Headquarters
New Zealand Defence Force
Defence House
Private Bag 39997
Wellington Mail Centre
Lower Hutt 5045
New Zealand

OIA-2024-5097

3o September 2024

[REDACTED]@rnz.co.nz

Dear [REDACTED]

I refer to your email of 31 July 2024 requesting under the Official Information Act 1982 (OIA) the following information on Harmful Sexual Behaviour (HSB):

Figures showing the amount of complaints lodged of sexual assault from staff in the New Zealand Defence Force from the time period of the 1st of January 2020 to the 31st of July 2024. Please provide a monthly breakdown of how many complaints were not addressed, addressed or complaints that resulted in prosecution within this period. Please provide a monthly breakdown of the types of complaints around sexual harassments or assault that occurred within this period. Please provide a monthly breakdown of the gender and ethnicities of people who lodged complaints of sexual harassments and assault. Please provide a monthly breakdown of which part of the NZDF these complaints occurred (Army/Air Force/Navy) and what location of the NZDF, without breaching the privacy of those who have lodged complaints.

It is important to note that the systems within the NZDF for responding to complaints place an emphasis on providing support to those who raise an issue. Individuals have many avenues by which they can raise a complaint, including but not limited to command, management, chaplains, social workers, human resource advisors, anti-harassment advisors, and sexual assault prevention and response advisors within the Sexual Assault Response Team (SART).

Due to the range of avenues available to raise concerns or complaints, data is not comprehensively captured in a centralised manner but is collected and stored locally across multiple parts of the NZDF. Furthermore, in some cases complainants may not want associated information disclosed. A substantial research and collation effort would be required to identify the information requested, therefore this part of your request is declined in accordance with section 18(f) of the OIA.

With respect to reporting of HSB incidents provided by victims/survivors to the SART, this system is designed around facilitating privacy and support for people who have experienced harmful sexual behaviours, not statistical reporting. Centrally recorded data on restricted and unrestricted disclosures from 2021 to September 2023 is provided at enclosure 1. Where a monthly breakdown is available this has been provided. Centralised reporting has not continued from October 2023. These numbers do not necessarily correlate to individual incidents as a disclosure about a particular incident may be raised by more than one person.

A restricted disclosure enables personnel to disclose their experience directly to a sexual assault prevention and response advisor (SAPRA) without the involvement of the chain of command, or Military Police, which under the Armed Forces Discipline Act would otherwise necessitate an investigation. This provides personnel who may not otherwise report the incident a way to come forward and receive appropriate support and information. Restricted disclosures can be amended to unrestricted later if the victim/survivor so wishes.

An unrestricted disclosure is made when a victim/survivor of sexual violence wishes the incident to be investigated by the relevant authority (this may be their Command, the NZDF Military Police or the New Zealand Police). An unrestricted disclosure is also investigated if other personnel are aware that such an incident has occurred.

> *Please provide a monthly breakdown of any complaints that are still ongoing.*

As noted above, a comprehensive response concerning all complaints cannot be provided. There are currently two Summary Trials and one Court Martial in progress concerning indecent assault.

> *Please provide any correspondence and communication on any platform, sent, held or received by the NZDF about the amount of sexual assaults' and sexual harassment claims.*

Consultations on the release of a brief about SAPRA data are taking longer than anticipated. A decision on this part of your request will be provided as soon as possible.

> *Any reports with advice given from the last 4 years on Operation Respect, after the 2020 audit.*

The Auditor General has released two reports in March 2023 that are publicly available on the Controller and Auditor General website[1]. At enclosure 2 is a copy of a 2023 Evidence Review from Change Strategy & Research. A copy of the October 2023 *Operation Respect Work Programme Business Case* is provided at enclosure 3. Where indicated salary information is withheld to protect privacy in accordance with section 9(2)(a) of the OIA, and projected personnel expenditure is withheld to maintain the effective conduct of public affairs through the provision of free and frank advice in accordance with section 9(2)(g)(i) of the OIA. A copy of the Operation Respect prevention and response plan is provided at enclosure 4.

> *Any reports mentioning the Workplace Behaviour Continuum colour scale and the SAPRA of the New Zealand Defence Force and any recommendations made to improve NZDF's current strategy to manage sexual harassment and assault.*

A copy of the *New Zealand Defence Force Operation Respect Action Plan* is at Enclosure 5. The continuum of sexual behaviour is illustrated on page four.

You have the right, under section 28(3) of the OIA, to ask an Ombudsman to review this response to your request. Information about how to make a complaint is available at www.ombudsman.parliament.nz or freephone 0800 802 602.

Please note that responses to official information requests are proactively released where possible. This response to your request will be published shortly on the NZDF website, with your personal information removed.

Yours sincerely

AJ WOODS
Air Commodore
Chief of Staff HQNZDF

Enclosures:
1. Breakdown of HSB disclosures
2. *Preventing harmful sexual behaviour, discrimination, harassment and bullying in the military*
3. *Operation Respect Work Programme Business Case*
4. Operation Respect prevention and response plan
5. *New Zealand Defence Force Operation Respect Action Plan*

---

[1] https://oag.parliament.co.nz//reports/defence

Enclosure 1

Incidents of HSB disclosed to SAPRA from January to December 2021							
Royal New Zealand Navy		New Zealand Army		Royal New Zealand Air Force		Other (Civilian Staff, Reserve Force, External or Visiting Force	
Restricted	Unrestricted	Restricted	Unrestricted	Restricted	Unrestricted	Restricted	Unrestricted
3	14	8	14	11	21	3	10

Incidents of HSB disclosed to SAPRA by month and Service in 2022								
	Royal New Zealand Navy		New Zealand Army		Royal New Zealand Air Force		Other (civilian staff, Reserve Force, External or Visiting Force)	
	Restricted	Unrestricted	Restricted	Unrestricted	Restricted	Unrestricted	Restricted	Unrestricted
January	2	-	2	-	2	-	1	-
February	-	-	1	1	2	-	1	-
March	-	-	2	-	-	1	-	-
April	-	-	3	-	2	1	1	1
May	1	2	-	1	6	1	-	1
June	-	-	-	1	-	1	-	1
July	-	1	-	-	1	-	-	1
August	-	1	-	2	2	2	1	2
September	-	-	2	-	1	2	-	-
October	1	-	-	4	4	1	-	-
November	1	1	-	2	-	-	-	-
December	-	-	2	1	-	-	1	-

Incidents of HSB disclosed to SAPRA by month and Service in 2023							
	Royal New Zealand Navy		New Zealand Army		Royal New Zealand Air Force		Other (civilian staff, Reserve Force, External or Visiting Force)	
	Restricted	Unrestricted	Restricted	Unrestricted	Restricted	Unrestricted	Restricted	Unrestricted
January	-	-	1	-	-	-	1	1
February	-	-	3	3	1	-	-	-
March	1	2	1	5	2	-	2	1
April	1	-	-	-	2	-	1	-
May	2	1	4	4	1	1	1	5
June	-	-	1	2	1	-	1	-
July	-	-	-	-	1	-	-	1
August	2	4	2	-	1	-	1	1
September	-	1	2	11	1	1	-	1

Change Strategy & Research

PREVENTING HARMFUL SEXUAL BEHAVIOUR, DISCRIMINATION, HARASSMENT AND BULLYING IN THE MILITARY

March 2023

Suggested citation: Trewartha, C. & Holt, E.A. (2023). Preventing harmful sexual behaviour, discrimination, harassment and bullying in the military.

EXECUTIVE SUMMARY

This Evidence Review is focused on the prevention of harmful sexual behaviour, discrimination, harassment and bullying[1] in the military. It contributes to the development of a New Zealand Defence Force (NZDF) strategy to prevent harmful sexual behaviour, discrimination, harassment and bullying, and create a safe, respectful and inclusive culture within NZDF.

The purpose of the Evidence Review was to outline what a prevention approach entails, to make evidence-informed recommendations and to guide application of a prevention approach to harmful sexual behaviour, discrimination, harassment and bullying within the New Zealand military.

There are many aspects of military organisations and military culture that increase the risk of harmful sexual behaviour, discrimination, harassment and bullying. These risk factors are well documented in the evidence and presented in detail in Section 4. The hierarchical nature of the military, rank structure, masculine environment and military discipline all contribute to increased risk of harmful sexual behaviour, discrimination, harassment and bullying. At the core of these harmful behaviours are abuses of some form of power. Key concerns about prevention in the military are how to change social and gender norms that contribute to harm and maintain the necessary toughness that military people and organisations require. The challenges for prevention of these behaviours in civilian settings are exacerbated in military organisations.

Harmful sexual behaviour, discrimination, harassment and bullying are issues which are usually addressed separately. Bringing these issues together means that the Evidence Review provides a new perspective on these complex and entrenched problems by drawing from the literature on each issue and from the fields of public health prevention and organisational change.

It is important to recognise that the evidence on harmful sexual behaviour, discrimination, harassment and bullying is emergent; there is much that is not yet known about how to prevent these harmful behaviours in society and within the military. The evidence is heavily weighted to describing the problems, but limited evidence on military specific prevention of harmful sexual behaviour, discrimination, harassment and bullying. Despite this, there are clear recommendations that can inform the development of a prevention strategy. The emergent state of the evidence means that research, monitoring and evaluation are essential to the development and implementation of prevention strategies, and to assess effectiveness and incremental change over time.

Preventing and addressing harmful sexual behaviour, discrimination, harassment and bullying in the military is complex and requires considerable time, expertise and resources.

---

[1] Please see the glossary for definitions of these terms.

As intractable problems these issues are well positioned for innovative approaches that embrace the complexity of the challenge.

Recommendations

The evidence recommends comprehensive prevention including organisational culture change with a strong focus on leadership development. To be effective this approach needs to be in balance with and connected to continuous improvement of trauma-informed responses to harmful sexual behaviour, discrimination, harassment and bullying.

These recommendations are the result of analysis of the combined evidence on prevention of harmful sexual behaviour, discrimination, harassment and bullying and organisational change in the military.

Comprehensive evidence-informed prevention
A multi-layered approach that impacts across all levels of the organisation including organisational culture change

Develop a theory of change
Develop a theory about how change will happen and the early, intermediate and long-term outcomes that will drive action and measurement.

Organisational culture change
A genuine and well-resourced whole organisation commitment to developing a culture of safety, respect and inclusion demonstrated by leaders.

Leadership development
Leadership on harmful behaviours positioned as a necessary leadership skill and embedded in all leadership development training, as well as performance and promotion assessment.

Focus on the whole continuum of harm
All harmful sexual behaviour, discrimination, harassment and bullying behaviours are included and addressed. Recognition that all harmful behaviours impact negatively and enable more harm to occur.

Focus on social norms and gender norms including peer approval
To change behaviours, the norms that contribute to harm must be addressed. This takes time and relies on effective leadership to set the standard and reinforce positive behaviour. All service members need opportunities to be part of well-informed discussions about these problems, see appropriate behaviour modelled and be involved in building new norms.

Address the relationship between alcohol and harmful sexual behaviour
Norms around heavy drinking and alcohol being used as an excuse for harmful sexual behaviour must be addressed alongside social and gender norms.

Rigorous research, monitoring and evaluation

Research, monitoring and evaluation are essential due to the emergent state of the evidence. Monitoring is also key to understanding what is working to make change, to take a continuous improvement approach and to track change over time.

Scope

The Evidence Review was focused on prevention of harmful sexual behaviour, discrimination, harassment and bullying. Responses to harmful sexual behaviour, discrimination, harassment and bullying after it has occurred were out of scope. However, prevention and response are connected, especially in military settings, and there is some overlap in the evidence. The Evidence Review recommends that response and prevention are understood as a connected whole within NZDF.

It is important to note that this Evidence Review is focused on harmful sexual behaviour, discrimination, harassment and bullying experienced and perpetrated by all genders, with recognition that harmful sexual behaviour, discrimination, harassment and bullying is disproportionately experienced by women and minority groups who are harmed by men, both in the military and in wider society (Turchik & Wilson, 2010).

Intimate partner violence and family violence including child abuse were out of scope for this Evidence Review. However there is a high correlation between these different types of violence and abuse, and many shared risk and protective factors (Centers for Disease Control and Prevention, 2016; Wilkins, Tsao, Hertz, Davis, & Klevens, 2014).

Audience

The primary audience for this Evidence Review is the New Zealand Defence Force and those who will support NZDF to develop, implement and measure its strategy to prevent harmful sexual behaviour, discrimination, harassment and bullying, and create a safe, respectful and inclusive culture in the coming years.

Five Eyes partners are the second audience. As the work develops to address harmful behaviours in the military there is much to be learnt for each country's experiences and approach.

GLOSSARY

Term	Meaning
Bullying	Bullying generally involves repeated, unreasonable or harmful behaviour, either intentional or unintentional, directed towards an individual or group of individuals where the targeted individual(s) is unable to stop or avoid the behaviour due to either formal or informal power imbalances. While bullying is generally seen as repetitive behaviour, isolated high intensity or serious actions can also be bullying, as the harmfulness of bullying increases with frequency or intensity of bullying behaviour. Bullying is not well understood in a military context. Source: NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft) - please see the Policy for further information.
Consent	Consent is a mutual agreement to do something. It is where everyone involved wants to do something, and they freely and enthusiastically agree to do it. Consent can be withdrawn at any stage. The Crimes Act 1961 says that there are some times that a person cannot consent to sexual contact. This includes when people: are forced, threatened or coerced; are asleep or unconscious; do not understand what they are consenting to; they do not know who they are consenting to doing it with; are under 16; are affected by alcohol or other drugs, or have a significant physical, intellectual or mental impairment that means they cannot consent. A lack of physical resistance is not an indication of consent. In a military context, lack of ability to consent also applies to bullying and hazing (Keller et al., 2015; Matthews, Hall, Kimberly, & Lim, 2015; US Department of Defense, 2015). Source: Sound Check Aotearoa.
Discrimination	Discrimination occurs when a person is treated unfairly, or less favourably than others in the same or similar circumstances, based on specified personal characteristics identified as prohibited grounds for discrimination in the Human Rights Act 1993 (s 21). Discrimination can be direct, indirect or subtle (see NZDF Discrimination, Harassment, Bullying and Hazing Policy for more information). Under the Human Rights Act 1993, all people are protected from unlawful discrimination in their employment. This includes discrimination on the grounds of: age; race or colour; ethnicity or national origins; sex (including pregnancy or childbirth); sexual orientation; disability; religious or ethical belief; marital or family status; employment status; political opinion; being affected by family violence; involvement in union activities, including claiming or helping others to claim a benefit under an employment agreement, or taking or intending to take employment relations education leave. Source: Human Rights Act 1993; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft) - please see the Policy for further information.

Harassment	Harassment means being subjected to unacceptable[2] and unwelcome behaviour that causes harm. Harassment can be repetitive or a single incident of a significant nature. It is often power based, for example through rank or physical size, and can be perpetrated by an individual or a group of people. Harassment is illegal.
	Harassment can include general harassment, racial harassment, sexual harassment (covered separately below), quid pro quo harassment, hostile environment harassment and gender-based harassment:
	- General harassment includes any unwanted behaviour which another person finds offensive or humiliating which is serious or repeated and has caused harm. - Racial harassment is where someone uses language or visual material, or behaviour, that directly or indirectly expresses hostility against, or ridicules another person based on race or ethnicity that is repeated, or which is significant enough to have had a harmful effect. - Quid pro quo harassment occurs when a tangible benefit is offered, such as a promotion, attendance on a course, or avoidance of unwanted duties or tasks, dependent on the target behaving in a particular manner or doing certain actions related to any of the prohibited grounds of discrimination. Such offers can be explicit or implied, with targets not needing to either accept or complete the behaviour, as by simply making the offer, quid pro quo harassment has occurred. With quid pro quo behaviour, a single isolated instance is generally sufficient to be defined as harassment. - Hostile environment harassment involves a pattern of unwelcome and offensive conduct that unreasonably interferes with an individual's work performance or creates an intimidating, hostile or offensive work environment. - Gender-based harassment occurs when a person is harassed for reasons relating to their gender or gender identity. Gender harassment is rarely of a sexual nature; it is generally non-sexual acts of harassing or otherwise persecuting an individual because of their gender, to police and reinforce traditional heteronormative gender norms.
	Harassment can happen to people of all genders and ages, and to people at all ranks and levels. The person doing the harassment does not have to intend to harass for the behaviour to be harassment.
	Source: adapted from Defence Force Order 3 – Chapter 3; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft) – see the Policy for more information.
Harmful sexual behaviour	Refers to a continuum of unwanted and unwelcome sexualised behaviour including sexualised social behaviour, sexual harassment and sexual offences. Within NZDF these are known as yellow, orange and red behaviours. See further definitions below.
	The NZDF continuum of sexual behaviour:
	Source: NZDF Harmful Sexual Behaviour Commanders Guide
Primary prevention	Primary prevention is a public health approach that works to prevent harm by addressing the root causes, risk and protective factors associated with harmful behaviour (Davis, Parks, & Cohen, 2006; Krug, Dahlberg, Mercy, Zwi, & Lozano, 2002b). The emphasis is on preventing new harms by changing the social conditions, structures and norms that perpetuate harm, and on building protective factors for safety, wellbeing and resilience.
Protective factor	Things that make it less likely that people will use or experience violence, or that increase their resilience when they are faced with risk factors. Examples of protective factors are: inclusive social norms and a safe physical environment (Adapted from Wilkins et al., 2014). Specific protective factors operate across the different levels of the socioecological model.

---

[2] Under NZ law harassment is subjective meaning the target decides what is unacceptable. This may not be relevant to a military context. In a military context, decisions about what is and is not acceptable may differ considerably from wider societal understandings.

Respectful behaviour **"Green"**	Safe, inclusive and professional behaviour. When people are operating in the green, all team members can contribute fully and have a strong sense of belonging and trust in their team, unit and leaders. Capability delivery and operational effectiveness are maximised and NZDF's reputation is enhanced. Examples of **green behaviour** are: • Issuing orders/ instructions in professional, inclusive language (i.e., language that is not racist, sexist, sexual or homophobic) • Providing positive feedback based on work performance • Encouraging and modelling principles of a growth mindset • Informing people if and why they will be touched e.g., for a medical examination Source: adapted from NZDF Harmful Sexual Behaviour Commanders Guide
Risk factor	Things that make it more likely that people will use or experience violence. Examples of risk factors are: rigid social norms about what is "masculine" and "feminine"; a history of violent behaviour (Adapted from Wilkins et al., 2014). Specific risk factors operate across the levels of the socioecological model. In military settings there many general risk factors present due to the nature of military organisations (e.g. rank structure and hierarchy, military discipline), there are also many military specific risk factors (e.g. not being covered by some NZ workplace laws - see note on this below Glossary).
Sexual harassment **"Orange"**	Sexual harassment includes any unwelcome or offensive sexual behaviour that is repeated or is of such a significant nature to have a harmful effect, or which contains an implied or overt promise of preferential treatment, or an implied or overt threat of detrimental treatment. Sexual harassment can be spoken or written, visual or physical acts, and can occur in person, through text messaging, or online. Examples of **orange behaviour** are: • Unwanted comments, intrusive questions or teasing about a person's sexual activities or private life • Offensive hand or body gestures • Encroaching on someone's personal space • Persistent and unwanted social invitations. Source: NZDF Harmful Sexual Behaviour Commanders Guide; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft).
Sexual offences **"Red"**	Sexual offences are acts of a sexual nature, sometimes accompanied by violence, coercion or the threat of violence, which are committed against a person without their consent. It can include offences of indecent assault, sexual violation (rape), and inducing an indecent act by threat, or attempts to commit these offences. In the **red** crimes under New Zealand law include but are not limited to: • Sexual violation by rape or unlawful sexual connection (any penetration of any part of the body without consent) • Indecent assault (non-penetrative sexual touching/ groping without consent) • Stalking (online or in person) • Creating or sharing private images without consent. Sexual offences are crimes which fall under various legislation in New Zealand such as the Crimes Act 1961; Harmful Digital Communications Act 2015; and the Films Videos Publications Classifications Act 1993. Source: NZDF Harmful Sexual Behaviour Commanders Guide & Rachel Harrison.

| Sexualised social behaviour **"Yellow"** | Sexualised language and behaviour including jokes, sexist or sexually demeaning comments and sharing inappropriate images. This behaviour affects trust and respect in teams and units and undermines professionalism. If repeated or part of a wider pattern of unwanted and harmful behaviour, yellow behaviour can become sexual harassment (orange).

Examples of **yellow** behaviour include:
• Sexual jokes or banter
• Pictures or material with a sexual connotation (this can also be sexual harassment)
• Assigning people an "attractiveness score"

Source: NZDF Harmful Sexual Behaviour Commanders Guide; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft). |
| Socioecological model | The socioecological model (Bronfenbrenner, 1979) conceptualises violence as a product of multiple, interacting factors across the individual, relationship, community, institutional/ organisational and societal levels. Effective prevention requires action across all levels to address the risk and protective factors at each level. |

With regards to the above definitions, please note that many civilian legal protections do not apply to NZDF military personnel.

The Employment Relations Act 2000 does not apply to military personnel as section 45(5) of the Defence Act specifically excludes NZDF military personnel from all the protections provided by the Employment Relations Act, leaving their employment conditions and service entirely dependent on the Chief of Defence Force. NZDF military personnel also have limited protections offered by the Health and Safety at Work Act, including legal protections from harassment and bullying, when involved in operational activities. These activities extend beyond overseas operational deployments and include any training in preparation for these deployments conducted either in New Zealand or overseas, as well as any activity carried out in New Zealand or overseas that Chief of Defence Force declares to be an operational activity.

However, there are some protections against harmful sexual behaviour, discrimination, harassment and bullying which exist under the Armed Forces Discipline Act 1971 (where personnel may be subject to charges under the military justice system for some types of interpersonal harm), Defence Force Orders (i.e. DFO 3 Part 5 Chapter 3 which deals with discrimination, harassment and bullying) and the Crimes Act 1961. Note that these protections exist whether in New Zealand or abroad. Policy work is underway to capture gaps in the protection offered by these instruments.

The Employment Relations Act 2000 and Health and Safety at Work Act do apply to civilian members of NZDF.

Table of Contents

List of Tables

List of Figures

INTRODUCTION

The New Zealand Defence Force commissioned Change Strategy & Research to develop a strategy to prevent harmful sexual behaviour, discrimination, harassment and bullying, and to create a safe, respectful and inclusive culture within NZDF. This Evidence Review is the first of four components in the Strategy development process.
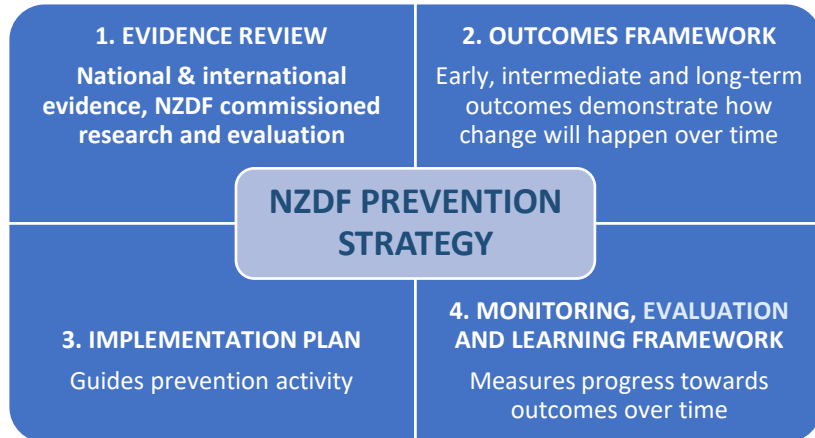
The scope and state of the evidence

NZDF has decided to address harmful sexual behaviours (HSB) and discrimination, harassment and bullying (DHB) through one strategy in recognition that all of these behaviours are connected and must be addressed cohesively to develop a culture of safety, respect and inclusion.

The purpose of this Evidence Review was to identify evidence-based approaches to prevent harmful sexual behaviour, discrimination, harassment and bullying. It is important to recognise that the evidence on harmful sexual behaviour, discrimination, harassment and bullying is emergent; there is much that is not yet known about how to prevent these harmful behaviours in society and within the military. There is limited evidence on military specific prevention on harmful sexual behaviour, discrimination, harassment and bullying. The most well-developed military specific evidence is on sexual harassment and sexual assault. Within the military specific literature, sexual harassment and sexual assault are addressed separately in most military contexts. However, the evidence recommends understanding harmful sexual behaviours as existing along a continuum, particularly in military settings (McCone, Thomsen, & Laurence, 2018; Sadler, Lindsay, Hunter, & Day, 2018). There is considerable overlap between the DHB and HSB literature which highlights the interconnections between these issues.

Despite the emergent state of the evidence, there are clear recommendations that can inform the development of the Prevention Strategy. Research, monitoring and evaluation will be essential to guide implementation and to assess effectiveness and change over time.

Prevention is challenging

Preventing and addressing harmful sexual behaviour, discrimination, harassment and bullying in the military is complex and requires considerable time, expertise and resources. There has been a reliance on training and policy to address harmful sexual behaviour, discrimination, harassment and bullying within the military. The evidence of effectiveness of these two approaches is very limited. Experts now recommend more comprehensive multi-layered approaches as are outlined in the recommendations in Section 6.

For example, in the U.S. despite implementing interventions to prevent and respond to sexual assault for over a decade, and making some progress on reducing rates of sexual harm, the most recent Department of Defense (U.S. Department of Defense, 2022) annual report showed that the reported prevalence of sexual assault, sexual harassment and gender discrimination has been on the increase since 2018. These results may also reflect changes in Government and wider societal changes in the U.S. However, this lack of sustained progress signals the need to focus on evidence informed and more comprehensive approaches, to build evidence of what works to make change, to be cognisant of wider societal influences, and to significantly scale up efforts.

It is also important to note that from the available literature there is no evidence of a military that has successfully decreased harmful sexual behaviour, discrimination, harassment and bullying in a sustained way over time. This may be due to the relatively short amount of time militaries have been working to address these issues, or that until recently only very narrow interventions (e.g. policy and training) have been attempted. As intractable problems these issues are well positioned for innovative approaches that embrace rather than deny the complexity of the challenge. The evidence is clear that simplistic approaches involving training and policy alone have little to no impact in military settings, and in some cases have even caused more harm (Ellis & Brown, 2020; Foubert & Masin, 2012; Galvin & Allen, 2021; Gedney, Wood, Lundahl, & Butters, 2018; Gidycz, Wyatt, Galbreath, Axelrad, & McCone, 2018).

Office of the Auditor General baseline audit

Following the recommendation from the 2020 Ministry of Defence review of Op RESPECT (Teale & MacDonald, 2020), the Office of the Auditor General is now auditing NZDF's progress on preventing and addressing harmful sexual behaviour, discrimination harassment and bullying for 20 years.

The Office of the Auditor General baseline audit provides NZDF with data on the prevalence of harmful sexual behaviour, discrimination, harassment and bullying that can be used to track change over time and to inform the prevention strategy development and

implementation. This data is a first for NZDF and will help to address a barrier to progress which was understanding the size of the problem.

The Office of the Auditor General report will be available in 2023. Results of the audit cannot be included here as the final report is not yet complete. Although other prevalence data is available within NZDF it is not as comprehensive as the Auditor General's report, and it is recommended that readers go to the Auditor General's report once available to understand prevalence of harmful behaviours in NZDF.

Language

Within NZDF the terms harmful sexual behaviour (HSB), discrimination, harassment and bullying (DHB) are used to describe a continuum of behaviours that are unacceptable. In the literature on prevention of sexual harm in military settings the commonly used terms are sexual harassment and sexual assault. Within the broader literature, the terms sexual violence and violence against women are mostly used. The evidence on discrimination, harassment and bullying uses varied definitions. Within the Evidence Review a mix of these terms is used. There is considerable overlap between the definitions of the different forms of harm. At the core of each is an abuse of power of some form.

"Military settings" is a term often used in the evidence. It is important to note that military settings include working, living, recreation and social spaces. Military settings also includes military and civilian personnel unless explicitly stated otherwise.

Limitations

This Evidence Review has three key limitations. The first is the emergent state of the evidence. There is much that is not yet known about how to prevent these harmful behaviours in society and within the military.

Second, from what is available in the evidence there is no certainty about how the international evidence relates to military and civilian members of NZDF in Aotearoa New Zealand. Most of the evidence on prevention of HSB and DHB in the military comes from the United States (U.S.). There is a clear need to develop evidence specific to the uniqueness of our country. It is recommended that NZDF build evidence for Aotearoa New Zealand so that we can understand these issues from our own experiences and perspectives not be led by evidence that may have limited relevance nor reflect the unique challenges we face.

Third, this Evidence Review is informed by the academic literature and largely a Western world view. The lack of te ao Māori (Māori worldview) knowledge, evidence and perspectives is a limitation for our context in Aotearoa New Zealand. It is necessary to complement this Evidence Review with knowledge about respectful relating, prevention and

change from te ao Māori, Pasefika and other worldviews to be relevant to our context in Aotearoa New Zealand. This must be led by Māori and Pasefika writers and researchers.

Structure of the Evidence Review

This Evidence Review outlines what a prevention approach involves, presents the evidence on harmful sexual behaviour, discrimination, harassment and bullying, and makes evidence-informed recommendations to guide application of a prevention approach to harmful behaviour within the Aotearoa New Zealand military.

The Evidence Review is organised into six sections:
- Section 1 describes what a prevention approach involves.
- Section 2 summarises the key aspects of organisational change.
- Section 3 presents the evidence on harmful sexual behaviour.
- Section 4 presents the evidence on prevention of harmful sexual behaviour.
- Section 5 summarises the evidence on discrimination, harassment and bullying and prevention of these issues.
- Section 6 makes recommendations to inform development of the Prevention Strategy.

METHODS

The following methods were used to identify relevant evidence on harmful sexual behaviours, discrimination, harassment and bullying, prevention and organisational change.

Military specific evidence

A military specific literature search was completed of the Pubmed, Psych Info, Google Scholar, Medline and Scopus databases for the period 2012-2022 on prevention of harmful sexual behaviour, discrimination, harassment and bullying.

Keywords/ search terms included: prevention OR organisational change; AND sexual OR harmful OR violence OR behaviour OR bullying OR harassment OR discrimination; AND military OR army OR navy OR air*. Reference lists were reviewed, and articles were retrieved if deemed relevant. Recommended articles were also reviewed and retrieved where relevant.

Sexual violence prevention

The civilian evidence on sexual violence prevention drew from the Change Strategy & Research library of academic articles and grey literature reports, including national and international evidence.

Discrimination, harassment and bullying

Due to the lack of DHB prevention or organisational change evidence identified through the first strategy another two literature searches were completed of the Pubmed, Psych Info, Google Scholar, Medline and Scopus databases for the period 2012-2022 on prevention and organisational change on discrimination, harassment and bullying in the general literature and military specific literature.

First search strategy keywords/ search terms included: prevention OR organisational change; AND bullying OR harassment OR discrimination.

Second search strategy keywords/ search terms included: prevention OR organisational change; AND bullying OR harassment OR discrimination; AND military.

Reference lists were reviewed, and articles were retrieved if deemed relevant. Recommended articles were also reviewed and retrieved where relevant.

NZDF commissioned research and evaluation

The Evidence Review was also informed by the following NZDF commissioned reports and evaluations,

Harrison, R. (2018). *Considering culture: cultural audit of 2nd 1st Battalion New Zealand Infantry Regiment buildings at Burnham Army Camp*.

Harrison, R. (2018). *Considering culture - Navy: a cultural audit of artefacts on HMNZS Philomel*.

Harrison, R. (2019). *A safe and inclusive environment for all: Operation Respect in the NZDF Reserve Forces, Youth Development Unit and Cadet Forces.* Wellington: New Zealand Defence Force.

Harrison, R. (2019). *Considering culture: environmental scan of the Royal New Zealand Airforce base, Whenuapai Auckland*.

Harrison, R. (2022). *The prevention of harmful sexual behaviour in the New Zealand Defence Force: a snapshot - March 2022*.

McGregor, K., & Smith, R. (2015). *Air Force culture review 2015*. Wellington: Ministry of Defence.

Teale, D., & MacDonald, C. (2020). *Independent review of the New Zealand Defence Force's progress against its Action Plan for Operation Respect*. Wellington: Ministry of Defence.

SECTION 1: WHAT IS A PREVENTION APPROACH?

Although there is a lot of talk about prevention, most people are unfamiliar with what a prevention approach actually involves. "What is prevention?", "how does it work?" and "why are the timeframes so long?" are common questions. This section introduces a prevention approach.

Prevention (more specifically primary prevention) is a well-established public health approach. Public health is a science-driven approach that is pragmatic – it draws from a range of disciplines and works across sectors to affect change for whole populations, communities and organisations with strong emphasis preventing predictable harm (Krug, Dahlberg, Mercy, Zwi, & Lozano, 2002a). This is often described as working at the top of the cliff, not the ambulance at the bottom of the cliff.

Primary prevention refers to the development, implementation and evaluation of interventions that target whole populations (World Health Organization, 2007a). In this case the "population" refers to all of NZDF, regardless of experience of harm. A prevention approach works to change the conditions that allow harm to occur and to prevent new experiences of harmful behaviour. This means over time changing the language, behaviour, practices, systems and structures that contribute to harm (risk factors) and replacing them with new behaviour and practices, systems and structures that mean harm is much less likely to occur (protective factors).

Primary prevention strategies include *universal interventions* directed at the whole population or community, *selected interventions* aimed at those who may be at increased risk for sexual violence perpetration and *indicated interventions* aimed at individuals who display early signs of harmful behaviour, but before these have progressed to severe levels of threat or impact (Centers for Disease Control and Prevention, 2004). Recommended indicated interventions in military settings include targeted intervention in units known to have higher prevalence with HSB (Harris, McDonald, & Sparks, 2018).

Prevention is not a set and forget approach. As prevention works with complex problems a prevention strategy is monitored and adjusted continuously to ensure it is working to affect change. In military language it is a test and adjust approach - but long-term.

Prevention is strongly recommended in public health and violence prevention evidence to address the underlying causes of harm and in time reduce the overall rates of harm (Graffunder, Noonan, Cox, & Wheaton, 2004; World Health Organization, 2007a). By identifying the risk factors (the things that increase the likelihood of harm) and protective factors (the things that reduce the likelihood of harm) a science-driven and robust prevention strategy can be developed (Wilkins et al., 2014). The risk and protective factors for HSB and DHB are identified throughout the Evidence Review.

To date, most efforts to address HSB and DHB are focused after harm has occurred. Secondary and tertiary prevention that responds to violence and abuse after it has occurred includes crisis services, health and justice sector responses. This means that those directly affected may receive some support but little is done to change the conditions to prevent

harm happening to others. It also relies on people who have experienced harm reporting that to someone to receive support and there are many barriers to doing so for HSB and DHB as will be discussed later in this review. Working with those directly impacted by HSB and DHB is essential, however this is not the purpose of a public health prevention approach that implements strategies to affect change in communities, organisations and society to reduce the numbers of people who experience harm (World Health Organization, 2010a).

The socioecological model and the importance of reinforcing efforts

The socioecological model is a key public health framework to understand how to prevent harm. The socioecological model (Bronfenbrenner, 1979) conceptualises harm as a product of multiple, interacting influences at the individual, relationship/ family/ whānau, community, organisational/ institutional and societal levels.

Affecting change requires action across these levels at the same time (Katz, 2018). For organisations like NZDF there are specific risk and protective factors that need to be addressed. While NZDF has a more defined boundary around it than most communities and organisations, it is also important to recognise the influences at the individual, whānau, community and societal levels that impact on members of NZDF. These influences can be positive and negative and will help or hinder progress accordingly.

The socioecological model in Figure 1 has been adapted to our context in Aotearoa New Zealand for family violence prevention. This version of the socioecological model includes historical influences, including intergenerational trauma and the ongoing impacts of colonisation. These are important influences for NZDF to consider in prevention planning.

INDIVIDUAL	WHĀNAU	COMMUNITY	INSTITUTIONAL	SOCIETAL	HISTORICAL
The developments experiences and personality factors that shape a person's response to stresses in their environment including their childhood experiences, their personal attitudes, values and beliefs.	The intimate interactions a person has with other individuals, their family, whānau, and friends including their attitudes, values and beliefs.	Community attitudes, values, and beliefs, and the formal and informal social structures that guide social relationships.	The structures and practices of organisations and institutions including economic and social policies and systems.	The culture, values and beliefs that shape the other levels such as rigid gender norms, inequity based on gender, ethnicity, sexual orientation, attitudes towards disability and the value of children and older people.	Consideration of historical trauma, intergenerational abuse, adverse childhood experiences and limited safe family and whānau support. For Māori the impact of colonisation in creating generations of social exclusion and layers of depression.

Figure 1: The socioecological model adapted for Aotearoa New Zealand (Auckland Council, Ministry of Social Development, North Shore Family Violence Prevention Network, Te Rito Rodney, & WAVES Trust, 2016)

Within the HSB and DHB evidence there has been a focus on action at the individual and relationship, family and whānau levels (DeGue et al., 2014; Gidycz et al., 2018). While these interventions are important, long-term behaviour change also requires work at the community, organisational and societal levels to prevent and address violence and support safe, healthy behaviours and attitudes (DeGue et al., 2014; Gidycz et al., 2018). This is a critical gap in New Zealand's violence prevention efforts and one that the national strategy on family and sexual violence, Te Aorerekura, aims to address (Te Kāwanatanga o Aotearoa-New Zealand Government, 2021).

Due to the complexity of the problem, interventions to prevent HSB and violence against women must work across multiple risk and protective factors, and across the levels of socioecological model (Jewkes, Flood, & Lang, 2014). There is much promise in focusing on community, institutional and societal norm change (Jewkes et al., 2014). Effective work to address harmful social norms includes understanding the specific social norms that operate within settings and addressing these directly (Jewkes et al., 2014). For NZDF this means involving military and civilian personnel in the development of prevention initiatives.

The socioecological model is useful to understand the impacts of external influences to specific prevention initiatives. NZDF's work to affect change on HSB and DHB will be reinforced by efforts of communities, other organisations and wider society. As will effective prevention lead by NZDF have a positive ripple into whānau and families, communities and society. In a related example, Hohaia states that NZDF's journey towards biculturalism "has made a significant contribution towards societal change" (2015, p. 55). In particular, Hohaia notes the positive impacts of establishing NZDF marae, inclusion of indigenous knowledge systems in military curricula and elevation of te reo Māori me ona tikanga (Māori language and culture).

The U.S. military has adopted the socioecological model as a framework for efforts to prevent sexual assault, and has incorporated the unique military context into the model (Gidycz et al., 2018). The U.S. military has also recognised the key role of leaders, leadership and specific communities within the military in ensuring effective action across all levels of the socioecological model.

Intersectionality

Intersectionality is an important consideration in planning and implementing successful prevention. Intersectionality illustrates how people experience problems differently, and why some people are at increased risk of harm. Intersections of race/ethnicity, Indigeneity, gender, class, sexuality, geography, age, disability/ability, migration status and religion for example can compound experiences of discrimination and disadvantage and can contribute to increased risk of HSB and DHB (Our Watch, 2017b).

Our Watch (2017b) developed the image below (Figure 2) to illustrate how systems and structures of oppression and discrimination affect people differently. The green ribbon represents the variety of factors that make up a person's social status and/or identity. The purple ribbon represents the social systems and structures which can impact people positively or negatively. The grey ribbon represents forms of oppression and discrimination.
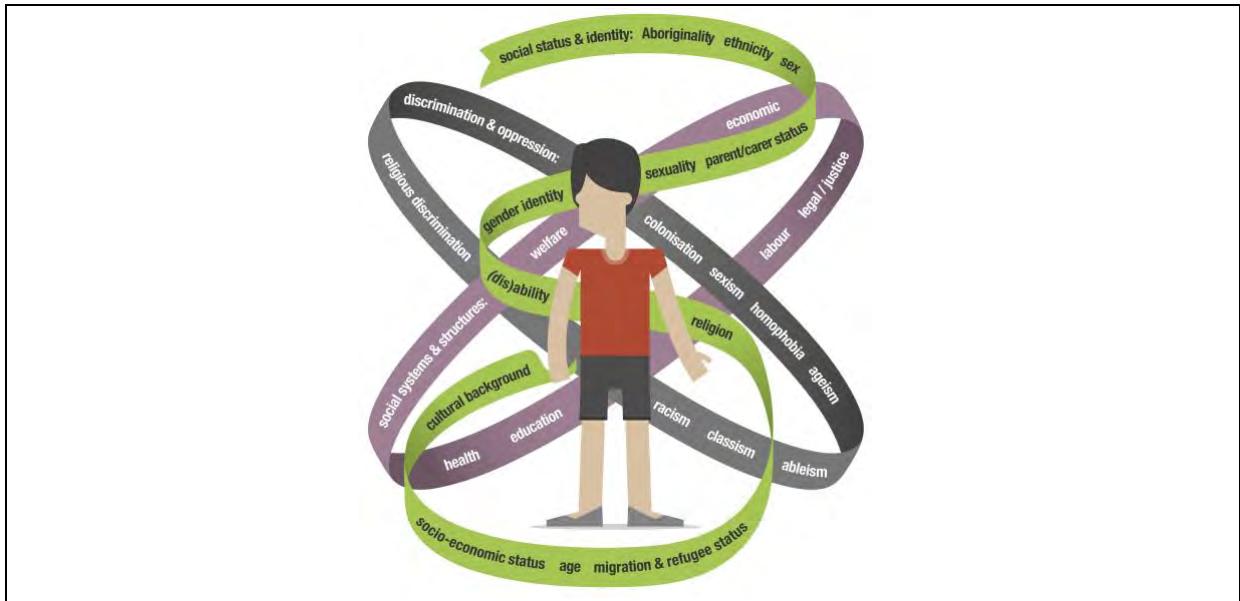
Figure 2: An illustration on intersectionality (Our Watch, 2017b, p. 50)

Intersectionality in the military

The impacts of intersectionality are clearly illustrated in the evidence (see Section 3 and 4) of increased levels of harm experienced by minority groups within the military, primarily women, people of colour and people who identify as lesbian, gay, bisexual, transgender, takatāpui, queer, intersex + (LGBTTQI+). The evidence makes it clear that the more different you are from the perceived norm or majority (e.g. male, white, able bodied, heterosexual), the more likely your experiences will not be visible or understood, and the more likely you are to experience harm. That is not to say for example that white men who identify as heterosexual are not at risk of harm from HSB and DHB, they absolutely experience these harms too, but at lower rates.

Examples of intersectionality in the military literature include findings by Breslin, Daniel, and Hylton (2022) that black servicewomen's experiences lack thorough consideration despite being one of the largest subpopulations in the U.S. military. Breslin and colleagues state that without an intersectional lens, the possibilities for effective and tailored prevention and response of sexual harassment for black servicewomen are seriously limited.

Specific to experiences of discrimination and post-traumatic stress disorder (PTSD) in the military, McClendon et al. (2021) found that there was a statistically significant relationship between discriminatory stress and PTSD. McClendon et al. define discriminatory stress as physiological and psychological stress caused by repeated exposure to discrimination including race/ethnicity, nationality, religion, gender, sexual orientation and physical appearance. McClendon and colleagues found that discriminatory stress impacts different ethnic, racial and gender groups differently and demonstrates the compounding impacts of intersectionality. The study showed that higher discriminatory stress significantly predicted increases in PTSD severity among Black women and Latino men.

Many studies show the increased risk of HSB and DHB for LGBTTQI+ service members, and increased risk of mental distress and harmful alcohol and other drug use related to

discrimination stress (Carey et al., 2022; Delgado, Gordon, & Schnarrs, 2016; Gorman et al., 2022; Moody, Savarese, Gurung, Rendina, & Parsons, 2020).

McClendon et al. (2021) state that prevention and intervention on discrimination and PTSD in the military should be informed by an intersectional understanding of the compounding impacts of multiple identities. Doing a good job of this means using the evidence as a base and including the groups most affected by HSB and DHB in the development of efforts to prevent and address harm.

Prevention investment

Internationally many countries fund violence prevention, however the level of investment in prevention does not match the size of the problem, meaning prevention work can have only limited impact (World Health Organization, 2014). Understanding how much investment is required for effective prevention is an important question that the evidence is now beginning to answer.

The best available evidence on the necessary level of investment to affect change comes from Australian evidence on family violence prevention. PwC (2016) recommends that to effect change, 9.5–12% of the investment on addressing the issue must be directed to prevention.

As Figure 3 shows, PwC (2016) recommends that investment in prevention "should be high in the short and medium-term, when the ROI (return on investment) of preventative investment is high. This sustained high effort in the short- and medium-terms is intended to bring about social change to reduce the prevalence of family violence, and better support victims of family violence. In the medium to long-term (i.e. 10-20 years from now), as both the ROI of prevention and the number of incidents fall, total funding from government can start to be reduced. During this time, the proportion of funds committed to prevention should remain around the same proportion (9.5% – 12%), but the absolute amount of preventative investment will fall" (p.6). See Section 4 for recommended prevention approaches.
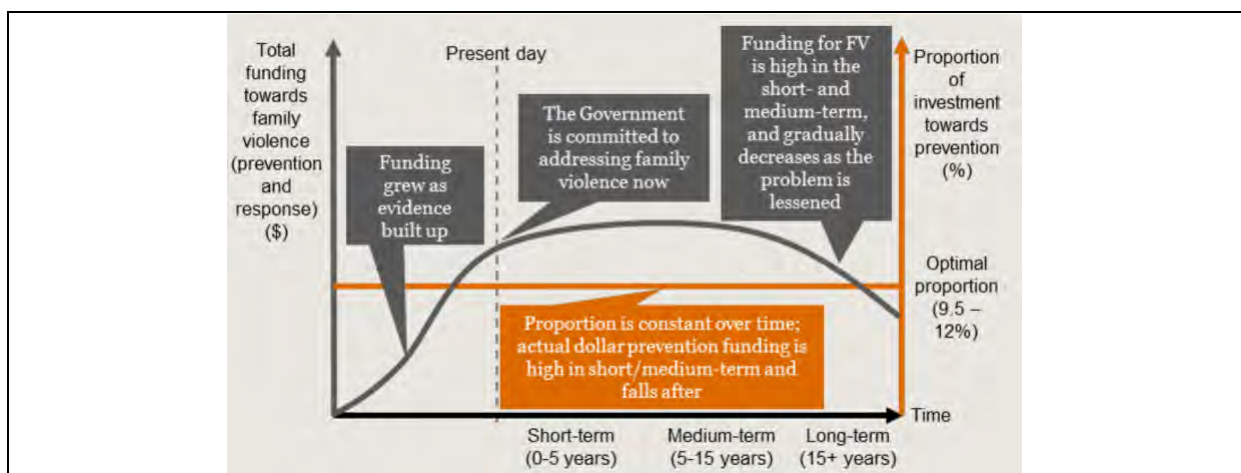
Figure 3: Return on prevention investment (PwC, 2016, p. 6)

Interdependency between prevention and response

Prevention and response (and healing, see Te Tokotoru below), are connected. Due to the nature of HSB and DHB, underreporting is a very real issue. As prevention efforts increase more people will likely come forward to report harm as can be seen at point 3 of Figure 4 (Our Watch, 2017a). Importantly help-seeking must be met with effective trauma-informed responses to sustain positive change, and for prevention and response efforts to maintain credibility. Financial planning for prevention must consider both the necessary investment in prevention and the need for increased response resource in the medium term. Ideally resourcing to meet increased demand for response should be agile enough to go where need presents. This may include the need to develop new ways of responding (e.g. formal services and informal supports) to meet changing needs.
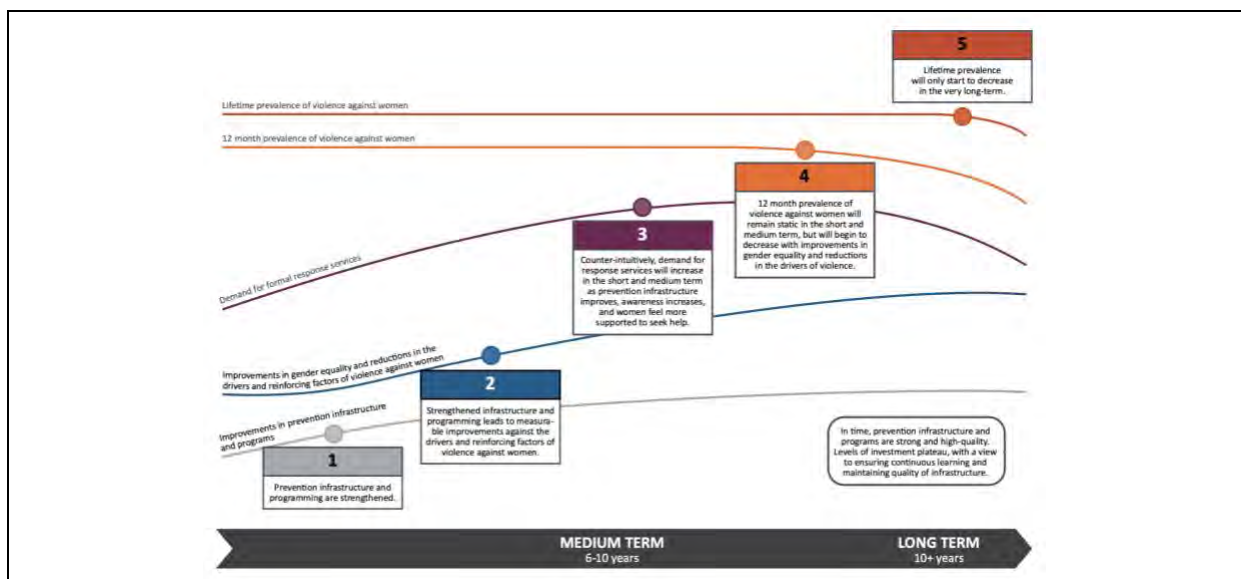
Figure 4: Expected process of change over time (Our Watch, 2017a, p. 30)

Linking prevention, response and healing

While the NZDF strategy is focused on prevention there is also the need to strengthen NZDF's responses to DHB and HSB. Effective responses to harm are necessary to ensure NZDF members feel well supported and that those who do harm are held accountable. Also because people are very connected in military contexts, people's experiences and perceptions of responses after harm has occurred will affect how serious they think the organisation is about its prevention efforts.

