

# Beyond Refuge

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*An Exploration of the Potential Benefits and Models of Alternative Accommodation Support for Men Using Family Violence*

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*“Domestic violence advocates who fought for safe accommodation for women and children so many years ago could not have foreseen that it would inadvertently have led to being a reason for removing and disrupting women and children and leaving men in the home” (Chung et al. 2000:57).*

|  |           |
|--|-----------|
| <b>List of Tables .....</b>  | <b>5</b>  |
| <b>Foreword .....</b>  | <b>6</b>  |
| <b>1 Executive Summary .....</b>   | <b>9</b>  |
| 1.1 Limitations .....  | 9         |
| 1.2 Findings.....  | 10        |
| 1.3 Conclusion.....  | 11        |
| <b>2 Terminology, Definitions and Language.....</b>                        | <b>12</b> |
| 2.1 ‘Family Violence’ Definition.....                                      | 12        |
| 2.2 Māori Lexion .....   | 13        |
| <b>3 Introduction .....</b>  | <b>14</b> |
| <b>4 Background, Aims, and Methodology.....</b>                            | <b>16</b> |
| 4.1 Background to the Project .....  | 16        |
| 4.2 Aims and Objectives.....   | 16        |
| 4.3 Methodology.....   | 17        |
| <b>5 Literature Review .....</b>   | <b>18</b> |
| 5.1 Introduction.....  | 18        |
| 5.2 New Zealand Literature .....   | 18        |
| 5.3 International Literature.....  | 20        |
| 5.4 Summary.....   | 28        |
| <b>6 Statistical Information .....</b>                                     | <b>30</b> |
| 6.1 Introduction .....   | 30        |
| 6.2 Police Safety Orders .....   | 30        |
| 6.3 Protection Orders.....   | 31        |
| 6.4 Summary.....   | 32        |
| <b>7 The Psycho-Social Characteristics of Potential Service Users.....</b> | <b>34</b> |
| 7.1 Introduction .....   | 34        |
| 7.2 Life Course History .....  | 34        |
| 7.3 Alcohol Abuse and Dependence.....                                      | 35        |
| 7.4 Turning Points .....   | 35        |
| 7.5 An Integrated Support Service .....                                    | 36        |
| 7.6 Treatment Programmes.....  | 37        |
| 7.7 Summary.....   | 38        |
| <b>8 Men’s Accommodation Services in New Zealand and Australia.....</b>    | <b>39</b> |
| 8.1 Introduction .....   | 39        |
| 8.2 New Zealand Services.....  | 39        |
| 8.3 Australian Services .....  | 41        |
| 8.4 Summary.....   | 42        |

|           |  |           |
|-----------|--|-----------|
| <b>9</b>  | <b>The Canterbury Context.....</b>   | <b>44</b> |
| 9.1       | <i>Introduction .....</i>  | 44        |
| 9.2       | <i>Consequences of the Earthquakes .....</i>   | 44        |
| 9.3       | <i>Accommodation Supply .....</i>  | 44        |
| 9.4       | <i>Psychological Wellbeing.....</i>  | 45        |
| 9.5       | <i>Summary.....</i>  | 46        |
| <b>10</b> | <b>The Needs of Children .....</b>   | <b>47</b> |
| 10.1      | <i>Introduction .....</i>  | 47        |
| 10.2      | <i>Men as Fathers .....</i>  | 47        |
| 10.3      | <i>Support for Children .....</i>  | 48        |
| 10.4      | <i>Summary.....</i>  | 48        |
| <b>11</b> | <b>The Perspective of Women who have Experienced Violence .....</b>                  | <b>49</b> |
| 11.1      | <i>Introduction .....</i>  | 49        |
| 11.2      | <i>The Thoughts of Women.....</i>  | 49        |
| 11.3      | <i>Additional Supports and Services.....</i>   | 50        |
| 11.4      | <i>Summary.....</i>  | 52        |
| <b>12</b> | <b>The Perspectives of Men as Potential Service Users .....</b>                      | <b>53</b> |
| 12.1      | <i>Introduction .....</i>  | 53        |
| 12.2      | <i>Survey Questions.....</i>   | 53        |
| 12.3      | <i>Additional Supports and Services.....</i>   | 54        |
| 12.4      | <i>Support to Abide by the Conditions of Legal Orders .....</i>                      | 54        |
| 12.5      | <i>Other Comments.....</i>   | 55        |
| 12.6      | <i>Summary.....</i>  | 56        |
| <b>13</b> | <b>Perspectives from the Sector .....</b>  | <b>57</b> |
| 13.1      | <i>Introduction .....</i>  | 57        |
| 13.2      | <i>Professional Perspectives.....</i>  | 57        |
| 13.3      | <i>Where Men Go.....</i>   | 57        |
| 13.4      | <i>An Accommodation Service .....</i>  | 58        |
| 13.5      | <i>Service Need and Demand .....</i>   | 59        |
| 13.6      | <i>Concurrent Service Needs .....</i>  | 60        |
| 13.7      | <i>Risks .....</i>   | 60        |
| 13.8      | <i>Accommodation Options .....</i>   | 61        |
| 13.9      | <i>Length of Stay .....</i>  | 63        |
| 13.10     | <i>Summary.....</i>  | 63        |
| <b>14</b> | <b>Considerations for Māori Men.....</b>   | <b>65</b> |
| 14.1      | <i>Introduction.....</i>   | 65        |
| 14.2      | <i>The Treaty of Waitangi and Importance to Potential Accommodation Options.....</i> | 65        |
| 14.3      | <i>Māori Resources.....</i>  | 66        |

|           |   |                                     |
|-----------|---|-------------------------------------|
| 14.4      | Summary .....   | 67                                  |
| <b>15</b> | <b>Considerations for Men from Pacific Nations .....</b>  | <b>68</b>                           |
| 15.1      | Introduction.....   | 68                                  |
| 15.2      | Resources Related to Working With Pasifika.....   | 68                                  |
| 15.3      | Service Delivery Implications.....  | 69                                  |
| 15.4      | Summary.....  | 70                                  |
| <b>16</b> | <b>Men from other Ethnic Communities .....</b>  | <b>70</b>                           |
| 16.1      | Introduction .....  | 70                                  |
| 16.2      | Population Diversification .....  | 70                                  |
| 16.3      | Service Delivery Implications.....  | 70                                  |
| 16.4      | Summary.....  | 71                                  |
| <b>17</b> | <b>Accommodation Service Models.....</b>  | <b>73</b>                           |
| 17.1      | Introduction .....  | 73                                  |
| 17.2      | Links with Existing Accommodation Services .....  | 73                                  |
| 17.3      | Family Support .....  | 73                                  |
| 17.4      | Peer Support .....  | 74                                  |
| 17.5      | Motel Unit.....   | 74                                  |
| 17.6      | Motel Complex.....  | 74                                  |
| 17.7      | Purchase of Beds.....   | 75                                  |
| 17.8      | 'Family Home' .....   | 75                                  |
| 17.9      | Multiple Uses .....   | 75                                  |
| 17.10     | Referrals from Police and Ministry of Justice Staff.....  | 76                                  |
| 17.11     | Evaluation .....  | 76                                  |
| 17.12     | Preferred Service Delivery Model.....   | 76                                  |
| 17.13     | Male Responsibility for Development .....   | 77                                  |
| 17.14     | Conclusions .....   | <i>Error! Bookmark not defined.</i> |
| <b>18</b> | <b>A Sanctuary Scheme .....</b>   | <b>78</b>                           |
| 18.1      | Introduction .....  | 78                                  |
| 18.2      | A Scheme for Christchurch? .....  | 78                                  |
| 18.3      | Conclusions .....   | 79                                  |
| <b>19</b> | <b>Recommendations .....</b>  | <b>80</b>                           |
| <b>20</b> | <b>Appendix I: Questions for Women .....</b>  | <b>81</b>                           |
| <b>21</b> | <b>Appendix II: Questions for Men .....</b>   | <b>82</b>                           |
| <b>22</b> | <b>Appendix III: Questions for Staff .....</b>  | <b>83</b>                           |
| <b>23</b> | <b>Appendix IV: Organisations and Individuals Who Participated in the<br/>Interviews/Answered the Questions .....</b> | <b>84</b>                           |
| <b>24</b> | <b>Appendix V: Roles of Individuals Who Participated in the Interviews .....</b>                                      | <b>85</b>                           |

|    |   |           |
|----|---|-----------|
| 25 | <b>Appendix VI: Risk Assessment Table .....</b> | <b>86</b> |
| 26 | <b>Appendix VII: Acknowledgements.....</b>      | <b>87</b> |
| 27 | <b>References .....</b>                         | <b>89</b> |

## List of Tables

|   |    |
|---|----|
| Table 1: Police Safety Orders Issued and Breached in Canterbury during 2011 and 2012. | 30 |
| Table 2: Women’s Responses to Three Survey Questions (Number: 35).                    | 50 |
| Table 3: Men’s Responses to Four Survey Questions (Number: 33).                       | 53 |
| Table 4: Staff Members Responses to Four Survey Questions (Number: 77).               | 57 |

## Foreword

Family violence is one of the most significant and widespread social and human rights issues in the world today and, tragically, New Zealand features far too highly in international reports of most forms of family violence.

The growth of the women's movement of the 1970s, which led to Aviva's formation in 1973 as Christchurch Women's Refuge<sup>1</sup>, New Zealand's first refuge, began to raise awareness of family violence and bring it from behind closed doors and into the public domain. Since then many other agencies, individuals, community groups, social movements and governments have, to varying degrees, all played a part in attempting to change the shocking statistics that represent our country's violence and mask the traumatic reality for so many thousands of people – children, women and men – whose lives are damaged by abuse from, and also towards, those to whom they are closest.

Until late 2011 we, like most other family violence agencies in this country, had operated under a traditional family violence model in which men, women and their children were supported by separate agencies. That model encouraged those experiencing violence – generally women, commonly with children - to take responsibility for ending abuse by leaving home and moving into a 'refuge' or 'safe house' for temporary safety. It also sought to engage those using violence (stereotypically men, in most Police related incidents) largely through legal and judicial responses to encourage responsibility, accountability and change.

In the last two decades New Zealand has made some important in-roads into social change. The fact the family violence can be so openly spoken of now and that people publicly agree that 'It's Not Ok' are significant advances. But our high levels of family violence - even if we consider only the small subset of episodes reported to Police<sup>2</sup> and/or social service agencies – shows that there is so much more to be done. Fundamentally, family violence is still an extremely prevalent and tolerated part of our society.

The reality of life – as many women have been telling us for years – is that women often wish to remain with their partners but want the violence to stop; and that, even if women want and are able to leave, many will remain in co-parenting relationship with their ex-partners. For these reasons, we began to ask ourselves if the way we were working as an agency was the best way of enabling all people to become and remain safe. Given that family violence is a preventable crime, what steps or supports were missing from our response to drive a fundamental shift away from family violence and finally break its intergenerational cycle?

That is a question that Aviva, like others, has been considering carefully over the last several years, providing a catalyst for many of the changes in service and philosophy Aviva has made since 2011. Having already started to question the relevance, range and possible gaps between the services we already offered, Canterbury's devastating earthquakes in 2010/11 provided an opportunity to push boundaries and consider and test new ways of working.

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<sup>1</sup> Rebranded as Aviva in May 2013, and referred to as such hereafter

<sup>2</sup> NZ Police attend a callout related to family violence every 5.5 minutes but estimate that only 20-25% of incidents are reported to them. (Police statistics as reported on Areyouok.org.nz January 2015)

Within this context, in 2011 Aviva reviewed and redefined its philosophy and underpinning principles. This marked a shift towards a belief that all people affected by family violence – those using violence, those being subjected to violence and the many with personal and family histories of both – have the potential to overcome violence and its enduring effects if offered the right support, at the right time, in the right way.

We also re-examined the refuge concept we helped form in the 1970s and concluded that, first and foremost, we must work to enable homes to become the safest place for all New Zealanders; and that for those being subjected to violence, the opportunity to remain safely at home should become an achievable choice. We also questioned the long held gendered separation of women's and men's services, and concluded that an integrated whole of family response would likely enhance our risk assessment capability and the consequent safety of all people – children, women and men.

Noting that there was no proactive response for men using violence at the point of crisis, as there has been for many years for women and children, Aviva, together with the Canterbury Police, led the development of ReachOut in 2012. This free, personalised, non-mandated early intervention service uses Police Episode Reports of family violence to contact, engage and offer men support in order to reduce the risk of further violence. The service has experienced significant demand and growing numbers of self-referrals.

The traditional model of refuge as the mainstream response to family violence has also been significantly challenged in other countries, including England and Australia. In these countries, it is now acknowledged that, for both practical reasons - and as a matter of social justice - women and children experiencing family violence should be spared the additional trauma of being forced to find a new home wherever possible: instead mechanisms and resources should be put in place to provide alternative accommodation for the violent person. Examples include 'Sanctuary' schemes to 'Go Orders'. Along similar lines, Aviva introduced Shine's safe@home service into Canterbury in 2012 and has, as a result, enabled hundreds of women and children – and some men – at high risk of repeat severe violence to remain safely at home.

These developments raised the question: *if we recognise that housing is a fundamental human need, without which neither adults nor children can become and remain safe, how might we meet the alternative accommodation needs of violent or potentially violent men when it is in the safety interests of everyone – including men themselves - that they leave the family home?* To do nothing surely increases the risk of the violent person returning to the family home, by force, coercion or invitation, and so limit the potential effectiveness of other risk management interventions such as home safety schemes and Police Safety Orders.

Could alternative accommodation enable women and children to remain more safely in their homes, thereby decreasing the disruption to numerous aspects of their lives? Could it enhance the effectiveness of Protection and Police Safety Orders by decreasing breaches? What potential forms of alternative accommodation could work to enhance safety? Could they provide a pathway into therapeutic and practical supports for men at a time when a life crisis could provide motivation to begin a journey of behavioural change? Could such a service act to reduce the short, medium and longer-term risk of future violence? These questions provided the context for the research described in this paper.

Aviva wishes to thank Ashley Seaford who, on secondment from the Ministry of Social Development and with the support of the Department of Internal Affairs' internship programme, undertook the research presented in this document. Our thanks also to every individual – particularly those with lived experience of family violence - agency and organisation who took part and contributed their views, knowledge or opinions; participants are detailed in Appendix VII.

**Nicola Woodward**  
**Aviva CEO**



# 1 Executive Summary

In November 2011, Aviva (formerly Christchurch Women's Refuge) launched its new strategic plan for all people affected by family violence, including children, women and men, people who are using violence and those surviving it. This new systemic 'whole of family' approach is founded on the organisation's overarching belief that the safest place for all New Zealanders should be our homes and that a broad range of effective services for men who are using violence is required to achieve this. Having implemented its community outreach service (ReachOut) for men in May 2012, and in keeping with its philosophy of evidence-based practice, Aviva applied to the Department of Internal Affairs' 2012 Community Internship Programme for funding to:

- Explore whether or not accessible and suitable alternative accommodation options for men who are using family violence might enhance the safety of women and children and, if so, how.
- Identify what other services and supports, in conjunction with accommodation, might assist men to address and change their violent behaviour in the short, medium and longer term
- Ascertain the quantity, quality, accessibility and suitability of short and medium term accommodation options currently available in greater Christchurch
- Identify the common barriers men who use violence in their families may face in accessing alternative accommodation, and how these might be overcome.

Research methodology included a review of national and international research evidence, local police statistics and data collected through surveys and interviews with women who have experienced violence, men who have used violence and professionals working in health, justice and social services.

## 1.1 Limitations

- Whilst at the time of writing, men's alternative accommodation services are provided in two areas in New Zealand, in Victoria, Australia and as part of some 'Sanctuary' schemes in England, the author was only able to locate one formal evaluation of these services.
- Due to factors such as the small sample size of women and men who participated in the study and its retrospective study design, further research into this important subject would be beneficial.

## **1.2 Findings**

The issue of short-term accommodation support options for men that might enable women and children to remain safely in their homes is discussed in the literature under the canopy of “women’s homelessness”.

The key findings of the research are as follows:

### **1.2.1 Improving Safety of Women and Children**

- Lack of alternative accommodation for men (as opposed to women who generally have access to safe houses) was a significant reason for women and children leaving the home despite evidence that this does not necessarily provide the best outcomes for women and children
- Lack of alternative and affordable accommodation, particularly within post-earthquake Christchurch, is a risk factor for those using violence to breach Police Safety Orders or Protection Orders
- In the ‘Making Safe’ scheme, independently evaluated in England, the researchers found lower rates of family violence and other types of reoffending.

### **1.2.2 Demand/Support for Men’s Alternative Accommodation Service**

- A 2011 evaluation of Police Safety Orders found there was an opportunity to provide a higher level of support to men who received a PSO
- Most men participating in this study who have used violence were open to the idea of going to a place where they could receive support for their behaviour
- The vast majority of women with lived experience of violence who participated in the study supported the idea of alternative accommodation support for men. Many women also reported that such a service would make it easier for women to ask for help
- The overwhelming majority of professionals interviewed were supportive of an alternative accommodation service for men.

### **1.2.3 Additional Supportive Services**

- A large proportion of any accommodation service’s clients will have a range of co-existing needs that will need to be addressed through an integrated holistic service model. This includes facilitated access to alcohol and drug services, mental health services and legal advice and support
- Paternal relationships with children are important to many men and can motivate positive behaviour change. Wherever possible, the opportunity to support men to form and/or maintain safe paternal relationships is important for children and fathers.

#### **1.2.4 Cultural considerations**

- Alternative forms of accommodation for men using violence are likely to attract men of mainly European and Māori descent
- Maori and other cultural beliefs, attitudes and practices will need to be considered, including those of men from Pacific nations, smaller ethnic groups and Muslims.

#### **1.2.5 Accommodation Model**

- There is a variety of accommodation models that could be adopted, with no single approach offering a comprehensive solution. However, in the current Canterbury environment, the 'family home' model is considered optimal
- Resource Consent and neighbourhood requirements should be considered.

