

Te Aorerekura:  
The National Strategy to Eliminate  
Family Violence and Sexual Violence  
**Outcomes and Measurement  
Framework**

September 2023



ISBN: 978-1-7386175-0-0

Published September 2023, Te Puna Aonui, Wellington, Aotearoa New Zealand. For more information about Te Puna Aonui and *Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence* go to [tepunaaonui.govt.nz](http://tepunaaonui.govt.nz)

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# A. Eliminating family violence and sexual violence in Aotearoa New Zealand

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This document presents the Outcomes and Measurement Framework (the OMF) for *Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence*. The OMF will be used to measure the progress of the family violence and sexual violence system and will ensure accountability across government in delivering *Te Aorerekura*<sup>1</sup>. It translates the vision of *Te Aorerekura* into a set of outcomes (expected 25-year results) and indicators (more specific results observable on the way to achieving the outcomes).

## **Te Aorerekura: The National Strategy to Eliminate Family Violence and Sexual Violence**

*Te Aorerekura* (the Strategy) is Aotearoa New Zealand's national strategy to eliminate family violence and sexual violence. The Strategy sets out the direction needed to eliminate family violence and sexual violence, increase safety, enable recovery, and improve the wellbeing of people, whānau and families who experience, or are impacted by these forms of violence.

*Te Aorerekura* states that Te Tiriti o Waitangi, te ao Māori, and whānau-centred approaches are central to eliminating the impacts of colonisation and the disproportionate effect of family violence and sexual violence on Māori<sup>2</sup>. Te Tiriti o Waitangi reminds us of the enduring promise of two parties – Māori and the Crown – negotiating and finding ways to agree approaches.

The Strategy also aligns with core national wellbeing strategies (Child and Youth Wellbeing Strategy<sup>3</sup>, the Living Standards Framework<sup>4</sup>, First 1000 days programme<sup>5</sup>) and international human rights standards (UNCROC<sup>6</sup>, UNDRIP<sup>7</sup>, UNSDG<sup>8</sup>, UNCRPD<sup>9</sup>, CEDAW<sup>10</sup>) that the New Zealand government has committed to.

*Te Aorerekura* acknowledges the complexity of family violence and sexual violence, recognising that co-ordinated and integrated actions across the system are required for elimination. This includes:

- providing effective, integrated support for people, whānau and families
- tangata whenua and community leadership that promotes prevention, response and healing
- change within organisations and settings to ensure there is alignment across the system
- significant changes to gender, social and cultural norms that currently reinforce family violence and sexual violence
- improving the conditions that enable wellbeing (e.g., health care, sustainable housing, employment and financial support, food security).



Te Aorerekura uses Te Tokotoru<sup>11</sup> model to demonstrate how important it is to focus equally on strengthening (prevention), responding, and healing to eliminate family violence and sexual violence. Strengthening, responding, and healing are interconnected essential elements that enable wellbeing for people, whānau and families.

The moemoeā of Te Aorerekura was created together with tangata whenua, communities and the specialist sectors. It is:

**All people in Aotearoa New Zealand are thriving; their wellbeing is enhanced and sustained because they are safe and supported to live their lives free from family violence and sexual violence**

**Te Aorerekura sets out the strategic shifts needed to achieve the moemoeā:**

<b>One</b>	Towards strength-based wellbeing
<b>Two</b>	Towards mobilising communities
<b>Three</b>	Towards skilled, culturally competent and sustainable workforces
<b>Four</b>	Towards investment in primary prevention
<b>Five</b>	Towards safe, accessible and integrated responses
<b>Six</b>	Towards increased capacity for healing

## Te Puna Aonui

Te Puna Aonui was previously known as the Joint Venture<sup>12</sup> – a whole-of-government approach to family violence and sexual violence. In 2022, the Joint Venture became Te Puna Aonui, an Interdepartmental Executive Board (IEB) under the Public Service Act 2020. It includes ten government agencies, four associate agencies and a Business Unit. Te Puna Aonui agencies are responsible for implementing Te Aorerekura.

The IEB consists of the 10 Chief Executives of member agencies and the Chief Executive of the Business Unit. The mandate<sup>13</sup> of the IEB is to:

- provide whole-of-government strategy, policy, and budgeting advice to Ministers on eliminating family violence and sexual violence
- provide analysis and evidence to support Ministers to make decisions on specific interventions
- provide Ministers with an oversight of interventions and outcomes within the whole family violence and sexual violence sector, and identify any linkages, gaps, or opportunities
- monitor, support, and coordinate implementation of Te Aorerekura, and other priority and cross-agency initiatives
- manage relationships between government and the family violence and sexual violence sectors.

## B. Te Tiriti o Waitangi

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The OMF is guided by Te Tiriti o Waitangi. The relationship between the Crown, and iwi, hapū, and Māori citizens, is governed by Te Tiriti o Waitangi. The articles of Te Tiriti o Waitangi provide for:



- **Kāwanatanga** – continuing to build relationships and partnering with iwi and Māori organisations in the delivery and governance of Te Aorerekura. In the context of outcomes and measurement, this means working with tangata whenua to measure progress towards outcomes in ways that are meaningful for whānau Māori.
- **Tino Rangatiratanga** – enabling iwi, hapū, whānau, and Māori communities to have full authority (mana motuhake) over their own wellbeing. In the context of outcomes and measurement, this means monitoring government services in ways that enhance Māori self-determination and mana motuhake.
- **Ōritetanga** – working with tangata whenua to strengthen protective factors and achieve equitable outcomes that allow iwi, hapū, whānau, and Māori communities to realise their potential, free of family violence and sexual violence. In the context of this OMF, this means ensuring monitoring supports measurement of outcomes for whānau Māori explicitly.

Te Aorerekura was developed to strengthen the Māori-Crown relationship and ensure equitable outcomes for whānau Māori. Disparate outcomes between Māori and non-Māori are inconsistent with Te Tiriti o Waitangi. Whānau Māori should be able to live free from family violence and sexual violence, and experience toiora. By ensuring outcomes for whānau Māori are explicitly measured, government agencies and tangata whenua will be able to make decisions about investment and actions that ensure equity in achieving outcomes for whānau Māori.

The Toiora Whānau Māori Outcomes Framework, with outcomes for whānau Māori determined for Māori, by Māori, is currently being developed by Te Pūkotahitanga<sup>14</sup>. Te Puna Aonui will support the implementation of the Toiora Whānau Māori Framework through jointly working, where appropriate, and providing data held by government agencies on outcomes for whānau Māori.