Experience working with whānau and communities in Aotearoa has informed development of a new model, Te Tokotoru (Hagen et al., 2021). Te Tokotoru (see Figure 5) is embedded in the national strategy, Te Aorerekura (Te Kāwanatanga o Aotearoa-New Zealand Government, 2021) and demonstrates the interconnected nature of change.
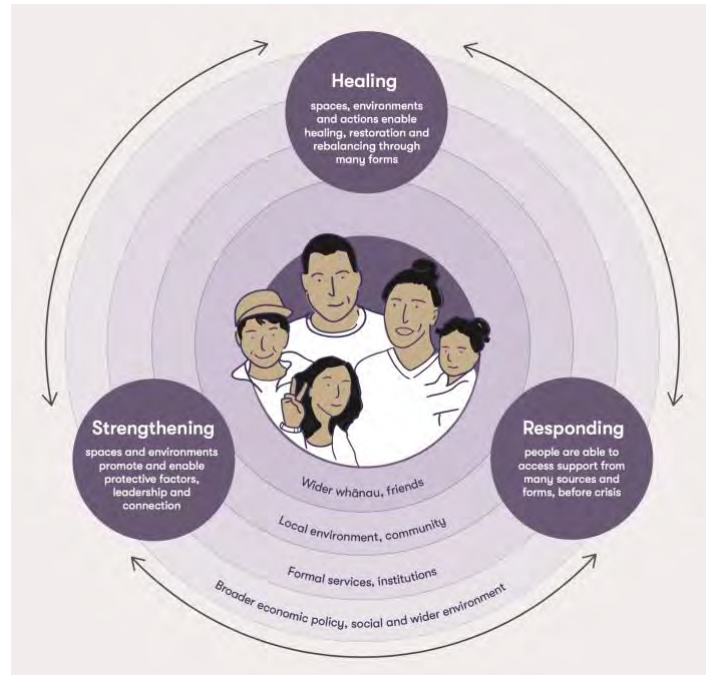
Figure 5: Te Tokotoru model (Hagen et al., 2021, p. 3)

Te Tokotoru ("the unbreakable three") has three dimensions: strengthening, responding and healing. The model recognises that for communities, organisations and society to be healthy and resilient, all three dimensions must be in place at the same time. In this model, prevention sits within Strengthening. Strengthening is focused on increasing the protective factors that prevent harm from occurring. Strengthening is continuously interacting with a wider ecology of supports to heal and respond to harm. This includes making change to systems and structures that contribute to harm. Te Tokotoru model gives equal weight to the three dimensions of support to enable change as suggested by DeGue et al. (2014).

Te Tokotoru may be a useful way for NZDF to conceptualise its work across prevention and response to HSB and DHB, and the important connections between these areas. It may also support exploration of what healing approaches look like within NZDF for individuals, units and teams, for HSB and DHB and related areas like mental health and substance harm minimisation.

SECTION 2: ORGANISATIONAL CULTURE CHANGE

Organisational culture refers to how individuals perceive their workplace, including its policies, practices and procedures (Buchanan, Settles, Hall, & O'Connor, 2014). Evidence is growing on how important positive and respectful organisational culture is in preventing HSB and DHB. This section describes the importance of organisational culture and leadership in making positive change drawing on the work of Edgar Schein, which is widely known and referred to in NZDF.

Organisational culture is a strong predictor of violence and harassment, including sexual harassment (Buchanan et al., 2014; Sadler et al., 2018). A positive organisational culture has been found to reduce sexual harassment rates and improve outcomes for victims of sexual harassment including reducing retaliation towards those who report harassment (Bergman, et al., 2002 cited in Buchanan et al., 2014; Sadler et al., 2018)

From a military perspective, the literature on the prevention of DHB consistently describes the importance of multilevel prevention strategies which aim to shift organisational culture. Organisational culture change requires a systemic and multifaceted approach (Fenwick et al., 2021) that is based on restoring human dignity and respect (Castro, Kintzle, Schuyler, Lucas, & Warner, 2015). Creating a culture of respect and professionalism includes building service members' interpersonal skills to enhance their ability to recognise and respond to high-risk situations that may result in harassment or abuse (Klein & Gallus, 2018). Throughout this Evidence Review many examples of the importance of respectful organisational culture and leadership are highlighted.

Definition of culture

> Put simply culture can be understood as "the way we do things around here" (Schein & Schein, 2017).

Schein and Schein (2017, p. 5) state that the culture of a group can be defined as the accumulated learning about what is understood to work well and is therefore taught to new group members as the correct way to perceive, think, feel and behave. Accumulated learning is a system of beliefs, values and behavioural norms that come to be taken for granted as basic assumptions and eventually drop out of awareness.

Culture is dynamic and changes over time to adapt to internal and external challenges and situations. However, in military organisations culture can be more fixed than other organisations due to deeply ingrained traditions and hierarchy.

Schein's three levels of culture

Schein & Schein state that it is important to differentiate between artifacts, espoused values and the basic underlying assumptions that ultimately drive the observed behaviour.

Artifacts
These aspects of culture are visible and feelable structures, processes and observed behaviours. These aspects are easy to observe but can be difficult to decipher.

Espoused beliefs and values
The ideals, goals, values, aspirations, ideologies and rationalisations of culture. These may or may not be congruent with behaviour and other artifacts.

Basic underlying assumptions
These aspects of culture are unconscious, taken-for-granted beliefs and values. This is the most important level as assumptions determine behaviours, perceptions, thoughts and feelings. This level is the strongest lever of change, but hardest to influence.

(Schein & Schein, 2017, p. 17)

Relationship between culture and leadership

Schein and Schein stress the importance of leadership in shaping organisational culture, "An excellent way to define the unique function of leadership is to say that leadership is the management of culture" (Schein & Schein, 2017, p. 126).

How leaders embed their beliefs, values and assumptions

<u>Primary</u> **embedding mechanisms**
- What leaders pay attention to, measure and control on a regular basis
- How leaders react to critical incidents and organisational crises
- How leaders allocate resources
- Deliberate role modelling, teaching and coaching
- How leaders allocate rewards and status
- How leaders recruit, select, promote and excommunicate (Schein & Schein, 2017, p. 183)

The six primary embedding mechanisms above are the major "tools" that leaders have available to them to teach their organisations how to perceive, think, feel, and behave based on their own conscious and unconscious convictions. The mechanisms operate simultaneously.

Schein and Schein state that much of the socialisation process for new recruits is embedded in the organisation's normal working routines. It is not necessary for recruits to attend special training or indoctrination sessions to learn important cultural assumptions. They become quite evident through the daily behaviour of the leaders. This demonstrates the

importance of NZDF leaders role modelling safe, respectful and inclusive behaviours to prevent HSB and DHB.

> **How leaders embed their beliefs, values and assumptions**
>
> **Secondary reinforcement and stabilising mechanisms**
> - Organisational design and structure
> - Organisational systems and procedures
> - Rites and rituals of the organisation
> - Design of physical space, façades and buildings
> - Stories about important events and people
> - Formal statements of organisational philosophy, creeds and charters (Schein & Schein, 2017, p. 183)

Schein and Schein state that all these secondary mechanisms can be thought of as cultural artifacts that are highly visible but may be difficult to interpret without insider knowledge obtained from observing leaders' actual behaviours.

Leaders communicate both explicitly and implicitly the beliefs, values, and assumptions they hold even if they cannot articulate them clearly. Schein and Schein say leaders do not have a choice about whether to communicate, they only have a choice about how to manage what they communicate.

The Stages of Learning and Change

According to Schein and Schein organisational learning and change has three stages:
- Stage 1: Creating the motivation to change
- Stage 2: Learning new concepts, new meanings for old concepts and new standards for judgment
- Stage 3: Internalising new concepts, meanings and standards.

Change is often challenging. Schein and Schein state that the change process starts with disconfirmation – a realisation that goals are not being met by current ways of operating. This produces two anxieties: (1) survival anxiety or guilt, the feeling that we must change, and (2) learning anxiety, the realisation that we might have to unlearn something and learn new things that might challenge our competencies, our role or power position, our identity elements, and possibly our group membership. Learning anxiety causes denial and resistance to change. Schein and Schein state that the only way to overcome such resistance is to reduce the learning anxiety by making the learner feel "psychologically safe." This is of great importance when planning change around HSB and DHB and there will be many different responses for those who have done harm to others, witnessed harm or experienced harmful behaviours.

Schein's stages of change relate well to theory of change discussed in Section 4.

Cautions in regard to "culture" change

Schein and Schein articulate key areas of caution for those leading culture change:

1. The change goal must be defined concretely in behavioural terms not as "culture change."
2. Old cultural elements can be destroyed by eliminating the people who "carry" those elements, but new cultural elements can be learned only if the new behaviour leads to success and satisfaction over time.
3. Changes in the basic assumptions of the culture always require a period of unlearning that is psychologically painful.
4. As task complexity and systemic interdependency increases, change becomes perpetual.

Creating a learning culture

Successful organisational culture change requires an organisation to develop a learning culture. Schein and Schein's (2017) ten key aspects of developing a learning culture are:

1. Proactive problem solving and learning
2. Commitment to "learning to learn"
3. Positive assumptions about human nature and our ability to learn and change
4. Belief that the environment can be managed
5. Commitment to truth through inquiry and dialogue
6. Positive orientation toward the future
7. Commitment to full and open task-relevant communication
8. Commitment to cultural diversity to strengthen resilience
9. Commitment to systemic thinking to work with complexity
10. Belief in the value of internal cultural analysis (p. 348).

Throughout this Evidence Review organisational culture change is referred to. This section provides a base of understanding about what this involves and the importance of leadership development in culture change.

Kia Eke and organisational change

NZDF has recently released its Māori Strategic Framework, Kia Eke (New Zealand Defence Force, 2023). This is NZDF's next step towards on its bicultural journey. Kia Eke is an organisational change approach that includes implementing the Māori Crown Relations Capability Framework for the Public Service within NZDF. The framework is made up of an Organisational Capability Component and an Individual Capability Component:

Organisational Capability Component	Individual Capability Component

• Governance
• Relationships with Māori
• Structural considerations
• Workforce capability
• Environment
• Policy development
	Six core competency areas:
	   • Understanding racial equity and institutional racism
	   • New Zealand history and the treaty
	   • Worldview knowledge
	   • Tikanga/kawa
	   • Te reo Māori
	   • Engagement with Māori
	Five specialist competency areas:
	   • The treaty analysis
	   • Knowledge of treaty settlement commitments
	   • Data and evidence
	   • Engagement with Māori
	   • Partnership Capability
	(New Zealand Defence Force, 2023, p. 14)

NZDF's bicultural journey is related to the prevention of HSB and DHB and becoming an organisation that embodies safety, respect and inclusion. Connection to culture and identity is a protective factor for prevention harm, and has impacts across the levels of the socioecological model.

At the organisational level, Hohaia's study of NZDF highlights the benefits of embracing te ao Māori (Māori worldview) with this quote from an NZDF member on the understanding and practice of Māori culture and tikanga,

> "(The culture)… brings people together and makes the organisation stronger, others see us in a positive light, if we can work well together ourselves, other nations are more comfortable about working with us…it opens doors" (Hohaia, 2015, p. 55).

Hohaia states that learning about Māori culture and worldview has positive impacts while at home and when deployed overseas,

> "The uniting factor is the Māori culture... you can talk about being brothers in arms but the Māori culture just takes that one step further; you are part of the same iwi and it is this aspect that opens doors for other indigenous people" (Hohaia, 2015, p. 54).

The positive benefits of embracing te ao Māori are for all members of NZDF. Hohaia's study of NZDF members found that "adherence to the Treaty, breaking down barriers, adding to the organisation's knowledge base, setting benchmarks for other institutions, increasing recruitment and retention rates and… creating a positive public image" (Hohaia, 2015, p. 55). Further benefits related to inclusion of indigenous knowledge systems in NZDF military curricula included: improved organisational morale and operational effectiveness; improved

relationships and respect; increased knowledge and understanding; and individual and institutional pride (Hohaia, 2015, p. 55).

Hohaia noted that it was important for NZDF to continue on its journey towards biculturalism and ensure members understood the "substance" of kaupapa Māori (Māori philosophy) not only the spectacle of ceremonial cultural practices (Hohaia, 2015, p. 55). Hohaia also encourage NZDF to further explore the alternative paradigms of te ao Māori for structural change.

Hohaia stated that NZDF's journey towards biculturalism has made a valuable contribution towards embracing of Māori indigenous knowledge systems and that there was more work to be done by NZDF and wider society to fully realise the benefits and opportunities of te ao Māori (Hohaia, 2015, p. 55).

SECTION 3: THE EVIDENCE ON HARMFUL SEXUAL BEHAVIOUR

The following sections summarise the evidence on harmful sexual behaviour.

Harmful sexual behaviour (HSB) refers to a continuum of unwanted and unwelcome sexualised behaviour including sexualised social behaviour, sexual harassment and sexual offences[3]. Within NZDF these are known as yellow, orange and red behaviours[4]. Please note the continuum describes increasingly harmful behaviours (from yellow to red), not the impact of these behaviours. For example, experiencing orange behaviours can have as serious an impact on those targeted as red behaviours, dependent on the context.

The NZDF continuum of sexual behaviour:

See Table 1 on the next page for a detailed description of these behaviours.

A continuum of harmful behaviours

Evidence shows that sexual harassment is part of a continuum of sexual aggression that may increase the risk of sexual assault (Gidycz et al., 2018; McCone et al., 2018; Sadler et al., 2018; Stander, Thomsen, Merrill, & Milner, 2018). This understanding of the connectedness of sexual harassment and sexual assault reinforces the importance of efforts to prevent and address sexual harassment in military units. Ignoring or minimising sexualised social behaviour and sexual harassment likely reinforces hostile attitudes toward women, impersonal attitudes towards sex and ignores important opportunities to intervene early to prevent further sexual harm (Stander et al., 2018).

No examples were found in the literature of extending the continuum of HSB harm to include DHB behaviours. However due to the emphasis in the literature on the importance of organisational culture in preventing both HSB and DHB, this innovative approach taken by NZDF is well supported. Monitoring, evaluation and learning will be essential to build evidence about this innovative approach, support implementation and to learn what works to make change.

---

[3] Civilian and military law is different. In civilian contexts, some sexual harassment can be a breach of workplace legislation (orange) and also a criminal offence (red).
[4] Source: NZDF Harmful Sexual Behaviour Commanders Guide.

Table 1: NZDF continuum of sexual behaviour

RESPECTFUL BEHAVIOUR	SEXUALISED SOCIAL BEHAVIOUR	SEXUAL HARASSMENT	SEXUAL OFFENCES
Safe, inclusive and professional behaviour. All team members are able to contribute fully and have a strong sense of belonging and trust in their team, unit and leaders. Capability delivery and operational effectiveness are maximised and NZDF's reputation is enhanced. Examples of green behaviour are: • Issuing orders/ instructions in professional, inclusive language (i.e., language that is not racist, sexist, sexual or homophobic) • Providing positive feedback based on work performance • Encouraging and modelling principles of a growth mindset • Informing people if and why they will be touched e.g., for a medical examination	Sexualised language and behaviour including jokes, sexist or sexually demeaning comments and sharing inappropriate images. This behaviour affects trust and respect in teams and units and undermines professionalism. If repeated or part of a wider pattern of unwanted and harmful behaviour, yellow behaviour can become sexual harassment (orange). In the yellow any behaviour with a sexual component that undermines the professional environment expected for all NZDF personnel: • Sexual jokes or banter • Pictures or material with a sexual connotation • Redirecting a conversation to sex • Assigning people an "attractiveness score"	Any unwelcome or offensive sexual behaviour that is repeated or is of such a significant nature to have a harmful effect, or which contains an implied or overt promise of preferential treatment, or an implied or overt threat of detrimental treatment. Sexual harassment can be spoken or written, visual or physical acts, and can occur in person, through text messaging, or online. Examples of orange behaviour are: • Unwanted comments, intrusive questions or teasing about a person's sexual activities or private life • Offensive hand or body gestures • Encroaching on someone's personal space • Persistent and unwanted social invitations.	Sexual offences are acts of a sexual nature, sometimes accompanied by violence, coercion or the threat of violence, which are committed against a person without their consent. It can include offences of indecent assault, sexual violation (rape), and inducing an indecent act by threat, or attempts to commit these offences. In the red crimes under New Zealand law include but are not limited to: • Sexual violation by rape or unlawful sexual connection (any penetration without consent) • Indecent assault (non-penetrative sexual touching/ groping without consent) • Stalking (online or in person) • Creating or sharing private images without consent. Sexual offences are crimes which fall under various legislation in New Zealand such as the Crimes Act 1961; Harmful Digital Communications Act 2015; and the Films Videos Publications Classifications Act 1993.

With regards to the above definitions, please note that many civilian legal protections do not apply to NZDF military personnel.

The Employment Relations Act 2000 does not apply to military personnel as section 45(5) of the Defence Act specifically excludes NZDF military personnel from all the protections provided by the Employment Relations Act, leaving their employment conditions and service entirely dependent on the Chief of Defence Force. NZDF military personnel also have limited protections offered by the Health and Safety at Work Act, including legal protections from harassment and bullying, when involved in operational activities. These activities extend beyond overseas operational deployments and include any training in preparation for these deployments conducted either in New Zealand or overseas, as well as any activity carried out in New Zealand or overseas that Chief of Defence Force declares to be an operational activity.

However, there are some protections against harmful sexual behaviour, discrimination, harassment and bullying which exist under the Armed Forces Discipline Act 1971 (where personnel may be subject to charges under the military justice system for some types of interpersonal harm), Defence Force Orders (i.e. DFO 3 Part 5 Chapter 3 which deals with discrimination, harassment and bullying) and the Crimes Act 1961. Note that these protections exist whether in New Zealand or abroad. Policy work is underway to capture gaps in the protection offered by these instruments.

The Employment Relations Act 2000 and Health and Safety at Work Act do apply to civilian members of NZDF.

Source: NZDF Harmful Sexual Behaviour Commanders Guide; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft); Rachel Harrison.

Prevalence of harmful sexual behaviour

Harmful sexual behaviour is prevalent and of great concern in society, not only within the military (McCone et al., 2018). However, evidence indicates that prevalence of sexual harm is significantly higher in military settings than in civilian settings (Sadler et al. 2003 cited in DuVivier et al., 2020).

The high prevalence of family and sexual violence in Aotearoa has led to the development of a 25 year national strategy, Te Aorerekura (Te Kāwanatanga o Aotearoa-New Zealand Government, 2021). Sexual violence alone has an estimated total cost of $6.9 billion annually in New Zealand (Schulze & Hurren, 2021)[5].

NZDF HSB and DHB prevalence

Following the recommendation from the 2020 Ministry of Defence review of Op RESPECT (Teale & MacDonald, 2020), the Office of the Auditor General is now auditing NZDF's progress on preventing and addressing harmful sexual behaviour, discrimination harassment and bullying for 20 years.

The Office of the Auditor General baseline audit will provide NZDF with the most comprehensive data to date on the prevalence of harmful sexual behaviour, discrimination, harassment and bullying that can be used to track change over time and to inform the prevention strategy development and implementation. Although some prevalence data was available within NZDF, the comprehensive data produced in the audit is a first for NZDF and will help to address a barrier to progress which was understanding the size of the problems.

The Office of the Auditor General report will be available in 2023. Results of the audit cannot be included here as the final report is not yet complete.

International military prevalence

International estimates of HSB in the military vary widely due to the complexity of the issue, definition, method of data collection and under reporting (due to real and perceived consequences of reporting) (DuVivier et al., 2020). Military culture, where colleagues are comrades-in-arms, affects both the reporting of incidents of sexual assault and the perceptions held regarding the severity of sexual assault incidents (DuVivier et al., 2020).

Numerous studies document high prevalence of sexual assault in the military for women and men, with women consistently reporting considerably higher rates (DuVivier et al., 2020). Many studies and reviews of sexual assault research conducted in the U.S. military and veteran populations suggest that sexual assault rates are higher in the military than in civilian populations (Turchik & Wilson, 2010). Compared to civilians, the rate of reported

---

[5] This report was commissioned by ACC https://www.acc.co.nz/assets/research/berl-estimate-total-economic-costs-of-sexual-violence-in-new-zealand.pdf

sexual assault has been estimated as three times higher for military women than for civilian women (Sadler et al. 2003 cited in DuVivier et al., 2020).

Higher rates of childhood trauma, nonmilitary sexual assault, and intimate partner violence have repeatedly been documented among female service members (Carlson, Stromwall, & Lietz, 2013). Evidence documents very high rates of sexual assault and sexual harassment revictimisation of military women during their service (Creech & Orchowski, 2016; L. C. Wilson, 2018). There is also an additional threat of increased sexual assault in remote locations with little or no supervision (Groves, 2013).

Schuyler et al. (2020) found that lesbian, gay, bisexual and intersex[6] (LGBTI) service members have higher risk of sexual and stalking victimisation. This is compounded by LGBT service members experiences of identity-related trauma, interpersonal and institutional discrimination, microaggressions, minority stress and traumatic stress symptoms (Livingston, Berke, Ruben, Matza, & Shipherd, 2019). There is very little discussion in the literature of transgender and non-binary peoples experiences of sexual harm in the military, however in wider society trans and non-binary people experience higher rates of sexual violence than cis-gendered people (Dickson, 2016).

Castro et al. (2015) state that while women are disproportionately the victims of sexual assault, sexual assault should not be positioned as only a women's issue as large numbers of male service members are also affected. Due to the predominance of males in the military, the actual numbers of male and female service members reporting harm in the U.S. military are similar. There is very limited evidence that describes male experiences of HSB in the military (Eckerlin, Kovalesky, & Jakupcak, 2016). For males, sexual assault in the military often occurs during hazing or as punishment (Groves, 2013).

Prevalence during military service

Wilson (2018) completed a meta-analysis on sexual harm in the military internationally. The results showed that 15.7% of military personnel and veterans reported HSB (including harassment and assault) during their military service (3.9% of men, 38.4% of women). Experience of sexual assault was 13.9% (1.9% of men, 23.6% of women). Experience of sexual harassment was 31.2% (8.9% of men, 52.5% of women). Other studies state that between 2.9-4% of men and 9.5-43% of women reported experience of sexual assault during their U.S. military service career (Wilson, 2016 cited in Farris & Hepner, 2015; Orchowski et al., 2022; Turchik & Wilson, 2010).

In their study of UK women veterans, Hendrikx et al. (2021) found a high prevalence of military HSB and DHB (22.5% sexual harassment, 5.1% sexual assault, 22.7% emotional bullying and 3.3% physical assault). Younger women, those who held an officer rank during service, and those who reported having a combat or combat support role during service were most at risk of military HSB and DHB.

---

[6] Please note different acronyms are used to reflect the focus of each study e.g. LGBTI, LGBT or LGB

Data on perpetration of sexual harm in the military is limited, most studies report victimisation data rather than perpetration. However, those who do sexual harm in the military are disproportionately male as in wider society (Turchik & Wilson, 2010).

Past year prevalence

In the U.S. military between 0.6-1% of men and 4.3-5% of women serving in active duty roles reported experiencing a sexual assault in the prior year (Office of People Analytics, 2017 cited in Gidycz et al., 2018; Morral, Gore, & Schell, 2014). One study stated 18.9% of women and 2.1% of men reported having experienced some form of sexual assault in the U.S. Air Force during the previous 12 months (Steiger et al., 2010 cited in Groves, 2013).

Barriers to reporting

Although reported sexual assault rates in the military are high, these rates may underestimate the actual prevalence as underreporting is common (Gedney et al., 2018). Barriers to reporting include fear of retaliation both by personnel and the chain of command (Groves, 2013).

Military policy and procedure around sexual assault prevention and response can have a significant impact on reporting. The U.S. Department of Defense stated there was a 50% increase in sexual assaults reported between 2012 and 2013 (U.S. Department of Defense, 2014). Gedney et al. (2018) state that this increase in reporting may have marked an important shift within U.S. military culture and procedures to address sexual harm meaning that personnel felt more confident to report sexual harm. They state that large increases in reporting can indicate positive culture change and perceptions of increased organisational responsiveness to sexual harm.

Hendrikx et al. (2021) stated that many women do not report HSB and DHB due to fear of the consequences of doing so and may continue to suffer from increased mental distress during and after military service. Hendrikx et al. stress the importance of assessing whether current reporting procedures provide sufficient confidentiality to encourage women to report harm and if more appropriate disclosing procedures should be considered.

Hurley et al. (2021) found that group cohesion and positive perceptions of inclusion within military units were influential factors in sexual harassment reporting.

Consequences of harmful sexual behaviour

Sexual harassment and assault create vulnerabilities across all levels of the military, from the individual service member, to the unit, to the larger institution; ultimately this behaviour threatens operational readiness (Klein & Gallus, 2018). Sexual assault has serious and negative impacts on military culture including: affecting sense of safety and unit cohesion; increased medical costs; disrupting military activities; impacts on recruitment and

retention and training; and, ultimately operational readiness, effectiveness and missions (Ellis & Brown, 2020; Gedney et al., 2018; McCone et al., 2018; Potter & Stapleton, 2012).

> **Military effectiveness** can be defined as the result of resources invested in the military and its capacity to transform these resources into effective warfighting capability (Tellis, Bially, Layne, McPherson, and Sollinger, 2000 cited in Coppola, 2021). This comprises of strategic resources (e.g., financial, human, physical, and technological resources) and conversion capability (e.g., how effectively a military can use resources to engage in operations against adversaries), and combat proficiency (e.g., operational proficiencies, or the result of the interaction between strategic resources and conversion capabilities.

The consequences of experiencing sexual harm in the military for individuals include increased likelihood of: problems with physical and mental health including high rates of anxiety and depression, PTSD symptoms, eating disorders and substance use problems; negative impacts on military careers including leaving the military early due to trauma, negative outcomes after leaving the military and struggling to transition back into civilian life, including homelessness; and, higher risk of post-natal depression (Castro et al., 2015; Gedney et al., 2018; Gross, Kroll-Desrosiers, & Mattocks, 2020; Potter & Stapleton, 2012). Gross (2020) found that experience of sexual harm during deployment was specifically associated with physical and mental health consequences, including PTSD, depression, and suicidal ideation.

A study by Hendrikx et al. (2021) of UK women veterans found that HSB and DHB in the military were significantly associated with PTSD. Sexual harassment was also significantly associated with physical somatisation, sexual assault with alcohol difficulties, and emotional bullying with common mental health challenges, low social support and loneliness.

Eckerlin et al. (2016) highlighted that when men are subjected to sexual assault their sense of identity is challenged due to stereotypes of masculinity that idealise emotional toughness and self-reliance. Male survivors may struggle to cope with the feeling that they have failed to live up to the military ideal, believing that they should have been able to protect themselves and fight off their assailant(s).

Not all men who experience sexual harm experience mental health impacts, but men who have experienced sexual harm are more likely to receive a mental health diagnosis associated with the incident. Impacts on male victim/survivors include questioning self-identity, withdrawing, overemphasising masculinity through excessive weight training or acting tough to discourage being targeted. Eckerlin et al. described a wide range of mental health impacts for male victim/survivors including questioning their sexuality, developing sexual dysfunction, PTSD, physical health issues, depression, anxiety and suicidal ideation. Eckerlin et al. (2016) recognise that HSB has mental health impacts on servicemen, their families and colleagues.

Blais (2021) found that military men who had experienced HSB had higher rates of compulsive sexual behaviour, and that PTSD and depressive symptoms were also associated with compulsive sexual behaviour. Compulsive sexual behaviour is characterised by the

failure to control intense and repetitive preoccupation or engagement with sexual urges, fantasies, and behaviours. The symptoms of compulsive sexual behaviour may be so persistent that they become a central focus of a person's life and/or cause the person to neglect health and personal care or interests. This presents a specific challenge for response services and culture change in the military.

SECTION 4: PREVENTION OF HARMFUL SEXUAL BEHAVIOUR

A public health informed prevention approach works to strengthen the protective factors and address the risk factors. Currently the evidence on the risk factors, including military risks, is far more developed than the evidence on the protective factors.

Gidycz et al. (2018) state that it is important to conceptualise risk and protective factors for HSB as varying across eras, units and subcultures, rather than as uniformly characterising the military as a whole. For NZDF this means different Defence Areas (bases, camps, ships and facilities) will have different risk and protective factors.

This section outlines the "what" and "how" for prevention of HSB. The amount of evidence on prevention of HSB means that it is presented as its own section to provide a comprehensive summary. First, the risk and protective factors for preventing harmful sexual behaviour are introduced. These factors can be thought about as the "what" to change. In the second part of this section, the recommended prevention approaches are introduced. These approaches can be thought of as the "how" to make change.

The risk and protective factors for preventing harmful sexual behaviour

Addressing the risk factors and increasing the protective factors are key aspects of a public health prevention approach. The risk and protective factors are presented here drawing from the military and civilian literature.

When thinking about the risk and protective factors in military settings it is important to note that "(i)t is rare to find an environment where work and personal life converge as they do in the military" (Stander et al., 2018, p. 237). The overlap between work and home significantly increases service members exposure to harmful behaviours (Schuman, Buchanan, Boehler, & Flaherty, 2022).

The protective factors for preventing harmful sexual behaviour

The protective factors are things that make it less likely that people will use or experience violence or that increase their resilience when they are faced with risk factors (Wilkins et al., 2014). Figure 6 highlights key protective factors from the field of family and sexual violence prevention.

Figure 6: The factors that protect against family and sexual violence[7] (Auckland Council et al., 2016)

Protective factors at the societal, institutional and community levels of the socioecological model include: gender equity; positive social norms around healthy and respectful relationships, non-violence, celebrating diversity; connections and celebration of cultures; accessible helping and healing; strong social connections in communities; promotion and demonstration of healthy relationships; strong cultural identities; community support and connectedness; coordination of community resources and services; access to mental health and addiction services; safe relationships free from violence; and, safe and supportive physical and built environments (Auckland Council et al., 2016; Wilkins et al., 2014; World Health Organization, 2007b).

There is a real lack of evidence around military specific protective factors. The civilian evidence on protective factors can be used and adapted for military settings as this evidence is built. It is recommended that the NZDF Prevention Strategy has a strong focus on increasing the protective factors to build a culture of safety, respect and inclusion, while also addressing the risk factors. Based on what is currently documented in the literature, this will be an innovative approach that is well supported by broader work and evidence in Aotearoa New Zealand to address complex issues from a strengths-based, holistic and wellbeing focused perspective.

Cultural connection and identity

In Aotearoa New Zealand we have a unique opportunity to learn from te ao Māori (Māori worldview) about many things including the importance of connections to culture and identity which are important protective factors for preventing harm. NZDF is on a journey towards becoming a bicultural organisation and has recently released Kia Eke its Māori Strategic Framework (New Zealand Defence Force, 2023). Connections to culture and identity have impacts across all levels of the socioecological model including at the

---

[7] Please note that in this diagram "Oranga Tamariki" refers to healthy, thriving children not the statutory agency Oranga Tamariki, the Ministry for Children.

40

organisational level increasing unity, sense of belonging and operational effectiveness (Hohaia, 2015).

> **NZDF specific protective factors**
> Within the Air Force McGregor and Smith (2015) identified the following protective factors:
> - Current leadership was working hard to address issues
> - Reports of an ongoing positive cultural shift
> - Pride and commitment to the Air Force
> - Some women felt safer in the Air Force than in civilian settings as they felt their male colleagues looked out for them
> - The "family unit" as caring and protective

The risk factors for harmful sexual behaviour

Risk factors are the things that make it more likely that people will use or experience violence (Wilkins et al., 2014). The evidence on risk factors that contribute to sexual violence is well established in the civilian and military literatures.

Military risk factors

The risk factors for HSB in military settings are comprehensively documented.

Military culture
There is considerable evidence that HSB in the military is amplified by the unique characteristics of military culture. Military culture is dominated by formality, hierarchical structures, paternalistic beliefs, the importance of leadership, intolerance for mistakes, dependability, camaraderie and emotional control (Castro et al., 2015; DuVivier et al., 2020).

Military culture historically has been based on a group identity organised around masculinity as a measure of strength and ability, with an emphasis on dominance, aggression, self-sufficiency and risk-taking. These aspects of military identity are theorised to contribute to the prevalence of HSB and DHB in the military and incorrect perceptions that men are not victims of HSB for example (Firestone, Miller, & Harris, 2012; Harway & Steel, 2015; O'Brien et al, 2015; Rau et al., 2011; Turchik & Edwards, 2012 cited in Skopp, Roggenkamp, Hoyt, Major, & Williams, 2020).

Hendrikx et al. (2021) state that military characteristics such as gender discrepancies, nature of military training and ranked order structure, serve as antecedents of victimisation of women. Hendrikx et al. and Kovitz (2021) state that it is necessary to consider what organisational and leadership changes can be made to better protect military women.

The evidence shows that despite core values emphasising mutual respect and protection, military environments have unique risk factors for sexual violence (Orchowski, Berry-Cabán, Prisock, Borsari, & Kazemi, 2018). Internationally militaries have a disproportionate number of males to females and this creates a set of important dynamics, attitudes and behaviours (McCone et al., 2018). This includes a long history as a male-led institution with inherent loyalty, and its own honour code and justice system (Turchik & Wilson, 2010). Service members have considerable power over their subordinates, potentially increasing the likelihood of both sexual harassment and sexual assault (Gidycz et al., 2018). Sexual assault can be understood as an assertion of control and masculinity over others and can be perceived as an expression of extreme masculinity that within the military has at times been a peer-driven and supported activity (Groves, 2013). Many myths related to sexual assault create a culture, in civilian and military settings, where victims are blamed and those who do sexual harm are excused (Castro et al., 2015).

It is difficult for personnel to question culture as military culture exists to support the whole, so that when one part of the whole appears to be under attack, others close rank to support the existing structures (DuVivier et al., 2020). The inability to question is a key challenge to be grappled with for the prevention of harmful sexual behaviour in the military.

Castro et al. (2015) identified an extensive list of contributing risk factors for sexual violence in the military (see Table 2). It is important to analyse the relevance of these to our context in Aotearoa New Zealand. See Nelson (2019) for a comprehensive study of the wellbeing challenges of women officers in the New Zealand Army.

Table 2: Contributing factors for sexual violence in the military (Castro et al., 2015, pp. 2-7)

Gender stereotypes	Patriarchal structure dominated by values of formality, rank, leadership, loyalty, camaraderie and emotional control. Importance placed on masculine ideals, encouraging notions of dominance, aggression, self-sufficiency, and risk-taking fosters hyper-masculinity, which views masculine interactions in terms of competition, dominance and control. Power differential between men and women in the military, due to male-dominated leadership and structure, plays an important role in sexual misconduct. Culture of homophobia enhances the risk of sexual violence. Fear and stigma attached to being labelled or identified as homosexual are used as power and control tactics and often prevent victims of assault, particularly male victims, from reporting. Women in the military have reported feeling scrutinised and watched by men, judged as less competent, and subjected to jealousy and anger. The use of sexualised and gendered language within the military including calling recruits "girls" or "faggots" as a form of motivation and various types of military slang contributes to further psychological distance and objectification.
Historical influence	Historically in warfare, women were regarded as rewards for the winning side or a method of maintaining morale; sexual resources to which men are entitled. Some countries have actively provided sex workers to U.S. military personnel as a token of friendship. The ability to rape and kill has been viewed as an indication of power, and the military's traditional acceptance of violence as a valid method of achieving goals may create an environment conducive to perpetrating behaviour.
Past personal experience	Past experiences of sexual trauma have been related to sexual assault victimisation. Up to 30% of female and 6% of male service members reported pre-military sexual assault. Research among military samples has indicated that women with a history of pre-military sexual assault are 2–5 times more likely to be re-victimised during military service.
Entitlement	A hyper-masculine perspective may endorse men's feelings of entitlement to regular sex; this sense of entitlement has been described as the link between masculinity and rape-related attitudes and behaviours. Compounding the sense of entitlement inherent in hyper- and traditional views of masculinity is the military's emphasis on objectification. Male and female soldiers are taught to objectify other humans and limit their empathy to make killing easier. However, when this objectification is applied to fellow service members, it may contribute to an enhanced sense of entitlement as well as psychological and social distancing which can make sexual assault easier to perpetrate and justify.
Alcohol	Use of alcohol is pervasive in the military. Within both military and civilian contexts, alcohol use has been linked to an increased risk of perpetration and victimisation of sexual violence (see next section on alcohol).
Cultural acceptance	A rigid chain of command and a perceived 'code of silence' can create an environment in which victims do not report or seek help because they believe nothing will be done or they fear retaliation or negative repercussions, low conviction rates. Culture of victim-blaming and acceptance of sexual discrimination and misconduct as the military norm.

Value on performance	Individual and team performance is valued by the military because it leads to successful mission accomplishment. Placing a premium value on performance can easily result in leaders dismissing or minimising claims of sexual harassment or sexual assault when the accused is a high performer or when the accuser is a low performer.
Problem resolution at the lowest level	The military has historically frowned upon service members going directly to their supervisor or higher-ups in the military chain of command without first trying to resolve the issue themselves. This allows for most instances of sexual harassment and even sexual assault to go unreported. It also allows for the service member who engaged in the harassing behaviour to simply move on to another service member, without necessarily ceasing the inappropriate behaviour. It makes it difficult for junior service members to speak up when the harasser is senior in rank to them. It allows for the harassing behaviours to go unreported, thereby missing an opportunity to document possible patterns of inappropriate behaviours of service members.
Movement of military personnel	Movement appears to be when service members are the most vulnerable to being sexually assaulted. Perpetrators of sexual assault tend to be extremely opportunistic, so they are likely to sexually assault a service member who is new to the unit or at a time when they are getting ready to move to another duty station. Such a situation makes it difficult for service members who have been sexually assaulted to report the crime because they are new to the unit, afraid they will not be believed, and highly unlikely to have an established local support system. Additionally, concerns regarding the transfer of an accused perpetrator have been raised by service members who believe that doing so may be perceived as simply moving the problem from one command to another.
Team allegiance	No service member wants to let the team down. Reporting a fellow team member for harassment or sexual assault can be seen as a form of team betrayal. The victim may not want to raise the issue because they do not want to be perceived as disloyal. Perpetrators can take advantage of the trust and allegiance of service members to each other to avoid reports being made.
Leadership responsibility	The military holds leaders responsible for establishing an environment free from sexual misconduct. Thus, when reports of sexual harassment or assault are made, leaders may feel that they are at fault, or will be blamed, for allowing such an environment to exist. This could result in many leaders not wanting to act on the 'minor' incidents, leading them to dismiss the allegations as unfounded or convince the service member who has been harassed or assaulted not to formally report the incident. This may lead to escalation of behaviours.
Military reporting system	Reporting a sexual assault within the military is a complicated process fraught with numerous barriers and uncertainties that impact on confidentiality. Many report the process is worse than the sexual assault.
Military resilience building programmes	The military's emphasis on resilience as a measure of personal strength can actually serve to stop military personnel who have been sexually assaulted from reporting the crime and/or from getting help; by asking for help following a sexual assault, the service member is admitting to being 'weak' and unable to solve their own problems.
Female restriction job assignments	Many of the U.S. military services still have restrictions on positions that female service members may occupy. *Please note this is not relevant to NZDF – women can perform any role.*
Emphasis on training	Emphasis on training and a one size fits all approach means training is in danger of becoming a tick-the-box exercise.
Living arrangements	Co-ed dormitories and barracks are high-risk areas for military sexual assaults despite security measures including roommates, door locks and ongoing guards. The military moved away from separate gender dormitories and barracks to facilitate team building, cohesion and gender integration, and to eliminate housing disparities. Rather than returning to separate gender facilities, significant efforts should be undertaken to enhance the safety of the occupants in military dormitories and barracks through continuously monitored closed circuit video, for example.
Military legal system	Various laws and rules enhance the difficulty of convictions.

Additionally, experience of childhood abuse is common and associated with re-victimisation and perpetration during military service. Research suggests that men and women with childhood sexual abuse histories may be more likely to join the military than those without a history and that they are then at greater risk to be victimised or to perpetrate sexual violence while in the military (Sadler et al., 2018).

Alcohol use in the military

Alcohol misuse and a culture of heavy drinking are well-documented issues in the military, especially amongst male service members (Farris & Hepner, 2015; Gidycz et al., 2018; Teachman, Anderson, & Tedrow, 2015; Turchik & Wilson, 2010). Teachman et al. (2015) found that military service encouraged young men to drink and the longer they were in service the more likely they were to drink. Evidence shows that that binge drinking is highest amongst young male service members (Farris & Hepner, 2015). A number of factors within the military environment may foster high-risk drinking behaviour, including new

independence for young recruits, accessibility of alcohol, new relationships, limitations on privacy and living in close quarters (Turchik & Wilson, 2010).

Studies have shown that military personal and veterans were more likely to drink than civilians (Farris & Hepner, 2015; Teachman et al., 2015). Specifically, male active-duty service members and veterans were more likely to drink than civilians, whereas female service members and veterans were less likely to drink than civilians (Teachman et al., 2015).

Alcohol is a risk factor for sexual aggression and victimisation

A key consideration for successful prevention is addressing alcohol use because alcohol is a common contributing factor in sexual assaults (Gidycz et al., 2018). Alcohol use and intoxication are causally linked to increased general aggression in young men, particularly among men who are predisposed to behaving aggressively (Farris & Hepner, 2015). Alcohol use is a well-documented risk factor for sexual aggression and can influence the likelihood and processes through which individuals intervene to address sexual assault (Farris & Hepner, 2015; Orchowski et al., 2022). Alcohol can have a range of effects on the risk of sexual victimisation, from a reduced awareness of risk indicators to incapacitation or unconsciousness (Farris & Hepner, 2015). Although unacceptable, alcohol use is still commonly accepted as an excuse for doing sexual harm and to reduce the responsibility of the person who has done sexual harm.

Both victims and perpetrators of sexual assault commonly report using alcohol at the time of the assault, in college and military contexts (Morral et al., 2014). Among service members who reported being sexually assaulted in the previous year, nearly half of the women and one-fifth of the men indicated that either they or the perpetrator had been using alcohol prior to the assault (Farris & Hepner, 2015). The associations between sexual harassment, sexual assault and alcohol may be stronger in the military than in most civilian organisations (Gidycz et al., 2018). Alcohol is often used by sexual assault perpetrators to incapacitate potential victims. For example, in a sample of enlisted male Navy personnel, 75% of those who endorsed behaviours consistent with rape or an attempted rape during their time in the military reported using drugs or alcohol for this purpose (McWhorter, Stander, Merrill, Thomsen, & Milner, 2009 cited in Gidycz et al., 2018).

Learning from prevention efforts outside of military settings shows that population-level interventions on alcohol use such as reduction of outlet density, coupons to ration alcohol or higher tax have been associated with reduced gender-based violence and child abuse rates (Jewkes et al., 2014). The military has a unique ability to manage alcohol accessibility and drinking norms, and to measure the impacts of increased efforts.

Alcohol and bystander intervention

The evidence on alcohol and bystander intervention is mixed and requires further study (Orchowski et al., 2022). However, in U.S. college settings, heavy episodic drinking was associated with lower endorsement of positive bystander intervention attitudes by male students (Orchowski, Berkowitz, Boggis, & Oesterle, 2016). The association between heavy drinking and attitudes towards bystander intervention suggest that alcohol use influences bystander intervention through its association with other risk factors for sexual aggression

such as rape myth endorsement (Orchowski et al., 2022). This highlights the need to implement bystander intervention programmes alongside programmes that address men's personal engagement in sexual aggression (Orchowski et al., 2022).

Potential to address both alcohol and sexual harm

The clear link between alcohol misuse and the risk of both sexual assault perpetration and victimisation suggests that efforts to reduce alcohol misuse could contribute to sexual assault prevention in military settings. However, little research or practice has explored such approaches to date (Farris & Hepner, 2015). Efforts that have targeted alcohol misuse in other populations may contribute to military sexual assault prevention. The most extensive body of research on the connection between alcohol misuse and sexual assault comes from studies of college students, a group that shares some similarities with junior military personnel and where there is evidence of effective intervention (Farris & Hepner, 2015).

Research indicates the importance of review of organisational of alcohol and drug policies and recognition of their contribution to violence (Gidycz et al., 2018). Examples of preventive policies include: stopping the sale of alcohol at military convenience stores located adjacent to barracks and dormitories; providing bar and hotel operators near military areas with a number to call if a service member is engaged in risky drinking or associated behaviour; increasing military patrols to increase identification of personnel engaging in irresponsible alcohol use; and, requiring that service members complete a responsible drinking class before being served alcohol on the military area (Gidycz et al., 2018).

Evidence on HSB in the military highlights heavy drinking as a key risk factor. Further research and evaluation are required to understand the merits of an organisational culture change approach that tackles both HSB and alcohol harm.

NZDF commissioned evidence
Recommendations on alcohol harm (Harrison, 2018a, 2018b, 2019a; Teale & MacDonald, 2020)
- Increase alcohol harm minimisation strategies
- Give urgency to rolling out the Op STAND programme to provide base and camp Commanders with the tools and support they need to implement the Substance Harm Minimisation Instruction consistently and effectively.
- Monitor the implementation of Op STAND to ensure it delivers on key aspects of alcohol harm minimisation; specifically, price controls, access and availability controls and restrictions on marketing and promotions.
- Consider opting out of the alcohol licensing exemption to demonstrate a strong commitment to reducing alcohol related harm to personnel.
- Establish a reporting system to collect, monitor and respond to alcohol and drug related data, including, but not limited to, all complaints, incidents and convictions involving alcohol and or drugs across all camps and bases. This should be connected to the integrated data management system.

NZDF specific risk factors for sexual harm

McGregor and Smith's (2015) review of Air Force culture identified a number of risk factors that are consistent with the evidence. Primarily these risk factors were around harmful norms and practice including: victim blaming and women as responsible for avoiding harm or naïve; senior personnel protecting those who caused sexual harm; consequences for lower ranked women rather than senior male personnel who had caused harm or had

inappropriate relationships; male personnel encouraged to have many sexual partners, but not female personnel; the "family unit" a reason for silencing, minimising and not addressing sexual harm; an overall "tough" culture; initiation rituals that involve sexually inappropriate behaviour and alcohol; rank and the power associated with this (specifically issues with consent and protection of senior personnel); age, both young men and older higher-ranking men seen as causing harm.

Risk factors around reporting included: fear of retaliation, negative career impacts from reporting; not believing victims and minimising sexual harm; and, issues with confidentiality and impartiality. McGregor and Smith's (2015) review showed that selected and indicated prevention focused on new male recruits and older/ senior male personnel who demonstrate increased risk of causing sexual harm may be beneficial. It is important to assess what change has been made on these risk factors since this 2015 review and what the next steps are towards creating a culture of safety, respect and inclusion.