### **1.3 Conclusion**

This research has demonstrated both the evidence (albeit limited) and appetite for alternative accommodation support and services within Canterbury for men who are using family violence. However, further information will be required to determine a detailed service model and business case, including:

- Additional updated information about the effectiveness and outcomes of the residential services operating in Gisborne, Nelson and Cobden
- An exploration of the statutory, including legislative requirements for the development and location of a residential service, should this particular model be pursued
- Further exploration of the related support services (e.g. to address alcohol and other drug or mental health concerns and child safety matters) that may be required for any form of accommodation service, be this a managed social service residence, 'family home' or other model.

Any further research to inform the development of any accommodation service for men, and the process of developing such a service(s), should engage the following key stakeholders from the outset:

- Women and men with lived experience of successfully overcoming family violence and its effects
- Canterbury Police
- Ministry of Justice
- Ministry of Social Development
- Specialist family violence agencies for children, women and men
- Canterbury based men's service and organisations
- Ngai Tahu
- Kau papa Maori social service organisations
- Leaders from culturally and linguistically diverse communities.

## 2 Terminology, Definitions and Language

### 2.1 'Family Violence' Definition

In this document the term '**family violence**' is used rather than others, such as domestic violence, spouse abuse, gender violence, or intimate partner violence. Family violence conveys the notion that violence can take many shapes and forms, can occur between members in an extended family unit or kinship arrangements, can occur outside the 'domestic' or home environment and often has reverberations that are felt throughout the wider family network and beyond the home.

There are numerous definitions of family violence.<sup>3</sup> The following excerpt, which is paraphrased from the Domestic Violence Act 1995, gives a useful and commonly shared understanding of the term in New Zealand.

*"Section 3 of the Act defines domestic violence as including physical, sexual or psychological abuse. It further defines psychological abuse as including, but not limited to, intimidation, harassment, damage to property or threats of physical, sexual or psychological abuse. The damaging effects on children of experiencing domestic violence are also included within the definition. A person will be seen to psychologically abuse a child if that person puts the child in a position of seeing or hearing domestic violence or allows there to be a real risk of seeing or hearing the abuse occurring" (Adams & Kearns, 1996:4).*

However, there is a reminder that this definition does not resonate with all people in the following excerpt from a recent report from Te Puni Koriki (2010: 30).

*"Within the various mainstream definitions of family violence the focus remains one of a nuclear family context and there is no provision within the definition to recognize broader constructions of violence that impact on Māori whanau."*

The following Australian conceptualization captures the broad nature of family violence and fits well in a New Zealand context:

*"Family Violence involves any use of force, be it physical or non- physical, which is aimed at controlling another family or community member and which undermines that person's wellbeing. It can be directed towards an individual, family, community, or particular group. Family violence is not limited to physical forms of abuse, and also includes cultural and spiritual abuse. There are interconnecting and trans-generational experiences of violence within Indigenous families and communities" (Aboriginal and Torres Strait Islander Social Justice Commissioner, 2006:6).*

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<sup>3</sup> See for example the National Government's 1996 Statement of Policy of Family Violence and the definition contained in Te Rito New Zealand Family Violence Strategy 2002.

## **2.2 Māori Lexion**

The author is aware of concerns regarding the common equation or juxtaposition of the words 'whanau' and 'family' (Te Puni Koriki, 2010). In acknowledging this, the term 'family' is used through this report.

### **3 Introduction**

This document is presented in seventeen sections. Apart from sections two and three, each is arranged in a consistent format: an introduction followed by a presentation and review of the information provided and concluding summary.

Section 4 offers a foundation by describing the background, aims and methodology. The research questions that the investigation has attempted to answer are explained.

Section 5 presents a review of the literature. Only a small amount of relevant information was found. Although accommodation for men who use family violence is provided in New Zealand, Australia and England, only one evaluation of the usefulness of this intervention is available.

Section 6 considers statistical information, including the issuing of Police Safety Orders and Protection Orders in greater Christchurch/Canterbury over the last few years.

Section 7 provides a profile of the type of client who may use future services. Primary needs and motivations for changing behaviour are considered.

Section 8 examines accommodation services for men that are currently operating in New Zealand and Australia.

Section 9 looks at the environment in Canterbury at the time this report was compiled and considers the consequences of the situation for people who use, and people who live with, family violence.

Section 10 explores the relationship between men who use violence and their children and identifies the implications of these bonds

Section 11 explores the thoughts and views of women who have lived with family violence.

Section 12 discusses feedback from a group of potential male service users.

Section 13 sets out the thoughts of Christchurch based professionals who work in the family violence area.

The above three groups (those who live with and those who use violence, and professionals) were asked a range of questions to gather their thoughts about the usefulness of potential temporary accommodation and other support services for men in Christchurch.

Section 14 focuses on the needs of Māori in relation to service planning and delivery.

Section 15 discusses the unique needs of men from Pacific nations.

Section 16 explores the needs of men from smaller ethnic communities that comprise Canterbury's diverse population.

Section 17 examines different models of service delivery and analyses their potential advantages and disadvantages.

Section 18 discusses 'Sanctuary' schemes and looks at the potential implications of implementing the components of such a scheme in Christchurch city.

Section 19 summarises key recommendations arising from this research

## **4 Background, Aims, and Methodology**

### **4.1 Background to the Project**

In April 2012 Aviva employed a Men's Service Development Manager and began delivering interventions to men who use violence in their families and live in North Canterbury. This innovation augmented the wide range of services that the organisation had successfully been offering to women and children for almost forty years.<sup>4</sup> The new approach recognised that providing services to men, as well as women and children, was likely to improve both immediate and longer term outcomes for all – children, women and men, people being harmed by violence and those using violence. This approach has since been embraced by other organisations (Bailey, 2013).

Having considered the potential benefits of offering men who use violence accommodation support, Aviva successfully applied to a Department of Internal Affairs Community Internship Programme, which contributed to the costs of seconding Ashley Seaford from the Ministry of Social Development to work with Aviva to conduct the research described in this report. The remaining costs were covered by Aviva.<sup>5</sup>

### **4.2 Aims and Objectives**

The research had three principle objectives:

- To investigate if the provision of suitable accommodation for men who use family violence might contribute to a reduction in the immediate and longer-term risks of further violence and thus enhance the safety of women and children.
- To determine what additional services and supports, offered in conjunction with accommodation, might contribute to a reduced risk of future violence.
- To develop an optimal accommodation support service model for men.

In addition, the research had two subsidiary aims:

- To ascertain the quantity, quality, accessibility and suitability of short and medium term accommodation options that are currently available in greater Christchurch.
- To identify the common barriers men who use violence in their families may face in accessing temporary alternative accommodation.

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<sup>4</sup> Christchurch Women's Refuge (Aviva) was the first refuge in New Zealand. It opened in 1973.

<sup>5</sup> Community Internship Programme 2012. This is administered by the Department of Internal Affairs.



### 4.3 Methodology

The research consisted of seven components:

- An examination of the available literature and other information relevant to the research. This included correspondence with New Zealand and Australian academics and contact with social services in Australia and England.
- Examination of data pertaining to the issue and breach of Police Safety Orders and Protection Orders in the Christchurch/Canterbury area.
- The administration and evaluation of a survey of 77 professionals who work in health, justice and social services in Christchurch. The survey was designed to elicit respondents' feedback on the need for and usefulness of some form of accommodation and support services for men using violence.<sup>6</sup>
- Interviews with five Christchurch women who have lived with violent men and had some degree of involvement, ranging from minor to significant, with the family violence response system. Participants were asked a number of questions, including their thoughts about the need for temporary accommodation support for men who use violence.
- The administration of a short questionnaire to 30 Christchurch women who have experienced family violence.
- Meeting and discussion with two groups of men who were participating in a therapeutic 'stopping violence' programme at the time of the research.
- The administration and evaluation of a short questionnaire to 33 men who had, in the past, used violence against members of their family violence.

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<sup>6</sup> In total 103 professionals participated in the research in some way; of these, 77 completed a survey questionnaire.

## 5 Literature Review

### 5.1 Introduction

This section examines literature that may help to provide some clarity on the questions asked. Unfortunately, there is a dearth of material on the topic of short-term/crisis accommodation for men who use family violence.

### 5.2 New Zealand Literature

With the odd exceptions (Church, 1984; Fergusson, Horwood, Kershaw & Shannon, 1986) it is difficult to find thoughtful commentary, research or scholarly articles on family violence written in New Zealand prior to 1987. Momentum began to build in the late 1980s with the publication of the Roper Report and a significant increase followed from the early 1990s onwards.<sup>7</sup>

Over the past twenty-three years, New Zealand researchers have investigated a wide range of matters related to family violence and a considerable number of publications are available on subjects such as:

- Prevalence and incidence (Young et al. 1997; Morris et al. 2003; Martin et al. 2006).
- Gender differences amongst those who use violence and those who experience violence (Langley et al. 1997).
- The recollections of adults who witnessed violence as children (Robertson et al. 2007).
- Police practice (Newbold & Cross, 2008).
- The short and longer terms effects on children of witnessing violence (Maxwell, 1994; Fergusson et al. 1998; Martin et al. 2006).
- Individual, family and societal risk factors that play a causative role in interpersonal violence (Caspi et al. 2002; Hann, 2007; Fergusson et al. 2008).
- Socio-cultural factors that have an influence (Hoeata et al. 2011).
- Dilemmas associated with using legal methods to curb family violence (Carbonatto, 1994).
- The link between partner abuse and child maltreatment (Murphy et al. 2013).
- The financial cost to the economy of interpersonal violence (Snively, 1994).
- Kaupapa<sup>8</sup> Māori frameworks to reduce family violence (Te Puni Kokiri, 2010; Kruger, Pitman, Grennell, McDonald, Mariu, Pomare, Mita, Maihi, Lawson-Te Aho, 2004).
- The need for culturally responsive services (Crichton-Hill, 2007).
- Over representation of Māori in the statistics (Marie, Fergusson, & Boden 2008).

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<sup>7</sup> This report is formerly known as the Report of the Ministerial Committee of Inquiry into Violence.

<sup>8</sup> A Māori centred approach.

- Men's thoughts and beliefs about violence towards women (Liebrich et al. 1995).
- The impact of violence on survivors' physical and/or psychological health outcomes. (Fanslow and Robinson 2004; Fergusson et al. 2005).
- Effects of natural disasters on domestic violence (Houghton, 2009).
- The range of violent behaviours perpetrated and experienced by young adults (Fergusson et al. 2008).
- Culturally specific frameworks for people from Polynesian nations (Pacific Advisory Group of the Government Taskforce on Family Violence, 2012).
- The voices and/or needs of survivors (Cribb, 1997; Koloto & Sharma, 2005).
- Intervention efficacy (Kingi et al. 2011; Boshier, 2009).
- Treatment (Robertson, 1999; Hetherington, 2009).

Generally, this work follows similar studies conducted in other Western countries. Valuable local insights have been provided through the research teams from New Zealand's two internationally regarded longitudinal studies.<sup>9</sup> Māori and Pacific authors, commentators and academics have also added a rich and essential dimension.

The search revealed only the following article written in New Zealand that considered the question of short-term accommodation for men who use violence.

### **5.2.1 Police Safety Orders Formative Evaluation**

Researchers from the Crime and Justice Research Centre undertook a review of the implementation and use of Police Safety Orders (PSOs).<sup>10</sup> In the report they touch briefly on the issue of support services and accommodation for those who use violence, finding that generally support for 'bound' people was lacking (Kingi, Roguski, & Mossman, 2011).

During the study frontline Police were asked how frequently they provided information on support services to 'bound' persons; only 34% responded that this 'usually' or 'always' happens. The researchers found that some social service organisations in two North Island cities reported that many clients thought a PSO was essentially the same as a Protection Order.

Sixty-one per-cent of front line Police surveyed said that all practicable steps were taken to ensure that temporary accommodation was found by the 'bound' person. However, one in ten respondents said that this 'never' or 'rarely' happens. Amongst the case studies, Gisborne Police stood out in their support of the importance of accommodation for the 'bound' person. This may be related to the men's accommodation service that is available in that area. This service is explained in [Section 8](#).

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<sup>9</sup> The Christchurch Health and Development Study and the Dunedin Multidisciplinary Health and Development Study.

<sup>10</sup> The Crime and Justice Centre is located at Victoria University, Wellington.

In Roguski's Gisborne case study, Police stated that assisting the 'bound' person to find accommodation, if they did not have any, was viewed as an effective method to ensure the 'bound' person left the address and did not return, thus not breaching the conditions of the Order (Kingi et al. 2001). Roguski also found some strong indicators that the provision of some form of accommodation for 'bound' people may prevent them from returning to a home they have been barred from. Police officers in the study suggested it would be useful to better understand this association.

The authors suggest that, given the success of this approach, similar arrangements in other centres might augment the efficacy of the Orders, "clearly providing assistance with this (accommodation) can ensure that the bound person leaves the abode and mitigate risk in relation to breaches of PSOs" (Kingi et al. 2011: 38).

In conclusion, the authors state "there was little, if any, support available for bound individuals. The issuing of a PSO presents the opportunity for the provision of services to this group; at the very least assistance with temporary accommodation should be available" (Kingi et al. 2011:40).

### **5.3 International Literature**

#### **5.3.1 Home Safe Home: The Link between Domestic and Family Violence and Women's Homelessness**

This Australian report (Chung, Kennedy, O'Brien & Wendt, 2000) examines the ways and extent to which family violence impacts on women's homelessness; analyses existing services available to prevent the risk of homelessness; and identifies responses to help women and children secure safe housing following violence.

Chung et al. touch on the notion of allowing women and children to remain in the family home by removing the use of violence. They cite three Australian authors who, in the late 1990s, all argued that women and children should be able to remain in their home, protected by the Police and Courts, while the violent person receives support with suitable accommodation and other services (Chung et al. 2000:31-32). The section concludes by stating, "the development of services that aim to keep women in the home while their partners are undergoing investigation, counselling and treatment requires examination". (Chung et al. 2000:32).

Chung et al. acknowledge that, in some situations, it would be unsafe for women to remain in their home. This is when the partner is extremely violent and relentless in their pursuit, or when women found it traumatic to remain in the place where violence had occurred.

The authors suggest that in addition to accommodation, men who are violent in their families needed support to help reduce their future risk of the use of violence.

Chung et al. point out that one of the reasons for not removing men from the home after a family violence incident is a concern that they may have no accommodation. This is in

contrast to women and children who have access to refuges/safe houses. There is a discussion on whether existing men's accommodation services should be redesigned to offer support to men who are violent in their families, or whether specialist accommodation services should be established. Whichever option is chosen, a plea is made that resources should not be directed away from women's services.

### **5.3.2 Family Violence and Homelessness: Removing the Perpetrator from the Home**

The genesis of this discussion paper (Southwell, 2002) lies in the Victorian State Government's announcement of a major overhaul of the 1987 Crimes (Family Violence) Act. The aim of the report was to encourage discussion that would help policy makers appreciate the legal (implementation, interpretation, administration of the law) and other systemic barriers women must overcome to have men who commit violence in their families removed from and kept out of the family home.

Towards the end of the paper Southwell picks up on Chung et al's (2000) earlier discussion and comments that the perceived lack of emergency accommodation for men who use violence, coupled with the well-known services of women's refuges, may have contributed to a situation where justice agencies encourage women to leave their family homes and let men remain. Southwell briefly traverses the issue of adapting current men's accommodation services, or establishing specialised services without coming to a clear conclusion. She notes that in the absence of a specialised facility, existing accommodation providers could enhance their links with services that deliver interventions to violent men.

### **5.3.3 Staying Home Leaving Violence: Promoting Choices for Women Leaving Abusive Partners**

An Australian researcher (Edwards, 2004) collected the thoughts of 29 women about whether, following an episode of family violence, it was better to remain in their own homes or to leave and seek safety elsewhere. Perhaps not surprisingly Edwards discovered support for both positions. She concluded that women need options to make a choice that suited their circumstances.

Edwards found that many women in the study did not want to leave their home, but believed that they had no choice. The two most commonly identified complications related to the removal of the violent partner from the home and the difficulties associated with preventing him returning.

Some women stated that leaving the family home could lead to extremely serious consequences, such as the separation from children, poverty and homelessness. However, others spoke of the feeling of liberation and empowerment that setting up a new home gave them.

The report articulates the numerous advantages for women of remaining in their family home:

- Stable accommodation.

- Security and stability for children.
- Reduced disruption to everyday activities.
- A sense of justice in that the person using violence had to leave the home.
- A sense of empowerment from being supported to remain at home.

At a macro-level Edwards suggests that supporting women to remain at home results in economic benefits to society, for example, negating children's involvement with the child protection system, preventing the risk of homelessness, and ensuring accountability sat with the person who was violent. Nearly 50% of the 20 women who left their family home after violence found that their accommodation circumstances had worsened.

Three key factors were identified as playing a critical role in permitting nine women to remain in their family home:

- The men were removed by the Police, or left because they had other housing options. Interestingly, five men who used violence left under their own volition (Edwards, 2004:28)
- Women had a strong attachment to their home and believed it was their right to occupy it.
- Women were not paralysed by fear of their ex-partner and put safety measures in place to help them feel secure at home.

Of note is the fact that none of the nine women who stayed in their home reported an incident where the man had returned and acted violently. Nonetheless, men did return at times to visit children.

The study suggests that "providing alternative housing options for the violent partner may be one of the most effective strategies to enable a woman and her children to remain in their own home" (Edwards, 2004:42). Women interviewed were supportive of the notion of providing short-term accommodation and counselling services to men who perpetrate violence in their families.

