement. The graphs in Figures 1 and 2 both demonstrate the rise in overall referrals whilst Figure 3 demonstrates that the increase in referral activity for women and children was evenly distributed across the two fields.

As referrals are generated by Pol400 reports an examination of trends in the intake of Pol400 reports is necessary. Prior to July 2005, the commencement of FST involvement in the Pol400 Project, between 40 and 55 reports were received each week, according to the 2006/2007 report. Ms Jones's report commented on a marked increase in Pol400 reports once the FST became part of the inter-agency collaboration (Jones, 2006/2007). Figure 4 shows the intake of Pol400 reports from October, 2006 to September, 2007.

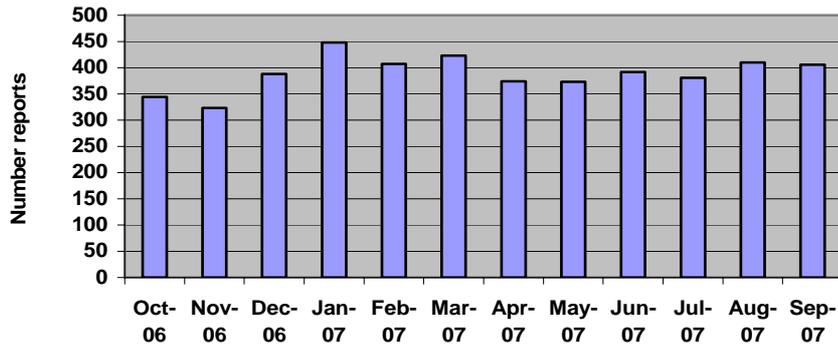


Figure 4 - Monthly totals of Pol400 reports for Oct 2006 - Sept 2007

The graph in Figure 4 demonstrates that intake levels for Pol400 reports maintain a fairly consistent level, with the lowest number of 323 recorded in November, 2006 and the highest number of 448 recorded in January, 2007. However, the average weekly intake for that period was 90 compared with the estimate of a weekly intake between 40 and 55 referred to above. Ms Jones’s report attributes the magnitude of the increase to “police addressing their own gaps/shortfalls”(Jones,1006/2007,p.3) The average weekly Pol400 intake for the three months from December, 2007 to February, 2008 stands at 97, a figure consistent with the most recent data made available to me by the Pol400 Coordinator. 97 Pol400 reports were received in the week ending June 6, 2008. These numbers indicate that the average weekly intake of Pol400 is remaining at a level higher than the intake prior to the FST joining the project, but consistent with the average weekly intake over the last 18 months.

Improvements to the HAIP data management system now make it possible to look at referral levels for individual agencies. By choosing referral figures for February, 2006, February, 2007 and February, 2008 it is possible in Figure 5 to see a pattern of referrals to Pol400 collaborating agencies. High levels of referrals to HRSS and TWH have been referred to previously and can be accounted for by the two refuge organisations acting as the projects clearing house for referrals. Another anomaly requiring an explanation is the lack of any referrals to Iwi Liaison in February 2007 and February 2008. The Pol400 Coordinator advised me that after the incumbent Iwi Liaison Officer left in mid 2006 no replacement was available

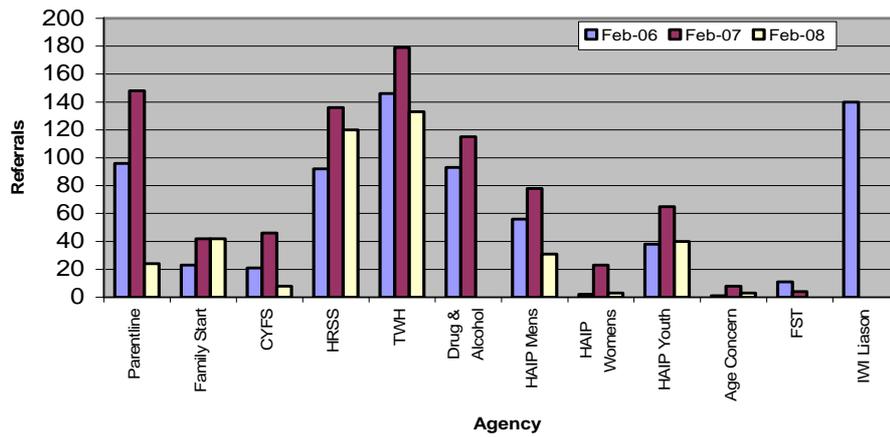


Figure 5-Comparison between referrals to collaborating agencies Feb '06, Feb '07, Feb '08

Referrals which previously would have gone through Iwi Liaison continue to be directed to other agencies for interventions. The absence of any referrals to Drug and Alcohol services in February, 2008 and the drop in referrals to Parentline can be accounted for by referrals being channelled through HRSS and TWH as the lead referral agencies. Figures for FST referrals are indicative of other months. In 2006 FST received an average of 11 referrals each month whereas agencies providing interventions and services generally receive a higher level of referrals. An exception to this is Sharma, an organisation providing services and support to ethnic women. Sharma is not represented on the graph because no referrals are recorded as having been made to Sharma for more than two years.

