Dr Kim McGregor, Executive Director

Rape Prevention Education - Whakatu Mauri - submission to the Social Services Select Committee into Funding of Sexual Violence Services

*I request to provide an oral submission to the Select Committee. 021378991

Contents

Executive summary........................................................................................................................................... 2
Recommendations............................................................................................................................................. 2
1.1 Introduction................................................................................................................................................................. 3
  1.2 Primary prevention of sexual violence ................................................................................................................................. 4
  1.3 Rape Prevention Education (RPE)..................................................................................................................................... 5
2.1 What is the current state of specialist services in sexual violence primary prevention? ............................................ 7
  2.2 RPE’s youth education programmes ....................................................................................................................................... 7
  2.3 Professional education ......................................................................................................................................................... 10
  2.4 Information line ................................................................................................................................................................. 11
3.1 Do services reflect an integrated approach? ...................................................................................................................... 11
4.1 Do services offer full coverage? ............................................................................................................................................ 11
5.1 Do services offer best practice? ............................................................................................................................................... 12
6.1 Are specialist services accessible? ....................................................................................................................................... 12
7.1 Are services culturally appropriate? ...................................................................................................................................... 13
8.1 Are specialist services sustainable? ......................................................................................................................................... 14
9.1 References ........................................................................................................................................................................... 15
10.1 Appendix........................................................................................................................................................................... 16
  10.2 Definitions of Prevention...................................................................................................................................................... 16
  10.3 “What is effective primary prevention in sexual assault? Translating the evidence for action” .................................... 17
  10.4 The Costs of Sexual Violence ............................................................................................................................................. 18
  10.5 Prevention Strategies ........................................................................................................................................................... 19
  10.6 RPE Youth Educators’ experiences teaching sexual violence prevention in high schools ................................................. 20
  10.7 Feedback from students and teachers about RPE’s programmes .......................................................................................... 22
Executive summary
Sexual violence can be prevented. Prevention efforts require resourcing, capacity, and coordination so that tailored interventions can be made at the individual, relationship, community and societal levels. Until very recently however, the capacity of the specialist agencies working to prevent sexual violence has been unsupported by government and therefore has been extremely limited.

Over the last four decades, successive governments have failed to coordinate and resource the specialist sector working to prevent sexual violence. This neglect has resulted in:

- an absence of a national sexual violence prevention strategy at both government and community levels
- unstable funding arrangements for the specialist prevention sector
- agencies having difficulty retaining specialist staff
- specialist agencies with little ability to develop research-based, consistent, co-ordinated prevention initiatives, programmes and strategies tailored to each community
- very few people in Aotearoa New Zealand receiving any sexual violence prevention information
- many agencies such as Rape Prevention Education with little capacity or capability to assess community readiness, and work along-side other community providers to develop shared resources, programmes and initiatives
- few specialist Kaupapa Maori sexual violence preventionists
- few specialists providing Pasifika sexual violence prevention strategies
- few tailored sexual violence prevention strategies or resources developed for specific communities including the range of ethnically diverse communities, disabled communities, and LGBTQI communities
- children, young people, caregivers, professionals without specialist information about how to prevent, intervene early, or get help to deal with sexual violence.

Sexual violence prevention agencies need to be able to do more than maintain their few existing programmes and initiatives. Specialist agencies need to be able to build capability and capacity to be able to cater to diverse and widespread need for sexual violence prevention. To do this requires co-ordinated and committed government agencies to work closely with the specialist sector to develop and resource a long-term national strategy with regional and local development and implementation plans, as well as a sustainable funding model for the community specialist sector who are the main providers of sexual violence prevention activities and programmes.

Recommendations
To improve the chances of ending sexual violence in Aotearoa New Zealand, RPE recommends the following examples of strategies (not an exhaustive list):

- Co-ordinated government agencies work closely with the specialist prevention sector to develop and resource a long-term national strategy with regional and local development and implementation plans
- Funding is increased across the specialist sector to enable both maintenance and expansion of the primary prevention of sexual violence initiatives
• The sector is resourced to enable regional and national collaborations, networks and coalitions.
• School-based programmes are expanded to include all early childhood education, primary, intermediate and secondary mainstream and alternative schools. Age appropriate school-based sexual violence prevention programmes
• Commitment and sustained funding to shift school-based programmes towards a whole-school approach so that sexual violence prevention information is provided to all school teaching and support staff in an effort to develop a whole-school approach, where the whole community of adults surrounding the students is trained in sexual violence prevention
• Sexual violence prevention training is included in tertiary courses such as in teacher training, social work, mental health, medical and health sciences
• Sexual violence awareness and prevention education is provided to journalism students
• There is sustained funding and policy to support research and development that informs best practice relevant to New Zealand communities and cultures. This includes quality monitoring and programme evaluation practices.
• There is funding for specialist Kaupapa Maori sexual violence prevention initiatives
• There are resources for Pasifika sexual violence prevention initiatives
• The high migrant population of Auckland reflects the need for developing culturally appropriate approaches that work for migrant/refugee populations
• The capacity of the specialist primary prevention agencies to work alongside specific groups, for example, LGBTIQ people, people with disabilities, migrant and refugee communities and male survivors, is expanded
• There is greater political commitment to community developed solutions. Initiatives and programmes are properly implemented and maintained
• A national sexual violence prevention campaign, such as It’s not OK campaign, is developed with the goal of challenging public attitudes and changing behaviours
• Specialist training and workforce development for the people working within the sexual violence sector