#### **5.3.4 Taking back the Castle: How Australia is Making the Home Safer for Women and Children**

This paper (McFerran, 2007) explores the background to the development of schemes in different parts of Australia that allow women and children to remain safely in their own homes after the user of violence has been removed. Similar schemes in England, Austria, France and Canada are also discussed. McFerran considers policy and operational commonalities that have arisen. One area that she very briefly touches upon is that of the housing needs of men who have been excluded from their homes. In this section, she notes that: "this has been a matter of concern to the Judiciary; rural and indigenous communities have asked for this area to be addressed; only a small amount of funding available for perpetrator accommodation has been used; and accommodating men without other supports may be less than ideal." (McFerran, 2007)

### **5.3.5 Homelessness Prevention for Women and Children who have Experienced Domestic and Family Violence: Innovations in Policy and Practice**

This report (Spinney & Bland, 2011) is the first phase of a three-part study that investigates the efficacy of schemes that allow women and children to remain safely in their homes and identifies barriers to their wider implementation. In England and Wales, these innovations are known as ‘Sanctuary’ schemes, while in Australia the two primary schemes are ‘Staying Home Leaving Violence’ and ‘Safe at Home’. These approaches are designed to prevent the risk of homelessness for women and children.

The fourth section of this report reviews judicial, accommodation and welfare policies and practices that have been employed in Australia and England to enhance the safety of women and children if they chose to remain in their own home. The report examines the approach taken in Victoria in 2005, whereby eligible men who were violent were given vouchers that enabled them to stay in low-cost accommodation, such as a motel or hostel, for up to three nights. During this short period the person who had experienced the violence had an opportunity to seek a Court order to remove their partner on a more permanent basis (Spinney & Bland, 2013).

Spinney & Bland (2013:33;35) note that some ‘Sanctuary’ schemes in England also attempt to find accommodation for men, offer them support to reduce the risk of the future use of violence, and help them with alcohol and drug issues.

Spinney and Bland (2013:28) acknowledge the importance of this approach in reducing the risk of women’s homelessness when they note that “what happens in the immediate hours and days following a domestic and family violence incident can have a lasting implication on who it is that remains in (or returns long-term to) the family home.”

### **5.3.6 The Department of Human Services**

The Australian Department of Human Services (DoHS)<sup>11</sup> was asked to provide any evaluations or reviews of any short-term accommodation programmes for men. They advised that they did not hold any. However, they did share documents that show an emergency accommodation service was developed in Victoria.

In 2006, DoHS called for proposals from community organisations for a short-term emergency housing programme for men. The rationale for developing this service was that it would enable women and children to remain in their home. The report notes that, in Australia and internationally, the establishment of such housing programmes for men is in its early days (Department of Human Services, 2006:18).

The men’s services were to be provided for those “who had used violence against family members (including their partners and children) and who were unable to remain in the family home as a result of an intervention order with exclusion provision being granted” (Department of Human Services, 2006:20). When the Victorian Government publicly

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<sup>11</sup> Located in Victoria, Australia.

announced the introduction of this service a commentator stated the provision of short-term accommodation was not enough, and that men needed counselling as well (Bachelard, 2005).

The report notes there are two potential models of operation. Firstly, a voluntary residential behaviour change programme; and secondly, an accommodation service for men who have been made homeless because of their violence and subsequent legal action. Although not stated, it appears the second option does not include any form of therapeutic intervention. The report notes anecdotal evidence that suggests that the characteristics and needs of the men who would use these different services may be different.

The staff member who the author corresponded with was unaware of the two pilot accommodation projects for men who used family violence that had operated in Victoria, Leaside Rotary House and Phoenix House (Southwell, 2002:70).

Further discussion on these Australian accommodation services is contained in [Section 8](#).

### **5.3.7 Domestic Violence Perpetrators: Identifying Needs to Inform Early Intervention**

This English report (Hester, Westmarland, Gangoli, Wilkinson, O’Kelly, Kent & Diamond, 2006) set out to develop a demographic picture of men using family violence entering the country’s justice system, clarify services working with these men and identify opportunities for early intervention and prevention. One short paragraph of the report touches on accommodation for men with a staff member from a therapeutic programme saying there is a need for short- and longer- term accommodation “so that at the point of assault even if the Police aren’t called, then there’s somewhere he can go so her and the kids don’t have to leave.” (Hester et al. 2006:15). The report includes a recommendation calling for emergency accommodation to be made available to men who perpetrate family violence.

### **5.3.8 Domestic Abuse, Housing and Homelessness in Scotland: An Evidence Review**

This 2010 report explores the association between family violence and homelessness within a Scottish context. The authors note that considering the needs of men who use violence is outside of the scope of the report “but it is evident that the lack of policy attention has meant that there is a lack of evidence on the provision of alternative accommodation and therefore homelessness outcomes for perpetrators and male victims of domestic abuse” (Scottish Government Communities Analytical Services, 2010:12).

### **5.3.9 Evaluation Making Safe Project December 2005 to December 2007**

The ‘Making Safe’ scheme commenced in Scarborough, North-Yorkshire, in late 2005. The scheme involves a number of organisations. It has a strong focus on the safety of those who experience violence and supports them to remain in their family home. Those who use violence are offered alternative accommodation and a range of practical and therapeutic interventions (Rees, 2008). Staff working alongside those who experience and those who use violence meet regularly to share information. This is considered to reduce the level of risk to those who live with violence (Wydall and Clarke, 2011).



'Making Safe' supports both men and women who experience violence, and men and women who use violence. It offers those who use violence accommodation away from their family home and intensive one-on-one support for a maximum of two years. After leaving the accommodation, clients are able to receive outreach support for up to six months. It appears the accommodation is not offered at the point of crisis, but rather sometime later (Wydall & Clarke, 2011). The scheme appears to operate alongside a 'Sanctuary' scheme (discussed further in [Section 18](#)).

In 2007, after two years of operation, the scheme was evaluated by its project manager. The results showed a range of positive results. The following outcomes were achieved in the first year:

- A 10.8% reoffending rate by those who participated in the scheme. This compares to a 47% rate nationally. This appears to translate into a £57,000 saving to the Criminal Justice system.
- Thirty-six families were able to remain in their own homes.
- By removing the person who used violence from the family home a saving of £36,000 was achieved.

Similar, though slightly improved, outcomes were achieved during the second year of operation.

The scheme was evaluated by its project manager three more times. Small improvements were found with most outcomes, but there was also an increase in the rate of reoffending. The rate increases from 10.8% at the end of the first year of operation to 15.4% at the end of March 2009. By the end of March 2011 the rate had risen to 32%, but then drops to 20% by the end of March 2012. Care should be taken when considering these figures as small numbers of clients appear to be involved, for example 86 in 2011 and 69 in 2012.

It is interesting to note that in the Ryedale district around 25% of those who used violence in their families and were offered support, including accommodation, refused the offer. In the same period in the Scarborough area 43% of those offered support refused.

#### **5.3.9.1 An Evaluation of the Making Safe Scheme**

In May 2011 staff from Aberystwyth University undertook a more formal and independent evaluation of the 'Making Safe' scheme (Wydall & Clarke, 2011). In relation to those who use violence, and those who experience violence, Wydall and Clarke (2011) aimed to answer eight questions. Five of these questions are very similar to those that the author attempted to answer.

- Does the provision of accommodation and other support encourage those who use violence to address their behaviour?
- Does the provision of accommodation and other support help to reduce the risk of the future use of family violence?

- How does the provision of accommodation for users of violence affect the feeling of safety of those who live with violence?
- Does the absence from the family home of the user of violence help those who live with violence?

In their evaluation, the researchers compared offence and arrest data for 11 men who had received support from 'Making Safe' with 11 men who had refused the service. The data covered the period 2007-2010; it included both family violence and non-family violence offences.

Wydall and Clarke (2011) divided the 11 men in their sample into a four cluster descriptive typology proposed by Hester et al. (2006). Four members of the sample were deemed to be 'dedicated repeat domestic violence' and five members 'all-round repeat offenders'. The 'dedicated repeat domestic violence' group consisted of men who had come to Police attention on a number of occasions for family violence, but no other type of offending. The 'all-round repeat offenders' comprised men who had numerous family violence events recorded by Police and had also been arrested for other, non- family violence, crimes. This typology is broadly similar to those proposed by other researchers (Saunders, 1992; Holtzworth-Munroe and Stuart, 1994), in particular their categories of 'Family Only' and 'Generally Antisocial/Violent' (further discussed in [Section 7](#)). Wydall and Clarke (2011) use the typology to show that the majority of their sample, nine of the eleven men, was involved in serious and frequent acts of family violence.

Of the 11 men, six had substance abuse/dependence and all 11 were unemployed. Six men were involved in the scheme for 24 months, three men for 12 months, and the other two left earlier; one after four months and the other after eight months. Both men who left early were considerably younger than the others.

Although the sample size is very small Wydall and Clarke (2011) found lowered family violence reoffending rates after 12 months participation in the programme. Prior to their involvement with 'Making Safe' the nine men were responsible for 13 Police recorded family violence offences. During the 12 month period on the programme there were four Police recorded incidents of family violence. Two of these were committed by one man. For six men there were no recorded family violence incidents.

Six men remained involved in 'Making Safe' for two years. At the end of this time there was no evidence of the further use of family violence for three of them. Wydall and Clarke (2011) note that in five cases there was a clear reduction in the incidence of other types of offending.

The authors compared their sample against 11 men, with broadly similar characteristics, who refused to participate in the scheme. Because the comparison was completed retrospectively Wydall and Clarke (2011) warn that the outcomes need to be interpreted with care. At the 12 month mark they found "a marked difference in patterns of offending behaviour" between the two groups (Wydall & Clarke, 2011:8).

All 11 men in the comparison group were involved in at least one family violence incident during the 12 month follow up period. This is contrasted with the three men who offended while receiving support. The authors also found:

- Three members of the comparison group received custodial sentences for family violence.
- In six cases there were child protection issues.
- The frequency of general offending was higher with the comparison group.
- There was evidence of drug related offending in the group.

Wydall and Clarke (2011) propose that the difference in reoffending rates between the two groups warrants further investigation.

As well as examining reoffending rates the evaluation involved interviews with key stakeholders. A number of useful insights were uncovered during these interviews and are highlighted in the report (Wydall and Clarke, 2011):

- Many men reported that the service's empathetic and non-judgemental philosophy helped motivate them to change aspects of their behaviour.
- Safe accommodation provided time for men to reflect.
- The men were positive about the emotional and practical support offered by their key worker. For some of the men this was the first time in their lives they had encountered a positive male role model.
- Many of the men had little experience in living alone and valued support offered with basic living skills.
- A reasonable geographical distance between the men's accommodation and the family home was seen by all as helpful in reducing the risk of further family violence.
- Some men expressed uncertainty about their ability to not use violence in their families once they were discharged from the service.
- Involvement with professional alcohol and drug services was seen as beneficial.
- Ten women who lived with violence reported feeling considerably safer a result of their partner moving into alternative accommodation.
- The majority of these ten women said that they tolerated violence from their partner because they did not wish to make themselves homeless.
- Although prohibited, some form of contact between men and women living apart often occurred.
- Having their partner accommodated away from the family home gave women a greater opportunity to seek advice and support without fear of intimidation.

## 5.4 Summary

- Prior to the mid-1980s it is difficult to find academic articles on the subject of family violence by New Zealand authors. However, since this time, New Zealand researchers and commentators have explored a wide variety of topics related to family violence.
- There is a scarcity of national and international information on the value, or otherwise, of accommodation for men who use violence in their families. Where the issue is discussed it appears to be subsumed under the topic of women's homelessness.
- A 2006 report from Australia and one from Scotland in 2010 note that the thinking in this area (provision of men's accommodation) is reasonably new.
- Short-term accommodation for men is provided in Victoria, Australia. However, the short-term motel voucher schemes that operate in Victoria have not been evaluated.
- Many women in the Australian research would have preferred to be able to choose whether or not to remain in their family home. Enabling this choice is likely to lead to a number of individual, familial, and societal benefits.
- Though limited, there is some evidence from New Zealand to suggest that the provision of temporary accommodation may help to prevent the breach of PSOs and that there is an opportunity to provide a higher level of support for people bound by PSOs.
- The 'Making Safe' scheme has been independently evaluated in England. A range of positive outcomes were found. However, due to factors such as a small sample size and a retrospective study design, care needs to be taken with the findings.
- The nine men who were supported by the scheme fared better than the 11 men who refused to take part. The researchers found lower rates of family violence and other types of reoffending.
- A non-judgemental approach by 'Making Safe' staff was appreciated by men who were involved with the service.
- Distance between the accommodation and the family home was seen as beneficial by male clients in reducing the risk of further family violence. However, although those who use violence in their families had been removed from the family home, contact between them and their partner/family still occurred.
- A lack of accommodation for men who commit family violence may act as barrier to some women reporting violence to the Police or others who can help. A similar finding was reported during the 'Making Safe' evaluation.
- Australian research found that some men left their homes voluntarily when they had other housing options. In this research, the nine men who left did, at times, return to the family home, but did not behave violently. Children seem to be one reason men return.

- There may be both positive and negative financial consequences for women when the person using violence leaves the family home, such as ceasing mortgage or rent payments. As a counterpoint, some women may re-gain ownership of their finances that were previously controlled by their partner.
- Improving the service link between men's accommodation providers and men's family violence services could be worthwhile.
- 'Sanctuary' schemes have flourished in England over the last decade and have been adopted in parts of Australia.
- The components of a 'Sanctuary' scheme are available in Christchurch, provided by Aviva in the form of Shine safe@home.

## 6 Statistical Information

### 6.1 Introduction

This section presents information on the number of Police Safety Orders (PSOs) and Protection Orders (POs) that were issued and the number that were breached in the Canterbury district<sup>12</sup> over the years 2011 and 2012. Requests were made to both the Police and the Ministry of Justice for additional demographic and geographical information on 'protected' and 'bound' persons; however, only some of this data were available.<sup>13</sup> As an alternative, nationally available statistics have been included.

Information on the number of Orders issued, the number of Orders breached, and the demographic profile of the respondent/bound person, is valuable as it gives some insight into the possible level of demand for service, the characteristics of potential clients, and the type of facilities and other interventions that may be required.

### 6.2 Police Safety Orders

**Table 1: Police Safety Orders Issued and Breached in Canterbury in 2011 and 2012.** <sup>14 15</sup>

| Issued                            | 2011              | 2012 | Change | Breached             | 2011 | 2012 | Change |
|-----------------------------------|-------------------|------|--------|----------------------|------|------|--------|
| Canterbury <sup>16</sup>          | 515 <sup>17</sup> | 634  | +119   | Canterbury           | 50   | 52   | +2     |
| Christchurch area <sup>18</sup>   | 431               | 558  | +127   | Christchurch area    | 43   | 49   | +6     |
| Christchurch central              | 155               | 192  | +37    | Christchurch central | 22   | 21   | -1     |
| Northern Canterbury <sup>19</sup> | 176               | 244  | +68    | Northern Canterbury  | 7    | 20   | +13    |
| Southern Canterbury <sup>20</sup> | 100               | 122  | +22    | Southern Canterbury  | 14   | 8    | -6     |

The table shows that increasing numbers of PSOs were issued over the two years in three areas in the Canterbury Police district. The largest increase in the Christchurch area was in North Canterbury. This may reflect post-earthquake population changes in the northern-Christchurch area, and/or changes in Police practices.

<sup>12</sup> The NZ Police and Ministry of Justice have different geographical boundaries in their definitions of the Canterbury region.

<sup>13</sup> Police Safety Orders utilise these terms while Protection Orders use the titles 'respondent' and 'applicant'.

<sup>14</sup> Police Safety Orders were introduced on 1 July 2010.

<sup>15</sup> The time period for both years is the calendar year.

<sup>16</sup> Includes: Christchurch central, Mid- South Canterbury, Northern Canterbury and Southern Canterbury.

<sup>17</sup> The numbers under the heading 'Canterbury' also include Mid-South Canterbury, however, the Mid-South Canterbury numbers are not included in the table. This leads to a discrepancy when the numbers are tallied.

<sup>18</sup> Includes Christchurch central, Northern Canterbury and Southern Canterbury.

<sup>19</sup> Includes: Amberley, Airport, Culverden, Kaiapoi, New Brighton, Oxford, Papanui, Rangiora, and Waikari.

<sup>20</sup> Includes: Akaroa, Arthurs Pass, Christchurch South, Darfield, Hornby, Leeston, Lincoln, Lyttelton, Rolleston, and Sumner.

In relation to breaches, the table shows a small increase in reported breaches in the Christchurch area (comprising Central, North and South). Of note is the rate of breaches reported in the Northern Canterbury area that has more than doubled, while the number of breaches in Southern Canterbury dropped. Kingi et al. (2011:27) believe that breaches of PSOs are under-reported.

Regional information on the demographic profile of persons at risk or 'bound' persons is not available. However, national information (Kingi et al. 2011) shows that:

- 86% of persons at risk were women.
- 42% of these women were Māori, 40% European, 9% Pacific and 2% Asian.
- 89% of 'bound' persons were men.
- 44% of these men were Māori, 36% European, 11% Pacific, and 2% Asian.
- In 57% of the cases one or more dependent children lived with the person at risk.

The above findings are likely to be similar for the Canterbury area. However, ethnicity results, for both 'bound' and 'protected' persons, are likely to differ with a decrease in Māori and Pacific numbers and an increase in number of people identified of European descent.

Unfortunately, this national data gives no insight into how often the person using violence was affected by alcohol when Police attended a family violence event. Similarly, the age and employment status of male users of family violence is not available. There is no information on the average length of time a PSO was issued for, or where excluded people went to stay. It is not clear if, in their reports, Police aim to categorise the type of family violence they encountered (further discussed in [Section 7.8](#)).

### **6.3 Protection Orders**

In the Christchurch Family Court, 385 Protection Order (PO) applications were filed during 2011.<sup>21</sup> In the Canterbury region another 66 applications were made.<sup>22</sup> A total of 451 applications were received in the region for this one year period. An application for an Order can result in four outcomes:

- No Order granted
- A temporary Protection Order granted
- A final Order granted
- Both a temporary and a final Order granted.

