



**Te Puni Kōkiri**  
REALISING MĀORI POTENTIAL

**He Pūrongo Arotake: Te Whakaruruhau Māori Women's Refuge**  
*Evaluation Report: Te Whakaruruhau Māori Women's Refuge*

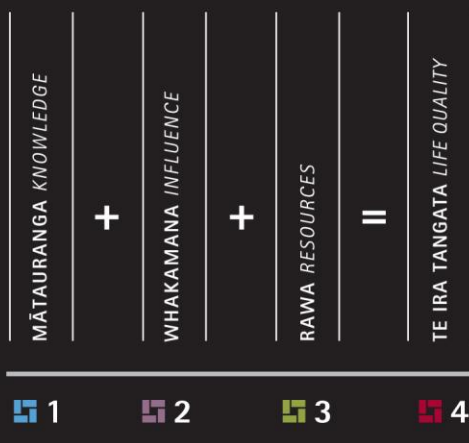


# Me mahi tahi tātou





## Let us work as one

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### REALISING MĀORI POTENTIAL



The framework above identifies three key enablers that are fundamental to Māori achieving Te Ira Tangata (improved life quality) and realising their potential. All our written information has been organised within these three key enablers or Te Ira Tangata.

 1	<i>Mātauranga – Building of knowledge and skills. This area acknowledges the importance of knowledge to building confidence and identity, growing skills and talents and generating innovation and creativity. Knowledge and skills are considered as a key enabler of Māori potential as they underpin choice and the power to act to improve life quality.</i>
 2	<i>Whakamana – Strengthening of leadership and decision-making.</i>
 3	<i>Rawa – Development and use of resources.</i>
 4	<i>Te Ira Tangata – The quality of life to realise potential.</i>

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# EXECUTIVE SUMMARY

The Effective Interventions Initiatives arose from a Cabinet directive that aimed to reduce the cycle of crime amongst Māori and look for ways to slow the growth of the prison population. The present report is an evaluation of the initiative run by Te Whakaruruhau Māori Women's Refuge. Te Whakaruruhau was funded for extensive infrastructure developments specifically (1) new staff and (2) delivery of two new programmes. The programmes were developed to provide wāhine with a safe environment, for an extended time period, where they could be re-orientated back into their community, while addressing outcomes from domestic violence.

This evaluation explored the written material on Te Whakaruruhau Māori Women's Refuge initiative including programme design and monitoring reports. In addition, interviews were conducted with Te Puni Kōkiri staff who had been working with Te Whakaruruhau to support the implementation of their initiative, as well as management of Te Whakaruruhau Māori Women's Refuge. Finally, clientele of the new services were interviewed to gain a first hand account of their experience within the initiative and the positive changes that their participation might have effected. Overall, the findings provided overwhelming support for the new initiative. The clientele spoke of their long-term exposure to domestic violence and how the new initiative was able to teach them, in a safe house environment, the skills necessary to not only recover from their experiences, but to forge ahead and make major changes to their own lives and those of their tamariki. They spoke of the empathy and support they received and how the manner in which the lessons were delivered provided greater clarity and less anxiety when coping with the major changes they were undergoing. One client spoke of her development to the stage where she is now gainfully employed and providing a stable and safe home environment for her tamariki. The other spoke about how her whānau unit has "improved so much" through the services provided.

This evaluation highlighted the importance of the Te Whakaruruhau Māori Women's Refuge kaupapa to the successful running of their initiative and highlighted the pressures associated with long-term funding to maintain their ability to break the cycle of violence. In conclusion, this initiative is a success and is a strong candidate for long-term funding.

# INTRODUCTION

This report provides an evaluation on Te Whakaruruhau Māori Women's Refuge, which received funding under the Effective Interventions Initiatives programme. This report is broken into two sections: Section (1) provides a brief introduction of the Effective Interventions Initiatives programme, background on the recipient organisation that is the focus of this report, Te Whakaruruhau Māori Women's Refuge, and outlines their proposal and associated outcomes; and Section (2) details the methodology, results and discussion of findings associated with the framework, and provides a brief conclusion and limitations associated with the report.

The aim of this evaluation is to determine the overall success of the funded Effective Interventions Initiatives for Te Whakaruruhau Māori Women's Refuge, using a provided framework (See Appendix C). The framework evaluation process has been designed so that agencies can see what outcomes were met as a result of Te Puni Kōkiri funding of the initiatives delivered by Te Whakaruruhau Māori Women's Refuge. The overall aim of this evaluation is to indicate the effective linkages between the Te Whakaruruhau Māori Women's Refuge and the four sectors related to the Effective Interventions Initiatives namely Justice and the Department of Corrections (*A Safe and Just Society*), Ministry of Health (*Health of New Zealanders*), and the Ministry of Social Development (*An Inclusive New Zealand*).

Finally, it is important to put this evaluation into context. The Regional Director's letter dated 20 December 2007 stated in relation to the Effective Interventions Initiatives that "There is also a process underway to extend your delivery of this service to 30 June 2010, to enable it to run long enough to be fully evaluated".<sup>1</sup> Consequently, this evaluation must be taken in the short-term context of the current 12 months of programme operation.

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<sup>1</sup> Letter to Effective Interventions providers from Te Puni Kōkiri Regional Directors, 20 December 2007.



# EFFECTIVE INTERVENTIONS INITIATIVES

The Effective Interventions Initiatives was a package of six initiatives that was funded by Te Puni Kōkiri in an attempt to slow the growth of the Māori prison population. This is to be achieved through:

1. addressing the precursors of crime,
2. reducing re-offending, and
3. reducing Māori over-representation in the criminal justice system.

Under the Effective Interventions Initiatives, Cabinet directed Te Puni Kōkiri and the Ministry of Justice to report to Cabinet Policy Committee with a programme of action relating to Māori. In May 2007 Te Puni Kōkiri and the Ministry of Justice presented the Programme of Action for Māori for consideration. The Programme of Action for Māori aimed to inform policies, programmes and services in the justice sector aimed at reducing offending and imprisonment among Māori. This included investing in a suite of practical initiatives designed, developed and delivered by Māori, and identifying sustainable funding options for these initiatives.<sup>2</sup>

At its meeting on 10 December 2007, the Cabinet Business Committee (CBC) - amongst other things:<sup>3</sup>

- a. **directed** Te Puni Kōkiri to continue to fund the six initiatives until 30 June 2008;
- b. **noted** that Te Puni Kōkiri will have completed formative evaluations for each of the six initiatives by 31 May 2008 and the findings will be provided to relevant agencies;
- c. **directed** the Ministry of Justice, the Ministry of Social Development, the Ministry of Health, the Ministry of Education and the Department of Corrections to identify appropriate funding from existing baseline resources to fund the six initiatives from 1 July 2008 to 30 June 2010, subject to appropriate monitoring and evaluation results;

Overall, there are six initiatives that were funded and this report evaluates the initiative relating to Te Whakaruruhau Māori Women's Refuge.

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<sup>2</sup> He Pānui, Te Puni Kōkiri Memorandum, Whakapānga kōnae: EI Initiatives, 13 December 2007.

<sup>3</sup> He Pānui, Te Puni Kōkiri Memorandum, Whakapānga kōnae: EI Initiatives, 13 December 2007.

