

# Tauākī Whakamaunga Atu Statement of Intent

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# 2021– 2025



**Manatū Wāhine**  
**Ministry for Women**





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# 1 Overview

## Minister's foreword



New Zealand has been at the forefront of fighting for gender equality and, as Minister for Women, I am proud to lead initiatives to continue to improve the lives of women and girls in Aotearoa.

We have a particular focus on COVID-19's impact on women's economic and social wellbeing, supporting women to find a firm footing to recover well, safety from family and sexual violence, increasing opportunities for women's training, education and employment and improving outcomes for wāhine Māori. Work is also underway across government to increase women's representation on public sector boards and to address the gender pay gap and pay equity in the public service.

As part of the Government's wider COVID-19 economic recovery programme, I am leading a cross-government approach on a Women's Employment Action Plan following the pandemic. We know that women are particularly disadvantaged by this kind of economic disruption and I am committed to a longer-term strategy to improve our country's resilience so we can build back better.

As the Government's principal advisor on policies for women, Manatū Wāhine Ministry for Women has a lead role across the public service in bringing gender perspectives into policy development and working to improve outcomes for women. To do this, it needs to

be closely connected across government and across Aotearoa New Zealand, working with those who are supporting women to thrive.

The Ministry also has an important role hosting the Mana Wāhine Joint Roopū, which, in conjunction with Te Puni Kōkiri, leads and supports the Crown's participation in the Mana Wāhine Kaupapa Inquiry. The Government sees the Inquiry process as an important opportunity to work through and understand how we work to better support and improve outcomes for wāhine Māori.

I am confident that the Ministry's strategic intentions, as presented in this document, will support the Government's priorities.

### **RESPONSIBLE MINISTER'S STATEMENT OF RESPONSIBILITY**

I am satisfied that the information in this Statement of Intent prepared by Manatū Wāhine Ministry for Women is consistent with the policies and performance expectations of the Government.

A handwritten signature in black ink, appearing to read 'Jan Tinetti'.

**Hon Jan Tinetti**  
Minister for Women

30 September 2021

# Chief Executive's introduction



We are publishing this Statement of Intent at a time when New Zealand continues to respond to the COVID-19 global pandemic. Existing inequalities for women and discrimination of other marginalised groups are too often made worse at times of crisis and disruption.

COVID-19 reminds us that our mission to drive improved outcomes for New Zealand wāhine women and kōtiro girls is as important now as it has ever been. This is a mission that Manatū Wāhine Ministry for Women is fully committed to. We want to see Aotearoa New Zealand as a great place for all wāhine women and kōtiro girls.

This Statement of Intent sets out our ambitions as a Ministry for the next four years. It seeks to build on progress we have already made in key areas such as education, the gender pay gap and pay equity, leadership and participation in the economy. It captures how we will support the Minister for Women and work with stakeholders and government agencies to make a real difference for women.

We identify four outcome areas to focus our work: Wāhine Māori, Social and Economic Wellbeing, Participation and Safety. These outcomes require us to look at women in all their diversity to understand more about how we can improve the lives of women across Aotearoa New Zealand.

To deliver on our ambition it is essential we are connected inside and outside of government and are focused on those things that will make the biggest difference to the women and girls of Aotearoa New Zealand. In some areas, this will see us step up more to lead system change. In other areas, this will require us to support the work of others.

I look forward to overseeing the Ministry's work towards our strategic intentions.

## CHIEF EXECUTIVE'S STATEMENT OF RESPONSIBILITY

In signing this information, I acknowledge that I am responsible for the information on strategic intentions for Manatū Wāhine Ministry for Women. This information has been prepared in accordance with section 38 and section 40 of the Public Finance Act 1989.

A handwritten signature in black ink, appearing to read 'Kellie Coombes'. The signature is fluid and cursive, written over a white background.

**Kellie Coombes**

Acting Secretary for Women and Chief Executive,  
Te Tumu Whakarae mō te wāhine

30 September 2021



# Our strategic framework

The te reo Māori terms *wāhine* (women) and *kōtiro* (girls) are used throughout the framework to underline the focus on wāhine Māori we aim for at Manatū Wāhine Ministry for Women.