During the year, 307 temporary POs were granted in the Canterbury area; 264 of these were in Christchurch. 250 final POs were granted in Canterbury; 215 of these were in Christchurch.

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<sup>21</sup> 1 January 2011-31 December 2011.

<sup>22</sup> This includes the Rangiora and Ashburton Family Courts.

During the period July 2011 to June 2012, there were 278 charges for breach of a PO.

During 2011 six temporary POs were granted as a result of breaches of PSOs.

Regional information providing insight into the demographic profile of 'respondents' is not available. However, however, for PO applications filed in 2011:

- 22% of national 'respondents' were aged between 16-25 years
- 28% were aged between 26-35 years
- 24% were aged between 36 and 45 years.

In 2011, in the Canterbury Family Courts, 'respondents' ethnicities were recorded as:

- 47% European
- 10% Māori
- 3% Pacific peoples
- 2% Asian peoples
- 37% unknown.

In relation to gender, 87% of 'respondents' in the Canterbury Family Courts were male, while 11% were female.

#### **6.4 Summary**

- In the 2012 year close to 900 Orders were issued in the Canterbury region that resulted in those who use violence in their families being excluded from their family home for varying periods of time.
- On average this is around 17 each week of the year.
- The majority of Orders were made against men.
- Although some of these men will have their own housing and live separately from their (ex)partners, the majority are likely to live with their families.
- A number of these Orders were made against men who live rurally, but the majority relate to men living in the Christchurch city district.
- With a projected increase in the region's population and continuing social marketing campaigns against family violence, calls to Police for family violence related incidents are unlikely to diminish.<sup>23</sup> Given that frontline Police have reported that they find PSOs a useful tool (Kingi et al. 2011) it can be expected that the rate of issue will not decline in the future.
- The level of PSOs and POs suggests enough potential demand for some form of temporary accommodation and related support for men in the Christchurch area.
- Operational strategies and service pathways that encourage and facilitate self-referral should be developed.

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<sup>23</sup> Current social marketing campaigns include White Ribbon Day and "It's Not Ok".



- National PSO data suggest that potential service users will be predominantly of Māori or European ethnicity. Just over half will have some connection to a child or children.
- Nationally, nearly 60% of persons at potential risk (where a PSO was issued) have children. Enabling the choice for women and children to remain safely in the family home will negate significant disruption to their lives and routines and mitigate other associated social risks (e.g. increased social isolation and homelessness)
- Women who are issued PSOs may benefit from a higher level of support than is currently provided.
- The national PSO data shows that 14% of persons at risk were men. This issue is discussed further in Section 17.12.

## **7 The Psycho-Social Characteristics of Potential Service Users**

### **7.1 Introduction**

To understand the needs of potential service users this section examines the childhood experiences of some men who use violence in their families. The implications of alcohol abuse and motivations for behaviour change are also considered.

### **7.2 Life Course History**

The observation that people who repeatedly engage in serious anti-social or criminal behaviour as adolescents and/or adults have experienced a range of familial and environmental adversities as children is by no means new. In Christchurch, Fergusson, Horwood, and Ridder (2005) found that adult perpetrators and survivors of violence in the Christchurch Health and Development Study had high levels of exposure to a range of social and economic disadvantages in their early lives. This revelation was congruent with other national and international research.

In further work Fergusson, Boden and Horwood (2008) expanded upon this finding noting that men who used family violence were more likely to have been raised in homes where they faced psychosocial and economic adversity. This included sub-optimal prenatal and perinatal health practices, frequent changes of caregiver, dysfunctional child-rearing techniques, harsh discipline/abuse and parental violence. Additionally, it was likely that these men began displaying adjustment difficulties from late childhood and had increased rates of alcohol abuse and dependence in their adolescence.

Corvo, Dutton & Chen (2008) note that men who use violence have a range of personality features, such as chronic anxiety and anger, which may be symptoms of the development of a 'fearful' attachment style during early childhood. In a previous study, Dutton (cited in Corvo et al. 119:2008) found that 45% of men who commit family violence met the criteria to be diagnosed with Post Traumatic Stress Disorder as a consequence of their childhood experiences.

This type of evidence suggests that some men who use family violence are likely to have a number of psycho-social needs.

### **7.3 Alcohol Abuse and Dependence**

“It won’t surprise any of you that many of the perpetrators were gamblers and alcoholics” (Edwards, 2004:2).

A recent review (Braaf, 2012) noted that a large body of literature gathered over many years has consistently found an association between alcohol abuse and family violence.

However, whilst an association between occurrences of family violence and alcohol use may be evident, the causative role that alcohol may have in causing family violence is debated (Braaf, 2012).

The finding of widespread alcohol abuse has three implications for services who work with men who use violence.

- Firstly, a rigid policy of refusing to take men who are affected by alcohol (immediately following an incident of family violence) will significantly reduce the potential number of clients to a point where it could make it uneconomical to provide a service. Concomitantly, it is arguable that some of these men will be amongst the group identified by researchers (Fergusson, Boden & Horwood, 2008) who have faced significant disadvantage throughout their lives and are in the greatest need of support.
- The second implication of high levels of alcohol use within the client group is that accommodation prohibiting the use of alcohol on the premises will need processes in place to manage the safe admission of men who are physically dependent on alcohol. It is possible that, during their time in the accommodation, some men may access and consume alcohol. This behaviour may be one off or episodic. It must be anticipated and mechanisms put in place to attempt to prevent access and mitigate associated risks, including alcohol withdrawal. This will require skilled staff, probably with some degree of health or medical knowledge and training.
- The third consequence is the need to ensure that clients are offered robust interventions to address problematic alcohol abuse or dependence. Successful treatment will contribute to a range of short and longer-term individual health benefits, as well as wider familial and societal benefits and, for some, reduce the potential risk of the future violence.

### **7.4 Turning Points**

Interviews with people using violence in their families (Hester et al. 2006) identified points in their lives when men were more open to change. These moments, called ‘triggers to change’ by the researchers, took place when the normal state of affairs was disrupted, for example, a partner or child refusing to follow the man’s expected pattern of behaviour, or a crisis resulting in police intervention or their partner leaving. The study found, for many of the men interviewed, it was the experience of loss, or the anticipation of loss, and the

realisation of the part they had played in triggering that loss, that acted as a spark for them to seek help. Loss of visits and contact with children were seen as a motivator for men.

Further research (Stanley, Fell, Miller, Thomson, & Watson, 2012) with 84 men, including 12 who used violence, some at high risk of using violence, and non-violent men, confirmed that the potential effects on children experiencing family violence was a powerful motivator for behaviour change. The authors' note that "children were viewed as invested with an emotional currency which outweighed all other factors" (Stanley et al. 2012:1311). The possibility of losing a relationship was also seen by participants as a reason for reducing the use of violence in their families.

Recently Sheehan, Thakor, & Stewart (2012) reviewed qualitative studies that examined the circumstances or factors that lead users of family violence to decide to change their behaviour, aiming to identify key 'turning points' for men. After examining six relevant articles Sheehan et al. found four turning points that encouraged men to change their behaviour. The first related to the occurrence of a specific situation, for example, loss of family, or Police/legal involvement that acted as kick-start for the process of change. As the authors state, these events seem to act as a 'wake-up call' to some men. The second 'trigger for change' was associated with men being accountable for their behaviour by being honest and not denying or minimising what took place. The third turning point related to the development of new interpersonal skills that improved communication with others and helped men identify and manage their feelings. The final factor was associated with the benefits that flowed from having positive relationships with group facilitators and other men in the group.

## **7.5 An Integrated Support Service**

A further report (Respect, 2010) identifies the importance of providing support to those living with family violence at the same time as services to those using violence, highlighting three risks presented by the unilateral delivery of services to the latter group. Firstly, service providers will not know if family violence is continuing. Secondly, those who use violence can give misleading information to their families, for example telling them that the staff have said they are to blame for what has occurred. Thirdly, those who experience violence do not know if their partner is attending the programme. Contextually, the paper focuses on the delivery of therapeutic programmes to those who use violence; nonetheless its message to deliver support to the entire family, not just part of the family, is very relevant. In relation to the safety and wellbeing of those who experience violence, the paper also notes that programme staff are often provided with valuable signs of risk by their clients and that gathering and analysing information and taking appropriate action, based on these signals, can significantly improve the safety of family members.

## 7.6 Treatment Programmes

An attempt to understand the efficacy of treatment programmes for men who use violence makes for inconclusive reading. A 2006 review found that treatment programmes produced inconsistent results (Sartin, Hanse & Huss, 2006). This conclusion is more positive than Corvo's (2008: 121) observation that "in general this is the dismal conclusion of evaluators of DV interventions: either little or no effects on violent behaviour result from standard model interventions." A 2008 Australian review of selected domestic and family violence prevention programmes also came to similar conclusions. The authors cite a meta-analysis that found that those with a history of family violence who participated in Cognitive Behavioural Therapy or treatment based on the Duluth model had a 35% chance of recidivism, while those who did not receive any intervention had a 40% chance of recidivism (Loxton, Hoskinh, Stewart Williams, Brookes, & Bayles, 2008:13).

Within New Zealand, the former Principal Family Court Judge has also questioned the value of treatment programmes for those who are violent within their family (Boshier, 2009). In his 2009 speech at a Domestic Violence Hui, he cites research from 2000 that found a range of positive outcomes for men who attended a community based stopping violence programme, including a decrease in the frequency of their violence (McMaster, Maxwell, Anderson, 2000). However, he then raises some caution about the findings. His unease has its genesis in the review of programme efficacy undertaken by Robertson (1999).

A 2012 literature review undertaken by the Department of Corrections on community based domestic violence interventions in New Zealand noted that only four evaluation studies have been undertaken and their methodology was not particularly robust (Slabber, 2012). In relation to international reviews, Slabber sums up the situation by stating, "Overall literature is consistent in suggesting that domestic violence programmes at best have a small positive impact on offending." (Slabber, 2012:10).

Some professionals have disputed such findings, saying they do not reflect their more positive, on-the-ground experiences. They argue that, given the limited funding provided, programmes achieve above their weight, and that it is unreasonable not to take into account the wider intervention environment within which programmes operate. Criticism is reserved for treatment programmes, while other components of the system go unevaluated (Carter, 2010).

In support of those who deliver interventions other research has found positive results in the reduction of violence by men who have completed a programme (Tollefson, Webb, Shumway, Block & Nakamura, 2009; Hetherington, 2009; Respect, 2010).

In 2009 a group of American experts came together to discuss how to improve interventions and design research that better informs day-to-day work (Carter, 2010). One area where there was widespread agreement between the experts was that treatment programmes work for some men, although there was no agreement on the percentage of men who stop

their violence as a result of taking part in a programme. A similar conclusion was reached by Edleson's (2012) review of the literature.

## **7.7 Summary**

- Services for men should be developed and provided within the context of the whole family.
- Police intervention, the potential loss of access to children, and/or the potential loss of an intimate partner relationship, may present a 'turning point' for some men.
- A number of potential clients are likely to have experienced chronically unstable, disrupted, dysfunctional and damaging childhoods. Some may be symptoms experiencing post- traumatic stress disorder, including anxiety, irritability and anger. As a result, some may benefit from specialist mental health service intervention and support.
- A number of clients will be economically disadvantaged due to low occupational income or unemployment. There will be a need for assistance in this area.
- A significant proportion of clients are likely to require some form of alcohol and drug treatment ranging on a continuum from brief interventions to professionally managed community-based detoxification.

## **8 Men's Accommodation Services in New Zealand and Australia**

### **8.1 Introduction**

This section explores the short-term and crisis accommodation services available for men in New Zealand and Australia, including their service model, philosophy, learning, levels of demand, and associated risks.

### **8.2 New Zealand Services**

#### **8.2.1 Eastern Women's Refuge**

Eastern Women's Refuge is located in South Auckland. Recognising the need for services for men, the organisation began a journey in 2008 to establish a men's caucus. Their aim was to identify and initiate complimentary services for men who use violence. In 2012 the group embarked on a process to develop and implement a residential service for men. At one stage two opportunities for funding heightened staff and community expectations that a service could soon be established. However, offers of funding did not materialise. At the time of writing, staff were conducting research to identify men's service needs.

#### **8.2.2 Franklyn Village**

In Nelson, a comprehensive service is offered to men who are served with a PSO. Currently this service includes a self-contained bedroom at Franklyn Village (an old nurses' hostel) available to men who have been required to leave their home by a PSO. One night's free accommodation is provided. In addition, men who stay are offered two free debriefing sessions and can access a 24/7 crisis help line. All these services are provided by The Male Room. The accommodation and debriefing service has been available for around 22 months. After a slow start while building its profile, the service has experienced increasing demand from men and/or referrals from Police. With increased funding associated agencies intend to further develop these supports.

#### **8.2.3 Nurturing the Future Trust**

Based close to Greymouth, the Trust takes a community development approach to its work and offers a range of social services to individuals and families from a hub. Recently the Trust was gifted a four-bedroom house that can be used for three years. Their plan is to develop an accommodation service for men who are involved in perpetrating family violence. At the time of writing, the Trust was establishing the philosophy of the home and working on policies and procedures to ensure its safe operation. The house will be developed with the involvement of men and women.

#### **8.2.4 South Auckland Refuge for Men with Families**

This service is located in Manurewa. It provides short-term accommodation and support for men and their children who have had to leave their homes because of violence. The service is run from a family home and consists of two furnished bedrooms. The refuge was first established in West Auckland in 2006, but then moved to East Auckland before settling in

South Auckland. The service is provided at no cost to service users. The owner and manager of the property advised that he receives frequent calls to check availability and that he does not advertise as demand would surpass supply.

### **8.2.5 Te Whare Tu Wahine**

Te Whare Tu Wahine is located in Gisborne. In 2010 the organisation opened a three-bedroom, six-bed, temporary accommodation service for men. There is no fixed length of tenancy, with men staying, on average, for approximately 1 month, with younger men often needing to stay longer. The house is provided to Te Whare Tu Wahine by Housing New Zealand for a minimal cost. Due to funding restrictions there are no residential staff. However, a male social worker is involved with each resident, working with them to formulate a plan. The social worker also visits each morning to check how things are going. There is an expectation that the men who stay are motivated to positively change their behaviour. The men living in the house are expected to make a financial contribution and to take responsibility for all daily living activities such as cleaning and meal preparation (guests are expected to provide their own food). The house is fully furnished and a supply of donated clothing and furniture is stored for client use.

As well as men who use violence, the house has attracted male survivors of violence. Staff do not allow these clients to occupy the house together. For safety reasons no children are permitted to stay in the house. This has presented some difficulties for men with childcare responsibilities who have stayed in the house.

The house has a firm entry criteria and no man is permitted to enter if intoxicated. Men who have been issued a PSO and are affected by alcohol are directed to other accommodation. Once sober they may be admitted. Strict operating rules are enforced and illegal behaviour is not tolerated. Men have been evicted for alcohol and drug use. Since opening there have been no problems in relation to guests using violence. The address of the home is kept confidential to prevent friends or associates from visiting. Staff have observed that men are more likely to act in a supportive manner towards each other when different aged residents are present.

During the day many of the men attend work. Those who are not employed are kept busy by the social worker in voluntary community tasks or work preparation and search activities.

There is an acceptance that, at times, men in the home will go out and socialise. If they use alcohol or drugs they are expected to stay with family or friends for the night.

The Manager felt that the service had prevented men from breaching the conditions of their PSO or PO.

At times the house has been empty. On these occasions staff members make an effort to utilise it. For example, on one occasion they provided accommodation to a woman with an older child who was unable to stay in the women's safe house. On the odd occasion, while



empty, the house has been vandalised and attempts made to break in. This has prompted the organisation to consider installing a live-in manager.

The community, Police and the Community Probation Service have a positive view of the home and see it as a useful resource. The Manager sees the home as a valuable asset and states that there have been positive changes in some high risk clients who have used the service. The Manager has received letters from former clients, and/or their families, thanking them for helping with behaviour change. A close relationship with the local Work and Income office has been valuable.

The service has not been formally reviewed or evaluated.

### **8.3 Australian Services**

Twelve Australian organisations and one English agency were contacted and asked for details on their accommodation services for men. Five Australian agencies responded to the request.

#### **8.3.1 Child and Family Services**

Based in Victoria, this agency provides an emergency accommodation programme and case management service for men who have been removed from their homes by Police after a family violence incident. Police take men to motels for an overnight stay. Contact is made with the men by the Child and Family Service's men's case management worker to offer a variety of supports. Men are encouraged to attend a behavioural change programme. The men's emergency accommodation service has not been evaluated.

#### **8.3.2 HomeGround Services**

HomeGround Services are based in Melbourne. They have established relationships with a number of motel/hotels and are funded to pay a few nights' accommodation for men who have been removed from their family home after the use of violence. Men are offered the opportunity to participate in a behavioural change programme. The accommodation provider sends an invoice to HomeGround Services. This service has not been evaluated.

#### **8.3.3 Centre for Non-Violence**

The Centre for Non-Violence is located in Bendigo, Victoria. They offer accommodation to men as part of their case management system. This service has been evaluated; however, the results have been kept confidential by the State Government.

#### **8.3.4 Wesley Mission Victoria**

The Wesley Mission, located in Victoria, is funded to arrange and pay for short-term accommodation for men. They have secured two permanent bedrooms in a boarding house. Police take men there. Men are advised that the next morning they can meet with a worker to help them find longer-term accommodation. Apparently most men do not take up this opportunity. Although they would like to further support these men, the Wesley Mission is

not funded to follow them up. The service has not been evaluated. The staff member the author corresponded with said:

‘For us, if the room is being utilised, then I believe the program is assisting to improve outcomes/safety for women, as women feel better if the perpetrator has somewhere to go, the perpetrator is less likely to return to the home to harass the woman (and children) again if he has somewhere to go, the police feel better (and are more likely to issue a safety notice) about removing someone if they have somewhere to place them.’