# TE WHAKARURUHAU WOMEN'S REFUGE: BACKGROUND

In 1984, at the Women's Refuge National Annual General Meeting, wāhine voiced their concerns about Women's Refuge not meeting the needs of Tangata Whenua. They felt there was little room for Tangata Whenua to participate in the movement, in particular towards decision making roles and a lack of recognition that Tangata Whenua were the best people to provide support and advocacy for wāhine and tamariki. Consequently, in 1985, a national hui for wāhine Tangata Whenua was held and the parallel development model for Women's Refuge was developed. Parallel Development relates to:

- Tangata Whenua and Tauīwi (which means 'all others that came after') developing equally side by side;
- having resources that are shared equitably;
- a model of complementary service delivery that is culturally appropriate in its service delivery;
- a system based on partnership consistent with Te Tiriti o Waitangi; and
- an organisational structure consistent with the feminist, women-based orientation of Women's Refuge.<sup>4</sup>

Te Whakaruruha Māori Women's Refuge has operated for over 20 years (formed in 1987) in the Hamilton, Te Awamutu, Bombay, South Waikato and Hauraki rohe and continues to be supported by community and philanthropic organisations. The name Te Whakaruruha relates to *protection, shelter, to encompass* and embodies the parallel development approach and the kauapapa of Women's Refuge. The rōpū provides emergency and temporary refuge accommodation within an environment that is culturally appropriate for their clients. Te Whakaruruha Māori Women's Refuge was formed to assist Māori women and their tamariki by delivering counselling services and education conducive to holistic healing based on Māori cultural values and concepts. Overall, there are 10 Māori Women's Refuges operating throughout New Zealand and the demand for their services is high.<sup>5</sup>

Te Whakaruruha Māori Women's Refuge deals with approximately 800-900 domestic violence call outs per month. They have recently extended their services to Te Awamutu after being asked to pick up the services in that region of Waikato due to Te Awamutu no longer being able to continue to provide the necessary service. Te Whakaruruha Māori Women's Refuge kauapapa of the parallel development and focus on wāhine, tamariki, and whānau meant that they could not refuse an offer of help. Hence, their services have become extended since the contract was awarded.

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<sup>4</sup> <http://www.womensrefuge.org.nz/index.cfm?objectid=0CFAF54E-1321-AE99-698D3F49357E3F8C>, viewed 29 April 2008.

<sup>5</sup> [http://www.justice.govt.nz/effective\\_interventions/cabinet\\_papers/maori-pacific.asp?inline=maori-pacific-appendix.asp](http://www.justice.govt.nz/effective_interventions/cabinet_papers/maori-pacific.asp?inline=maori-pacific-appendix.asp), viewed 29 April 2008.



Since the Effective Interventions Initiatives agreement between Te Whakaruruhau Māori Women's Refuge and Te Puni Kōkiri was formalised on the 23<sup>rd</sup> of January 2007, Te Whakaruruhau Māori Women's Refuge has significantly increased its staffing levels from 9 to 28. The main focus has been on increasing the number of comprehensive advocate workers. Additional administration and support staff have also contributed to strengthening the service capabilities of Te Whakaruruhau Māori Women's Refuge<sup>6</sup> and the organisational capacity to enable it to better respond to the needs of their clients.

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<sup>6</sup> Te Whakaruruhau Effective Intervention Contract Monitoring Report, 21 July 2007.



# TE WHAKARURUHOU WOMEN'S REFUGE: PROPOSAL

The proposal from Te Whakaruruhau Māori Women's Refuge related to assistance for the following activities:

- to undertake an immediate organisational and systems assessment;
- to develop and implement infrastructure;
- to provide programme assistance; and
- to implement a sustainable funding strategy

Te Whakaruruhau Māori Women's Refuge's proposed target group includes all women (but Māori women in particular) who have been affected by family/domestic violence and abuse, and whānau including those who have been affected by whānau/domestic violence and abuse.

Outcomes for the proposal from Te Whakaruruhau Māori Women's Refuge relating to short-term outcomes were:

- reduction in the number of domestic violence incidences;
- ensuring a safe and secure environment exists for women and children affected by domestic/family violence and abuse; and
- offenders and perpetrators of domestic/family violence are taking responsibility for their violent behaviour.

The investment logic for the proposal from Te Whakaruruhau Māori Women's Refuge related to strengthening the organisation's capacity and its capabilities in providing a quality service, aligning capacity with demand and improving how Te Whakaruruhau Māori Women's Refuge responds to the needs of clients. The proposal sought to provide resources to assist the allocation of clients to case workers in a safe and secure environment and at a level that supports quality service delivery, recognising the growth in volumes since initial contracts and the expanded area of service provision.

Further, the proposal's logic relates to the provision of a revised design of support services to clients and the ability to develop and implement strategies to keep them and their children safe. This innovative service design and delivery aims to reduce the number of domestic violence incidences. In the medium to long-term, Te Whakaruruhau Māori Women's Refuge seeks to utilise its collective ownership to contribute to clients realising their aspirations and, consequently, achieve lifelong learning and positive knowledge to promote a safe and secure future for wāhine, their tamariki and wider whānau.

At the macro-level, Te Whakaruruhau Māori Women's Refuge believes access to positive knowledge through their services will support women to make strong, positive, life-changing choices about the family environment they want for themselves and their children. It is these decisions that fundamentally meet the Effective Interventions Initiatives intent by seeking to



reduce violence and the cycle of domestic abuse in Māori households. One way that this outcome can be measured is through the number of women who remove themselves and their children from potentially violent situations before the violence occurs. In essence, Māori women seeking refuge from domestic violence before it occurs or occurs again, can be seen as undertaking active and purposeful behaviours (through seeking help), thereby empowering themselves to reject negative behaviours (specifically domestic violence). This can be measured through the number of repeat referrals received prior to any abuse and/or violence occurring and the number of women that the organisation successfully assists to make positive changes to their whānau circumstances. Measures that include the health and wellbeing of children and the confidence of women and whānau to engage with services that support whānau wellbeing and social participation, stable housing etc. are also relevant medium to long term indicators of the impact of this design of programme. It is not readily measurable in the short term but a snapshot of client experience in these areas would be useful in the longer term evaluation of the initiative.

# METHODOLOGY

Data was collected from a number of sources including the initial reports and funding proposals. *Interviews* were undertaken with a number of stakeholders and ranged in time from one hour to two and a half hours. Specifically:

- two Te Puni Kōkiri staff involved in the initiative delivered by Te Whakaruruhau Māori Women's Refuge. This was to provide supplementary material to the written information on the evaluated organization;
- two Te Puni Kōkiri staff involved in liaison and providing expert advice, training and interaction with Te Whakaruruhau Māori Women's Refuge. This was to provide in-depth understanding of how the organisational running of the service capacity building and redesign has been achieved, highlighting any specific achievements and challenges;
- the Tumuaki (CEO) of Te Whakaruruhau Māori Women's Refuge. This was to provide an organisational perspective on their proposal, their service, and any specific achievements and challenges. This allows for the framework to be aligned with Te Whakaruruhau Māori Women's Refuge feedback;
- a Senior Manager of Te Whakaruruhau Māori Women's Refuge. This was to provide additional information aligned with that gathered from the Tumuaki. Further, this additional organisational member allows for greater clarity when aligning Te Whakaruruhau Māori Women's Refuge to the evaluation framework (through additional information gathered from a separate organisational source); and
- two clients of the service provided by Te Whakaruruhau Māori Women's Refuge. This was to provide a client's perspective on the services provided by Te Whakaruruhau Māori Women's Refuge. This allows for the framework to be aligned with Te Whakaruruhau Māori Women's Refuge stakeholder feedback.

It was important to provide greater understanding of the ordeals these clients had been through, and this was further challenged by the evaluation being completed by a male. As such, the venues for interviews were open for the client to suggest as I wanted to ensure they were as comfortable as possible. In the end, the office of Te Whakaruruhau Māori Women's Refuge was selected as this was a familiar and inherently 'safe' location. The interviews were conducted in a private office below the main office block. Further, confidentiality was assured to these participants to enable them to answer freely and reveal whatever aspects they would like to raise.

A number of interview questions were utilised to gain an indication of the success of the service and how the overall operation of the proposal was achieved. **Appendix A** has the interview questions. All questions provided for the evaluation were used in the overall evaluation. However, for some individuals interviewed (e.g. clients) not all questions were used as these would fundamentally fall outside of some participants' experiences.