Risk factors from the civilian evidence

The civilian literature identifies risk factors at the community, institutional and societal level as: colonisation; rapid social change; economic inequality; gender inequality; policies that increase inequalities; poverty; weak economic safety nets; poor rule of law; social norms that support violence; harmful gender norms; high firearm availability; conflict/post conflict; weak sanctions for violence from society, justice, police; media violence; high crime levels; high residential mobility; high unemployment; local illicit drug trade; high density of alcohol outlets; weak institutional policies; community violence; and, poor social connections (Heise, 2011; Kruger et al., 2004; Ministry of Social Development, 2002; D. Wilson, 2018; World Health Organization, 2004, 2007b).

Individuals can also have increased risk of experiencing or perpetrating violence. While the specific risk factors are described here, it is important that individual level risk factors are not used to discriminate against people. Instead, these factors should be understood as prevalent across our population and trauma-informed systems and services must be in place to respond to these factors. Risk factors at the individual level include: childhood abuse or neglect; psychological/personality disorder; alcohol/substance abuse; history of violent behaviour; lack of parenting knowledge and skills; disability; poverty; and, exposure to violence (Heise, 2011; Kruger et al., 2004; Ministry of Social Development, 2002; D. Wilson, 2018; World Health Organization, 2004, 2007b). Individual risk factors for violence perpetration, particularly exposure to childhood adversity, and subsequent traumatic experiences, substance misuse, and mental ill-health also need specific responses (Jewkes et al., 2014). Access to trauma-informed mental health services is important to reduce risk across a number of issues (Jewkes et al., 2014).

Jewkes et al. (2014) state that risk behaviours are rooted in expected practices or entitlements that flow from the hegemonic ideals that men should be strong, tough, in control over women and their bodies, heterosexual and sexually dominant with an emphasis on transactional sex and having multiple sexual partners. Men who are violent towards women are also more likely to be involved in violence with other men, and to struggle to

live up to a masculine ideal (for example by experiencing depression or alcohol and drug misuse). Men's own history as victims of violence is associated with perpetration of violence, rape and homophobic abuse.

Gender norms are a key area for intervention. Men's violence against women is perpetuated by commonly held norms about manhood that reinforce gender inequality (Jewkes et al., 2014). The New Zealand Family Violence Death Review Committee (2020) highlights that patriarchal privilege still defines many systems, behaviours and structures, and that these deep-seated social norms that place men higher than women and children in society are barriers to addressing and preventing family and sexual violence and harm to children. Therefore, changing gender norms for men has become central focus in sexual violence prevention (Jewkes et al., 2014). This is an important area of exploration for NZDF.

The now widespread availability and use of pornography has led researchers to investigate the relationship between use of pornography and negative attitudes towards women and violence against women. A UK review of the evidence (Upton, Hazell, Abbott, & Pilling, 2020) found that there is substantial evidence of an association between pornography use, especially violent pornography, and HSB and negative attitudes towards women. A direct causal link between pornography use and harmful sexual behaviour and attitudes has not been established in the evidence. However, Upton et al. established four key impacts of pornography of harmful sexual behaviour and attitudes:

1. Viewing women as sex objects: lack of empathy towards women and normalisation of sexual aggression and violence against women.
2. Shaping men's sexual expectations of women for "porn-like sex" and unrealistic expectations of what women want and enjoy.
3. Acceptance of sexual aggression towards women: porn use is associated with attitudes supporting violence against women and "hostile sexism".
4. Perpetration of sexual aggression: porn use is associated with increased likelihood of committing verbal and physical acts of sexual aggression, and reduced willingness to intervene when witnessing sexual violence (p. 8).

Pornography use may also influence a witness' willingness to intervene in sexual violence (Foubert & Bridges, 2016 cited in Upton et al., 2020).

The impact of pornography is an important aspect to note as Harrison (2018a, 2018b, 2019a) found normalisation of sexual material that demeaned women and LGBTQI+ in public and work spaces in environmental audits of three NZDF bases and camps.

Recommended prevention approaches

The evidence is clear that a commitment to organisational culture change with a strong focus on leadership development are key to effective prevention in military settings.

The recommended approaches are presented in order of importance for prevention in military settings and from more comprehensive interventions to more specific approaches.

To be effective, a diverse range of NZDF members (uniformed and civilian) should be involved in developing and implementing prevention initiatives to ensure they meet the community's needs as recommended by Nation et al. (2003). For NZDF this would support targeting of specific norms, context specific barriers and environments.

Comprehensive evidence-informed prevention

The evidence signals the need to shift from programme and training delivery to development, implementation and measurement of comprehensive, evidence-informed prevention strategies in the military.

Miller et al. (2018) state that within the U.S. military the Department of Defense has directed that prevention efforts move beyond training or education of at-risk individuals to include population-based efforts and a focus on environmental factors. This guidance directs a shift from single-faceted prevention efforts (e.g., training) to a multidisciplinary, comprehensive approach that includes leadership involvement, peer-to-peer mentorship, organisational support (i.e., people, budget, policies), and training curricula that are evidence-informed and adapted to each unique environment.

Multilevel prevention is consistent with a socioecological approach that is inherently comprehensive and focused on community engagement, contextualised programming and structural factors that contribute to HSB in the military (Gidycz et al., 2018). Military institutions are in a unique position to develop and evaluate prevention and response strategies connected to institutional structures and policies (DeGue et al., 2014; Rosenstein, De Angelis, McCone, & Carrol, 2018).

Comprehensive prevention focuses on the whole continuum of harm and early intervention at the first signs of sexism or harassment (Gidycz et al., 2018). This approach may hold greater promise to reduce HSB in the military than in institutions with less power and oversight of individual's lives. Training to recognise and respond effectively to subtle sexism or harassment is recommended.

Gidycz et al. (2018) recommends intentionally integrating prevention efforts for maximum benefit - from efforts focused on individuals and groups with increased risk factors, to whole institution interventions and strategies. Attention must be paid to the specific context, risk and protective factors of each military area (e.g. base, camp, ship and unit etc). Amongst other factors, this includes incorporating alcohol in prevention plans and assessments to

address the overlap between alcohol and HSB, reviewing alcohol policies and education about the association between alcohol use and HSB (Gidycz et al., 2018).

Comprehensive prevention also considers community specific needs. Many military interventions are designed around heteronormative relationships and Western worldviews meaning they may have little relevance to LGBTQI+ and specific racial and ethnic communities. Inclusion of communities of identity in development is essential to effectiveness (Gidycz et al., 2018). The military can learn from the civilian sector about the unique needs of LGBTQI+ personnel about appropriate outreach and targeted prevention interventions (Rosenstein et al., 2018). It is essential that prevention programmes work to ensure that prevention efforts assist individuals both with and without a history of HSB victimisation and develop content that is geared towards the experiences of sexual minorities and other minority groups (DeGue et al., 2014; Gidycz et al., 2018). There is a need for research on the sexual victimisation experiences of understudied groups, such as males and LGBT service members (Bell, Dardis, Vento, & Street, 2018)

Finally, DeGue (2014) recommends drawing on theory and lessons learned in other areas of public health to identify innovative policy, environmental and structural approaches that support and encourage healthy behaviour, positive social norms and non-violence.

NZDF commissioned evidence

Recommendations on development of a comprehensive prevention strategy (Harrison, 2019b, 2022; McGregor & Smith, 2015; Teale & MacDonald, 2020):

- Long-term, integrated, organisational approach to create a safe and respectful environment for all personal, especially women
- Include a theory of change, outcomes and evaluation
- Focus on strengths and the protective factors that prevent sexual harm
- Define harmful sexual behaviour, discrimination, harassment and bullying inclusive of online/ cyber harm
- Enable cohesive and coordinated action across primary, secondary and tertiary prevention
- Ensure strong relationships between camps, bases, ship and Defence House
- Whole of organisation strategy and base, camp, ships and unit specific strategies developed in collaboration with base and camp commanding officers with SAPRAs, SMEs and unit personnel
- Address specific risk factors associated with facilities and alcohol, alcohol and drug use, and initiation and hazing - Link to Operation STAND
- Link to diversity and inclusion work and be inclusive of all genders
- Clearly prescribe expected behaviours for all and align these to NZDF's values
- Address unofficial cultural norms that are at odds with official expected behaviours
- Hold people to account for unacceptable behaviours to change cultural norms
- Monitor and further reduce discrimination, harassment and bullying
- Create a culture where bystander intervention is encouraged and normative
- Address the 'code of silence' that prevails
- Address 'anti-snitching' culture between young people at YDU and provide options for staff who know abuse between young people is happening (so they can act without a report of abuse).
- Identify and address pockets of resistance in attitudes (e.g. victim-blaming beliefs around rape, bullying, etc.)
- Address underreporting of sexual harm
- Improve cultural relevance and support systems available to Māori, Pasifika and young people
- Continue to address environmental risk factors for all users - privacy and security in barracks and unisex toilets/ablutions to reduce opportunistic and targeted offending
- Consider phasing out mixed barracks

Human Resources/ Organisational Development:

- Embed the values and expected behaviours in all relevant policies, procedures, processes and frameworks so that each individual is made fully accountable for their personal behaviour
- Performance assessment and promotion must be aligned to showing real leadership on harmful sexual behaviour
- Harmful sexual behaviour prevention training embedded throughout learning and development
- Continue to implement the More Military Women strategy and increase female representation in senior leadership roles
- Develop a sexual harassment policy
- Develop protocols for sports trips and travel to increase women's safety
- Increase focus on women's health needs and safety especially in the field and while deployed

Develop a theory of change

The evidence identifies the need for effective prevention strategies to be built around a robust theory of change, grounded in an empirical understanding of the problem and focused on preventing sexual violence perpetration by addressing the risk and protective factors (Crawford, Lloyd-Laney, Bradley, Atherton, & Bryne, 2020; DeGue et al., 2014; Jewkes et al., 2014; Trewartha, 2010).

Theory of change (Anderson, 2005) is a method used to develop strategies to address complex issues. It provides a comprehensive approach to planning using evidence, expert knowledge and critical thinking to describe how a complex change process will unfold over time (Clarke & Anderson, 2004).

DeGue (2014) recommends identifying modifiable risk and protective factors that are characteristics of communities and that are empirically or theoretically associated with sexual violence. Different risk factors exist across settings, because gender norms, personal histories, traumatic event exposure, and social marginalisation all vary (Jewkes et al., 2014). Therefore, planning should be based on context specific data, including sociological data that provide insight into masculinities and any variations in the known risk factors for perpetration.

Schein's stages of change provide a framework for a theory of change within an organisational setting:
- **Stage 1:** Creating the motivation to change
- **Stage 2:** Learning new concepts, new meanings for old concepts and new standards for judgment
- **Stage 3:** Internalising new concepts, meanings and standards

50

Organisational culture change

Evidence highlights the importance of organisational culture change for preventing HSB in military settings. This emphasis is even stronger in the DHB literature. Organisational and workforce development is recommended as part of a comprehensive prevention approach because organisational culture has a powerful role in influencing the behaviours of individuals and groups (Our Watch, ANROWS, & VicHealth, 2015; PwC, Our Watch, & VicHealth, 2015; Schein & Schein, 2017; VicHealth, 2007). Klein and Gallus (2018) recommend moving towards a sustained and holistic approach to culture change where a culture of dignity and respect are the foundation for an agile, adaptive and operationally ready military. Stander et al. (2018) also advocate for cultural change approaches that work across the whole continuum of harm. Organisational change strategies should be based on a solid theoretical framework and evidence-informed social psychological, and behaviour change research to inform programme development (DeGue et al., 2014). For most organisations workforce development will be necessary to build skills to implement primary prevention activity (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007).

Learning from the field of academic medicine, the U.S. National Academies of Sciences, Engineering, and Medicine (NASEM) key recommendations to affect organisational change on sexual harassment and gender discrimination include:
1. Create diverse, inclusive and respectful environments
2. Address the most common form of harassment - gender harassment
3. Move beyond legal compliance to address culture and climate
4. Improve transparency and accountability
5. Defuse the hierarchical and dependent relationships[8]
6. Provide support for the targeted individual
7. Strive for strong and diverse leadership
8. Measure progress
9. Incentivise change
10. Encourage involvement of other organisations and national bodies
11. Initiate legislative action
12. Conduct necessary research
13. Make the entire workplace and community responsible for reducing and preventing sexual and gender harassment (adapted from Fairchild, Holyfield, & Byington, 2018)

According to the NASEM report, the "greatest predictor of the occurrence of sexual harassment is the organizational climate" (NASEM, 208 cited in Fairchild et al., 2018). Changing climate involves institutional change centred around articulating a commitment to prioritising the recognition and prevention of harassment, transparency, providing meaningful resources and ensuring accountability.

In their review of OP Respect Teale and MacDonald (2020) found the three fundamental challenges to developing a culture of dignity and respect:

---

[8] This recommendation presents challenges in a military context.

- A lack of transparency and accountability of the NZDF's progress in addressing and preventing sexual violence, discrimination, bullying and harassment
- A 'code of silence' prevails and many personnel will not raise a complaint or report serious issues such as sexual violence because they fear the repercussions and do not trust the NZDF processes and systems
- The culture of military discipline and command makes it difficult for personnel to raise concerns or speak out against the behaviour or decisions made by their immediate manager or others more senior in the hierarchy (p. 12).

Developing supportive legislation and policies that address the factors that contribute to HSB are important aspects of a comprehensive prevention approach (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007).

The evidence shows that responses and prevention are connected and that an important part of an effective whole organisation approach is holding those who engage in sexual harassment accountable (Williams et al. 1999 cited in Griffith & Medeiros, 2020; Hayes, Kaylor, & Oltman, 2020). Sexual harassment behaviour is more likely to be tolerated by team members who have higher status and reputation, or who are high performers (Griffith & Medeiros, 2020). This is likely to perpetuate organisational culture that ignores sexual harassment.

Clear and consistent anti-harassment messaging from organisational leaders is necessary. This includes effectively implemented policy, establishing procedures for making a complaint, thoroughly investigating complaints and initiating prompt corrective action when a complaint is substantiated. Organisations should include several options for reporting harassment and have options about who can lead the investigation (inside/outside the organisation, including gender/race) (Buchanan et al., 2014).

Successful culture change relies on effective leadership. Klein and Gallus (2018) propose three specific areas of focus for leaders to consider:
1. Intentional climate design toward positive culture change
2. Leader development that emphasises and rewards critical interpersonal competencies, self-development and reflection
3. Training and policy initiatives that bolster whole organisation engagement and highlight the interrelated nature of some of the military's toughest challenges (e.g., interpersonal violence, suicide, gender integration, diversity).

Military leaders are uniquely positioned to influence cultural change due to the oversight leaders have across all parts of service members lives (Snyder, Fisher, Scherer, & Daigle, 2012 cited in Skopp et al., 2020). To be effective, leaders must fully understand how military culture increases the likelihood of HSB (Harway & Steel, 2015 cited in Skopp et al., 2020).

Te Tokotoru and organisational change

Bringing the lens of Te Tokotoru (see Section 1) to organisational change means looking at Response and Healing as well as Strengthening/ Prevention.

A key aspect of Healing for NZDF to attend to is the ongoing impacts of colonisation in Aotearoa New Zealand, and the specific impacts on Māori service members and veterans, their whānau, hapū and iwi and wider society of discriminatory practices within NZDF (Bryers-Brown & Trundle, 2017; Kohere, 2022). The impacts of this history on HSB and DHB experienced by NZDF members must be considered and addressed.

Similarly historical and present impacts of discrimination on women (Nelson, 2019) and LGBTTQI+ services members must continue to be addressed and Healing efforts woven into effective Responses and Strengthening/ Prevention.

Leadership development

Leadership development has the strongest support for the prevention of HSB in military settings. Leadership plays a critical role in the military in setting norms and expectations that create a climate characterised by respect and professionalism (Gidycz et al., 2018). The tone that leaders set, their own behaviour, and their expectations of their subordinates are key to the success of any military harmful sexual behaviour prevention (Gidycz et al., 2018; Sadler et al., 2018). Sadler et al. (2018) state that leadership offers the greatest opportunity to prevent and reduce the consequences of sexual harassment and assault in the military, but that it must be integrated into intentional leader development and accountability efforts at both the organisational and individual level.

Increasingly in the evidence, prevention of sexual harm is being positioned as a necessary leadership skill. The U.S. military has adopted a new leadership-development programme that reframes sexual-harassment prevention and reduction as a necessary leadership skill (Schulte, 2018 cited in Griffith & Medeiros, 2020). This framing avoids issues of defensiveness, negative attitudes or gender identity threats that occur with sexual harassment training. Presenting sexual harassment as an issue that creates conflict, affects trust and performance in teams promotes the expectations that leaders must develop skills for resolving these conflicts. Along with this leadership approach, fostering an organisational culture that encourages respectful interactions among employees and discourages sexual harassment can re-position the issue as creating a healthy environment and retaining talent. Griffith & Medeiros (2020) state that a leadership approach is very promising to move HSB from reactive to a truly preventative appraoch.

Skopp et al. (2020) state that leadership must set the tone. Leaders must elaborate on "how to do things" and not to simply "tell them what not to do". This includes for example, proactively intervening when inappropriate behaviour is known about and setting the bar on what is appropriate use of electronic media especially group texts with sexual content. Skopp et al. state that non-commissioned officers must set an example of not tolerating

sexist or sexually harassing behaviour as they are the most proximal commanders who the unit interact with.

Within the military, leader's actions create direct consequences for service members across a variety of situations. This includes the risk of, or safety from, sexual violence in nondeployed, deployed and hostile environments (Sadler et al., 2018, p. 253). Higher rates of sexual violence occur in units where the commanding officer is neutral or indifferent to abuse than in those units where officers do not tolerate abuse (Pryor, 1995; Sadler et al., 2017 cited in Sadler et al., 2018). It is not sufficient for leaders to refrain from displaying sexism or other forms of bias; they must actively convey their high standards for behaviour if they are to effectively prevent sexual aggression and other misconduct within their ranks. This requires engaging leadership at all levels of an organisation[9].

Leaders at all levels must be engaged in violence prevention work. They must be provided with the necessary resources, training and support to change the unit culture around attitudes and behaviours related to harassment (Gidycz et al., 2018). Renewed training and education efforts must be directed to junior and mid-level leaders who may lack the necessary skills to handle sexual harassment and assault accusations appropriately.

Recommendations from Sadler et al. (2018) for leadership to prevent HSB

Recommendation 1: Develop leadership curriculum for all levels that has consistent messaging embedded regarding the important relationships between leadership, the military's organisational climate, and sexual violence risk and protection.

Recommendation 2: Develop trauma-informed leadership development that recognises and supports early interventions to address risky behaviours (e.g., heavy drinking) and perpetrator conduct (e.g., bullying) associated with service member and sexual violence risk and prevention.

Recommendation 3: Integrate training in the leadership framework that prepares leaders to understand and work within varied contexts, environments and with varied social interactions.

Recommendation 4: Hold leaders accountable for their organisational climate, specific to HSB through the performance evaluation system.

NZDF commissioned evidence
Recommendations on leadership (Harrison, 2019b, 2022; McGregor & Smith, 2015; Teale & MacDonald, 2020):
- Recognise the essential role of leaders in culture change and have a strong leadership development focus

---

[9] Careful consideration must be given to how to manage and support leaders who have experienced HSB and DHB, done harm to others or witnessed harm.

- Build collective ownership of leadership by developing a long-term strategy in collaboration with base and camp commanding officers
- Increase leadership from Command, buy in and follow through
- Revamp the current Champions project to better enlist and support champions to implement local prevention projects.

Research, monitoring and evaluation

Research, monitoring and evaluation should be seen as an essential component of a comprehensive prevention strategy (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007). Research, monitoring and evaluation underpins a comprehensive prevention approach by informing action, improving the evidence and knowledge base for future planning, and enabling efforts to be both effectively targeted and monitored by tracking change over time (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007). The need for research, monitoring and evaluation is heightened in military HSB and DHB prevention due to the new direction the evidence shows this work needs to go in and the level of innovation this requires. There is considerable need to build rigorous scientific evidence of the effectiveness of prevention approaches (DeGue et al., 2014; Gidycz et al., 2018)

There have been repeated calls for systematic programme evaluation across the military, to include meaningful outcomes such as long-term attitudinal and behaviour change (McCone et al., 2018; Rosenstein et al., 2018). Key indices of effectiveness may include: positive attitude change; increased engagement in prosocial bystander behaviour; a rise in victims' disclosures to authorities as a result of greater trust in the system; decrease in rates of sexual harassment (in the medium to long-term); increased reported willingness to intervene; and, increased confidence in reporting witnessing HSB to leadership (Gidycz et al., 2018).

Evidence recommends developing and sustaining a rigorous monitoring and evaluation approach to prevention strategies to assess all levels of intervention, not limited to evaluation of programme delivery; this includes the need to develop military specific measurement tools (Gidycz et al., 2018). Gidycz and colleagues suggest using control and intervention sites to assess the impact of prevention efforts, including monitoring rates of victimisation, and between control and intervention sites. However, there are ethical issues around using control and intervention sites such as leaving control sites exposed to harm for longer. Implementation of a well-developed theory of change with evidence-informed outcomes and comprehensive monitoring and evaluation framework is another approach that is arguable more useful when working with such complex issues that require an adaptive learning approach.

Robust longitudinal assessment of intervention effects are recommended, as well as sharing of best or promising practices across military institutions (Rosenstein et al., 2018). Authors suggest that the military is well positioned to lead the way in these efforts (McCone et al., 2018; Rosenstein et al., 2018).

Evaluation of training has been the focus of measurement to date. Miller et al. (2018) state that training programmes should move beyond tracking what training is provided and participants' reactions, to testing learning and then monitoring behaviour and results over time. Researchers could also collaborate with defence areas, services or units to incorporate other specific impact measures.

Evidence building must focus on quality improvement using process evaluation as well as outcome evaluation (Gedney et al., 2018). Developmental evaluation is a recommended approach to work with complex issues and innovation such as the prevention of harmful sexual behaviour (Dozois, Langlois, & Blanchet-Cohen, 2010; J. Gamble, McKegg, & Cabaj, 2021; J. A. A. Gamble, 2008; Patton, 2010; Trewartha, 2020). Developmental evaluation involves an evaluation team working alongside an initiative through its development, implementation and monitoring and evaluation, to continuously feed in observations and data to improve the work as it is being implemented.

NZDF commissioned evidence
Recommendations on <u>monitoring and reporting</u> (Harrison, 2019b, 2022; McGregor & Smith, 2015; Teale & MacDonald, 2020):

- Demonstrate transparency and accountability
- Robust monitoring and reporting
- Auditor-General biennial audit

Communications and social marketing

Communications and social marketing are recommended approaches within the evidence on prevention on all forms of violence including sexual violence. Evidence recommends using a range of communications tools to address attitudes, behaviour and social norms that contribute to HSB (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007).

Communication campaigns have an important role to provoke conversation about an issue and can contribute to long-term benefits, but generally do not change behaviour in the short term (Jewkes et al., 2014). Social marketing is more effective when run alongside community mobilisation approaches (Jewkes et al., 2014) and developed with and for the specific context.

There is a lack of military specific evidence on communications and social marketing.

The results from one study (Potter et al., 2009, 2011) on a military installation indicate that the effectiveness of social marketing campaigns will be raised if campaign designers work to ensure that the target audience can recognise themselves or people like them or their friends in the images. Similar results have been found with college students.

The Know Your Power campaign is a military adapted social marketing strategy composed of images that model active, prosocial bystander behaviours that the target audience members can use in situations where sexual and relationship violence and stalking are

occurring, have occurred, or have the potential to occur. The campaign was associated with greater self-reported intervention in risky sexual assault situations (Potter & Stapleton, 2012). However, no data was collected on actual behaviour change.

NZDF commissioned evidence

Recommendations on <u>communications</u> (Harrison, 2019b, 2022; McGregor & Smith, 2015; Teale & MacDonald, 2020):

- Regular messaging from command about healthy relating and harmful sexual behaviour
- Ensure consistent and regular communication to clarify what is and isn't appropriate behaviour including hazing and initiation rituals to improve consent culture and reduce coercion and peer pressure
- Develop a communications strategy and specific communications resources
- Make information on the Strategy and Operation Respect accessible
- Identify the cultural norms that need changing and develop a communications plan to utilise existing channels to 'create conversations' about various issues and myths which may increase risk of sexual harm or enhance protective factors.
- Develop messages everyone can use about who does harm, why they do harm, what kinds of things each of us can do to create less opportunity to harm, how we can all support healthy relating and reduce sexism and gender stereotypes which feed into the problem.

Community mobilisation

Community mobilisation is a recommended approach as part of comprehensive prevention (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007). There is considerable evidence on the effectiveness of community mobilisation to address gender based violence in a range of settings (Abramsky et al., 2012; Abramsky et al., 2014; Garcia-Moreno et al., 2015; Heise, 2011; Michaels-Igbokwe et al., 2016; World Health Organization, 2010a).

Community mobilisation is a transformative approach used to create social change on complex issues (Trewartha, 2020). Community mobilisation is aligned to public health, community development and community psychology approaches (Rappaport & Seidman, 2000). Key features of community mobilisation are working with complexity using a multifaceted approach (Lippman et al., 2013; Michau, 2012) and building capacity for sustained change, primarily through leadership development (Campbell, 2013; Michau, 2012). Community mobilisation alongside communications and social marketing, leadership development and training work to address harmful social norms and increase protective factors (Jewkes et al., 2014).

The military is an organisation and institution. It is also a tightly connected community, with more permeable boundaries between work and leisure time than in most civilian organisations (Gidycz et al., 2018). As such learning about how to affect change within communities has relevance to NZDF but would need to be adapted to the specific culture and context. The most practical application of community mobilisation in the military is at the base, camps, ship and Defence Area level where specific plans are developed with NZDF members that leaders and personnel have ownership of and fit their unique context.

Research has identified the key domains of community mobilisation (Trewartha, 2020) (see Table 3). The domains can be used to focus action for effective mobilisation. Activity must

increase across all domains to effectively mobilise a community, or Defence Area, this can be measured to assess current state and change over time (Trewartha, 2020).

Table 3: The domains of community mobilisation (Trewartha, 2020)

Domain name	Definition
Leadership	Leadership development at all levels is central to mobilising communities for change.
Organisation, resources and networks	Structures and resources used to mobilise people.
Participation	Engaging increasing numbers of people in prevention action.
Shared concern	The level of concern in the community about an issue and how it effects the community.
Critical consciousness	Understanding of an issue built through dialogue and the ability to question.
Social cohesion	The social fabric or glue that holds people together.
Cultural connection[10]	Ways of connecting to concepts, beliefs, practices, language, spaces, arts and traditions of your ancestors.

It is important to note that change in the use of violence by men is especially difficult in communities that have experienced multiple traumatic events, particularly lengthy conflict, and where normative support for the use of violence to show dominance is especially strong (Jewkes et al., 2014). This challenge has particular relevance to military settings and must be central to response and healing efforts as well as informing prevention.

Programmes and training

Programmes and training are a recommended strategy as part of a comprehensive prevention approach (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007). Programmes can be targeted at any gender at the individual, relationship or group level to build the knowledge and skills required to establish and sustain equal, respectful, non-violent relationships; build individuals' access to the resources required for such relationships (such as connections to social networks and institutions); or to seek to prevent or address the impacts of other risk factors (Our Watch et al., 2015; PwC et al., 2015; VicHealth, 2007).

Group participation programmes is the area with the largest body of evidence in civilian and military settings. However, evidence of effectiveness is limited, and programmes should be implemented with the support of the other six recommended prevention strategies.

---

[10] Cultural Connection was not identified as a domain by any authors in the extensive literature review completed by Trewartha (2020). Trewartha's work with E Tū Whānau (MSD) showed the critical importance of cultural connection to community mobilisation, and it was adopted as a seventh domain despite it not being identified in the Western evidence in recognition that the Western evidence often does not reflect what is of importance to Indigenous or marginalised communities.

Nine overarching components found in effective sexual assault prevention programmes
- Utilise comprehensive approaches that include family, peers and community
- Use varied teaching methods
- Use sufficient dosage
- Are theory-driven
- Promote strong or positive relationships
- Are appropriately timed
- Use socioculturally relevant material
- Utilise outcome evaluations
- Are administered by well-trained staff (Nation et al., 2003).

Military programmes

There are very limited published studies on sexual assault prevention programming in the military (Gidycz et al., 2018). Despite the increased focus on sexual assault prevention within the U.S. military, few interventions are rigorously evaluated (Gidycz et al., 2018). Therefore, there is limited understanding of effectiveness and impacts on attitude and behaviour change, and rates of sexual harm (Gedney et al., 2018; Orchowski et al., 2018; Rosenstein et al., 2018).

Military sexual assault prevention informed by public health research and best practice are still very limited (Gidycz et al., 2018) and the academic research does not yet reflect the type of programmes now being implemented in the U.S. military (Orchowski et al., 2018).

Despite the wide implementation of sexual assault prevention programmes across the U.S. military Orchowski et al. (2018) found only six comprehensive evaluations of sexual assault prevention programmes conducted among military populations. This systematic review showed that the prevention programmes evaluated lacked key components of a comprehensive prevention package. For example, there were no examples of addressing sexual assault and alcohol harm through a cohesive strategy despite the strong association between the two issues. Also, none of the programmes included an intervention component specifically focused on engagement of leadership as role models in efforts to prevent violence, despite the key role of military leadership documented in the evidence.

Comprehensive prevention in military settings includes:
- Engagement of leadership
- Developmental sequencing of programming (each training builds on the previous)
- Implementation of programme doses likely to support sustained attitude and behaviour change
- Attention to a range of theoretically-driven and empirically-derived risk factors for sexual violence (Orchowski et al., 2018).

Evaluations that show positive effects from training are limited to attitude change and self-report, meaning the impact on behaviour and actual rates of sexual harm is not known. One example reported increased knowledge and empathy for rape victims for men and women programme participants, and decreased rape myths for men only (Gidycz et al., 2018). In a sample of male soldiers another programme showed increased bystander efficacy and

intentions to intervene to prevent sexual assault and reduced self-reported likelihood of committing sexual assault (Foubert & Masin, 2012). It also increased men's knowledge and reduced their rape myth acceptance. While these are positive outcomes, the link to behaviour change has not been made.

Authors also caution that programmatic interventions can inadvertently do harm (Foubert & Masin, 2012). Gedney et al. (2018) reported a study of U.S. college-aged males showed more rape-supportive behaviours after participating in a prevention programme which involved listening to audio of a female describing a sexual assault. Another study showed that the control group reported lower tolerance of sexual harassment and assault than the intervention group who received updated content (Ellis & Brown, 2020). Foubert and Masin (2012) reported findings that a standard training received by the control group actually increased negative attitudes about sexual violence on some scales. These examples indicate that programme development should be rigorous and guided by research and evaluation.

While training is the 'go to' approach for military, it is important to recognise the high burden of training within the military can result in training either not being completed or not being completed to standard (Castro et al., 2015). Sexual assault prevention training is best conducted in small, interactive groups facilitated by a trained instructor, but often is not (Castro et al., 2015). It is important to acknowledge the limitations of training to prevent harmful sexual behaviour, use multiple prevention approaches and not rely on training alone.

Organisations must address the root causes of violence and the role of military culture by ensuring training occurs early and throughout the careers of their personnel. Sufficient dosage of the intervention is critical to ensure behaviour change of the participants (DeGue et al., 2014). Furthermore, the inclusion of post-training activities can reduce the frequency of harassment complaints (Perry, Kulik, & Field, 2009).

Gedney et al. (2018) recommend tailoring programmes to match the characteristics of the participant or group. These differences may include personality, rank, social and cultural background, specialty or job code, and gender. This may include single-gender trainings, different trainings for officers and enlisted personnel, and the use of culturally specific trainings. Programmes must include robust outcome assessment and a clear theory-driven approach to prevention programming and delivery.

Arbeit (2017) recommends training for new recruits focused on skill building round negotiating sexual relationships and sexual consent.

Skopp et al. (2020) recommendations to prevent HSB in the military include:
- Upskilling service people so they knew what behaviours to intervene on
- Address misperceptions about attire by focusing on interpreting social behaviour and breaking down stereotypes to ensure attire was not used as an excuse for HSB
- Develop clear boundaries - there is a strong need for focus on changing aspects of military culture related to listening to and respecting other people's boundaries.
- Respond to training preferences/suggestions and include realistic scenarios and opportunities to discuss what went wrong that led to HSB.

Klein and Gallus (2018) recommend moving away from compliance-based training approaches to reducing sexual violence in the military towards broader organisational culture change.

Kaupapa Māori curricula in NZDF

In Aotearoa New Zealand te ao Māori (Māori worldview) informed programmes and cultural training offer many benefits for Māori, Pākehā and Tauiwi[11]. As stated by Hohaia the inclusion of te ao Māori, cultural training and tikanga (customs, practices, protocols) in NZDF curricula has had many benefits,

> "For non-Māori members, the opportunity to learn and appreciate alternative views was described as greatly beneficial: it opens minds to different perspectives, encourages respectful relationships and uses different approaches to viewing problems and finding solutions across various jobs in the military" (Hohaia, 2015, p. 54).

Although these benefits are wide, they are also specific to prevention of HSB and DHB because in te ao Māori tikanga for respectful relationships is embedded in all aspects of relationships and interactions.

Focus on the entire continuum of harm

Violence exists as part of a continuum of harm preceded by harassing and discriminatory language and behaviours. Training must highlight the connections between attitudes toward violence and the perpetration of violence (Gidycz et al., 2018; McCone et al., 2018) such as sexist jokes, bullying, sexual harassment, harmful drinking and stalking. The provision of education on risk factors, the importance of recognising cases of even subtle sexism or harassment and providing skills training on how to successfully intervene.

Sadler et al. (2018) state that when violence is not checked early in this continuum of harm, perpetrators will likely escalate with increasingly more severe types of aggression. One-third of those experiencing sexual assault in the military indicated the perpetrator had sexually harassed them preceding the assault (Sadler et al., 2003 cited in Sadler et al., 2018).

Setting up for success in military settings

Elements of successful prevention training outcomes in the military include delaying the training to reduce fatigue, reducing class sizes, eliminating some training modules and replacing others, employing positive psychology to show what right looks like, and conducting additional explanatory research (Ellis & Brown, 2020).

The evidence recommends using a variety of training modalities (Castro et al., 2015; DeGue et al., 2014). Examples are: video-based learning; group educational sessions with a live trainer; experiential methods such as role-play simulations and behavioural modelling (Buchanan et al., 2014); and, focus groups with members of the target population prior to developing interventions (Gidycz et al., 2018). Regular educational training for all members

---

[11] Pākehā is used here to describe White/ European settlers in Aotearoa; Tauiwi is used to describe people of colour who have settled in Aotearoa. Please note Māori also use Tauiwi to refer to Māori from other iwi.

of the organisation is of maximum benefit when all members of the organisation participate, ensuring everyone knows the policies and procedures and feels empowered to stop harassment (Buchanan et al., 2014).

NZDF commissioned evidence
Recommendations on <u>training</u> (Harrison, 2019b, 2022; McGregor & Smith, 2015; Teale & MacDonald, 2020):
- Increase training and education to prevent harmful sexual behaviour, respectful relationships, consent and sexual ethics, and bystander intervention
- Increase education about abuse and address cultural norms of staff and young people
- Prioritise the uptake of SERR workshops by all NZDF personnel
- Roll out sexual violence 'dealing with disclosures' training to all Command positions
- Develop healthy relationships education for YDU and Cadet participants
- Provide clarity for participants and personnel about support services and reporting processes before each year
- Continue to integrate support services within the Units where possible (e.g. AHAs and Chaplains) and ensure staff have the opportunity to meet other support staff each year to familiarise them with support available to them
- Increase understanding of the association between sexual and gender-based teasing and joking, and harmful sexual behaviour
- Develop consent skill building strategies and messaging for use in training and integration into existing places where NZDF personnel are talking about sex and relationships
- Review all training courses and integrate examples of healthy relating and scenarios involving harmful sexual behaviour that address stereotypes and myths
- Foster strong partnerships with instructors involved in intake and new recruits to ensure a respectful and healthy culture is established and maintained
- Develop a 'yellow and orange behaviour guide' for Command and integrate into all leadership courses and socialise with all leaders.

Civilian sexual violence prevention programmes

The majority of sexual violence prevention programmes in the literature are brief, psycho-educational programmes focused on increasing knowledge or changing attitudes (DeGue et al., 2014). The majority of these programmes are not consistent with the principles of prevention and have not demonstrated effectiveness despite numerous evaluations (DeGue et al., 2014).

Often sexual assault prevention programmes consist of a single session (DeGue et al., 2014). In civilian settings, interventions that have reduced violence perpetration have tended to be many hours long, often involved women and men with combined single-sex and mixed group delivery, and have included critical reflection on social norms and building of relationship skills (Jewkes et al., 2014).

Cheung, Goldberg, King, and Magley (2018) found that training outcomes particularly suffer when individuals are cynical toward organisational change and perceive the work group as unethical.

Despite the small evidence base, evidence shows that effective interventions with men and boys explicitly address masculinity - the norms and behaviours associated with ideals of manhood (Jewkes et al., 2014). Such programmes have been termed gender-transformative, in that they seek to transform gender norms and promote more gender-equitable relations between men and women. Most programmes worked with both women and men, which is seen to be essential for sustained gender transformation. Evidence suggests that relatively

long participant engagement time is needed and that brief interventions on gender norms might simply not work (Jewkes et al., 2014).

Group education programmes implemented alongside social marketing campaigns that promote critical reflection on gender behaviours and norms have been implemented in a wide range of settings, including military (Jewkes et al., 2014). There is evidence of attitude change resulting from this work, however more evidence is needed to understand the impacts on behaviour change.

Bystander training

Bystander training teaches individuals to notice situations that may pose a risk for harm, build the skills to safely intervene and to act to positively influence the outcome (Orchowski et al., 2022; Potter & Stapleton, 2012). The evidence on bystander training is mixed. With some authors stating that bystander training is a promising strategy for sexual assault prevention within both civilian and military populations (Orchowski et al., 2022), and others raising caution (Gidycz et al., 2018; Jewkes et al., 2014). There is a lack of research examining factors associated with bystander intervention among military personnel (Orchowski et al., 2022).

Despite this, there is a strong and increasing emphasis on bystander interventions which aims to change the culture of groups to collectively address sexual violence (Gedney et al., 2018). The military, in particular, may benefit from a bystander approach because military personnel often function in close proximity (Gedney et al., 2018). However, it is important to note that military comradeship may be a barrier to calling out harmful behaviour. The evidence is not yet clear on this.

The proposed benefits of bystander prevention programmes include:
- Fostering social change by changing norms regarding sexual assault
- Broadening the responsibility to the larger community rather than smaller subsets of affected groups and individuals (e.g., victims and perpetrators)
- Reducing defensiveness among participants by engaging them as collaborators (Banyard, Plante, & Moynihan, 2004).

There is evidence on changes in attitudes and self-reported behaviours as a result of bystander training. For example, military personnel who participated in the Bringing in the Bystander (Potter & Moynihan, 2011) intervention reported significantly more bystander behaviours 4.5 months after programme completion than the control group, even after controlling for any previous sexual assault prevention programme participation (Gidycz et al., 2018).

Orchowski et al. (2022) examined bystander intervention attitudes and intentions among young adult active duty male soldiers. Positive bystander intervention attitudes and intentions were associated with lower levels of rape myth acceptance, greater discomfort with sexism, lower likelihood of continuing an unwanted sexual advance after verbal resistance from a partner, greater likelihood of gaining verbal consent from a partner, and greater perceived peer approval for bystander intervention. They found that perceived peer approval for bystander intervention and self-reported lower likelihood of continuing a

sexual advance after verbal resistance from a partner emerged as significant predictors of positive bystander intervention attitudes and intentions. Given that perceptions of peer norms are modifiable, these findings highlight the importance of addressing peer and social norms in bystander intervention training programmes for military personnel.

Banyard et al. (2007) used an experimental design to evaluate a sexual violence prevention programme based on a community of responsibility model that teaches women and men how to intervene safely and effectively in cases of sexual violence before, during and after incidents with strangers, acquaintances or friends. Both women and men were positioned as potential bystanders or witnesses to behaviours related to sexual violence. Undergraduate students participated and results showed that up to 2 months after participating in either a one- or three-session version of the programme, participants in the treatment conditions showed improvements across measures of attitudes, knowledge and behaviour while the control group did not. Most programme effects persisted at 4- and 12-month follow-ups. The programme appeared to benefit both women and men.

Bystanders can also play a more active role in primary prevention to lower the risk of violence and harassment and increase protective factors in their spheres of influence and start conversations with friends, family, and co-workers about abuse and harassment (Rothman, Campbell, Quinn, Smith, & Xuan, 2021). Bystander intervention programs must be tailored to local contexts through local risk assessments before implementing training and be run in conjunction with improved assessment and reporting policies (Fenwick et al., 2021; Gidycz et al., 2018).

Although these results are promising, most studies suffer from the same limitations as previous research with college students (Gidycz et al., 2018). Most have been implemented as brief, single-session trainings, have varied content, and focus exclusively on changing individual-level factors. In addition, like most studies of college students, these studies often rely on attitude change measures rather than measures of self-reported or actual behaviour, and they have failed to include the longer-term follow-ups that would allow for assessment of lasting effects.

Jewkes et al. (2014) state that reviews of evidence on bystander interventions is marginal. Overall, two of three moderate or strong evaluations have had any significant findings, but there have been serious limitations in many of the evaluations and so these cannot be considered to show that the interventions worked. The evaluations of bystander attitude interventions showed no more promise. Some prevention strategies have powerful rationales, but have been implemented infrequently and rarely assessed, or have not been optimised. This includes interventions that focus on changing social norms and initiatives specifically for male-dominated or masculine workplaces, sports and military contexts, where violence prevalence is high. The focus of many prevention interventions has tended to be to raise awareness and change gender attitudes, with an assumption that behaviour change will follow, however decades of behaviour change research shows the association between attitudes and behaviour to be complex and bidirectional.

Peer influence

Peer-to-peer mentorship is strongly recommended in the literature to shift cultural norms and aid in an organisation's credibility in working to address harmful behaviours (DeGue et al., 2014; Ellis & Brown, 2020; Miller et al., 2018; Rosenstein et al., 2018; Rothman et al., 2021). Social norms research indicates that many men are uncomfortable with other men's attitudes and behaviours but rarely express this publicly (Fabiano, Perkins, Berkowitz, Linkenbach, & Stark, 2003 cited in Katz, 2018). Fabiano et al. found that men needed permission from other men to do what they knew was right. Fabiano et al. state that men's perception of other men's willingness to intervene to prevent a sexual assault was the strongest predictor of men's own willingness to intervene. This suggests that effective bystander programmes do not change men's beliefs about gender violence as much as they provide them with a structured opportunity to gain permission from other men to act.

Further evidence (Orchowski et al., 2022) highlights the potential of targeting perceived peer norms towards bystander intervention. The importance of peer norms highlights the need to develop rank-specific intervention strategies, as rank is an important cultural and differentiating variable in the military (Orchowski et al., 2022).

Self-defence training

Self-defence training is a controversial area of the evidence due to perceptions of victim blaming. Castro et al. (2015) state that self-defence training is a powerful prevention tool to counter sexual assault that is not being used because of perceptions of victim blaming and is similar to military personnel participating in anti-terrorism training.

DuVivier et al. (2020) reported positive results of a martial arts ju-jitsu self-defence programme designed to empower military personnel in preventing and defending themselves against sexual assault. It is important to note however that positive impacts only changed psychological factors (perceptions of self-efficacy, self-determination, vigilance and vulnerability) not any actual reduction in rates of sexual assault.

This evidence is underdeveloped and needs further examination.

Crime Prevention Through Environmental Design (CPTED)

Crime Prevention Through Environmental Design (CPTED) is an approach to preventing and reducing criminal and undesirable behaviour through the design of the environment (New Zealand Defence Force, 2018, p. 8).

Evidence shows that safe and supportive physical and built environments are a protective factor to reduce interpersonal and sexual violence (Auckland Council et al., 2016; Wilkins et al., 2014; World Health Organization, 2007b). Unsafe living environments are a military specific risk factor for harmful sexual behaviour (Castro et al., 2015).

Key CPTED issues identified by NZDF include:
- Lack of natural surveillance
- Poor site legibility and wayfinding

- Insufficient/ poor lighting of key routes and spaces
- Isolated pockets of development with long distance between facilities
- Building sitting in the landscape with poor indoor/ outdoor connections
- Transient population that does not have a strong relationship with place
- Variable quality of the external environment
- Poor building security within the wire and in some cases unrestricted common access
- Blurred relationships between working and living within some buildings (New Zealand Defence Force, 2018, p. 14)

CPTED and safety improvements have been identified as an important issue to address to prevent harmful sexual behaviour by Harrison (2018a, 2018b, 2019a) and Teale and MacDonald (2020). Modification of physical environment to reduce opportunistic offending (e.g. lighting) has also been identified by Skopp et al. (2020).

NZDF commissioned evidence
Recommendations on <u>CPTED improvements</u> (Harrison, 2018a, 2018b, 2019a; Teale & MacDonald, 2020)
- Prioritise work to increase the individual personal safety factors of barracks, ablutions and toilet facilities for all users.

New developments from Five Eyes partners

Presentations from the 2021 Five Eyes conference on harmful sexual behaviour shows that Five Eyes partners are also increasing their focus on prevention of harmful sexual behaviour. This includes increased focus on:
- Developing more comprehensive and integrated prevention approaches
- Increasing the emphasis on research, monitoring and evaluation to inform development and assess change
- Positive culture change
- Increasing the focus on leadership development as a key prevention tool.

The recently published "Report of the Independent External Comprehensive Review of the Department of National Defence and the Canadian Armed Forces" (Arbour, 2022) provides a very comprehensive review of the efforts of the Canadian Armed Forces. The demonstrates the complexity of addressing sexual harm in the military and the many issues with development, implementation and measurement to date.

In its most recent annual review the U.S. Department of Defense (2022) stated,
> "After a decade of decreasing sexual assault prevalence and increasing reporting rates, the Department found that estimated rates of sexual assault began to increase in Fiscal Year 2018 for active duty women… both active duty men and women indicated experiencing greater rates of sexual harassment and gender discrimination in Fiscal Year 2018 than in Fiscal Year 2016" (p. 3).

The report goes on to state,

"Sexual assault and sexual harassment remain persistent challenges across all Military Services" (p. 7).

Five Eyes partners have established a community of practice to support this work. It is strongly recommended that NZDF invest time in learning with Five Eyes partners and from the many attempts to address these entrenched problem.

Evidence gaps for prevention of harmful sexual behaviour

The majority of resources in military settings are used to respond to sexual harm after it has occurred, and the evidence reflects this. There is an evidence gap around development, implementation and measurement of comprehensive primary prevention in the military.

Prevention of sexual harm is an emergent area and there are many gaps in the evidence, these include:
- Research and evaluation on comprehensive primary prevention in the military (other than training) (Miller et al., 2018)
- Rigorous and systematic evaluation of the efficacy of military sexual assault and civilian sexual violence prevention programmes (DeGue et al., 2014; Orchowski et al., 2018)
- Research including measurement of key behavioural outcomes, including perpetration behaviour (DeGue et al., 2014)
- Examining programme implementation practices, as content and messaging can be undermined by poor implementation (Rosenstein et al., 2018)
- Increasing understanding of male victimisation in the military, barriers to reporting, the effectiveness of prevention programmes, and the overarching role of organisational and societal culture in preventing sexual violence (Rosenstein et al., 2018)
- The contribution of therapeutic interventions with men that address interrelated factors of healing from traumatic experiences, substance misuse, mental ill-health, and use of violence (Jewkes et al., 2014)
- Whether and how diversity among men should be taken into account in interventions, and what the implications of this are for efforts to prevent violence (Jewkes et al., 2014)
- Optimal participant engagement time in gender transformational programmes (Jewkes et al., 2014).

Farris and Hepner (2015) recommend additional research and intervention development for sexual assault prevention strategy that addresses alcohol misuse in the military in order to:
- Determine the characteristics of alcohol-involved military sexual assaults and the role that alcohol plays in military sexual assault perpetration and victimisation
- Increase routine screening for alcohol use problems among service members and implement evidence-based brief interventions to reduce problem drinking
- Develop and evaluate interventions that target alcohol misuse as a strategy by which to prevent military sexual assaults.