### **8.3.5 Cooling Off Houses**

In some remote communities in Australia ‘Cooling Off’ houses are provided for Aboriginal men (Arney & Westby, 2010). It was very difficult to find any information on this initiative. There is a report (Tually, Faulkner, Cutler & Slatter, 2008:49) that one of these programmes had been evaluated by a New South Wales based service, the Maari Ma Health Aboriginal Corporation (MMHAC), and found to be effective. The author contacted MMHAC, however, was advised that the report was incorrect and the organisation had not reviewed any ‘Cooling Off’ houses.<sup>24</sup>

## **8.4 Summary**

- The concept of temporary accommodation services for men using family violence is still relatively new. A 2006 report from Australia noted that the concept was in its early days internationally.
- Gisborne and Nelson are the only locations in New Zealand where an accommodation and support service for men using violence in their families have been successfully operating for some time.
- The Gisborne based service has developed clear policies and enforces strict boundaries to manage men who come into the service.
- Te Whare Tu Wahine’s men’s house and the Male Room’s Franklyn Village model offer prototypes for other organisations that may wish to develop a men’s accommodation service. Two very different approaches are available to compare and contrast. Their benefits and disadvantages can be assessed.
- The services in Gisborne and Nelson have not been evaluated or reviewed.
- There is a service in Auckland for men and their children who are leaving violent partners.
- One agency in Greymouth has just commenced an accommodation service for men.
- One agency in Auckland is researching the possibility of starting a service.
- There are short-term accommodation services in Victoria, Australia. The efficacy of one of these services has been evaluated though the results are

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<sup>24</sup> Personal correspondence with Director Corporate Services. 31 July 2013.

not publically available. The State Government has continued to fund the programme.

- 'Cooling off' houses are available to indigenous people in some rural parts of Australia.
- Service providers in New Zealand suggest that services for men need to be developed by men.
- Services for men should have an identity and branding that is separate from women's services.
- There is an opportunity to form some sort of alliance or partnership with other services who work in this unique area.

## 9 The Canterbury Context

### 9.1 Introduction

This section considers the unique factors arising from the devastating 2010/2011 Canterbury earthquakes that may have implications for any future men's accommodation service model.

### 9.2 Consequences of the Earthquakes

The 2010/2011 Canterbury earthquakes had significant and, in places, devastating effects over a wide range of domains. At the most serious they caused deaths of 185 people and thousands of significant life changing injuries. On a macro-level residential property, vital infrastructure, and education, religious, sporting, and cultural facilities were damaged or destroyed. A large number of businesses, particularly in the Central Business District, were significantly affected, with many being forced to close. On an individual, familial, and community level people suffered a variety of consequences; for example damaging impacts on physical and mental health, loss of housing, loss of employment, changes to children's schooling and financial hardship.

Following the earthquakes, some agencies operating in the family violence sector reported noticeable increases in the numbers of people seeking help. This experience resonates with national and international literature that reports an increase in the numbers of women seeking help for family violence post-disaster (Sety, 2012; Adams & Adams, 1984). New Zealand research found that after a flood in the North Island organisations reported “a threefold increase in workload for the refuge and government welfare provider which works with domestic violence clients, and a doubling in workload for Police and victim support” (Sety, 2012:3).

Experts have indicated that the Canterbury region can expect to experience on going aftershocks, of diminishing intensity, for many years.

### 9.3 Accommodation Supply

The earthquakes had a significant effect on Christchurch's residential housing stock and accommodation options. A Ministry of Building, Innovation and Employment report (2013) found that:

- Greater Christchurch has lost around 11,500 homes.
- House prices and rental costs have increased. At the time of writing, Christchurch house prices had risen 13% since August 2010.<sup>25</sup>
- The rental housing market is very competitive. The number of properties available for low income earners has decreased significantly.

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<sup>25</sup> As a comparison Auckland has risen 16% over the same period.

- The price for new average weekly rentals has increased more acutely than house prices and at a faster rate than in other areas in the country, including Auckland.
- There is a decline in the availability of lower priced rental accommodation.
- There has been an estimated loss of 254 lower cost inner city bedsits and flats.
- Inquiries with 13 holiday parks found most were full and turning people away on a daily basis.
- The Christchurch City Mission has experienced an increase in demand for beds at their men's night shelter.
- People who are housed by Non-Government Organisations on a short or medium term basis are remaining longer than before the earthquakes.

These types of findings were replicated in a post-quake survey of 365 Christchurch City and Waimakariri based tenants undertaken by the Tenants Protection Association (Gartner, 2013).

To reduce pressure on the housing market the Government took a number of steps including opening three temporary housing villages and setting out a repair and rebuild plan for State provided houses. The goal is to construct 700 new homes by 2015 and have 5000 houses repaired by 2016 (Sowry, 2013).

With the staggered arrival of workers over the next few years<sup>26</sup>, a projected increase in the region's population, the peak of repair/rebuild work likely to occur over 2014/2015 and the prediction of no increases in the Official Cash Rate until well into 2014, it seems unlikely that the pressure on accommodation in the Christchurch area will ease in the medium term.

A lack of affordable and accessible accommodation has a variety of serious consequences for both those who use, and those who live with, violence. For example, couples who wish to end their relationship may decide to remain together because alternative accommodation is difficult to secure; overcrowding coupled with other stress may, in some cases, increase the risk of violence; and those living with violence may be reluctant to seek help if they believe their partner may be excluded from the home and have difficulty finding somewhere safe to stay.

#### **9.4 Psychological Wellbeing**

In late 2012 a survey was undertaken by the Mental Health Foundation and the Canterbury District Health Board. The results paint a picture of how Cantabrians, at the time, were coping in the aftermath of the earthquakes. The survey uncovered both positive and negative results. As part of the survey the authors included five questions developed by the World Health Organisation (WHO-5 Wellbeing Index) that gauged emotional welfare. These self-rated questions were administered to 800 people across Canterbury. Although the

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<sup>26</sup> A 2011 Department of Labour report estimates that around 35,000 jobs could be created by the rebuild.

findings need to be interpreted with care, they suggest that emotional wellbeing was not high across the greater Christchurch population and that there may be a number of people experiencing potential mental health problems.

This revelation will not come as a surprise as it resonates with reviews of international literature and similar findings from other local research (Gluckman, 2011; CERA, 2012). Of concern is the warning sounded by Australian disaster psychology expert, Dr Robb Gordon, who believes that that the third and fourth years following a disaster can be the most difficult for people's levels of stress (Carville, 2013).

The association between widespread elevated rates of living stress and family violence is not clear, but it seems reasonable to anticipate that for some family relationships, the extra pressures arising from the effects of the earthquakes may increase the risk of family violence.

## **9.5 Summary**

- Competition for housing and accommodation is very high in the greater Christchurch area. A significant proportion of lower cost accommodation has been removed from the Christchurch market and camping grounds are reportedly full.
- High levels of demand for housing will continue as migrant workers and their families continue to move to Christchurch seeking opportunities through the rebuild. From both New Zealand and overseas, many migrant families have little in the way of wider family support.
- The shortage of accommodation is impacting on couples wishing to end their relationship.
- Housing availability pressures may make it difficult to find alternative housing for men in a temporary accommodation service.
- Surveys designed to measure the emotional and psychological wellbeing of the Canterbury population indicate that significant numbers of people continue to struggle as a result of the earthquakes.
- According to an international expert the third and fourth years following a natural disaster can be very difficult.
- National and international research has shown elevated rates of family violence following a natural disaster.
- Widespread chronic stress may increase the risk and incidence of family violence.

## 10 The Needs of Children

### 10.1 Introduction

Acknowledging the fact that “the welfare and interests of the child and young person shall be the first and paramount consideration” (Section 6 of the Children Young Person’s and their Families Act 1989), this section considers men using violence within the context of their families.

Currently, children with a parent excluded from the family home by a PSO do not have the opportunity to attend a government funded child witness programme. The provision of a range of child-centred services, including alternative accommodation support for fathers using violence in the family home, has the potential to improve health and psycho-social outcomes for children.

### 10.2 Men as Fathers

Men’s violent behaviour has consequences not only for their partners and themselves, but also for children who experience or witness such behaviour. A number of studies have detailed the adverse long-term outcomes that can be experienced by children exposed to severe and frequent parental violence and/or harsh physical punishment (Fergusson & Lynskey, 1997; Fergusson & Horwood, 1998; Koenen, Moffitt, Caspi, Taylor, & Purcell, 2003).

The relationship between children and fathers who perpetrate family violence is complex. Perhaps not surprisingly, research has shown that, when asked, children have a mix of feelings about their father. Some feel disdain and a loss of trust and respect, while others report feelings of love and loyalty (Murphy, Paton, Gulliver, & Fanslow, 2013).

A key tenet of behavioural psychology, of which Social Learning Theory is one strand, is that human behaviour is learnt and, over a period of time, becomes ingrained as part of a person’s behavioural repertoire. Although there is some controversy about the causal role that social learning plays in the intergenerational transmission of violence (Corvo, Dutton & Chen, 2008) this theoretical perspective has guided many family violence studies. Indeed local research (Fergusson et al. 2008) showed that many male users of violence were raised in households where they witnessed acts of violence between their caregivers. A recent report (Murphy et al. 2013) noted that some violent fathers use sub-optimal parenting styles that can have adverse outcomes for their children. The same report also cites a number of studies that have found high levels of child abuse co-existing with parental violence. Interviews in England with fathers who use violence showed that children can be a motivating factor for positive change (Hester et al. 2006; Stanley, Graham-Kevan, & Borthwick, 2012; Stanley et al. 2012).

In [Section 6.2](#), it was noted that in a national study, 57% of cases where a PSO was issued children were connected to the address attended by the Police. It is not clear from the data what the relationship was, but in many cases it is likely that the men were either the fathers of these children, or acting in some form of parenting role.

This type of evidence adds weight to the proposal that the needs of children, and their relationship to and with men who use violence, must be considered in the purpose, design, development, implementation, management and evaluation of men's services, including alternative accommodation support. Where effective child and youth services are already operating, consideration should be given to the interface between these and any men's accommodation support service – of whatever model.

For men in an active parenting role, either supervised or unsupervised, careful consideration will need to be given to how a positive parenting relationship between male clients and their children might be facilitated. With the needs and interests of the child being paramount, and subject to the purpose, aims and model of any men's accommodation service, further detailed multi-stakeholder discussion will be required to inform and determine this. However, there may be an opportunity for the agency managing and delivering the service to become accredited as a provider for supervised contact.

### **10.3 Support for Children**

As well as potentially assisting and encouraging men to think about how their behaviour, lifestyle, and approach to parenting impacts on their children, there is also an opportunity to offer support to children themselves. Currently, a variety of therapeutic/educational programmes are available to children whose parents are involved in Family Court processes. The possibility and potential benefits of linking a child, whose father enters the accommodation service, to such interventions should be explored.

### **10.4 Summary**

- A wide range of evidence shows that children can experience sustained effects and harm from experiencing and witnessing family violence. Whilst providing a range of effective services to address fathers' use of violence is in the interest of children, other harmful parental practices will continue to undermine child wellbeing and development if not also addressed
- Though contested by some, the proposition that violence is learnt in childhood and carried across generations is generally accepted as significant contributory factor in the aetiology of family violence
- Research with men who use violence in their families reports that the risk of losing contact with their children can act as a turning point for positive change
- Many men who may utilise an accommodation and support service will have children. The needs and interests of children and their paternal relationships must therefore be considered in the design, development, management and evaluation of any service and appropriate standards, policies and procedures developed and implemented
- Where effective child and youth services are already operating, consideration should be given to the interface between these and a men's accommodation support service – of whatever model.



## 11.0 The Perspective of Women who have Experienced Violence

### 11.1 Introduction

This section presents and discusses the feedback and opinions of 35 women who have experienced violence from a male partner during their adult life. Five women participated in an in-depth interview, while a further 30 provided answers to a series of short questions designed to gauge their level of support for an accommodation facility and support service for men using family violence. (See [Appendix I](#))

Five women responded to the questions in an interview with the author and seventeen responded in small groups. The administration of the questionnaire was facilitated by the author and/or female staff members from Aviva. Eight questionnaires were completed with women during a phone conversation with female staff members from Aviva. Finally, five questionnaires were completed with a group of women with a female staff member from the Battered Women's Trust.

### 11.2 Thoughts of Women

Participating women were asked five questions. Their answers to the first three questions are discussed below and set out in Table 2.

The first question aimed to identify if, in the opinion of respondents, the availability of alternative accommodation and support services for men could make it easier for women to report an incident of family violence. During discussions with women some had suggested that a lack of accommodation, if the user of violence was removed by Police, could be a barrier for some women calling the Police, or seeking other forms of support. The answer to this question showed that 28 out of the 35 women (80%) indicated that the existence of some sort of accommodation and other support would make it easier for them to seek help.

*'I think it's a great idea as it could mean more women would feel safe to ring the Police and ask for help-before it's too late.'*

The second question asked women, knowing their partners as they did, if they thought he would be open to the possibility of accessing some form of temporary accommodation if he was excluded from the family home. Eleven out of 35 women (31%) indicated that their (ex)partner would be, while 13 (37%) said he would not. Ten women (29%) were uncertain.

*'He said I'm not staying in a dormitory.'*

*'His attitude was that he would stay in the house. He wouldn't go to accommodation. He didn't believe that he was doing anything wrong. He had no guilt.'*

The third question invited women to reflect on their knowledge of their partners to consider if alternative accommodation support might stop him from returning to the house if she didn't want him to after he had been excluded by the police. Of the 35 women who answered this question, 16 (45%) reported that this form of support may prevent breaches

by returning to the family home. Nine women (26%) reported that it would not prevent him from returning to the home, and 8 women (23%) were unsure.

**Table 2: Women’s Responses to Three Survey Questions (Number: 35).**

| Questions   | Yes               | No  | Not Sure | Not Answered |
|---|-------------------|-----|----------|--------------|
| If you knew there was somewhere safe for your partner to stay where he could get help would that make it easier for you to call the Police or ask for help for yourself?          | 80% <sup>27</sup> | 9%  | 11%      | 0%           |
| If the Police forced your partner to leave the house for a few days, knowing him as you do, do you think he’d be open to the idea of going to stay somewhere that could help him? | 31%               | 37% | 29%      | 3%           |
| If the Police did make your partner leave the house and he had somewhere helpful to go, do you think this might stop him from returning to the house if you didn’t want him to?   | 45%               | 26% | 23%      | 6%           |

### 11.3 Additional Supports and Services

The fourth question asked women to suggest supports or services, in addition to accommodation, that should be offered to their ex-partner/partner to assist him. Six themes emerged:

1. The user of violence may not be open to receiving any sort of support or intervention.

*‘It depends do they want the help? Do they deserve the help? Would they respect it? Would they acknowledge the issues?’*

*‘The Police have been really good with us, I wish he would want help, I think it is an age thing. He is too young to think getting help is ok.’*

*‘I think this is a good idea but I don’t think these men would use this service because they aren’t the problem, she is!’*

2. Respondent is unsure.

*‘I honestly don’t know as stopping violence courses didn’t work. Needs education.’*

*‘In my situation he wouldn’t consider help services because he doesn’t care, he doesn’t think he has done anything wrong and he needs mental help but he doesn’t see anything wrong anyway.’*

<sup>27</sup> After answering “Yes” one respondent added the words “if it was compulsory”.

3. Education that helps men to learn about healthy and positive relationships, effective parenting, and role modelling for children. Interventions that help men using violence understand the consequences for all family members.

*'He needed to understand how much his behaviour and actions impacted on the lives of his family. For example, the children wouldn't sleep on their own. It took years to get them to sleep in their own rooms.'*

4. Stopping violence and anger management.

*'Information on anger management course that is offered so not so anti attending when sent to attend.'*

*'He had a problem controlling his anger. I told him to leave the house and get help with anger management.'*

*'They need man groups, teach them it is ok to be angry, but not ok to lash out.'*

5. Drug and alcohol interventions and mental health treatment.

*'He needed professional help. I think he had mental health issues. But he never had an assessment during the time he was involved in the justice system.'*

*'I think he has Bi-Polar Disorder, anger issues, and maybe depression.'*

*'There was one time when he became annoyed that I would not drive to buy more alcohol.'*

*'After drinking more homebrew the landlord confronted him about his behaviour towards me. He then attacked and assaulted the landlord. The Police were called and he was arrested.'*

6. Therapeutic work offered to individual, couples and/or the family.

*'Addressing upbringing and inherited dysfunctions.'*

*'Counselling, rehabilitation. But he didn't get there-he didn't want to.'*

At a macro-level one woman suggested that society needs to have a 'zero tolerance' for violence.

The suggestions offered by women are very similar to those proposed by the men and staff members interviewed and described in [sections 11 & 12](#).

The final question invited women to provide any other feedback on the idea of accommodation and support services for men that they wished:

*'It is long overdue, this idea is so inspiring. Instead of a plaster on stitches, or an ambulance at the bottom of the cliff, this idea promotes prevention rather than cure. Well done!'*

*'Having somewhere to go would be great, and knowing what is there for them.'*

*'Accommodation away from mums-concerns about bumping into men.'*

*'Based on past experience and what I know it would require strong staff to ensure that a culture of 'its ok' didn't continue. Men need to be held accountable for their actions. Equally, hurt people, hurt people. Men need to feel safe, not backed into a corner, and to hold onto some mana.'*

*'It's needed in Christchurch. Men need support too.'*

*'Would be easier for the man to leave instead of mum and kids having to leave. Find place. Child out of their own room and their stuff. Moved further away from school. I think it is better to keep things as normal as possible for the child and woman and for the man to leave for his actions.'*

*'Some men are not willing to listen to reason so offering them support services may not help. But it would be good for others.'*

*'Comfortable housing could be an enabler for bad behaviour. Not having anywhere to go could act as a barrier to behaving badly. Need to have conditions attached to their stay in the accommodation.'*

*'It's a fantastic idea, it could prevent a lot of things and heal things a lot sooner if their eyes are opened to the other side of things.'*

*'It would have been good for him to get help in the first few weeks-this is when they are in shock over what they have done.'*

#### **11.4 Summary**

- Of the 35 women who participated in the research, the majority (80%) reported that knowing there was somewhere suitable for their partner to go if he left the family home, or was excluded by legal action, would make it easier for her to call the Police or ask for help.
  - Women respondents were divided between those who thought their partner would not be open to the idea of staying somewhere that could help (37%), those who thought he would (31%), and those who were unsure (29%).
  - 45% of women thought that having somewhere helpful to go would help to stop their violent partner returning to the home if he was required to leave by the Police. 26% thought it would not help and 23% were unsure.
  - Women suggested a number of different interventions for their partners. Developing their understanding of healthy relationships was a popular suggestion.
  - Women's suggestions for support were similar to those proposed by men and professionals.
  - Generally, women were positive about the concept of an accommodation and support service for men, most particularly because it would make it easier for women to ask for help.