1.1 Introduction
Sexual violence can be prevented. It is perpetrated by human behaviour. With effort and resourcing, human behaviour and attitudes can be changed so that every year many thousands of girls, women, boys and men are not affected by sexual violence. Sexual violence is a wide-ranging and destructive social problem in Aotearoa New Zealand. It is estimated that 90% of sexual violence is committed by someone known to the victim/survivor or their family or community. Over their lifetime, it is estimated, conservatively, that over a quarter of women and 9 per cent of men will experience some form of sexual violence\(^1\). Māori women and girls are at particular risk, and are nearly twice as likely as women and girls in the general population to experience some form of sexual violence in their lifetimes\(^2\). Childhood sexual violence is a significant risk for re-victimisation.

\(^2\) Ibid.
Sexual violence has a detrimental effect on individuals, families and community, with many serious long term impacts on population health and safety. Sexual violence has been correlated with many indicators of deprivation and poor health. The effects of sexual violence include physical injury, sexually transmitted infections, post-traumatic stress disorder and depression. These effects have impacts in many areas including mental health and medical costs, justice costs and losses of productivity. Estimates of sexual violence have been reported to cost the national economy $1.2 billion every year; the figure could now be as high as $5-7 billion per year.

Sexual violence is a problem that occurs mostly in secret and without witnesses. Sexual violence thrives under conditions which promote silence, shaming and myths of abuse which are often at odds with evidence. Myths, misinformation and inaction are barriers to prevention.

Every community should have access to sexual violence prevention activities and programmes, because every community is affected by sexual violence. It is also crucial that programmes, information and activities which promote healthy relating and undermine social norms that enable sexual violence are available in our communities across the life span. At the moment in Aotearoa New Zealand, on the evidence of the TOAH-NNEST Tauwi stocktake, this is not the case.

1.2 Primary prevention of sexual violence

In their stocktake survey of 2013, the Tauwi Caucus of Te Ohaakii a Hine – National Network Stopping Violence Services (TOAH-NNEST) defined primary prevention of sexual violence as:

“Activities that seek to prevent sexual violence before it occurs by educating people about the issue of sexual violence and by promoting safe and respectful environments, behaviours and social norms.”

Over 70 key actions and recommendations were made in 2009 by Te Toiora Mata Tauherenga – Report of the Taskforce for Action on Sexual Violence, published by the Ministry of Justice to better prevent and respond to sexual violence in Aotearoa New Zealand. The Taskforce report has been described by the previous Minister of Justice as one of the “greatest road-maps” to deal with sexual violence ever received by government.

Key recommendations in the prevention of sexual violence include:

- Sustainable funding for specialist sexual violence primary prevention programmes
- TOAHNNEST is resourced to continue in its work with government
- The national Sexual Violence Prevention Plan is completed

---

2 Dickson, S., (2013). Preventing Sexual Violence: A Stocktake of Tauwi and Bicultural Primary Prevention Activities 2013. TOAH-NNEST.
Specific work on child sexual abuse and adult rape is included in the work of the “It’s Not OK’ campaign.

Effective primary prevention programmes have been identified by overseas research to embody a number of key principles. These principles are defined by researchers as:

- **Comprehensive Multicomponent**: Interventions that address critical domains (e.g., family, peers, community) that influence the development and perpetuation of the behaviours to be prevented.
- **Varied teaching methods**: Programmes involve diverse teaching methods that focus on increasing awareness and understanding of the problem behaviours and on acquiring or enhancing skills.
- **Sufficient dosage**: Programmes provide enough intervention to produce the desired effects and provide follow-up as necessary to maintain effects.
- **Theory driven**: Programmes have a theoretical justification, are based on accurate information, and are supported by empirical research.
- **Positive relationships**: Programmes provide exposure to adults and peers in a way that promotes strong relationships and supports positive outcomes.
- ** Appropriately timed**: Programmes are initiated early enough to have an impact on the development of the problem behaviour and are sensitive to the developmental needs of participants.
- **Socioculturally relevant**: Programmes are tailored to the community and cultural norms of the participants and make efforts to include the target group in programme planning and implementation.
- **Outcome evaluation**: Programmes have clear goals and objectives and make an effort to systematically document their results relative to the goals.
- **Well-trained staff**: Programme staff support the programme and are provided with training regarding the implementation of the intervention.\(^6\)

Due to the lack of co-ordinated development and lack of sustained funding, in Aotearoa New Zealand, few of these principles have been able to be employed by the specialist sector, including agencies such as Rape Prevention Education, who are working to prevent sexual violence. It is difficult to develop programmes that comprehensively encompass the above components of effective prevention programmes due to a lack of resources, capacity within organisations and sustainable funding.

**1.3 Rape Prevention Education (RPE)**

Until 13 years ago, Rape Crisis Auckland was a part of the Rape Crisis Collective. In 2000 it disaffiliated from the collective to become an independent agency with a board and management structure. In Tamaki at that time there were at least two other frontline sexual violence services and so Rape Crisis Auckland made the decision to focus almost exclusively on sexual violence prevention. Rape Crisis Auckland changed its name to Rape Prevention Education (RPE) in 2006 in an effort to help the public recognise that it was no

---

longer a frontline survivor support agency. Subsequently, RPE has become the largest agency in the country whose core business is sexual violence prevention.