## METHODOLOGICAL APPROACH

Linda Smith's ground breaking work *Decolonizing Methodologies: Research and Indigenous People* (1999) talked about understanding the Māori perspective, which is fundamentally shaped by:

1. a history of research on Māori that has helped shape negative attitudes about research; and
2. Western research being considered to have dehumanised Māori and denied the validation of Māori knowledge, language and culture. This has led some Maori to reject all research.<sup>7</sup>

Fundamentally, these aspects pose a great challenge for research on Māori. As such, Kaupapa Māori Research Methodology is an attempt to retrieve Māori research for Māori, and it provides a focus through which Māori people, as communities of researchers and the researched, have been able to engage in dialogue regarding new priorities, policies and practices for research, for, by, and with, Maori. It was envisaged that a Kaupapa Māori Research Methodology approach towards data collection for this evaluation was the most appropriate way for successfully completing the evaluation while maintaining the cultural integrity of Te Whakaruruhau Māori Women's Refuge, its staff, clients, and stakeholders (as the evaluated subject), the researcher himself (as the evaluator), and ultimately Te Puni Kōkiri (as the body over seeing the evaluation process for Effective Interventions Initiatives).

With Kaupapa Māori Research Methodology, there are a number of implications for undertaking research in Māori communities. Of relevance to the present evaluation, these implications include that research should be 'culturally safe'; have scientific rigour; be undertaken with a Māori worldview (e.g. holistic); have a goal of empowerment; have a whānau focus; be aligned with the Treaty of Waitangi, and be undertaken by a researcher with empathy for Māori.<sup>8</sup>

One issue relating to any evaluation process, especially one relating to evaluating a non-government organization's funding, is the process of success and failure, of achieving or not-achieving. Consequently, an evaluation is a value laden process that immediately triggers issues relating to whether this evaluation is positive or negative. One way the researcher for this evaluation of Te Whakaruruhau Māori Women's Refuge achieved a level of equity with organizational members and clients was to understand the organization, its kauapapa, its past reports relating to the proposal (e.g. monitor reports), to ensure that a high level of understanding was apparent from the beginning. This is intended to achieve a level of interaction where issues pertinent to the evaluation can be discussed, analysed and evaluated. However, this was somewhat countered by the nature of funding from Government agencies and the expectations of Te Whakaruruhau Māori Women's Refuge have regarding accountability. Namely, proposals are submitted, evaluated, and contracts are awarded, and the nature of reports and evaluations are at least established practices and a 'reality' between parties.

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<sup>7</sup> Smith, L. T. (1999). *Decolonizing methodologies: Research and indigenous people*. London: Zed Books Ltd.

<sup>8</sup> Smith, L. T. (1999). *Decolonizing methodologies: Research and indigenous people*. London: Zed Books Ltd.

Using Kaupapa Māori Research Methodology as a guideline, it was important that participants understood the evaluation was focused upon their stories as related to the proposal and their associated outcomes, and was not an exercise in trying to ascertain or determine blame for any potential issues. The present study was conducted by an experienced Māori academic with a strong empathy for Māori, whānau and the not-for-profit sector, and followed established scientific rigour with respondent data being cross validated and analysed accordingly. The focus on wāhine, tamariki, whānau and Tikanga Māori and empowerment align the present study strongly with the aims of Kaupapa Māori Research Methodology. Finally, in alignment with a Kaupapa Māori research methodological approach towards data collection, an appropriate token of appreciation was presented by the researcher to participants in the form of a small koha in appreciation for their time, energy and the nature of the topic covered by the interview. However, no koha was given to Te Puni Kōkiri staff (as they are Government employees of the agency funding the evaluation). The koha was not discussed before hand and was given as a heart-felt token and not as an inducement to participate (as participants were not aware of the gift).

## METHODOLOGICAL LIMITATIONS

There are some limitations in the methodological approach of this evaluation. Clearly the timeline and financial constraints of the evaluation meant the ability to interview large numbers of clients was constrained. Clearly this limits the generalisability of the evaluation. This is an important aspect as there are a wide range and number of stakeholders involved and interacting with Te Whakaruruhau Māori Women's Refuge. However, this is a natural limitation of this type of evaluation. In addition, self-selection of clients (through being selected by Te Whakaruruhau Māori Women's Refuge) might also limit the generalisability of the findings. However, this limitation is due to the limited number of clients who have utilised the widest range of services of Te Whakaruruhau Māori Women's Refuge as well as the specific nature of clients of Te Whakaruruhau Māori Women's Refuge serviced clients. Further, Te Whakaruruhau Māori Women's Refuge would be in the best position to determine whether a client is emotionally able to contribute to the evaluation. As such, there are limitations inherent in this evaluation but these are not critical to providing clarity about the evaluation's ability assess the early impact of *Investments in Effective Interventions* on Te Whakaruruhau Māori Women's Refuge and its services.



# EVALUATION FINDINGS

## FINDINGS OVERVIEW

Overall, there appears to be wide support that the initiative run by Te Whakaruruhau Māori Women's Refuge has been successful. From the perspective of Te Puni Kōkiri staff, there appears to be strong gains made by Te Whakaruruhau Māori Women's Refuge towards both specific outcome deliveries and capacity building through infrastructure development. From within the organisation, there is a strong sense of achievement and progress in what is clearly a challenging service. From the evaluation, it is clear Te Whakaruruhau Māori Women's Refuge have achieved a lot from their funding, particularly from the separation of different aspects of the service into different buildings and office space, and the recruitment of additional staff. It appears Te Whakaruruhau Māori Women's Refuge have had major success in breaking the cycle of violence amongst some of their clients and this has had a major impact on multiple sectors (e.g. justice, health, education etc.). Feedback from clients has reinforced a sense of success towards the proposed outcomes, and illustrated that the new services have impacted favourably and significantly on clients and their interactions within multiple sectors.

## SPECIFIC FEEDBACK

The following sections highlight an analysis of specific questions that were part of the evaluation review.

### **Question 1: Brief description of the intervention, including process**

This question relating to the intervention and its processes are detailed in earlier sections of this evaluation (see sections four to six respectively).

### **Question 2: Who designed the initiative/came up with the idea?**

The Tumuaki and Senior Manager of Te Whakaruruhau Māori Women's Refuge stated the initiative has been driven from 21 years of experience in the field, and specific aspects have been in response to client feedback expressing a desire for separation in the physical spaces where wāhine and their tamariki are originally seen by Te Whakaruruhau Māori Women's Refuge and where they develop and train to build a secure future for themselves and their whānau. On further prompting it was discovered that until the infrastructure development of the present funding, Te Whakaruruhau Māori Women's Refuge had extremely limited physical resources regarding space for working staff and their clients (for example eight staff sharing two rooms only). The initiative was born of a desire to improve the service of supporting wāhine and their dreams, which has been limited by resources (e.g. space, housing, time etc.).

There was also an acknowledgement that over the past 21 years Te Whakaruruhau Māori Women's Refuge has been forced to operate in 'crisis mode' rather than in a more thorough, systematic approach towards reducing the cycle of violence. They noted that over the past 21 years there had been an increased focus on paper work, which diluted their limited resources. Similarly, there is a funding focus on quantity rather than quality, and as such, it was felt the

current proposal under the Effective Interventions Initiatives provided an opportunity to improve the service provided to wāhine and tamariki towards breaking the cycle. Another issue is the operational demand placed upon Te Whakaruruhau Māori Women's Refuge. At its beginning, 21 years ago, they dealt with 25-30 cases of domestic violence a month. This has steadily increased over time, and now Te Whakaruruhau Māori Women's Refuge deal with 800-900 cases a month. Overall, the current initiative is the culmination of two decades of work in the field and understanding how a kauapapa Māori approach to breaking the cycle of violence may be the best way to achieve this.