In her 2006/2007 report Ms Jones observed that the Pol400 Project was of benefit in reducing the potential workload of CYFS. The 2006/2007 report also noted that formal notifications to CYFS had been affected by interventions provided by collaborating agencies so that between October 2001 and September 2005 only 4% of families provided with interventions by collaborating agencies eventually became the subject of a formal CYFS notification. Family Start and CYFS continue to receive referrals directly from Pol400 meetings. The level of referral activity from October, 2006 to September, 2007 for these two agencies is shown in Figure 6.

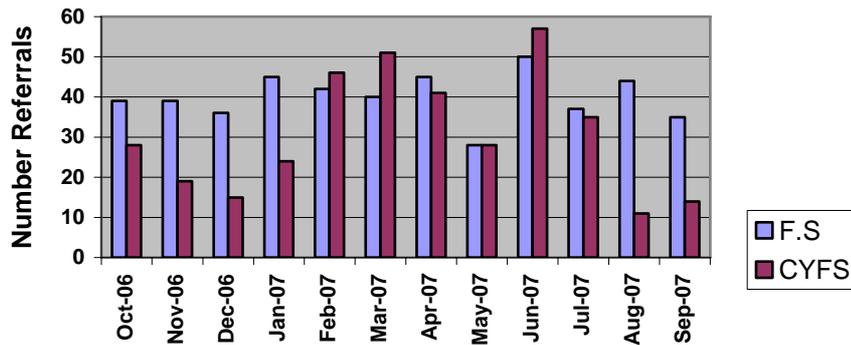


Figure 6 - Monthly Pol400 referrals to FS & CYFS for Oct 2006 - Sept 2007

The graph shows a relatively consistent level of referrals for FS with a higher degree of variation in referral level for CYFS. Average monthly referral numbers during this period stand at 30 for FS and 26 for CYFS.

Discussion

An examination of statistics for the Pol400 Project is useful in defining the nature of the collaborative relationship inherent in the project. In conjunction with the description in a preceding chapter a clear picture emerges of an inter-agency collaboration which aims to provide a seamless response to family violence. The original protocols were also aimed at establishing best practice processes to ensure the safety of victims of family violence and to provide “an improved, consistent and proactive response by all agencies to family violence” (Jones, 2006/2007, p. 15). The effects of FST involvement are shown by reference to the increased intake of Pol400 reports after the team became fully operational in July 2005 (Figure 1). The increase is shown to have levelled off but as demonstrated in Figure 2 does not drop back to the levels experienced before FST involvement. The increase in Pol400 reports since the FST became fully involved in the project shown in Figure 4 is matched by a corresponding rise in referrals as demonstrated in Figures 1 and 2. The commentary on statistics provided by Ms Jones’s 2006/2007 in conjunction with current information supplied by the Pol400 Coordinator and supported by information collected in the HAIP database support the contention that the Pol400 Project is a “critical link” in the system’s response to family violence (Jones, 2006/2007). The willingness of participating agencies to make structural adaptations is made apparent by

the organisational changes described above. Some of these changes, such as the inclusion of the FST have had a considerable impact on the project while other changes, such as making HRSS and TWH the lead agency for referrals, have relieved a stress point in the smooth running of the project's operation.

Chapter 7 Discussion of findings

It is apparent that from 1991, when HAIP was established, to the present day, government policies have emphasised the need for inter-agency collaboration to address the issue of family violence. This emphasis has persisted through changes of government and through restructuring of government agencies such as the Department of Social Welfare and CYPFS. Some of these policies and strategies were referred to in questions posed to HAIP staff members. Through the interview process and using additional material from completed questionnaires I was able to identify several recurrent themes in staff perceptions relating to the impact of the external environment on HAIP's service delivery. As each of the nine respondents employed at HAIP, and Dr Robertson who had worked at HAIP in the early days of the project, identified funding and workload problems as impinging on HAIP's service delivery these issues must now be discussed in relation to the starting point of this investigation.

Impact of funding and workload issues

It can be seen that respondents had the perception that a lack of adequate funding was a constant problem. The flow-on effects of budgetary constraints were perceived to be heavy workloads and loss of some services. Length of service for those staff interviewed varied from seventeen years to six months but the difficulties caused by lack of funding had been mentioned in the earliest evaluations of HAIP. "Uncertainties over funding have provided additional stress" (Robertson et al, June, 1992, p.10) and "proper budget provisions are made for the pilot project to allow staff to plan for the medium to long term with some measure of certainty" (Robertson et al, Oct.1992 p. *iii*). It seems reasonable therefore, to make the assumption that from the outset of the project staff had the perception that these difficulties existed and were impacting on HAIP's operations. The impact of funding shortfalls was always perceived to be negative, as was the heavy workload borne by front line staff.