# Strategic Framework

## Vision

Aotearoa New Zealand is a great place for all wāhine women and kōtiro girls

## Mission

To drive improved outcomes for all wāhine women and kōtiro girls

## Role

We are the Government's principal advisor on improving the lives of wāhine women and kōtiro girls in Aotearoa New Zealand

## Strategic outcomes

### Social and Economic Wellbeing

All wāhine women and kōtiro girls enjoy economic security and thrive throughout their lives

### Participation

All wāhine women and kōtiro girls fully participate in society

### Safety

All wāhine women and kōtiro girls are safe from all forms of violence

### Wāhine Māori

Wāhine Māori have improved outcomes



## **Our operating context**



# Progress on gender equality

## Women of working age are now typically more highly qualified than men.

Fewer girls than boys leave school without qualifications, and the majority of university graduates are women.

The national gender pay gap (9.1 percent in 2021) has reduced since 1998 (when it was 16.3 percent), though progress has slowed over the last decade. The Equal Pay Amendment Act 2020 enables employees and employers to investigate possible pay equity matters without having to go to court.

In recent years, we have seen key measures introduced to support women in work, including expanded paid parental leave for primary carers, childcare support, training incentive allowance and flexible work provisions.

As a Ministry, we have been working with stakeholders and government agencies to continue

to make progress for women in New Zealand. We:

- advised Government on how the COVID-19 pandemic affects women, and on the changes needed to support women's employment and wellbeing
- initiated the Women's Employment Action Plan, a cross-government approach to address issues relating to women's employment, particularly targeting women who are marginalised in the labour market
- met the Government's goal of women comprising 50 percent of public sector boards and committees by 2021, with women occupying 50.9 percent of these roles as at 31 December 2020
- established a Joint Roopū with Te Puni Kōkiri to coordinate the Government response and participation in the Mana Wāhine Kaupapa Inquiry before the Waitangi Tribunal
- represented the voice of New Zealand women and girls in international fora, and preparing for delivering the Women and the Economy Forum as part of New Zealand's hosting of APEC 2021.

# Significant challenges for women remain

## Higher levels of qualifications have not translated into more equitable earnings for women.

The annual earnings of graduate men steadily outpace those for women graduates, including those with the same qualifications. Lower lifetime earnings have impacts on women's health, wellbeing, economic independence and ability to save for retirement.

Women are more likely than men to be underutilised in the labour market, are often in lower skilled, lower paid and/or part time or casual work, and often

involved in insecure or limited employment conditions, making them more vulnerable to job losses.

Women also undertake a disproportionate share of caring and family responsibilities, which can reduce their labour force participation, their earnings and the quality of their employment. This can also reduce their capacity to adapt to labour market changes. Access to childcare remains a significant barrier to employment for women.

Violence against women remains high in Aotearoa New Zealand. Women are more likely than men to suffer abuse from a partner, repeat victimisation and sexual violence.

# **We must collaborate and partner to get results for women and girls**

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As a Ministry, we work with others within and outside of government to deliver results and improve outcomes for wāhine women in Aotearoa New Zealand.

New Zealand has a range of non-government organisations, unions, businesses and researchers that also aim to improve outcomes for women and girls. Working with these groups gives us insights and perspectives to inform our work and allows for collaboration on areas of interest.

We provide policy and administrative support for the National Advisory Council on the Employment of Women (NACEW), an advisory body to the Minister for Women on matters relating to the employment of women, and we engage with the International Women's Caucus.

We work with different government agencies to ensure a gendered perspective is considered.

## **Mana Wāhine Joint Roopū**

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Since November 2019, the Ministry has co-led the Mana Wāhine Joint Roopū with Te Puni Kōkiri. The Joint Roopū coordinates the Crown's participation in the Mana Wāhine Kaupapa Inquiry, currently being heard by the Waitangi Tribunal.