## C. Whanonga pono (Guiding principles)

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Te Aorerekura sets out whanonga pono to shape the ways that every person and organisation works towards the Strategy. In addition to honouring Te Tiriti, the OMF will be guided by these principles, as set out in the Strategy<sup>15</sup>:

- Prioritising **equity** and **inclusion** in all spaces, ensuring equity of resourcing and outcomes; that all voices are heard and represented at all levels of decision-making; and that all people have options about the supports they receive. In this OMF, this means including and working towards data that is broken down enough to help communities see themselves and know whether progress is being made to improve outcomes for them. It also means working with communities to understand measures that are meaningful to them and supporting the collection of this data using appropriate and robust methods.
- Acting with **aroha**, recognising that treating people with kindness and care enables healing and demonstrates what respectful relationships look like. In the OMF, this means that the work undertaken to implement and measure the outcomes will be done in a respectful way that focuses on individual and collective strengths.
- All actions are **tika** and **pono**, where people act with fairness and integrity, and are accountable for their actions. This means that all work undertaken to implement and measure the outcomes will be done in an open and transparent way, using rigorous and victim-centred methods.
- People work together in an integrated way, reflecting **kotahitanga** to provide support to others, and receive support in return. In the OMF, this means Te Puna Aonui agencies will work with tangata whenua, communities, and the specialist sectors to understand meaningful measurement and the wider context of measures when reporting against the OMF.
- **Kaitiakitanga** is practised – all people understand their roles and responsibilities to ensure the safety and wellbeing of people and their families and whānau. In the OMF, this means being clear on roles and responsibilities from the start. All reporting will adhere to recognised ethical standards to ensure the safety and wellbeing of people, whānau and families is not affected negatively.



## D. Shared outcomes

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The OMF outlines a set of national level outcomes that define the changes envisioned in Te Aorerekura for all people in Aotearoa New Zealand. These outcomes are drawn from the content and intent of Te Aorerekura and have been refined through conversations with agencies, specialists, and communities.

### Outcomes that reflect the aspirations of communities

When Te Aorerekura was launched in 2021, the outcomes identified in the document were considered interim.<sup>16</sup> This was because there was not enough time during its development to appropriately analyse required outcomes and measures with tangata whenua, communities, the specialist sectors, and government agencies. The first Te Aorerekura Action Plan required the development of a learning and monitoring system, with agencies and communities working together to finalise the measurement framework. (Action 39)

To inform the development of the Strategy, 120 hui (variously led by tangata whenua, communities, and specialist sectors), involving more than 2,000 people, were held between May and July 2021. Around 1,000 submissions (online, email, written and survey-based) were also received. In addition, an independent survey was undertaken by The Backbone Collective to reach the voices of women impacted by violence.

Development of Te Aorerekura was supported by tangata whenua family violence and sexual violence leaders from across Aotearoa New Zealand, as well as a team of independent experts drawn from, and working with, tangata whenua and focus communities. These focus communities included people impacted by violence, disabled people, Pacific peoples, LGBTQIA+ communities, specialists from the family violence and sexual violence sectors and women's organisations, older people, children and young people, people who use violence, and ethnic communities. The Strategy laid out a summary of communities' needs and aspirations. They are included here:

#### Voices of tangata whenua

We want to focus on whānau ora. We want our tikanga, reo, kawa and mātauranga Māori to be the pou for realising whānau ora. We want to receive the resources and decision-making power promised us under Te Tiriti o Waitangi. We need legislation and policies to address the intergenerational impacts of colonisation and institutional racism. We need to be the leaders in the design, development, and delivery of the services that our whānau need to heal from all the forms of violence they experience. Only then can we give ourselves and future generations of our mokopuna the legacy of healthy, safe, and loving whānau – as envisioned by our tīpuna.

#### Voices of women impacted by violence

We are disproportionately impacted and wāhine Māori are impacted the most. Responses (including by the courts, Police, and Oranga Tamariki) need to provide better help and protection and ensure accountability for people who use violence. We need easy access to specialist, safe, appropriate support for ourselves, our families, whānau, children and young people. Government and community services need to be accountable to us, and we must be involved in decision-making and monitoring. We want a change in the attitudes and beliefs that normalise violence, and for the impacts of colonisation and societal inequities to be addressed, to create a future where violence is not tolerated.

### Voices of children and young people

We want to grow up to be healthy and happy adults, so people need to focus on what will help us to thrive now and in the future. This includes support for our parents, families, whānau and communities. We need you to know we experience sexual abuse, regardless of things like our gender, identity, ethnicity, or social background. We need people to recognise the links between family violence and sexual violence and the bullying, harassment, and violence we can experience at school or tertiary education, online, at sports and social events, or on the street. If we get hurt and difficult things happen to us, we need services designed especially for us. We want to be listened to and believed. We need to be at the centre of systems and responses to address family violence and sexual violence so we can also be safe adults in future.

### Voices of men impacted by violence

Many of us are impacted by family violence and/or sexual violence as children or young people, but there are few support services with a focus on boys and young men. We, as adult male survivors, feel invisible in conversations on violence that often focus on women and children, and this can stop us seeking help. Training for workforces needs to include responding to and working with male survivors. We have found peer support to be a positive recovery practice for us, but there are limited services available. There is a lack of available research on the incidence and perpetration of violence against boys and men, and on the effectiveness of recovery services.

### Voices of people who use or have used violence

As soon as we display troubling behaviours, when we're young, or as soon as we're ready to get help, we need access to people who can support us to understand and change our behaviour. We know we need to take responsibility. We need support to change our behaviours to lead to better wellbeing for ourselves and others because the dynamics of violence and power are complex, and the risks are not always recognised or acknowledged. Existing specialist programmes are short term, only funded once violence occurs, and don't provide the wraparound, holistic support we need.

### Voices of Pacific peoples

Faith, family and cultural values create resilience for Pacific peoples and communities living in Aotearoa. We are a youthful and diverse population with Pacific indigenous cultural heritage from 17+ distinct Pacific nations. Most of us were born in Aotearoa. We want family-centred and holistic approaches utilising our ethnic and Pan Pacific cultural frameworks. We need to be involved in developing and delivering services for our communities – trusted and enduring relationships at every level are key. Sustainable investment in a more responsive workforce, including community and faith sectors is needed. We quickly mobilise to respond to critical social issues. Addressing poverty is essential – our people disproportionately experience material hardship, which can exacerbate violence.



### Voices of older people

The violence we experience is often not visible because of our poor health or disability or being dependent on others for our care or our social isolation. Sometimes society doesn't respect us. We need people to acknowledge and understand the specific violence that happens to us. We need services we can navigate, with all healthcare workers and other frontline services able to notice signs of our abuse or neglect, and able to respond safely. Promoting our wellbeing includes addressing ageism, involvement in family and community, access to transport, and fostering intergenerational relationships. We want to build understanding of legal protections including Enduring Power of Attorney, advanced directives, and capacity assessments, so they're not misused.