RPE works in the greater Auckland area and nationally to prevent sexual violence through the delivery of education and health promotion/prevention activities. RPE also provides information for those affected by sexual violence through print and online media.

RPE’s commitment to Te Tiriti o Waitangi is enacted in many ways including through its active and practical engagement with Maori clinical specialists working in sexual violence prevention. For example, RPE has supported Maori clinical specialists in the development and delivery of the specialist Maori sexual violence prevention programme Tiaki Tinana and the Rangatahi and Sexual Health school-based prevention programme. RPE’s executive director is also a founding and executive member of Te Ohaakii o Hine – National Network Stopping Sexual Violence Together (TOAH-NNEST). Whenever possible, RPE works with Tāngata Whenua and other allied professionals in partnership to develop community services, education programmes, health promotion, research and advocacy.

Each year RPE provides information and programmes to a broad range of audiences and ethnic groups including approximately 6500 young people, community members and professionals. The two RPE websites also provide information and support and are accessed by 46,000 people each year. Additionally, RPE distributes brochures on topics of sexual violence to community organisations in the greater Auckland area and nationwide.

Although RPE has grown from bankruptcy in 2005 to a larger, more stable agency, funding for the agency’s programmes and service commitments are mostly based on unstable short term funding contracts. The agency has only one long-term government contract for one of its school-based programmes, BodySafe. This contract is half way through its three year term. Funding for all of RPE’s other initiatives and programmes are gained through employing a full-time fundraiser who is constantly applying for funding in contestable rounds for more short term funding contracts with high compliance. There is no sustainability or stability to enable RPE to retain its specialist staff and guarantee it can provide requested programmes to its communities.

Six portfolios of service are offered by RPE when funding allows:

- **Māori Services**: Providing specialised sexual violence prevention programmes developed and delivered by and for Tāngata Whenua, including Tiaki Tinana and specialist Kaupapa Māori school-based programmes for Rangatahi. A Rangatahi programme is currently being piloted and is halfway through its three year government contract. The longevity and successful implementation of the programme is reliant on roll out funding past the pilot programme.
- **Information**: Providing free, confidential and up-to-date information about sexual violence, including the law, types of sexual violence, research and statistics, consultation for professionals, information and referrals for young people and community members.
- **Education**: Developing and delivering well-established and effective education programmes and resources for youth and professionals, including BodySafe, Sex ‘n’ Respect Parties, Sex ‘n’ Respect for
Alternative Education, Dealing with Disclosures of sexual violence and training for bar and security staff in Host Responsibility (Safer Communities All Night -SCAN).

- **Prevention:** Providing free, confidential and up-to-date information about the prevention of sexual violence for parents, young people and professionals covering topics such as *How to keep your children safe, Bystander Intervention and Four Steps to Consent*.

- **Advocacy:** Advocating for improvements to all services for those affected by sexual violence including for survivor services, and those with harmful sexual behaviours. Much of RPE’s advocacy is currently carried out through national work by the National Sexual Violence Survivor Advocate Louise Nicholas and the Executive Director, Dr Kim McGregor.

- **Referral:** Providing a confidential, free email and web information and referral service for people affected by sexual violence, including survivors, offenders, their whanau, family or friends, as well as professionals working with sexual violence.

### 2.1 What is the current state of specialist services in sexual violence primary prevention?

Over the last four decades, successive governments in Aotearoa New Zealand have failed to deal with sexual violence, resulting in unstable funding arrangements and inconsistent, uncoordinated development of prevention activities throughout the specialist sexual violence sector and virtually no sexual violence prevention activities within any Government agency. According to the results of the Tauwi Prevention Project’s *Stocktake of Tauwi and Bicultural Primary Prevention Activities 2013*, the specialist sexual violence sector is largely led by the community, rather than Government, with 84% of responses to the research coming from within non-government organisations. 23 of 25 primary prevention programmes which are delivered within Aotearoa New Zealand communities are provided by community organisations, with the NZ Police and the Ministry of Social Development furnishing one primary prevention programme each. What the stocktake shows is that there is significant need for national leadership on sexual violence in Aotearoa New Zealand, in the form of a national sexual violence prevention strategy with resourcing attached to the plan, better collaboration between services, more education programmes across the board as well as funding for evaluation which would allow programmes to identify gaps and improve their performance over time.

Due to limited funding to the sexual violence intervention sector, there is a difficulty in gaining the resources for primary prevention. Because there is such a huge need at the intervention level, what little funding there is often prioritised for these areas. Effective, well-resourced prevention strategies have been neglected.

### 2.2 RPE’s youth education programmes

RPE delivers a range of youth programmes to approximately 40 mainstream, alternative education and teen parenting units in the greater Auckland area. These programmes cater to youth, to promote respectful sexual relating and prevent sexual violence.
**BodySafe**

*BodySafe* is a mainstream school-based programme for young people, made up of four one-hour interactive sessions. This programme has been developed over a 10-15 year period to become a recognised and credible programme in Auckland schools. *BodySafe* is delivered in 21 schools across the Auckland region. Outcomes for the programme are to increase skills and knowledge about sexual violence and respectful sexual relating, and to build young people’s confidence to access support services and become active bystanders, able to prevent sexual violence and stop victim-blaming.