The Mana Wāhine Kaupapa Inquiry examines claims alleging prejudice against wāhine Māori arising from breaches of Te Tiriti o Waitangi, in both historical and contemporary times. At the heart of all the claims is the loss of rangatiratanga and the social, economic, environmental and cultural loss that has occurred as a result.

The Joint Roopū also works across agencies to improve outcomes for wāhine Māori.

## **Why gender matters**

Societal expectations and norms around gender can shape aspects of women's experiences in powerful ways.

Women's careers are often different from men's, with significant differences in the kinds of work done by men and women in Aotearoa New Zealand. Women make up the majority of those in caring and administrative roles, while men make up the majority of technical, manual and managerial roles. Occupational segregation is a major contributor to the pay gap between women and men.

Women are typically the primary caregivers for children, ageing relatives and those with disabilities. Women often experience decreased earnings after becoming mothers, and they are more likely to work flexibly or part time. Women on higher incomes also tend to experience slower income growth. This means that women's lifetime earnings, and their capacity for retirement savings, are substantially reduced in comparison to men.

Women's and men's lives, experiences, needs, issues and priorities are different. Additionally, women's lives are not all the same; the interests that women have in common may be determined as much by their social position or their ethnicity or other factors, as by the fact they are women.

Gender analysis examines the differences in women's and men's lives, including those leading to social and economic inequity for women, and applies this understanding to policy development and service delivery. It is concerned with the underlying causes of these inequities and systematic differences in experience, and aims to achieve positive change for women. Achieving gender equality results in better outcomes for everyone.



**Our  
work and  
structure**

# What we do

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We are the Government's principal advisor on improving the lives of wāhine women and kōtiro girls in Aotearoa New Zealand. This sees us provide system leadership, working across government and with stakeholders to improve outcomes.

Our functions are broad, spanning domestic policy and international reporting requirements. These are the key activities we undertake:

## **WE LEAD WORK THAT IMPROVES OUTCOMES FOR WĀHINE WOMEN AND KŌTIRO GIRLS**

We identify opportunities and lead policy development and initiatives that drive system change and benefit women and girls. We do this by working with government agencies and stakeholders to improve outcomes for women.

Through our role in the Joint Roopū, and across Manatū Wāhine, we lead work to improve outcomes for wāhine Māori.

## **WE ADVISE ON AND INFLUENCE OUTCOMES FOR WĀHINE WOMEN AND KŌTIRO GIRLS**

We provide policy advice and analysis on key issues affecting women and girls. We ensure government agencies have the tools and knowledge to undertake gender analysis and implement this analysis into the development and implementation of government policies.

## **WE REPORT ON ISSUES AFFECTING WĀHINE WOMEN AND KŌTIRO GIRLS**

Better data leads to better decision-making. We analyse data, undertake research and work to improve the evidence base on key issues affecting women and girls. We provide input on data projects across the public service, and our analysis of data relating to women is used to inform the work programmes of other agencies.

The Ministry reports on compliance with Aotearoa New Zealand's international obligations, such as our obligations under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the United Nations Commission on the Status of Women (CSW).

## **WE COORDINATE THE CROWN'S PARTICIPATION IN THE MANA WĀHINE KAUPAPA INQUIRY**

Together with Te Puni Kōkiri, we coordinate the government response and participation in the Mana Wāhine Kaupapa Inquiry. The Joint Roopū works closely with other agencies, including the Crown Law Office, as part of this work, which includes representing the Crown at Judicial Conferences and Waitangi Tribunal hearings.

## **WE NOMINATE WOMEN ONTO PUBLIC SECTOR BOARDS AND COMMITTEES**

The Ministry's Nominations Service oversees an extensive database of over 1,400 women. We propose suitable candidates from our database to the agency managing the appointments process.

We highlight women's contributions by proposing suitable candidates for New Zealand Honours, which biannually recognises exceptional achievements or service by New Zealanders.

# How we work

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We prioritise work where we can make the biggest impact, and work collaboratively with other agencies and stakeholders.