Other gaps in the evidence include lack of discussion of the impacts of ethnicity, sexual orientation and intersectionality on HSB and DHB.

It is essential that prevention programmes work to ensure that prevention efforts assist individuals both with and without a history of sexual victimisation and develop content that is geared towards the experiences of sexual minorities and other minority groups (DeGue et al., 2014; Gidycz et al., 2018). There is a need for research on the sexual victimisation experiences of understudied groups, such as males and LGBTQI+ service members (Bell et al., 2018).

SECTION 5: DISCRIMINATION, HARASSMENT AND BULLYING EVIDENCE AND RECOMMENDED PREVENTION STRATEGIES

The following sections summarise the evidence on discrimination, harassment and bullying (DHB) in the military. While the problems of DHB are well described there is limited evidence focused on prevention.

There are significant overlaps in definitions and descriptions of DHB. Although authors state discrimination, harassment and bullying are distinct constructs, they are often discussed together due to lack of agreed definitions and the context within which studies are conducted. Within the military literature on harassment, sexual harassment is the most well developed area.

The more limited evidence on prevention of DHB in comparison to HSB means that recommended prevention strategies are included in the discussion of each topic.

DISCRIMINATION

Discrimination occurs when a person is treated unfairly, or less favourably than others in the same or similar circumstances, based on specified personal characteristics identified as prohibited grounds for discrimination in the Human Rights Act 1993 (s 21). Discrimination can be direct, indirect or subtle.

Under the Human Rights Act 1993, all people are protected from unlawful discrimination in their employment. This includes discrimination on the grounds of: age; race or colour; ethnicity or national origins; sex (including pregnancy or childbirth); sexual orientation; disability; religious or ethical belief; marital or family status; employment status; political opinion; being affected by family violence; involvement in union activities, including claiming or helping others to claim a benefit under an employment agreement, or taking or intending to take employment relations education leave[12].

Military evidence on discrimination

The military evidence on discrimination shows that especially women, people of colour and LGBTQI+ service members experience considerable levels of discrimination and increased negative impacts on their wellbeing due to discriminatory stress. There is growing evidence of discriminatory practices towards Māori and women in Aotearoa New Zealand military (Bryers-Brown & Trundle, 2017; Hohaia, 2015; Kohere, 2022; Nelson, 2019).

---

[12] Source: Human Rights Act 1993; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft) - please see the Policy for further information.

Brown et al. (2021) state that gender based discrimination and HSB remain persistent issues for service women. They found that U.S. service women remain disproportionately subjected to gender-based discrimination and harassment, continue to live in fear of HSB, and to feel marginalised in a male-dominated environment especially during deployment. Key themes from this study were gender-based scrutiny and discrimination; the military's inadequate position and response to military sexual trauma; and, disadvantages to women service members living in a male dominated environment.

McClendon (2021) found that discriminatory stress (physiological and psychological stress caused by repeated exposure to discrimination) due to race/ethnicity, nationality, religion, gender, sexual orientation and physical appearance negatively impacts on the severity of military peoples experiences of PTSD.

Golan et al. (2021) found that in the U.S. Navy white service members and men were more likely to be promoted than people of colour (Black and Hispanic) despite higher rates of retention for service members of colour and women. This difference was higher during wartime. Golan et al. questioned the Navy's performance and promotion processes which were put in place to prevent discrimination. While the process was mostly objective it also included one subjective measure by the sailor's superior evaluation. It was the subjective superior's evaluation that made the difference in unequitable promotion rates.

Foynes et al. (2015) found that race-based discrimination experienced during military training had negative impacts on physical health and self-esteem 11 years later. They found that social support may play an important role in mitigating the negative effects of discrimination on later occupational functioning, but may be less useful with respect to improving physical health and self-esteem impacts.

A study by Carey et al. (2022) of a large sample of U.S. service members and veterans identified adverse military experiences and reasons for leaving service that disproportionately affected lesbian, gay and bisexual (LGB) individuals. Of the 99,599 study participants, 3.4% identified as LGB. Carey et al. found that a lack of inclusivity and cultural competence within the military environment negatively affected how LGB service members perceive their military experiences and whether they were able to successfully complete their term of service. LGB service members had significantly higher odds than heterosexual service members of feeling: unimpressed by the quality of unit leadership, unsupported by the military, and negative about the military overall.

In a study of gay and bisexual servicemen Delgado et al. (2016) found 35% reported discrimination during service. In this study gay and bisexual servicemen reported experiencing discrimination a few times a month or more whereas heterosexual servicemen reported experiencing discrimination only a few times a year.

Moody et al. (2020) found sexual orientation-based discrimination was associated with poorer mental health, which in turn places lesbian, gay and bisexual (LGB) military personnel at greater risk of alcohol use and associated problems.

Preventing discrimination

Thomas et al. (2022) state that within military organisations sexist and discriminatory behaviours may be seen as unprofessional and inappropriate but not seriously harmful. They described discrimination as perceived as a "grey zones" or "white noise". Thomas and colleagues state that perceiving discrimination as white noise contributes to sexual harm within military organisations by numbing people to discrimination and contributing to a culture where HSB is more likely to occur. They state that increasing professionalism is an important prevention strategy and that first line leaders have a key role to play in addressing these "grey" behaviours as their responses have significant impact on what behaviour is accepted within their teams and units and supports service members to take discrimination seriously (Thomas et al., 2022).

An example of addressing discrimination towards women and minorities in the field of academic medicine showed that examination of both culture and climate were essential for creating environments that support enhanced diversity and improved retention (Wingard, Trejo, Gudea, Goodman, & Reznik, 2019). Wingard et al. state that culture change (policies, values, beliefs, behaviours, customs and attitudes) preceded changes in climate (how people feel about the environment).

> "**Organisational culture** is a set of rules - values, beliefs, behaviours, customs, attitudes - that shapes how people behave within organisations and is defined as the shared perceptions of and meaning attached to the policies, practice, procedures that employees experience".
>
> **Organisational climate** is "the perception and feeling of each regarding the culture of a particular organisation and is taught to newcomers as the proper way to think and feel about the institution" (Wingard et al., 2019, p. 50)

Wingard et al. stressed the importance of focusing on organisational culture change rather than changing the behaviour of individual workers. They said that this required focused study of an organisations' culture to identify the factors that contributed to discrimination.

Galvin and Allen (2021) argue that while the aims of diversity management in the military are important, it is also necessary to build a vision of what the future looks like after achieving those aims. They state that a "post diversity vision" includes more than the elimination of discriminatory behaviours; it describes what the defence establishment looks like and how it functions when diversity management is no longer required.

Caution around training
Galvin and Allen (2021) highlight evidence that explicit efforts to improve diversity and fairness, such as prodiversity policies, could have the opposite effects of making organisations less diverse and less fair (e.g., Brady et al., 2015; Dover et al., 2013; Kaiser et al., 2013; Kersten, 2000).

Hayes et al. (2020) state that training has shown little effectiveness in reducing or preventing harassing or discriminatory behaviours. Empirical reviews of the efficacy of sexual harassment training have found limited to no positive behavioural effect. Hayes et al. and Degue et al. (2014) concluded that the lack of effectiveness was likely due to the focus on changing attitudes and knowledge rather than focusing on changes in behaviour at the individual or organisation level. Hayes et al. state the lack of alignment between training content, goals and effectiveness criteria has led to positive changes attitudes and knowledge, but not necessarily behaviour. This evidence again highlights the need to work on organisational culture change and address system and structural factors that are barriers to positive change.

Hayes et al. state that training often has limited impact due to: poor conceptualisation of the problems involved, poor training intervention design, approaches that engender cynicism, or misunderstanding psychological principles of attitude and behaviour change. They recommend interventions use behavioural science models and tools at multiple levels from a broad range of disciplines to explain harassment and bias. They identify key areas of intervention focused on leadership socialisation, organisational culture and climate, increased professional competence, and integration with organisational approaches to corporate social responsibility and performance.

Training must be part of broader organisational change
Icekson et al. (2020) built on the work of Hayes et al. (2020) broadening the focus from training alone, which evidence shows to be insufficient to affect change, to incorporate Schein's model for organisational change[13].

Schein's work shows that training and programmes intended to change attitudes or behaviour often elicit "resistance to change" responses from individuals and groups which comes from "learning anxiety." Successful change involves organisations reducing learning anxiety of their employees as much as possible.

Icekson et al. (2020) state that sexual harassment and racial discrimination training can result in strengthening stereotypical assumptions, feelings of resentment against women or minorities, or even facilitate retaliation (Dobbin & Kalev, 2019 cited in Icekson, et al. 2020). These authors state that if employees feel alienated, sceptical, or threatened during training they may not constructively engage or unconsciously act against learning. Icekson et al. recommend training approaches that increase sense of autonomy, intrinsic motivation, and self-mastery.

Hahn & Gawronski (2019 cited in Icekson et al., 2020) state two key reasons that sexual harassment and racial discrimination training fails. First, organisations apply a "one-size-fits-all" approach, failing to tailor training to the audience to increase effectiveness. Second, as many people don't know that they hold discriminatory attitudes toward others and most people do not intentionally discriminate against others, having to undertake a mandatory training can result in resistance.

---

[13] Schein's original work from 1992 was updated and the revised work is cited here (Schein & Schein, 2017).

What works?

Icekson and colleagues (2020) comprehensive review found that training alone is ineffective in shifting culture. Effective evidence-informed training is only one component of an organisational approach to providing a safe, respectful environment. Other components include genuine leadership commitment, robust policies and human resource practices (McCann, 2018 cited in Icekson, 2020) including equal opportunities for promotion.

For training to be effective in changing behaviour it must include (Icekson et al., 2020):
- Development of a model of training design, implementation and evaluation
- A definition of the outcomes to be altered by training and assessed in training evaluation
- Training built on known models of how people learn (Campbell et al. 2018)
- Be supported by opportunities to practice new behaviours (Salas et al., 2012; Arthur et al. 1998)
- Voluntary participation is also more effective than compulsion (Lacerenza et al. 2017)

Icekson et al. and others recommend these approaches to increase employee buy in and effectiveness:
- Focusing on individuals with "growth" mindsets rather those with "fixed" mindsets or compulsory training approaches (Dweck, 1999; Martocchio, 1994 cited in Icekson et al., 2020).
- Demonstrating how diversity improves organisational performance (Hunt et al., 2015 cited in Icekson et al., 2020).
- Providing choices and "blended learning" that combines learning methods and time and place of learning to increase autonomy and internal motivation (Deci & Ryan, 2002; Evans & Boucher, 2015 cited in Icekson et al. 2020).
- Account for demographics. Programmes seem to work better in workplaces with more women managers, who are more likely than men to respond appropriately to harassment complaints and training. Men, especially white men, on the other hand, may feel excluded and become defensive regarding sexual harassment or diversity training (e.g., Dobbin & Kalev, 2019; Emerson, 2017 cited in Icekson et al., 2020).
- Be attuned to employee's needs (Quick & McFadyen, 2017 in Icekson et al.).
  - Millennials perceive work, sexual behaviour and responsibility differently than previous generations. Ensure their participation in training development to achieve relevance (Stark 2015, in Icekson et al.).
  - LGBT employees face both gender and heterosexist harassment. Include LGBTQI+ service members in development to ensure the complexity of lived experiences are included meaningfully (Rabelo & Cortina, 2014 in Icekson et al.).

Icekson et al. (2020) suggest a participative approach characterised by partnership and alliance may provide better results than compulsion. They recommend:
- Recruiting top and middle management levels as strategic partners in leading the change creates the necessary conditions by providing resources and signalling its value (Dobbin & Kalev's 2019).

- Positioning trainees as allies makes them more willing to transfer the knowledge and skills to their everyday experiences after the training (Bell et al., 2017).
- Inviting employees and managers to take part in creating, designing, or adapting the training to organisational needs is fundamental.
- Adopting the language and content of the training itself could derive greater commitment and engagement. For example, emphasising the subjects' importance; focusing on the trainees' responsibility, ability, and ways to change the situation; eliciting empathy; and better communication skills were all found to improve training effectiveness (Madera et al., 2011; McCann, 2018).

HARASSMENT (NON-SEXUAL)

Definition

Harassment means being subjected to unacceptable[14] and unwelcome behaviour that causes harm. It can be repetitive or a single incident of a significant nature. It is often power based, for example through rank or physical size, and can be perpetrated by an individual or a group of people. Harassment is illegal.

Harassment includes general harassment, racial harassment, sexual harassment (covered separately), quid pro quo harassment, hostile environment harassment and gender-based harassment:

- General harassment: any unwanted behaviour which another person finds offensive or humiliating which is serious or repeated and has caused harm.
- Racial harassment: where someone uses language, visual material or behaviour, that directly or indirectly expresses hostility against, or ridicules another person based on race or ethnicity that is repeated, or which is significant enough to cause harm.
- Quid pro quo harassment: when a tangible benefit is offered, such as a promotion, attendance on a course or avoidance of unwanted duties, dependent on the target behaving in a particular manner or doing certain actions related to any of the prohibited grounds of discrimination. Such offers can be explicit or implied, with targets not needing to either accept or complete the behaviour, as by simply making the offer, quid pro quo harassment has occurred.
- Hostile environment harassment: a pattern of unwelcome and offensive conduct that unreasonably interferes with an individual's work performance or creates an intimidating, hostile or offensive work environment.
- Gender-based harassment: when a person is harassed for reasons relating to their gender or gender identity. Gender-based harassment is rarely of a sexual nature; it is generally non-sexual acts of harassing or otherwise persecuting an individual because of their gender, to police and reinforce traditional heteronormative gender norms.

---

[14] Under NZ law harassment is subjective meaning the target decides what is unacceptable. This may not be relevant to a military context. In a military context, decisions about what is and is not acceptable may differ considerably from wider societal understandings.

Harassment can happen to people of all genders and ages, and to people at all ranks and levels. The person doing the harassment does not have to intend to harass for the behaviour to be harassment[15].

There are significant overlaps in definitions and descriptions of bullying and harassment in the literature (Branch, 2008 cited in Kleizen, Wynen, Boon, & De Roover, 2021). Gender-based harassment is the most well developed area of DHB in the military.

Examples of harassment include: insulting; singling out; treating members of one group as inferior and needing to prove themselves to others; deliberate sabotage; indirect threat; constant scrutiny; gossip; negative comments; offensive jokes; being ignored or given menial jobs; social exclusion; denial of reward or benefits; physical threats or assault; verbal abuse; the exclusion of a colleague from decisions, advancement opportunities or prestigious tasks; repeated gossiping and defamation; undue threats or accusations (King et al., 2006 cited in Stanton, Creech, Snyder, & McKee, 2022) (Hutchinson et al., 2005; Nielsen et al., 2020 cited in Kleizen et al., 2021).

Organisational context and climate are the most well-established antecedents to identity-based harassment (Willness et al., 2007 cited in Robotham & Cortina, 2019). For racial harassment specifically, Bergman et al. (2012, cited in Robotham & Cortina, 2019) found that the racial composition of an organisation was related to racial harassment rates, in that the lower the proportion of employees from racial and ethnic minorities, the more racial and ethnic harassment they experienced.

Military experiences of harassment

Gender-based harassment of women most is the most well documented form of harassment within military (Stanton et al., 2022). Female service members have reported being treated as inferior, demeaned and singled out through harassment and verbal abuse because of their gender by male service members, officers and senior officials (Burkhart & Hogan, 2015 cited in Stanton et al., 2022).

In a qualitative study of U.S. military service women, Bonnes (2017) found that servicemen use bureaucratic methods to harass, intimidate and control women. These behaviours include issuing minor infractions with the intention of delaying or stopping promotions, threatening to withhold military benefits for reporting sexual harm, and revoking servicewomen's qualifications to remove them from positions or units. Bonnes said that manipulation of administrative rules and regulations are features of harassment in the military context where discretion, hierarchy, and the blending of work and personal life are stronger than in civilian contexts.

---

[15] Source: adapted from Defence Force Order 3 – Chapter 3; NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft) – see the Policy for more information.

Although evidence examining rates of gender harassment in the military is limited, studies cited by Stanton et al. suggest that as many as 35% (Kabat-Farr & Cortina, 2014) to 54% (Lipari et al., 2008) of active-duty women experience some form of gender harassment or sexist behaviour annually, in contrast to 22% of active-duty men (Lipari et al.). Authors state that the rates of reported gender harassment may be lower than actual rates due to fear of repercussions following reporting.

Consequences

Workplace bullying and harassment can cause severe social, psychological, and psychosomatic impacts for the person targeted (Einarsen et al., 2011 cited in Kleizen et al., 2021). Victims often report negative impacts on well-being, job satisfaction, increased stress symptoms including lower self-esteem, sleep problems, anxiety, concentration difficulties, chronic fatigue, anger, depression, somatic problems and even post-traumatic stress disorder (Nguyen et al., 2017, 2019; Hoel et al., 2003; Mikkelsen & Einarsen, 2002 cited in Kleizen et al., 2021). As found with bullying, harassment can also negatively affect colleagues and the wider work environment (Hoel et al., 2003 cited in Kleizen et al., 2021).

Within the military, racial harassment and discrimination have been associated with decreased job satisfaction and increased motivation to leave the military (Antecol & Cobb-Clark, 2009 cited in Stanton et al., 2022).

In a study of the impacts of interpersonal factors during deployment in male and female veterans, King et al. (2006 cited in Stanton et al., 2022) found gender harassment demonstrated strong associations with PTSD, depression and anxiety. During deployment low social support, premilitary risk factors and experiencing nonsexual harassment was found to negatively impact feelings of physical and emotional safety and unit cohesion. This finding was amplified by combat exposure (Street et al., 2009 cited in Stanton et al., 2022).

In a study by Stanton et al. (2022) nonsexual harassment was also significantly associated with later symptoms of PTSD and depression in women who had served in combat. They state that although harassment does not pose the same physical threat as assault from enemy fire, it does pose an invisible threat to mental health due to the serious impacts of social alienation, isolation and degrading behaviours based on gender or other minority status.

Harassment prevention

Recent evidence on workplace harassment prevention shows increasing recognition of the importance of organisational culture and climate.

Robotham and Cortina (2019) state that there is a strong relationship between generalised disrespectful behaviour and higher rates of workplace harassment. They state that organisational policies that address harassment from a legalistic approach may fail to address a key factor, a culture of disrespect.

A culture of respect means that all employees are treated with respect regardless of their status, achievements or identities (Grover, 2014; Rogers and Ashforth, 2017 cited in Robotham & Cortina, 2019). Robotham and Cortina (2019) state that a culture of respect is different from a culture that is intolerant of harassment that often focuses on telling employees what not to do. In contrast, a culture of respect centres on how employees should treat each other and what respectful behaviour looks like as well as policy and procedures to identify and address harassment. Ramarajan et al. (2008, cited in Robotham & Cortina, 2019) states that respectful culture requires active behaviours that demonstrate positive social value and worth of the whole team.

Robotham and Cortina (2019) state that while policies, reporting procedures, penalties and trainings are necessary components of organisational anti-harassment programmes, they are insufficient to address harassment alone. They found promotion of generalised respect, not explicitly linked to harassment prevention, though unusual in most anti-harassment efforts, shows great promise for effective change. Bridging the literatures on sexual harassment, racial/ethnic harassment, and workplace incivility, Robotham and Cortina's results suggest the potential of respectful organisational culture work helping reduce all kinds of harms in the workplace. These findings support work by Cortina and colleagues' (Cortina, 2008; Cortina, Fitzgerald and Drasgow, 2002; Cortina, Lonsway, Magley, Freeman, Collinsworth, Hunter and Fitzgerald, 2002 cited in Robotham & Cortina, 2019) which recommends addressing harassment through policies and reporting procedures along with work to foster respectful organisational culture. This approach shifts the focus from only addressing behaviours that are assumed to cause most harm, to preventing mistreatment more generally. These positive and respectful behaviours must be demonstrated and modelled by leaders, as research shows leadership is one of the most important components of organisational harassment prevention (Williams et al., 1999 cited in Robotham & Cortina, 2019). Robotham and Cortina (2019) state that monitoring and assessment should play a major role in harassment prevention efforts to determine which methods are working to affect change.

Prevention in military contexts
The evidence on harassment prevention in the military is limited, meaning that drawing on the civilian literature and focusing on organisational culture change is recommended.

Specific to military harassment prevention Stanton et al. (2022) state that reducing the amount of stereotyped language used in by higher-ranking personnel, strengthening the relations between men and women, and encouraging a focus on neutral traits such as intelligence, commitment, support and resilience are recommended. These strategies could be meaningful steps toward ensuring core military values of trust, loyalty, and cohesion benefiting all military personnel, regardless of sex, gender, sexual orientation, race, ethnicity or other characteristics.

Stacy, Gross, and Adams (2021) highlight similar long-standing issues of harassment in medical education institutions. Like military settings, they state that the "hierarchical, paternalistic, high-pressure, and evaluative nature of medical culture" (p. 313) perpetuates harassment. Stacy et al. state that the emphasis in the literature is on implementing policies and reporting structures, but state that these top-down initiatives do not effectively impact

77

on the attitudes and beliefs that drive culture change which requires intervention at every level of an organisation.

BULLYING

Bullying generally involves repeated, unreasonable or harmful behaviour, either intentional or unintentional, directed towards an individual or group of individuals where the targeted individual(s) is unable to stop or avoid the behaviour due to either formal or informal power imbalances.

While bullying is generally seen as repetitive behaviour, isolated high intensity or serious actions can also be bullying, as the harmfulness of bullying increases with frequency or intensity of bullying behaviour[16].

Bullying in the military

Colonel Thompson (2019) reviewed that literature on bullying for the NZDF context and found:
- Definitions of bullying vary widely due to the complexity of the issues
- Definitions have big impacts on assessments of prevalence of bullying
- Higher rates of bullying can be reported in male dominated workplaces and public sector organisations in New Zealand
- Bullying can have devastating impacts on the health and wellbeing of those who experience this negative behaviour including anxiety, depression, insomnia, stress, fear, shock, post-traumatic stress disorder and suicidal thoughts
- Those who witness bullying can also experience higher levels of stress, anxiety and lower job satisfaction
- Negative impacts of organisations include increased absenteeism, reduced job satisfaction, high staff turnover, reduced performance and productivity (Ministry of Education, 2017; Plimmer, et al., 2013; Hoel et al., 2011; Hogh, et al., 2011; Matthiesen & Einarsen, 2010; Bentley et al., 2009; Smith et al, 2003 cited in Thompson, 2019).

Stuart & Szeszeran (2021) completed a comprehensive review of the literature on bullying in the military mainly from European and North American environments (e.g., US, UK, Canada, Austria, Russia). Stuart & Szeszeran state that the unique workplace factors within the military context of hierarchy, power, dominance, demand for conformity, and leadership set the stage for bullying. Yet, studies exploring bullying specifically in military contexts are scarce (Magerøy et al., 2009 cited in Stuart & Szeszeran, 2021). Stuart & Szeszeran state that this may be due to the complexities of defining and assessing bullying in military contexts.

---

[16] Source: NZDF Discrimination, Harassment, Bullying and Hazing Policy (draft) - please see the Policy for further information.

The concept of a specific "military culture" was often referred to in the literature as an explanation for why bullying behaviours may be pervasive in these environments (Stuart & Szeszeran, 2021). Military culture and expectations of men to be hypermasculine, physically strong and heterosexual tend to exacerbate male stereotypes (Eckerlin et al., 2016).

Stuart and Szeszeran (2021) found was that within the military behaviours that would usually be defined as bullying are often thought to produce effective, efficient soldiers who maintain a high level of performance and achievement (see Kerrigan, 2012; Truhon, 2008; Wither, 2004). The line between necessary toughness and excessive discipline can often be quite blurred (see Kirke, 2007; Hernandez, 2015; Wither, 2004).

A key issue in military settings is defining which behaviours constitute bullying (Stuart & Szeszeran, 2021). "The hierarchical rank structure of the organisation creates power imbalances that can be abused, and the lines between military discipline and bullying can easily become blurred" (Ministry of Defence, 2015 cited in Thompson, 2019, p. 10). Multiple terms are used interchangeably to describe unjust, negative and bullying behaviours in the military environment. Understandably, this causes confusion for individuals and organisations about which behaviours are considered normative and acceptable and which are not, and how much bullying occurs in the military (Langhinrichsen-Rohling et al., 2011; Østvik & Rudmin, 2001 cited in Stuart & Szeszeran, 2021). This has significant implications for how bullying is both identified and treated within military settings.

The importance of tradition in the military is frequently discussed in the literature. As these traditions are often shared informally by those with high levels of formal power, this creates an opportunity for bullying to take place (Archer, 1999; Burks, 2011; Evans, 2013 cited in Stuart & Szeszeran, 2021).

One of the major differences between bullying in military workplaces as opposed to other workplaces is that support is often inaccessible, and therefore bullying often goes unreported. Specifically, results of the review suggest that in the military individuals tend to be pressured to keep quiet, or they feel they have an inability to identify unacceptable behaviours, which ultimately exacerbates the negative impact and consequences of bullying on the individual (Archer, 1999; McKenzie Bergloff, 2015 cited in Stuart & Szeszeran, 2021).

Bullying is understood to flourish in highly competitive organisational cultures that:
- Have extreme levels of conformity and group pressure
- Legitimatise domineering and punishment rituals
- Use aggression to motivate workers (Salin and Hoel, 2011 cited in Koeszegi et al 2014).

All of which can be risk factors in military settings.

Thompson (2019) states that "(g)iven the unique characteristics of military working environments, many of the factors that promote a bullying culture are present within the NZDF. These are exacerbated during courses, exercises, and operational deployments, when individuals are socially and geographically isolated from their support networks" (p. 19).

These times when NZDF members are away from the usual support networks are important to pay particular attention to in the Prevention Strategy.

Prevalence of bullying

Based on meta-analysis of prevalence rates, it has been estimated that about 15% of employees on a global basis are exposed to some level of workplace bullying (Nielsen et al., 2010 cited in Nielsen & Einarsen, 2018) However, rates vary widely depending on methods used and where studies are conducted.

Stuart & Szeszeran (2021) cite a number of studies that reliably show that only a small number of individuals who experience bullying go on to report these incidents. This finding was consistent across studies of militaries in the U.S. (Yerke & Mitchell, 2013), Austria (Koeszegi et al., 2014), Australia (Australian Defence Abuse Response Task Force [DART], 2014), Canada (McKay, 2014), Norway (Østvik & Rudmin, 2001) and the U.K. (Archer, 1999; Wither, 2004).

When asked why those who experience bullying, harassment or abuse in the military do not report their experiences, Stuart & Szeszeran found the most common reasons were: perceptions that nothing will be done meant reporting was pointless; victims will be perceived as a "snitch" or "nark" for breaking the "code of silence" and may face even more detrimental consequences or retaliation as a result of reporting the incident; and, that behaviours defined as bullying elsewhere are considered acceptable in a military context (Archer, 1999; McKay, 2014; Mata, 2016 cited in Stuart & Szeszeran, 2021).

In military contexts, simplistic approaches to measurement of bullying that do not define the behaviour contribute to issues around measuring prevalence of bullying (Stuart & Szeszeran, 2021). Koeszegi et al. (2014) found that a large proportion of bullying in the military was covert and relational (e.g., assignment of meaningless tasks to subordinates, spreading of rumours, and constant criticism of work performance), rather than physical or verbal. This military specific bullying is not well captured in the literature (Stuart & Szeszeran, 2021).

In lieu of robust prevalence data, human resource metrics such as increased turnover, poor productivity, high unscheduled absence rates, or increased attendance at mental health providers, all associated with bullying, can inform the quick deployment of interventions before problems escalate (Steele, Fogarty, Rodgers, & Butterworth, 2022)

Consequences of bullying

Schuman et al. (2022) state that the human costs of military bullying and hazing are high. These behaviours affect operational readiness and morale, increase absenteeism and turn-over, and may even lead to serious injury and death (Keller et al., 2015; Svec, 2016 cited in Schuman et al., 2022). The impacts on individuals in the military have been shown to

include: stress, weight loss, hair loss, anxiety, depression, substance use disorders frustration, loss of sleep, post-traumatic stress disorder, fear, psychosomatic symptoms, and suicide (McKay, 2014; Mata, 2016; Nekoranec & Kmosena, 2015; Owoyemi, 2011; Wilder & Wilder, 2012; Wither, 2004 cited in Hourani et al., 2018; Stuart & Szeszeran, 2021).There is growing evidence of the association between bullying, hazing and suicide in the military (Hourani et al., 2018; Kim, Kim, & Park, 2019).

Steele and colleagues (2022) study of the Australian Defence Force found that workplace bullying not only has detrimental effects on the targeted individual's mental health and wellbeing, but also has impacts on co-workers who witness and work within a high-bullying climate. Impacts for co-workers include low job satisfaction and psychological distress.

The negative outcomes of bullying in the military also have negative impacts for the organisation (Stuart & Szeszeran, 2021). Bullying in the military is associated with higher attrition, increased financial or legal problems, decreases in job performance and productivity and lower unit cohesion (Brunetto et al., 2017; Dollisson, 2013; Magerøy et al., 2009; McKay, 2014; McKenzie Bergloff, 2015 cited in Stuart & Szeszeran, 2021). Bullying is related to higher stress, lower organisational commitment, lower job satisfaction, higher intentions to leave the military, and decreases in intentions to re-enlist in the military (Ballantyne, 2012; Mata, 2016 cited in Stuart & Szeszeran, 2021). Hodny & Stastny (1997 cited in Stuart & Szeszeran, 2021) found that public awareness of these negative behaviours reduces esteem for the military and can put young people off joining the armed forces.

Both victims and colleagues who witness bullying report a more negative workplace environment than individuals who were neither bullied nor a witness of bullying behaviour (Einarsen et al., 2011, p. 227). (Kleizen et al., 2021)

Risk factors for bullying

There is a lack of understanding about the complex causes of bullying and how bullying relates to other variables in the workplace environment (Nielsen & Einarsen, 2018). Nielsen and Einarsen state that most research has focused on the targets of bullying, there is a lack of knowledge about perpetrators as well as the role of bystanders, colleagues and managers in bullying.

Therefore, the risk and protective factors for bullying in the military are not yet fully established (Stuart & Szeszeran, 2021). However early indications show that the characteristics of individuals who are the most at risk of being targeted in the military are those who do not fit into the norm, do not conform to the embedded traditions or are perceived as different. Stuart and Szeszeran found two strong findings emerged from their review:
- Junior ranked individuals and minority groups (most commonly women and LGBT service members, and also religious and ethnic minorities) are most at risk of bullying in the military
- Senior ranked and more formally or informally powerful individuals tend to be the most likely to be bullies.

The hierarchical command structure is a core but complicated component of military service. The formal power of leaders over subordinates and the demand for conformity encourages efficient functioning. However, these factors can converge to create an environment that allows the bullying of lower-ranking military personnel (Zedlacher & Koeszegi, 2021 cited in Schuman). Studies of militaries suggest that due to lack of power almost all recruits are at high risk of experiencing bullying and intimidation in their first year in the military (Hernandez, 2015; Herspring, 2005; Hodny & Stastny, 1997 cited in Stuart & Szeszeran, 2021).

Other military risk factors include (Stuart & Szeszeran, 2021):
- High priority placed on group membership means bullying may be used to ensure cooperation and loyalty
- Conformity may also encourage bullying behaviours from within the group
- Group cohesion has also been shown to prevent individuals from reporting bullying or misconduct due to fears of retribution or social isolation
- Inconsistent and unclear leadership due to continuous leadership changes
- Poor leadership

Prevention of bullying

Research on bullying prevention has lagged behind practice and most research is focused on secondary or tertiary prevention after bullying has occurred rather than primary prevention to prevent bullying (Escartin, 2016; Saam, 2009 cited in Nielsen & Einarsen, 2018). In 2018 Nielsen & Einarsen stated that there was little to no evidence of effective bullying prevention strategies.

However, new evidence recommends organisational culture work and leadership development as a key strategies for bullying prevention (Steele et al., 2022; Stuart & Szeszeran, 2021). Steele et al. (2022) state that leadership is key to changing the culture that allows bullying in the military and assert that culture can change quickly when positive behaviours are modelled by leaders.

Stuart and Szeszeran (2021) suggest that a multileveled approach is necessary to prevent bullying. This includes interventions to address individual level factors as well as situational level (e.g. team dynamics, rank and minority status) and workplace level (e.g. culture, traditions, organisational structures). Saam's (2010, cited in Stuart & Szeszeran, 2021) review of the literature found that coaching for supervisors and team leaders is an effective intervention strategy for individuals and groups, while organisational development to achieve workplace culture change is effective at the workplace level.

Culture work
Evidence suggests that organisational culture work is a promising approach to preventing bullying (Branch et al., 2013 cited in Stuart & Szeszeran, 2021). Tepper et al. (2006, cited in Stuart & Szeszeran, 2021) state that even strongly hierarchical organisations with pro-aggression attitudes and values can affect change by implementing culture work that

describes and models appropriate behaviour and positive ways of interacting. Branch et al. state that there must be a genuine commitment to culture change and dedicated resourcing to affect change. Team and organisational leaders are the key to success. These leaders must model behaviour and encourage the development of open, honest and respectful communication.

Wither (2004, cited in Stuart & Szeszeran, 2021) suggests that it is possible to develop military cultures that maintain a balance between necessary toughness and unjustified harm, and where personnel believe that leaders will maintain this balance. This requires a shared understanding of what bullying is and what positive behaviour looks like in military contexts.

Evidence shows that positive organisational culture reduces the occurrence of bullying and the health consequences following bullying (Bond et al., 2010; Dollard, Dormann, Tuckey, & Escartin, 2017; Law et al., 2011 cited in Nielsen & Einarsen, 2018).

Policy

Organisational culture change must include policy to prevent and respond to bullying (Rayner and Lewis, 2011 cited in Stuart & Szeszeran, 2021). Rayner and Lewis state that policy should provide a statement of intent and make the processes available to address bullying clear. They state policy should contain a definition of bullying, a statement of commitment to eliminating or reducing bullying, the duties of all employees (particularly leaders and/or managers) concerning bullying, a complaints procedure, and the potential disciplinary actions for failure to adhere to this policy. To be effective policy must be supported by other interventions (including leadership development, communication, training) and robust monitoring. Rayner and Lewis state that people often assume any action is better than none, however poorly developed interventions that are not evidence-based, holistic and context specific will undermine policy.

Hazing

Hazing is not a specific focus of this evidence review however due to the overlaps between hazing and DHB it is covered here in brief.

Schuman et al. (2022) states that hazing is,

> "(s)teeped in tradition, bound by silence, and ritualistic in nature, hazing is distinguished by its purpose of initiation, admission, or continued membership in a group. It occurs hierarchically and is intended to create a group bond (Keller et al., 2015); however, it often has the opposite effect" (p. 2468).

Hazing is often confused with bullying, in the literature and by military people (Metzger et al., 2022). Svec (2016 cited in Schuman et al., 2022) states that these two forms of harassment differ in intent; hazing is about inclusion, whereas bullying is about exclusion. Hazing often involves harassment of recruits by senior members to make them part of the group. Hazing usually occurs publicly, includes ritualistic methods that change little over time, targets recruits, and stops at the end of the initiation period (Hernandez, 2015).

However, hazing and bullying are often indistinguishable because these forms of harassment share many of the same physically and psychologically harmful behaviours (Crowell-Williamson, 2019; Russell et al., 2012 cited in Schuman et al., 2022).

Hazing can include,
> "initiation rites of passage and congratulatory acts that involve inflicting pain; piercing another's skin in any manner; forcing or requiring the consumption of excessive amounts of food, alcohol, drugs, or other substances; or encouraging another to engage in illegal, harmful, demeaning, or dangerous acts. If these acts are believed to foster unit cohesion, service members may fail to label them as problematic, and constituting hazing" (p. 3).

Hazing can also include unwanted sexual behaviour and sexual violence. The U.S. Department of Defense found that for 25% of men and 10% of women who had been sexually assaulted during their service the assault occurred during hazing (U.S. Department of Defense, 2019 cited in Metzger et al., 2022)

Opportunities for targeted prevention of hazing have been identified as on entering the military, during promotions, and prior to joining career fields/ trades where there is a higher potential for the occurrence of hazing (Metzger et al., 2022).

Again, it is important to note that it is not clear how this international literature on hazing relates to the experiences of members of the New Zealand Defence Force.

Research gaps

In the U.S. military suicide is recognised as an urgent problem. The U.S. Department of Defense (DoD) has invested millions of dollars into suicide prevention and intervention, yet rates continue to rise (DoD, 2020a; Hourani et al., 2018 cited in Schuman et al., 2022)

Research on the relationship between suicide, bullying, hazing and resilience among minority military populations (especially racial minorities) is recommended by Schuman et al. to inform prevention and early help-seeking (Schuman et al., 2022).

SECTION 6: RECOMMENDATIONS TO INFORM THE PREVENTION STRATEGY

This Evidence Review included analysis of unique but connected fields of literature - harmful sexual behaviour (HSB), discrimination, harassment and bullying (DHB), prevention and organisational change. This provided some important insights into prevention and change across this whole continuum of harmful behaviours that would not be possible looking at the HSB and DHB literature separately.

Recommendations from the combined evidence on prevention of HSB and DHB include:
1. Comprehensive evidence-informed prevention
2. Develop a theory of change
3. Organisational culture change
4. Leadership development
5. Focus on the whole continuum of harm
6. Focus on social norms and gender norms including peer approval
7. Address the relationship between alcohol and HSB
8. Rigorous research, monitoring and evaluation

Comprehensive evidence-informed prevention

The evidence signals the need to shift from policy and training approaches to development, implementation and measurement of comprehensive, evidence-informed prevention strategies in the military. A comprehensive approach to HSB and DHB prevention includes organisational culture change and leadership development alongside the specific recommended strategies presented in this section.

Develop a theory of change

The evidence identifies the need for effective prevention strategies to be built around a robust theory of change, grounded in an empirical understanding of the problem and focused on preventing perpetration by addressing the risk and protective factors (Crawford et al., 2020; DeGue et al., 2014; Jewkes et al., 2014; Trewartha, 2010).

Schein's stages of change provide a useful framework for a theory of change within an organisational setting:
- Stage 1: Creating the motivation to change
- Stage 2: Learning new concepts, new meanings for old concepts and new standards for judgment
- Stage 3: Internalising new concepts, meanings and standards

Organisational culture change

Evidence highlights the importance of organisational culture change for preventing HSB and DHB in military settings. Organisational culture has a powerful role in influencing the behaviours of individuals and groups (Our Watch et al., 2015; PwC et al., 2015; Schein & Schein, 2017; VicHealth, 2007). Klein and Gallus (2018) recommend moving towards a sustained and holistic approach to culture change where a culture of dignity and respect are the foundation for an agile, adaptive and operationally ready military. Organisational change strategies should be based on a solid theoretical framework and evidence-informed social psychological, and behaviour change research to inform programme development (DeGue et al., 2014).

Leadership development

Leadership plays a critical role in the military in setting norms and expectations that create a climate characterised by respect and professionalism (Castro et al., 2015; Gidycz et al., 2018; Orchowski et al., 2022; Sadler et al., 2018). The tone that leaders set, their own behaviour, and their expectations of their subordinates are key to the success of military HSB and DHB prevention efforts (Gidycz et al., 2018; Sadler et al., 2018).

Sadler et al. (2018) state that leadership offers the greatest opportunity to prevent and reduce the consequences of sexual harassment and assault in the military, but that it must be integrated as a core function in leader development and accountability efforts at both the organisational and individual level.

Evidence suggests that the best use of resources for impact and effectiveness is to focus implementation on growth mindset employees and to move away from compulsory training which has been shown to have little impact and to create resistance (Dweck, 1999; Martocchio, 1994 cited in Icekson et al., 2020; Klein & Gallus, 2018).

Focus on the whole continuum of harm

Violence exists as part of a continuum of harm preceded by harassing and discriminatory language and behaviours (Gidycz et al., 2018; McCone et al., 2018). Sadler et al. (2018) state that when violence is not checked early in this continuum of harm, perpetrators will likely escalate with increasingly more severe types of aggression. To develop a culture of safety, respect and inclusion this continuum should include DHB and HSB including yellow, orange and red behaviours.

Comprehensive prevention focuses on early intervention across the whole continuum of harm and at the first signs of sexism or harassment (Gidycz et al., 2018). Attention must be paid to the specific context, risk and protective factors of each military area (e.g. base, camp, ship and unit etc) and consider specific needs of communities within military organisations.

Focus on social norms and gender norms including peer approval

The evidence is clear that a strong focus on transforming gender and social norms is key to the prevention of HSB and DHB (DeGue et al., 2014; Gidycz et al., 2018; Jewkes, 2017; Jewkes et al., 2014; World Health Organization, 2010b). This includes a focus on peer approval for respectful relating, questioning of inappropriate norms, practices and behaviours, and intervening to interrupt sexist, discriminatory or inappropriate behaviour as well as sexual harassment and violence.

Address the relationship between alcohol and HSB

A key consideration for successful prevention is addressing alcohol use because alcohol is a common contributing factor in sexual assaults in the military (Gidycz et al., 2018; Orchowski et al., 2022). The clear link between alcohol misuse and the risk of both sexual assault perpetration and victimisation suggests that efforts to reduce alcohol misuse, and social norms that minimise alcohol related harm and excuse sexual harm, could contribute to sexual assault prevention in military settings (Farris & Hepner, 2015).

Rigorous research, monitoring and evaluation

Rigorous research, monitoring and evaluation are essential components of a comprehensive prevention strategy in the military (Miller et al., 2018) due to the emergent state of the evidence. Development of prevention activity should be evidence informed and guide continuous improvement throughout implementation. There is much that is not yet known about preventing HSB and DHB in military contexts and caution should be applied to ensure unintended harm is avoided.

It is recommended that NZDF uses research, monitoring and evaluation to build evidence for Aotearoa New Zealand so that we can understand these issues from our own experiences and perspectives not be led by evidence that may have limited relevance nor reflect the unique challenges we face. Once developed evidence should be shared with other militaries especially Five Eyes partners to contribute to learning about this complex change process.