There is evidence that the learning outcomes of the programme have been well met with most students indicating:

- increased knowledge of laws relating to consent
- increased knowledge and skills in sexual safety
- increased knowledge about sexual violence and where to access specialist support.

Evaluations of *BodySafe* showed 93% of students were able to describe the legal definition of sexual consent. 85% of students understood what constitutes sexual violence.

> “Two girls once told me very excitedly that no one had ever talked to them about what respectful and disrespectful relationships actually looked like, even though the terms respect and disrespect were frequently thrown around. When asking some Year 10 boys whose fault a date-rape situation was, they initially answered that it was the victim’s fault. After a few probing questions they developed some empathy towards the victim and decided that the perpetrator was responsible. It seems obvious that, to stop rape we need to stop people raping, but the students often don’t understand that initially, and through the programme I see them grasp it more and more. When we address bystander issues, several classes I have been in have cheered at the prevention on sexual violence by bystanders, and many students get passionate about keeping their friends safe.” – RPE Educator 2013

> “Much needed programme for these students. A topic not openly discussed within this community. School and programmes such as these are a powerful vehicle for students to gain knowledge, an insight into sex, relationships, peer pressure and safe choices.” – School staff member 2013

**Sex ‘n’ Respect Parties**

*Sex ‘n’ Respect Parties* is made up of three interactive sessions. The programme informs young people about respectful sexual relating in social environments where alcohol is being consumed, and increases students’ initiatives to intervene as a bystander. It aims to reduce the incidence and harm caused by alcohol facilitated sexual violence. The programme is delivered one or two years after *BodySafe* is delivered, to the same students. This allows repetition of messages as well as messages to be age-appropriate and to meet the developmental needs of the young person. This programme has been successful in the past, with evaluations indicating positive outcomes such as:

- decreased rape-supportive attitudes
• increased alcohol/drug literacy
• increased awareness of and ability to identify the problem of sexual violence
• skills and knowledge to engage in respectful relationships
• increased skills to be able to manage high risk situations and
• increased ability to intervene as a bystander.

Overall, students find the programme useful, but evaluation data shows that by the end of the programme, they still don’t necessarily feel confident actively asking for help from sexual violence support or other statutory services. Because this topic is new to them and is not introduced in any other part of their curriculum, students often request more engagement from RPE educators; for example they request lengthened courses and more information, as well as DVDs and other resources that RPE does not currently have the resources to provide. This finding reveals a demand for increased, accessible, tailored, specialist, reliable information to be available to young people on an ongoing basis.

RPE is currently unable to deliver either of the Sex ‘n’ Respect programmes (Sex ‘n’ Respect Alternative Education, Sex ‘n’ Respect Parties) due to inadequate funding. Past evaluations and feedback from students and teachers shows a clear demand for this programme and associated staff consultation and training to be continued and expanded.

“It should be spread over a longer time frame, because for this year we only [received] three sessions, one hour each, so we should have it for at least one month so everyone gets everything and we can learn more.” – Student feedback

“Have more workshop lessons because I felt that they were sometimes rushing through things. So if we have more time that would be great.” – Student feedback

“Possibly mak[e] the program five lessons.” – School staff member

Sex ‘n’ Respect Alternative Education
This programme is delivered within population groups that consist of young people who are at a higher risk of either being victimised or perpetrating sexual violence. The programme is delivered outside mainstream schooling, either through alternative education providers or teen parent units/programmes. Findings from the Youth Wellbeing Survey suggest that compared with students in mainstream education, young people who attend alternative education are significantly more likely to experience high levels of socioeconomic deprivation, to be exposed to environments that are harmful, and to engage in risk-taking behaviours (Clark et al., 2010).

This programme not only works with young people but also provides training and support for adults who are working with the young people. RPE provides staff training because there is a lack of specialist sexual violence prevention resources and training available to people who work with young people in alternative education settings. This population of young people are more vulnerable and have a greater need for services than youth in mainstream schools. Working with this population group on sexual violence prevention requires specialist skills which are currently not widely available in Auckland. RPE is often
required to invest heavily in building skills in the alternative education staff. Though this is a robust and established programme with credibility and demand from alternative education providers, **RPE currently does not have funding to deliver this programme to the youth or staff.**

**Current status summary – youth education programmes**

RPE cannot meet the current demand from schools. Teachers and students in every school request more modules, as well as more programmes to be delivered to multiple school years and with greater saturation within the same school. There is also a high demand from teachers for specialist training and support. Many of the teaching staff do not feel confident to deal with student disclosures of sexual violence or inappropriate sexual behaviours or other difficult situations which require specialised responses. RPE struggles to meet school demands.

To be effective RPE needs to develop its education programmes and expand its coverage. Ideally, RPE would be able to tailor sexual violence prevention with step-by-step age-appropriate programmes from pre-school to tertiary students, as well as through a whole school and whole community approach. A comprehensive strategy of sexual violence prevention would also enable RPE to work in collaboration with schools to aid staff to identify and act confidently in response to environmental risks such as screening teachers and knowing how to recognise grooming behaviours. In the current climate however, RPE is unable to make progress on the development of these whole of school or whole of community sexual violence prevention strategies.

While RPE does provide information on the *Sex ‘n’ Respect* website and through the *Sex ‘n’ Respect* booklets, there is currently a gap in RPE’s ability to meet demand for youth and teacher-friendly specialist resources. Despite having developed and delivered a range of specialist youth-focused sexual violence prevention programmes, with RPE’s current limited resource and capacity, few of these programmes are able to be delivered apart from its main programme, BodySafe.