The way we work is outlined by these approaches:

## **WE WILL TAKE A WĀHINE MĀORI CENTRED APPROACH TO IMPROVE OUTCOMES FOR WĀHINE MĀORI ACROSS OUR WORK**

We recognise our commitment to Te Tiriti o Waitangi principles of active protection/rangatiratanga (self-determination), partnership, equity (addressing disparities in outcomes for wāhine Māori), and options (recognising wāhine Māori-specific approaches to issues that directly affect wāhine Māori). We will apply this approach across our work programmes.

## **WE WILL FOCUS ON STRENGTHS AND DIVERSITY, DRAWING ON THE LIVED EXPERIENCE OF WĀHINE WOMEN AND KŌTIRO GIRLS**

We acknowledge the diversity of women and girls through a focus on improving outcomes for wāhine Māori, Pacific and other diverse cultures, those who identify as lesbian, gay, bisexual, transgender, queer, intersex and asexual (LGBTQIA+), and those with disabilities. We aim to ensure that we reflect the views and the varied experiences of New Zealand women and girls.

## **WE WILL ENSURE THE VOICES OF WĀHINE WOMEN AND KŌTIRO GIRLS ARE REPRESENTED**

We are informed by the organisations and women we work with, and we work to bring their voices into our advice and analysis.

We continue to highlight significant contributions and success of New Zealand's women. We use our digital platforms to showcase the work we do, illustrate evidence and communicate Government initiatives related to women.

## **WE WILL COLLABORATE AND CONNECT**

We work alongside, and partner with, other government agencies, non-government organisations, unions, businesses, communities and Māori to identify issues and improve outcomes for women and girls.

# Our team

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We need a highly capable and engaged workforce to deliver on our strategic priorities. Our people are crucial to the current and future delivery of outcomes for the Ministry.

In order to lead work and improve our impact, we need to have the capability, demand and mandate to carry out these functions. Therefore, we will continue to build our capability for innovative and creative policy advice, and continue to grow our reputation and deliver excellent service to our stakeholders, partners and women of Aotearoa New Zealand. This includes our ability to engage effectively with a diverse range of organisations and people.

In 2021, the Ministry has 85 percent female staff and 15 percent male staff, with eighteen percent of our staff identifying as Māori, 15 percent identifying as Asian, and almost five percent from the Middle East, Latin American and Africa. Nearly 70 percent identify as European, which is a slight increase on the percentage for 2020.

We are committed to the Panel Pledge (ensuring more women and greater ethnic diversity on recruitment panels) and to the public sector Accessibility Charter. We will continue to review our recruitment and diversity policies and processes to ensure that diverse candidates have an unbiased recruitment process.

As part of the collective public sector journey to improving Māori Crown relations, we are committed to the Whāinga Amorangi: Transforming Leadership framework. This will be an iterative, multi-year capability plan.

We actively manage recruitment and remuneration processes and policies to ensure we align with the Public Service Gender Pay Gap Action Plan and the Gender Pay Principles, including reviewing like-for-like roles for gender pay gaps.

# Our key stakeholders

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We work collaboratively with a range of stakeholder organisations, to share knowledge, gather new insights and further develop our evidence and policy advice.

## Domestic

### **National Advisory Council on the Employment of Women (NACEW)**

We provide policy and administrative support to NACEW (an advisory committee to the Minister for Women) on issues around women's employment.

### **Non-government organisations**

We seek to work closely with NGOs and focus on building stronger working relationships with them and broadening the range of groups we work with.

### **Unions and businesses**

We work with unions and businesses to improve outcomes for women in the workforce.

### **Māori Crown partnerships**

We will be applying a more consistent and strategic approach to engaging with wāhine Māori and organisations across our work, to support the partnership between Māori and the Crown.

### **The public sector**

We work closely with other government agencies to improve outcomes for women. This includes partnering with agencies, collaborating with organisations across the public sector and participating in sector-wide working groups.



## **International**

### **International reporting bodies**

We regularly report on New Zealand's progress for women to the United Nations Commission on the Status of Women (CSW) and to the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

### **Organisations that address women's empowerment**

We work with international organisations, such as the Asia-Pacific Economic Cooperation (APEC), Organisation for Economic Co-operation and Development (OECD) and the Commonwealth Secretariat, to share knowledge and best practice on women's empowerment.