In the opinion of Dr Robertson lack of funding resulted in HAIP losing the ability to monitor the response of the criminal justice system to battered women. He believes that monitoring is “at the heart of what makes the difference”, a function that was essential to HAIP’s vision (Robertson March,1998).The loss of that funding occurred early in the project’s history when other changes in the external environment were taking place:

Now, however, the project’s status as a national pilot seems to be somewhat ambiguous. FVPCC has required HAIPP to incorporate as a charitable trust. This was done without prior consultation with any of the local agencies, including HAIPP. It had left the project without a clear relationship with its founder organisation, which seems to have withdrawn from any responsibility for ensuring the project’s continued viability. (Robertson et al, Oct, 1992, p.31)

Contestability for funding was identified by two respondents as impinging on HAIP in a negative way. Ms Stoneley referred to service providers “springing up like mushrooms” in the wake of the Domestic Violence Act of 1995, with these “fly-by-night” organisations forming part of an industry growing up around the provision of services for both victims and offenders. (Stoneley, Feb, 2008) The presence of these organisations was seen as putting pressure on HAIP in spite of the project’s good standing. In the words of Ms Jones , “new schemes get credibility but supporting existing, well known, tried and true, unfunded ones don’t get credit”(Jones, Feb.2008). Ms Jones observed that HAIP’s success was also its demise. HAIP had gone so long unfunded for many of the services it provides so why should the government fund it now (Jones, Feb, 2008).Ms Jones also commented on the fact that although HAIP had been forced to close their unfunded 24/7 Crisis Line in August 2007 some government funds had been made available for a similar service in another region. The closing of the Crisis Line was also referred to by Mr. Driscoll who saw its disappearance as a barrier to successful outcomes for HAIP’s programmes (Driscoll, April, 2008). Dr Robertson placed a high degree of importance on the Crisis Line as the starting point for monitoring the system’s response to an incident of domestic violence and saw its demise as very regrettable (Robertson, March 2008). Ms Jones attributed the

closure of the Crisis Line to volunteer burn out and the lack of funds to employ paid staff to work the shifts (Jones, Feb 2008).

An emphasis on the need to address family violence evident in government policies throughout the last two decades could be a contributing factor to an increased demand for the services HAIP provides. It must be said however, that some respondents attribute the rise in demand to family violence being on the increase (Respondent A Feb, 2008). The pressure which a rise in the demand for services puts on HAIP's budget was commented on by Ms Jones and by Ms Pullman. "Give us the funding so we can do an even better job" was Ms Jones's request (Jones, Feb, 2008). Ms Pullman felt that, "expectations will become greater but we don't know if it will be backed up by funding" (Pullman, Feb, 2008). A rise in demand for services was observed to be adding to the already heavy workload borne by HAIP staff which early evaluations had identified, "the project's rapid growth has placed heavy demands on both paid staff and volunteers" (Robertson et al, June, 1992, p.10) and "stress levels of staff and volunteers have been very high" (Robertson et al, Oct 1992, p.31). One respondent referred to the rise in daily referrals requiring home visits, "the intake goes up and up and up" (Respondent A Feb, 2008). The same respondent was quite sure that if funding agencies understood the nature and extent of the work HAIP was doing more money would be forthcoming, "come out with us, see the work we are doing" (Respondent A Feb, 2008). One respondent saw the rise in referrals as turning HAIP into a "one stop shop for domestic violence" as the organisation responded to need by providing more services (Skinner, March, 2008).

In a similar vein accountability and compliance issues were identified as adding to already high workloads. Ms Jones talked of being "meetinged out" and Ms Stoneley talked of extra book work and reporting and being "just about audited off the planet". The need to acquire academic qualifications in order to do the job she had been doing for several years was seen by Respondent A as adding to an already heavy workload (Respondent A).

Impact of the expansion of HAIP's services and the Pol400 Project

In spite of the difficulties with funding the expansion of HAIP's services was generally viewed in a positive light. The provision of a youth programme, home support groups and a training course to teach professionals about the dynamics of family violence were examples given by respondents of initiatives generated by HAIP to meet current needs. As Ms Pullman observed, "there is a role to play in the wider community." But Ms Pullman did qualify her observations by expressing concerns over HAIP's ability to keep providing expanded services if more money is not forthcoming, "if you don't back that up with dollars what you get is what you got before" (Pullman, Feb 2008). In addition to the wider range of services being offered by HAIP to victims of family violence a higher level of inter-agency collaboration has resulted from the inception of the Pol400 Project. The Pol400 Project, which has now been running for almost seven years, is a practical realisation of the type of inter-agency collaboration envisaged by government policies developed over the last two decades. In 2005, after running for almost four years, the Pol400 Project entered into a pilot phase with the involvement of an FST. However, from the outset of the project in 2001 the extent of the inter-agency collaboration brought with it new challenges for HAIP staff. How they viewed the Pol400 Project must now be considered.