**2.3 Professional education**

Most healthcare professionals and community workers have very little specialised education in issues related to sexual violence⁷. Many professionals request professional development from RPE to become better able to identify and deal with people who need their support.

Over a period of four years, RPE contributed to community and professional education by working with several other sexual violence intervention agencies in the Auckland region to provide annual one- and two-day specialist conferences on sexual violence intervention and prevention. **These conferences ended in 2010 due to lack of funding and capacity within RPE.**

**Current status of professional development programmes**

---

High demand. Currently little capacity to deliver specialist programmes such as *Dealing with Disclosures* or hospitality training programme *Safer Communities All Night (SCAN)*.

### 2.4 Information line

Without specific funding, RPE provides information, advice and referrals for those affected by sexual violence and their families/whānau. Every year RPE receives many hundreds of calls and emails from the community and from teachers and professional seeking information and advice to deal with sexual violence.

**Current status of information line**

Limited capacity – *no funding available for phone and email support service*.

### 3.1 Do services reflect an integrated approach?

No. Apart from some new and limited coordination by TOAH NNEST (a national network of organisations providing sexual violence services), there is no national or local integration of specialist sexual violence prevention services, and no stable funding model for sexual violence primary prevention services. There is currently no Government national plan and no Government national coordination of prevention activities or programmes. Each specialist sexual violence prevention agency has been working in relative isolation for decades. Most agencies have difficulties retaining specialist staff and without resources to collaborate across the sectors, there is little consistent development across the country, for example, similar programmes are developed in different communities without reference to the others. The lack of national coordination means that there is a lack of shared understanding and approach across the sector and a lack of shared goals for sexual violence prevention.

The TOAH-NNEST Tauwi Prevention stocktake paper reports that for good practice, organisations need to coordinate with other groups to develop integrated services and close the gaps in the system. A collaborative effort within Government ministries, within the specialist sexual violence prevention sector, and between Government and the specialist sector is required to develop and implement a shared prevention strategy.

### 4.1 Do services offer full coverage?

No. While there are areas of high quality work being carried out by specialist agencies, primary prevention capacity and capability is patchy around the country. It is difficult to make sustained progress on programme provision and provide the coverage needed to improve the effectiveness of prevention programmes when funding streams are unstable. Programmes are often developed in response to an identified need and a successful funding application. Often these pilot programmes are discontinued when the short term funding ceases. This situation makes it difficult to build a sustainable foundation and to retain specialist trained staff.
RPE works predominantly with schools with high populations of Māori and Pasifika youth. With better resources services to these communities could be improved and expanded. In Auckland, RPE delivered programmes to approximately 3500 young people last year. With adequate resources, RPE could provide its full complement of school-based and community information services, meaning that thousands more people could be reached and demand could begin to be met across the Auckland region and nationwide.

5.1 Do services offer best practice?
Due to a lack of investment in sexual violence prevention over four decades, there is currently a lack of research and development of localised best practice models that are focused on the specific needs of those in Aotearoa New Zealand. While there are many skilled and knowledgeable people working in the sector, much best practice is gleaned from overseas models and research. Better and more consistent funding would ensure that the specialist sector could do more comprehensive research, implementation, monitoring and evaluation of its primary prevention programmes. Sustainable funding would improve the sector’s chances of developing more effective, tailor-made, best practice models for the Aotearoa New Zealand population.

6.1 Are specialist services accessible?
Despite the best efforts of practitioners, accessibility to specialist sexual violence prevention services remains low. According to the TOAH-NNEST Tauiwi stocktake, fewer than 26,000 people were able to access sexual violence prevention programmes in 2012. The large centres may offer slightly better accessibility to prevention activities and programmes than those available in the provinces, but lack of funding is a barrier to the sector's capacity and capability to deliver tailored prevention initiatives in different areas, and for different groups. The sector needs Government resourcing and long-term commitment in order to ensure that specialist services are accessible regardless of accidents of geography.

Different groups have different needs, requiring different tailored approaches. At the moment, access to specialist sexual violence services is piecemeal. RPE has in the past produced programmes and resources aimed at groups with specific needs, for example specialist disability support and provisions for the needs of LGBTIQ communities. Currently there is little capacity to network or collaborate with these groups in order to work together to develop tailored prevention initiatives.

Another specialist area in which RPE has begun to develop is working with engaging males in sexual violence prevention efforts. Male disclosures of sexual violence often receive responses that minimise the harm to the survivor (for example, suggesting that a male is “lucky” if he experiences sexual violence). Such responses are obstacles to male survivors of sexual violence seeking help and support. Accessibility of specialist services for male survivors is scarce. Currently, RPE works with the Male Survivors of Sexual Abuse Trust and employs a number of specialist male sexual violence prevention educators, but has little capacity to continue or expand work with this important resource of male educators.
7.1 Are services culturally appropriate?

RPE is contracted to work predominantly with low decile Māori and Pasifika schools and our evaluation suggests that we meet that challenge well, within our resource limits. The biggest group we work with is Pasifika youth. To improve services to Pasifika youth would require a dedicated fono that could develop tailored specialist sexual violence prevention activities and programmes.