Their approach is also fundamentally different from that of other Women's Refuges, with a different cultural approach where the whānau collective is the basis of the approach. For example, in general women's refuge there is a focus on separation with separate rooms and separate food. With Te Whakaruruhau Māori Women's Refuge, there is a whānau and collectivistic approach, where food and duties like cooking and childcare are shared. This approach was driven from Māori women asking "where is our own place - someplace that is culturally appropriate?" Te Whakaruruhau Māori Women's Refuge is based on the marae model, where wāhine are taken care of, welcomed, introduced, the purpose is explained etc. From that culturally appropriate starting point, then the work towards beginning to break the cycle of violence can begin. This approach is also more economical, with the ability to buy in bulk being more beneficial financially. This collective, whānau and culturally appropriate approach also means the wāhine are taught to work together, to manaaki and support one another. Importantly, this allows them to work and kōrero together in the kitchen as they prepare food. It is relaxed but important. It allows them to build themselves and each other, which is something that wasn't possible under the traditional Women's Refuge model. The model used by Te Whakaruruhau Māori Women's Refuge also differs from the traditional Women's Refuge model because it is not as structured towards kai times etc. The flexible and 'Māori time' approach is more relaxing and natural for wāhine and their whānau at this refuge.

### **Question 3: Who 'owns' the initiative? Who governs it?**

Te Whakaruruhau Māori Women's Refuge stated the initiative is fully 'owned' by the Trust and the participants/clients (wāhine and tamariki) stating "they all are a part of it and own it too". Te Whakaruruhau Māori Women's Refuge have worked hard on this kaupapa and have strongly governed the initiative, understanding the importance that such a successful initiative can have on both the wāhine, tamariki and whānau they care for, and the impact such an initiative might have on their own long-term funding.

Te Whakaruruhau Māori Women's Refuge stated that the mainstream system failed Māori wāhine and their tamariki because it was too prescribed and too Pākehā. In some instances, wāhine have utilised the system and failed in that system! This potentially reinforces and perpetuates a system of failure for wāhine. Importantly, the wāhine know that the 'system' doesn't work for them and hence the refuge model needed to be adapted to be culturally appropriate. This has led to strong 'buy in' by the wāhine who use the service provided by Te Whakaruruhau Māori Women's Refuge making them fundamental stakeholders in the initiative.

### **Question 4: Why was the initiative developed?**

As noted in Question 2, this initiative has been developed over decades of work, particularly in dealing with a 'crisis mode' operational model. Specifically, Te Whakaruruhau Māori Women's Refuge believe they spend a lot of time chasing funding and writing associated reports while



the care and protection of wāhine and tamariki from domestic violence is undertaken. This distracts from being able to provide a quality enhanced service that can break the cycle of violence amongst wāhine. Te Whakaruruhau Māori Women's Refuge recognise that a total service focus is the key, as is the delivery in a culturally appropriate way. They note the link with Tikanga Māori when they state that "you have got to do more than one thing when on the marae", and it is the same for the women using the service at Te Whakaruruhau Māori Women's Refuge. The Trust states there is "no distinction in service – we will deliver what is needed at the time". For example, they note that there is a myth that because they are a refuge that they don't work with the family - only the women and their children. However, they state that if the men are there (around the whānau and needing/seeking help) then they will also include them. This reinforces Te Whakaruruhau Māori Women's Refuge kaupapa of taking a holistic approach to breaking the cycle of violence because if the male was ignored (when everyone one still wants him involved), then that might undermine the positive change they are trying to achieve.

Te Whakaruruhau Māori Women's Refuge also noted their proactive approach to breaking the cycle of violence. They were recently involved in a local case where a dead body was snatched amid arguments within a whānau about where the body would be buried. Because the end result might be domestic violence and they were called on to facilitate and help, they entered the situation *before violence occurred* because in all probability that was a likely outcome. They noted that even kaumātua couldn't be involved but the intervention lead to a satisfactory resolution which resulted in no domestic violence. Hence, with the new resources and capabilities, Te Whakaruruhau Māori Women's Refuge is able to be proactive and reduce the likelihood of domestic violence in the rohe due to their mana, skills and reputation. They noted they were successful because of their extensive networks and they responded to invitations that other refuges wouldn't be able to respond to (and wouldn't want to!) simply because of the likelihood of reducing the violence cycle. Te Whakaruruhau Māori Women's Refuge suggested their inclusive kaupapa allowed them to help break the recidivist offending potential.

#### **Question 5: Who delivers/delivered the initiative?**

Te Whakaruruhau Māori Women's Refuge has delivered the initiative and noted that they have leveraged their many years of experience and the skills they have gained to achieve success in the initiative. The organisation noted this has taken organisational growth and time to develop the necessary understanding and skills and they manage them with a positive and pro-active approach.

#### **Question 6: To whom are they accountable (apart from TPK) and how?**

Te Whakaruruhau Māori Women's Refuge stated that first and foremost they are accountable to the families. They stated they have set up the initiative and now had to be there to help them meet the plan. They noted, as such, they were accountable to the women and children they work with. Other stakeholders that Te Whakaruruhau Māori Women's Refuge noted they were accountable to included the community at large (including govt agencies), as they noted that relationships hinged on how well these relationships are managed. For example, they noted that when women get out of isolation, they need to build new relationships and that includes with whānau, community agents, friends, sport, housing, financial (e.g. Work and Income), schools, marae, hapū and iwi (e.g. Tainui). Consequently, Te Whakaruruhau Māori Women's Refuge has to have those relationships as well and importantly for the wāhine and their whānau, they need to have strong and consistent relationships to ensure their clients get



the best help from these other stakeholders. Te Whakaruruhau Māori Women's Refuge stated that how well they manage these relationships affects how well they will succeed with these stakeholders, and this impacts on how well wāhine and their whānau succeed in the initiative.

**Question 7: To what extent has the provider delivered the outcomes TPK contracted for? And what are the learning's from this?**

Te Whakaruruhau Māori Women's Refuge believe they have made strong progress towards delivery of the outcomes contracted for. Similarly, this is the opinion shared by the Te Puni Kōkiri staff. Te Whakaruruhau Māori Women's Refuge noted the funding received from Te Puni Kōkiri has allowed them to break the cycle of domestic violence through funding capacity building that has taken Te Whakaruruhau Māori Women's Refuge into the 21<sup>st</sup> Century. It has allowed them to update the skills of staff and design innovations towards more effective and appropriate service delivery. It has also allowed Te Whakaruruhau Māori Women's Refuge to fully focus on their kaupapa built on Māori principles (e.g. manaakitanga, whānau etc.) to achieve the outcome of breaking the cycle of domestic violence. When asked how successful they had been at delivering their outcomes, the management of Te Whakaruruhau Māori Women's Refuge stated "Stunning!" They suggested the initiative has provided them with the ability to manage more things than ever before, including managing their staff and the ability to think, create and develop for the first time in 21 years, and it is this ability to strategically plan for breaking the cycle that has led to major success stories with their clients.

One client interviewed for this evaluation provided some major insights into how this initiative has been successful in breaking the cycle of domestic violence. As a brief background, this wāhine and her tamariki have been in and out of Women's Refuge a number of times over the past decade. This client has/had been using the new service initiative provided by Te Whakaruruhau Māori Women's Refuge and was therefore able to compare it with her past experiences and provide a unique insight into the 'success' of the initiative and the 'improvement' of this service over what was traditionally offered.