REFERENCES

o   Abramsky, T., Devries, K., Kiss, L., Francisco, L., Nakuti, J., Musuya, T., . . . Watts, C. (2012). A community mobilisation intervention to prevent violence against women and reduce HIV/AIDS risk in Kampala, Uganda (the SASA! Study): study protocol for a cluster randomised controlled trial. *Trials, 13*(96), 1–22.

o   Abramsky, T., Devries, K., Kiss, L., Nakuti, J., Kyegombe, N., Starmann, E., . . . Watts, C. (2014). Findings from the SASA! Study: a cluster randomized controlled trial to assess the impact of a community mobilization intervention to prevent violence against women and reduce HIV risk in Kampala, Uganda. *BMC Medicine, 12*(1).

o   Anderson, A. (2005). *The Community Builder's Approach to Theory of Change: A Practical Guide to Theory Development*. Washington, D.C.: The Aspen Institute Roundtable on Community Change.

o   Arbeit, M. R. (2017). "Make Sure You're Not Getting Yourself in Trouble:" Building Sexual Relationships and Preventing Sexual Violence at the US Military Academy at West Point. *The Journal of Sex Research, 54*(8), 949-961.

o   Arbour, L. (2022). *Report of the Independent External Comprehensive Review of the Department of National Defence and the Canadian Armed Forces*. Ottawa: Government of Canada.

o   Auckland Council, Ministry of Social Development, North Shore Family Violence Prevention Network, Te Rito Rodney, & WAVES Trust. (2016). *Working together to achieve whānau wellbeing in Waitematā*. Auckland: Auckland Council.

o   Banyard, V., Moynihan, M., & Plante, E. (2007). Sexual violence prevention through bystander education: an experimental evaluation. *Journal of Community Psychology, 35*(4), 463-481.

o   Banyard, V., Plante, E., & Moynihan, M. (2004). Bystander education: bridging a broader community perspective to sexual violence prevention. *Journal of Community Psychology, 32*, 61-79.

o   Bell, M. E., Dardis, C. M., Vento, S. A., & Street, A. E. (2018). Victims of sexual harassment and sexual assault in the military: understanding risks and promoting recovery. *Military Psychology, 3*, 219-228.

o   Blais, R. K. (2021). Screening positive for military sexual harassment or assault is associated with higher compulsive sexual behavior in men military service members/veterans. *Military Medicine, 186*(3-4), e305-e309.

o   Bonnes, S. (2017). The bureaucratic harassment of US servicewomen. *Gender & Society, 31*(6), 804-829.

o   Breslin, R. A., Daniel, S., & Hylton, K. (2022). Black Women in the Military: Prevalence, Characteristics, and Correlates of Sexual Harassment. *Public Administration Review, 82*(3), 410-419.

o   Bronfenbrenner, U. (1979). *The ecology of human development: experiments by nature and design*. Cambridge, MA: Harvard University Press.

o   Brown, E. K., Guthrie, K. M., Stange, M., & Creech, S. (2021). "A Woman in A Man's World": A Pilot Qualitative Study of Challenges Faced by Women Veterans During and After Deployment. *Journal of Trauma & Dissociation, 22*(2), 202-219.

o   Bryers-Brown, T., & Trundle, C. (2017). Indigenizing military citizenship: remaking state responsibility and care towards Māori veterans' health through the Treaty of

Waitangi. *AlterNative: An International Journal of Indigenous Peoples, 13*(1). doi:10.1177/1177180117695410

o Buchanan, N. T., Settles, I. H., Hall, A. T., & O'Connor, R. C. (2014). A review of organizational strategies for reducing sexual harassment: insights from the U.S. Military. *Journal of Social Issues, 70*(4), 687-702. doi:https://doi.org/10.1111/josi.12086

o Carey, F. R., Jacobson, I. G., Lehavot, K., LeardMann, C. A., Kolaja, C. A., Stander, V. A., & Rull, R. P. (2022). Military service experiences and reasons for service separation among lesbian, gay, and bisexual individuals in a large military cohort. *BMC Public Health, 22*(1), 1-13.

o Carlson, B. E., Stromwall, L. K., & Lietz, C. A. (2013). Mental health issues in recently returning women veterans: Implications for practice. *Social work, 58*(2), 105-114.

o Castro, C., Kintzle, S., Schuyler, A., Lucas, C., & Warner, C. (2015). Sexual assault in the military. *Current Psychiatry Reports, 17*(54).

o Centers for Disease Control and Prevention. (2004). *Sexual violence prevention: beginning the dialogue*. Alanta, GA: Centers for Disease Control and Prevention.

o Centers for Disease Control and Prevention. (2016). *Preventing multiple forms of violence: a strategic vision for connecting the dots*. Atlanta, GA: Division for Violence Prevention, National Center for Injury Prevention, Centers for Disease Control and Prevention.

o Cheung, H. K., Goldberg, C. B., King, E. B., & Magley, V. J. (2018). Are they true to the cause? Beliefs about organizational and unit commitment to sexual harassment awareness training. *Group & Organization Management, 43*(4), 531-560.

o Clarke, H., & Anderson, A. A. (2004). *Theories of Change and Logic Models: Telling them Apart*. Paper presented at the American Evaluation Association Conference, Atlanta, Georgia.

o Coppola, E. C. (2021). The social construction of transgender individuals and US Military policy. *Journal of Homosexuality, 68*(12), 2024-2046.

o Crawford, S., Lloyd-Laney, M., Bradley, T., Atherton, L., & Bryne, G. (2020). *Final performance evaluation of DFIDs What Works to Prevent Violence Against Women and Girls programme*. Surrey: UK Department for International Development (DFID), UK Aid.

o Creech, S. K., & Orchowski, L. M. (2016). Correlates of sexual revictimization among women veterans presenting to primary care. *Traumatology, 22*(3), 165.

o Davis, R., Parks, L., & Cohen, L. (2006). *Sexual violence and the spectrum of prevention: Towards a community solution*. Retrieved from National Sexual Violence Resource Center website:: https://www.nsvrc.org/publications/nsvrc-publications/sexual-violence-and-spectrum-prevention-towards-community-solution

o DeGue, S., Valle, L., Holt, M., Massetti, G., Matjasko, J., & Tharp, A. (2014). A systematic review of primary prevention strategies for sexual violence perpetration. *Aggression and Violent Behavior, 19*, 346-362.

o Delgado, A. J., Gordon, D., & Schnarrs, P. (2016). The effect of discrimination and stress on sexual and behavioral health among sexual minority servicemen. *Journal of Gay & Lesbian Mental Health, 20*(3), 258-279.

o Dickson, S. (2016). *Building Rainbow communities free of partner and sexual violence*. Wellington: Hohou Te Rongo Kahukura Outing Violence.

o   Dozois, E., Langlois, M., & Blanchet-Cohen, N. (2010). *DE 201: A Practitioner's Guide to Developmental Evaluation*. Montreal: The J.W. McConnell Family Foundation and the International Institute for Child Rights and Development.

o   DuVivier, R., Huber, M., Bass, J., Couchon, A., Avila-John, A., Taylor, R., & Keferl, J. (2020). Effects of self defence training for sexual assault prevention in the Air Force. *Scientia Militaria, South African Journal of Military Studies, 48*(1). doi:10.5787/48-1-1220

o   Eckerlin, D. M., Kovalesky, A., & Jakupcak, M. (2016). Military sexual trauma in male service members. *The American Journal of Nursing, 116*(9), 34-43.

o   Ellis, S., & Brown, H. (2020). Can values be trained? Applying affective engagement to change organizational culture. *Performance Improvement Quarterly, 33*(3), 327-347. doi:10.1002/piq.21327

o   Fairchild, A. L., Holyfield, L. J., & Byington, C. L. (2018). National Academies of Sciences, Engineering, and Medicine report on sexual harassment: making the case for fundamental institutional change. *Jama, 320*(9), 873-874.

o   Family Violence Death Review Committee. (2020). *Men who use violence - Ngā tane ka whakamahi i te whakarekereke. 6th Report.* Wellington: Health Quality and Safety Commission New Zealand.

o   Farris, C., & Hepner, K. (2015). Targeting alcohol misuse: a promising strategy for reducing military sexual assaults. *RAND Health Quarterly, 4*(4).

o   Fenwick, K. M., Potter, S. J., Klap, R., Dyer, K. E., Relyea, M. R., Yano, E. M., . . . Hamilton, A. B. (2021). Staff and patient perspectives on bystander intervention training to address patient-initiated sexual harassment in veterans affairs healthcare settings. *Women's Health Issues, 31*(6), 576-585. doi:https://doi.org/10.1016/j.whi.2021.07.003

o   Foubert, J., & Masin, R. (2012). Effects of The Men's Program on U.S. Army soldiers' intentions to commit and willingness to intervene to prevent rape: a pretest pottest study. *Violence and Victims, 27*(6), 911-921. doi:10.1891/0886-6708.27.6.911

o   Foynes, M. M., Smith, B. N., & Shipherd, i. C. (2015). Associations between race-based and sex-based discrimination, health, and functioning: a longitudinal study of Marines. *Medical Care, 53*(4), S128-S135.

o   Galvin, T. P., & Allen, C. D. (2021). Diversity Management and the Postdiversity Vision: An Applied Pragmatist Approach. *Armed Forces & Society, 47*(1), 48-76.

o   Gamble, J., McKegg, K., & Cabaj, M. (2021). *A developmental evaluation companion*. Montreal, QC: The McConnell Foundation.

o   Gamble, J. A. A. (2008). *A Developmental Evaluation Primer*. Montreal: The JW McConnell Family Foundation.

o   Garcia-Moreno, C., Zimmerman, C., Moris-Gehring, A., Heise, L., Amin, A., Abrahams, N., . . . Watts, C. (2015). Addressing violence agaisnt women: a call to action. *The Lancet, 385*(9978), 1685–1695. doi:http://dx.doi.org/10.1016/S0140-6736(14)61830-4

o   Gedney, C., Wood, D., Lundahl, B., & Butters, R. (2018). Sexual assault efforts in the US Air Force: a systematic review and content analysis. *Journal of Interpersonal Violence, 33*(3), 421-441.

o   Gidycz, C., Wyatt, J., Galbreath, N., Axelrad, S., & McCone, D. (2018). Sexual assault prevention in the military: key issues and recommendations. *Military Psychology, 30*(3), 240-251. doi:10.1080/08995605.2018.1489663

o   Golan, A., Greene, W. H., & Perloff, J. M. (2021). Does the US Navy's reliance on objective standards prevent discrimination in promotions and retentions? *PLoS One, 16*(4), e0250630.

o   Gorman, K. R., Kearns, J. C., Pantalone, D. W., Bovin, M. J., Keane, T. M., & Marx, B. P. (2022). The impact of deployment-related stressors on the development of PTSD and depression among sexual minority and heterosexual female veterans. *Psychological trauma: theory, research, practice, and policy, 14*(5), 747.

o   Graffunder, C. M., Noonan, R. K., Cox, P., & Wheaton, J. (2004). Through a Public Health Lens. Preventing Violence Against Women: A Update from the US Centers of Disease Control and Prevention. *Journal of Women's Health, 13*(1), 5 – 14. Retrieved from http://online.liebertpub.com/doi/abs/10.1089/154099904322836401

o   Griffith, J. A., & Medeiros, K. E. (2020). Expanding the footprint of sexual harassment prevention training: A power, credit, and leadership perspective. *Industrial and Organizational Psychology, 13*(2), 137-141.

o   Gross, G. M., Kroll-Desrosiers, A., & Mattocks, K. (2020). A longitudinal investigation of military sexual trauma and perinatal depression. *Journal of Women's Health, 29*(1), 38-45.

o   Groves, C. (2013). Military sexual assault: an ongoing and prevalent problem. *Journal of Human Behavior in the Social Environment, 23*(6), 747-752. doi:10.1080/10911359.2013.795064

o   Hagen, P., Tangaere, A., Beaton, S., Hadrup, A., Taniwha-Paoo, R., & Te Whiu, D. (2021). *Innovation Brief October 2021 - Designing for equity and intergenerational wellbeing: Te Tokotoru*. Auckland: The Auckland Co-Design Lab, The Southern Initiative, Auckland Council.

o   Harris, R. J., McDonald, D. P., & Sparks, C. S. (2018). Sexual harassment in the military: Individual experiences, demographics, and organizational contexts. *Armed Forces & Society, 44*(1), 25-43.

o   Harrison, R. (2018a). *Considering culture - Navy: a cultural audit of artefacts on HMNZS Philomel*.

o   Harrison, R. (2018b). *Considering culture: cultural audit of 2nd 1st Battallion New Zealand Infantry Regiment buildings at Burnham Army Camp*.

o   Harrison, R. (2019a). *Considering culture: environmental scan of the Royal New Zealand Airforce base, Whenuapai Auckland*.

o   Harrison, R. (2019b). *A safe and inclusive environment for all: Operation Respect in the NZDF Reserve Forces, Youth Development Unit and Cadet Forces.*

o   Harrison, R. (2022). *The prevention of harmful sexual behaviour in the New Zealand Defence Force: a snapshot - March 2022*.

o   Hayes, T. L., Kaylor, L. E., & Oltman, K. A. (2020). Coffee and controversy: How applied psychology can revitalize sexual harassment and racial discrimination training. *Industrial and Organizational Psychology, 13*(2), 117-136.

o   Heise, L. (2011). *What works to prevent partner violence? An evidence overview*. Retrieved from London:

o   Hendrikx, L. J., Williamson, V., & Murphy, D. (2021). Adversity during military service: the impact of military sexual trauma, emotional bullying and physical assault on the mental health and well-being of women veterans. *BMJ Mil Health*.

o   Hohaia, D. (2015). In search of a decolonised military: Māori cultural learning experiences in the New Zealand Defence Force. *Kōtuitui: New Zealand Journal of Social Sciences Online, 11*(1), 47-58. doi:10.1080/1177083X.2015.1050404

o   Hourani, L. L., Williams, J., Lattimore, P. K., Morgan, J. K., Hopkinson, S. G., Jenkins, L., & Cartwright, J. (2018). Workplace victimization risk and protective factors for suicidal behavior among active duty military personnel. *Journal of affective disorders, 236*, 45-51.

o   Hurley, K., Sholar, B., & Rodeheffer, L. C. (2021). An examination of department of defense environmental factors that contribute to reporting sexual harassment. *Military Psychology, 33*(6), 417-425.

o   Icekson, T., Tziner, A., & Bareket-Bojmel, L. (2020). One size does not fit all: Taking trainees' personal characteristics into consideration in sexual harassment and racial discrimination training. *Industrial and Organizational Psychology, 13*(2), 191-195.

o   Jewkes, R. (2017). *What works evidence review: social norms and violence against women and girls*. London: UK Aid.

o   Jewkes, R., Flood, M., & Lang, J. (2014). From work with men and boys to changes of social norms and reduction of inequities in gender relations: a conceptual shift in prevention of violence against women and girls. *The Lancet*(November). doi:10.1016/S0140-6736(14)61683-4

o   Katz, J. (2018). Bystander training as leadership training: notes on the origins, philosophy, and pedagogy of the Mentors in Violence Prevention model. *Violence Against Women, 24*(15), 1755-1776.

o   Keller, K. M., Matthews, M., Hall, K. C., Marcellino, W., Mauro, J. A., & Lim, N. (2015). *Hazing in the US armed forces: Recommendations for hazing prevention policy and practice*. Retrieved from https://apps.dtic.mil/sti/pdfs/ADA620616.pdf

o   Kim, J., Kim, J., & Park, S. (2019). Military hazing and suicidal ideation among active duty military personnel: Serial mediation effects of anger and depressive symptoms. *Journal of affective disorders, 256*, 79-85.

o   Klein, M., & Gallus, J. (2018). The readiness imperative for reducing sexual violence in the U.S. Armed Forces: respect and professionalism as the foundation for change. *Military Psychology, 30*(3), 264-269.

o   Kleizen, B., Wynen, J., Boon, J., & De Roover, J. (2021). Bullying and Harassment as a Consequence of Workplace Change in the Australian Civil Service: Investigating the Mediating Role of Satisfaction With Change Management. *Review of Public Personnel Administration*, 0734371X211036732.

o   Koeszegi, S. T., Zedlacher, E., & Hudribusch, R. (2014). The war against the female soldier? The effects of masculine culture on workplace aggression. *Armed Forces & Society, 40*(2), 226-251. doi:https://doi.org/10.1177/0095327X12460019

o   Kohere, C. (2022). *Te mana o ngā toa: Māori experiences of Ngāti Tūmatauenga, the New Zealand Army.* (Master of Applied Psychology (Community)). University of Waikato, Waikato.

o   Kovitz, M. (2021). Sexual (mis) conduct in the Canadian forces. *Critical military studies, 7*(1), 79-99.

o   Krug, E., Dahlberg, L., Mercy, J., Zwi, A., & Lozano, R. (2002a). *World report on violence and health*. Geneva: World Health Organization.

- Krug, E., Dahlberg, L., Mercy, J., Zwi, A., & Lozano, R. (2002b). *World report on violence and health*. Retrieved from World Health Organization website:: https://apps.who.int/iris/bitstream/handle/10665/42495/9241545615_eng.pdf

- Kruger, T., Pitman, M., Grennell, D., McDonald, T., Mariu, D., Pomare, A., . . . Lawson-Te Aho, K. (2004). *Transforming whanau violence: a conceptual framework*. Wellington: Second Maori Taskforce on Whanau Violence.

- Livingston, N. A., Berke, D. S., Ruben, M. A., Matza, A. R., & Shipherd, J. C. (2019). Experiences of trauma, discrimination, microaggressions, and minority stress among trauma-exposed LGBT veterans: Unexpected findings and unresolved service gaps. *Psychological trauma: theory, research, practice, and policy, 11*(7), 695.

- Matthews, M., Hall, Kimberly, C., & Lim, N. (2015). *A commander's guide to hazing prevention*. Retrieved from https://apps.dtic.mil/sti/pdfs/ADA620618.pdf

- McClendon, J., Kressin, N., Perkins, D., Copeland, L. A., Finley, E. P., & Vogt, D. (2021). The impact of discriminatory stress on changes in posttraumatic stress severity at the intersection of race/ethnicity and gender. *Journal of Trauma & Dissociation, 22*(2), 170-187.

- McCone, D., Thomsen, C., & Laurence, J. (2018). Introduction to the special issue on sexual harassment and sexual assault in the US military. *Military Psychology, 30*(3), 175-180. doi:10.1080/08995605.2018.1479550

- McGregor, K., & Smith, R. (2015). *Air Force culture review 2015*.

- Metzger, E. C., Bennett, J. N., Berry-Cabán, C. S., Allan, E. J., Guenthner, C. J., Meerhaeghe, B. M., . . . Orchowski, L. M. (2022). Perceptions of hazing among young male United States military service members: A qualitative analysis. *Cogent Psychology, 9*(1), 2083864.

- Michaels-Igbokwe, C., Abramsky, T., Devries, K., Michau, L., Musuya, T., & Watts, C. (2016). Cost and cost-effectiveness analysis of a community mobilisation intervention to reduce intimate partner violence in Kampala, Uganda. *BMC Public Health 16*(1), 1–10. doi:10.1186/s12889-016-2883-6

- Miller, L., Farris, C., & Williams, K. (2018). Challenges to evaluating US military policy on sexual assault and sexual harassment. *Military Psychology, 30*(3), 193-205. doi:10.1080/08995605.2017.1421821

- Ministry of Social Development. (2002). *Te Rito: New Zealand Family Violence Prevention Strategy*.

- Moody, R. L., Savarese, E., Gurung, S., Rendina, H. J., & Parsons, J. T. (2020). The mediating role of psychological distress in the association between harassment and alcohol use among lesbian, gay, and bisexual military personnel. *Substance use & misuse, 55*(12), 2055-2063.

- Morral, A., Gore, K., & Schell, T. (2014). *Sexual assault and sexual harassment in the US Military. Design of the 2014 RAND military workplace study.* Retrieved from https://www.rand.org/pubs/research_reports/RR870z1.html

- Nation, M., Crusto, C., Wandersman, A., Kumpfer, K., Seybolt, D., Morrissey-Kane, E., & Davino, K. (2003). What works in prevention: principles of effective prevention programs. *American Psychologist, 58*, 449-456.

- Nelson, E. J. (2019). *The social well-being of women officers who have left the New Zealand Army.* (Doctor of Philosophy). Massey University,

o New Zealand Defence Force. (2018). *CPTED challenges in the military environment: Crime Prevention Through Environmental Design guidelines*. Wellington: New Zealand Government.

o New Zealand Defence Force. (2023). *Kia Eke: He Rautaki Māori mō Te Ope Kātua o Aotearoa - Māori Strategic Framework for the New Zealand Defence Force*. Wellington: New Zealand Defence Force.

o Nielsen, M. B., & Einarsen, S. V. (2018). What we know, what we do not know, and what we should and could have known about workplace bullying: An overview of the literature and agenda for future research. *Aggression and Violent Behavior, 42*, 71-83.

o Orchowski, L., Berkowitz, A., Boggis, J., & Oesterle, D. (2016). Bystander intervention among college men: the role of alcohol and correlates of sexual aggression. *Journal of Interpersonal Violence, 31*(17), 2824-2846. doi:10.1177/08862605115581904

o Orchowski, L., Berkowitz, A., Oesterle, D., Berry-Cabán, C., Borsari, B., Kahler, C., & Kazemi, D. (2022). Correlates of bystander intervention attitudes and intentions among young adult active duty male soldiers. *Journal of Interpersonal Violence, 0*(0), 1-19. doi:10.1177/08862605221080151

o Orchowski, L., Berry-Cabán, C., Prisock, K., Borsari, B., & Kazemi, D. (2018). Evaluations of sexual assault prevention programs in military settings: a synthesis of the research literature. *Military Medicine, 183*, 421-428.

o Our Watch. (2017a). *Counting on change: a guide to prevention monitoring*. Melbourne: Our Watch.

o Our Watch. (2017b). *Putting the prevention of violence against women into practice: how to change the story*. Melbourne: Our Watch.

o Our Watch, ANROWS, & VicHealth. (2015). *Change the story: A shared framework for the primary prevention of violence against women and their children in Australia*.

o Patton, M. Q. (2010). *Developmental evaluation: applying complexity concepts to enhance innovation and use*. New York: Guilford Press.

o Perry, E. L., Kulik, C. T., & Field, M. P. (2009). Sexual harassment training: recommendations to address gaps between the practitioner and research literatures. *Human Resource Management, 48*, 817-837.

o Potter, S., & Stapleton, J. (2012). Translating sexual assault prevention from a college campus to a United States military installation: piloting the Know-Your-Power bystander social marketing campaign. *Journal of Interpersonal Violence, 27*(8), 1593-1621. doi:10.1177/0886260511425795

o PwC. (2016). *Investing in primary prevention of family violence: discussion paper*. Melbourne: Victorian Department of Premier and Cabinet.

o PwC, Our Watch, & VicHealth. (2015). *A high price to pay: the economic cost for preventing violence against women*. Retrieved from https://www.pwc.com.au/publications/economic-case-preventing-violence-against-women.html

o Robotham, K., & Cortina, L. (2019). Promoting respect as a solution to workplace harassment. *Equality, Diversity and Inclusion: An International Journal*.

o Rosenstein, J., De Angelis, K., McCone, D., & Carrol, M. (2018). Sexual assault and sexual harassment at the US military service academies. *Military Psychology, 30*(3), 206-218. doi:10.1080/08995605.2017.1422950

o   Rothman, E. F., Campbell, J. K., Quinn, E., Smith, S., & Xuan, Z. (2021). Evaluation of the One Love escalation workshop for dating abuse prevention: a randomized controlled trial pilot study with a sample of US Navy sailors. *Prevention Science, 22*(8), 1060-1070. doi:https://doi.org/10.1007/s11121-021-01240-9

o   Sadler, A., Lindsay, D., Hunter, S., & Day, D. (2018). The impact of leadership on sexual harassment and assault in the military. *Military Psychology, 30*(3), 252-263.

o   Schein, E., & Schein, P. (2017). *Organizational culture and leadership* (5 ed.). New Jersey: Wiley.

o   Schulze, H., & Hurren, K. (2021). *Estimate of the total economic costs of sexual violence in New Zealand*. Wellington: BERL.

o   Schuman, D. L., Buchanan, S., Boehler, J., & Flaherty, C. (2022). The suicide of Private Danny Chen: An interpersonal theory perspective. *Death Studies, 46*(10), 2467-2476.

o   Schuyler, A. C., Klemmer, C., Mamey, M. R., Schrager, S. M., Goldbach, J. T., Holloway, I. W., & Castro, C. A. (2020). Experiences of sexual harassment, stalking, and sexual assault during military service among lgbt and non-lgbt service members. *Journal of traumatic stress, 33*(3), 257-266.

o   Skopp, N. A., Roggenkamp, H., Hoyt, T. V., Major, H. M., & Williams, T. J. (2020). Army Sexual Harassment/Sexual Assault Response & Prevention Program (SHARP) Tiger Team: A Model to Inform Prevention. *Military Behavioral Health, 8*(1), 64-73.

o   Stacy, M., Gross, G., & Adams, L. (2021). Applying Organizational Change Theory to Address the Long-Standing Problem of Harassment in Medical Education. *Teaching and learning in medicine*, 1-9.

o   Stander, V. A., Thomsen, C. J., Merrill, L. L., & Milner, J. S. (2018). Longitudinal prediction of sexual harassment and sexual assault by male enlisted Navy personnel. *Military Psychology, 30*(3), 229-239.

o   Stanton, K., Creech, S. K., Snyder, D. K., & McKee, G. B. (2022). Combat exposure and mental health outcomes: The incremental impact of nonsexual harassment on women veterans. *Psychological trauma: theory, research, practice, and policy, 14*(4), 597.

o   Steele, N. M., Fogarty, G. J., Rodgers, B., & Butterworth, P. (2022). The effects of working in a bullying climate on psychological distress and job satisfaction: a multilevel analysis. *Australian Journal of Psychology, 74*(1), 2125341.

o   Stuart, J., & Szeszeran, N. (2021). Bullying in the military: A review of the research on predictors and outcomes of bullying victimization and perpetration. *Military Behavioural Health, 9*(3), 255-266. doi:10.1080/21635781.2020.1864527

o   Te Kāwanatanga o Aotearoa-New Zealand Government. (2021). *Te Aorerekura, the enduring spirit of affection: the national strategy to eliminate family violence and sexual violence*. Wellington: The Board for the Elimination of Family Violence and Sexual Violence.

o   Teachman, J., Anderson, C., & Tedrow, L. (2015). Military service and alcohol use in the United States. *Armed Forces & Society, 41*, 460-476. doi:10.1177/0095327X14543848

o   Teale, D., & MacDonald, C. (2020). *Independent review of the New Zealand Defence Force's progress against its Action Plan for Operation Respect*.

o   Thomas, G., Gibbons, D., & Baho, S. (2022). Prevention is Better than the Cure: The Development of Gray-Zone Situational Judgment Tests to Deter Sex and Gender Discrimination. *Military Behavioral Health*, 1-11.

o   Thompson, K. (2019). *Bullying in the New Zealand Defence Force (United Staes Army War College Class of 2019)*.

o   Trewartha, C. (2010). *It is OK to help: effective community mobilisation to prevent family violence.* (Master of Public Health Dissertation). Faculty of Medical and Health Sciences, University of Auckland, Auckland.

o   Trewartha, C. (2020). *Measuring community mobilisation.* (Doctor of Philosophy in Population Health). University of Auckland, Auckland. Retrieved from http://hdl.handle.net/2292/50130

o   Turchik, J., & Wilson, S. (2010). Sexual assault in the U.S. military: a review of the literature and recommendations for the future. *Aggression and Violent Behavior, 15*, 267-277. doi:10.1016/j.avb.2010.01.005

o   U.S. Department of Defense. (2014). *Department of Defense annual report on sexual assault in the military: fiscal year 2013*. Retrieved from http://www.sapr.mil/public/docs/reports/ FY13_DoD_SAPRO_Annual_Report_on_Sexual_Assault.pdf

o   U.S. Department of Defense. (2022). *Department of Defense annual report on sexual assault in the military: fiscal year 2021*. Washington: U.S. Department of Defense.

o   Upton, J., Hazell, A., Abbott, R., & Pilling, K. (2020). *The relationship between pornography use and harmful sexual attitudes and behaviours*. London: UK Government Equalities Office.

o   US Department of Defense. (2015). *Hazing prevention and response in the Armed Forces*. Retrieved from Washington: https://www.defenseculture.mil/Portals/90/Documents/Toolkit/RPT-2016_DOD_Summary_Rpt_on_Hazing-20200109.pdf?ver=2020-01-09-123921-703

o   VicHealth. (2007). *Preventing violence before it occurs: A framework and background paper to guide the primary prevention of violence against women in Victoria*. Carlton South, Victoria: VicHealth.

o   Wilkins, N., Tsao, B., Hertz, M., Davis, R., & Klevens, J. (2014). *Connecting the dots: an overview of the links among mulitple forms of violence*. Atlanta, GA: Centers for Disease Control and Prevention and Prevention Institute,.

o   Wilson, D. (2018). Transforming the normalisation and intergenerational whānau (family) violence. *Journal of Indigenous Wellbeing, 1*(2), 32–43.

o   Wilson, L. C. (2018). The prevalence of military sexual trauma: A meta-analysis. *Trauma, Violence, & Abuse, 19*(5), 584-597.

o   Wingard, D., Trejo, J., Gudea, M., Goodman, S., & Reznik, V. (2019). Faculty equity, diversity, culture and climate change in academic medicine: a longitudinal study. *Journal of the National Medical Association, 111*(1), 46-53.

o   World Health Organization. (2004). *Preventing violence: A guide to implementing the recommendations of the World report on health and violence*. Geneva: World Health Organization.

o   World Health Organization. (2007a). *Expert Meeting on the Primary Prevention of Intimate Partner Violence and Sexual Violence May 2-3 2007, Geneva, Switzerland*. Geneva: World Health Organization.

o   World Health Organization. (2007b). *Expert meeting on the primary prevention of intimate partner violence and sexual violence May 2–3 2007, Geneva, Switzerland: Meeting report*.

o   World Health Organization. (2010a). *Violence Prevention: The Evidence*. Geneva: World Health Organization.
o   World Health Organization. (2010b). *Violence Prevention: the evidence: changing social norms that support violence*. Geneva: World Health Organization.
o   World Health Organization. (2014). *Global status report on violence prevention 2014*. Geneva: World Health Organization.

New Zealand
DEFENCE FORCE
Te Ope Kātua O Aotearoa

Op RESPECT

Work Programme Business Case

Approval of the Work Programme Business Case indicates that the case to invest in the programme has been proven, and commits the funding required to proceed with the work programme, as described herein. Delivery activity may proceed as per the phases and projects described in this business case and within the Projects Dossier.

Position	Approver Name	Signature	Date
EXCO Chair	AM Kevin Short		

ENDORSED BY:

Governance Group	Endorsement reference	Date
ORG Cmtee Chair	CDRE Karl Woodhead	28/09/2023

SUBMITTED BY:

Position		Submitter Name	Signature	Date
Programme Senior Responsible Owner	Chief People Officer	Jacinda Funnell		

Document Control	
COMMON PROJECT IDENTIFIER (CPID):	
VERSION:	2.0
REVISION DATE:	2 Oct 23

Version History

Version	Date	Name	Description
1.0	20/09/2023	Jo Wightman	First draft
2.0	28/09/2023	Amy Wenden-Richardson	Post ORG update

Point Of Contact

Position	Name
Work Programme Manager	Amy Wenden-Richardson

Peer Review

Group Name	Date of Review	Checked by
Enterprise Portfolio Management Office		
Finance Branch		

Critical Contributors Consulted

The critical contributors who have been consulted during the production of this WPDD are listed below. View the accountabilities and responsibilities for the WPDD.

Group Name	Date of Review	Checked by	View
Capability Owner, or representative	Not Required for this programme Click here to enter a date.		
Director, Capability Branch PMO	Not Required for this programme Click here to enter a date.		
Director, EPMO	Required for this programme 19/09/2023		Consulted with Steve Cook, 15/09/23 and post ORG committee 29/09/23, to incorporate additional benefits management and governance details.
New Zealand Defence College (NZDC)	Not Required for this programme Click here to enter a date.		
Defence Technology Agency (DTA)	Not Required for this programme Click here to enter a date.		
Defence Estate and Infrastructure (DEI)	Required for this programme Click here to enter a date.		Ongoing consultation with Angela Rego, regarding key dependency with Safer Spaces programme
User Service / Command / Branch	Required for this programme Click here to enter a date.		Consultation with Single Services via Culture Team and Op RESPECT programme Board.
Future Force Development (FFD)	Not Required for this programme		

Group Name	Date of Review	Checked by	View
	Click here to enter a date.		
Communication & Information Systems (CIS)	Required for this programme		Initial consultation via Rob Klaassen, further engagement will be required in later stages of programme.
	18/09/2023		Engaged with Carl Nixon, prior to presentation at ORG.
Geospatial Intelligence NZ (GNZ)	Not Required for this programme		
	Click here to enter a date.		
Defence Logistics Command (DLC)	Not Required for this programme		
	Click here to enter a date.		
Defence Commercial Services (DCS) is to be consulted when developing the business case, before the generation of options.	Not Required for this programme		
	18/09/2023		
Director, Finance	Required for this programme		Consulted with John Botham Finance BP and Rebecca Todd
	18/09/2023		
Defence Human Resources (DHR)	Not Required for this programme		
	Click here to enter a date.		
Directorate of Defence Security	Not Required for this programme		
	Click here to enter a date.		

Group Name	Date of Review	Checked by	View
Directorate of Legal Services	Required for this programme		Consulted with COL James Kennedy-Good, included EXCO decision regarding Complaints Unit.
Directorate of Health	Required for this programme		Consulted with COL Charmaine Tate and SAPRA team

CONTENTS

INTRODUCTION

Purpose

1.   This programme business case seeks approval to permanently uplift the People Capability Portfolio (PCP) FTE cap by 11 CIV and 1 MIL, and temporarily uplift FTA by 3. This results in an increase of CIV PERSEX funding to $4.783M and an increase of OPEX funding to $2.495M between FY 23/24 and FY 26/27 and out years. Representing total investment of $7.278M across four years.

2.   The SRO for this programme is Jacinda Funnell.

3.   The funding arrangements for this Programme are $0.904M existing funding within PCP baseline and $7.278 requested funding within this business case.

Background

4.   In 2016 the NZDF launched a programme of work called Operation Respect (Op RESPECT). This was in response to three separate reviews that had identified harmful behaviour in our organisation. Op RESPECT aimed to prevent inappropriate and harmful behaviour from occurring and ensure that when it did happen that there were systems and processes in place to deal with it properly.

5.   Initially Op RESPECT progressed quickly with the establishment of the Sexual Assault Response Team (SART), the two track disclosure process, and new training package on Sexual Ethics and Responsible Relationships (SERR). However, Op RESPECT has failed to maintain momentum against its early action plans. Consequently, its visibility across the NZDF has now reduced and the work has not embedded the necessary shared understanding of the issues or culture change required.

6.   The Ministry of Defence (MOD) commissioned an independent review of Op RESPECT to assess NZDF progress against the Op RESPECT action plan. This was completed in 2020, and made 44 recommendations, with one of the recommendations being that the Office of the Auditor General (OAG) monitor Op RESPECT's progress over the following 20 years.

7.   The first OAG audit occurred across 2022 and findings were released in 2023. A significant recommendation from the OAG is that the NZDF focus on developing an Op RESPECT strategy that will bring about cultural and behavioural change. Both MOD and OAG reports recommended the NZDF heavily invest more personnel and resources in supporting this critical work.

8.   Over the period 2022-2023 the Op RESPECT team looked to reset the work by creating foundation documents to meet the OAG recommendations. These include the Op RESPECT Strategy, an Implementation Plan, and a Monitoring, Evaluation and Learning Framework. Development of these documents was supported by external subject matter experts in Discrimination, Harassment and Bullying (DHB) and Harmful Sexual Behaviour (HSB) to ensure the future approach is research and evidence based. Through this process the Op RESPECT team have now clearly articulated the breadth, scope, and longevity of effort required to successfully embed the changes required.

9. Given previous uncertainty as to whether Op RESPECT is a programme or project (with many work streams), Capability Branch Programme Management Office (PMO) facilitated a desktop Nature of Investment Assessment (NoIA) on 7 Sep 23. Given the range of interrelated initiatives to be delivered, and the breadth of change required across the NZDF, a tightly coordinated and controlled change management approach will be required. The assessment therefore recommended Op RESPECT be managed as a programme of work.

10. The programme has been scale and risk assessed by the Enterprise Programme Management Office (EPMO) as Medium.

THE STRATEGIC CASE – MAKING THE CASE FOR CHANGE

Strategic Context

11. Op RESPECT should embody and advance the NZDF's commitment to enhancing its organisational culture. The vision that Op RESPECT seeks to realise for the NZDF is an embedded culture of safe, respectful and inclusive behaviour that enhances individual experiences, improves overall wellbeing and operational effectiveness. Recently, the Op RESPECT team has redefined the Op Respect Strategy for the next 20 years. The Strategy outlines four key focus areas:

    a. Proactive leadership at all levels;

    b. Positive social and gender norms;

    c. Supportive environments; and

    d. Accurate data and agile responses.

12. This Strategy directly contributes to the NZDF vision: We will be an integrated Defence Force – a connected, coordinated and agile Military Organisation. It also aligns with all four targeted investment areas within the NZDF Strategy, and most directly to its People line of effort. Implementing the Op RESPECT Strategy will support the NZDF Strategy in the following ways:

    a. People: The Strategy will support us to create an organisation which is attractive to new personnel, and enable us to then recruit and retain great talent, ensuring we are a sustainable and highly skilled Defence Force.

    b. Information: The Strategy will ensure we have access to reliable and accurate data, insights and intelligence, helping to inform decision making and understand the investment required to support those affected by negative behaviours and improve future prevention and response.

    c. Relationships: The Strategy will give our personnel the tools to develop genuine, respectful relationships and trust, both within our teams, and with our international partners and allies. This will help to strengthen NZDF's operational effectiveness and ensure the wellbeing of our people.

    d.   Capability: The Strategy will support the NZDF and the Estate and Infrastructure Safer Spaces project to ensure all personnel are safe and comfortable in all work areas.

13. The CDF Directive 04/2023 highlights the link between the NZDF's ability to attract, retain and develop a skilled, sustainable and diverse workforce and the Op RESPECT programme. Accordingly, Op RESPECT is identified as a part of priority one in the NZDF Weighted Priorities, annex A to CDF Directive 04/2023.

14. Additional weight for the need for Op RESPECT to now make significant and visible progress has been documented in a letter from the Minister for Defence to CDF on 15 May 23, as quoted below:

"You are to progress the recommendations of the Office of the Auditor-General's (OAG) 2023 audit report New Zealand Defence Force: Resetting efforts to reduce harmful behaviour and foster a supportive culture through Op RESPECT and Op STAND. Through this, I expect to see:

    a.   the completion of the new Op RESPECT organisational strategy and plan,

    b.   the strengthening of governance and management structures to better enable Op RESPECT work to be driven and more coordinated, and

    c.   the prioritisation of work to improve the complaints and disciplinary systems."

15. NZDF Risk and Governance within Defence Strategy Management have confirmed the programme addresses NZDF risk settings as follows:

    a.   Strong positive contribution to managing the risks Sustainability of our 'People & Workforce' and 'Building & Maintaining Trust', could be challenging with respect to scale and speed of change however Option 2 is a sound mitigant [sic], and

    b.   Appetite: Aligned with ALL appetite settings and in particular very directly supports our 'Health, Wellbeing & Safety' appetite, noting that: "we must take every practicable step to keep our people … safe" and ensuring there are "appropriate safe work practices in place wherever we are based…".

Current State

16. Op RESPECT has been in place for seven years with no obvious reduction in cases of harmful behaviour. Initial project focus was on establishing the SART and processes to support those harmed, which has been effective, and was an important first step for the NZDF. However, NZDF is yet to effectively engage in a culture change programme which would see enduring changes to behaviours of all individuals across the NZDF.

17. The NZDF has a duty of care to keep our people safe from harm under the Health and Safety at Work Act (HSWA) 2015. The inability to take all practical steps to reduce harmful behaviour in the workplace increases NZDF's exposure to employment litigation risk, and impacts on our ability to attract, recruit and retain the diverse workforce we require to maintain operational effectiveness.

18. Op RESPECT is currently resourced as follows:

a.   1 x civilian FTE (Grade 14), 1 x military per (LTCOL, MAJ or WO, current incumbent WO).

b.   No dedicated operating budget for any implementation activities, engagement of contractors, travel, or other key Op RESPECT related undertakings. All funding has been allocated through Directorate of Safety, and prioritised within usual budgetary constraints.

c.   The Op RESPECT outcomes are supported by other existing business units, including but not limited to:

(1)   Directorate of Defence Health: Sexual Assault Response Team, National Manager Social Services, and Operation STAND.

(2)   Defence Estate and Infrastructure (DEI): The Safer Spaces Project which delivers infrastructure improvements through a Crime Prevention Through Environmental Design (CPTED) lens.

(3)   Directorate of Organisational Development (OD): Programmes of work being undertaken by Organisational Development Programmes, Diversity and Inclusion, and Organisational Research.

(4)   Defence Human Resources: The DHB Training Manager.

(5)   The Anti-Harassment Advisor Network.

(6)   New Zealand Defence Force Military Police.

(7)   Defence Legal Services.

19.   Phase one of the Op RESPECT Implementation Plan (Enclosure 1) has been developed over the last 6 months to address these issues by focussing on understanding and improving education, building prevention strategies and improving responses to DHB and HSB into the core business of NZDF. Phase one is estimated to take around three years to achieve, if properly resourced and effectively implemented.

20.   The activities outlined in Phase one have been developed with significant input from internal and external DHB and HSB subject matter experts. Phase one of the implementation plan has been endorsed by the Op RESPECT Programme Board, the Op RESPECT External Steering Group and Executive Health and Safety committee.

21.   The activities outlined in Phase one of the implementation plan are critical to ensuring the NZDF is a safe place to work, and ensures the NZDF meets its legislative requirements within the HSWA 2015. These activities are therefore critical and non-negotiable, and must be completed in a timely manner in order to keep our people safe, so far as reasonably practical, to ensure our success on operations.

22.   If Op RESPECT continues with its current resourcing, it would not be able to achieve Phase one activities. With only one Military position, and one grade 14 Programme Coordinator, there would be insufficient resources or specialist expertise to make any further progress with the work programme. This would mean NZDF would continue to operate in an environment where there is increased risk of harm to its people due to shortcomings within its organisational culture, and an ongoing lack of safety in NZDF work and living spaces. These continued risks would lead to undesirable and likely damaging reporting by the OAG and NZ Media, and will expose NZDF to increased risk of litigation and prosecution under the HSWA 2015. This would negatively impact NZDF's reputation and its ability to attract, recruit and retain talent.

Problem Statement

23.   NZDF personnel are experiencing harm in the workplace through exposure to DHB and HSB. This is due to a combination of factors including:

   a.   Aspects of the NZDF culture which make it difficult to shift historical and embedded behaviour and perceptions.

   b.   Lack of personal understanding about inappropriate workplace behaviour and respectful relationships, and the consequence of this behaviour on others.

   c.   Lack of leadership capability and confidence to manage DHB and HSB incidents, when they occur, and setting the right tone within their workplace.

   d.   Poor environmental design and dilapidated infrastructure which may contribute to, and increase the chance of opportunistic inappropriate behaviours.

   e.   Misuse of alcohol, and a lack of understanding of how substance abuse and inappropriate behaviour are interlinked.

   f.   Lack of resourcing of NZDF support and response services, and insufficient and unclear policies which govern these.

   g.   Incomplete data in various different systems reducing the ability to draw insights and intelligence to inform decision making.

Programme investment objectives

24.   The programme will deliver a solution that is sustained and co-ordinated which includes both prevention and response strategies. This will ensure we meet our legislated requirement to keep our people safe from harm under the HSWA 2015. The focus will be on primary prevention strategies that aim to prevent harmful behaviour, such as education, altering risky behaviour, increasing positive role modelling, etc.

25.   The 20 year Programme Investment Objectives are:

   a.   Investment Objective One: **Proactive Leadership at all Levels -** NZDF members demonstrate leadership by continuously recognising and acting on opportunities to build a safe, respectful and inclusive culture, and proactively address and respond to harm.

   b.   Investment Objective Two: **Positive Social and Gender Norms -** NZDF members recognise that safe, respectful and inclusive behaviours result in stronger teams and units. They understand there is no stigma around seeking help as this is recognised as beneficial to individual and operational effectiveness.

   c.   Investment Objective Three: **Supportive Environments -** All Defence Areas (working, living, social and cultural spaces) support safety, respect and inclusion through physical design, policy and practice. Members are supported to maintain positive connections with their whānau, families, communities and support networks including while on courses, exercises and deployed.

    d.   Investment Objective Four: **Accurate Data and Agile Responses -** If DHB and HSB occurs NZDF members receive excellent responses characterised by timeliness, expertise, concern and effective streamlined processes. Those accused of doing harm or found to have done harm are held accountable and supported to make change. The impacts of DHB and HSB on units is recognised and processes are in place to re-establish trust, safety, respect and inclusion.

26.   The Implementation Plan at Enclosure 1, identifies Phase one: building into core business activities, which if resourced effectively are estimated to take approximately three years. As this is a long term complex change programme phase one builds the foundation to enable long term culture and behaviour change. In order to achieve the long term outcomes, the foundational activities outlined in Phase one must be completed.

27.   This business case seeks endorsement of the Op RESPECT vision and outcomes to be achieved over the 20 year programme. This business case also seeks approval to establish the Programme team required for all of Phase one, and the funding required to achieve the first 12 months of activities.

28.   As mentioned all foundational activities within Phase one are required to be completed before further progress can be made. Therefore, the options presented within this business case focus on completion timeframes only.

Programme Scope

29.   The scope of Phase one of the programme includes:

    a.   Resizing the programme team to appropriately lead the implementation plan. Continue to develop the programme, and drive behaviour change over an extended period.

    b.   Understand current leadership training systems, in order to appropriately target new initiatives and change.

    c.   Improving leadership behaviour, processes and systems relating to the management and reduction of DHB and HSB.

    d.   Develop and implement a specialist workforce skills framework relating to DHB and HSB.

    e.   Increasing knowledge of positive and professional relationships and DHB and HSB impacts.

    f.   Preparation, development and support of the creation of Defence Area Plans (specific plans for each Defence Area, created to address their local priorities, supported and coordinated centrally by Op RESPECT programme team).

    g.   Development and updating of DHB and HSB policies.

    h.   Understanding of current data state, and implementation of an improved data plan, including identification of an appropriate (new or improved) data platform.

i. Improving response processes and capacity (includes but isn't limited to uplift of Sexual Assault Prevention and Response Advisors (SAPRA), increase in funding for private therapy services).

j. Establish and recruit Complaints Unit, as was endorsed by EXCO (Enclosure 2 and Annex A).

30. Key dependencies required to achieve programme outcomes are:

a. Implementation of Safer Spaces Project (DEI project). This is a key dependency of the programme, requiring significant additional CAPEX funding of up to $101M over the next 10 years to ensure a safe standard of physical environments on all NZDF locations.

b. Increasing acceptance of self-care and early help seeking (Health led business as usual work stream).

c. Increasing awareness of alcohol and substance related harm (Op STAND project, already underway).

d. Improving military justice processes (Defence Legal Services project, already underway).

31. Exclusions to the programme scope are:

a. Delivery of leadership training, this will continue to be delivered by the Institute of Leader Development and single service training schools.

b. Delivery of response services, including historic complaint cases. These will continue to be managed by other business units, e.g. NZDF MP, SAPRA.

Programme Requirements

32. The Op RESPECT Strategy and Implementation Plan have been used to inform the programme high-level user requirements detailed below:

a. **Coherence:** Op RESPECT programme must ensure a cohesive approach to change and initiatives across different parts of the NZDF, and enable sharing of best practice and success.

b. **Applicability:** Op RESPECT interventions must be tailored to suit different Services, locations, domains and operating environments.

c. **Sustainability:** Op RESPECT initiatives must support individuals and leaders to make substantial behaviour change that is sustainable on an enduring basis for NZDF.

d. **Compliance:** Op RESPECT must support the NZDF to meet Health and Safety legislative requirements.

e. **Integration:** Op RESPECT must support and integrate with other NZDF culture enhancement programme and projects.

Programme Benefits

33.   The benefits of the work programme are:

    a.   Benefit 1: Create a culture that embodies safety, respect and inclusion, to attract, recruit and retain great talent now and into the future.

        (1)   The key measures of this benefit are the NZDF engagement survey, the Health and Wellbeing survey and exit survey as together these cover a broad range of culture indicators.

        (2)   Within Phase one it is expected that responses for key questions across all surveys would improve gradually.

    b.   Benefit 2: Reduced incidents of DHB and HSB in NZDF work, social and living environments to support personnel wellbeing and operational effectiveness.

        (1)   The initial key measure of this benefit will be OAG prevalence data due to their independence. However, as this work programme develops and internal reporting processes are improved and barriers to reporting are reduced, NZDF data will also be utilised.

        (2)   Within Phase one an increase in prevalence as reported to OAG would be expected as understanding of inappropriate behaviour improves and barriers to reporting are reduced. Evidence suggests an expectation of up to 30% increase per annum is possible.

34.   Secondary / Emergent Benefit:

    a.   Reduced direct and indirect costs to the NZDF associated with DHB and HSB.

        (1)   These will be managed as secondary benefits so they can be broadly recognised without detracting from the primary focus of improving behavioural culture and reducing harm.

        (2)   The key areas of expected cost reductions include:

            (a)   Costs associated with the time required to support victims of harm (both inside and outside the NZDF), and

            (b)   Costs associated with the detrimental wellbeing impacts of harm both inside and outside the NZDF).

35.   Dis-Benefits (negative consequences – perceived or otherwise of programme success):

    a.   In order to successfully implement this work programme, the NZDF needs to invest in both personnel and operating costs. This investment will require the NZDF to deprioritise other work programmes that are seen as important, and perhaps more directly related to delivering military outputs.

36.   Key measures from the Benefits Realisation Plan (BRP) is provided in Annex B, along with a link to the draft BRP. This will be completed and submitted for endorsement and approval once programme resources are in place to support its completion.

37.   Additionally, as the programme is underpinned by an iterative learning approach a Monitoring, Evaluation and Learning (MEL) framework has been developed. The initial measurements of the MEL are included in Annex C to indicate the breadth of future monitoring required.

38.   Due to the long term transformational nature of the programme, more meaningful measures and targets may be identified as the journey unfolds. As such, periodic checkpoints will be undertaken to allow for their formal revalidation. The first checkpoint is scheduled in 2026 (at the end of Phase 1).

THE ECONOMIC CASE – EXPLORING THE PREFERRED WAY FORWARD

Critical Success Factors

39.   The preferred way forward must meet the following criteria:

    a.   Strategic fit and business needs

    b.   Potential value for money

    c.   Supplier capacity and capability

    d.   Potential affordability

    e.   Potential achievability

Programme Options

40.   The potential programme options were assessed against the investment objectives and critical success factors to create the following short-list options. **Note** all options require completion of all Phase one actions as these are all required in order to meet our Health and Safety obligations and keep our people safe. Diagrams supporting options are presented at Annex D, funding options are presented at Annex E.

41.   Option 0: Do Nothing

    a.   Description. No change to existing team composition, no budget uplift which will result in incomplete implementation activities and a protracted timeline.

    b.   Advantages; no uplift to current funding or headcount.

    c.   Disadvantages; many critical activities within Phase one could not be achieved. There would be insufficient resources or specialist expertise to make further progress with the Op RESPECT work programme without significant support from existing teams within the NZDF. Support from existing teams would need to come at the expense of other activities.

    d.   Headcount. Existing: 1 x CIV, 1 x MIL, 1 x temporary MIL.

e. Costs. The indicative costing to end FY 26/27 of this option is $0.987M, comprising CIV PERSEX $0.311M and OPEX $0.676M. OPEX is drawn from existing PCP team budgets, and prioritised against other portfolio activities.

f. Conclusion. This option undermines the benefits that Op RESPECT seeks to deliver to NZDF. This would mean NZDF would continue to operate in an environment where there is increased risk of harm to its people due to shortcomings within its organisational culture, and an ongoing lack of safety in NZDF work and living spaces. These continued risks would lead to undesirable and likely damaging reporting by the OAG and NZ Media, and will expose NZDF to increased risk of litigation and prosecution under the HSWA 2015. This would negatively impact NZDF's reputation and its ability to attract, recruit and retain talent.

42. Option 1: Do Minimum

a. Description. Slight uplift to existing team composition, uplift in budget, to support completion of Phase one implementation activities with a protracted timeline.

b. Advantages; the main advantages to this option are limited lift of headcount, and a delayed recruitment of permanent FTE which may enable future offsets from wider PCP. Access to SME is ensured through contractor resourcing.

c. Disadvantages; most Phase one activities could be implemented within a protracted timeframe of approximately five to six years, with significant support from exiting NZDF teams. Support from existing teams' (i.e. single Service culture teams) would need to be prioritised against existing workloads, so is therefore uncertain.

d. Headcount.

(1) Existing: 1 x CIV, 1 x MIL, 1 x temporary MIL,

(2) Permanent uplift: 8 x FTE CIV, and

(3) Temporary uplift: 2 x FTA CIV.

e. Costs. The indicative costing to end FY 26/27 of this option is $6.129M comprising CIV PERSEX $3.550M and OPEX $2.579M. However, noting the extended delivery timeframes, this phase would be extended to FY28/29 incurring additional costs.

f. Conclusion. This option would push out the delivery of initiatives outlined in the Implementation Plan by at least two to three years, delaying the organisational shifts required to support behaviour change. Due to extended timeframes, there is continued risk that harm will to occur to our people, which will undermine the benefits that Op RESPECT seeks to deliver for the NZDF. Any change to the NZDF culture will be slowed and perceived lack of investment will lead to continued negative reporting by the OAG and NZ Media. This will negatively impact NZDF's reputation and its ability to attract, recruit and retain talent, and will expose NZDF to increased risk of litigation and prosecution under the HSWA 2015.