## 12 The Perspectives of Men as Potential Service Users

### 12.1 Introduction

This section present and discusses the perspectives of 33 Christchurch men who have used violence in their families, all of whom were Court-mandated participants in a therapeutic programme aimed to reduce their future use of violence. Most would have entered their programme after being named on a Protection Order. The men provided answers to seven questions. (See [Appendix II](#))

### 12.2 Survey Questions

The first two questions explored men’s openness to the idea of going somewhere safe, where they could get help and support, if they were required by the Police to leave the family home, and whether such assistance might help them stick to the conditions of an Order. The third question explored men’s experiences of how easy it has been in the past to find somewhere else to stay when they had left home after problems. The fourth question asked them to consider whether the people they had previously stayed with had challenged them to think about their behaviour and actions.

**Table 3: Men’s Responses to Four Survey Questions (Number: 33)**

| Questions   | Yes/Easy            | No/Sort of Easy   | Not Sure/Hard |
|---|---------------------|-------------------|---------------|
| If you were required by the Police to leave the house for a few days (via a PSO or PO) would you be open to the idea of going to stay somewhere safe where you could get some help? | 78%                 | 10% <sup>28</sup> | 12%           |
| If you were somewhere safe and getting support, do you think that it might help you stick to the conditions of the Order?   | 94%                 | 3%                | 3%            |
| In the past when you have left your home, after problems, how easy was it to find somewhere to stay?  | 30.5% <sup>29</sup> | 39%               | 30.5%         |
| When you think of people you have stayed with when you have left your family home (after problems), were they people who challenged you to think about your behaviour and actions?  | 45%                 | 45%               | 10%           |

A significant majority of men (78%) reported being open to the idea of going to stay somewhere safe where they could get help if required by the Police to leave the family home, with 94% reporting that such assistance might help them stick to the conditions of an Order. Men were more divided on how easy it had been in the past to find alternative accommodation when they had left after problems; 30.5% reported that it had been ‘easy’,

<sup>28</sup> One man had his own house.

<sup>29</sup> One man had his own house.

39% reported that it had been 'sort of easy' and 30.5% reported that it had been 'hard'. In response to the question about being challenged to think about their behaviour and actions by those they had previously stayed with, 45% reported that this had happened and 45% reported that it had not.

### **12.3 Additional Supports and Services**

When asked what additional supports and services could be useful whilst in alternative temporary accommodation, many respondents highlighted the importance of having someone to talk to:

*'Someone to talk to about issues-support.'*

*'Just someone to listen, someone older.'*

*'Somebody to talk to.'*

*'Just talking through any issues I might be feeling at the time with someone supportive.'*

*'Money, someone to talk to about what's happening.'*

*'Having access and advocacy to counselling, benefit rights, legal rights, place for kids to visit/play.'*

A smaller number of respondents identified other supports:

*'Addiction services, counselling in relationships, work broker, fitness and self-esteem groups.'*

*'Help with anger and solutions.'*

One man indicated that he was unsure what other support he would require.

One man asked whether he would be allowed to stay in the accommodation with his son. He said that he had the custody of his son, liked the idea of the service, but could only go if he could take his son.

### **12.4 Support to Abide by the Conditions of Legal Orders**

Question six asked the men to identify support, if any, would help them follow the conditions of a PSO or PO. However, this question was not well answered, with many either responding 'no' or answers that are difficult to interpret:

*'Rules'*

*'Enforced by Police'*

*'Belief.'*

*'A heart of stone.'*

*'Nothing.'*

Others suggested:

*'Not to drink.'*

*'Positive people and positive surroundings.'*

*'Someone to talk and explain.'*

## **12.5 Other Comments**

Question seven invited the men to say anything else they wished to about the idea of alternative accommodation support and the following was offered:

*'I think any support would be helpful when you are in this position as if it is there for you and freely available the problems aren't so bad. So if they are all under the same roof, i.e. anger management, all types of counselling, mental health and a safe place to be heard. Where everyone is all in the same place.'*

In response to the question 'Do you think it would be utilised?': *'Yes, if people know of the service, I reckon if blokes know it's there, they would leave before it got too bad.' 'I think I've always done it by myself and it has worked. Don't know about support services. Maybe look at what the woman's done to us much as what I've done.'*

*'I think it's a really good idea and may bring the balance back rather than having everything available for the woman.'*

In response to the question 'Do you think there is a need for this type of service?': *'Yes definitely, where else can you go?. It would be good to have somewhere to go that was friendly and non-judgemental. Also having positive feedback.'*

*'Got my own place-who gives a shit.'*

*'Needs to be done.'*

*'Financial problems, not being able to pay my bills and food.'*

*'A good idea for those in need of these services.'*

*'Yes a good idea.'*

*'It would help a lot of people.'*

*'Own space if you want it, communal area single rooms, play area for kids so you don't lose contact, kitchen, what if you have pets?'*

*'I think this is a really great idea and it is about time, more idea likes this would work in the right place.'*

*'Any support while taking time out is awesome!'*

*'Get Corrections more involved inside and out, not just to be the law enforcers.'*

*'Need more for men to help them with life skills.'*

In response to question 'Should the accommodation be staffed in some way? If so what should this look like?': *'Yes, but they should not be policemen they should be professional, understanding, should be 24 hours or access to someone on phone.'*

## **12.6 Summary**

- Of the 33 men who participated in the research, the majority (78%) reported being open to the idea of going to stay somewhere safe if they were required to leave the house by the Police.
- 93% reported that assistance with temporary accommodation and other support would help them stick to the conditions of an Order.
- 69.5% of men reported that it was either 'easy' or 'sort of easy' to find alternative accommodation after leaving the family home in the past; 30.5% reported that it was 'hard'.
- 45% of men reported being challenged to think about their behaviour and actions by those they had previously stayed with; 45% reported not being challenged.
- When asked what type of additional support would be helpful, the most common response was 'someone to talk to'.
- Overall, male respondents were generally positive about the concept of alternative temporary accommodation support.



## 13 Perspectives from the Sector

### 13.1 Introduction

This section presents and considers the perspectives of 77 Christchurch-based social, health, and justice service professionals who currently do or have worked with people being harmed by and/or using family violence.<sup>30</sup> Participants were asked to respond to 11 questions that explored the need for an alternative accommodation service for men using violence, potential levels of demand, configuration options, and associated risks.<sup>31</sup> Kaupapa Maori services were asked additional questions about the accommodation needs of Maori men and how these might be met. Organisations that provide services to men with a Pacific nations' heritage were also asked about how the special needs of Pacifica men might met.

In section 12.2, Table 4 presents respondents' answers to key questions. Sections 12.3 – 12.10 explores their views in more depth.

### 13.2 Professional Perspectives

**Table 5: Staff Members Responses to Four Survey Questions (Number: 77).**

| Questions  | Supportive | Unsupportive | Maybe | Unsure | Unanswered |
|--|------------|--------------|-------|--------|------------|
| What do you think of the idea of providing some form of accommodation for men who have to leave/or have chosen to leave their family home prior to, or as a result of, a family violence incident? | 91%        | 3%           | 1%    | 1%     | 4%         |
| Do you think there is a need for this type of service?   | 83%        | 4%           | 5%    | 8%     | 0%         |
| Do you think it will be utilised?  | 55%        | 3%           | 21%   | 21%    | 0%         |
| Should the accommodation be staffed in some way?   | 98%        | 0%           | 1%    | 0%     | 1%         |

### 13.3 Where Men Go

Participants were also asked where, in their experience, men usually go when they leave the family home prior to, or following, a family violence incident. The most common response was that men go to stay with family and friends. Some professionals reported that men prefer to stay with friends because explaining the need for crisis accommodation to relatives was shameful or embarrassing. Although some professional reported that staying with family and friends can be helpful in the short-term, it was also suggested by some professionals that family and friends are unable to support longer term behaviour change. Concerns were raised about unhelpful behaviours, such as alcohol consumption, unhealthy

<sup>30</sup> Details on their roles are provided in Appendix V.

<sup>31</sup> The questions asked and the organisations that participated are set out in Appendices III and IV.

associations and collusion, all of which are a potential risk when staying with friends or relatives.

A range of other temporary accommodation options already used by men using violence were also identified, including: camping grounds, cars, Police cells, motels, work premises, work mates, backpackers, the City Mission night shelter, Salvation Army accommodation, sleeping in the open, walking the streets, previous partners and garages. It was also reported that some men choose to leave the area. As discussed in [section 9](#) access to some of these accommodation options in Christchurch has been reduced as a result of the Canterbury earthquakes.

### **13.4 An Accommodation Service**

Almost all (91%) of respondents supported the idea of providing some form of alternative accommodation support for men using violence. Three key observations emerged: Firstly, a number of men have very little family or friendship support and that this may increase as men move to Canterbury for employment in the construction industry. Secondly, the provision of alternative accommodation alone, without other health and social services, would be insufficient. Thirdly, a number of respondents reported that there is a shortage of any form of alternative accommodation support for men who have experienced violence. One estimated that she sees five or six such individuals a year. The issue of support for male survivors is further discussed in [Section 17.12](#).

The following quotes are examples of the typical responses:

*'I think it is a great idea. The reason I think this is that some men in my experience have either not had any natural supports and/or not been able to afford motels and this has led them to sneaking back into the family home prematurely and unsafely.'*

*'As long as they are given the right support-just a bed isn't the answer.'*

*'Pacific men get lost in the system for a variety of reasons. Some of these are language barriers, lack of understanding of the legal systems and their rights/responsibilities and lack of support from a cultural perspective. If they are able to access this type of support early, then the likelihood of them reoffending would decrease or measures can be put in place to minimise reoffending.'*

One response highlighted that around 40% of men who are issued with a PSO are affected by alcohol and thus this would need to be managed.

Only one participant voiced strong opposition. She felt that the provision of accommodation would only gather together a group of highly anti-social and dangerous men who would be very difficult to manage. She was supportive of the provision of alternative accommodation for men who had already gone through intervention programmes and needed some time out. Such a service would have a prevention philosophy. In addition, she was keen on the provision of alternative accommodation support for men who had experienced violence.

### 13.5 Service Need and Demand

83% of respondents said they thought there is a need for alternative accommodation support:

*'Men may leave, or leave quicker, if they have somewhere else to go.'*

*'Yes, anything that will create support for women and children to live more safely in their home is a positive.'*

*'Yes, since perpetrators are often troubled, with low self-esteem. Putting the abusers in jail will stop the violence but usually only temporarily.'*

13% of respondents expressed a degree of uncertainty about the need for such a service, whilst 4% said they believed there is no need, with one reporting that, in their experience, only approximately 1% of people excluded by a PSO would have wanted accommodation. This view was also expressed by another respondent who also, however, did acknowledge that some people do not have anywhere else to go and that this number may increase with the anticipated population growth in Canterbury. Another commented that such a service could be useful but that a shelter for intoxicated women would be more beneficial. In the same vein, another indicated there was a need, but that there were other more pressing priorities. One respondent suggested there is no need for men's accommodation support in the North Canterbury area, but that it would be valid to provide a service for both Christchurch and North Canterbury.

An attempt was made to gauge potential levels of demand for a men's accommodation service. There was a mixed response to this question, with many respondents uncertain about this. Those who felt the service would be used by men pointed out that it may take time for it to become known and accepted, and that it needed to be affordable.

*'Yes, once men know the expectations of a service, and that they will need to want to be part of this service, the men that want to change will utilise this service.'*

*'...as many men have few options the uptake may be good and once men find the service helpful it will spread by word of mouth.'*

*'I do think it will if well managed as there are real issues for some men who want to change, as I have mentioned it would need to be well managed with a clear kaupapa around domestic violence and not a drop in for all in need.'*

Speaking enthusiastically about the need for a men's accommodation service, one respondent was confident it would be utilised by men who have lived with violence as many experience a great deal of shame about their situation.

Some respondents warned that it would be unsafe to mix together men who used violence and those who were surviving violence. It was suggested that thought be given to the mix of

ages of people who may stay in the accommodation. It was also suggested that the service should not operate under the branding of a women's organisation.

### **13.6 Concurrent Service Needs**

Participants were asked to suggest what other services, in conjunction with accommodation support, would be beneficial.

There was general consensus about this, with common suggestions including: alcohol and drug interventions, detoxification, motivational interventions, anger management, counselling, therapeutic programmes that reduce the risk of future use of violence, family violence education, living skills such as budgeting, cooking, healthy relationships, parenting skills, legal advice, advocacy, employment assistance, transitional support, health (particularly mental health), general practical assistance (i.e. how to negotiate access to children), referrals to specialist agencies, and peer support.

Some respondents stated that an assessment should be conducted to identify individual needs and provide the basis for an intervention plan.

A number of respondents pointed to the importance of designing services, interventions and programmes to meet the needs of culturally and linguistically diverse groups, with one suggesting that the entire service should be founded on a tikanga philosophy/ framework. Others said that the house would require 'culturally specific approaches to address social-cultural roots of male violence.' It was suggested that Pacific men need 'education regarding family violence and the law, what family violence is, communicating in their first language and being understood in their cultural context.'

### **13.7 Risks**

This question aimed to identify any major risks that could potentially arise in the planning and provision of a service. Perhaps reflecting the operational experience of many interviewees, the most common response concerned the risk of men with a history of violence behaving violently towards staff, visitors and/or other male guests in the house, should the service take this form:

*'You could say the gathering of (often) already angry men in one spot could be a high risk for safety of staff working there as well as other occupants. Risk to staff operating the facility would have to be managed by the organisation running it.'*

Other commonly identified risks were:

- Unmotivated men who will not participate in the expected activities
- Men who are uncommitted to personal behaviour change being accepted into the residence
- Men with complex needs who do not meet the service criteria being accepted.
- Damage to the provider's reputation if things go wrong
- Under use and/or intermittent demand for the service

- Diversion of scarce resources away from other needs
- Loss of funding
- Expense to operate
- Not having the right supports in place
- Men taking the services on offer for granted
- Men sabotaging the programme
- Men developing unhelpful associations with other men
- Clients becoming too comfortable in the home and ignoring their family responsibilities
- Collusion, bragging, minimisation and conspiracy amongst some men
- Men becoming institutionalised
- Drug and alcohol use and the need for staff to have manage intoxicated men
- Property damage and vandalism
- Suicide
- The possibility that the provision of accommodation could enable men to keep their behaviour secret from their family and friends
- Men knowing where their partner lives. If she remains in the home this could place her at risk in some cases
- A focus on support rather than accountability could lead some clients to justifying or excusing their actions
- Some men using the programme content to refine their control strategies
- Difficulty in transitioning men out of the accommodation leading to blocked beds
- Difficulty in attracting qualified staff

Some of the above risks have a higher probability, with greater potential consequences than others. An attempt to rank these risks is set out in Appendix VI. The following comment from one respondent with experience in providing residential services captured the main risks as follows:

*‘Men reinforcing each other’s negative behaviour, creating social networks that do not support change. Challenging behaviour which makes staffing the unit difficult. Men using the service with no real intention to change or understand their behaviour. This could result in wasting resources that could be potentially used elsewhere to support men differently. Potential risk of loss of reputation for Christchurch Women’s Refuge [now Aviva] should the service not be effective.’*

### **13.8 Accommodation Options**

The provision of accommodation and other support services for men could be configured and operate in a number of ways. Three questions were asked to explore potential staffing, operating models, and typical facilities and resources that an accommodation service may require.

Participants appeared to generally respond on the supposition that, if established, the service would take the form of a specialist residential accommodation, similar to the safe house. Within this context, respondents universally agreed that some form of staffing would be required to ensure clients received a quality service and to help mitigate some of the potential risks identified above. Participants suggested that staff should be both men and women, ethnically diverse, available throughout the day and night, and may need to be able to manage medical issues, such as detoxification. A couple of respondents suggested the use of volunteers, and another spoke of the importance of a 'mother' type figure, *'you need someone playing the mum role.'* However, there was strong support for the notion of employing qualified or trained people. One respondent suggested professional staff during the day and the possibility of using a security guard at nights. The benefit of utilising a tuakana/teina approach was mentioned.

Respondents were asked what type of accommodation model might best meet the needs of potential service users. As above, answers revealed that the majority tended to envisage a safe house type arrangement; that is, a home in the community catering for the needs of a small group of men. In the words of one respondent, *'like Holly House or Salisbury Street.'* However, some people thought more broadly than this traditional approach and suggested other options such as small units/apartments, possibly with communal areas, dormitory style sleeping, a backpacker model with shared kitchens/bathrooms, and hotel/motel rooms.

One respondent suggested *'would be ideal if a range of options could be offered to a man. Offering options will help cater for any special needs that arise.'*

It was noted that a variety of residential services, such as boarding schools, reform schools, orphanages, prisons, alcohol and drug rehabilitation services had been provided for boys and men in New Zealand since the mid to late nineteenth century and that, as a result, a substantial body of practice information had been acquired. The development of a new service would benefit from lessons learnt in the past.