In March 2009 the Ministry of Pacific Island Affairs commissioned the School of Population Health at the University of Auckland to undertake a research project entitled Pacific Pathways to Sexual Violence Prevention Research, to provide further insight into the development of sexual violence prevention strategies for Pacific communities in Aotearoa New Zealand. This research project was conducted among seven Pacific communities in Aotearoa New Zealand – Cook Islands, Fiji Niue, Samoa, Tokelau, Tonga and Tuvalu – to identify sexual violence prevention strategies for these communities. The project was initiated due to the gap in empirical evidence on sexual violence prevention among Pacific communities. Unfortunately, RPE has had no capacity to engage with the ongoing implementation of the research findings.

RPE works alongside Kaupapa Māori clinical specialists who develop and deliver Kaupapa Maori sexual violence prevention to whānau, hāpu and iwi. In 2006, RPE supported the development and delivery of the Tiaki Tinana programme as a Māori response to sexual offending against children and young people. The Tiaki Tinana programme seeks to inform health promotion to prevent sexual violence within Māori communities. It is delivered within a kaupapa Māori framework. The primary aim of Tiaki Tinana has been to raise awareness of sexual violence within Māori communities, and to create a dialogue among community leaders as well as within whānau, hāpu and iwi about practical, everyday ways of incorporating sexual violence prevention strategies. Due to lack of funding, this programme is currently not able to be delivered.

Migrant and refugee support has been one of RPE’s areas of service in the past, with child and family sexual abuse prevention resources printed in over 20 languages to provide accessibility for people from a range of cultural and linguistic backgrounds. Over a four year period, RPE developed Safe Relationships in New Zealand, especially for migrants and refugees, and/or the service providers who work with them. The programme was established after RPE learned of the needs of refugees and migrants who had experienced sexual trauma. RPE became aware that wider family and community support is not always available to migrants and refugees experiencing sexual violence. Furthermore, new migrants and refugees often do not have access to information about the law in relation to sexual violence and how to find culturally-appropriate support. In 2007, RPE developed the first Auckland Migrant and Refugee Trauma Network and provided monthly half-day education networking meetings over the period of a year. Following funding for the pilot project, this programme ended in 2008 due to lack of funding. The resources are now out of date and have not been able to be updated.

The approach to preventing sexual violence in diverse cultural communities is currently one of adapting programme content to cater for diversity. This approach in the context of limited resources is inventive and very characteristic of New Zealand. However, in an ideally resourced situation, both approaches – culturally specific programming and inclusive programmes – would be utilised to promote cultural safety and develop the most effective prevention activities.

8.1 Are specialist services sustainable?
No. RPE has made some growth in its services in recent years with the introduction of new education programmes and resources; however, this growth has not been able to be sustained due to inconsistent funding to retain its specialist trained staff.

There is a shortage of specialist knowledge about sexual violence prevention, which means that RPE has to retrain every new educator. Because there is no consistent funding, staff turnover can become high. We have to let people go when the short term funding ends. It is neither sustainable nor economic to spend so much time training new staff only to lose them when resourcing ends. In 2013, over a three month period, RPE recruited and trained 17 new contract educators. 11 of these found full time jobs and now we are struggling to meet our contract requirements to deliver 350 BodySafe modules per year with two educators in each class.

We need to be able to do more than maintain our existing services. We need to be able to build capacity. To do this requires sustainable funding. Prevention programmes need research, development and evaluation capacities built into them so that frequent, reliable feedback can be gathered about programmes’ efficacy and so there are opportunities to continually improve them.

Sexual violence services funding needs to become consistent and well-managed. We need a greater level of collaboration and community development on issues of sexual violence prevention. We need to nurture a robust collective approach to prevention which reaches across society and changes behaviour as well as raising awareness on a sustainable basis.
9.1 References


10.1 Appendix

10.2 Definitions of Prevention

Primary prevention aims to create an environment which increases the protective factors which foster equitable, loving, respectful relationships and change social norms that contribute to violence-supportive attitudes and behaviours. Interventions are either universal or selective/targeted.

Universal interventions are aimed at the whole population, or groups within it, without regard to individual risk of violence perpetration or victimisation. A population sub-group might include everyone of a particular gender, or in a particular neighbourhood, school district, work place, age range, ethnic group. Examples include social norms campaigns which mobilise communities; programmes with children and parents which teach body autonomy and touching rules; and schools-based programmes which teach skills in negotiating consent such as BodySafe. Influencing institutional practice is another example of universal intervention, eg. creating sexual harassment response policies in the workplace.

Selective or targeted interventions focus on sub-groups at heightened risk of becoming perpetrators, victims or bystanders of sexual violence in the future. Examples of selective strategies include interventions with hospitality staff to teach skills in intervening to reduce alcohol facilitated sexual violence and sexual violence prevention programmes with people with learning disabilities.

Secondary prevention focuses on immediate responses to sexual violence, often in a crisis situation. For victims, secondary prevention aims to minimise the short-term harms of violence, as well as the risk of revictimisation. Activities include, for example, specialist sexual violence services 24 hour crisis-lines and emergency services or treatment for sexually transmitted diseases following a rape. For perpetrators, secondary prevention can include interventions aimed at preventing escalation such as early intervention responses to children and young people with harmful sexual behaviour. Secondary prevention can also include activities such dealing with disclosures training for professionals in a variety of settings.