43. Option 2: Preferred

 a. Description. Permanent FTE uplift to existing team composition, uplift in budget (OPEX and PERSEX), and completion of Phase one implementation activities within expected timeline.

 b. Advantages. The main advantages of this option are delivery of implementation actions within timeframes outlined. A right-sized internal team and contractor SME availability will support both new programme activities and ongoing support to response activities embedded in early stages of the Op RESPECT work.

 c. Disadvantages. Permanent uplift of FTE, PERSEX and OPEX funding.

 d. Headcount;

  (1) Existing: 1 x CIV, 1 x MIL, 1 x temporary MIL,

  (2) Permanent uplift: 11 x FTE CIV, 1 MIL, and

  (3) Temporary uplift: 3 x FTA CIV.

 e. Costs. The indicative costing to end FY 26/27 of this option is $7.865M comprising CIV PERSEX $5.094M and OPEX $2.771M.

 f. Conclusion. This option would deliver the initially required organisational changes to systems and processes which will support long term behaviour change within Phase one timeframes. It is supported by a sufficient uplift in permanent personnel to implement response activities as well as implement new initiatives required. Access to sufficient OPEX ensures SME is available to inform work required to minimise risk to our personnel in a timely manner. This ensures that continued harm to our people is minimised. It demonstrates significant commitment without being seen as overly resource intensive in our current constrained environment. Change implemented in a timely, supported manner, will enable culture change to occur, and should positively impact reporting by the OAG and NZ Media. This should in turn enhance NZDFs reputation and ability to attract, recruit and retain talent, while minimising risk of litigation and prosecution under the HSWA 2015.

44. Option 3: More Ambitious

 a. Description. Significant uplift to existing team composition, significant uplift in budget, and completion of Phase one planned activities exceeding expected timelines.

 b. Advantages. The main advantages are delivery of implementation actions within timeframes potentially shorter than those initially outlined. A larger internal team enables multiple concurrent activities to occur, and greater specific single Service support.

 c. Disadvantages. Significant permanent uplift of FTE headcount, PERSEX and OPEX funding. There is some risk that over-resourcing the programme may

mean progress exceeds the behaviour change speed the organisation is ready for.

d. Headcount;

(1) Existing: 1 x CIV, 1 x MIL, 1 x temporary MIL,

(2) Permanent uplift: 18 x FTE CIV, 1 MIL, and

(3) Temporary uplift: 8 x FTA CIV.

e. Costs. The indicative costing to end FY 26/27 of this option is $11.065M comprising CIV PERSEX $8.257M and OPEX $2.808M.

f. Conclusion. This option would provide an optimal position to deliver programme initiatives quickly, however this does not necessarily mean that benefits including behaviour change would be realised. There is a potential that NZDF personnel would feel overwhelmed by the speed and volume of change initiatives and become resistant to change. While significant investment would likely be viewed positively by the OAG and NZ Media, it may well be viewed internally as excessive and potentially negatively impact buy-in to the Op RESPECT vision. The overall programme goal is behaviour change, not delivery of initiatives, therefore speed of delivery needs to be matched to organisational readiness and change appetite in order to succeed. Successful behaviour change is required in order to enhance NZDFs reputation and ability to attract, recruit and retain talent, while minimising risk of litigation and prosecution under the HSWA 2015.

Equip the Force

Not applicable for this investment.

Programme Options Analysis

Table 1: assessment of potential programme short-list options by Op RESPECT programme team.

Dimension	Assessment of Potential Programme Options			
	Do Nothing	Do Minimum	Preferred	More Ambitious
Description of the Programme Option:	No change to existing team composition, no budget uplift, incomplete implementation activities, protracted timeline.	Slight uplift to existing team composition, uplift in budget, complete implementation activities on a protracted timeline.	Uplift to existing team composition, uplift in budget, complete implementation activities, within expected timeline.	Significant uplift to existing team composition, significant uplift in budget, complete implementation activities, exceeding expected timeline.
Investment Objective 1:	Unlikely that programme initiatives could be delivered to support this	Partial. This option will likely prioritise and adequately	Yes. This option has a high likelihood of achieving the	Yes. It is likely that effort can be scaled in this

	investment objective.	support some leadership behaviour change.	required leadership behaviour change.	option, and has a high likelihood of achieving the required leadership behaviour change.
Investment Objective 2: Note: Full realisation of this objective requires successful implementation of Op STAND activities.	Unlikely that programme initiatives could be delivered to support this investment objective.	Partial. This option will likely prioritise and adequately support some member behaviour change.	Yes. This option has the highest likelihood of achieving the required member behaviour change.	Unclear. There is risk of change resistance if programme speed exceeds organisational change appetite.
Investment Objective 3: Note: Full realisation of this objective will require significant investment in DEI Safer Spaces project.	Unlikely that programme initiatives could be delivered to support this investment objective.	Minimal. This would require significant support from other NZDF teams.	Partial. This is due to significant reliance on DEI Safer Spaces Project.	Partial. This is due to significant reliance on DEI Safer Spaces Project.
Investment Objective 4: Note: Full realisation of this objective will require successful completion of Defence Legal Services project improving the complaints and discipline processes, and future investment in technology improvement systems.	Unlikely that programme initiatives could be delivered to support this investment objective.	Minimal. This would require significant support from other NZDF teams.	Yes. This option would likely define and implement the required change to systems and processes to improve data and intelligence.	Yes. This option would likely define and implement the required change to systems and processes to improve data and intelligence in a timely manner.
CSF 1: Strategic fit and business needs	No, this option does not deliver programme initiatives and will not achieve programme outcomes.	Partial, this option delivers all initiatives however, on an extended timeframe, and therefore may be less successful.	Yes, this option has the highest likelihood of delivering initiatives and outcomes within the required timeframes.	Unclear, there is some risk of change resistance if programme speed exceeds organisational change appetite.

CSF 2: Value for money	No, this option does not deliver programme initiatives and will not achieve programme outcomes.	Partial, this would require significant support from other NZDF teams which would likely require reprioritisation.	This is assessed as the right sized mix of internal investment and support from external specialised SME.	No, this option has the potential to be an overinvestment that may undermine buy in and hinder behaviour change acceptance.
CSF 3: Supplier capacity and capability	N/A	Yes, various external SMEs and agencies have been identified to support this work.	Yes, various external SMEs and agencies have been identified to support this work.	Unsure, there may not be sufficient breadth of expertise in the NZ market to support the tightened delivery timeframes.
CSF 4: Affordability	Yes, but false economy as programme would not deliver outcomes.	Yes, costs have been minimised and existing internal resourced is utilised.	Yes, costs have been minimised and balanced to ensure sufficient external SME support.	No, much higher investment in permanent FTE than is likely necessary or comparable with other areas of the NZDF.
CSF 5: Achievability	No, this option does not deliver programme initiatives and will not achieve programme outcomes.	Partial achievement of outcomes over a longer timeframe is anticipated. Existing resource is required to support outcomes.	This option is the most likely to implement the outlined activities and in turn achieve the required behaviour change. It is resourced sufficiently to minimise support required from internal teams.	This option would be in an optimal position to deliver programme initiatives quickly.
Summary	This option is under resourced to deliver activities outlined in the programme and would not deliver outcomes. Significant risk to our people and reputation would continue.	This option would partially achieve outcomes over an extended timeframe, utilising existing internal resource to support delivery. Protracted timeframes would mean behaviour and culture change would only be partially achieved and risk to our people and	This option would deliver Phase one actions within the expected timeframes using a right sized mix of internal investment and externally sourced SME. Balanced investment would increase the likelihood of successful behaviour and	While delivering quickly, this option does not necessarily mean that benefits including behaviour change would be realised. There is a potential that NZDF personnel would feel overwhelmed by the speed and volume of change initiatives and

		reputation would continue.	culture change, minimising risk to our people and reputation.	become resistant to change.

The Preferred Way Forward

45.   On the basis of the assessment of programme options above, the preferred way forward is to adopt Option 2, **Preferred**.

Programme Risks

46.   The most significant risks that might prevent, degrade or delay the achievement of the investment objectives are identified and analysed below. These risks are consistent irrespective of which Option is selected. Further risk assessment and management will be completed on an ongoing basis for the duration of the programme.

Table 2: Initial risk analysis

Main Risks	Consequence (H/M/L[1])	Likelihood (H/M/L)	Comments and Risk Management Strategies
Lack of support from Executive Leaders or Champions	High	Low	Keep Executive Leadership engaged in the programme, and ensure they are well supported by SMEs and coaching throughout programme duration, specifically when engaging with NZDF personnel or external parties about the programme.
Personnel are resistant to change	High	Medium	Ensure programme is well supported by respected and credible champions, leaders and SME.

Ensure good behaviour change strategies are adopted throughout the programme, including embedding change activities and messaging in existing business as usual organisational activities.

Ensure the amount of change is manageable and aligned through ongoing change readiness assessment.

Implement supporting communications strategies. |
| Lack people resources within the programme | High | Medium | Ensure the programme is supported by and integrated with existing teams and personnel from across NZDF e.g. single service culture teams, NZDF Psychology, Service training schools etc. |

---

[1]   High/Medium/Low

			Ensure NZDF leadership, particularly governance/decision makers are aware of the full extent and duration of the required behaviour/culture change programme, using Op RESPECT strategy, implementation roadmap and evidence review.
Lack funding for the programme	Medium	Low	Utilise virtual technology (such as MS Teams) to enable engagement with units in different locations, minimising travel costs. Enable and empower local command to lead ongoing activity through supported Defence Area plans. Utilise internal personnel to support the programme where possible, e.g. DPA to assist in creation of communications and support resources.
Timeliness of Programme progress against OAG expectations	Medium	Medium	Manage expectations of a 20 year programme by ensuring commitment and long term plan are clearly documented, and there is good buy in from Command and local leaders to support local action and progress.
Ability to source suitably qualified and experienced individuals for FTA positions	Medium	Low	Utilise networks established through already engaged specialists to help source critical SMEs. Engage with specialist recruitment agencies to support recruitment where required. Ensure FTA requirements are for available skill sets and contractors utilised for more scare skills.
Key dependencies such as Safer Spaces are not adequately funded	Medium	High	Long Term risk is mitigated by the Accommodation, Messing and Dining Modernisation project eventually bringing infrastructure up to safer spaces standards. Interim mitigation will require Defence Area commanders to work with DEI to appropriately utilise annual maintenance planned budgets to prioritise required infrastructure improvements.

47.   A risk register has been developed in Planview and is being progressively updated as more detailed analysis is undertaken. The programme's approach to managing risk will be drafted and submitted for endorsement and approval once programme resources are in place to support its completion.

OUTLINING THE COMMERCIAL CASE

Outlining the procurement strategy

48.   Where external providers are required all standard DCS procurement processes will be followed.

OUTLINING THE FINANCIAL CASE

Financial Requirements of the Preferred Option

49. The financial impact of Option 2 the preferred way forward is shown in Table 3.

Table 3: Option 2 – Preferred: Financial Summary $M

Preferred Option $M (Phase one)	FY23/24	FY24/25	FY25/26	FY26/27 & outyears	Total
CIV Personnel Expenditure	0.852	1.542	1.423	1.277	**5.094**
Operating Expenditure	0.440	0.944	0.593	0.793	**2.771**
Total phase one	**1.291**	**2.487**	**2.016**	**2.071**	**7.865**

50. The following key assumptions have been made:

   a. Personnel expenditure is calculated using REM23 tables, and estimated grading's for new positions (these will require formal job sizing once approved),

   b. MIL personnel have not been included,

   c. Outcomes of Phase one training and technology/data current state reviews will feed into future programme requirements and be presented for approval/funding as required.

   d. All operating expenditure is forecast in 2023 dollars.

Funding required

51. A small amount of the budget for the preferred option already exists in the PCP portfolio. Additional funding required to progress the preferred option is as follows:

Preferred Option $M (Phase one)	FY23/24	FY24/25	FY25/26	FY26/27 & outyears	Total
Additional funding required					
Civ Personnel Expenditure	0.790	1.460	1.340	1.194	**4.783**
Operating Expenditure	0.384	0.871	0.520	0.720	**2.495**
Total Additional Funding Requested	**1.174**	**2.330**	**1.860**	**1.914**	**7.278**

OUTLINING THE MANAGEMENT CASE

Identifying the Mix of Projects and Programme Phases

52. The Op RESPECT programme has a 20 year plus estimated timeframe. This timeframe has been divided into three phases:

   a. Phase one: Building into core business,

   b. Phase two: Learning and embedding, and

     c.   Phase three: New concepts, meanings and standards internalised.

53.   Within Phase one there is a mix of programme activity, projects and business as usual work contributing to key outcomes. The Implementation Plan (Enclosure 1) details these key initiatives, which are also outlined above in the scope section of this document.

54.   Notably, the following key project and any others that are identified as work progresses, will be presented for future approval and funding as required;

     a.   Sourcing of an appropriate technology solution to support data management and integration across NZDF, if required after outcomes of Phase one technology/data current state review are known.

55.   Various dependencies outlined in the Programme Scope section are critical to achieving the Programme outcomes. The most costly of these dependencies is the DEI Safer Spaces and Accommodation Messing and Dining Modernisation projects. While DEI have been allocated $15M across three years to implement CPTED improvements, there will be significant additional investment required to raise infrastructure standards that support Op RESPECT programme outcomes.

Programme Oversight and Governance[2]

The Programme governance/management structure is shown below[3]:

56.   Programme Governance will be through NZDF ORG Committee for resourcing and issues. Updates will be provided biannually to NZDF Executive Committee.

57.   The Work Programme Board will comprise:

   a.   Programme Senior Responsible Owner: Jacinda Funnell, CPO,

   b.   Business Change Executive (BCE): Mr Martin Price, ACOD

   c.   User Representative: WO1 Mark Mortiboy, WODF,

   d.   Any Technical/Corporate member nominations as required will be included in the Board's Terms of Reference (ToR) to be presented to the NZDF ORG Committee

Op RESPECT Work Programme Governance and Leadership Structure
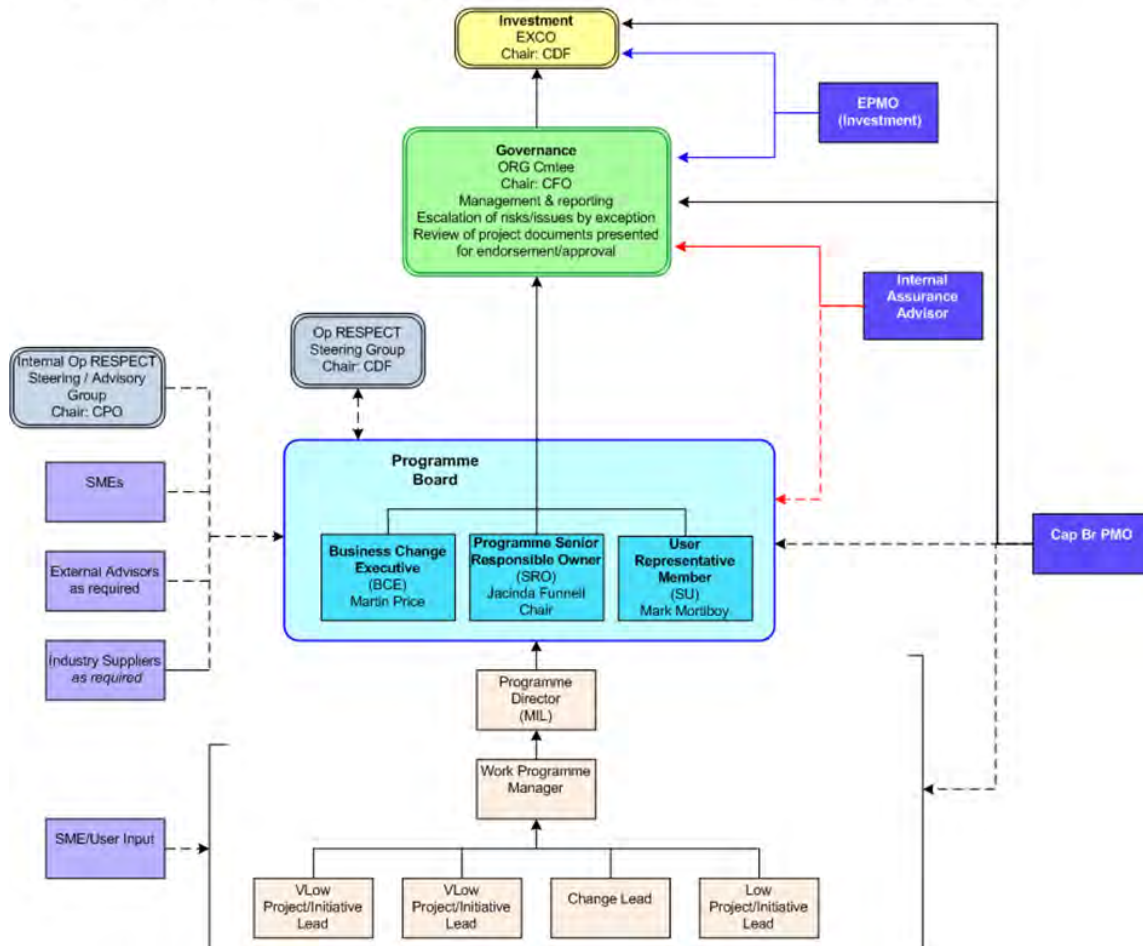
for approval.

---

[2] In compliance with the CMF/CMF-Org.
[3] Project / initiative leads will be appointed if required and Lead OD Op RESPECT role is Change Lead.

58.   Whilst it is not usual for a Work Programme Board to have an appointed User Representative, it is considered appropriate in this instance to represent the user community that is spread across the entire NZDF.

59.   The Senior Military Champion is CDF, AM Kevin Short. CDF will represent the programme externally as required, internally champion the programmes' vision for the future, and will chair the external Op RESPECT Steering Group.

Outline the Programme Schedule

60.   Reference the Op RESPECT Implementation Plan (Enclosure 1).

Change Integration

61.   The Op RESPECT programme is largely a behaviour and culture change programme of work. While some processes and systems throughout the NZDF will be updated and improved the majority of effort is directed toward shaping individual behaviour change. As such, it is critical that the Programme has an Organisational Development lead with significant expertise in culture and change management. This is in line with recommendations from the OAG review which emphasised the need for significant OD specialist expertise.

62.   Change impact has been initially assessed across the following areas;

   a.   Business Strategy and Operating Model – None. The Op RESPECT strategy aligns and supports the NZDF and People25 strategies so no strategic impact is assessed. Successful implementation of the Op RESPECT strategy will support achievement of NZDF level strategy.

   b.   Operating Model & Organisational Design – Minimum. Some change to individual teams is required, including establishment of a right sized programme team for implementation and the recent change in reporting line of the existing team. This saw the Op RESPECT programme team realign to report to Defence Organisational Development, ensuring alignment and fit of this critical culture change programme within the PCP.

   c.   Policy – Medium impact. Some policy change is required to ensure legislative requirements are met and to guide individual and leader behaviour change. Update of DHB policy is already underway, with completion estimated by Feb 2024.

   d.   Information Systems – Unknown, likely minimal. Information system and technology change will be reassessed following the initial data and technology understand phase of work, in approximately 12 months. This will include assessment of changes to the way processes and reporting are enabled by these systems.

   e.   People/Job Design – Medium impact expected in terms of training content, delivery and timing. Roles, reporting lines and jobs are unlikely to change outside of the programme team. This impact will be reassessed following the initial training understand phase of work, in approximately 12 months.

     f.   Culture – Significant cultural change (values, beliefs, behaviour etc.) required to achieve the outcomes of the programme. The programme focuses on areas such as changing social and gender norms, improving personnel skills and knowledge of respectful relationships, and leadership skill and knowledge in dealing with DHB and HSB. Culture and behaviour change initiatives will be led by an experienced organisational development (OD) practitioner from within the Op RESPECT Programme team and work will be tailored and embedded throughout the organisation and single Services as required. This area is the focus of the programme.

63.   A full change management approach will be undertaken, including supporting change leadership throughout the organisation via coaching, training and targeted communications. Organisational and local area change readiness will be assessed and supported on a regular/ongoing basis.

Benefits Management

64.   Benefits management will be undertaken in accordance with the Defence Benefits Management Framework. The Project Manager, on behalf of the Capability Owner, is responsible for coordinating / assembling benefits planning information up to project closure. The Capability Owner, as the executive accountable for benefits realisation, is responsible for the on-going management of the benefits post Project Closure, in accordance with the Benefits Realisation Plan attached at Annex B. This includes reporting the final benefits realised, lessons learned and requesting Approval to Exit the Portfolio (ATEP).

65.   The Benefits Owner is responsible for providing assurance that the expected benefits from the receivers perspective will be (and have been) achieved as a result of the programme's deliverables and resultant business changes. This is achieved through on-going endorsement of the BRP and providing change management support.

Risk Management

66.   Risks will be captured in Planview for the programme and each constituent project, and will be managed in accordance with the Risk Management Framework.

Programme Evaluation

67.   A programme evaluation will be conducted by the Work Programme Manager prior to project closure in accordance with the Capability Management Framework-Organisation expectations, including:

     a.   Achievement of programme objectives,

     b.   Realisation of overall benefits, and

     c.   Lessons learned.

ANNEX A: COMPLAINTS UNIT PROJECT SUMMARY

Complaints Unit Project

Reform of administrative complaints system	
Objectives	To reform the administrative complaints system for military personnel in order to: • make the system more efficient, fair, accessible, and transparent; • improve the experience of individuals who are involved in the complaints process.
Background	The Ministry of Defence Review of the NZDF's implementation plan for Op Respect recommended that an ADF-type Defence Ombudsman office be established for the NZDF in respect of complaints. While this recommendation was not accepted by the NZDF, the NZDF nevertheless conducted a comprehensive review of the administrative complaints system and found there were substantial improvements that could be made to it.
Strategic risks if no investment	The Office of the Auditor General has reported that the NZDF needs to continue to prioritise the work to reform the administrative complaints system that was commenced by DLS. NZDF will be subject to continued monitoring by the OAG with regard to progress implementing this system.
Benefits	Anticipated benefits are improved experiences for individuals involved in the complaints process (including the complainant and respondent), lowering barriers to access the process, improved efficiency of the process, lowering administrative burden of process.
Financial Summary	Based on 4x FTE, annual cost not exceeding $400,000 per annum.
Critical dependencies	This project will be dependent on: Establishing a complaints unit with 3-4 FTE with the principal complaints officer being suitably qualified and supported by at least one deputy and administrative support. This project will be an input to: Improving the complaints and disciplinary processes within the NZDF by lowering barriers to reporting harmful sexual behaviours and improving how such reports are dealt with by the NZDF.
Geographical Distribution	The whole project can be managed from a single domestic location
Capability Integration / Organisational Impacts	Personnel: uplift of 3-4 FTE for complaints unit. Research and Development: N/A Infrastructure and Organisation: The unit will be located at HQNZDF, portfolio to be confirmed. Concepts and Doctrine and Collective Training: Information will need to be disseminated to inform commanders of the new complaints process prior to go-live. Policy writers are

	also instructed to provide guidance about the new complaints system to assist with improving understanding of the processes. Information Technology: Complaints cell supported by appropriate IT systems. Preferably a case management system would be available however current systems are sufficient. Equipment and Logistics: N/A.
Certification	Does not require certification
Technology	No technology
Project delivery risks	Inability to employ suitably qualified principal complaints officer. There is a relatively narrow employment market for the job specifications.
Resources	Project Manager: Op RESPECT MIL lead Other key roles: - Director Defence Legal Services: Col Kennedy-Good

Milestone Activity	Start Date	End date
Project funding and FTE uplift approved	Sep 23	Oct 23
Project Closure		Estimated go live date 1 May 2024

REFERENCE DOCUMENTS

Name	DDMS Link
EXCO approval of changes to Administrative Complaints System for Military Personnel	Refer to DSM
External Review of Administrative Complaints System for Military Personnel, 2023	DDMS link

ANNEX B: BENEFITS REALISATION PLAN

Hyperlink to Benefits Realisation Plan

BENEFIT 1: Develop a culture that embodies safety, respect and inclusion, to attract, recruit and retain great talent now and into the future							
Measure Description	**Baseline**	**Target**					**Method**
		2024	**2025**	**2026**	**2027**	**2028**	
Increased diversity will improve NZDF performance	47%	49%	51%	53%	55%	57%	Pulse
The NZDF supports diversity in the workplace	74%	80%	81%	81%	82%	82%	Pulse
I am treated with courtesy and respect	88%	88%	88%	89%	89%	89%	Pulse
The behaviour of these leaders reflects the NZDF values: Executive Leadership	39%	62%	64%	66%	68%	70%	Pulse
The behaviour of these leaders reflects the NZDF values: Senior Leaders COL (E) and above	39%	60%	62%	65%	68%	70%	Pulse
The behaviour of these leaders reflects the NZDF values: Warrant Officers	66%	68%	70%	72%	74%	76%	Pulse
The behaviour of these leaders reflects the NZDF values: Unit Leadership	70%	80%	81%	82%	83%	84%	Pulse
The behaviour of these leaders reflects the NZDF values: The person I report to	79%	85%	86%	87%	88%	89%	Pulse
I see my workmates / colleagues consistently role modelling the behaviours expected from me.	71%	77%	79%	81%	83%	85%	Pulse
There are safe places for me to socialise at my Defence location	83%	84%	85%	86%	87%	88%	Pulse
I feel safe / supported in learning and developing awareness of Māori language and culture	55%	57%	60%	63%	67%	71%	Pulse
% of Defence Areas with a Op RESPECT Defence Area Plan	0%	80%	90%	100%	100%	100%	Defence Area Plans
% of successful completion of Op RESPECT Defence Area Plan initiatives	0%	50%	75%	90%	95%	100%	Defence Area Plans

BENEFIT 2: Reduced incidents of harmful sexual behaviour, discrimination, harassment and bullying in NZDF work, social and living environments to support wellbeing and operational effectiveness							
Measure Description	**Baseline**	**Target**					**Method**
		2024	**2025**	**2026**	**2027**	**2028**	
Unwanted sexual activity	1.3% of respondents	1.7% of respondents		1.7% of respondents		1.3% of respondents	OAG
Inappropriate sexual behaviour	5.5% of respondents	7.2% of respondents		7.2% of respondents		5.5% of respondents	OAG
Bullying, harassment and discrimination	12.6% of respondents	16.4% of respondents		16.4% of respondents		12.6% of respondents	OAG
Leadership satisfaction that the programme is addressing the correct initiatives to reduce and manage incidents of harmful and inappropriate behaviour.	TBC	80% EXCO agreement	80% EXCO agreement	80% EXCO agreement	80% EXCO agreement	80% EXCO agreement	Informal survey of EXCO, 6 monthly

ANNEX C: MONITORING EVALUATION AND LEARNING FRAMEWORK DRAFT SPREADSHEET

LONG-TERM OUTCOME	DEFINITION	INTERVENTIONS	MEASURES & INDICATORS	BASELINE	PULSE23 RESULTS	TARGET
NZDF embodies a culture of safety, respect and inclusion for operational effectiveness	NZDF leaders and members, Defence Areas, policies, practices, communications and presence demonstrate safety, respect and inclusion.	All	Resource Allocation (NZDF and Defence Area level)			
(Note progress towards the long-term outcome is assessed by progress across all other outcomes measures)			OAG Survey (OAG items will be used to track prevalence of harm (not administrative data)			
			· Response rate			
			· Overall qualitative theme of OAG monitoring report			
			· Q10a: I feel safe from inappropriate and harmful sexual behaviour in my workplace			
			· Q11a: I feel safe from bullying, harassment, and discrimination in my workplace			
			· Q13: How effective do you believe Op Respect has been in reducing inappropriate sexual behaviour in the workplace	81.5% of respondents		
			· Q14-22, 31-33, 34-58 (prevalence/ experience/ frequency of inappropriate behaviour)			
			· Unwanted sexual activity	1.3% of respondents		
			· Inappropriate sexual behaviour	5.5% of respondents		
			· Bullying, harassment and discrimination	12.6% of respondents		
			Pulse			
			· I understand how increased diversity will improve NZDF performance	Pulse22: 59%	Pulse23: 47% (similar Q: Increased diversity will improve NZDF performance)	
			· The NZDF visibly supports diversity in the workplace	Pulse22: 74%	Pulse23: 80%	
			· Within the NZDF I am able to perform my duties free from inappropriate behaviours	Pulse22: 89%	Pulse23: 84%	
			· I would recommend the NZDF as a great place to work	Pulse22: 47%	Pulse23: 55%	
		Communications Approach	Ongoing evaluation of communications approach			
			Annual qualitative review of NZDF communications (including imagery)			

LEADERSHIP ACTIONS/ OUTCOMES	DEFINITION	INTERVENTIONS	MEASURES & INDICATORS	BASELINE	PULSE23 RESULTS	TARGET
Proactive leadership at all levels	NZDF leaders continuously recognise and act on opportunities to build safe, respectful and inclusive climates, and proactively address and respond to harm.	All leadership interventions contribute to this outcome.	OAG Survey			
(Note progress towards the long-term outcome is assessed by progress across all other outcomes measures)						
Improve leadership systems and processes	Our Leadership Development system ensures all our leaders understand what DHB and HSB are, and the impact these have on our people and operational performance. Leaders are equipped to appropriately manage prevention and response actions. The demonstration of safe, respectful and inclusive behaviours is actively considered during performance management and reporting, and promotion decision making.	Review current leadership training	% of training courses that have been evaluated through performance needs assessment (PNA) process	0		
		Learning needs analysis	% of skills mapped in learning need analysis process			
		Create leadership development Package	Leadership development package evaluation?			
			% of initial leadership development package created			
			OAG:			
			· instances of inappropriate sexual behaviour were followed up when reported to authority	62.3% of respondents		
			· instances of bullying, harassment and discrimination were followed up when reported to authority	51.4% of respondents		
		Update performance management and reporting guidance	% of existing training identified			
			% of updated content development			
			% of coursing/ modules updated			
			Reduction in requests for training to PDR inbox	3 per month?		
			Change quality of comments in PDR as assessed at Career Boards			

			Pulse: I have regular and effective conversations with the person I report to about performance and development	Pulse22: 52% (similar Q: the person I report to talks to me regularly about my performance)	Pulse23: 57%
		Update career and promotion decision guidance	% business rules updated		
			% of tools created		
			Pulse: All things considered, how satisfied with the way your career is managed	Pulse22: 41%	Pulse23: 48%
Improve leaders confidence and behaviour	Leaders have the knowledge, skills and tools to act appropriately to prevent and respond to DHB and HSB. Leaders have the skills to confidently discuss DHB and HSB impacts with their teams and units.	Deliver leadership development package	Pilot training completed		
			% of training updated into NZDF system		
			OAG		
			· Immediate supervisor modelled appropriate behaviour	90.6% of respondents	
			Pulse:		
			· I have seen Senior/ Organisational Leadership consistently role modelling the behaviours expected of me	Pulse22: 39%	Pulse23: senior leaders 57% & executive leadership 60% (similar Q: the behaviour of the these leaders reflects the NZDF values)
			· I have seen my unit leadership consistently modelling the behaviours expected of me	Pulse22: 70%	Pulse23: 78% (similar Q: the behaviour of the these leaders reflects the NZDF values)
			· I have seen the person I report to consistently role modelling the behaviours expected of me	Pulse22:79%	Pulse23: 84% (similar Q: the behaviour of the these leaders reflects the NZDF values)
			· I am able to question commanders/ managers or voice an alternative perspective in my workplace	Pulse22: 71%	Pulse23: 78%

					Pulse23: (senior leaders 49%) (executive leadership 50%)	
			· I trust senior/ organisational leadership	Pulse22: 40%		
			· I trust my unit leadership	Pulse22: 73%	Pulse23: 76%	
			· I trust the person I report to	Pulse22: 83%	Pulse23: 85%	
		Review and develop leadership initiatives	Evaluation of pilot completed			
			% of updates completed			
Develop and implement Specialist workforce skills framework	Our specialist workforce (e.g. SAPRA, AHA, NZDF MP etc.) have the skills and expertise required to support our people and organisation.	Specialist workforce competencies identified	% of competencies identified			
		Training/ development for competencies created	% of development identified/ created			
		Development continuum embedded	% of Specialist workforce who have engaged with defined development			
			% of Specialist workforce who are current with their defined development			

SOCIAL & GENDER NORMS ACTIONS/ OUTCOMES	DEFINITION	INTERVENTIONS	MEASURES & INDICATORS	BASELINE	PULSE23 RESULTS	TARGET
Positive Social & Gender Norms		All social and gender norm interventions contribute to this outcome.	OAG Survey Q15a, 15b, 15c, 16, 17, 18, 19, 20, 21, 22			
(Note progress towards this long-term outcome is assessed by progress across all leadership outcomes measures.)						
			· Visibility of Op Respect (To what extent has Op RESPECT been visible in your base, camp or work area in the last 12 months)			
			Pulse:			
			· I feel confident to call out behaviours that are not in line with our values or make me uncomfortable	Pulse22: 77%	Pulse23: 81%	

Increase knowledge of positive and professional relationships	Our people understand how to develop and maintain positive and professional relationships and why this is important in the NZDF. They have the confidence and skills to address inappropriate or harmful behaviours when they witness or experience it.	Review SERR and associated training	% of training courses/modules that have been evaluated through performance needs assessment (PNA) process			
		Learning needs analysis	% of skills mapped in learning need analysis process			
		Training resource development	% of training updated/ resources created			
			% of pers attending SERR training			
			Training evaluation			
			OAG survey? 12a			
			Pulse:			
			· I am comfortable to be myself at work	Pulse22: 81%	Pulse23: 84%	
			· I understand how increased diversity will improve NZDF performance	Pulse22: 59%	Pulse23: 47% (similar Q: Increased diversity will improve NZDF performance)	
			· I see my work mates/ colleagues role modelling the behaviours expected of me	Pulse22: 71%	Pulse23: 74%	
			· I am able to question commanders/ managers or voice an alternative perspective in my workplace	Pulse22: 71%	Pulse23: 81% (similar Q: I feel confident to challenge or call out behaviours that are not in line with our values or make me uncomfortable)	
			Qualitative monitoring of Service WO blogs for content and responses (% of supportive/not comments)			

Increase knowledge of DHB and HSB and impacts	Our members understand the negative impacts DHB and HSB have on individuals, teams and units including the impact on NZDF's performance and operational effectiveness. NZDF members understand the risk and protective factors that contribute to HSB and DHB, including the role of social norms, gender norms and peer influences. NZDF members do not ignore or minimise DHB and HSB, and excuses such as intoxication, are not tolerated. Our members are supported by leaders to discuss DHB and HSB and behave in ways that contribute to our safe, respectful and inclusive culture.	Review current training	% of training courses/modules that have been evaluated through performance needs assessment (PNA) process			
		Learning needs analysis	% of skills mapped in learning need analysis process			
		Training resource development	% of training updated/ resources created			
			% of pers attending training			
			Training evaluation			
			Pulse:			
			· I feel included by my work mates/ colleagues	Pulse22: 85%	Pulse23: 88%	
			· Within the NZDF I am able to perform my duties free from inappropriate behaviours	Pulse22: 89%	Pulse23: 84%	
			· I am treated with courtesy and respect	New Q	Pulse23: 88%	
			OAG Survey 10e, 12b, 12c, 12d			
			Q15a, 15b, 15c, 16, 17, 18, 19, 20, 21, 22, Q31-33, 34-58, 59-75			
			OAG Survey Q11b, 12b, 12c, 12d			
			Q 10b, 10d, 15a, 15b, 15c, 16, 17, 18, 19, 20, 21, 22, 23-30, 31-33, 34-58, 59-75			
			Health & Wellbeing Survey			
			· Section 3 Q6, 7, 8, 25			
			· Section 4 Relationships and Support			
			· Section 5 My job			

Increase acceptance of self-care and early help-seeking	Our members are actively encouraged and supported to maintain balance and wellbeing for self, teams and units. There is no stigma around self-care and help seeking behaviour as they are recognised as beneficial to individual and operational effectiveness.	This is a Health work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.	Health & Wellbeing Survey – Section 4 Resilience, Section 6 Health, Section 7 Help Seeking - further thought required			
Increase awareness of alcohol and substance related harm	Our members recognise the link between alcohol and substance misuse and sexual harm, and the impact this has on our people and operational effectiveness. They have the confidence in leaders and the system to seek help and support if required.	This is a Health work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.	OAG Survey Q44			
				Health & Wellbeing Survey –Section 3 and Section 6, further required		

SUPPORTIVE ENVIRONMENTS ACTIONS/ OUTCOMES	DEFINITION	INTERVENTIONS	MEASURES & INDICATORS	BASELINE	PULSE23 RESULTS	TARGET
Supportive environments	All Defence Areas (working, living, social and cultural spaces) support safety, respect and inclusion through physical design, policy and practice. Members are supported to maintain positive connections with their whanau, families, communities and support networks continuously and while on courses, exercises and while deployed.	All supportive environment interventions contribute to this outcome.	Defence Area Evaluation			
(Note progress towards this long-term outcome is assessed by progress across all leadership outcomes measures.)			Pulse			
			· There are safe places for me to socialise at my Defence location	New Q	Pulse23: 83%	
			OAG Survey Q14-22, 23-30, 31-33			
Prepare for Defence Area Plans	The creation of Defence Area plans and prioritisation is informed by evidence and relevant local data. Simple and accessible templates and tools are created that support Defence Area Commanders to make appropriate decisions for their environment.	Template creation	% of templates created			
		Prioritisation of Defence Areas	% of prioritisation complete			
Develop and implement Defence Area Plans	Each Defence Area has a tailored plan that outlines the actions and priorities required to improve their environment. Leadership teams are committed and feel supported to implement these actions with a long term and continuous improvement focus. Leaders understand the system of support available to them (e.g. Op RESPECT, Op STAND, single service culture teams).		% of Defence Areas with plans complete			
			Quality assessment of Defence Area plans			
			% of Defence Areas on track with implementation of plans			
			Defence Area Evaluation – (include qualitative measure of engagement with leadership in the process?)			

				BASELINE	PULSE23 RESULTS	TARGET
			OAG Survey Q44			
			Health & Wellbeing Survey – Section 6, further required			
Develop and update NZDF DHB and HSB policies	DHB and HSB policies are completed and published.	DHB policy	% of policy updated			
			% of policy communicated			
		HSB policy	% of policy updated			
			% of policy communicated			
Implement Safer Spaces project	The design of our Defence Areas and infrastructure ensures the risk of NZDF members experiencing harm has been reduced. There is a process and guidelines in place to ensure all future infrastructure adheres to safe spaces requirement.	This is a Estate and Infrastructure work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.				

ACCURATE DATA AND ABILE RESPONSES ACTIONS/ OUTCOMES	DEFINITION	INTERVENTIONS	MEASURES & INDICATORS	BASELINE	PULSE23 RESULTS	TARGET
Safe, informed and agile responses	If/ when HSB &DHB occurs NZDF members receive excellent responses characterised by timeliness, expertise, concern and effective streamlined processes. Those accused of doing harm or found to have done harm are held accountable and/or supported to make change. The impacts of HSB & DHB on units is recognised and processes put in place to re-establish trust, safety, respect and inclusion.	All response and data interventions contribute to this outcome.	OAG Survey Q45-58			
(Note progress towards this long-term outcome is assessed by progress across all leadership outcomes measures.)						
Understand current state of data collection, management and usage			% of current data system mapped			
Implement data improvement plan			% of data improvement plan implemented			
			Qualitative assessment of leadership trust in data and information			

Review and improve response processes			OAG Survey Q11c Q9a-f			
			Q10f, 11d, 23-30, 45-58, 67-72, 74-75 Q23-30, Q45			
			· Feel safe reporting inappropriate and harmful sexual behaviour	82.9% of respondents		
			· Feel safe reporting bullying, harassment and discrimination	78.1% of respondents		
			· Satisfied or very satisfied with the response from person in authority after reporting inappropriate sexual behaviour	39.10%		
			· Satisfied or very satisfied with the response from person in authority after reporting bullying, harassment and discrimination	24.30%		
			· % who are satisfied or somewhat satisfied with the support received to deal with inappropriate sexual behaviour	86.60%		
			Pulse Survey			
			If I need to raise a health and safety. I trust it will be addressed satisfactorily.	New Q	Pulse23: 80%	
			· If I experience inappropriate behaviour in my workplace, I feel comfortable reporting the issue	Pulse22: 82%		
			· If I raise a complaint about inappropriate behaviour in my workplace, I trust the complaint will be handled effectively by the NZDF	Pulse22: 66%		
			Health & Wellbeing Survey Section 7 Help Seeking			
			# of Restricted reports to SAPRAs p/a			
			# of Unrestricted reports to SAPRAs p/a			
			# of members SAPRAs actively supporting (by quarter)			
			# of NZDF members treated by health services for sexual assault (by quarter)			
			# of NZDF members referred to counselling for HSB and DHB (by quarter)			
			# of HSB and DHB complaints p/a			
Improve the complaints and military justice processes			OAG Survey Q52, 54			
			Q55			
			# Court Martial Trials for HSB and DHB p/a			
			Court Martial Trial outcomes			
			# Appeals and outcomes			
			# Summary Trials for HSB and DHB p/a			
			Summary Trial outcomes			
			# Appeals and outcomes			
			Future measures to be developed related to Restorative Justice			

ANNEX D: TEAM STRUCTURE OPTIONS

For each option:

1. Grey references existing positions outside of the core programme team, to demonstrate location of team within the existing NZDF structure

2. Green references existing positions (permanent MIL or CIV)

3. Blue references new permanent civil staff (increase in FTE and PERSEX) or MIL personnel

4. Orange references contractors / temporary FTA

Option O: Do Nothing

```
                  ACOD
        ┌───────────┼───────────┐
  Op RESPECT    Op RESPECT    Policy Writer (Military
  Programme Co-  Programme Lead  LTCOL until Feb 24)
  Ordinator (14) (currently WO)
```
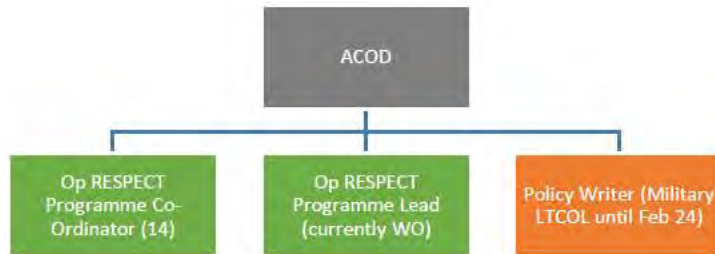
Total Headcount:

Existing funded;   1 CIV [Existing]

1 MIL [Existing]

1 MIL (temp until Feb 24) [Existing]

Option 1: Do Minimum

```
Complaints Unit -
reporting lineTBC
        |
Principal Complaints
   Officer (21)
        |
   Deputy Complaints
     Officer (18)
        |
   Administrative
    support (10)
```

```
         Health
        /      \
  SAPRA (17)    SART Project Officer
(reporting to   (18) (reporting to
  Health)          Health)
```

```
                    ACOD
                     |
            Op RESPECT Programme
                Lead (LTCOL)
                     |
        ┌────────────┼────────────────────────┐
 Lead OD Op RESPECT   DHB Manager (20)    Delayed to after
      (21)                                Phase 1.2
        │                │               Principal Business
        │                │               Analyst (Fixed 12 mnth)
Princple L&D advisor    Policy Writer (Military        │
   (12 mth FTA)         LTCOL until Feb 24)      Delayed to after Phase
        │                                            1.2
Op RESPECT Programme                            Data Analyst (18)
  Co-Ordinator (14)
```

Total Headcount:

Existing funded;1 CIV [Existing]   Uplift: 8 CIV

        1 MIL [Existing]   2 CIV FTA

        1 MIL (temp until Feb 24) [Existing]

Option 2: Preferred

```
Complaints Unit -
position TBC

Principal Complaints
Officer (21)
    Deputy Complaints
    officer (18)

    Complaints Officer
    (18)

    Administrative
    support (10)
```

```
Health
    SAPRA (17) x 2        SART Project Officer
                          (18)
```

```
ACOD
    Op RESPECT
    Programme Lead
    (COL)
        Programme Manager
        (FTA 36 months)
            Op RESPECT
            Programme Co-
            Ordinator (14))
                Lead OD Op RESPECT        DHB Manager (20)    Principal Business
                (21)                                          Analyst (12 mth FTA)
                    OD Advisor Op      Military Advisor    Princple L&D advisor    Policy Writer         Data Analyst
                    RESPECT            (WO/CAPT (E))       (12 mth FTA)            (Military LTCOL until  (18)
                    (16)                                                          Feb 24)
```

Total Headcount:

Existing funded; 1 CIV [Existing]   Uplift: 11 CIV

    1 MIL [Existing]   1 MIL

    1 MIL (temp until Feb 24) [Existing]   3 CIV FTA

Option 3: More Ambitious

Total Headcount:

Existing funded: 1 CIV [Existing]	Uplift:	18 CIV
1 MIL [Existing]		1 MIL
1 MIL (temp until Feb 24) [Existing]		8 CIV FTA

ANNEX E: FINANCE OPTIONS

Option 0 – Do Nothing

Personnel	Type	Grade/Rank	Annual Rate	Dates		FY 23/24 Qtr 2	Qtr 3	Qtr 4		FY 23/24	FY 24/25	FY 25/26	FY 26/27 & Outyears	Total
					PERSEX									
					Existing persex									
Op RESPECT Programme Lead	Military	currently WO		Incumbent until Oct 23 SAP indicates may be: WO, MAJ or LTCOL Resize position to COL		s. 9(2)(a), s. 9(2)(g)(i)								
DHB Policy	Military	LTCOL	s. 9(2)(a)	until Feb 24										
Op RESPECT Programme Coord	Civilian	Grade 14		ongoing										
			Total PERSEX											
					OPEX									
Travel and food for workshops etc		based on existing budget				18,400	18,400	18,400		55,200	73,600	73,600	73,600	276,000
OAG Audit fees	bi-annual	based on previous invoice									200,000		200,000	400,000
			Total OPEX							55,200	273,600	73,600	273,600	**676,000**
			PERSEX + OPEX							s. 9(2)(a), s. 9(2)(g)(i)				

Option 1 – Minimal

Personnel	Type	Grade/Rank	Annual Rate	Dates	FY 23/24 Qtr 2	FY 23/24 Qtr 3	FY 23/24 Qtr 4		FY 23/24	FY 24/25	FY 25/26	FY 26/27 & Outyears	Total
						PERSEX							
Existing persex													
Op RESPECT Programme Lead	Military	currently WO		Incumbent until Oct 23 SAP indicates may be: WO, MAJ or LTCOL Resize position to COL									
DHB Policy	Military	LTCOL		until Feb 24									
Op RESPECT Programme Coord	Civilian	Grade 14	s. 9(2)(a)	ongoing	s. 9(2)(a), s. 9(2)(g)(i)								
Additional													
Full Time Appointment (permanent uplift PERSEX and Headcount)					s. 9(2)(a), s. 9(2)(g)(i)								
Lead OD Advisor - Op RESPECT	Civilian	Grade 21	s. 9(2)(a)	start mid FY 23/24									
Principal Complaints Officer	Civillian	Grade 21		start mid FY 23/24									
DHB Manager	Civilian	Grade 20		start mid FY 23/24									
Deputy Complaints Officer	Civilian	Grade 18		start mid FY 23/24									
Data Analyst	Civilian	Grade 18		start mid FY 24/25									
SART Project Officer	Civilian	Grade 18		start mid FY 23/24									
SAPRA	Civilian	Grade 17		start mid FY 23/24									
Complaints Unit Administration	Civilian	Grade 10		start mid FY 23/24									
Fixed Term Appointment (temporary uplift PERSEX and Headcount)													
Principle Business Analyst	Civilian	Grade 20, 1 year	s. 9(2)(a)	12 month appointment, starting mid FY 24/25					s. 9(2)(a), s. 9(2)(g)(i)				
Principle Learning and Developme	Civilian	Grade 19, 1 year	s. 9(2)(a)	12 month appointment, starting mid FY 23/24	s. 9(2)(a), s. 9(2)(g)(i)								
Total PERSEX									509,694	1,036,345	1,032,991	971,240	3,550,270

OPEX												
Travel and food for workshops etc		based on existing budget				18,400	18,400	18,400		55,200	73,600	73,600	73,600	276,000
OAG Audit fees	bi-annual	based on previous invoice									200,000		200,000	400,000
Contractor SME resource for HSB specialist	$275 per hour	480h FY 24/25									132,000			132,000
Contractor SME resource for DHB specialist	$275 per hour	480h FY 24/25									132,000			132,000
Contactor resource for Comms specialist	$175 per hour	480h per year				21,000	21,000	21,000		63,000	84,000	84,000	84,000	315,000
Contactor resource to deliver workshops in support of Defence Area Plan Delivery	$3200 per works	3 workshops per location per year									96,000	96,000	96,000	288,000
Coaching for Leadership	$500 per session						25,000	25,000		50,000	25,000	25,000	25,000	125,000
Private sector therapy services						11,280	11,280	11,280		33,840	112,800	200,784	200,784	548,208
Victim legal support							6,250	6,250		12,500	25,000	50,000	50,000	137,500
Training Health Providers						225,000				225,000				225,000
														-
Total OPEX										439,540	880,400	529,384	729,384	**2,578,708**
PERSEX + OPEX								-		949,234	1,916,745	1,562,375	1,700,624	**6,128,978**