This client noted that the service let her understand how much she can achieve, and that they can be positive for themselves. The service brings them out of their shell and helps them realise you can do it on your own (e.g. mothering or whatever). She said it helps the women feel stronger and more positive instead of 'down and out'. This alone makes a strong connection to the Effective Interventions Initiatives aim of breaking the cycle of violence. She also noted that when she is feeling 'down and out' the advocates from Te Whakaruruhau Māori Women's Refuge tell her (and her friends in refuge) that they are there for them and ready and available when needed. She said this level and type of support makes them feel like they are not alone and feel they are being treated like an adult, which can be a rather unique experience.

The client mentioned many aspects that were positive for her and her tamariki. She noted that there is "such a good level of encouragement and support", in particular towards the health of their babies and themselves. She noted the advocates would take them to the doctors, and they'd even come in and support them (in the doctors) if the clients want them to. She said the immediacy of help towards ensuring babies and tamariki were healthy (as well as themselves) was a unique outcome. She stated "as soon as baby gets sick then there is action straight away" (i.e. off to the doctors). She also mentioned they will help the parents if they need a hand e.g. watching children etc. She noted that a healthy environment was also of supreme importance, and the advocates would organise help straight away if there were health risks



from the house, for even something as simple as flooding the laundry. She said “there is no chance for sickness to set in!”

The client noted that, in her experience, there is very little time to make changes and get help with rehabilitation. However, this time, the initiative was far slower than in the past and this enabled the wāhine and her tamariki to settle, to calm down and get over the strain of the move, and then try to understand the changes and lessons that they were being taught. She said being in the safe house for eight months with another woman and her whānau, they have been able to learn the lessons from the advocates (Te Whakaruruhau Māori Women’s Refuge staff) as well as learn to help each other and support each other and their whānau, which has been a new experience. She says she has enjoyed the bonding experience and is thankful she can open up to someone to help resolve issues and concerns (in addition to the advocates). She said a major lesson the advocates taught her with their interaction within the house and with her and her tamariki has been reducing the victimisation (and repeated victimisation). She said “You don’t realise how you are acting and you identify more here than you would in your own house”. That is, “you get to see and know what is abuse, and learn how to be stronger and walk away, pinpoint where it is coming from and be much stronger to stand up for yourself”. She said she and the other woman “learn from each other and the whānau orientation helps bond and improve their lives”. She noted that the ability of an advocate to put out something (e.g. “you know the way you reacted then to...”) means they are learning in their own home environment and can make changes and learn. She liked the fact you didn’t get it right all the time and that advocates understood that it was a ‘learning process’ that took time. This reduced the pressure on wāhine to be perfect which she noted was a very hard thing to do!

She noted they are offered a lot of education, for example parenting skills, anger management courses etc. and in particular was really positive about being able to do “what we want to do for ourselves” and how this was supported by Te Whakaruruhau Māori Women’s Refuge. This also flowed into benefiting tamariki and the wider whānau. For example, she noted that the courses and health care made for a “much more stable household environment, which runs so much better” and flows into others aspects like tamariki getting off to school and being less sick. The advocates help also allows them to have a break and helps set up the whānau for the start of each day with a calm and healthy start, which was not typically the case. Her experience of the ‘new service’ was “wicked” and “beautiful”. She noted the advocates help them rehabilitate themselves and she’ll tell them “have you looked at it in this manner?” She isn’t a counsellor but she strengthens them through comments and by just pointing out things. She said “so, instead of nutting out on our babies [as she would typically do], we learn to do things differently”. She said being at Te Whakaruruhau Māori Women’s Refuge helps them identify how they could do it better, and provides them with the tools to achieve this. In effect, this is the breaking of the cycle that is the focus of the Effective Interventions Initiatives. When questioned about her experiences from being in Refuge in the past, she noted the new service is a greater help compared to past experiences, suggesting it provided a speedier road to recovery and breaking the cycle of violence.

A final comment from this client highlighted the major impact this initiative has had on meeting the outcomes. She mentioned something about working at night and with further probing she noted that after the changes she had undergone with the Te Whakaruruhau Māori Women’s Refuge, she wanted to deal with her problem of insomnia. She said that her lack of sleep lead to great stress and cannabis use to deal with it. However, the new changes from the initiative had led her to stop using drugs and instead find a late night job where she can work and

provide for her whānau. Consequently, as a result of the initiative, she has given up drugs and is in gainful employment, and this is improving her health and that of her tamariki. Overall, there was strong support from report documentation and interviews that Te Whakaruruhau Māori Women's Refuge is achieving its expected outcomes.

The other client interviewed expressed similar positive comments about the service run by Te Whakaruruhau Māori Women's Refuge as the first client interviewed. She had been in the care of Te Whakaruruhau Māori Women's Refuge slightly longer than the first client but had also undergone major transformation. She noted that at the start of entering Te Whakaruruhau Māori Women's Refuge she had lost custody of her tamariki due to domestic violence issues in her home. She noted that she had undergone all the training and courses at Te Whakaruruhau Māori Women's Refuge and that these programmes improved her outlook immensely. She noted that when she entered she was "not in the right frame of mind". She said under the programmes at Te Whakaruruhau Māori Women's Refuge she was prompted every morning to attend programmes on anger management, domestic violence as well as counselling because "I needed a whole new revamp of me, a cleanse, and a good head full of knowledge". She said the programmes turned her around and were very positive.

This client noted that after the training had been completed she had improved so much that she was able to return to the workforce and get a job. She also noted that she had her tamariki returned to her by *Child Youth and Family*, something she was sure wouldn't have happened without the programme provided by Te Whakaruruhau Māori Women's Refuge. She also noted that she came to Te Whakaruruhau Māori Women's Refuge because she had no other options. "No one else, including whānau, could or would, help her". This programme was her last resort, highlighting the challenge Te Whakaruruhau Māori Women's Refuge has in building relationships with their clientele when they are naturally averse to interacting with agencies. This client also talked about the fear of dealing with any agency that might seek to keep her whānau split (e.g. *Child Youth and Family*), further highlighting the challenging nature of dealing with this type of clientele.

When asked to sum up her experience of the programmes run by Te Whakaruruhau Māori Women's Refuge, she stated "awesome, awesome". She noted that many positive changes that she had undergone and how her whānau unit by being reunited had improved so much. She noted there were many positive comments made by her tamariki about their new situation and the stability of the family unit. When asked about other impacts into the whānau unit, this client noted how her tamariki were doing so much better at school, attending classes regularly, and achieving far better than they were able in their previous housing situation (in a domestic violence setting). She noted the programmes had left her feeling confident and self assured and able to cope with any new challenges.

This client however, did raise one issue of concern, which might impact on the breaking the cycle of violence. She noted that she had been waiting for a new house from *Housing New Zealand* and the delay had been so long that she was now getting pressure from *Child Youth and Family* about being in a new house with her tamariki. It was noted that part of the Effective Interventions Initiatives was its ability to have multiple sectors working together for benefits towards breaking the cycle of violence. However, this comment highlights the importance of every sector partner delivering. The client noted this delay had nothing to do with Te Whakaruruhau Māori Women's Refuge but was due to issues of supply with *Housing New Zealand*. Due to the delay, the client noted that she had become anxious due to pressures exerted by *Child Youth and Family*, highlighting the importance of getting all partners providing their services as quickly as possible.



**Question 8: Describe any additional outcomes produced by this initiative, and the benefits of those outcomes (added value).**

As noted above by the client, in changing the cycle of violence there can be many additional benefits through multiple sectors that are achieved, over and above the outcomes associated with the initiative. For example, not only has a long cycle of domestic violence been broken, but by this action (through the initiative) there are many other benefits including:

- improved health gains for wāhine and tamariki;
- reduction in unhealthy behaviour including drug use;
- increased educational gains for wāhine through courses, but also for tamariki through an improved and stable home environment, encouraging school attendance and participation;
- self esteem benefits including pride in the home;
- employment opportunities through ability to undertake employment and self belief in being able to work; and
- increased awareness of the outcomes of domestic violence by offenders.