When considering staff perception of the Pol400 Project it is worthwhile to reflect on the objectives which were central to the foundation of HAIP itself:

Central to the project (HAIP) is close cooperation between community groups and statutory agencies to ensure that abusers in particular and the community in general receive consistent messages about the unacceptability of domestic violence. Another important purpose of inter-agency cooperation is monitoring the performance of participating agencies and their compliance with project policies. (Robertson et al, June, 1992 p.1)

The Pol400 Project can be seen as exemplifying these objectives in many respects. In 2001 seven agencies signed up to an agreed set of protocols designed to facilitate a structured inter-agency collaboration which would provide a seamless response to incidents of domestic violence. HAIP took on the role of lead agency for the management of Pol400 reports and the

collection and collation of relevant information to be passed on to the other participating agencies. The seven original agencies, Hamilton City Police, HAIP, HRSS, TWH, Hamilton District Court, Parentline and Victim Support were joined by eight other agencies listed in Chapter 4.

In 2005 the project entered another phase of development when an FST joined the project for a three year pilot period. When the project was first established participating agencies met weekly to consider the Pol400 reports, complete a risk assessment of each case and make referrals to the appropriate agencies. Those meetings now take place daily with HAIP providing a Pol400 Coordinator who takes responsibility for the collection, collation and distribution of relevant information. The effect of FST involvement in the project has been covered in some detail and there can be little doubt that referrals to HAIP's programmes have increased significantly since July 2005. Staff perceptions that workload has increased are supported by the statistics presented in Figures 1 (P.61), 2 (p.62), and 3 (p.63). A telling statistic is the rise in the average rate for monthly referrals, from an average of 200 a month in the years from 2001-2004, to an average of 553 a month in the year 2006-2007. The increase in referral to collaborating agencies is a flow on from the rise in the intake of Pol400 reports following the involvement of the FST in the project. Figure 4 (p.64) demonstrates that increase by showing the monthly intake of Pol400 reports from October 2006 to September 2007. The weekly intake before July 2005, when the FST became fully operational in the project, was somewhere between 40 and 55 a week compared with an average of 90 a week for the twelve months from October 2006 to September 2007. The intake of Pol400 reports from October 2007 to the end of January 2008 Pol400 averaged 99 a month indicating that the trend shown in Figure 4 (p.64) is being maintained, with no reversion to the lower rate of intake experienced before FST involvement.

Although the statistics confirm staff perceptions that their workload had increased respondents did not specifically attribute the cause of the increase to the Pol400 Project. Comments relating to workload tended to be of a more general nature. However, it is fair to say that a degree of ambivalence towards the Pol400 Project was evident in some responses. When the Pol400 Project entered into a pilot stage in 2005 with the

establishment of an FST as a collaborating agency, money to hold the daily meetings was made available through Te Rito funding. However, the funding did not cover HAIP for any interventions deemed necessary following a risk assessment and referral meeting. Ms Jones saw this as a cause for concern given that the vision of the Pol400 Project was to provide a seamless response to incidents of family violence (Jones, Feb 2008). Ensuring a seamless delivery of services across the collaborating agencies is seen as being crucial to the project achieving successful outcomes. As Ms Pullman observed, “always when there’s a huge incident it’s because the delivery hasn’t been seamless” (Pullman, Feb 2008).

The inclusion of the FST in the Pol400 Project raised another specific area of concern for two long serving staff members. Mr. Driscoll commented on “a subtle change of emphasis with the N.Z. Police seen as the dominant partner in this initiative” (Driscoll, April 2008). In her role as Adult Victim Advocate Ms Stoneley, a foundation member of HAIP staff, is now supervised by a detective sergeant from the FST. Ms Stoneley observed that this organisational change was not without challenge (Stoneley, Feb 2008). A link can be made between the part played by the FST in the Pol400 Project and concerns expressed by Dr Robertson on HAIP’s ability to monitor the criminal justice system’s response battered women. Dr Robertson commented in his interview that “the government was not prepared for community advocates to monitor the state” and that HAIP had moved on from monitoring the state’s response to battered women to monitoring the delivery of services (Robertson, March 2008). Considering the comments made by Mr. Driscoll and Ms Stoneley it is possible to conclude that these particular staff members perceive that a reversal of roles has occurred, and that now it is HAIP’s response to battered women which is being monitored by the state.

Despite these equivocal perceptions the Pol400 Project is viewed positively by other staff members who pointed out practical benefits of the inter-agency collaboration. Not only was it possible to enhance the safety of women and children through the process of daily meetings, risk assessments and referrals to appropriate agencies but the Men’s Programme Coordinator saw real benefit in the early identification of recidivist offenders made possible by the current Pol400 process. The

time lapse between the notification of a repeat offence and action being taken by Community Corrections has been greatly reduced by referrals being made on a daily rather than a weekly basis. Ms Skinner saw this improvement in response time as an important contribution to making offenders accountable for their actions (Skinner, March 2008). Another practical benefit of the inter-agency collaboration identified by respondents was that when gaps in the system occurred the close working relationship of participating agencies meant that solutions could be arrived at expeditiously (Respondent B March 2008). Following the involvement of the FST in the Pol400 Project, police action to address gaps and shortfalls identified in their own systems was seen by Ms Jones as adding to the effectiveness of the project as a whole (Jones,2006/2007 p.4).