### Voices of ethnic communities

Ethnic communities are a diverse group representing over 200 ethnicities, including new and temporary migrants, former refugees, asylum-seekers, long-term settlers, and people who were born in Aotearoa New Zealand. We want better data on the distinctive forms of violence we experience, such as dowry-related violence, combined with an abuser's control of visa/immigration status and finances. The context of racism and cultural beliefs, especially around gender norms, leads to underreporting and services that are not as helpful and useful as they should be. We want a commitment to safer services that understand cultural diversity and experiences. We don't want to be shamed; we want more education and better government-led and community-led supports that also recognise how, in some communities, violence can be sanctioned by community leaders.

### Voices of disabled people

We are diverse people. Even if we have the same impairment, we can have very different support needs. We experience violence in different ways and at higher rates than other groups. For example, disabled men experience higher levels of violence than non-disabled men. Systemic discrimination, large gaps in services, and a lack of data contribute to increased risk for us. If support or care is inadequate, there are usually no alternatives for us. We're the experts in what's needed to achieve our wellbeing and safety, so we're keen to collaborate with government and others in our communities to build on what's working, such as the Safeguarding Adults Framework.

### Voices of LGBTQIA+ communities

Discrimination and stigma are drivers of violence towards LGBTQIA+ people - at home, at school and in the community. Discrimination causes us psychological distress and stops us reaching out for help. When we do seek support, responses often take a binary-gendered and heteronormative view, meaning the violence can go unaddressed and harmful norms are further entrenched. Workforces need to be more competent when working with us and we need resourced, targeted specialist LGBTQIA+ services as well as family violence and sexual violence services that respond appropriately. Inclusive healthy relationship education is needed for all ages. We want to participate in every stage of service and policy development and decision-making.

## E. Outcomes on a page

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The OMF outlines a set of national level outcomes that define the changes envisioned in Te Aorerekura for all people, whānau and families in Aotearoa New Zealand. These outcomes are drawn from the content and intent of Te Aorerekura and have been refined through conversations with agencies, specialists, and communities.

### Shift 1:

#### Towards strength-based wellbeing

1. Government agencies' family violence and sexual violence approaches are strength-based and contribute to wellbeing

### Shift 2:

#### Towards mobilising communities

2. Tangata whenua, communities and specialist sectors lead effective family violence and sexual violence approaches and share knowledge

### Shift 3:

#### Towards skilled, culturally competent and sustainable workforces

3. Government and specialist sectors have safe, competent, responsive and sustainable workforces
4. Families, whānau, friends and other networks safely provide help and support

### Shift 4:

#### Towards investment in primary prevention

5. People, whānau and families have safe and respectful relationships
6. Positive gender, social and cultural norms prevent family violence and sexual violence

### Shift 5:

#### Towards safe, accessible and integrated responses

7. Responses to family violence and sexual violence are safe, tailored, equitable and integrated
8. People, whānau and families impacted by family violence and sexual violence get help early and are safe and supported
9. People who use violence are held accountable and supported to change their behaviour

### Shift 6:

#### Towards increased capacity for healing

10. People, whānau and families are supported to heal and recover in ways that work best for them
11. People, whānau and families are free from shame, stigma, silencing and discrimination

### Learning and monitoring

12. Improved quality and use of information to support evidence-based practice, policy and investment decisions

## F. Background to the OMF

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The OMF is one of the key deliverables of the first Action Plan of Te Aorerekura. It forms the foundation of a learning system, integral to achieving the elimination of family violence and sexual violence. This is the first time Aotearoa New Zealand has had an agreed set of shared outcomes and measures across government in the work to eliminate family violence and sexual violence.

### How the OMF was developed

Te Aorerekura called for this OMF to be developed with tangata whenua, communities, specialist sectors and the research community. To inform development, hui and wānanga were held with:

- people from priority community groups and non-government organisations working in the area of family violence and sexual violence
- a group of critical friends, consisting of experts across research and practice in family violence and sexual violence
- Te Puna Aonui agency staff from policy, operational, data and research teams.

### Purpose

Using the OMF will support decision-making, collective impact and accountability across all of Te Puna Aonui. The purpose of the OMF is to:

#### A. Establish shared outcomes to achieve the ambitions of Te Aorerekura

**A shared set of outcomes has value outside of measurement (see Figure 1). By being explicit and clear about intended results, Te Puna Aonui agencies can:**

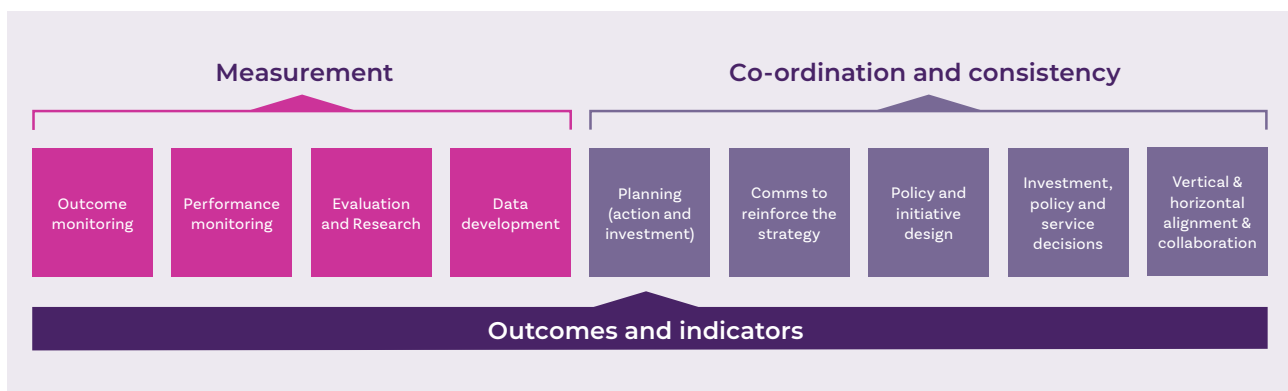
- better align existing planning, activities, and investment across government agencies to have collective impact
- work together to design and develop initiatives to achieve the shifts and intended outcomes
- identify and articulate the different roles of government agencies, tangata whenua, specialist sectors and communities in preventing or responding to family and sexual violence, to facilitate collaboration and reduce duplication
- communicate clearly what the Strategy sets out to achieve over 25 years.

## B. Measure progress towards outcomes

### Measurement will support and enable:

- a clear picture of how the Strategy is progressing and how it is having an impact for people, whānau and families
- agencies and communities to understand where there are successes and where change is needed to achieve intended outcomes
- accountability of government agencies to tangata whenua, communities, and Ministers for their roles and responsibilities in eliminating family violence and sexual violence
- alignment of measurement and reporting work including outcomes and performance monitoring, research and evaluation and data development efforts.

**Figure 1: Uses of outcomes and indicators**



### Putting the OMF into action

The OMF is one of three key documents that will drive progress towards the moemoeā of Te Aorerekura. In addition to the OMF, the second Action Plan and the longer-term Investment Plan provide a structure to support the Interdepartmental Executive Board in their future decisions related to Te Aorerekura.