The programme with Waikeria Prison (which among other things undertakes repairs by prisoners on houses associated with domestic violence incidents) has led to feedback where prisoners (of any crime) can see the damage and destruction unleashed in domestic violence incidents. Further, Māori prisoners have commented that they never usually see the ‘aftermath’ of their own violence and this initiative has helped some of these prisoners see the damage done

**Question 9: Elaborate the links between initiative outcomes (including those not contracted for) and the cross-agency outcomes framework**

The focus of the Effective Interventions Initiatives package was to slow the growth of the prison population. Further, there was an expectation that such a reduction in breaking the cycle of violence would have a positive flow-on effect across a number of sectors. This is shown in **Appendix 3**.

**Inter-sector links with Justice**

The Effective Interventions Initiative by Te Whakaruruhau Māori Women’s Refuge links well with the Justice Sector Outcomes Framework specifically:

- reduced victimisation by teaching the wāhine about domestic violence;
- reduced repeat victimisation by developing wāhine to be independent and able to cope without their abusive partner;
- the initiative purposefully seeks to develop the resilience of wāhine to the risk of domestic abuse;
- the initiative supports victims of crime (domestic violence);
- through building self esteem it reduces the fear of domestic violence;
- for some offenders who become integrated with the initiative, they can be assisted to comply with sanctions;

- the initiative may also reduce the reoffending of perpetrators; and
- the work by Te Whakaruruhau Māori Women's Refuge means the Justice system through this initiative adapts to meet the needs of Māori.

### **Inter-sector links with Ministry of Social Development**

The Effective Interventions Initiative by Te Whakaruruhau Māori Women's Refuge links well with the Ministry of Social Development Outcomes Framework specifically:

- providing resources (including training and development) to support wāhine and their tamariki to play a functional role in society;
- providing a safe and secure environment – both in a physical safe house and also through a home without domestic violence and through enhanced skills of the wāhine towards tamariki (also reduced violence potential);
- creating a strong and resilient whānau;
- creating a whānau who interacts and is productive in the community and the workplace;
- through training and development, creating wāhine who are strong in decision making;
- through training and development, creating wāhine who have the knowledge, capabilities and skills to look after tamariki and whānau;
- enhanced links with marae, whānau, hapū and iwi;
- tamariki and whānau are free from abuse, neglect, offending and violence;
- enhanced wāhine parenting skills has lead to tamariki being reunited with their whānau creating permanent and stable whānau units;
- tamariki have a secure and enhanced standard of living;
- tamariki are in education and training (e.g. attending school regularly);
- tamariki play a role in decision making; and
- tamariki have healthy social relationships

### **Inter-sector links with Department of Corrections**

The Effective Interventions Initiative by Te Whakaruruhau Māori Women's Refuge also links with the Department of Corrections Outcomes Framework specifically:

- victims of crime are supported through the service provided by Te Whakaruruhau Māori Women's Refuge; and
- crime is reduced through reduced reoffending.



## Inter-sector links with Ministry of Health

The Effective Interventions Initiative by Te Whakaruruhau Māori Women's Refuge also links well with the Ministry of Health Outcomes Framework specifically:

- increased life expectancy for wāhine and tamariki;
- reduction in infant mortality rate;
- improvement in healthy life expectancy (not only through reduced violence, but also attributable to change of self esteem and willingness to remove destructive behaviours e.g. drug taking) ;
- improvement in mental health status;
- improvement in life expectancy rates lowers the inequities by ethnicity;
- improvement in infant mortality rates lowers the inequities by ethnicity;
- improvement in healthy life expectancy rates lowers the inequities by ethnicity; and
- regular attendance of health care for wāhine and tamariki enhances and improves views of the health care system.

## Inter-sector links with other providers

The Effective Interventions Initiative by Te Whakaruruhau Māori Women's Refuge also links with the *Ministry of Housing* regarding the provision of housing for clients who have completed their training programme. It has been noted by Te Whakaruruhau Māori Women's Refuge that the *Ministry of Housing* has been excellent in providing housing for their clients. However, as noted by one client, there can be delays which can seriously undermine the long term effectiveness of the initiative.

Overall, the Effective Interventions Initiative by Te Whakaruruhau Māori Women's Refuge has multiple positive outcomes across many sectors and meets the over-arching outcomes proposed by Cabinet under the Effective Interventions Initiatives. The links identified above have been indicated in the *Outcomes Framework (Appendix C)*.

### **Question 10: Which outputs/throughputs produced the contracted outcomes, and how?**

The outcomes achieved by the Te Whakaruruhau Māori Women's Refuge initiative are fundamentally tied to the infrastructure development, including the provision of programme assistance. Te Whakaruruhau Māori Women's Refuge deals with a large and growing volume of complex clientele which places heavy emotional and cost pressures upon the Trust. The funding initiative has allowed Te Whakaruruhau Māori Women's Refuge to provide a wider array of services than they have previously been able to fund, including crisis intervention, support for/retraining of wāhine and more intensive support by providing additional staff. While Te Whakaruruhau Māori Women's Refuge clearly had the reputation and skill base, their focus on short-term funding meant they were not able to focus upon their core business to a level where the outcomes associated with the Effective Interventions Initiatives could be achieved. It is hard to pinpoint a single 'direct link' between any Te Whakaruruhau Māori Women's Refuge service and reduction in domestic violence. Clearly, the ability of the Trust to make the changes they have made has been due to their understanding of their clientele and the new ability to provide wide-ranging services to meet the diverse needs of the wāhine and

tamariki. Similarly, the ability to provide staff in the numbers and for the time required by the clientele appears to have been a major success factor in designing and delivering a more comprehensive suite of services to help break the cycle of violence.

**Question 11: To what extent did the provider deliver the outputs TPK contracted for?**

Te Whakaruruhau Māori Women's Refuge have made a strong effort and been successful in designing and developing enhanced services, and delivering the outputs Te Puni Kōkiri have contracted for. It must be noted that outputs such as *Reduction in the number of domestic violence incidences* will be directly influenced by funding levels. If Te Whakaruruhau Māori Women's Refuge are forced back into their original funding situation, it must be understood that their ability to offer their current service and maintain the reductions in domestic violence incidences and breaking the cycle of violence are unlikely to be maintained. Further, reduction in domestic violence incidences requires a long-term focus. The ability to demonstrate concrete evidence of the success of the Te Whakaruruhau Māori Women's Refuge initiative requires further time (and this is likely a few years at the minimum).

**Question 12: Output costs (the sum of the actual outputs or throughputs divided by total contract cost)**

The total initial cost for the initiative run by Te Whakaruruhau Māori Women's Refuge was \$546,000.00.<sup>9</sup> Then \$150,000 was removed from the total contract because this related to one-off organisational infrastructure development<sup>10</sup> leaving a balance of \$396,000. The total number of wāhine and tamariki who have been through Te Whakaruruhau Māori Women's Refuge for 11 months (January to November 2007) is 5389 clients (currently) of which 2374 are new clients. The total number of whānau units is 3179 (taken as wāhine). As such, the output cost per client is \$73.36 per client, \$166.81 per new client, and \$124.69 per whānau unit.