### **Gender equality agencies, experts and interest groups**

We work closely with agencies in comparable countries to share data insights, learn best practice and create networks for learning.

### **Bilateral partners**

We work with other countries to share best practice, lessons and to achieve better outcomes for women and girls globally. We work closely with Australia, Canada, the United Kingdom and nations in the Pacific.



## **Our strategic outcomes**

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**The Ministry has four strategic outcomes, helping us to focus on work that addresses key issues facing wāhine women and kōtiro girls in Aotearoa New Zealand, and supporting us to take a broad and holistic approach to improving wellbeing for diverse groups of women.**

Our first strategic outcome is focused on improving outcomes for wāhine Māori and underpins our other three outcomes.

Our next three strategic outcomes – Social and Economic Wellbeing, Participation and Safety – intersect and are important for improving the outcomes of all women and girls in Aotearoa New Zealand. Achieving success in one of these outcomes will help us progress other outcomes.

The Ministry will be creating an Outcome Measures Framework, which will inform the way we measure our progress towards the four outcomes.

**STRATEGIC  
OUTCOME**

# 01

## Wāhine Māori have improved outcomes

### **WHY THIS OUTCOME?**

Wāhine Māori are pillars of our communities. Wāhine Māori continue to lead legacy movements including te kōhanga reo, kura kaupapa Māori, and are the centre of many iwi, marae, community and whānau kaupapa. Wāhine Māori are also leaders in a range of professional and vocational fields across Aotearoa New Zealand.

In December 2018, the Waitangi Tribunal formally initiated the Mana Wāhine Kaupapa Inquiry into claims alleging prejudice to wāhine Māori arising from Crown breaches of the Treaty of Waitangi, in both historical and contemporary times.

The Government's participation in the Mana Wāhine Kaupapa Inquiry presents a significant opportunity to improve outcomes, wellbeing and opportunities for wāhine Māori, and to recognise their strengths and roles. To support this, the Mana Wāhine Joint Roopū was established in 2019 and is led by the Ministry and Te Puni Kōkiri.

### **OUR CONTRIBUTION**

We will work to promote mana wāhine across all outcome areas, as part of our role to support the Crown in its relationships with Māori under te Tiriti o Waitangi. We want our work to recognise the strengths of wāhine Māori and the benefits and leadership that they contribute to their whānau, communities and Aotearoa New Zealand.

The Joint Roopū provides the Ministry with resources dedicated to pursuing the dual aims of:

- coordinating the Crown's response to the Mana Wāhine Kaupapa Inquiry
- working with government agencies to improve outcomes for wāhine Māori and their whānau.

We will use the all-of-government stocktake of policies, programmes and initiatives targeting wāhine Māori, to inform the further development of a cross-government policy work programme that responds to key issues raised in the Mana Wāhine Kaupapa Inquiry. This work is currently underway by the Joint Roopū in conjunction with wider public sector agencies.

We will continue the implementation of an engagement strategy to support relationships with priority groups, partners and stakeholders, including wāhine Māori and roopū wāhine, to ensure that their voices are heard and reflected in public sector policy.

STRATEGIC  
OUTCOME

# 02

## Social and Economic Wellbeing

– all wāhine women and kōtiro girls  
enjoy economic security and thrive  
throughout their lives

### WHY THIS OUTCOME?

Women are experiencing disproportionate economic and social impacts as a result of the COVID-19 pandemic, which has had a significant impact on women who were already disadvantaged in the labour market.

Women perform the vast majority of unpaid work, in particular caring and community roles. Women's labour market participation has been steadily climbing over time, although this growth has slowed in recent years.

Preparing for the future and building a sustainable economy requires us to ensure our recovery is inclusive and to safeguard opportunities for everyone to thrive. New Zealand's economy and productivity is better off when women have equal opportunities and outcomes in the labour market, and when a more equal approach to unpaid work is promoted. Supporting women to be more economically resilient is important for women, and it is vital for the social and financial stability of their whānau, and for reducing child poverty.