The OMF will feed into existing accountability measures including the Annual Report. It will also support new reporting on progress towards the goals of Te Aorerekura, including a biennial report and regular deep dives.

To measure and understand progress, the OMF will be used alongside other forms of information including voices of victim-survivors and whānau, tangata whenua and community data, evaluations, and practice knowledge.

Implementing the OMF will include:

- ongoing engagement with tangata whenua, communities, and specialist sectors to understand their reporting needs and support development of fit for purpose reporting mechanisms
- development of new or improved data to fill known gaps supported by the Te Aorerekura research and development plan
- improvements to measures to break down the demographic information (including ethnicity, gender and gender identity, age, sexual orientation, location, and disability status) which is a recognised gap within some data sources.

## Taking a phased approach

The OMF takes a phased approach to measuring progress against the 25-year vision of Te Aorerekura. The breadth and scale of its outcomes are likely to be achieved at different rates and measurement practices will evolve over time. The first phase (2023 – 2028) focuses on foundational changes that help create the conditions for longer term outcomes to be achieved, while not losing sight of the progress to be made across all of the Strategy.

Taking this approach enables the OMF to be put into action quickly. It means we can start informing how all those involved in eliminating family violence and sexual violence can align their efforts towards a shared set of outcomes and to collectively track what progress is being made.

The timing of the indicators relates to when we expect to see measurable results from the work required, not when the work should begin. We expect to see changes in knowledge and skills of workforces, and improved relationships across the sectors before we see population-level behaviour change or system structure change.

Notably the OMF captures the areas where communities have expressed the need to see more immediate outcomes that can be demonstrated within the next five years, as well as where major investment has already been made.

A higher degree of measurement is expected against *Shift Two: Towards mobilising communities*. This reflects the importance of creating sustainable, trust-based relationships that will enable tangata whenua and community leadership, and local and regional delivery to meet the needs of families and whānau.

Good progress is also being made against *Shift Three: Towards skilled, culturally competent and sustainable workforces*, which can be measured now.

Outcomes, indicators and measures have also been identified against all other shifts. This includes in areas such as increased capacity for healing, where progress may be less developed but where increased action and investment is critical for achieving the vision of the Strategy.

The shifts will be underpinned by an increased capacity for system learning and monitoring. In the more immediate term the OMF seeks to measure better use and application of existing data, information and insights.

The outcome indicators are phased across two timeframes for each shift – **Measure Now** and **Measure Next**:

- **Measure Now indicators:** Outcome indicators where measurable results are expected within five years. Work to improve data and reporting will prioritise these indicators.
- **Measure Next indicators:** Outcome indicators that are based on activities where measurable results are expected in six or more years. These are indicators to be reported on in the second or third Biennial report. Measure Next does not mean that action will not happen in the short-term towards these outcomes.

For some indicators, the ideal measures do not exist yet. Breaking down measures by demographic information (including ethnicity, gender and gender identity, age, sexual orientation, location, and disability status) is a priority for the measurement and is a recognised gap within some data sources.



## G. In detail – Outcomes and Measurement Framework

### Overall impacts of Te Aorerekura



The intent of Te Aorerekura is to eliminate family violence and sexual violence over 25 years and contribute to toiora and wellbeing. To achieve the intent, changes include:

- A. Improving levels of toiora and wellbeing, and
- B. Reducing the prevalence of family violence and sexual violence over time, and a related reduction in the economic, social and health costs.

#### A Improved levels of toiora and wellbeing

**Eliminating family violence and sexual violence is both reliant upon, and will contribute to, toiora and wellbeing for people, whānau and families.**

Te Aorerekura identifies six tukunga iho that represent a holistic view of what toiora and wellbeing look like for people, whānau and families across Aotearoa New Zealand. The tukunga iho are: haumarū – safety and protection; ngākau whakautu – respect for people, valuing of diversity; whakawhirinaki – trusting relationships and accountability; tūhono – positive connections to supportive people; mana motuhake – autonomy and freedom of choice; and poipoi wairua – nurturance and care.

#### Measure Now indicators:

The OMF does not include specific measures for the tukunga iho. This is to ensure the OMF does not duplicate work already underway across government to measure wellbeing and toiora. Existing frameworks with indicators of wellbeing include He Ara Waiora, Pacific Wellbeing Outcomes Framework, Child and Youth Wellbeing Outcomes Framework, and the Living Standards Framework. These are reported on annually. Reporting on Te Aorerekura outcomes will include consideration of any changes in the measures of these frameworks and their implications for family violence and sexual violence.

#### B Reduced prevalence and costs of family violence and sexual violence

National prevalence data will help to measure the nature and scale of family violence and sexual violence and the journey towards the elimination of family violence and sexual violence.

#### Measure Now indicators:

- ↓ Decreases in the levels of family violence and sexual violence for everyone
- ↓ Decreases in the broader health, social and economic impacts of family violence and sexual violence



## SHIFT 1

# Towards strength-based wellbeing



Shift One drives a change from deficit models to strength-based approaches. It looks at the people, whānau, family, and community strengths that can be built on to address family violence and sexual violence.

Shift One requires government agencies to step back and look at approaches to family violence and sexual violence and their roles, responsibilities, and opportunities to have an impact within their operating context. It requires them to specifically understand:

- people, whānau and families are the solution
- government commitments under Te Tiriti and international human rights conventions
- other legislation, policies or processes administered by government agencies that may affect people, whānau and families impacted by violence
- government wellbeing obligations under other strategies and initiatives (Child and Youth Wellbeing Strategy, Royal Commission of Inquiry into Abuse in Care, Living Standards Framework, Pacific Wellbeing Strategy, Whānau Ora)

Having a full picture of this context will provide insight into whether any government levers (legislation, policy, or processes) not specific to family violence and sexual violence can address the social determinants of wellbeing (such as housing, health, income, and food security) and therefore strengthen the work to eliminate violence. Conversely, it also means government agencies understand where existing approaches have negative, unintended consequences for the people, whānau and families impacted by family violence and sexual violence. These can then be addressed to stop the harm caused.

### Outcome:

1. Government agencies' family violence and sexual violence approaches are strength-based and contribute to wellbeing

#### Measure Now indicators:

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- ↑ Improved use of strength-based approaches in government responses
- ↓ Less harm by government agencies toward people, whānau and families

#### Measure Next indicators:

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- ↑ More government agencies understand their roles, responsibilities, and opportunities in eliminating family violence and sexual violence (including under Te Tiriti and international conventions)
- ↑ More government agencies act on opportunities to impact family violence and sexual violence
- ↑ Improved co-ordination and alignment within and across government agencies at local, regional, and national levels

## SHIFT 2

# Towards mobilising communities



Eliminating family violence and sexual violence requires collaboration between tangata whenua, communities, specialist sectors and government agencies.