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

Option 2 – Preferred

Personnel	Type	Grade/Rank	Annual Rate	Dates		FY 23/24 Qtr 2	Qtr 3	Qtr 4		FY 23/24	FY 24/25	FY 25/26	FY 26/27 & Outyears	Total
							PERSEX							
Existing persex														
Op RESPECT Programme Lead	Military	currently WO		Incumbent until Oct 23 SAP indicates may be: WO, MAJ or LTCOL Resize position to COL										
DHB Policy	Military	LTCOL		until Feb 24		s. 9(2)(a), s. 9(2)(g)(i)								
Op RESPECT Programme Coord	Civilian	Grade 14	s. 9(2)(a)	ongoing										
Additional														
Full Time Appointment (permanent uplift PERSEX and Headcount)														
Op RESPECT Military Advisor	Military	CAPT(E) or WO	s. 9(2)(a)			s. 9(2)(a), s. 9(2)(g)(i)								
Lead OD Advisor - Op RESPECT	Civilian	Grade 21		start mid FY 23/24										
Principal Complaints Officer	Civillian	Grade 21		start mid FY 23/24										
DHB Manager	Civilian	Grade 20		start mid FY 23/24										
Deputy Complaints Officer	Civilian	Grade 18		start mid FY 23/24										
Complaints Officer	Civilian	Grade 18		start mid FY 23/24										
Data Analyst	Civilian	Grade 18		start mid FY 23/24										
SART Project Officer	Civilian	Grade 18		start mid FY 23/24										
SAPRA	Civilian	Grade 17		start mid FY 23/24										
SAPRA	Civilian	Grade 17		start mid FY 23/24										
OD Advisor - Op RESPECT	Civilian	Grade 16		start mid FY 23/24										
Complaints Unit Administration	Civilian	Grade 10		start mid FY 23/24										
Fixed Term Appointment (temporary uplift PERSEX and Headcount)														
Op RESPECT Programme Manager	Civilian	Grade 22, 2.5 years	s. 9(2)(a)	30 month appointment, starting mid FY 23/24										
Principle Business Analyst	Civilian	Grade 20, 1 year		12 month appointment, starting mid FY 23/24										
Principle Learning and Development	Civilian	Grade 19, 1 year		12 month appointment, starting mid FY 23/24										
Total PERSEX										851,860	1,542,475	1,422,668	1,277,123	5,094,126

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

OPEX												
Travel and food for workshops etc		based on existing budget				18,400	18,400	18,400		55,200	73,600	73,600	73,600	276,000
OAG Audit fees	bi-annual	based on previous invoice									200,000		200,000	400,000
Contractor SME resource for HSB specialist	$275 per hour	480h FY 24/25									132,000			132,000
Contractor SME resource for DHB specialist	$275 per hour	480h FY 24/25									132,000			132,000
Contactor resource for Comms specialist	$175 per hour	480h per year				21,000	21,000	21,000		63,000	84,000	84,000	84,000	315,000
Contactor resource to deliver workshops in support of Defence Area Plan Delivery	$3200 per workshop	5 workshops per location per year									160,000	160,000	160,000	480,000
Coaching for Leadership	$500 per session						25,000	25,000		50,000	25,000	25,000	25,000	125,000
Private sector therapy services						11,280	11,280	11,280		33,840	112,800	200,784	200,784	548,208
Victim legal support							6,250	6,250		12,500	25,000	50,000	50,000	137,500
Training Health Providers						225,000				225,000				225,000
														-
Total OPEX										439,540	944,400	593,384	793,384	**2,770,708**
PERSEX + OPEX							-			1,291,400	2,486,875	2,016,052	2,070,507	**7,864,834**

Option 3 – More Ambitious

Personnel	Type	Grade/Rank	Annual Rate	Dates		FY 23/24 Qtr 2	FY 23/24 Qtr 3	FY 23/24 Qtr 4	███	FY 23/24	FY 24/25	FY 25/26	FY 26/27 & Outyears	Total
PERSEX														
Existing persex														
Op RESPECT Programme Lead	Military	currently WO		Incumbent until Oct 23 SAP indicates may be: WO, MAJ or LTCOL Resize position to COL					███					
DHB Policy	Military	LTCOL		until Feb 24					███					
Op RESPECT Programme Coord	Civilian	Grade 14	s. 9(2)(a)	ongoing		s. 9(2)(a), s. 9(2)(g)(i)			███					
									███					
Additional														
Full Time Appointment (permanent uplift PERSEX and Headcount)									███					
Op RESPECT Military Advisor	Military	CAPT(E) or WO							███					
Lead OD Advisor - Op RESPECT	Civilian	Grade 21	s. 9(2)(a)	start mid FY 23/24		s. 9(2)(a), s. 9(2)(g)(i)								
Principal Complaints Officer	Civillian	Grade 21		start mid FY 23/24										
DHB Manager	Civilian	Grade 20		start mid FY 23/24										
Snr OD Advisory - Op RESPECT (Navy)	Civilian	Grade 19		start mid FY 23/24										
Snr OD Advisory - Op RESPECT (Army)	Civilian	Grade 19		start mid FY 23/24										
Snr OD Advisory - Op RESPECT (Air)	Civilian	Grade 19		start mid FY 23/24										
Comms Advisor	Civilian	Grade 19		start mid FY 23/24										
Deputy Complaints Officer	Civilian	Grade 18		start mid FY 23/24										
Complaints Officer	Civilian	Grade 18		start mid FY 23/24										
Data Analyst	Civilian	Grade 18		start mid FY 23/24										
Data Analyst	Civilian	Grade 18		start mid FY 23/24										
SART Project Officer	Civilian	Grade 18		start mid FY 23/24										
DHB Trainer / Advisor	Civilian	Grade 18		start mid FY 23/24										
SAPRA	Civilian	Grade 17		start mid FY 23/24										
SAPRA	Civilian	Grade 17		start mid FY 23/24										
SAPRA	Civilian	Grade 17		start mid FY 23/24										
OD Advisor - Op RESPECT	Civilian	Grade 16		start mid FY 23/24										
Complaints Unit Administration	Civilian	Grade 10		start mid FY 23/24										

Fixed Term Appointment (temporary uplift PERSEX and Headcount)			s. 9(2)(a)		s. 9(2)(a), s. 9(2)(g)(i)								
Op RESPECT Programme Manager	Civilian	Grade 22, 3 years		36 month apt, starting mid FY 23/24								
Principle Business Analyst	Civilian	Grade 20, 1 year		12 month apt, starting mid FY 23/24								
Change Manager	Civilian	Grade 19, 2 years		24 month apt, starting mid FY 23/24								
Principle Learning and Development Advisor	Civilian	Grade 19, 3 months		3 month appointment, starting mid FY 23/24								
Principle Learning and Development Advisor	Civilian	Grade 19, 3 months		3 month appointment, starting mid FY 23/24								
Principle Learning and Development Advisor	Civilian	Grade 19, 3 months		3 month appointment, starting mid FY 23/24								
Principle Learning and Development Advisor	Civilian	Grade 19, 3 months		3 month appointment, starting mid FY 23/24								
SART Project Officer	Civilian	Grade 18, 1 year		12 month apt, starting mid FY 23/24								
Total PERSEX									1,213,649	2,416,736	2,295,082	2,135,225	8,257,180
OPEX													
Travel and food for workshops etc		based on existing budget				18,400	18,400	18,400		55,200	73,600	73,600	73,600	276,000
OAG Audit fees	bi-annual	based on previous invoice									200,000		200,000	400,000
Contractor SME resource for HSB specialist	$275 per hour	480h FY 24/25									132,000			132,000
Contractor SME resource for DHB specialist	$275 per hour	480h FY 24/25									132,000			132,000
Contactor resource to deliver workshops in support of Defence Area Plan Delivery	$3200 per workshop	10 workshops per location per year					80,000	80,000		160,000	320,000	320,000	32,000	832,000
Coaching for Leadership	$500 per session						25,000	25,000		50,000	25,000	25,000	25,000	125,000
Private sector therapy services						11,280	11,280	11,280		33,840	112,800	200,784	200,784	548,208
Victim legal support							6,250	6,250		12,500	25,000	50,000	50,000	137,500
Training Health Providers						225,000				225,000				225,000
													-
Total OPEX									536,540	1,020,400	669,384	581,384	2,807,708
PERSEX + OPEX								-	1,750,189	3,437,136	2,964,466	2,716,609	11,064,888

TE OPE KĀTUA O AOTEAROA
DEFENCE FORCE

NZDF OP RESPECT IMPLEMENTATION PLAN

PHASE 1: BUILDING INTO CORE BUSINESS

2023-2026

Document control

Version	Date	Author	Nature of amendment
1.0	22.02.23	Dr Cristy Trewartha	Version 1.0 for approval by NZDF Executive Health and Safety Committee
1.1	24.05.23	OD Team	Updates for NZDF socialisation
1.2	04.08.23	Op RESPECT Program Lead	Updated with indicative resourcing

IMPLEMENTATION PLAN

PHASE 1: BUILDING INTO CORE BUSINESS 2023-2026

This implementation plan is focused on Phase 1, building prevention and more effective responses to Discrimination, Harassment and Bullying (DHB) and Harmful Sexual Behaviour (HSB) into the core business of NZDF. Phase 1 is estimated to take around 3 years to achieve if resourced and implemented effectively. Each intervention has a suggested indicative timeframe.

As this is a long-term complex change process, Phase 1 builds the foundation to enable long-term change. For this reason, the outcomes framework includes important sequencing of activities and interventions, each building on the previous. It is important that action across NZDF demonstrates united efforts to achieve the outcomes. The programme is designed to move the whole organisation. It balances centre-led activity with specific plans and actions for Defence Areas (bases, camps, ships, facilities and training centres – any place where uniformed and civilian NZDF members operate), and allows for Service specific tailoring.

Due to the emergent state of the evidence to prevent DHB and HSB it is essential that implementation is comprehensively supported by a Monitoring, Evaluation and Learning Framework. This means NZDF will be continuously improving and prioritising interventions in response to the data.
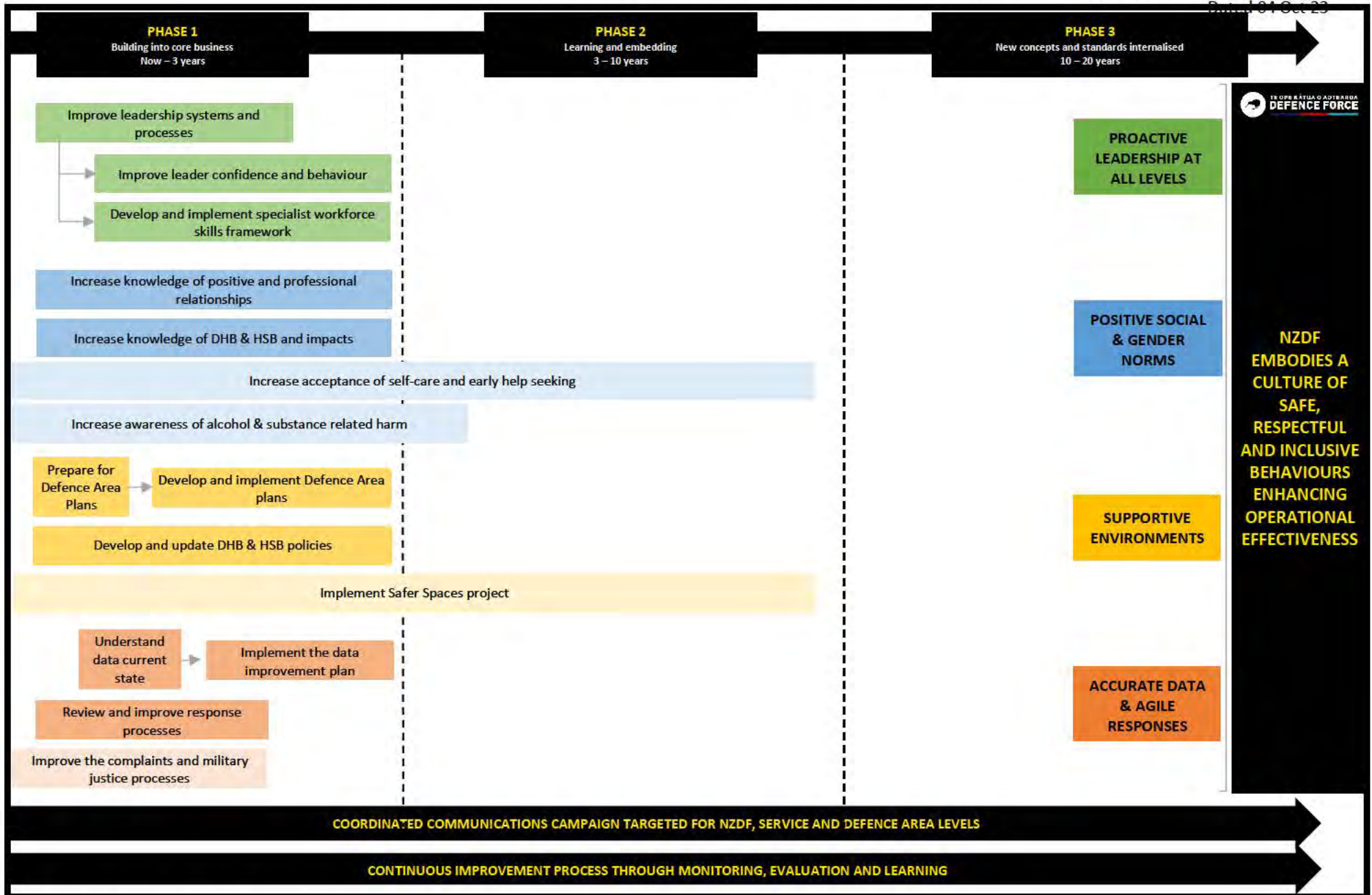
This Implementation Plan can be read alongside these Strategy documents:
- The Op RESPECT Strategic Plan,
- The Op RESPECT Monitoring, Evaluation and Learning Framework, and
- Evidence Review "Preventing harmful sexual behaviour, discrimination, harassment and bullying in military contexts (Trewartha & Holt, 2023)

NZDF OP RESPECT IMPLEMENTATION ROADMAP

Enclosure 1 to Op RESPECT Business Case
Op RESPECT Implementation Plan
Dated 04 Oct 23

PHASE 1
Building into core business
Now – 3 years

PHASE 2
Learning and embedding
3 – 10 years

PHASE 3
New concepts and standards internalised
10 – 20 years

Improve leadership systems and processes

Improve leader confidence and behaviour

Develop and implement specialist workforce skills framework

Increase knowledge of positive and professional relationships

Increase knowledge of DHB & HSB and impacts

Increase acceptance of self-care and early help seeking

Increase awareness of alcohol & substance related harm

Prepare for Defence Area Plans

Develop and implement Defence Area plans

Develop and update DHB & HSB policies

Implement Safer Spaces project

Understand data current state

Implement the data improvement plan

Review and improve response processes

Improve the complaints and military justice processes

PROACTIVE LEADERSHIP AT ALL LEVELS

POSITIVE SOCIAL & GENDER NORMS

SUPPORTIVE ENVIRONMENTS

ACCURATE DATA & AGILE RESPONSES

TE OPE KĀTUA O AOTEAROA
DEFENCE FORCE

NZDF EMBODIES A CULTURE OF SAFE, RESPECTFUL AND INCLUSIVE BEHAVIOURS ENHANCING OPERATIONAL EFFECTIVENESS

COORDINATED COMMUNICATIONS CAMPAIGN TARGETED FOR NZDF, SERVICE AND DEFENCE AREA LEVELS

CONTINUOUS IMPROVEMENT PROCESS THROUGH MONITORING, EVALUATION AND LEARNING

Phase 1 shown in detail, Phase 2 and 3 under development.

PHASE 1: BUILDING INTO CORE BUSINESS

In Phase 1 2023-2026 these are the actions NZDF will be working to achieve.

PROACTIVE LEADERSHIP AT ALL LEVELS

Action 1: Improve Leadership systems and processes

Action 2: Improve Leader confidence and behaviour

Action 3: Develop and implement specialist workforce skills framework

POSITIVE SOCIAL AND GENDER NORMS

Action 1: Increase knowledge of positive and professional relationships

Action 2: Increase knowledge of DHB and HSB impacts

Action 3: Increase acceptance of self-care and early help seeking

Action 4: Increase awareness of alcohol and substance related harm

SUPPORTIVE ENVIRONMENTS

Action 1: Prepare for Defence Area plans

Action 2: Develop and implement Defence Area plans

Action 3: Develop and update DHB and HSB policies

Action 4: Implement Safer Spaces project

ACCURATE DATA AND AGILE RESPONSES

Action 1: Understand data current state

Action 2: Implement the data improvement plan

Action 3: Review and improve response processes

Action 4: Improve the complaints and military justice processes

INTERVENTIONS

The following sections detail the actions that will be used to progress each outcome, the leads and key contributors for each intervention, resources required, and an indicative timeframe.

Phase 1 involves many interventions as this phase sets NZDF up with the resources and processes that will continue to be used and refined in Phase 2 and 3.

PROACTIVE LEADERSHIP AT ALL LEVELS INTERVENTIONS

PROACTIVE LEADERSHIP AT ALL LEVELS – ACTION 1
IMPROVE LEADERSHIP SYSTEMS AND PROCESSES

Our Leadership Development system ensures all our leaders understand what DHB and HSB are, and the impact these have on our people and operational performance. Leaders are equipped to appropriately manage prevention and response actions.

The demonstration of safe, respectful and inclusive behaviours is actively considered during performance management and reporting, and promotion decision making.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Current Leadership Training Understand current leadership training (stand alone and modules within other courses) which discuss leadership of DHB and HSB and role modelling of positive behaviour.	SME[1]	Op RESPECT OD Prog ILD Single Service Training Providers NZDC
Learning needs analysis Identify the key messages and skills regarding leadership of DHB and HSB and role modelling of positive behaviour which our people need during their career life cycle with Defence.		Op RESPECT OD Prog ILD D&I SART NZDC
Leadership Development Package Develop a leadership package that includes education on DHB, HSB and interpersonal skill building[2] which aligns with the Leadership Framework.		Op RESPECT ILD D&I SART OD Prog
Specialist Workforce Package Develop a Specialist Workforce package[3] that includes education on DHB, HSB and interpersonal skill building which aligns with expected specialist skillsets.		Op RESPECT Defence Health SART NZDF MP DHR

---

[1] SME – Principle Training Analyst / Principle Learning and Development Advisor

[2] Including for example: positive and professional relationships communication, conflict resolution, de-escalation, culturally and ethnic specific perspectives, healthy and consensual sexual relationships, diversity and inclusion.

[3] Specialist Workforce includes specialist groups associated with HSB and DHB (e.g. MPs, Chaplains, AHAs and SAPRAs).

ADDITIONAL RESOURCE REQUIREMENTS	1 x Principle Training Analyst / Principle Learning and Development Advisor (Fixed Term Appointment, or contractor) 2 x SME short term contract • HSB specialist (3 months) • DHB specialist / Employment Law specialist (3 months)
DURATION	12 months, begin immediately

Performance Management and Reporting Review and update Performance and Development modules (which exist in current coursing) to include specific guidance on how to improve coaching and reporting skills to reflect desired behaviours.	OD Prog	Op RESPECT Single Service Training Providers DHR ILD
Career and Promotion Decisions Develop business rules, processes and tools to support Leaders and decision makers to actively consider behaviours during promotion and career decision making.	DCTM	Op RESPECT Single Service Career Management DHR
ADDITIONAL RESOURCE REQUIREMENTS	Nil additional resources required	
DURATION	Dependent on first phase of Action 1, then 2 months to complete.	

PROACTIVE LEADERSHIP AT ALL LEVELS – ACTION 2
IMPROVE LEADER CONFIDENCE AND BEHAVIOUR

Leaders have the knowledge, skills and tools to act appropriately to prevent and respond to DHB and HSB. Leaders have the skills to confidently discuss DHB and HSB impacts with their teams and units.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Leadership Development Pilot the Leadership Development Package interventions with targeted leadership groups	Op RESPECT	OD Prog ILD Single Service Training Schools SART SME
Review and Develop Continuously review the implementation of Leadership Package and adjust where necessary	Op RESPECT	ILD D&I SART OD SME
ADDITIONAL RESOURCE REQUIREMENTS	Informed by outcomes of Action 1, likely a mix if external SME and internal personnel resources. External SME likely to be short duration, not long term	
DURATION	12 months, starting approx. 6 months after Action 1 has started	

PROACTIVE LEADERSHIP AT ALL LEVELS – ACTION 3 DEVELOP AND IMPLEMENT SPECIALIST WORKFORCE SKILLS FRAMEWORK		
Our specialist workforce (e.g. SAPRA, AHA, NZDF MP etc.) have the skills and expertise required to support our people and organisation.		
INTERVENTIONS	**LEAD**	**KEY CONTRIBUTORS**
Specialist Workforce Development Pilot the Specialist Workforce Package interventions with targeted specialist groups	Op RESPECT	SART SME
Review and Develop Continuously review the implementation of Specialist Workforce Package and adjust where necessary	Op RESPECT	SART OD SME Defence Health
ADDITIONAL RESOURCE REQUIREMENTS	Informed by outcomes of Action 1, likely a mix if external SME and internal personnel resources. External SME likely to be short duration, not long term	
DURATION	6 months, concurrent with Action 2	

POSITIVE SOCIAL AND GENDER NORMS

POSITIVE SOCIAL AND GENDER NORMS – ACTION 1
INCREASE KNOWLEDGE OF POSITIVE AND PROFESSIONAL RELATIONSHIPS

Our people understand how to develop and maintain positive and professional relationships and why this is important in the NZDF. They have the confidence and skills to address inappropriate or harmful behaviours when they witness or experience it.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
SERR and associated training Review all current training packages (stand alone and modules within other courses) which discuss relationships to identify what is being delivered and when in a members career.	SME[4]	Op RESPECT D&I NZDC NSAPRA Single Service Training Providers
Learning needs analysis Identify the key messages and skills regarding positive and professional relationships which our people need during their career life cycle with Defence.		Op RESPECT OD D&I NZDC ILD
Training and Resource Development Update existing training, and develop new modules resources and support as required to address identified gaps.		Op RESPECT OD D&I NZDC ILD

ADDITIONAL RESOURCE REQUIREMENTS	This action will occur alongside Action 1 of Proactive Leadership utilising the same external resources 1 x Principle Training Analyst / Principle Learning and Development Advisor (Fixed Term Appointment, or contractor) 2 x SME short term contract • HSB specialist (3 months) • DHB specialist / Employment Law specialist (3 months)
DURATION	This action will occur concurrently with Action 1 of Proactive Leadership

[4] SME – Principle Training Analyst / Principle Learning and Development Advisor

POSITIVE SOCIAL AND GENDER NORMS – ACTION 2
INCREASE KNOWLEDGE OF DHB AND HSB AND IMPACTS

Our members understand the negative impacts DHB and HSB have on individuals, teams and units including the impact on NZDF's performance and operational effectiveness. NZDF members understand the risk and protective factors that contribute to HSB and DHB, including the role of social norms, gender norms and peer influences. NZDF members do not ignore or minimise DHB and HSB, and excuses such as intoxication, are not tolerated. Our members are supported by leaders to discuss DHB and HSB and behave in ways that contribute to our safe, respectful and inclusive culture.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
SERR and associated training Review all current training packages (stand alone and modules within other courses) which discuss DHB and HSB to identify what is being delivered and when in a members career.	SME[5]	Op RESPECT D&I NZDC NSAPRA Single Service Training Providers
Learning needs analysis Identify the key messages and skills regarding DHB and HSB, which our people need during their career life cycle with Defence.		Op RESPECT D&I SME NZDC ILD OD
Training and Resource Development Update existing training, and develop new modules resources and support as required to address identified gaps.		Op RESPECT D&I SME NZDC ILD OD
ADDITIONAL RESOURCE REQUIREMENTS	This action will occur alongside Action 1 of Proactive Leadership utilising the same external resources 1 x Principle Training Analyst / Principle Learning and Development Advisor (Fixed Term Appointment, or contractor) 2 x SME short term contract • HSB specialist (3 months) • DHB specialist / Employment Law specialist (3 months)	
DURATION	This action will occur concurrently with Action 1 of Proactive Leadership	

[5] SME – Principle Training Analyst / Principle Learning and Development Advisor

POSITIVE SOCIAL AND GENDER NORMS – ACTION 3
INCREASE ACCEPTANCE OF SELF-CARE AND EARLY HELP-SEEKING

Our members are actively encouraged and supported to maintain balance and wellbeing for self, teams and units. There is no stigma around self-care and help seeking behaviour as they are recognised as beneficial to individual and operational effectiveness.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
This is a Defence Health work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.	Defence Health	Op RESPECT D&I
ADDITIONAL RESOURCE REQUIREMENTS		
DURATION		

POSITIVE SOCIAL AND GENDER NORMS – ACTION 4
INCREASE AWARENESS OF ALCOHOL AND SUBSTANCE RELATED HARM

Our members recognise the link between alcohol misuse and sexual harm, and the impact this has on our people and operational effectiveness. They have the confidence in leaders and the system to seek help and support if required.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
This is a Defence Health work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.	Op STAND	Op RESPECT
ADDITIONAL RESOURCE REQUIREMENTS		
DURATION		

SUPPORTIVE ENVIRONMENTS INTERVENTIONS

SUPPORTIVE ENVIRONMENTS – ACTION 1
PREPARE FOR DEFENCE AREA PLANS

The creation of Defence Area plans and prioritisation is informed by evidence and relevant local data. Simple and accessible templates and tools are created that support Defence Area Commanders to make appropriate decisions for their environment.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Template Creation Prepare a collection of tools and templates which Area Commanders and SME team can use to support the creation of Defence Areas plans.	Op RESPECT	OD Op STAND DPA
Prioritisation of Defence Areas Assess the readiness of each Defence Area, and prioritise and plan roll out.	Op RESPECT	Single Service Culture Teams
ADDITIONAL RESOURCE REQUIREMENTS	Internal resourcing sufficient	
DURATION	Underway now	

SUPPORTIVE ENVIRONMENTS – ACTION 2
DEVELOP AND IMPLEMENT DEFENCE AREA PLANS

Each Defence Area has a tailored plan that outlines the actions and priorities required to improve their environment. Leadership teams are committed and feel supported to implement these actions with a long term and continuous improvement focus. Leaders understand the system of support available to them (e.g. Op RESPECT, Op STAND, single service culture teams).

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Collaborative Development of Defence Area Plans Defence Areas are supported by Op RESPECT and relevant teams to develop an Area Plan.	Op RESPECT	Defence Area Command Teams OD
Implement Defence Area Plan Defence Areas are supported by Op RESPECT and relevant teams to implement their Area Plan.	Defence Area Command Teams	Op RESPECT Single Service Culture Teams Working Group Members Op STAND D&I OD DEI SART NZDF MP
ADDITIONAL RESOURCE REQUIREMENTS	Very difficult to determine what additional resources will be required for this Action, as it is dependent on each different Defence Area commander, and what is needed in their specific area.	

	It is extremely important that this action is resourced with flexible access to funding that will enable the team to access external SME, 1:1 coaches, and travel and food budget to be able to facilitate workshops / focus team work when needed.
DURATION	Plan to rollout widely Q1 2024.

SUPPORTIVE ENVIRONMENTS – ACTION 3
DEVELOP AND UPDATE DHB AND HSB POLICIES

DHB and HSB policies are completed and published.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
DHB policy DHB policy is updated, published, and included in future training packages.	Safety	Op RESPECT DHR SME DLS
HSB policy HSB policy is developed, published, and included in future training packages.	Op RESPECT	DHR SME DLS
ADDITIONAL RESOURCE REQUIREMENTS	1 x fixed term appointment to SART team for HSB policy and other governance documents required to bring team up to expected governance standards.	
DURATION	Underway	

SUPPORTIVE ENVIRONMENTS – ACTION 4
IMPLEMENT SAFER SPACES PROJECT

The design of our Defence Areas and infrastructure ensures the risk of NZDF members experiencing harm has been reduced. There is a process and guidelines in place to ensure all future infrastructure adheres to safe spaces requirement.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
This is a DEI work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.	DEI	Op RESPECT
ADDITIONAL RESOURCE REQUIREMENTS		
DURATION		

ACCURATE DATA AND AGILE RESPONSES

ACCURATE DATA AND AGILE RESPONSES – ACTION 1
UNDERSTAND CURRENT DATA STATE

We understand what data is collected and how it is managed and used across NZDF. We know what additional data is needed, and how to improve our data collection and management system.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Data system Review and understand current data management systems and processes (e.g. MP data, formal and informal complaints, SART data, health data).	SME[6]	Defence Health DHR NZDF MP DLS NSAPRA ORG Research Safety
Gap analysis Identify what additional data is required, how it can be collected and what processes we need to better manage and use our data.		Op RESPECT OD

ADDITIONAL RESOURCE REQUIREMENTS	1 x Principle Business Analyst (contracted, approx. 8 months)
DURATION	8 months – starting as soon as contractor is appointed

ACCURATE DATA AND AGILE RESPONSES – ACTION 2
IMPLEMENT THE DATA IMPROVEMENT PLAN

We trust we have full and complete data to inform organisational decisions and change management programmes.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Data Improvement Implement changes identified during gap analysis including embedding data and information into decision making.	Op RESPECT	Defence Digital Defence Health DHR NZDF MP DLS NSAPRA ORG Research Op RESPECT Safety

ADDITIONAL RESOURCE REQUIREMENTS	1 x Permanent appointment to Op RESPECT team – Principle Data Analyst
DURATION	Start immediately and ongoing

---

[6] Data or Business analyst

ACCURATE DATA AND AGILE RESPONSES – ACTION 3
REVIEW AND IMPROVE THE RESPONSE PROCESSES

The NZDF has a strong response system and processes that are managed by competent specialist support staff. This ensures that if NZDF members are harmed they have access to an excellent response system that is efficient, effective and trustworthy. If NZDF personnel are accused of doing harm, or found to have done harm they are held accountable and/or supported to make change. Our people trust these systems and specialist support staff, and are able to access the support they need.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
Current State Analysis Conduct analysis of current response system to identify response strengths areas for improvement (e.g. resources, specialist workforce competencies, commander's guides etc).	SART	Op RESPECT NZDF MP DLS Defence Health DHR OD
Improvements Develop and implement a variety of interventions to address the areas for improvement identified during current state analysis.	SART	Op RESPECT OD
ADDITIONAL RESOURCE REQUIREMENTS	Nil additional to current allocation	
DURATION	Underway	

ACCURATE DATA AND AGILE RESPONSES – ACTION 4
IMPROVE THE COMPLAINTS AND MILITARY JUSTICE PROCESSES

The NZDF has a robust complaints process and modernised military justice system that is efficient, transparent and fit for purpose. Our people trust these systems and have confidence complaints and incidents will be appropriately managed.

INTERVENTIONS	LEAD	KEY CONTRIBUTORS
This is a Defence Legal work stream, acknowledged in this plan here as a key contributor to overall Op RESPECT outcome framework.	DLS	Op RESPECT
ADDITIONAL RESOURCE REQUIREMENTS	Nil additional to current allocation	
DURATION	Underway	

SUBJECT TO LEGAL PROFESSIONAL PRIVILEGE

Enclosure 2 to Op RESPECT Business Case
Proposed changes to the administrative complaints process for military personnel
Dated 04 Oct 23

Subject	Proposed changes to the administrative complaints process for military personnel
Date	27 July 2023

Background

1. Over the period 2021-22 a comprehensive review by an external barrister (the **review**) of the NZDF's administrative complaints policy for military personnel (the **policy**) was conducted. The review identified areas for improvement and strengthening of the policy, which necessitates a rewrite to implement. Following an update on the policy review to EXHS on 16 Jun 22, on 24 Nov 22 Org Committee approved funding for an external contractor to assist DLS with the policy rewrite. The policy rewrite is underway and the proposed process map is **enclosed**.

Purpose

2. This paper seeks EXCO's approval of key changes to the policy to enable completion of its rewrite. This paper also signals resource and financial implications of the key changes.

Key changes

3. **NZDF Complaints Officer and Complaints Cell**. The functions of this role and cell would include: receiving and assessing all complaints; facilitating informal resolution where appropriate; directing complaints to the appropriate authority for determination and redress; appointing independent reviewers to assess complaints about complaints; and administrative support for decision makers.

4. **Initial assessment of complaints.** This initial 'triaging' stage would consider whether: the complaint is within scope of Service complaints; procedural requirements have been followed; there is evidence that the complaint is malicious or vexatious; the complaint relates to the complaints process itself; and the complaint accurately and fully reflects the complainant's concerns. The initial assessment would inform the next steps in the process to address the complaint.

5. **Informal resolution as a first step, where appropriate.** A range of informal resolution approaches would be available, including: facilitating direct discussions between complainant and respondent; facilitating written exchanges between complainant and respondent; and/or dispute resolution facilitated by an independent mediator. Informal resolution is a feature of the UK, Canadian, and Australian processes.

6. **Formal investigations can be conducted by command or an impartial authority.** Where informal resolution is not appropriate or is not successful then complaints would be referred for formal investigation. Where appropriate, command should continue to investigate complaints, subject to the overriding objective that complaints should be investigated by an impartial authority with the ability to provide redress. It is envisaged that the Complaints Officer would direct a complaint to the appropriate CO where the CO is impartial and can provide redress. If not, the complaint would be directed to the appropriate impartial authority within NZDF who is able to provide redress. The complainant's CO would be notified where a complaint has been directed to an impartial authority.

7. **A new pathway for reviewing outcomes of investigation.** The new pathway for reviewing the outcome of an investigation would allow for one review at Service Chief level (or equivalent impartial authority), with a final review by CDF. Review would not require a new investigation. CDF will have the discretion to decide whether, on the face of the information provided, referral to an external reviewer or the Judge Advocate General is required. Requests for review would

SUBJECT TO LEGAL PROFESSIONAL PRIVILEGE

Enclosure 2 to Op RESPECT Business Case
Proposed changes to the administrative complaints process for military personnel
Dated 04 Oct 23

have to be filed within a designated time frame. This approach is broadly consistent with that taken in the UK, Canada and Australia.

8. **A process for complaints about the complaints system**. A simpler investigation and review pathway would apply to complaints about the complaint system. Currently there is no specific provision for 'complaints about complaints'.

9. **Removal of the elevation of officers' complaints to the Governor-General**. The current process for the elevation of officers' complaints to the Governor-General from CDF is proposed to be removed.

Anticipated benefits of changes

10. It is anticipated that the proposed changes will broadly improve the experiences of complainants and respondents. The changes are expected to resolve the majority of complaints more efficiently and expeditiously thereby reducing administrative load. It is also expected that litigation risk will be mitigated, given that a more robust policy should reduce areas prone to legal challenge.[1]

11. At the point in time the new policy has been in place for twelve months, DDLS (in consultation with Internal Audit) is prepared to report back to EXCO about the performance of the policy.

Resource and financial implications

12. Throughout the policy drafting process it has become increasingly apparent that the Complaints Officer and Complaints Cell will be lynchpins to realising the anticipated benefits of the policy. DDLS will consult with CPO and CFO on how best to optimise current resources[2] and establish new resources where needed. It is proposed that, should EXCO approve the key changes above, that EXCO delegate to CPO and CFO decisions regarding organisational design to support the implementation of the new policy.

Recommendations

13. It is recommended that EXCO:

    a. **Approve** the proposed key changes to the policy outlined in this paper;

    b. **Approve** delegation to CFO and CPO regarding decisions on the organisational design for the Complaints Cell;

    c. **Direct** DDLS to report back to EXCO on the performance of the new complaints process, once in place for twelve months.
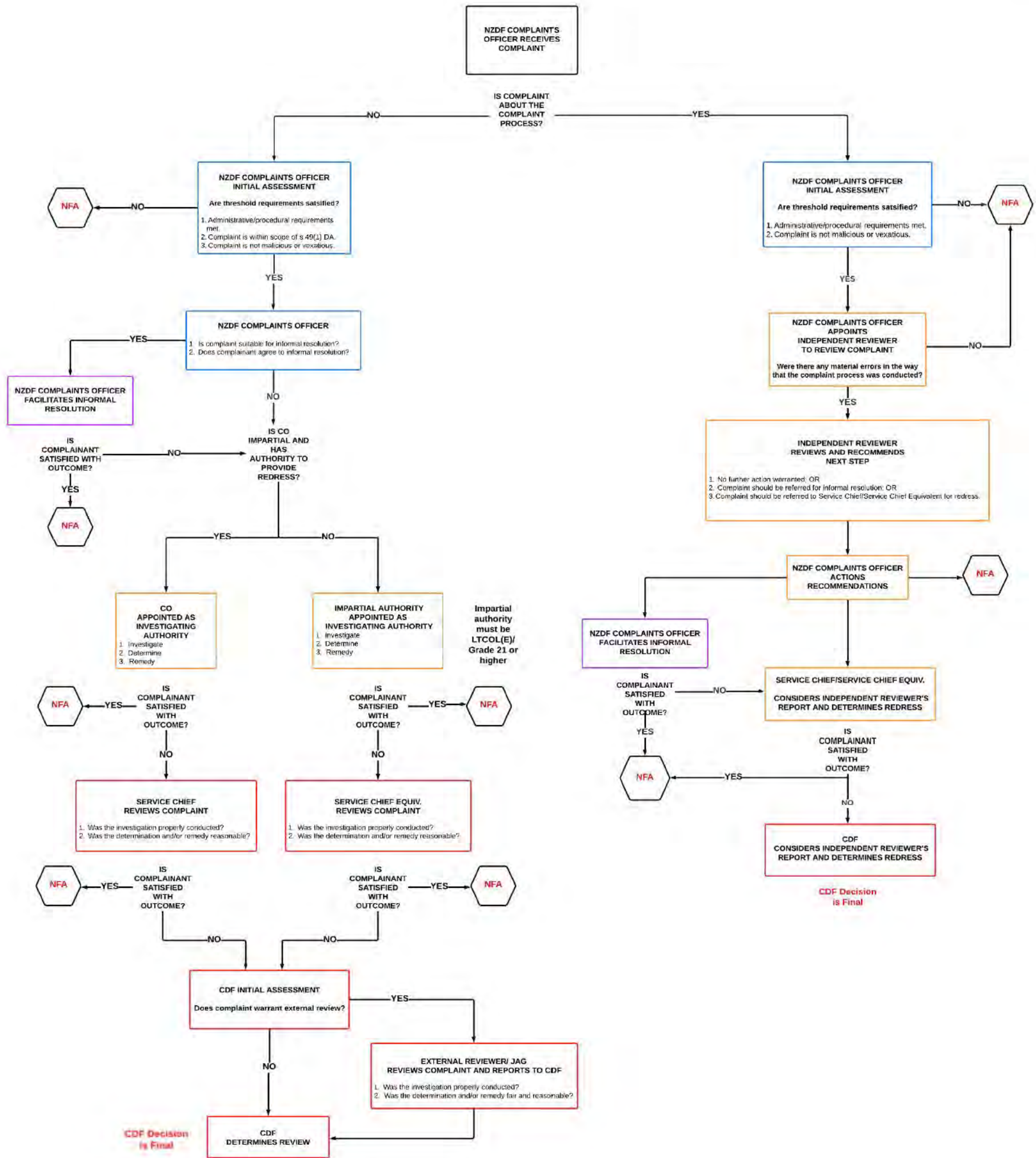
JE KENNEDY-GOOD
COL
DDLS

---

[1] *See*, for example, Independent Review of the NZDF's progress against its Action Plan for Operation Respect, recommendation 2 (and associated commentary). While the recommendation that the NZDF adopt an Ombudsman type complaints office was not adopted, the proposed changes address the concern about the absence of impartiality in the NZDF's current complaints process.

[2] There already exists an HQNZDF complaints officer. Further, funding approval has been given to recruit a historical sexual complaints manager (which may be a position that may best sit alongside or within the Complaints Cell given potential similarity of job roles).

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

Enclosure to DDLS brief to EXCO
Proposed changes to administrative complaints process for military personnel
Dated 27 Jul 23

OP RESPECT

New Zealand Defence Force Prevention and Response Plan for Discrimination Harassment and Bullying (DHB), Harmful Sexual Behaviour (HSB).
Te Mahere Aukati me te Whakautu a te Ope Taua o Aotearoa mo te Whanaketanga Whakararuruaru kino, Te Whakahaehae, Te Whakaweti me te Whakaweti.

TE OPE KĀTUA O AOTEAROA
DEFENCE FORCE

Wāhinga Kōrero Foreword

As the Chief of Defence Force I am pleased to introduce our Op RESPECT Strategic Plan. This is a long term programme of work that highlights our commitment to respect, inclusivity and unity. Op RESPECT is a call to action for every single person in our Defence Force. Being a successful military organisation is not just about conducting military manoeuvres effectively. It is about how we behave during those manoeuvres, whether on operational deployments, international and domestic exercises, or in our day to day activities. We know our true strength lies in valuing and respecting every person – we are at our best when we stand united. Although we have made progress since Op RESPECT was established, we have more work to do, as some of our people are still experiencing discrimination, harassment and bullying. Disappointingly, incidents of sexual harm are still occurring. This is simply unacceptable.

We are a military organisation, which means there may come a time when you will operate in a conflict zone; an inherently risky activity. This is the time when team cohesion and trust in our colleagues is most important. Discrimination, harassment and bullying and harmful sexual behaviour undermines this cohesion and trust. There is no place for harmful behaviour in our workplace. There is no excuse to treat other members of our Defence Force or community with anything but respect, or to impose your unwanted behaviour on someone else. In many ways, we may be required to behave better than average New Zealand citizens, because we are their representatives in the international community. The New Zealand Government trusts us to represent them positively.

I want to lead an organisation where every individual feels safe, valued and respected. Where our people always feel comfortable speaking up, calling out inappropriate behaviour, and discussing concerns with leaders. I want our people to be assured that if any misconduct happens, it will be dealt with swiftly, effectively, fairly and compassionately. I know we can achieve this.

We all want the NZDF to be the best military force we can be. The Op RESPECT programme of work will support us to achieve our vision of being an integrated Defence Force built on our values of tū kaha | courage, tū tika | comradeship, tū tira | commitment and tū māia | integrity.

Ma te kotahitanga e whai kaha ai tātau
In unity we have strength.

Tony Davies
Air Marshal
Chief of Defence Force

Te Kunenga ō Whakaute Mahi
Evolution of Op RESPECT

People are the NZDF's most critical capability, so in 2016 when issues of inappropriate and harmful sexual behaviour were raised, Operation RESPECT was established.

The original intent of Op RESPECT was to eliminate harmful and inappropriate sexual behaviour in the NZDF. This led us to embedding a number of positive initiatives including:

- Establishment of a Sexual Assault Response Team and Sexual Assault Prevention and Response Advisor roles;

- Significant education campaign with focus on raising awareness of inappropriate and harmful behaviours;

- Two track disclosure process which enabled those harmed through sexual assault to confidentially access support services without notification to command; and

- Compulsory training course for all NZDF members and civil staff that focused on sexual ethics and respectful relationships.

In 2017 the NZDF recognised that all inappropriate and harmful behaviour, including discrimination, harassment and bullying negatively impacted our team cohesiveness and operational effectiveness. Therefore, Op RESPECT was expanded to encompass addressing all inappropriate and harmful behaviour.

In 2020 the Ministry of Defence (MoD) commissioned an independent review of Op RESPECT to understand what progress we had made towards a culture of dignity and respect. They recommended we engage the Office of the Auditor General (OAG) to work with us over the next 20 years, to provide an independent perspective of our progress. The NZDF committed to this course of action, and the first OAG audit report was published in March 2023. The MoD and OAG reviews both highlighted the need to focus on a more enduring organisation wide programme to implement significant and permanent cultural change within the NZDF.

Moving forward

We know there are still incidents of harm occurring within our organisation, and this has a negative impact on our ability to conduct our role both in New Zealand and internationally. We want to do better, and the Op RESPECT strategic plan outlines how we will do that.

"Op RESPECT is a call to action for every single person in our Defence Force."

– Chief of Defence Force

Te Hira ō Whakaute Mahi
The Importance of Op RESPECT

The NZDF has a proud history of service to New Zealand and the international community. Across the continuum from war fighting to peacekeeping, humanitarian and disaster response operations, the NZDF's goal is to provide a high performing, cohesive and effective military force.

The NZDF is a complex organisation of about 15,000 people (approx. 75% military and 25% civilian) who are part of between 2,500 to 3,000 teams of many types, sizes and purposes[1]. Operational effectiveness within the NZDF's land, maritime, air, joint and integrated organisations is dependent on the quality, productivity and performance of our teams, and their willingness and ability to collaborate and operate together.

While most people in the NZDF strive to live our values of Courage, Commitment, Comradeship and Integrity, those that do not, cause harm to others. Inappropriate and harmful behaviours between people breaks down safety, trust and cohesion within and between NZDF's teams, in our workplace and deployed on operations.

This reduces the performance and operational effectiveness of our teams, units and ultimately the NZDF. This has a significant negative impact on the NZDF's reputation, the retention of our people and our ability to recruit.

Op RESPECT supports leaders to grow safe and cohesive teams by focusing on progressively eradicating inappropriate and harmful behaviours from within the NZDF, and reinforcing positive behaviours that promote safety and cohesion. This is an enduring leadership challenge for all members of the NZDF, throughout all seven leadership levels, from leading ourselves to leading our organisation[2].

Operational challenges constantly change and can appear unexpectedly. To be ready to adapt and succeed when these challenges arise the NZDF's capabilities and culture must also evolve. Our past operations and culture provide helpful lessons from what worked yesterday and a firm foundation for change, but they do not provide the solutions needed for the future. The solutions for NZDF's future

challenges will come from a culture that enhances the diversity of thought, experience, creativity and innovation of our people, teams and 'teams of teams'. We are at our creative best when we feel safe, included, respected and supported as part of a cohesive and well led team and organisation.

Op RESPECT is an important part of the NZDF evolving our culture by focusing on removing behavioural obstacles that will prevent NZDF leaders building safe and cohesive teams. These are the teams that we will need to enhance our individual and collective performance, and better prepare NZDF for the operational challenges of the future.

---

[1] There are a myriad of different sized teams across the NZDF. 15,000 divided by an average size of six per team = 2,500. Of those 2,500 team leaders, approx. 500 will be a member of another leadership team, and so on. 3000 is probably a conservative estimate of the number of teams within the NZDF.