The perception that the Pol400 Project is an important and valuable initiative in HAIP's mission to deliver a coordinated community response to family violence is evident from respondents' observations. The positive view of the project is emphasised in Ms Jones' 2006/2007 report. Ms Jones describes the project as a "critical link" in the seamless response to the needs of children caught up in domestic violence. The project supports both CYFS and police in the performance of their duties and has developed robust risk assessment tools acceptable to all key agencies in Hamilton dealing with child abuse and battered women (Jones,2006/2007 p.8).Referring to the relationship between HAIP and the Pol400 Project Ms Jones stated:

Both Projects complement the work of the other and from our perspective, brings an even stronger commitment (particularly from Police and Child youth and Family) to ensuring a consistent and seamless response to Family Violence incidents. (Jones, 2006/2007)

In her interview Ms Jones commented that the Pol400 Project had given HAIP another level of visibility." In her 2006/2007 she looks forward positively to further developments which will give Pol400 an even wider sphere of influence. The possibility of the pilot going nationwide is alluded to, as is the possibility of extending the range of participating agencies to include schools, doctors, medical clinics and early childhood centres. Pol400 is seen in the report as having a material role to play in raising

public awareness and understanding of the dynamics of family violence, issues which lie at the heart of HAIP's mission.

Changes to protocols and mission

This investigation also sought to establish whether HAIP staff perceived there to have been changes to original protocols and vision attributable to changes in the external environment. Early evaluation reports expressed concern that funding changes would have a negative effect:

The external uncertainties facing HAIPP appear to go to the heart of the intervention philosophy: coordination, consistency and commitment to relationships based on equality and trust.”(Robertson et al, Oct 1992, p.32)

Dr Robertson saw the loss of HAIP's monitoring role as a change to the original vision. In Dr Robertson's view monitoring the criminal justice system's response to battered women was fundamental to HAIP's philosophy. Dr Robertson also made the point that HAIP main function did not lie in service delivery but in being an agent for societal change. Service delivery was “the icing on the cake” and “men's programmes are the least important part of HAIP.” (Robertson, March 2008).No other respondent expressed this view in such strong terms. However, two respondents found common ground with Dr Robertson in expressing regret that lack of funding had impacted on the commitment to the parallel development policy enshrined in HAIP's original protocols.

At its outset HAIP was committed to a policy of parallel development:

HAIPP believes there are two people of this land. The Tangata Whenua (the people of the land-the Maori) and Tauwiwi (those people who came after-people of other nations). HAIPP believes in the right of the Tangata Whenua to determine their own future, the freedom to control decision making processes and access to resources to implement such decisions/directions.(Cited by Dominick, 1995, p.17)

The policy statement goes on to state that HAIP makes the commitment to reflect the policy and practice of parallel development in all areas of the

organisation. Evaluation reports considered in the literature review commented on difficulties with achieving a full implementation of parallel development. These difficulties, mainly attributed to funding shortfalls, were identified in the project's first year of operation, "more money is needed if HAIPP is to provide a comprehensive bicultural service", (Robertson et al, June, 1992, p.ii). The 1995 overview commented on uncertainty over funding impeding the full implementation of the core policy of parallel development (Dominick, 1995, p.10). Dr Robertson described HAIP's original commitment to parallel development as "staunch" but noted that nowadays the practical fulfilment of the policy is not so much to the fore. He attributes this in part to HAIP's success in adhering to the spirit of the policy:

If things are working well and Maori are being heard and are having an influential role in the service, people get a bit slack about the need to caucus and the need to have a clear policy of parallel development.(Robertson, March 2008)

However, the perception that the commitment to the policy of parallel development had in some ways been weakened was viewed in a negative light by two long serving HAIP staff members. Ms Stoneley observed that the parallel development policy needs to be actively promoted to prevent slippage occurring. She specifically mentioned the men's programme as an area where the policy has not been applied (Stoneley, March 2008). Her observations are supported by Mr. Driscoll who pointed out that whereas a decade ago HAIP used to run four education groups a week exclusively for Maori men now only one class a week is offered for Maori men. Mr. Driscoll also raised the concern that recent staff appointments had produced an unequal ethnic balance with Pakeha staff outnumbering Maori staff. He saw this as "inhibiting our ability to deliver a Maori-centred programme for Maori men."(Driscoll, April 2008) In their responses a direct link is not made by either Mr. Driscoll or Ms Stoneley between the difficulties in full implementation of the parallel development policy and changes in the external environment. However, it is clear that there is a perception on the part of these staff members, and Dr Robertson Robertson, chairperson of the HAIP Trust Board, that a policy which was

enshrined in HAIP's original protocols has, in some respects, been compromised.

Chapter 8 Conclusion

Accepting that in New Zealand our legislation, our court and judicial systems, our police systems and, until the latter half of the last century, many of our folk ways and mores have English roots it may be worthy of note that the English political satirist James Gillray published a cartoon in 1783 heaping coals of shame upon the head of Sir Francis Buller (Gillray, J. 1783). Judge Buller had supposedly passed a judgement sanctioning a husband's right to chastise his 'erring' wife with a stick no thicker than a man's thumb. Whilst we now know that Judge Buller probably carried no responsibility for any such judgement, and that this origin of the 'rule of thumb' phrase is an early urban myth, Gillray's vehement attack on the unfortunate judge is an interesting commentary on societal attitudes towards wife beating two centuries before the political philosophy of laissez-faire ceased to be a major influence in the political arenas of the developed world. We must assume that at least some sections of English society saw a wife as being rather more than a chattel, deserving of better treatment than that which might be meted out to an unruly hound or a recalcitrant mount.