Shift Two will see government working with tangata whenua, communities and specialist sectors to put people, whānau and families at the centre of the change needed.

This shift also reiterates the responsibility that government has under Te Tiriti to partner effectively with tangata whenua. This is critical to correcting the imbalance of power and shifting decision making and resources to enable tangata whenua to lead and design their own solutions.

Taking a relational approach to commissioning and improving relationships between tangata whenua, communities, specialist sectors and government will lead to:

- each leading on work that sits best with them
- development of high-quality initiatives that recognise te ao Māori, the local context, community needs and evidence of good practice
- joined-up delivery of service at the local and regional levels
- tangata whenua, communities and the specialist sectors providing whānau-centred services that are not constrained by contractual limits.

### Outcome:

## 2. Tangata whenua, communities and specialist sectors lead effective family violence and sexual violence approaches and share knowledge

### Measure Now indicators:

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- ↑ Improved trust in relationships between government, tangata whenua, communities and specialist sectors
- ↑ More recognition of tangata whenua, communities' and specialist sectors' needs and priorities in government approaches
- ↑ Increased tangata whenua and community leadership to eliminate family violence and sexual violence

### Measure Next indicators:

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- ↑ More locally and regionally delivered, effective family violence and sexual violence approaches

## SHIFT 3

# Towards skilled, culturally competent and sustainable workforces



Shift Three recognises that workforces are one of the most important resources in the system. It focuses on workforce development across what have been siloed workforces in the past.

Workforce capability is about having specialists with the knowledge and cultural competence to meet the diverse needs of people, whānau and families impacted by violence. It's also about having generalist workforces that can identify if help is needed and know how to act safely, and who to connect with to provide support and help. This shift is about ensuring the right people with the right skills and the right support provide people, whānau and families with what they need across prevention, response, healing and recovery.

People impacted by family violence and sexual violence want help from their whānau, family and friends first. Whānau, families and friends need to know how to recognise family violence and sexual violence, what they can do, and how to get professional support, if needed. Building these skills is an important focus of this shift.

### Outcomes:

#### 3. Government and specialist sectors have safe, competent, responsive and sustainable workforces

##### Measure Now indicators:

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- ↑ Improved consistency of knowledge, skill and capability across all workforces
- ↑ Improved responsiveness to tangata whenua and diverse communities

##### Measure Next indicators:

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- ↑ Improved career pipelines in family violence and sexual violence work
- ↑ Improved wellbeing for kaimahi and workers in the specialist and generalist workforces

#### 4. Families, whānau, friends and other networks safely provide help and support

##### Measure Now indicators:

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- ↑ Improved understanding of family violence and sexual violence, by families, whānau, friends and other networks

##### Measure Next indicators:

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- ↑ Improved help and support for people impacted by family violence and/or sexual violence from families, whānau, friends and other networks

## SHIFT 4

# Towards increased investment in primary prevention



Shift Four is about strengthening the factors that prevent family violence and sexual violence, changing the social and cultural norms and conditions that currently enable violence to thrive, and addressing the key drivers of violence.

This shift encourages a co-ordinated and evidence-based approach to primary prevention, to reduce over time the number of children, young people, adults, whānau and families who are impacted by these forms of violence. This involves investing more in primary prevention to achieve Te Aorerekura outcomes. This shift includes a focus on:

- supporting parents and caregivers so they can create nurturing environments for children
- promoting respectful, consensual relationships for young people and adults
- enabling and supporting more partners in prevention, so that workplaces, schools, faith communities, sports groups, etc are contributing to violence prevention
- addressing the gender, social and cultural norms that enable family violence and sexual violence to continue and promoting norms of equity, respect, and non-violence.

Working on primary prevention at the same time as improving responses and healing approaches is the only way to eliminate family violence and sexual violence and improve intergenerational wellbeing across families and whānau.

### Outcomes:

#### 5. People, whānau and families enjoy safe and respectful relationships

##### Measure Now indicators:

- ↑ Improved support for families, whānau and caregivers
- ↑ Improved understanding of, and behaviours that reflect, consent, rights and respect

##### Measure Next indicators:

- ↑ More safe and nurturing environments for children and young people
- ↑ More people, whānau and families feel safe at home
- ↑ More respectful and equal intimate relationships

#### 6. Positive gender, social and cultural norms prevent family violence and sexual violence

##### Measure Now indicators:

- ↓ Less tolerance for family violence and sexual violence

##### Measure Next indicators:

- ↑ More workplaces and community settings that contribute to preventing family violence and sexual violence
- ↑ More effective tangata whenua- and community-led prevention approaches
- ↑ Improved presence of protective factors (including positive gender and social norms, and social connections)
- ↑ More people, whānau and families feel safe at school, work, online and in the community

## SHIFT 5

# Towards safe, accessible and integrated responses



Shift Five focuses on improving responses for victim-survivors (people impacted by family violence and sexual violence), their whānau and families. It includes improved responses for people who have used violence or are concerned that they may use violence.

Responses need to be tailored to the specific needs and strengths of each person, whānau or family and their networks (using culturally safe and appropriate approaches). Responses also need to be resourced so they can be accessed early, and in places people are every day.

Evidence shows integrated services and supports work best for people – they work together in a seamless way to meet people’s needs. Integrated responses include all the services and supports people, whānau and families need to access to be safe and well. They include health services, justice responses, advocacy, social work and therapeutic services, financial and legal services, and housing support.

By providing effective and equitable responses, people, whānau and families experiencing violence will get the support they need to be safe. People who use violence will be held accountable and supported to change their behaviour.

### Outcomes:

#### 7. Responses to family violence and sexual violence are safe, tailored, equitable and integrated

##### Measure Now indicators:

- ↑ Improved integration between government, tangata whenua, communities and specialist sectors
- ↑ More people, whānau and families can access effective tailored services and supports

##### Measure Next indicators:

- ↑ More people, whānau and families can access effective integrated services and supports

#### 8. People, whānau and families impacted by family violence and sexual violence get help early and are safe and supported

##### Measure Now indicators:

- ↑ More people, whānau and families can access early family violence and sexual violence services and support (government, tangata whenua- or community-led)

##### Measure Next indicators:

- ↑ Improved understanding and response from all government agencies for people, whānau and families impacted by family violence and sexual violence
- ↑ More people, whānau and families feel safe and supported after accessing a specialist service or support

## 9. People who use violence are held accountable and supported to change their behaviour

### Measure Now indicators:

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- ↑ More people who use or have used violence can access effective early services and supports (government, led by tangata whenua or community)

### Measure Next indicators:

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- ↑ More people who use or have used violence are held accountable
- ↓ Less family violence and sexual violence reoffending

## SHIFT 6

# Towards increased capacity for healing



Shift Six focuses on supporting people's long-term recovery, rehabilitation, and restoration. The intergenerational and community-wide impacts of trauma from family violence and sexual violence, and other trauma, are significant. Healing is a key element of what whānau, and communities need to be well and to thrive, as reflected in the Tokotoru model.