Tertiary prevention focuses on long-term responses after sexual violence, such as attempts to lessen trauma or reduce the long-term impacts associated with sexual violence and rehabilitation and reintegration of perpetrators. Examples include culturally safe, age-appropriate counselling services and support groups for survivors; sex offender treatment and monitoring; and effective criminal justice sector responses.

(Adapted from TOAHNNEST website)
10.3 “What is effective primary prevention in sexual assault? Translating the evidence for action”

There is growing agreement internationally that stopping sexual violence before it occurs is the most effective form of prevention, but a lack of understanding still exists of what primary prevention is, partly due to the newness of the field.

Increasing awareness of sexual assault may be a feature of primary prevention, but it should not be a sufficient outcome. The key feature of primary prevention is targeting behaviour change to reduce sexual violence. This requires a multi-level approach – changing behaviour by individuals, peers and communities, as well as shifting institutional responses.

Effective primary prevention programmes must be:

**Comprehensive and developed within specific community context** – without local knowledge, programmes risk being seen as irrelevant. Comprehensive programmes include multiple strategies targeting the same outcome, implemented at two or more levels at a time. Attitudes and behaviours about sex, gender and relationships will vary across cultural communities.

**Theory-driven** – preventing sexual assault requires addressing structural issues to do with power, gender and inequality. This requires both a programme logic and a theory of change which links programme activities to changes in behaviour and behavioural intent.

**Effectively delivered** – primary prevention works when positive role models, social supports and pro-social activities support equitable social norms. How primary prevention is practiced – by organisations and individual facilitators – will impact on effectiveness.

**Evaluated** – comprehensive impact evaluations must be built into growing the knowledge base in sexual violence primary prevention.

(Copied from the Australian Centre for the Study of Sexual Assault (ACSSA) Wrap)
10.4 The Costs of Sexual Violence

Sexual violence has significant cost impacts on Aotearoa including the direct economic impacts that fall on government and the community and private sectors, the intangible and opportunity costs that fall on survivors, offenders and families, and the social, economic and health costs borne by families and communities.

Economic costs
The New Zealand Treasury measured costs associated with health, Police, legal and social impacts and estimated that in 2003/4 sexual violence cost our country $1.2 billion or $72,130 per incident, assuming 1% of offending. This makes sexual offending by far the most costly crime per incident, and with inflation and estimates of sexual offending incidents now at 5% of crime, could be costing Aotearoa $7.5 billion per annum. Costs increase without early intervention. One study concluded that for every missed intervention, potential health costs could increase by over $3,000 per victim and direct social and economic costs would be closer to $10,000 per victim. Government research estimates the cost of imprisoning a sex offender to be around $300,000 a year.

Costs to survivors
The largest portion of this cost falls on survivors and their families. Costs associated with accessing recovery and support services can create barriers to recovery and are partially borne by survivors themselves. Most survivors (90%) in a 2010 study identified that the costs of accessing services such as travel costs, top up fees, childcare, and translation or disability services acted as a barrier to them getting counselling and therefore recovering. Replacement of items associated with the offending, increased security and insurance costs, additional healthcare costs, loss of earnings and productivity, loss of career or educational opportunities, are all consequences of sexual violence that may fall on survivors. Sexual abuse is associated with lower lifetime socioeconomic status. The ripple effect - The costs of sexual abuse are also felt by families and community. Many survivors of sexual violence withdraw from society as a result of the trauma they experience. This can result in reduced socioeconomic status which further aggravates the experience of social exclusion and can impact on family outcomes. Research has identified that intrafamilial abuse may result in non-offending parents experiencing loss or change in income, changes in relationships with family and friends, dependence on government programmes, employment disruption and changes in where they live.
10.5 Prevention Strategies

RPE supports the TOAHNEST Tautewi Prevention submission examples of prevention strategies as part of its recommendations for useful developments within a sexual violence prevention strategy. Examples include:

- Supporting parents to create safe environments for their children, since 90% of child sexual abuse is perpetrated by someone known to the family
- Institutional policies in schools, early childhood centres, sports clubs and all children and youth-serving organisations which take child sexual abuse seriously including
  - Employment policies
  - Response policies which ensure people with perpetrating behaviour do not have unsupervised access to children
- Awareness raising campaigns about grooming behaviour which many perpetrators use to gain access to vulnerable children
- Schools based programmes which teach young people how to negotiate consent; how to navigate peer pressure; how to support friends and how to challenge friends who may be causing harm
- Masculinity programmes which allow young men to explore the positive aspects of male peer social norms (being a good mate, helping others) but challenge negative aspects (having to be tough or “the man,” over-estimating other young men’s acceptance of rape myths)
- Self-defence skills for groups likely to be targeted for sexual violence (women; LGBTIQ communities; disabled communities)
- Anti-bullying campaigns which include content on sexual harassment and homophobic abuse, and model respect and positive ways for young people to treat each other
- Awareness raising campaigns to challenge negative perceptions and stereotypes of groups experiencing marginalisation, as these groups are more likely to be targeted for sexual violence (eg Think Differently, the social norms campaign about disabled people; WTF, the social norms campaign challenging homophobia, biphobia and transphobia)
- Clear information about the law and legal rights available for all migrants and refugees coming to New Zealand, in appropriate languages, including information about sexual violence
- Training the hospitality sector to intervene in situations likely to lead to sexual violence, as alcohol is used to facilitate sexual violence in approximately 2/3 of the reported cases in New Zealand
- Training and guidelines for journalists in accurate reporting of sexual violence