**Question 13: To what extent has or will this initiative 'work(ed) for Māori?**

From interviews with Te Puni Kōkiri staff, the management of Te Whakaruruhau Māori Women's Refuge, and their clientele, it is evident that this initiative has been effective in making successful change where previous options have not achieved as well. This is particularly evident for Māori wāhine and their tamariki and whānau. There is strong feedback from clients that past experiences in Women's Refuge have not worked for Māori, and the current kaupapa of Te Whakaruruhau Māori Women's Refuge and their focus on parallel development is an important and culturally understanding approach. However, while this organisation has been successful in supporting Māori, the ability of Te Whakaruruhau Māori Women's Refuge to break the cycle of violence has only been achieved through the additional resources (programmes and staff) that have been added from this funded initiative. The new programmes have built upon kaupapa Māori and Tikanga Māori and have tied in the experience and leveraged the expertise of Te Whakaruruhau Māori Women's Refuge to make successful gains for Māori. Feedback from wāhine interviewed is that the traditional non-Māori approach simply does not work for them. Consequently, there is strong support for this as a

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<sup>9</sup> Notes of the Maori Programme of Action Meeting to Discuss Funding (Cabinet's 10 December 2008 Directive). Thursday 14 February 2008, 4pm, Ministry Of Justice, Charles Ferguson Building, Level 11.

<sup>10</sup> Te Whakaruruhau Māori Women's Refuge Report 26 March 2008 Purpose of Investment Report.



promising initiative meeting the needs of Māori and with potential to reduce the cycle of violence.

**Question 14: Has/will it work(ed) better than anything else?**

As noted above, the programme has been very successful for Māori and has enabled Te Whakaruruhau Māori Women's Refuge to make gains, provide an appropriate, safe and quality service and achieve outcomes that they have not been able to make consistently in the past. This has been achieved through securing funding which has enabled them to focus on their core service delivery; improve staff numbers more aligned with those required for safe, quality service delivery; training for staff and the ability to gain adequate space for the administration of such an important service. Furthermore, the additional space and the development of the locally designed programme has supported more intensive education and support for women and tamariki which shows promise in terms of transformational outcomes, beyond the crisis intervention forced on the service through inadequate resources. Overall, it appears the initiative has worked better than anything else in the past.

**Question 15: Stipulate the methods used to elicit the answers to all of these questions**

As noted in the methodology section (section 7), the analysis of these questions has been through the interviews of two Te Puni Kōkiri staff, two organisational members of Te Whakaruruhau Māori Women's Refuge (including the Tumuaki) and two clients of Te Whakaruruhau Māori Women's Refuge. In addition, multiple documents relating to the Effective Interventions Initiatives, Te Whakaruruhau Māori Women's Refuge proposal and monitoring reports were analysed. At all times, a kauapapa Māori research approach was utilised to provide a context that was culturally appropriate. Further, when dealing with staff and clientele of Te Whakaruruhau Māori Women's Refuge there was a strong emphasis on compassion and understanding regarding the nature of the sector the Trust operates in, and the experiences of the clientele, to ensure that, at no stage, did any participant feel threatened or exposed by the evaluation.



# DISCUSSION

The purpose of this evaluation was to test the effectiveness of the Effective Interventions Initiative run by Te Whakaruruhau Māori Women's Refuge. In particular, the outcomes of the initiative as it relates to the Māori Potential Framework, and the influence of the initiative across multiple sectors. Overall, there appears to be strong support for the initiative achieving its principal aim of breaking the cycle of violence. There is clear evidence from Te Whakaruruhau Māori Women's Refuge and from their clientele that this initiative is unique and has a major impact on the Māori wāhine and their tamariki using the service. The funding from this initiative has provided Te Whakaruruhau Māori Women's Refuge with the ability to up-skill and add staff, offer new programmes, and improve their physical facilities, where they are located and their ability to provide a quality service to their clientele. Initial interviews are able to be conducted in one location and development training in another location. It appears the physical separation to allow appropriate space, provision of a higher level of staffing and training for the locally designed programme are all vital as it is the many new programmes being offered by Te Whakaruruhau Māori Women's Refuge that are making their service more effective.

The clientele spoke of how impressive and supportive the programmes were but it was the many associated comments when they spoke of the informal training and parental help that came with the support that appears to be a key to the initiative's success. The ability of the programme advocates to gain a level of trust with the clientele was essential for them to then provide not only support but changes in personal development for the wāhine. The wāhine interviewed noted the way the advocates were able to point out issues – particularly relating to parenting – in a non-judgemental way, made them realise that they were looking to parent in an aggressive manner (a product of what they had been exposed to). The ability of the wāhine to note this in a positive manner highlights the significant gains in breaking the cycle of violence that Te Whakaruruhau Māori Women's Refuge has achieved with their initiative.

One aspect that was continually stressed by all participants in the evaluation was the importance of the cultural focus and the kaupapa of Te Whakaruruhau Māori Women's Refuge. Clearly, the design of the initiative and its kaupapa Māori focus plays an important role. The ability of culturally appropriate programmes that are offered by Māori for Māori appears to have been a significant factor in the success of the initiative. The ability of such a cultural focus to achieve significant gains in this area should not be overlooked. However, given Te Whakaruruhau Māori Women's Refuge has had this kaupapa for 21 years, there is more to such a successful programme than having a 'by Māori for Māori' focus. It would appear the financial resources provided to Te Whakaruruhau Māori Women's Refuge have been the **single most important factor in the initiative's success**. Without adequate funding, the best programmes cannot be delivered to the extent where the cycle of violence can be broken. As such, the major recommendation of this evaluation is that for such gains to be maintained will require appropriate funding levels to be maintained.



# LIMITATIONS & CONCLUSION

As with any evaluation there are limitations inherent in the design and application that mean the findings have some limitations that must be acknowledged. In particular, the major issue is the timeframe for changes to be made. The first Women's Refuge was established in 1973<sup>11</sup> and Te Whakaruruhau Māori Women's Refuge has been operating for 21 years. Clearly, the cycle of violence is well established. Consequently, it is somewhat hopeful to suggest that the initiative could produce results that show a reduction in domestic violence in a one year timeframe. As such, the initiative needs to be taken in the context of being a 'pilot study' and this evaluation, therefore, is an evaluation of the pilot study into reducing domestic violence. In this context, there is sufficient evidence to suggest that the initiative is successful. Clearly, further support is required to run the initiative offered by Te Whakaruruhau Māori Women's Refuge for a longer timeframe (e.g. three years) to then provide a much greater indication of its success.

The focus of the Effective Interventions Initiatives was to fund initiatives that could make a difference through addressing the precursors of crime, reducing re-offending, and reducing Māori over-representation in the criminal justice system. The initiative by Te Whakaruruhau Māori Women's Refuge was able to make a significant impact on the victims of domestic abuse (wāhine, tamariki, and their wider whānau) as well as make impacts upon the abuser and other criminals through the programme with Waikeria prison. While undoubtedly domestic violence is a major issue for Māori, this initiative has made significant inroads into this domain and further funding would provide a greater ability for this initiative to be tested.

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11 New Zealand Women's Refuge <http://www.womensrefuge.org.nz/index.cfm?objectid=0CFAF56E-1321-AE99-696CF0C9BA02CC49> viewed 7 May 2007.