However, almost 200 years would pass before the first shelter for battered women was opened in London (Fazzino, S.2004, p.1). New Zealand would open its first women's refuge at almost the same time. This investigation has looked at how HAIP, an organisation providing a coordinated community response to domestic violence, has been affected by changes of government policies and initiatives over the two decades of its existence, in a political climate no longer dominated by laissez-faire thinking and the construct that domestic violence is a personal and private problem rather than a problem with wider societal implications.

In my introduction I reflected on experiences that helped shape the hypothesis forming the basis for this investigation and which gave me an interest in inter-agency collaboration as a means of addressing social problems. My perception was that changes in government policies were not necessarily beneficial, and indeed could have a negative impact on

social service agencies. This perception was based on real experiences. Intuition and inductive logic led me to the formulation of the hypothesis that the introduction of successive strategies and initiatives to address family violence and the incorporation of inter-agency collaboration as a platform for the delivery of relevant services would have had a significant impact on HAIP. It was from this starting point that I began my investigation with two objectives in mind. Firstly, to ascertain whether working within an era of successive government strategies to promote inter-agency collaboration is perceived by HAIP staff as being beneficial to the project's performance as a service provider. Secondly, to determine whether the demand for increased collaboration has in the view of HAIP staff, resulted in changes to the project's original vision and protocols.

In Chapter 4 I outlined government policies, initiatives and strategies over the last two decades providing a frame of reference for the investigation. Key policing principles had undergone changes in the late 1980's and early 1990's which were embodied in the Crime Prevention Strategy released in 1994. One of the seven key goals of this strategy was the reduction of family violence (Crime Prevention Strategy, 1994). The economic wisdom of targeting family violence was highlighted by Susan Snively's report estimating a possible \$5.302 billion cost to the nation of family violence (Snively, 1994, p.v). The Domestic Violence Act of 1995 widened the definition of violence, facilitated the obtaining of protection orders and addressed the rehabilitation of offenders in the provision of funding for education programmes. Funding was also made available for victims of domestic violence.

Statements of policy such as the Statement of Policy on Family Violence (1996) contained references to the need for inter-agency collaboration to address family violence and for the wider community to take responsibility for preventing and eliminating family violence:

All government agencies involved with developing policies and services for family violence need a policy platform based on shared definitions and goals.

Coordination will be most effective when established through protocols and agreements rather than left to ad hoc arrangements between agencies. (N.Z. Statement of Policy on Family Violence, 1996, p.7)

The Strengthening Families Strategy released in 1997 was a vehicle for the development of local collaborations, “a structured process for Government agencies and community organisations to work together to improve the outcomes for at risk families” (MSD, 2005, p 8-11). Family Start, a participating agency in the Pol400 Project, is an initiative which grew out of the Strengthening Families Strategy. The release of the family violence prevention plan of action in September, 2001 foreshadowed the commencement of the Pol400 Project in October. Some months later The New Zealand Family Violence Prevention Strategy (Te Rito) set out key goals for achieving the plan of action. The involvement in 2005 of an FST in the Pol400 Project was consistent with Te Rito’s goal:

To achieve an effective, integrated and coordinated response to situations of violence in families/whanau and to ensure that quality service is available and accessible to all. (MSD, 2002)

This investigation focused on the perceptions of HAIP staff as to how these successive changes in government policies and the introduction of new strategies and initiatives had impacted on their organisation. I set out to gain an understanding of the impact from the viewpoint of HAIP staff and collected data from interviews with HAIP staff members whose responses are examined in Chapter 5. I began the research with the hypothesis that constant changes in government policies and strategies have a significant impact on agencies delivering social services. Although my hypothesis is supported to a limited extent by the perceptions of HAIP staff presented in this investigation the evidence is not unequivocal. In their interview responses HAIP staff commented on lack of funding and heavy workload but generally did not make a direct link between budgetary constraints and specific government policies and strategies. The focus of Chapter 6 was the Pol400 Project. The investigation has shown that the Pol400 Project, which resulted from government policy advocating the use of inter-agency collaboration to combat family violence, has had a significant impact on HAIP’s service delivery. This impact was acknowledged in some respect by all respondents. The project is now an integral part of HAIP’s vision to provide a coordinated community response to domestic violence focusing always on the safety of women

and children but without losing sight of the need to promote more public awareness of the dynamics which give rise to the problem. The Pol400 Project has now been running for seven years with HAIP as the lead agency, the hub for an inter-agency collaboration which available data shows is demonstrating some success in closing gaps in the criminal justice system's response to victims of family violence. As yet there is no summative evaluation of the Pol400 Project, or of any similar projects in New Zealand with a similar model, so the effectiveness of the project has not yet been determined. However, in a 2006 American study of 41 coordinating councils (a council in this respect equates to a coordinated community response) this observation is made:

Councils that fostered an inclusive climate (characterized by effective leadership, shared power in decision making and a shared mission) and an active participation from a broad array of stakeholders were rated as more effective by members and leaders. (Allen, 2006, p.49)

The Pol400 Project is itself characterised by the attributes promoting effectiveness identified in this recent study .It has been shown that the Project Pol400 is recognised by HAIP staff as being a crucial link in ensuring the safety of women and children by striving to provide a seamless response to incidents of family violence and is seen as an opportunity to fulfil HAIP's goals:'

To achieve a consistent coordinated approach to family violence by all primary agencies involved (prosecution, education and prevention)
To provide safety at all times for victims of family violence (protection)
To hold the offender fully accountable. (FVPCC,1991)

. For nearly two decades Hamilton Abuse Intervention Project has provided services to women, children and offenders involved in incidents of family violence. Staff demonstrate an admirable ability to focus on this core business in spite of an external environment which is not always perceived to be making positive contributions to the work being done. This investigation has shown that by being responsive to change the Hamilton Abuse Intervention Project continues to stand in the vanguard of coordinated community responses to family violence.

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Appendix 1



Hamilton Abuse Intervention Project

Thornton Court, 135 London Street
P.O. Box 19051, Hamilton. Ph. 07 834 3148
Email: haip@ihug.co.nz

10 October 2007

To whom it may concern,

Subject to Caryl Haley being successful in her application to the Ethics Committee of the Faculty of Arts and Social Science, the University of Waikato, we agree to her basing her research for a masters thesis on material obtained from the Hamilton Abuse Intervention Project. This material would be comprised of data from the HAIP database, interviews with HAIP staff and an analysis of data collected from a questionnaire completed by selected staff. Caryl has already met with three key people within the organisation and concluded that it would be valuable for the focus of the research to be centred upon HAIP and its response to changing structures both national and local, in particular the development of the POL400 and POL400b project.

Yours Sincerely

Julie Pullman
Services Manager
Hamilton Abuse Intervention Project

Julie Pullman
Services Manager

FACULTY OF ARTS & SOCIAL SCIENCES
HUMAN RESEARCH ETHICS COMMITTEE
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johnp@waikato.ac.nz
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THE UNIVERSITY OF
WAIKATO
Te Whare Wānanga o Waikato

→ Caryl Haley
Dr Jo Barnes

20 December 2007

Dear Caryl

Application for Ethical Approval: MSocSc Thesis, **Impact Upon HAIP of Government Policy Changes**

Thank you for submitting a revised Application for Ethical Approval to the Faculty of Arts and Social Sciences Human Research Ethics Committee in response to my letter of 11 December. I received your revision on 16 December.

Thank you for the work you have done to respond so constructively to the Committee's points.

I am pleased to confirm that you have formal ethical approval for your project.

Just two very minor points that it would be good to remedy before you approach participants for informed consent.

1) It would be good to replace Anne Morrison's email address in the Information Sheet and Consent Form with a reference simply to the Committee's Secretary, with the email address fass-ethics@waikato.ac.nz. This is in case the Committee changes Secretary during the time of your project.

2) Make sure you proof-read your Information Sheet and Consent Form before using them as there are some very minor punctuation errors or omissions.

With best wishes for a successful research experience,

A handwritten signature in black ink that reads 'John Paterson'.

John Paterson
Chair, FASS Human Research Ethics Committee

Appendix 2

All documentation contained in the appendices was presented on the University of Waikato Faculty of Arts and Social Science letterhead giving contact details for the researcher and supervisor.

Information Sheet for participants

This research project is being undertaken as part of a postgraduate degree course. It is hoped that the major outcomes of the research will be firstly, to establish whether working within an era of successive government strategies to promote collaboration between agencies is perceived by HAIP staff as being beneficial to HAIP as a service provider: secondly, to establish if this demand for increased collaboration has, in the view of HAIP staff, resulted in changes to the original mission, and to the founding protocols of the Project. A report will be given to HAIP to disseminate at the discretion of HAIP management. The completed thesis will be submitted to the University of Waikato in the usual way and may later be used in relevant academic journals or conferences.

Participants are being asked to complete a questionnaire which should take no longer than 30 minutes. Some participants will be interviewed. It is hoped that these will include members of the management team, representatives from the programme delivery staff and will include some staff with long term involvement and with short term involvement with HAIP. The interview time will be limited to under an hour. Participation in all aspects of the project is entirely voluntary.

This research is being carried out independently of any organisation or sponsor.

All information gathered from questionnaires and interviews will be stored securely in the office of Dr. Jo Barnes at The University of Waikato for at least 3 years but for a longer period should that be deemed necessary by staff from HAIP, the researcher, her supervisor. After this period has elapsed the material will be destroyed. Whilst working on the project the researcher will store material securely in her home office.

Unless research participants give prior consent no participants will be identified by name or by job title in the thesis or in the report. However, there may be instances where the researcher would prefer to be able to identify participants. This will be explicitly discussed with the particular participant so that a clear understanding is established before consent is given.