---

10.6 RPE Youth Educators’ experiences teaching sexual violence prevention in high schools

RPE Educator 1:

One of the classes me and my co-facilitator were teaching was a low learning ability class with a couple of impaired students. It was absolutely wonderful to see them engaging with BodySafe material and being active and responsive in the classroom. I noticed that students with impairments were getting a lot from the programme we delivered, understanding important concepts around sexual violence and sexual violence prevention and being able to articulate their opinions and participate in the conversations we had around those topics. It was the first time for me to teach the class with low learning ability, but the way students were involved in either doing the group work, or individual brainstorming or class discussions I observed that each single one of them got the most important messages of our BodySafe programme – the definition of consent and sexual violence, major parts of New Zealand law around sexual violence, how the respectful sexual relationships look like, where to find help and support when dealing with sexual abuse, how to deal with disclosures and how healing works.

There was however one student in the class (girl in the wheelchair), who found it hard to comprehend and to take in the material of the programme, according to what her support person said when the girl did not return to the classroom after we taught the first module. So I was thinking whether another version of the programme should be developed to accommodate the needs of impaired students in order to empower their understanding of concepts and issues around sexual violence, in order for them to be fully included in sexual violence prevention programmes.

RPE Educator 2:

My success story from BodySafe

As a body safe educator I see many students in different schools. Some key moments have been students telling me that this workshop is very different to anything else they learn in school. Two girls once told me very excitedly that no one had ever talked to them about what respectful and disrespectful relationships actually looked like, even though the terms respect and disrespect were frequently thrown around. When asking some year 10 boys whose fault a date-rape situation was, they initially answered that it was the victim’s fault. After a few probing questions they developed some empathy towards the victim and decided that the perpetrator was responsible. It seems obvious that to stop rape we need to stop people raping, but the students often don’t understand that initially, and through the programme I see them grasp it more and more. When we address bystander issues, several classes I have been in have cheered at the prevention on sexual violence by bystanders, and many students get passionate about keeping their friends safe. After a class a girl came and talked to me about someone in her family she was concerned about. We talked together about some ways to keep herself and that person safe. It was great that she has that forum to talk to me in. We’d just covered how to be a supportive friend, and she said she found the workshop very helpful. Teachers say great things about the programme a lot, including that they think it should be in
every school, have more than 4 workshops, and in every year level. My knowledge I have learnt from being in this job has also had positive ripple effects in my community, with several people close to me re-assessing their potentially violent sexual behaviour, and wanting to learn more about consent and respectful sexual relationships.

RPE Male Educator 3:

The most memorable moment I have had in my two years working as an educator in sexual violence prevention was at a girls only school. I was explaining to the girls that if a boy (or girl) wants to do something sexual with them, even just kissing or touching, he needs to get their consent and always treat them with respect. The girls looked really confused until one of them admitted that they had never heard a guy say anything like that before. I asked them if they thought the guys they knew treated them with respect. All of them said no. In that moment I was both proud and sad. Proud to be a male role-model proving to these young women that there are men out there who will respect them as equals and empower them - challenging them to demand the same from their peers. But sad to realise that this was the first time anyone had told them this. Until now they had thought that disrespect, humiliation, discomfort, peer-pressure and the low self-esteem that stemmed from all this were just normal facets of being in a relationship. Both these things reminded me why our work in schools is so vitally important. There is a massive culture shift that needs to occur and there is a lot of work still to be done.
10.7 Feedback from students and teachers about RPE’s programmes

Positive comments students made about RPE’s programmes

General/Content
“Bodysafe program is great!! I’ve learnt a lot of things that will help me in the future if something happens to me”
“Helped me understand what to do when someone or me is sexual violated”

Educators
“The educators were really nice and approachable, and they treated us with respect”
“The presenters were well spoken and made me want to listen”
“They are really fun people and make everyone feel comfortable”.

Ways students thought the programmes could be improved:

Content
“BodySafe would have been better for me if we had spent more time discussing how to help a person who has experienced sexual violence”
“More info. On how to approach a person who you think might have been sexually abused.”

Educators
“If they got the students more involved”
“Interaction with the students and more practical activities”
“Fun activities, interesting ways to learn it rather than just talking”

Student involvement
“If there were more workshops or if the workshops were longer. Thanks :)”
“Longer sessions so we can learn more we don’t know.”
“more time spent with the students. This would help explain and go through more detail during the course”

Educators
“To keep the same body safe leaders every week rather than changing and having to get to know the new ones.”
“It was cool and interesting, But if would’ve stuck to one pair of educators

Positive comments made by school staff about the programmes RPE provide:

General/Content
“Much needed program for these students. A topic not openly discussed within this community. School and programs such as these are a powerful vehicle for students to gain knowledge, an insight into sex, relationships, peer pressure and safe choices.”
“Discussed abuse/rape that’s not generally covered here.”

Increased length
“Nice to have 4 lessons instead of 3 so it wasn’t as rushed as previous years.”

Ways school staff thought the programmes could be improved:

Length
“Possibly making the program 5 lessons.”

Student involvement
“I know it’s difficult but more group work less chalk and talk would be fantastic.”
“ESL activities need to be improved/made more accessible to these students who also have low literacy.”