In relation to atypical facilities/resources that may be required the following were suggested:

- Group meeting/work room
- Individual rooms for counselling
- Play area for children who may visit
- Toilets and bathrooms well away from food preparation areas
- A 'Men's Shed' in the garage
- A vegetable garden
- A pool table, dart board, and gym equipment
- Access to creative activities like carving, music, and art
- Extra storage space for clothing and other goods
- TV sports channel

- Parking space for cars
- Ability to accommodate dogs

### **13.9 Length of Stay**

Regarding optimal length of stay, responses varied from a few days to a number of weeks. Only a few people proposed that men should be allowed to stay for a number of months. A few respondents suggested that the length of stay should be based on individual needs, whilst others suggested it should be linked to external activities that may be underway-for, such as Family Court related processes. A few noted that the current shortage of accommodation in Christchurch could lead to difficulties in finding alternative accommodation for men who were not returning to their family home.

### **13.10 Summary**

- After being excluded from the family home, or leaving under their own volition, most men currently to stay with family or friends. Professionals regard this arrangement as sometimes positive but also report that it may not always be in a man's best interests
- There is widespread professional support across a variety of disciplines for some form of accommodation service in Christchurch, implicitly a residential service model, staffed by qualified and/or trained staff. There is also generalised professional agreement on the range of associated services and supports that would be required
- There are a number of potential risks associated with a group residential model of accommodation service, some of which are more probable and/or have more significant consequences than others
- It should not be assumed that the provision of some form of accommodation support for men using violence will always make it possible for women and children to remain safely at home. In some instances women and children may also need to leave the family home for alternative accommodation such as a safe house
- Whatever the service model, a range of detailed operational policies and procedures will be needed to assure quality and effectiveness, and manage risk.
- Optimum length of stay may be determined by the primary purpose of the service, client need and a number of other considerations
- The provision of accommodation for men who are currently using violence with those who are currently experiencing violence requires further thought. However, any potential risks associated with this are largely presented by a group residential model. Some men may requiring accommodation support may be both using and being subject to violence
- The co-habitation of men of different ages could have benefits and disadvantages

- Other accommodation options traditionally used by men, such as camping grounds and bedsits, are no longer as easily accessible as a result of the Canterbury earthquakes
- Residential services for men with varying needs have been provided in New Zealand for many years. As a result 'best practice' models are widely available.



## 14 Considerations for Māori Men

### 14.1 Introduction

This section discusses how the Treaty of Waitangi and the needs and experiences of Maori might influence the creation and experience of an accommodation model and accompanying supports to men.

Commenting upon Western methods and approaches to understanding the world Smith (1999:183) has noted that European methodologies “continued to privilege western ways of knowing, while denying the validity of Māori knowledge, language and culture.”

### 14.2 The Treaty of Waitangi and Importance to Potential Accommodation Options

The Treaty of Waitangi was an agreement signed in 1840 between the Crown and a number of Māori Chiefs. It seems fair to say that it is seen by a number of people as the cornerstone of the relationship between the Crown and Māori. The signing of this document placed an onus of the Crown to protect and advance Māori wellbeing and interests, and accord them a number of rights.

As Hoeata, Nikora, Li, Young-Hauser & Robertson (2011:3) note, “Treaty-based thinking instructs us to aspire to relationships that are: honest and genuine, where parties have integrity and are actively protective and allow room for growth to realise potentials and to respond to changing circumstances. At the heart of the Treaty is the notion of partnership, one that encourages cooperation, consultation, mutual benefit, compassion, compromise and good faith.”

During interviews with staff who work in the family violence sector kaupapa, Kaupapa Māori organisations were asked two additional questions that were not asked of tauwiwi organisations. Firstly, if an accommodation service was established, how might the provider agency ‘breathe life’ into its commitment to the Treaty of Waitangi; and secondly how could the needs of Māori men best be met. Responses to these questions are set out below:

*‘Provide opportunities for karakia. Posting relevant karakia in appropriate areas.’*

*‘Hire Māori as employees.’*

*‘Provide information about Māori agencies relevant to needs.’*

*‘Protection, Partnership, Participation.’*

*‘Have Māori support workers available to coach and mentor.’*

*‘Practice partnership. Consult with Manawhenua. Be accountable for what you are doing with our men.’*

*‘You need to hook Māori men in to talk to someone straight away. They will be feeling shame that they let their partner and child down’*

*'Don't overthink the service, you only have a short time to work with them.'*

*'You need strong relationships with Kaumatua and Kuia in the area that the accommodation will be in. These are the key people for you. They are at the top of our community.'*

*'The ideal would be to take them back to their rohe and pay for their travel and accommodation. Link them to their Marae, take them to it and help them with accommodation. This is the place they will be accountable. They have their tupuna on the wall and their aunty up the road to tell them off. These Māori men are disconnected from their whakapapa. Men who live and breathe their whakapapa will not damage it is too precious.'*

*'Ensure your staff have the correct skills and attributes to work with Māori.'*

*'Food is important, a meal can deescalate a situation-make it whakanoa.'*

*'Karakia is an intervention.'*

*'Have dedicated kaupapa Māori positions.'*

*'Māori governance and Māori staff.'*

*'Māori woman victims need to be involved. Men's things often bypass Māori women.'*

*'Whanau must be involved, this work can't be done in isolation.'*

### **14.3 Māori Resources**

The following Māori models and conceptual frameworks are available to inform the development and provision of a culturally appropriate and effective response to Maori men requiring alternative accommodation support.

- Mason Durie's model for understanding the interlinked nature of Māori health, Te Whare Tapa Wha, is very well known and widely integrated into a wide range of health and social service practice frameworks.
- In 2004 a conceptual framework, Mauri Ora, was produced to assist Māori practitioners and non-kaupapa Māori organisations to work with those experiencing violence, those using violence, whanau and communities. The framework was accepted by a number of iwi (Kruger et al. 2004).
- In 2007 Suzanne Pitama and her colleagues published details on the 'Meihana model'. This model was developed over a twelve year period and is designed to be used as an assessment tool by health and mental health clinicians. The framework builds on Durie's Te Whare Tapa Wha model and incorporates two extra dimensions that ask the clinician to take into account aspects of the wider social environment and their impact upon the client and also the organisation that is providing the service. The model can be used by both Māori and tauwi health practitioners (Pitama, Robertson, Cram, Gillies, Huria, & Dallas-Katoa, 2007).

- In 2009 'A Mana Tane Echo of Hope' was published. This document explains five Māori models, including Mauri Ora, for the prevention of family violence (Ruwhiu, Ashby, Erueti, Halliday, Horne, & Paikea, 2009).
- In 2010 Te Puni Koriki produced 'Arotake Tukino Whanau', a literature review on family violence. A large section of the review explores a number of kaupapa Māori models, again including Mauri Ora, that provide alternative understandings to Western theories of the causes of family violence and a range of concepts and constructs that can be used as practice tools for intervention.

It is recommended that the above models and frameworks are considered within the context of the wider strategic and policy environment, particularly the work of the Māori Reference Group.<sup>32</sup> Within this context, the 'E Tu Whanau' document sets out the range of activities that will be completed between now and 2018 to support Māori to reduce the impact of family violence on their communities.

#### 14.4 Summary

- The principles of Protection, Participation and Partnership derived from the Treaty of Waitangi should be modelled in the process of developing and providing a men's accommodation service
- Māori from other parts of the country may be attracted to Christchurch to participate in the rebuild.
- Māori not affiliated to Ngai Tahu are represented in Christchurch by other organisations.
- Māori men will be attracted to an accommodation service.
- Western approaches to defining, understanding, and intervening in family violence have been criticised by Māori.
- There is a sense that some western approaches have failed Māori.
- Māori have developed a number of kaupapa Māori interventions for those who use violence and those who experience it.
- How the organisation meets its responsibilities to Māori needs careful thought and planning.
- Māori need to be involved in the development of any service right from the beginning.
- Kaumatua and Kuia will have valuable input and need to be involved. Relationships should not just sit with senior iwi leaders.
- Christchurch has a number of kaupapa Māori agencies that can be involved in the delivery of services to Māori men.

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<sup>32</sup> The Māori Reference Group for the Taskforce for Action on Violence Within Families.

## **15 Considerations for Men from Pacific Nations**

### **15.1 Introduction**

This section examines some considerations that need to be taken into account when services are delivered to men who were born in Pacific nations and now live in New Zealand, or men who are born in New Zealand but who trace their heritage to a Pacific country, or countries.<sup>33</sup>

### **15.2 Resources Related to Working with Pasifika**

In 2012 a very useful document was published by the Pacific Advisory Group of the Government Taskforce on Family Violence.<sup>34</sup> The report contains frameworks from seven different Pacific nations that are designed to help policy makers and practitioners understand fundamental cultural constructs, attitudes, beliefs, expectations, and duties that guide and shape everyday social, political, economic, and spiritual relationships, and interactions and behaviours amongst people from those seven different nations.

As well as the framework produced by the Advisory Group other useful tools for working in partnership with Pacific communities are also available. Recently it was announced that a new Pacific Family Violence Training Programme is being developed by Pacific Island Safety and Prevention Project. Similarly, the Duluth Power and Control wheel has been adapted to incorporate a range of practices and notions that are important in the day to day experience of Pacific nations' people in New Zealand (Thomsen-Inder, 2013).

### **15.3 Service Delivery Implications**

On a practical level the possible needs of men from some Pacific nations can be grouped into nine areas. These needs will not apply to all men, and as others have pointed out there are significant differences between people born and raised in New Zealand and those who migrated from a Pacific country (Cribb, 1997; Crichton-Hill, 2001).

The nine categories are: language; collectivism versus individualism; spiritual commitments; familial relationships; traditional social structures; interactions with women; social hierarchies; food; and daily activities. All of these have varying degrees of implication for service delivery.

In many, but not all cases, involvement with religious practices, activities and festivals may be very important to some men; especially those who were born outside of New Zealand and are older. Church Ministers may play a role in the life of the family. The 2006 Census revealed that 83% of Pacific nations' people stated they adhered to at least one religion (Peteru, 2012).

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<sup>33</sup> For the purpose of this report Pacific nations are the countries of: Samoa, Tonga, Fiji, Niue, Cook Islands, Tokelau, and Tuvalu.

<sup>34</sup> Nga vaka o Kaiga tapu. A Pacific Conceptual Framework to Address Family Violence in New Zealand

Some men from some Pacific nations may hold strong views about gender roles. This may, at times, have repercussions for their interactions with female staff members, contractors, or guests.

Food is also an important consideration. Some men may not be accustomed to Western based diets and require food that they are familiar with.

#### **15.4 Summary**

- Christchurch has a small but long established community of people from Pacific countries. People with Samoan heritage will likely make up the largest number of these communities. There are cultural differences between people who were born in a Pacific nation, and those who were born and raised in New Zealand.
- Accommodation will likely attract men with a Pacific heritage.
- Having staff with a Pacific heritage who can speak their language would be very helpful.
- Western theories of family violence and the interventions that flow from these understandings may be inadequate to explain and intervene in violence within Pacific nation families
- Useful materials and tools exist to help train staff to become more aware of how to work with Pacific men and their families.
- A new Pacific Family Violence Training Programme is being developed by Pacific Island Safety and Prevention Project. The results of the pilot of this programme will be of interest to any agency considering establishing a men's accommodation support service
- To ensure the successful accommodation of men there are a number of cultural beliefs, attitudes and practices that will need to be catered for
- Elders, chiefs, matai, and Church Ministers may be involved in aspects of accommodation and supports for men
- Christchurch has well established Pacific organisations that can play an important role in the delivery of services to men.

## **16 Men from other Ethnic Communities**

### **16.1 Introduction**

This section discusses some of the specific needs of some of the smaller ethnic communities that make up Canterbury's population.<sup>35</sup>

### **16.2 Population Diversification**

Over the last twenty-five years, New Zealand's population profile has become increasingly diverse (Ministry of Women's Affairs, 2010). The population makeup of the Canterbury region has also changed. Up until the late 1980s European and Māori people, with a small smattering of Pacific and Asian peoples, dominated the landscape. In the early-1990s, this began to change with the arrival of more people, particularly students, from Asian countries. Further changes from 2000 onwards saw small but growing numbers of people arriving from African and Middle Eastern countries. Often these groups are referred to as Culturally and Linguistically Diverse (CALD) communities.

New Zealand is a signatory to the United Nations High Commission on Refugees (UNHCR) and thus each year offers resettlement to a small number of refugees. Over the last few years these communities have not been resettled in Christchurch as a consequence of the earthquakes, however, from 2014 Christchurch will again be a destination for refugees.

These communities have generally experienced very high levels of trauma and typically come from countries that do not have Western influenced legal, political, economic, and religious systems. These factors, combined with the stressors associated with resettlement in a Western country, can sometimes pose challenges for services which provide support to these communities. The issues faced by some people from refugee backgrounds can be complex. Family violence can be sparked by resettlement pressures. It is essential that services are able to distinguish between people from a migrant background and those who enter the country as refugees. The needs of these two groups will generally not be the same.

The repair and rebuild programme is attracting people into the region from other parts of New Zealand and also from other countries. In June 2013, 564 migrants arrived in Christchurch. Many of these migrant workers arrived from the Philippines. Numbers of people arriving from China and India had also increased (Stewart, 2013).

### **16.3 Service Delivery Implications**

A recent report (Ministry of Women's Affairs, 2010) reviewed the literature on culturally sensitive interventions for family violence in ethnic communities. The document notes that there is very little New Zealand research on this topic and there is minimal information on intervention for those who use violence. The report did identify a number of useful themes in the research it examined. It is important that there is an awareness of these themes and

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<sup>35</sup> Small ethnic communities are defined as people who identify with an ethnic group that is not European, Māori, or Pacific.

their implications for the delivery of services. Interestingly a model of intervention, the Cultural Context Model, which involves both partners and takes into account their wider social environment, has begun to emerge in America over the last 14 years, but its efficacy or safety has not yet been evaluated.

Given the region's varied population, services and support will be sought by men from CALD communities. Some of these men will have deeply held religious beliefs and cultural needs that will have to be considered. The rigid adherence to traditional beliefs in relation to gender roles by some men has repercussions for intervention programmes.

The obvious needs can be grouped into five areas: food, alcohol, interactions between men and women, spiritual commitments, and community involvement with the family.

If Muslim men are to be successfully accommodated they will need to be provided with Halal food. This has consequences in relation to food storage and the preparation of meals as well as the use of shared kitchen utensils. Hindu men will also have some special requirements in relation to food and cooking.

Islam does not permit the use of alcohol or drugs. Being in the presence of intoxicated people and/or alcohol or drugs may cause some Muslim men a degree of anxiety or unease.

In some non-Western countries, and Western countries with migrant populations, women are expected to adopt a submissive role in society and to defer to men. Men who have been raised in such environments may find it difficult if they encounter women who hold different values in relation to gender equality. This has implications for the interactions between some male clients and women who might be employed to deliver services.

Muslim men pray five times a day. Generally these prayers are short, but require a degree of privacy. They can be undertaken in a bedroom, but sharing a room may make this difficult. Each Friday Muslim men are required to attend the Mosque for around two hours. During Ramadan fasting is observed from sunrise to sunset. This practice has implications for meal preparation times if these men are employed; for example, they may start preparing food in the early hours. During Ramadan extra time is set aside to pray.

Community leaders and Imam play an important in the lives of many, but not all, families. Difficulties within families are likely to involve other community members in their resolution. Not all families welcome the involvement of community and religious leaders, but where this is present it needs to be supported.

#### **16.4 Summary**

From this section the following conclusions are drawn:

- Canterbury has a culturally and linguistically diverse population.
- Any service offered will possibly attract men from smaller ethnic communities.

- Men will report back to their communities on the usefulness of the service offered. This will have a strong influence on future use by members of the community.
- There is little New Zealand research on effective interventions for family violence in smaller ethnic communities.
- Themes that have repercussions for service delivery have been identified and will be very useful.
- The requirements of Muslim men will be need to be met.
- A treatment approach is available in America, although it has not been robustly evaluated.
- Some migrants come from countries that hold different beliefs and values from those typically cherished in the Western world. This will have a variety of consequences for service delivery.
- Western psychological concepts and frameworks may not be useful for men from CALD communities.
- Services need to be able to distinguish between people who enter New Zealand as migrants and those who are resettled as part of New Zealand's commitment to UNHCR. These groups are not homogenous and are likely to have differing needs.
- Staff members will need to be culturally competent.
- Positive relationships with CALD community leaders will be important.
- There are well developed services in Christchurch that exist to support new migrants and people from refugee backgrounds.
- Using the expertise of these services is vital.



## **17 Accommodation Service Models**

### **17.1 Introduction**

This section explores different options for delivering accommodation and other services to men in Christchurch. The advantages and disadvantages of different approaches are briefly considered and a preferred model identified. Some of these approaches may also be valuable for women who live with violence and require accommodation support but choose not to or are reluctant or unable to access a women's safe house.

### **17.2 Links with Existing Accommodation Services**

There are a few organisations that provide crisis and short-to-medium term accommodation services to men in Canterbury. In addition to these agencies, the area has a number of short-term accommodation options such as camping grounds, caravan parks, and hostels. There may be an opportunity to enhance the relationship between some of these organisations and specialist family violence services and thus improve the identification of men who may be open to the offer of some form of therapeutic support.

### **17.3 Family Support**

Interviews with staff who work in the sector revealed that most believed that men who used violence and left, or were excluded from, their family home went to stay with their friends or family members. For some of these men this arrangement could be beneficial, while for others it may not be. In [Section 11](#) it was reported that one of the survey questions asked men whether the people they stayed with helped them reflect upon their behaviour and actions that led them to seek accommodation. From 33 men, 45% said that those they stayed with did, 45% said they did not, and 10% of the men were unsure.