Contact details for both the researcher and her supervisor are given above in the letterhead should participants have any questions relating to the research project.

This research project has been approved by the Human Research Ethics

Committee of the Faculty of Arts and Social Sciences. Any questions about the ethical conduct of this research may be sent to the Secretary of the Committee, email fass-ethics@waikato.ac.nz postal address, Faculty of Arts and Social Sciences, Te Kura Kete Aronui, University of Waikato, Te Whare Wananga o Waikato, Private Bag 3105 Hamilton

CONSENT FORM

1. This research project is an investigation into the impact on Hamilton Abuse Intervention Project of successive changes in government policies since 1996. This project has been given ethical approval by the Human Research Ethics Committee of the University's Faculty of Arts and Social Sciences.

2. I would like you to complete a questionnaire which should take about 30 minutes to complete. Some participants will be asked to take part in an interview. If you agree to be interviewed this should take under an hour to complete.

3. I would like to tape record the interview so that we can obtain an accurate record of your views.

4. When I am not using them, the completed questionnaires, the tape recording and any transcript of it will be stored in a locked filing cabinet in my home office, apart from my supervisor no-one else will have access to them. You may choose to have the tape returned to you at the completion of the research. Otherwise, the tape and transcript will be stored for three years from collection date after which they will be destroyed.

5. You may choose to be anonymous in this research project. This means that no-one else will know that you have been interviewed or have completed the questionnaire and you will not be able to be identified in any published report on the findings of the research.

6. The results of this research will form the basis for my masters thesis and a report for HAIP. The research could be published in an academic journal and could be presented at academic conferences.

7. If you agree to complete the questionnaire and to take part in the interview, you have the following rights:

- a) To refuse to answer any particular question, and to terminate the interview at any time.
- b) To ask any further questions about the interview or research project that occurs to you, either during the interview or at any other time.
- c) To remain anonymous, should you so choose, anything that might identify you will not be included in the thesis, in the report for HAIP, in any academic articles or conference papers or any other report about the findings of the research.
- d) To withdraw your consent at any time up until three weeks after your interview by contacting me at the address on the letterhead.
- e) To take any complaints you have about the interview or the research project to the University's Faculty of Arts and Social Sciences' Human Research Ethics Committee (University of Waikato, Private Bag 3105, Hamilton 3240, or you can email its secretary at fass-ethics@waikato.ac.nz

"I wish to remain anonymous" (circle) YES NO

“I wish to have the tape of my interview returned to me at the completion of the research” (circle) YES NO N/A

“I consent to completing the questionnaire, *and to interviewed*, for this research on the above conditions”

(Delete as necessary)

Signed: *Research participant* _____ Date: _____

“I agree to abide by the above conditions”

Signed: *Interviewer* _____ Date: _____
Caryl Haley 07 883 1401 email jimcaryl@clear.net.nz

Appendix 3

Staff Questionnaire

1. Job Title.....

2. Brief description of key tasks e.g. programme delivery.....

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.....

3. Length of time employed at HAIPyears.....months

4. Training and experience relevant to current position.....

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5. Please read the functions listed below which can be seen as central to HAIP and rank them in importance (1 = most important 5= not important at all. If you see two or more functions as equally important please assign them the same number. Please add other functions not included on the list.)

a)Provide stopping violence education groups, and monitoring, for male perpetrators of violence.....()

b)Provide support, including programmes, to adult and youth victims of violence()

c)Provide support to other family/whanau members who have witnessed violence.....()

d)Work collaboratively within the Family Safety Team.....()

e)Raise public awareness and understanding of the dynamics of family violence and its effects.....()

Other identified core functions not listed above
.....()

please continue on separate sheet in necessary

6. List the barriers, as you perceive them, to successful outcomes for the programmes and support offered by HAIP. The factors could be (a) organisationally focused or (b) client focused e.g. (a) increased programme provider workload (b) unaddressed substance abuse by perpetrator or victim. Please be as specific as possible

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Please continue on separate sheet if necessary

Interview Questions

Questions will be selected, as appropriate to the interviewee, from the following:

What do you see as being the most significant impact upon HAIP of the Strengthening Families Strategy?

Do you see HAIP's service as having undergone any significant change over the last 6 or 7 years?

Comparing HAIP today with HAIP 1991. In your opinion have any of the principles undergone major changes?

Given that the aim of government policies is to work towards a 'seamless' delivery of services to those affected by family violence how does this impact upon HAIP's role as you perceive it.

Appendix 4

Table showing respondents' positions and length of service

<i>Name</i>	<i>Position</i>	<i>Length of service</i>
Mr. Driscoll	Court Monitor	12 years
Ms Jones	Project Manager	9 years
Ms Pullman	Services Manager	6 months
Dr Robertson	Chair of Trust Board	17 years
Ms Skinner	Men's Prog. Coord.	2 years
Ms Stoneley	Adult Victim Adv.	17 years
Respondent A		9 years
Respondent B		2 years 6 months
Respondent C		5 years
Respondent D		4 months