To heal family violence and sexual violence, a range of trauma-informed healing services need to be available across the life course of people, whānau and family journeys - from childhood through to adulthood. Reducing shame and stigma so that people can talk about their experiences, know they are not alone, and ask for or offer help, are essential for supporting healing.

When people, whānau and families don't heal and recover following exposure to family violence or sexual violence, this can lead to poorer outcomes and sometimes future violence. Focusing on healing is not new for tangata whenua and some communities, but it is relatively new for government. This may mean some of the results in this shift will take longer to be evident, as there is a greater amount of work required to understand and implement approaches to healing and recovery that work for different people, whānau and families.

### Outcomes:

#### 10. People, whānau and families are supported to heal and recover in ways that work best for them

##### Measure Now indicators:

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- ↑ More people, whānau and families can access a range of effective healing responses across their life course

##### Measure Next indicators:

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- ↑ Improved healing and recovery after accessing a family violence and/or sexual violence response

#### 11. People, whānau and families are free from shame, stigma, silencing and discrimination

##### Measure Now indicators:

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- ↑ More family, whānau and community conversations that contribute to better healing, prevention, and responses

##### Measure Next indicators:

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- ↓ Less discrimination experienced when accessing family violence and sexual violence responses

## Learning and monitoring



Evidence-based decision-making improves consistency, efficiency and effectiveness, and is key to achieving intended outcomes. Te Aorerekura reinforces the importance of making investment, policy and practice decisions based on a wide range of information. This can include administrative data, practice knowledge, mātauranga Māori, victim-survivor voices, research or evaluation. These different forms of information need to be developed and analysed by government working with tangata whenua, communities and specialist sectors.

Learning and monitoring is focused on improving the availability of relevant, quality information so that people have the right data, at the right time, in the right ways. A priority for this workstream is improving the inclusion of the voices of victim-survivors, and whānau and families impacted by violence when designing and evaluating approaches to family violence and sexual violence.

### Outcome:

#### 12. Improved quality and use of information to support evidence-based practice, policy and investment decisions

##### Measure Now indicators:

- ↑ More quality information, developed in partnership with tangata whenua, communities and specialist sectors, strengthens practice, monitoring and evidence-based decision-making

##### Measure Next indicators:

- ↑ Improved use of community-validated, and lived experience evidence in decision-making on investment and actions needed



## Appendix A: Biennial IEB report measures

To support the tracking of progress towards the intended outcomes of Te Aorerekura, the Interdepartmental Executive Board will produce a biennial monitoring report that tracks the outcome indicators.

The first monitoring report will focus on measuring the indicators with observable results in the next five years, with work to provide disaggregated information where possible. Where data is not available for the first report, indicators will be reported on using qualitative information and narrative from existing sources. Future reports will iterate to include updated measures, and measures of indicators that are expected to begin at a later point in the Strategy.

The report will be supported by Deep Dive reports, focused on a specific issue, shift, community or region, and research and evaluation.

This appendix provides detail about the measures used in first Biennial Board Report. Data will only be used for reporting if this is in line with data standards, including purpose of collection.

Data on national trends needs to reflect the experience and priorities of different people, communities, and population groups, including those who are disproportionately affected by family violence and sexual violence – women, children and young people, tangata whenua, Pacific peoples, disabled people, older people, LGBTQIA+ communities, ethnic communities, and those who experience compounding forms of disadvantage and discrimination. There is a need to prioritise and invest in disaggregating data so that there is information on trends for different population groups and communities.

### Overall impacts of Te Aorerekura



Indicators	Measures	Data source
<p>↓ Decreased family violence and sexual violence levels</p>	Percentage of people (aged 15 years and older) who experienced an offence or controlling behaviours by a family member in the previous 12 months	New Zealand Crime and Victim Survey, MOJ
	Percentage of people (aged 15 years and older) who experienced a sexual assault in the previous 12 months	New Zealand Crime and Victim Survey, MOJ
	Percentage of people (aged 15 years and older) who experienced one or more sexual assaults in their lifetime	New Zealand Crime and Victim Survey, MOJ
	Percentage of people (aged 15 years and older) who experienced intimate partner violence (of people who ever had a partner) in their lifetime	New Zealand Crime and Victim Survey, MOJ
	Number of reports of harassment to Netsafe under the Harmful Digital Communications Act	Netsafe

## Overall impacts of Te Aorerekura



Indicators	Measures	Data source
<p>↓ Decreased abuse towards children and young people</p>	<p>Percentage of children and/or young people (aged 12-18 years) that report that in the previous 12 months, adults in the places where they usually live have hit or physically hurt them or another child.</p>	<p>What About Me? Survey, MSD</p>
	<p>Percentage of children and young people (aged 12-18 years) who say they have been or unsure if they have been touched or made to do sexual things that they didn't want to in the previous 12 months (two data points - have and unsure)</p>	<p>What About Me? Survey, MSD</p>
	<p>Percentage of children and/or young people (aged 12-18 years) who report they have felt pressured to do things they or someone saw in porn</p>	<p>What About Me? Survey, MSD</p>
	<p>Number of children and young people with substantiated findings of abuse (neglect, emotional harm, physical harm and sexual abuse) in the previous 12 months</p>	<p>Administrative data, Oranga Tamariki</p>
	<p>Age cohort analysis of lifetime prevalence of childhood sexual abuse</p>	<p>New Zealand Violence Against Women and New Zealand Family Violence Study, Auckland University</p>

**Shift 1:** Towards strength-based wellbeing

**1. Government agencies' family violence and sexual violence approaches are strength-based and contribute to wellbeing**

Indicator	Measure	Data source
↑ Improved use of strength-based approaches in government responses	Number of effective strength-based approaches in government family violence and sexual violence approaches	Agency reporting on new initiatives. To be commissioned, biennially, Te Puna Aonui BU (2024)
↓ Less harm by government agencies toward people, whānau and families	Extent that communities view harm by government is being addressed.	Agency experience data and Community Voice information, Te Puna Aonui BU (2024)

## Shift 2: Towards mobilising communities

### 2. Tangata whenua, communities, and specialist sectors lead effective family violence and sexual violence approaches and share knowledge

Indicator	Measure	Data source
↑ Improved trust and relationships between government, tangata whenua, communities and specialist sectors	Percentage of tangata whenua, communities, and specialist sectors workforce who report a positive relationship with government agencies	Workforce Pulse Survey (2024)
↑ More recognition of tangata whenua, communities' and specialist sectors' needs and priorities in government approaches	Percentage of tangata whenua, community and specialist sector workers who participate in family violence or sexual violence governance or advisory groups	Workforce Pulse Survey (2024)
	Extent that communities view inclusion of their needs and priorities in government approaches is improving	Community voice information, Te Puna Aonui BU
↑ Increased tangata whenua and community leadership to eliminate family violence and sexual violence	Number and geographical spread of community mobilisation initiatives to prevent family violence and sexual violence	Community voice information, Te Puna Aonui BU
	Number of regions and iwi that have family violence and sexual violence plans	To be commissioned, biennially, Te Puna Aonui BU