Given that many men will continue to stay with their family, it may be worthwhile considering offering families some level of support; for example education and the opportunity to build relationships with others in a similar situation. This would hopefully have positive benefits for their family member. This approach would be inexpensive, low risk, and has the potential to indirectly reach a number of men who may actively avoid other forms of official intervention. Family could be offered this service when a Police family violence report indicated that the man had opted to stay with them.

## **17.4 Peer Support**

It may be possible to recruit, train, support, and remunerate a small network of people who would offer short-term accommodation in their own homes. Potential candidates may include people who have successfully overcome the use of family violence in their own lives and so offer social role models and inspire hope and belief in the potential for positive change. This opportunity uses an existing accommodation resource and would save considerable capital establishment and on-going operational costs. Periods of low demand for services would not financially disadvantage the homeowners or the agency. Although there are a number of choices for those who provide such services (foreign students and foster children) this option may appeal to an underutilised segment of the homestay market.

This approach could expose the homeowner, and their family, to potential risks, such as theft, property damage and, in the worst case, violence. It would only be suitable in certain situations where the 'goodness of fit' between owner and guest has been thoroughly assessed. It could not operate as an immediate crisis accommodation service but offer transitional accommodation in the days following a crisis.

## **17.5 Motel Unit**

This approach is used in Nelson and Victoria and has been discussed in [Section 5](#). This option could be suitable for men who are not under the influence of alcohol and/or drugs, are deemed to be at minimal risk of self-harm or suicide and may only require low level support from the motel operator. The benefit of this approach is the use of an established resource and that a prior arrangement could be agreed with a network across the region that has an awareness of daily bed occupancy rates.

## **17.6 Motel Complex**

A motel complex consisting of small separate units would enable services to be offered efficiently to a larger group of men in a central location. Independent units allow a degree of privacy that may negate some of the tensions that can sometimes arise with higher density living. Service delivery economies of scale could also be realised. It may be possible to base agency staff on the same site thereby maximising the purpose of the accommodation. During business hours it could provide a working environment for staff, while in the early evening, at nights, and in weekends it would offer accommodation, and an environment for the delivery of other services, to men. The difficulty with this option, as with the above one, may be in securing suitable motel units to lease in a time of high demand. Because motels are a commercial enterprise it is unlikely that resource consent issues would need to be considered.

In [section 9](#), it was reported that the Government has established three temporary housing villages in the city. Each village contains a number of separate units of various sizes designed to meet the needs of individuals or families. It is unclear what will happen to these facilities when the rebuilding programme is complete. A village, or a part of one, would provide the same benefits as a motel complex.

## **17.7 Purchase of Beds**

As stated a small number of Christchurch based social/health service organisations provide accommodation to men. There may be an opportunity to purchase beds from some of these providers who have spare capacity, or are willing to dedicate a specific resource. Again, this approach will save substantial set-up and operational costs. There are three possible disadvantages with this option. Firstly, some clients may refuse to go to certain providers if they have strong views about other men who may be there. Secondly, mixing men with different needs may be unhelpful; and finally, if there are periods of low demand then costs that result in no benefit for clients will be incurred by the purchaser. As with motel units this option may not be available due to increased demand from existing clients as a consequence of housing pressures created by the earthquakes.

A variation of this theme is to consider the use of buildings imbued with spiritual or cultural significance, for example a Mosque or a Marae. These buildings sometimes have space set aside for sleeping quarters and other necessary amenities for staying overnight. It may be possible to negotiate the use of some parts of these buildings with iwi and/or spiritual or community leaders. This option might be appropriate for some Māori or Muslim men.

## **17.8 'Family Home'**

This approach mirrors that of the safe house model for women. It is used by Te Whare Tu Wahine in Gisborne. Like the motel complex option this approach has many advantages. The gathering of men in one location could potentially simplify the day-to-day provision of services and support. On the downside, there will be a number of potential risks that would need to be managed. However, many, though not all, of these will be similar to those already encountered in the provision of accommodation to women. Residential services are notoriously expensive and over the last twenty years the State has taken a number of steps to reduce its provision of such services in the health and justice sectors. One option to minimise the financial cost is to utilise a mature, child-free couple to manage the home and support tenants with their day-to-day needs. This model can be augmented by bringing in clinical staff to deliver therapeutic, and specialist, interventions as required.

There may be resource consent considerations that need to be investigated. Opposition from some neighbours to the establishment of residential services is not uncommon. Both of these issues need careful investigation and consideration.

In terms of a suitably sized home it may be possible to purchase an undamaged property in the 'Red Zone' at a reasonable rate and move this to a vacant section. The author understands that this practice is underway.

## **17.9 Multiple Uses**

It makes sense to extract maximum benefit from an already utilised accommodation resource. For example office space, sports clubs, scout dens and the like are used during the day, but typically not at nights, and in some cases not in the weekends. With some creative

thinking it may be possible to identify space that allows the needs of two distinct groups to be met.

### **17.10 Referrals from Police and Ministry of Justice Staff**

Christchurch Police and some Ministry of Justice staff will play an important role in facilitating men's access to any form of accommodation service that is offered. It will be essential that frontline Police and staff such as Bailiffs, who deliver Protection Orders, clearly understand who may be a candidate for the service offered, and who would be unsuitable. On-going training and education will be required.

### **17.11 Evaluation**

It appears that the efficacy of short-term accommodation services for men has not been evaluated; or where it has, the results are unavailable to the public. If a service were set up, it would be worthwhile commencing an evaluation at the same time. The lessons learnt would be helpful to other organisations that may be interested in this type of service.

### **17.12 Preferred Service Delivery Model**

The supply of short-term accommodation and other services to men could be visualised as existing on a continuum. Having a range of alternatives provides an opportunity to allow men to move between different options as needed. For example, after a period in a 'family home' a man may be ready to move into a bedroom supplied by a motel or another provider – or vice versa.

Although there are links between the accommodation options, each can be developed independently in a timeframe that suits the agency and its resource capacity.

Given the current environment in Christchurch<sup>36</sup>, it may be optimal to centralise the delivery of services through the 'family home' model. Bringing men into one point to assess their needs and judge risk may be prudent and enable agency staff to manage important steps in the process. This approach could enable men to move onto other options within a few days.

The home must operate in an integrated manner with other male oriented services.

While establishing a 'family home' model, efforts to develop a support service for family, recruit peer supporters who can offer accommodation, and investigate the purchase of beds from existing providers, could commence.

It may be worth considering approaching other organisations who offer residential services to examine the feasibility of sharing resources to create capacity from within existing resources which could then be used for men.

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<sup>36</sup> Pressure on motel units, lack of other short-term options, coupled with the availability of undamaged housing stock in Red Zoned areas.

### **17.13 Male Responsibility for Development**

During discussions with other organisations who are already providing accommodation, or considering it, the idea of supporting men to take a lead role in the conceptualisation, planning, implementation, delivery, and evaluation of an accommodation service was strongly encouraged.

### **17.14 Summary**

- Accommodation and support services can be delivered in a number of ways.
- The concepts of extracting maximum value from already existing premises, and clustering male services should be considered as guiding principles.
- Families who offer accommodation to another family member could themselves be provided support.
- Demand for motel units is likely to determine the reliability of this option.
- A range of accommodation choices will meet the needs of different men.
- Accommodation options exist on a continuum and there is a link between the choices.
- Men need to play a key role in the development of any service.
- Christchurch Police and Ministry of Justice staff will play a crucial role in the operation of any accommodation service. They will provide the pathway into services for men.
- The preferred model may a 'family home' run by a mature childless couple who act as house managers and caregivers
- A number of risks can be anticipated from the gathering together of men. However, a number of these risks are similar to those already successfully managed by experienced residential staff in other settings
- At the end of their life cycle, temporary villages may provide a suitable alternative to the use of motels
- Any accommodation model should be evaluated
- In the development of a residential service resource consent issues, and the needs of neighbours, must be considered early on

## 18 A Sanctuary Scheme

### 18.1 Introduction

This section briefly explores 'Sanctuary' schemes that have been established throughout England over the last eleven years. If, at some time in the future, an accommodation service for men were introduced in Christchurch, then all the components of a scheme will be in place.

### 18.2 A Scheme for Christchurch?

'Sanctuary' schemes have their genesis in a desire to prevent homelessness for women and children who have experienced family violence.

The aim of the scheme is to enhance the security of accommodation through the installation of a safe room and /or the introduction of a range of security features in the home, such as reinforced doors and windows and security lighting. These measures are designed to slow down someone who has used violence and been excluded, from re-entering the property. While an intruder is attempting to by-pass the security measures Police can be called. These security measures are usually installed free of charge. In rented accommodation the owner's permission is required (Spinney & Blandy, 2011).

The first 'Sanctuary' scheme commenced in England in 2002 and was initiated in the London borough of Harrow. The scheme was a partnership between the Harrow Police and Harrow's Housing Department. Since this time 'Sanctuary' schemes have proliferated across England. Two evaluations were conducted in 2010 and produced positive results (Spinney & Blandy, 2011). Similar schemes have been developed in Australia.

In addition to their growth, the schemes have been enhanced. As a result they are no longer just about strengthening home security. Guidelines produced in 2006 suggest that schemes should be developed alongside specialist legal and other supports, and should complement Court Orders. In describing best practice, Spinney and Blandy (2011:33) highlight the Hull Domestic Abuse Partnership. The partnership is "a multi-agency service that addresses a wide range of needs in members of households at risk of domestic violence. Notably it also assists perpetrators in finding alternative accommodation, alongside a support programme to address their violent behaviour as well as related drug and alcohol issues."

The author twice contacted the Hull Domestic Abuse Partnership in an attempt to discuss their services to male clients, but no responses were received.

In 2008 a New Zealand version of a Sanctuary scheme, Shine safe@home, was introduced in Auckland by Shine.<sup>37</sup> Two evaluations have found positive outcomes (Martin & Levine, 2010; Shine, 2013). In September 2012, working in partnership with Shine, Aviva started to offer the Shine safe@home service in Canterbury.

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<sup>37</sup> Shine (Safer Homes in New Zealand Everyday) is an Auckland based Non-Government Organisation that was previously known as Preventing Violence in the Home.

When Police Safety Orders, Shine safe@home, and complimentary services such as Aviva ReachOut, are coupled with traditional services for women and children, the main components of a best practice Sanctuary scheme are in place. If short-term accommodation for men who are violent is added to these resources then there is an opportunity to coordinate and integrate the operation of these parts.

Taking this action should increase the effectiveness of each service offered.

### **18.3 Summary**

- 'Sanctuary' schemes have been operating in England since 2002 and have been replicated in Australia and New Zealand
- They have evolved over time to offer much more than simply a home security upgrade
- They have been positively evaluated
- Many of the components of a quality 'Sanctuary' scheme are already offered in Canterbury through Aviva's Shine safe@home service
- The addition of short-term housing for men who use violence in their families will strengthen all parts of the existing system
- The only component missing is an in-house behavioural change programme for men
- Coordinating and integrating these elements is likely to improve the overall effectiveness and efficiency of the system.

## 19 Recommendations

This report recommends that:

- The purpose of any alternative form of accommodation for men must be clear from the outset. The design and management of accommodation to meet short term, temporary housing needs will be quite different from that of a long term therapeutic residential service
- The issue of Resource Consent and neighbourhood requirements needs careful investigation
- Similarly it would be useful to get early professional guidance on the safe management of alcohol related issues
- A detailed financial business case informed by an analysis of the likely demand for alternative accommodation support will be required
- Any form of alternative accommodation for men must be evaluated, including its impact on re-victimisation and re-offending
- The development of alternative forms of accommodation for men must be led by a multi-stakeholder partnership
- The needs of children must be a paramount factor in the design and management of any form of alternative accommodation



## 20 Appendix I: Questions for Women

- If you knew there was somewhere safe for your male partner to stay where he could get help would that make it easier for you to call the Police or ask for help for yourself?
- If the Police forced your partner to leave the house via a Police Safety Order or a Protection Order, knowing him as you do, do you think he would be open to the idea of going to stay somewhere that could help him?
- If the Police did make your partner leave the house and he had somewhere helpful to go, do you think this might stop him from returning to the house if you didn't want him to?
- What other sorts of support and help would be useful for your partner to receive while he was in the accommodation? (For example, help with budgeting, alcohol and drugs).
- What else would you like to say about this idea of accommodation and support services for men?

## 21 Appendix II: Questions for Men

- If you were required by the Police to leave the house for a few days (via a PSO or PO) would you be open to the idea of going to stay somewhere safe where you could get some help?
- If you were somewhere safe and getting support do you think that it might help you stick to the conditions of the Order?
- In the past when you have left your home, after problems, how easy was it to find somewhere to stay?
- When you think of people you have stayed with when you have left your family home (after problems), where they people who challenged you to think about your behaviour and actions?
- What sorts of support and help would be useful for you while you were in the accommodation? (for example, help with stress, money issues, anger).
- What would you need to support you to follow the rules of a Police Safety Order or Protection Order?
- What else would you like to say about this about this idea of accommodation and support services?

## 22 Appendix III: Questions for Staff

- In your experience when men have left the family home prior to, or following a FV event, where do they generally go to stay?
- What do you think of the idea of providing some form of accommodation in Christchurch for men who have to leave /or have chosen to leave their family home prior to, or as a result of, a family violence incident?
- Do you think there is a need for this type of service in Christchurch? Why do you think this?
- Do you think this service will be utilised? Why do you think this?
- What other services would be useful for these men and compliment the accommodation offered?
- What are the risks of providing this type of service? (i.e. security/safety/financial)
- Should the accommodation be staffed in some way? If so what should this look like?
- What should the accommodation look like? (i.e. motel unit, safe house model, hire a bed at existing provider, etc)
- What type of facilities should the accommodation have? (i.e. garden, men's shed, etc.)
- What do you think is an appropriate length of time to let men stay? Why do you think this?
- If they can afford it should they be asked to contribute to the cost?
- Who else in Christchurch should have a chance to answer these questions? (who are the key people in family violence sector)
- In addition to the above, Kaupapa Māori organisations and agencies that provide services to men from Pacific nations were asked additional questions:
- Aviva has a commitment to the Treaty of Waitangi. How can it give life to this commitment if it decides to develop an accommodation service for men?
- How can Aviva best cater for the needs of Māori men?
- Organisations that provide services to families from Pacific nations were asked:
- What needs to be taken into account in the provision of services to Pacific men?
- Do Pacific men have any special needs that may be different from men from other ethnic groups?
- How can the service best cater for the needs of Pacific men?

## **23 Appendix IV: Organisations and Individuals Who Participated in the Interviews/Answered the Questions**

- Aviva
- Barnardos
- Canterbury District Health Board
- Canterbury Men's Centre - Tane Whai Ora
- Christchurch City Mission
- Christchurch Resettlement Service
- Department of Corrections
- Ebborn Law Limited
- Father and Child Trust
- Hall McMaster and Associates
- He Waka Tapu
- Kakakura Health Services
- Male Survivors of Sexual Abuse Trust
- Ministry of Justice
- Nga Maata Waka
- New Zealand Police
- Purapura Whetu Trust
- Pacific Island Evaluation
- Pacific Trust Canterbury
- Relationships Aotearoa
- Salvation Army
- Shakti
- START
- Stopping Violence Services
- Te Puna Oranga
- Work and Income
- Gen Gossen
- Lyn Boyd
- Dr John Church
- Martin Kelly
- Dr Mike Davidson
- A number of other Christchurch based organisations were invited to take part in an interview or answer the questions but chose not to.

## 24 Appendix V: Roles of Individuals who participated in the interviews

| Agency  | CDHB | Family Support Services | Government Services | Kaupapa Maori Services | Legal Services | Men's Services | Pacific Organisations | NZ Police | Retired | Refugee & Migrant Services | Self Employed | Sexual Abuse Services | University of Canterbury | Women's Services | Total |
|---|------|-------------------------|---------------------|------------------------|----------------|----------------|-----------------------|-----------|---------|----------------------------|---------------|-----------------------|--------------------------|------------------|-------|
| Number of surveys collected                                   | 7    | 11                      | 4                   | 15                     | 2              | 10             | 5                     | 6         | 3       | 2                          | 2             | 1                     | 1                        | 8                | 77    |
| Number of staff who participated in interview with the author | 7    | 9                       | 4                   | 8                      | 2              | 6              | 5                     | 6         | 3       | 15                         | 2             | 1                     | 1                        | 3                | 72    |
| Number of staff who completed survey alone (non interview)    | 0    | 2                       | 0                   | 13                     | 0              | 4              | 0                     | 5         | 0       | 0                          | 0             | 0                     | 0                        | 5                | 29    |
| Total   |      |                         |                     |                        |                |                |                       |           |         |                            |               |                       |                          |                  | 101   |

## 25 Appendix VI: Risk Assessment Table

| Likelihood     | Consequences  |   |   |  |                                |
|----------------|---|---|---|--|--------------------------------|
|                | 1   | 2   | 3   | 4  | 5                              |
|                | Insignificant   | Minor   | Moderate  | Severe   | Major                          |
| Almost certain |   | Unmotivated men accepted  | Drug and alcohol use<br>Staff managing intoxicated men  |  |                                |
| Likely         |   | Violence kept secret from family and friends<br>Developing unhelpful associations | Violence between clients<br>Violence from clients to staff<br>Difficulty in transitioning some men from service   |  |                                |
| Possible       | Sabotaging the programme  | Taking the service for granted<br>Property damage                                 | Damage to Aviva's reputation<br>Collusion<br>Service under utilised<br>Suicide attempt<br>Clients ignoring family responsibilities                                    | Arson<br>Assumption that women and children are safe because men are supported | Successfully completed suicide |
| Unlikely       |   | Men with no family violence needs being accepted by the service                   | Diversion of resources away from other options<br>Some men refine control strategies through their learning<br>Difficulty in attracting staff<br>Expensive to operate |  |                                |
| Rare           | Men become institutionalised<br>Not having correct client supports in place |   | Loss of funding<br>Supportive philosophy overrides need to hold men to account  |  |                                |

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