### OUR CONTRIBUTION

We will support a COVID-19 recovery that is inclusive and provides opportunities for everyone to thrive.

Through the Women's Employment Action Plan, we will provide a roadmap of actions towards a better future for women's employment. The Plan will propose actions to improve the employment outcomes for women who are disadvantaged in the labour market, and to reduce the labour market penalty on women balancing unpaid work responsibilities.

We want our work to influence and shape systems that:

- promote the wellbeing needs of diverse groups of women and girls
- improve education and employment outcomes
- recognise unpaid work
- eliminate the gender pay gap and resolve pay equity claims
- strengthen Aotearoa New Zealand's international reputation.

**STRATEGIC  
OUTCOME**

# 03

## Participation

– all wāhine women and kōtiro girls fully participate in society

### **WHY THIS OUTCOME?**

Barriers to participation in society are not the same for all women. By understanding the lived experience for different groups of women, including wāhine Māori and Pacific women, we can better support efforts to reduce societal barriers to participation.

We achieved the Government's target of 50 percent representation of women on public sector boards by 2021. We are working with the Public Service Commission, Ministries of Pacific Peoples and Ethnic Communities as well as Te Puni Kōkiri and the Office for Disability Issues to promote diversity and inclusion on public sector boards and committees.

### **OUR CONTRIBUTION**

We will continue to work to increase understanding of and capability in gender analysis across government agencies through our *Bringing Gender In* policy analysis tool.

Increasingly, we want our efforts to focus on diverse groups of women, including wāhine Māori and Pacific women, who experience these barriers differently to other women.

We want our work to contribute to reducing barriers to participation in society and the economy, by supporting systems that:

- dismantle stereotypes and barriers that discourage participation
- increase access to high-quality childcare
- increase awareness of issues for older women
- support equal opportunity in governance
- include gender budgeting considerations.

## STRATEGIC OUTCOME

# 04

## Safety

– all wāhine women and kōtiro girls are safe from all forms of violence

### WHY THIS OUTCOME?

Aotearoa New Zealand has the highest rate of intimate partner violence against women in the OECD. Women are more likely than men to suffer violence from a partner, including repeat victimisation, and are more likely to suffer sexual violence. One in three women here has experienced physical, sexual or coercive violence from an intimate partner in her lifetime, and the rates are higher for wāhine Māori.

This is costly to victims/survivors, communities and the country as a whole, and is a major barrier to gender equality. The impacts of violence are serious, long-lasting and can be fatal.

The #MeToo movement against sexual harassment and sexual abuse has highlighted cases across multiple industries in Aotearoa New Zealand as well as internationally.

### OUR CONTRIBUTION

We will support cross-agency efforts led by the Family Violence and Sexual Violence Joint Venture of the Social Wellbeing Board to increase prevention actions in our communities.

We will provide a gendered perspective and advice through our role as an associate member of the Joint Venture. We will build on our work leading the National Strategy on Family Violence and Sexual Violence engagement for migrant communities and will continue as a member of the Joint Venture data and insights group.

The Ministry also works directly with the New Zealand Death Review Committee reviewing its case reports, and with the New Zealand Police providing family violence training.

We will take a broad view of what violence looks like – not just physical violence, but also other forms of violence such as psychological, spiritual, cultural, financial and cyber violence.

We will draw on the Joint Roopū, which is coordinating the Crown's response to the Mana Wāhine Kaupapa Inquiry, in particular in relation to the themes raised by wāhine Māori concerning violence in all its forms and the links with the systemic undermining of the rangatiratanga of wāhine.

We want our work to help reduce gender-based violence by:

- providing gender-based advice on cross-government improvements that can be made to prevent violence against women
- advising on barriers violence creates for women and solutions to addressing it
- working to ensure a joined-up approach to address violence against wāhine Māori across government agencies
- identifying solutions that reflect the different lived experience of wāhine Māori and diverse groups of women and girls.

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