**Shift 3: Towards skilled, culturally competent and sustainable workforces**

**3. Government and specialist sectors have safe, competent, responsive and sustainable workforces**

Indicator	Measure	Data source
<p>↑ Improved consistency of knowledge, skill and capability across all workforces</p>	Number of family violence and sexual violence workforce, in government and community organisations, who have received family violence and/or sexual violence essential level training in the previous 12 months	Workforce Pulse Survey (2024)
	Percentage of family violence and sexual violence workforce who reported applying their essential level training in their work in the previous 3 months	Workforce Pulse Survey (2024)
<p>↑ Improved responsiveness to tangata whenua and communities</p>	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with whānau Māori in the previous 12 months	Workforce Pulse Survey (2024)
	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with children and young people in the previous 12 months	Workforce Pulse Survey (2024)
	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with Pacific families in the previous 12 months	Workforce Pulse Survey (2024)
	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with LGBTQIA+ people and families in the previous 12 months	Workforce Pulse Survey (2024)
	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with Disabled People and their families in the previous 12 months	Workforce Pulse Survey (2024)

**Shift 3: Towards skilled, culturally competent and sustainable workforces**

**3. Government and specialist sectors have safe, competent, responsive and sustainable workforces**

Indicator	Measure	Data source
	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with families in Ethnic Communities in the previous 12 months	Workforce Pulse Survey (2024)
	Percentage of family violence and/or sexual violence specialist staff who have received cultural training to work safely and competently with older people in the previous 12 months	Workforce Pulse Survey (2024)
	Number of specialist organisations that have adopted and are implementing the Specialist Family Violence Organisational Standards framework	To be commissioned, biennially, Te Puna Aonui BU

**4. Families, whānau, friends and other networks safely provide help and support**

Indicator	Measure	Data source
↑ Improved understanding of family violence and sexual violence, by families, whānau, friends and other networks	Percentage of people that report they know how to recognise family violence and sexual violence	Social Norms Survey, ACC (2024)



## Shift 4: Towards investment in primary prevention

### 5. People, whānau and families enjoy safe and respectful relationships

Indicator	Measure	Data source
↑ Improved support for families, whānau and caregivers	Percentage of children (aged 0-14 years) whose primary parent/caregiver is coping well or very well with demands of raising children	New Zealand Health Survey, MOH (2023)
↑ Improved understanding of, and behaviours that reflect, consent, rights, and respect	Percentage of people who disagree or strongly disagree they would have difficulty asking for consent because it would spoil the mood	Social Norms survey, ACC (2024)
	Percentage of people who agree or strongly agree that they believe consent should always be obtained before the start of any sexual activity	Social Norms survey, ACC (2024)
	Percentage of people who agree or strongly agree that violence against women starts with disrespect	Social Norms survey, ACC (2024)
	Percentage of people in a relationship who agree or strongly agree that they are respected by their partner/s	Social Norms survey, ACC (2024)

### 6. Positive gender, social and cultural norms prevent family violence and sexual violence

Indicator	Measure	Data source
↓ Less tolerance for family violence and sexual violence	Percentage of people who think that 'hitting out is an understandable response for a man when his wife or girlfriend tries to end a relationship'	Gender Norms Survey, National Council for Women New Zealand (2024)
	Percentage of people who agree or strongly agree that violence is wrong under any circumstances	Social Norms Survey, ACC (2024)
	Percentage of people who agree or strongly agree that aggression and violence against children is not ever acceptable	Social Norms Survey, ACC (2024)
	Percentage of people who agree or strongly agree that aggression and violence against women is not ever acceptable	Social Norms Survey, ACC (2024)

## Shift 5: Towards safe, accessible and integrated responses

### 7. Responses to family violence and sexual violence are safe, tailored, equitable and integrated

Indicator	Measure	Data source
↑ Improved integration between government, tangata whenua, communities and specialist sectors	Extent that family violence and sexual violence services and supports are designed with communities	Community voice information, Te Puna Aonui BU (2024)
↑ More people, whānau and families can access effective tailored services and supports	Extent that the provision of responses is tailored to specific groups	Community voice information, Te Puna Aonui BU (2024)

### 8. People, whānau and families impacted by family violence and sexual violence get help they need early and are safe and supported

Indicator	Measure	Data source
↑ More people, whānau and families can access effective services and support	The number of people accessing family violence and sexual violence services in the previous financial year	Administrative data, MSD (2023)*
	The percentage of victims of family violence who reported they are satisfied or very satisfied with the family violence response services in the previous financial year	Administrative data, MSD (2023)*
	The total number of families/whānau who access Whānau Resilience services in the previous financial year	Administrative data, MSD (2023)*

\* MSD's administrative (contracting) data is gathered through current reporting processes and is publicly available. Any changes or additions to administrative data for future measures will require MSD to work through some issues. This includes working with MSD-funded FVSV service providers to improve data quality, working through how we exchange data and any privacy implications. If other data from MSD-funded FVSV services is required, MSD will need to work collaboratively with providers to find the right measures.

### 9. People who use violence are held accountable and supported to change their behaviour

Indicator	Measure	Data source
↑ More people who use or have used violence can access effective services and supports	Value of total spend allocated to family violence and/or sexual violence offender behaviour change, rehabilitation and recovery services in the previous financial year	Administrative data, Corrections (2023)



## Shift 6: Towards increased capacity for healing

### 10. People, whānau and families are supported to heal and recover in ways that work best for them

Indicator	Measure	Data source
<p>↑ More people, whānau and families can access a range of effective healing responses across their life course</p>	Value of total spend and geographical spread of all organisations providing healing and recovery responses to people, whānau and families experiencing family violence and sexual violence	No data source currently, to be developed

### 11. People, whānau and families are free from shame, stigma, silencing and discrimination

Indicator	Measure	Data source
<p>↑ More family, whānau and community conversations that contribute to better healing, prevention, and responses</p>	Percentage of people who have had a conversation with family, whānau or community on family violence or sexual violence issues	Social Norms survey, ACC (2024)
	Percentage of people who have had a conversation with family, whānau or community on family violence or sexual violence issues that said the conversation went well or very well	Social Norms survey, ACC (2024)