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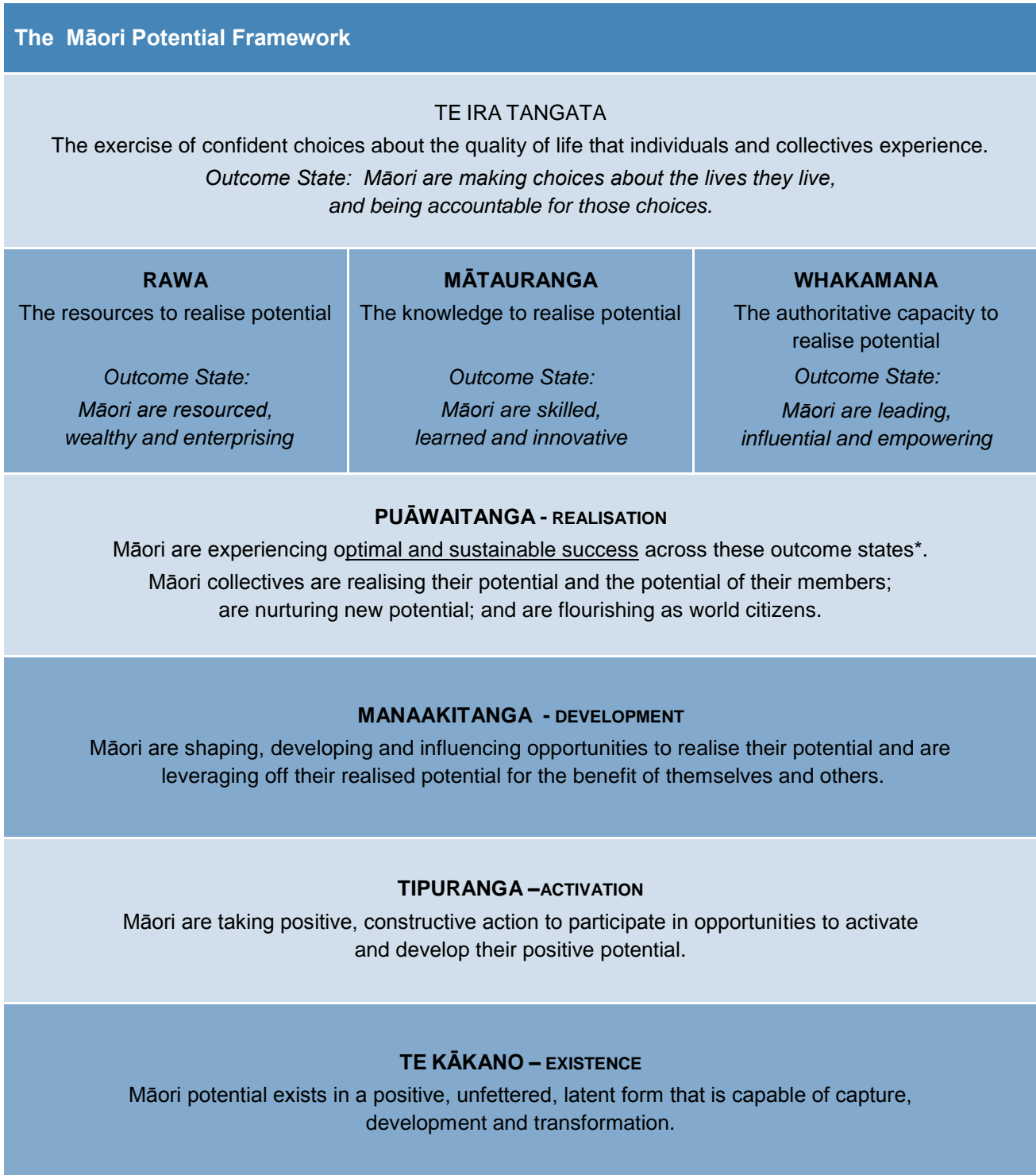


# APPENDIX 1

## EVALUATION QUESTIONS

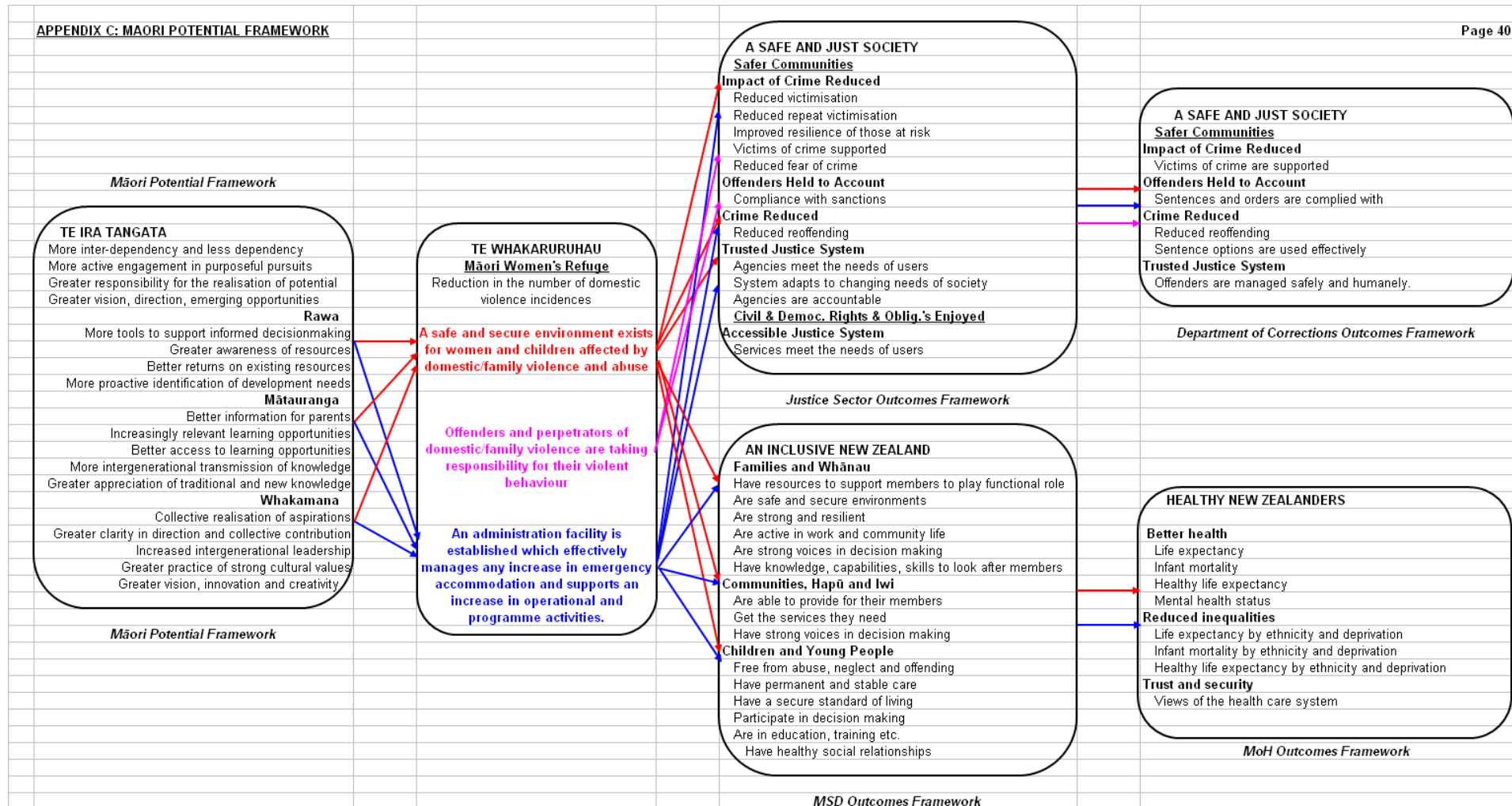
3. Brief description of the intervention, including process
4. Who designed the initiative/came up with the idea?
5. Who 'owns' the initiative? Who governs it?
6. Why was the initiative developed?
7. Who delivers/delivered the initiative?
8. To whom are they accountable (apart from TPK) and how?
9. To what extent has the provider delivered the outcomes TPK contracted for? Learning's?
10. Describe any additional outcomes produced by this initiative, and the benefits of those outcomes (added value)
11. Elaborate the links between initiative outcomes (including those that were not contracted for) & this cross-agency outcomes framework
12. Which outputs/throughputs produced the contracted outcomes, and how?
13. To what extent did the provider deliver the outputs TPK contracted for?
14. Output costs (the sum of the actual outputs or throughputs divided by total contract cost)
15. To what extent has or will this initiative 'work(ed) for Māori'?
16. Has/will it work(ed) better than anything else?
17. Stipulate the methods used to elicit the answers to all of these questions

# APPENDIX 2



# APPENDIX 3

APPENDIX C: MAORI POTENTIAL FRAMEWORK







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