[2] NZDF's seven leadership levels are Lead Self, Lead Teams, Lead Leaders, Lead Systems, Lead Capability, Lead Integrated Capability and Lead Organisation.
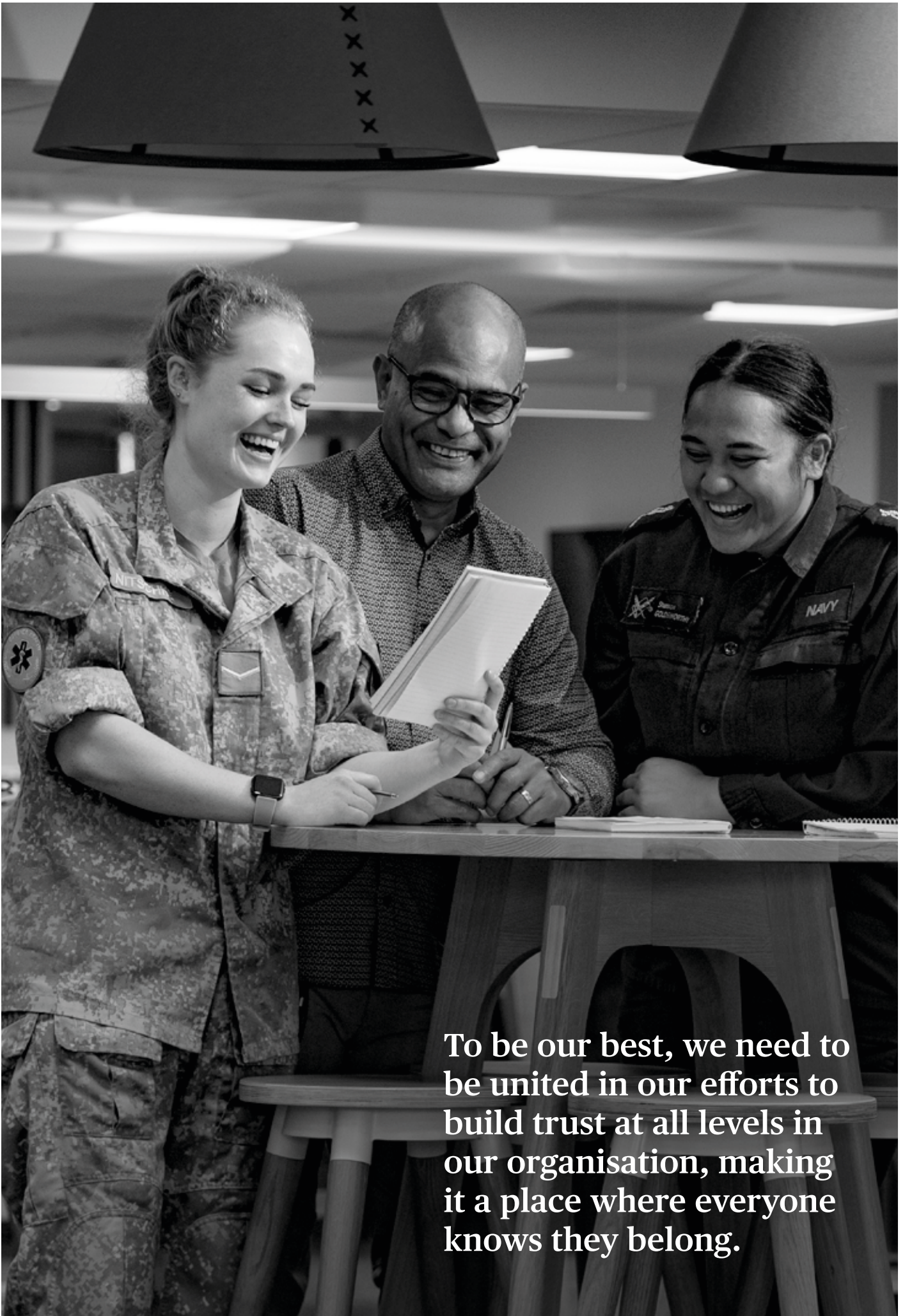
To be our best, we need to be united in our efforts to build trust at all levels in our organisation, making it a place where everyone knows they belong.

Te Matawhānui ō Whakaute Mahi
Op RESPECT Vision

To grow a culture of safe and cohesive teams.

He aha ai
The Why

To enhance NZDF's operational effectiveness, reputation, retention and recruiting.

He aha te Whakaute Mahi?
What is Op RESPECT?

Op RESPECT is about progressively eliminating inappropriate and harmful behaviours that prevent the building of safe and cohesive, high performing teams within the NZDF.

Op RESPECT is a 20 year programme of work dedicated to eliminating and preventing discrimination, harassment and bullying and harmful sexual behaviour from occurring in the NZDF. Op RESPECT also ensures the NZDF has a robust, effective and trusted response and complaints system in place for when harm does occur.

Four key lines of effort have been identified that will help us coordinate our efforts moving forward, these encompass NZDF values and Te Ao Māori principles to ensure the work is appropriate and meaningful to our unique NZDF context.

Lines of effort:

1

Mahi Hautūtanga i tetaumata katoa **Proactive Leadership at all Levels**

2

Tikanga Hapori me teira tangata **Positive social and gender norms**

3

Tautoko Taiao **Supportive environments**

4

Raraunga Tika mengā Whakautu Ake **Accurate data and agile responses**

Mahi Hautūtanga i tetaumata katoa
Proactive Leadership at All Levels

Mā mua ka kite a muri, mā muri ka ora a mua
Those who lead give sight to those who follow, those who follow give life to those who lead

Effective leadership underpins the success of the NZDF. The main function of leaders at every level is to build and maintain high performing and effective teams. A leader needs to set the tone, clearly articulate expected standards and reinforce positive behaviour. When all leaders set and maintain an environment characterised by professionalism and respect, the NZDF can perform at a high level, both operationally and at home.

All leaders within the NZDF have a key role in the Op RESPECT programme of work. Our leadership framework already articulates the positive behaviours our leaders should demonstrate. The leadership focus within Op RESPECT is designed to build on this foundation. It will help leaders to grow their capability and confidence to manage inappropriate and harmful behaviours.

This focus area will build and encourage manaakitanga within our organisation. Manaakitanga is people demonstrating respect, care and consideration for others. Derived from the word "mana", it is through manaakitanga that open, positive, safe and healthy environments are created, and can be felt in the relationships we have with each other. It contributes to our collective wellbeing and is critical to effective leadership.

Proactive, accessible leadership is essential in preventing and responding to harmful behaviours across the NZDF. This focus area will include changes to improve leadership systems, processes and training. Ensuring our leaders at all levels are prepared for the complexities of leading in the NZDF today and into the future.

Tikanga Hapori me teira tangata
Positive Social and Gender Norms

Aha te mea nui o te ao?
He Tangata. He Tangata. He Tangata.
**What is the most important thing in the world?
It is people. It is people. It is people.**

Working relationships in the NZDF are unique. Many of our people join early in their working lives, have long careers with the organisation and share distinct and sometimes challenging operational and training experiences. Our military people often spend a proportion of their careers living, working and socialising with their workmates 24/7, blurring the lines between personal and professional. These connections are extremely important to our operational effectiveness as they enable team cohesion and trust. If our working relationships are damaged by inappropriate and harmful behaviours then team safety, trust and cohesion is broken down.

Therefore, we need to make sure these relationships are positively maintained and handled with respect. Ensuring our military and civilian members can live and work in a safe, respectful and inclusive environment will enhance individual performance and support the NZDF's ability to attract, recruit and retain great talent.

This focus area will build and encourage whanaungatanga within our organisation. Whanaungatanga is the glue that holds people together. It is about relationships, kinship and a sense of connection. Being connected to your unit/ship/squadron/area of work is important, as is being connected to your whānau, community, Service and the NZDF. Understanding of this concept will give our people the skills to build genuine and respectful relationships.

We will also create greater understanding of the negative impacts of discrimination, harassment and bullying, and harmful sexual behaviour, and why these behaviours are so detrimental to operational effectiveness. This will also promote a willingness to intervene and stop these behaviours when seen, educating NZDF members at all levels to recognise and act on opportunities to build a safe, respectful and inclusive culture.

Tautoko Taiao Supportive Environments

I orea te tuatara ka patu ki waho
A problem is solved by continuing to find solutions

In many cases our work and living spaces in the NZDF are combined. This contributes to our effectiveness and is necessary but can also mean incidents of harm are more likely to occur. It is our responsibility to ensure our infrastructure, processes and policies reflect this complexity and are fit for purpose.

We need to ensure we are creating environments (work and social spaces) that support our people to connect in a genuine way. Enabling these connections will enhance our whakawhanaungatanga which is critical to our success. Whakawhanaungatanga is the process of getting to know and relating to others. It will ensure members are supported to maintain positive connections with their whānau, families, communities and support networks while on courses, exercises and deployed.

Within this focus area Defence Area Commanders will proactively work to foster a sense of community and belonging among their teams, whanau and wider communities. Ensuring everyone feels valued and able to bring their authentic selves to work means we get maximum benefits from our diverse workforce. Creating opportunities for our members to welcome their whānau and friends to be part of their military lives, means these support systems are established and in place for when our military members deploy.

This focus area also includes investment in infrastructure, from barrack and messing facilities to daily work spaces. Ensuring current buildings are brought up to safe and secure living standards, and any new infrastructure is built to modern inclusive living standards. We need to ensure our people are able to work and live safely and comfortably.

Finally, we will address gaps in our policy, specifically policies regarding discrimination, harassment and bullying, and harmful sexual behaviour. This will ensure when people make a complaint the process is consistent, transparent, and suitable for the complaint that has been made.

Raraunga Tika mengā Whakautu Ake
Accurate Data and Agile Responses

Whaia te mātauranga hei oranga tātou katoa
Seek knowledge for the wellbeing of all

All NZDF members deserve a strong response system and complaints process managed by competent leaders and specialist support staff. Since the establishment of Op RESPECT in 2016 NZDF has made significant progress in this area, however we need to ensure our response capability continues to be robust, resourced and aligned with best practice guidelines. NZDF also needs to ensure there is an appropriate system in place so that if personnel are accused of doing harm, it is investigated swiftly and fairly, and if found to have done harm, they are held accountable and are supported to understand the harm they have caused and given the opportunity to change their behaviours.

Those unwilling or unable to change their harmful behaviours do not belong in the NZDF.

This focus area will ensure NZDF leaders and support staff are trained and resourced to respond to reports of inappropriate and harmful behaviour. Consistently and compassionately managing these reports ensures that if NZDF members are harmed or have harmed others they have confidence complaints and incidents will be appropriately managed.

To support the prevention strategy and response system, the NZDF needs to understand what is working and what is not, this includes being aware of current incidents, behavioural trends, attitudes, and barriers to change from across the organisation. To achieve this, the NZDF needs to collect and analyse data from a range of systems and be able to trust the accuracy of this. This data can then be used to continuously adjust training, resources and support systems and make informed organisational decisions.

Whakatinana Whakaute Mahi Op RESPECT Implementation

Ka mua, ka muri
Walking backwards into the future

Walking backwards into the future means we will understand where we have come from and learn from the successes, mistakes and lessons of the past as we progress into the future. Ensuring the NZDF of the future is a place where all our people at all times feel respected, safe and included is a long term commitment. This will take mahi tahi – everyone working together and being actively involved to succeed. To ensure all voices are heard equally we will partner with our people and communities and create safe spaces where diverse perspectives are encouraged and valued. To contribute to our success we will use culturally grounded strategies and ensure Te Tiriti o Waitangi principles – participation, partnership and protection – are central to programme creation. We will partner with all of our people and other nations to ensure our history, previous knowledge and good practice informs our future work.

The Op RESPECT implementation plan is divided into three phases over the 20 year programme:

- **Phase I 2024-26:** Embed Op RESPECT into core business (Goal – NZDF embeds Op RESPECT as business as usual).

- **Phase II 2027-29:** Embed continuous Op RESPECT culture change improvement (Goal – NZDF achieves continuous improvement of its Op RESPECT practices through shared internal and external learning).

- **Phase III 2030-44:** Be recognised for leading in culture change excellence (Goal – NZDF achieves domestic and international recognition for excellence and effectiveness in its Op RESPECT culture change programme).

The three phases have clear goals that progressively expand in their aspiration and breadth over time. The four lines of effort are outcome/effects focused and continue throughout all phases. Each line of effort has action areas that provide operational objectives. These will change over time as the programme progresses.

Phase I: Embed Op RESPECT into Core Business. This is the foundational phase where existing Op RESPECT Defence Area Base and Camp plans are revised, refreshed and enabled to encompass the expansion of Op RESPECT's focus to include the eradication of sexual harm, discrimination, harassment and bullying. Op RESPECT's prevention and response policies, processes, systems, education, training and plans are updated and implemented to enable leaders and specialists at all levels to effectively carry out their Op RESPECT related duties.

Phase I: What success looks like.
Phase I will be complete when NZDF has positioned itself to respond swiftly and consistently when incidents occur and has an active prevention programme in place. Op RESPECT's polices and processes will be clear and systems enable leaders and specialists at all levels to understand and carry out their Op RESPECT related responsibilities and duties. All NZDF personnel will understand and be enabled to access support for sexual harm, discrimination, harassment and bullying. All NZDF personnel will understand their responsibility to act and be enabled to intervene and stop sexual harm, discrimination, harassment and bullying from continuing if they observe it occurring.

Accusations of sexual harm, discrimination, harassment and bullying will be investigated swiftly and fairly. Those harmed will be enabled and supported, and where possible mediation, healing, learning and resolution provided for all involved. Those proven to have offended will be held to account, supported to learn and change and depending on the level of offending dealt with through NZDF internal disciplinary processes or externally through the NZ criminal justice system as appropriate.

There will be a likely rise in the reported incidents of sexual harm, discrimination, harassment and bullying during Phase One as NZDF personal learn to trust the implementation of Op RESPECT's policies, processes and systems by NZDF's leaders and specialist support personnel. Over time the number of incidents should decrease as Op RESPECT's prevention programme takes effect on attitudes and behaviours.

Phases II and III: For the future, Phase II will be built on the success of Phase I and Phase III on the success of Phase II. The timelines are indicative and not fixed. Aspects of Phase II may begin within the next three years if Phase I progresses well, or be delayed if Op RESPECT is taking longer than envisaged to embed into NZDF core business. Similarly Phase III may be brought forward or delayed depending on the future progress of Phase II. The success of each phase will depend on the effects being achieved, not timings.

Safe and cohesive, high performing teams overcome and succeed.

OP RESPECT

Mahere Whakamahinga Outline Implementation Plan

Lines of Effort	Action Objectives	Concept
Proactive leadership at all levels	Clear direction to guide leader actions provided	HQ NZDF will provide centralised direction, policy, processes, systems, education, training, monitoring and specialist support for the decentralised execution of Op RESPECT prevention and response plans by commanders, managers, leaders and specialists at Defence Area Camp and Base level.
	Leadership systems and processes improved	
	Leader confidence and behavior improved	
	Specialist workforce skills framework implemented	
Positive Social and Gender Norms	Knowledge of positive and professional relationships increased	What next: The Op RESPECT Team will engage and maintain support for Base and Camp command, management and leadership teams to assist with:
	Knowledge of Discrimination, Harassment and Bullying (DHB) and Harmful Sexual Behaviour (HSB) impacts increased	
	Uptake of self-care and early help seeking accepted	• The development and implementation of effective local Defence Area Base and Camp Op RESPECT plans.
	Increased awareness and reduced alcohol and substance related harm	
Supportive Environments	Discrimination, Harassment and Bullying (DHB) and Harmful Sexual Behaviour (HSB) policies updated	• Monitoring, coordinating and adapting direction, education, training, systems and specialist support to enable progressively more effective local Op RESPECT prevention and response activities and outcomes.
	Defence Area plans developed and implemented	
	Defence Area Commands Community of Practice established	
	Safer Spaces project implemented	
Accurate Data and Agile Responses	Current data state understood and mapped	
	Data improvement plan and system developed and implemented	
	Response processes reviewed and improved	
	Complaints and military justice processes reviewed and improved	

NZDF has an embedded culture of safe, respectful and inclusive behaviour that enhances individual experiences and wellbeing, and the operational effectiveness of our teams.

Ma te kotahitanga e
whai kaha ai tātau.
In unity we have
strength.

HEI MANA MŌ AOTEAROA
A FORCE FOR NEW ZEALAND

NZDF.MIL.NZ

NEW ZEALAND DEFENCE FORCE

OPERATION RESPECT

ACTION PLAN

FOR

ENSURING AN INCLUSIVE AND SAFE ENVIRONMENT

FOR ALL PERSONNEL

ACKNOWLEDGEMENT

The New Zealand Defence Force acknowledges the influence that the Canadian Armed Forces, the Australian Defence Forces and the United States Armed Forces sexual assault prevention strategies and associated documentation have had on the development of a New Zealand Defence Force response to inappropriate sexual behaviour, and thanks them for their permission to adopt and adapt their work.

Introduction

Sexual violence is an exceptionally complex and conspicuous problem in New Zealand. The New Zealand Defence Force is not immune, and acknowledges that it has an issue that requires addressing. Instances of inappropriate sexual behaviour strike at the heart of the most important part of the New Zealand Defence Force - its people. The harm, both on an individual level and to the organisation can be acute and can impair organisational efficiency and capability. It impacts choices of future recruits and has implications on the retention of the current force.

This is a cultural issue that demands that individuals at all levels take ownership. Changing the culture of an organisation, though challenging, is possible. But…it will take much more than an hour of training, a slick awareness campaign, or an inspiring, colourful poster. Everyone has to play their part. Everyone has a role in creating a professional work environment that promotes dignity and respect. People join the military to be a part of something greater than themselves. They should never fear for their safety within the ranks.

In December 2014 the Chief of Defence Force, Lieutenant General Tim Keating directed the establishment of the Sexual Assault Prevention and Management Governance Group, which instituted a two year work plan. In September 2015 (in line with the Sexual Assault Prevention and Management Work Plan) the Sexual Assault Prevention and Management Governance Group commissioned an independent external review to examine inappropriate sexual behaviour in the Royal New Zealand Air Force. In the days following the submission of this external review titled "Air Force Culture Review 2015", the leadership of the New Zealand Defence Force accepted and acknowledged the existence of the problem, and have taken swift and tangible action to address it. On 07 February 2016 the Chief of the Defence Force formed the Operation RESPECT Project Team which was tasked to:

- Produce an implementation plan for the delivery of a 'Restricted Disclosure of Sexual Assault' system for uniformed military members.
- Develop a work stream to deliver swift results targeting the recommendations from recent reviews.
- Identify key aspects of the current Sexual Assault Prevention and Management work stream that can be accelerated for delivery within two - six months.
- Develop a pathway to deliver longer term actions that influence the culture of the New Zealand Defence Force.

The following are the results of this work and the steps described in this Action Plan have been initiated.

Creating a new structure to respond more effectively to complaints of inappropriate sexual behaviour and to support victims, while not the goal, is an important step along the way to ensuring a culture that is free from harmful sexualised behaviour. The introduction on 30 June 2016 of a Sexual Assault Response Team is a means to respond effectively to inappropriate sexual behaviour, but not an end itself. The next vital steps will raise more testing challenges, such as transforming ingrained attitudes and rebuilding trust. However challenging, the course is set for significant, fundamental cultural change. The Chief of Defence Force has rightly taken the lead on this issue, making it a personal task - he has made it clear that inappropriate sexual behaviour of any kind is repugnant and has no place in the New Zealand Defence Force. The Chief of the Defence Force and his executive leadership team understand the urgency and the importance of this issue.

The emphasis is now on proactively and systematically transforming the culture of the New Zealand Defence Force in order to allow *all* members to operate to their full capability. The presence of harmful, inappropriate sexual behaviour within the New Zealand Defence Force impacts on the organisation's ability to achieve its mission. It destroys the inherent trust and cohesion amongst personnel that is at the heart of an effective fighting force, and critically such abhorrent behaviour weakens New Zealand Defence Force operational capability. For the safety of individuals and for the effectiveness of the organisation, the New Zealand Defence Force is moving decisively to eliminate this behaviour and fundamentally change its culture to prevent recurrence, and to ensure a mutually respectful, inclusive and safe environment for *all*.

Operation RESPECT is an organisation-wide military operation launched by the Chief of the Defence Force to eliminate harmful and inappropriate sexual behaviour in the New Zealand Defence Force. This Action Plan outlines the overarching strategy and framework, and the specific tasks and timeframes required to achieve this objective.

The Strategy

Similar to the Canadian Armed Forces, the strategy developed to address inappropriate sexual behaviour in the New Zealand Defence Force involves response along four major lines of operation designed to *Understand, Respond, Support* and *Prevent*. The strategy is a coordinated effort to review and develop policies, programmes, education, training, and victim support. Central to this, and clearly the most challenging aspect of this endeavour, is the requirement to influence and change culture across the organisation. This will require sustained effort and influence at all levels of the New Zealand Defence Force.

UNDERSTAND	RESPOND	SUPPORT	PREVENT
•Educate NZDF leaders •Engage with a full range of stakeholders (Int/Ext) •Create information management systems •Track latest trends, leverage research, and partner with external expertise •Develop a reporting framework	•Ensure NZDF takes appropriate action upon being informed of incidents of inappropriate behaviour •Minimise factors influencing under-reporting through development of a confidential victim reporting protocol	•Ensure NZDF pers have skills required to deal effectively and sensitively with victims of inappropriate sexual behaviour •Ensure existence of comprehensive and accessible victim support system •Ensure continued support available for as long as required	•Discourage NZDF pers from engaging in or tolerating inappropriate sexual behaviour through the development of a visible, effective prevention programme based on strong, sustained leadership and vigilance at all levels •Lead positive culture change in the NZDF through tailored education/training programmes for all personnel •Better integrate internal policies

[Model adapted from the Canadian Armed Forces Action Plan on Inappropriate Sexual behaviour, 30 April 2015.]

This Action Plan supports the strategy for the ongoing New Zealand Defence Force response to address harmful and inappropriate sexual behaviour. It consists of four distinct but inter-related lines of effort; *understanding* the issue, *responding* to incidents of harmful and inappropriate sexual behaviour, *supporting* victims, and *preventing* occurrences. It is an integrated holistic approach to the problem, and progress will be measured throughout implementation, and the effort will be sustained over the long term.

To address harmful and inappropriate sexual behaviour across the organisation, the New Zealand Defence Force must enhance reporting and improve the overall response to incidents of harmful and inappropriate sexual behaviour. As a priority, the New Zealand Defence Force will deliver effective and sensitive support to victims. The development of long-term prevention initiatives is crucial. These combined efforts will help ensure that the long-term vision for the New Zealand Defence Force is attained and maintained, thus upholding a culture of dignity and respect for everyone.

The Continuum of Sexual Behaviour

[Continuum adapted from the Canadian Armed Forces Progress Report Addressing Inappropriate Sexual Behaviour, 01 February 2016.]

This strategy is about ensuring a comprehensive, ongoing approach that delivers developmental education and training throughout people's careers. It demands a culture of dignity and respect that is inherent to our core values. It will develop people who demonstrate courageous leadership and promote a safe and healthy environment, with a hard line response to inappropriate behaviour.

Organisational Context

The foundation of any military is the ability to respond swiftly to challenging situations. The readiness of personnel is a function of many factors, and includes a high degree of physical and mental fitness and team cohesion. Harmful and inappropriate sexual behaviour significantly erodes the cohesion necessary for the successful achievement of military tasks. It is from this standpoint that harmful and inappropriate sexual behaviour is an operational readiness issue, incongruent with organisational ethos and values.

Key Stakeholders

Responsibility and accountability for the implementation of this Action Plan is not simply the responsibility of one unit/team. All New Zealand Defence Force personnel are being tasked with deliverables that span from immediate action to longer term achievements. The response is an integrated, systems-based approach with designated leaders. However, the responsibility for the success of this operation resides with New Zealand Defence Force leadership. The Chief People Officer provides strategic direction to the Operation RESPECT project team, in collaboration with the New Zealand Defence Force chain of command, to coordinate the implementation of the six Actions outlined in this plan and the Operation RESPECT tasks across New Zealand Defence Force.

A comprehensive communications campaign has commenced with all senior leaders being brought together to hear consistent, clear and direct information about the mission and the Action Plan from the Chief of the Defence Force, the Command Warrant Officer, the three single Service Chiefs, and the Chief People Officer.

The specified mission is to eliminate harmful and inappropriate sexual behaviour within the New Zealand Defence Force. Any form of harmful and inappropriate sexual behaviour is a threat to the morale and operational readiness of the New Zealand Defence Force. It undermines good order and discipline, it is inconsistent with the values of the profession of arms and the ethical principles of the New Zealand Defence Force, and it is wrong.

Predators and bullies are not welcome in the New Zealand Defence Force and commanders and leaders throughout the organisation have been reminded that they must take decisive action to deal with harmful and inappropriate sexual behaviour.

Action Plan – Phasing

Operation RESPECT is a whole-of-New Zealand Defence Force effort leveraging New Zealand Defence Force leadership at all levels to stop harmful and inappropriate sexual behaviour and provide better support to affected personnel. The Chief People Officer was tasked to initiate the development of policies, education, training, and additional support for affected personnel in concert with key stakeholders across the organisation. Operation RESPECT is being executed in four phases:

Phase One - the initiation phase requires the completion of a comprehensive strategy and associated Action Plan to address the recommendations of the "Reviews" and develop the mandate, governance and operational model of the Sexual Assault Response Team. At the same time, the accelerated stand-up of an alternative mechanism to report (Restricted Disclosure system), and the development and introduction of an information management system is to occur and be operational by 30 June 2016. Coupled with these actions, the Executive Leadership will partake in a Chief of Defence Force-lead symposium aimed to ensure full understanding and acknowledgement of the issue. 'Town Halls' will be conducted across all New Zealand Defence Force camps and bases to ensure all personnel are aware of Operation RESPECT and to open dialogue around harmful sexual behaviour.

Phase Two - to be completed by 31 August 2016, requires commanders to personally oversee the communication and application of discipline and orders and policies specifically in relation to harmful and inappropriate sexual behaviour. Concurrent with this, the Sexual Assault Prevention and Management Work Plan initiatives will be accelerated where possible, and recommendations from the "Reviews" will be implemented. The Operation RESPECT project team will transition to the Strategic Response Centre, responsible for the on-going development and implementation of the strategy and associated Action Plan.

Phase Three - will see the release of revised policies and the delivery of targeted training to all New Zealand Defence Force personnel. The effectiveness of all of the initiatives and activities will be measured and results will be reported to the Chief of the Defence Force by 1 April 2017.

Phase Four - to be completed by 01 June 2018, requires that the Strategic Response Centre coordinating functions be absorbed into a New Zealand Defence Force that is better oriented, educated and trained to administer them in a manner that is fully consistent with organisational values and ethos.

Project RESPECT Timeline
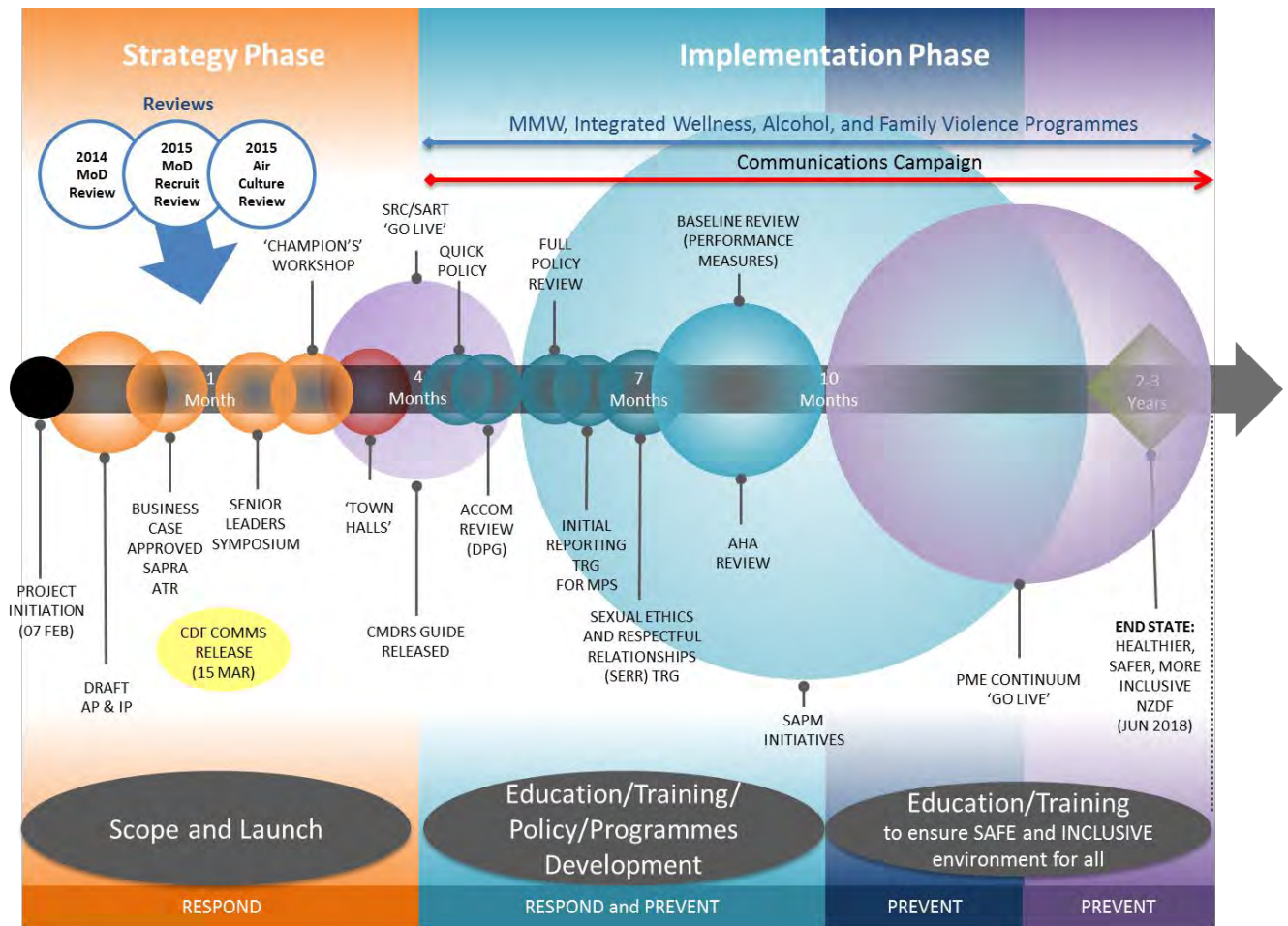
Implementing the Action Plan

The following section describes actions that are underway in the aim to ensure that the New Zealand Defence Force is a safe and inclusive environment for all. A significant part of Operation RESPECT is opening the dialogue, having the conversations about inappropriate sexual behaviour with all military members regardless of rank, and for them to understand the impact this behaviour has on individuals, the workplace and the operational effectiveness of the organisation. This will be conducted across all camps and bases. These sessions will inform personnel about the seriousness of the problem and the New Zealand Defence Force's approach to dealing with it, as well as providing valuable and personal insight on how harmful and inappropriate sexual behaviour impacts on personnel.

The following six Actions are recommendations resulting from three significant reviews undertaken in the New Zealand Defence Force over the past three years – Ministry of Defence, *'Maximising opportunities for Military Women in the New Zealand Defence Force'*, February 2014 ("Ministry of Defence Review 2014"); Ministry of Defence, *'Recruit training – Assessing the Quality of recruit training in the New Zealand Defence Force'*, October 2015 ("Ministry of Defence Recruit Review 2015"); and, Tiaki Consultants, *'Air Force Culture Review 2015'*, ("Culture Review 2015").

Action 1: *Establish a strategy to effect cultural change to eliminate the sexualised environment and to better integrate women* (implicit in all three Reviews) + *Implement a hard-line approach to sexism as a key to a prevention strategy* (Culture Review 2015).

Operation RESPECT is an important step in establishing an effective strategy to effect cultural change in the New Zealand Defence Force – directing a defined end state for the organisation where the working environment is free of harmful and inappropriate sexual behaviour. The high-level strategy is described in this Action Plan and it defines four lines of effort; understand the issue, support victims, respond to incidents and prevent future occurrences.

Whole-of-organisation cultural change is required that moves towards positively respecting women and that does not tolerate harmful attitudes and behaviours towards anyone. The perpetuation of sexual harm appears to be underpinned by misogynistic attitudes and behaviours, predominantly focussed on new female recruits and lower-ranked women. Sexual harm is also perpetrated against men.

Challenging the stature of women in the New Zealand Defence Force is crucial to the success of this cultural change programme. Unconstructive ideas of bias and inequality will be eradicated. This behaviour in the climate of the past appears to have inadvertently condoned inappropriate behaviour and misogyny. That climate is no longer tenable.
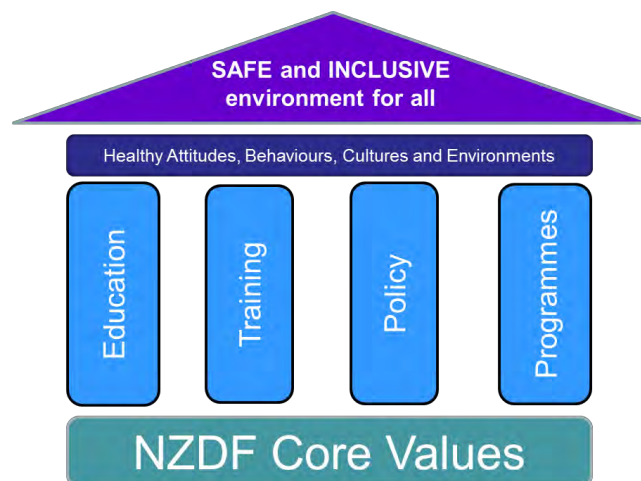
[Model adapted from the United States Air Force Sexual Assault and prevention Strategy, 2015]

How? Recognising that cultural change takes time, understanding that sustained leadership engagement which is reinforced by enhanced education and training, will ensure that lasting cultural change can be effected quickly and sustained. What leadership chooses to focus on can have an immediate impact. The Chief of Defence Force will direct his leaders to convey his intent to their subordinates, which includes a more consistent approach to existing rules and regulations that address inappropriate behaviour. The Operation RESPECT project team will lead the review, and the clarification and strengthening of current policies and programmes. Overall, New Zealand Defence Force leadership will be held accountable for maintaining a command climate that sets clearer boundaries on what constitutes acceptable and unacceptable behaviour.

This is a phased (out to three years) cultural change Action Plan based on Education, Training, Policy and Programme initiatives. Sexual assault prevention policy, programmes, education and training

will be delivered across all camps and bases throughout the New Zealand Defence Force. These aim to reduce attitudinal, behavioural, experiential and cultural risk factors and are built upon the New Zealand Defence Force core values of Courage, Commitment and Comradeship. Educating the entire New Zealand Defence Force on sexual assault prevention will assist with ensuring the links to mission readiness are apparent; that is, it has a direct, negative impact on mission readiness. It will assist in the development of the powers of reasoning and judgement associated with sexual assault prevention. Through education the aim is to build a culture where positive bystander involvement is automatic and a high degree of peer support exists, thus all personnel can serve as victim advocates. Coupled with this, training personnel is important too, so that all are equipped with the skills necessary to take action when appropriate to stop a sexual assault before it happens. The collaborative development and implementation of sound, consistent policy will provide safeguards and set expectations through defined solutions of known situations, while ensuring consistent application. Programmes will be developed to fill gaps where policy, education and training cannot reach all personnel.

Action 2: *Establish a new structure with oversight for the management and response of sexually harmful behaviour* (Culture Review 2015)

A new victim-centric response system that is efficient, accessible, coordinated and confidential for people disclosing harm is required. It needs to be independent, impartial, and coordinated by an experienced unit/organisation with specialist training and agreed/transparent processes.

A management system also needs to be developed as a way of gathering information that identifies patterns or repeated concerns about individual's, unit, or organisation behaviour. This data can then be analysed and information used to drive behavioural change and assist with education and training initiatives.

Victim Centric Response Model

How? The New Zealand Defence Force will introduce a 'two-track' response to sexual assault. At the strategic level a Strategic Response Centre at Headquarters New Zealand Defence Force will be established by 30 June 2016 and be responsible for collating statistical information. On the basis of identified trends, intervention opportunities will be developed as a strategic response to cultural change. The Strategic Response Centre will be lead by an existing senior management position within Defence Human Resources, and the establishment of a full time National Sexual Assault

Advisor. The Strategic Response Centre will be governed by a steering group, whose membership constitutes external subject matter experts, led by Vice Chief of Defence Force.

Two-Track Reporting – Sexual Assault

Restricted Disclosure	Unrestricted Disclosure
Made to SAPRA	Made to SAPRA or ANY Military Personnel
Support	Support
Information	Information
Confidential Report	Command Notification
Statistical Report	Investigation
	Statistical report
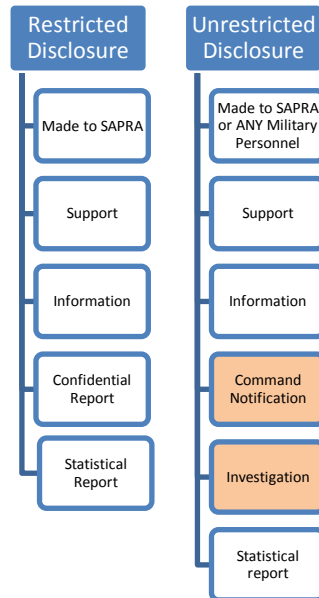
An alternative mechanism to report sexual assault for uniformed military members (outside of the chain of command) will be implemented (Restricted Disclosure system) by 30 June 2016. Military personnel who wish to report a sexual assault will be able to do this through regionally based Sexual Assault Response Advisors. All victims reporting through Sexual Assault Prevention and Response Advisors will be able to make a restricted or unrestricted disclosure. A restricted disclosure is otherwise known as a confidential disclosure. This will allow victims to have the incident recorded and get support without an investigation. Restricted disclosures will not be reported to command unless the victim decides to change the report to an unrestricted disclosure. Unrestricted disclosures will be reported to command and Military or New Zealand Police.

Restricted disclosures can only made by the victim of a sexual assault to a Sexual Assault Prevention and Response Advisor. All other military personnel who witness or become aware of a sexual assault must report it in the manner prescribed in the Armed Forces Discipline Act and Defence Manual 69 - Manual of Armed Forces Law.

Action 3: *Recruit more women* (Culture Review 2015) + *Recruit the best personnel by focusing on a broader potential candidate pool* (Ministry of Defence Review 2014).

The reviews suggest that a higher proportion of women are associated with lower levels of harmful sexual behaviours. Increased recruitment and retention of women will assist a culture shift away from harmful sexual behaviour. It was recommended that the New Zealand Defence Force develop and implement: an active attraction strategy for female applicants; establish measures of success; review marketing and attraction material for appeal to women, with specific attention to underrepresented trades; increase resources or engagement with prospective recruit; conduct

research to systematically explore barriers for women; and, assess physical fitness standards and testing.

How? The New Zealand Defence Force has made it a priority to increase the percentage of female's joining the organisation. A number of initiatives commenced in 2015 have already realised an improvement in the percentage of female applicants and, more importantly, improved the percentage of females attested. Some of those initiatives include refining the recruiting process, improving marketing material to incorporate more positive female roles, and running events to increase women's knowledge about a career in the New Zealand Defence Force (Force Equip: Resilience in Women, videos, Frequently Asked Questions, profiles of women in Defence) and boost confidence in their ability to succeed (Force Fit, Force Fit 2 and training sessions in some regions, female role models). There is currently a 'Recruiting Optimisation' project underway as the New Zealand Defence Force continues to build on recent successes.

Action 4: *Further reduce discrimination, harassment and bullying, particularly in recruit training* (Ministry of Defence Review 2014) + *Monitor harassment, bullying and discrimination trends to identify trends and support interventions* (Ministry of Defence Recruit Review 2015)

How? Since the beginning of 2015, the New Zealand Defence Force Equity and Diversity cell has administered the Ministry of Defence-designed behavioural-based personal safety survey on each single Service Regular Force Recruit Course and Joint Officer Induction Course. The findings are analysed centrally and trends and recommendations for improvement are provided to Command. This survey will continue to be the main tool for monitoring inappropriate behaviour and enabling targeted prevention and response activity. During a recent Ministry of Defence review evidence of effective cultural change was found, proving that change can take place quickly when Commanders act swiftly and decisively in response to survey results.

Action 5: *Increase training* (Culture Review 2015)**.**

Training may include: 'Dealing with Disclosure' workshops for all personnel; 'Responding to Disclosures' for those employed in the Sexual Assault Response Team; screening for harm and how to ask questions about sexual harm for all health and support professionals; and, intensive and on-going training for Commanders who are likely to be the recipients of formal reports of sexual harm.

How? Targeted workshops will be delivered to wellbeing providers. For example, Defence Health is working with Doctors for Sexual Abuse Care to design workshops for delivery to Health personnel in September/October 2016. The training will include ways to deal with sexual assault disclosures and may include targeted screening for sexual harm.

'Town Halls' will be held across all camps and bases. The intent of the 'Town Hall' is to open dialogue about sexual assault and inappropriate sexual behaviour. Discussion will include standards of acceptable behaviour, application of values, bystander intervention – everyone's role and responsibility, disclosure of sexual assault - how to respond appropriately, and the obligation to act (as a peer and as a commander/leader).

A sexual ethics and healthy relationships training package is being developed in consultation with external subject matter experts and will be implemented across the New Zealand Defence Force.

The training aims to provide an environment in which New Zealand Defence Force personnel can openly talk and learn about healthy relationships, unwanted sexual contact and avenues for seeking help. As a result of this training New Zealand Defence Force personnel are expected to demonstrate improved attitudes and behaviours towards violence and unwanted sexual contact, recognise high risk situations, seek help and be ethical bystanders.

The New Zealand Defence Force Sexual Assault Prevention Advisor has delivered training to Military Police Serious Investigation Branch personnel on interviewing and sexual assault. A 90-minute Unconscious Bias training package is currently being piloted and will be made available across New Zealand Defence Force camps and bases from 30 June 2016. The aim of this training is to reduce the negative impact of unconscious and unintended gender discrimination and harassment.

Action 6: *Manage risk* (Culture Review 2015)**.**

The review recommended addressing the risk associated with facility arrangements, availability and misuse of alcohol, and deployment (where women are a significant minority) in order to reduce harm.

How? Defence Property Group will ensure all barrack rooms are able to be secured properly – all rooms will be fitted with security chains and access to hallways in barracks will be reviewed with a view to restricting access to only those who reside there. Induction rituals will be reviewed, with a view to banning them completely. New Zealand Defence Force policy and practices for Host Responsibility will be reviewed. Opportunities to deploy (whether on exercise or operations) will be viewed through a gender lens, to ensure safety arrangements and other requirements are in place.

Conclusion

The intention of this Action Plan is that it will assist the New Zealand Defence Force to improve its culture of dignity and respect for *all* personnel, at the same time ensuring that the highest professional standards are maintained. A culture of dignity and respect will thrive when destructive behaviour and misconduct are not tolerated, nor tacitly condoned. Progress is only demonstrated when individuals exercise social courage and intervene in the face of inappropriate behaviour.

Some personnel may be disinclined to admit the seriousness of inappropriate sexual behaviour within the New Zealand Defence Force; however commanders and leaders are responsible for eliminating it from their units. Leader's effect organisational culture and it is their responsibility to ensure that they have a constructive effect. They play a crucial role in shaping and reinforcing culture, by influencing how it develops though what they focus on. All New Zealand Defence Force personnel must continue to work proactively to better understand the issue, support victims, respond to incidents and ultimately prevent future occurrences.

This cultural change is a moral imperative, an operational imperative – resolute trust and cohesion between all personnel will ensure we continue to be successful in operations both within New Zealand and around the world. The Chief of Defence Force will, as a priority, support victims of inappropriate sexual behaviour and he will hold leadership accountable for not only their own conduct, but significantly that of their personnel.
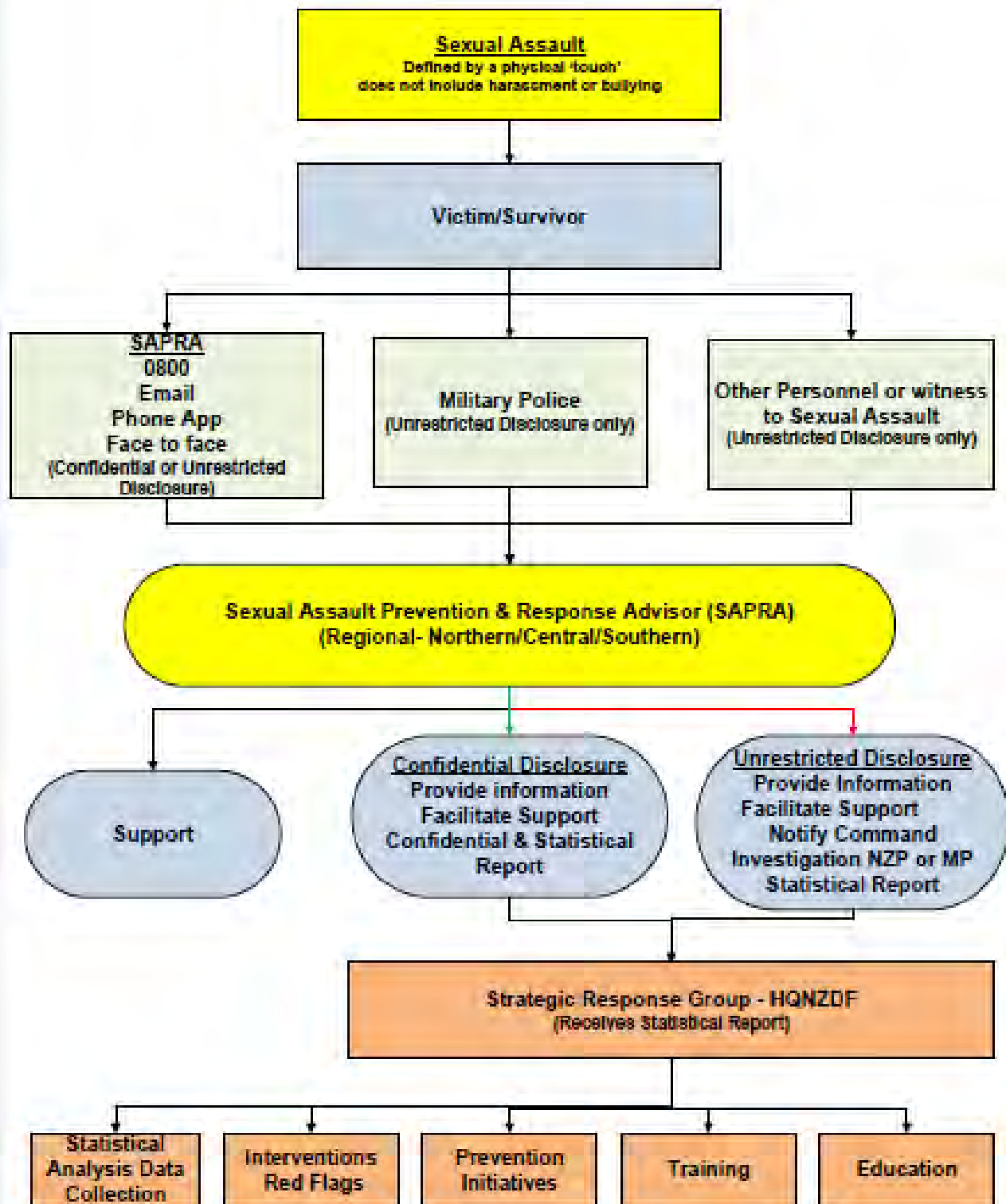
NZDF Victims of Sexual Assault Charter

As a victim of sexual assault you have the right to be:

1. heard and believed

2. treated with dignity, respect, sensitivity and understanding

3. empowered

4. protected from contact with the alleged offender

5. reassured that it is right to tell and it was not your fault

   a. told that sexual assault is a crime and that no one deserves to be sexually assaulted

6. given relevant and accurate information

   a. kept informed about any ongoing investigation

   b. kept informed and up to date with any legal proceedings

   c. kept informed about any decisions or outcomes regarding the investigation or legal proceedings

7. told about the confidentiality and privacy of your records

   a. confident that your name and personal information is kept private by agencies involved and that it is used on a 'need to know' basis only

8. validated about your experience and its traumatic effect

9. encouraged to accept further support

10. referred and supported as appropriate to meet your medical needs

11. supported in deciding whether to proceed with a forensic examination or not

12. confident that your property, should it taken for further investigation or as evidence, is looked after and returned to you

13. kept safe and supported through any Court proceedings

14. accepted back in to the workplace without any fear or victimisation or ostracism and with the support structures to ensure your ongoing safety

15. confident that your ongoing posting and promotional opportunities will not be affected by reporting a sexual assault.

Sexual Assault Response Model (after 30 JUNE 2016)

Sexual Assault
Defined by a physical 'touch'
does not include harassment or bullying

Victim/Survivor

SAPRA
0800
Email
Phone App
Face to face
(Confidential or Unrestricted Disclosure)

Military Police
(Unrestricted Disclosure only)

Other Personnel or witness to Sexual Assault
(Unrestricted Disclosure only)

Sexual Assault Prevention & Response Advisor (SAPRA)
(Regional- Northern/Central/Southern)

Support

Confidential Disclosure
Provide information
Facilitate Support
Confidential & Statistical Report

Unrestricted Disclosure
Provide Information
Facilitate Support
Notify Command
Investigation NZP or MP
Statistical Report

Strategic Response Group - HQNZDF
(Receives Statistical Report)

Statistical Analysis Data Collection

Interventions Red Flags

Prevention Initiatives

Training

Education

Section 102 of AFDA remains applicable to ALL Military personnel. Service people who become aware of or witness a sexual assault MUST report the incident to SAPRA.

Civilian Staff who report sexual assault will be provided with the support and referred to NZP when appropriate.