## Learning and monitoring

### 12. Improved quality and use of information to support evidence-based practice, policy and investment decisions

Indicator	Measure	Data source
↑ More quality information, developed in partnership with tangata whenua, communities and specialist sectors, strengthens practice, monitoring and evidence-based decision-making	Percentage of workforces who say they have the right information to support continuous improvement in their practice	Workforce Pulse Survey (2024)
	Extent that Te Aorerekura Outcomes and Measurement Framework data development plan has been progressed in the previous two years	To be commissioned, biennially, Te Puna Aonui BU

## Appendix B: Structure and timeframe

### Structure of the OMF

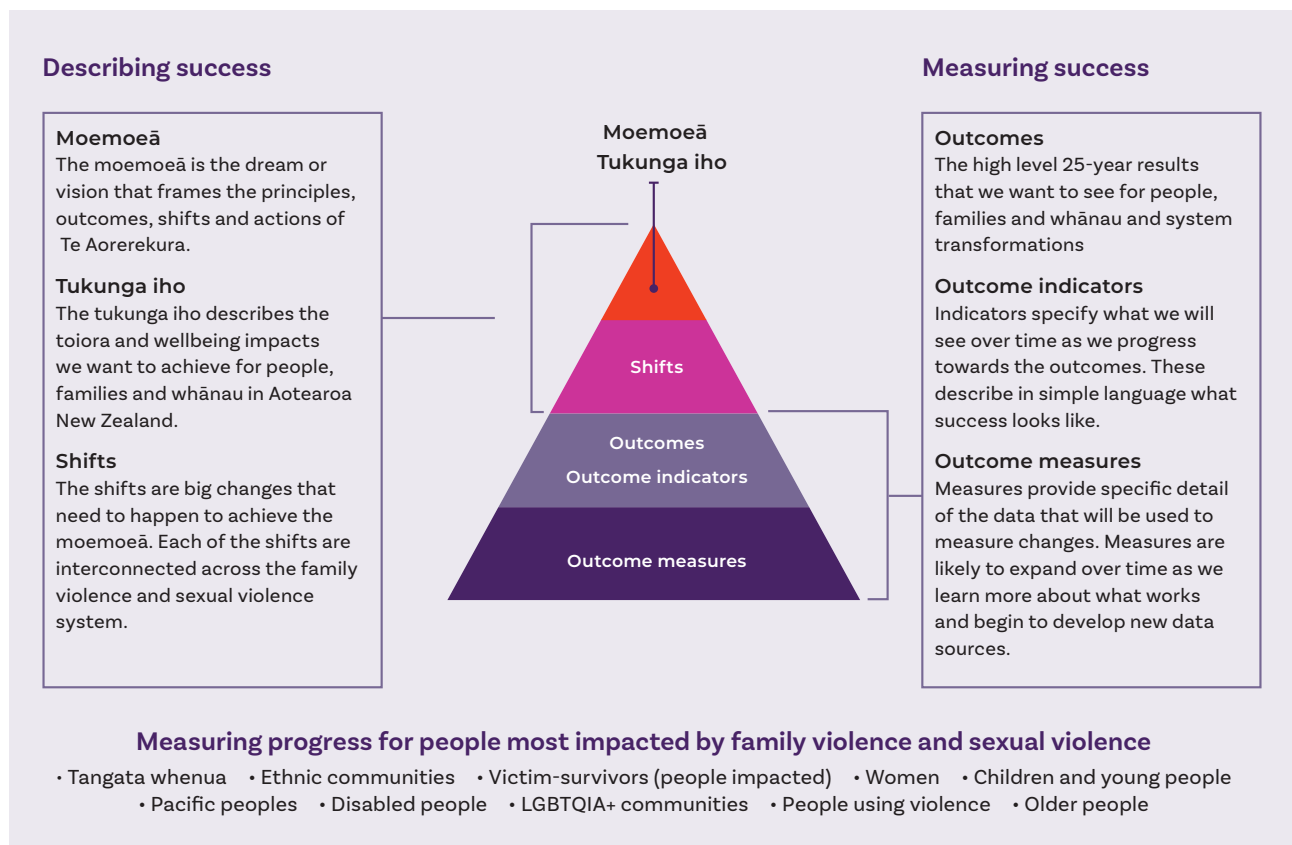
The OMF includes **outcomes**, **outcome indicators**, and **outcome measures** (see in Figure 3 below).

The **shifts** are the six strategic shifts needed to achieve the moemoeā of Te Aorerekura. The OMF uses the shifts as its foundational structure. It also includes *Learning and monitoring*, mentioned as necessary in Te Aorerekura, as well as the impacts it is expected to have on the prevalence of family violence and sexual violence.

The shifts have between one and three **outcomes** each. Due to the interconnected nature of the shifts, some outcomes rely on work undertaken in other shifts. For example, achieving outcome 7 *Responses to family violence and sexual violence are effective and equitable* relies on work being undertaken to achieve outcome 3 *Government and specialist sectors have safe, competent, responsive and sustainable workforces*.

Reporting on outcomes will include commentary that highlights the relationships between outcomes and shifts so these connections are clear.

**Figure 3: Terms in the OMF**



## Timeframe with key milestones for implementing the Outcomes and Measurement Framework

### Stage 1: Embed OMF

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#### 2023

- Te Aorerekura OMF published
  - Future data development plan agreed
- 

#### 2024

- Begin producing new data sources
  - Third Annual Hui
  - Second Annual Report
  - First Biennial Report (Initial measures only)
  - Investment Plan
  - First review of Te Aorerekura
- 

#### 2025

- New data sources begin being reported on
- Fourth Annual Hui
- Third Annual Report
- Deep Dive Report

### Stage 2: Review and extend OMF

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#### 2026

- Updated data development plan agreed
  - Fifth Annual Hui
  - Fourth Annual Report
  - Second Biennial Report
- 

#### 2027

- Sixth Annual Hui
  - Fifth Annual Report
  - Deep Dive Report
  - Outcome evaluation of Te Aorerekura
- 

#### 2028

- Review of the OMF
- Seventh Annual Hui
- Sixth Annual Report
- Third Biennial Report

## References

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- 11 The Southern Initiative and Auckland CoDesign Lab 2021. For resources on Te Tokotoru see: <https://tepunaonui.govt.nz/about-us/#tokotoru-model>
- 12 See <https://tepunaonui.govt.nz/> for more information about Te Puna Aonui
- 13 Sustaining a collaborative approach to support the whole-of-government response to eliminate family violence and sexual violence. 2021. Te Kawa Mataaho. Accessed from <https://www.publicservice.govt.nz/assets/DirectoryFile/Report-Updates-to-paper-Sustaining-a-collaborative-approach-to-support-the-whole-of-government-response-to-eliminate-family-violence-and-sexual-violence.pdf>
- 14 Te Pūkotahitanga and Te Puna Aonui Business Unit are working together to ensure the two frameworks align
- 15 Te Aorerekura (p. 30).
- 16 Te Aorerekura (p. 28-29).



ISBN: 978-1-7386175-0-0

