



**CaDDANZ**

Capturing the Diversity Dividend  
of Aotearoa/New Zealand

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Capturing the Diversity Dividend for  
Aotearoa New Zealand  
Project IIR3 1.3.3

Diversity in the Public Sector

Angelique Praat

Robin Peace

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## Executive Summary

This report describes project IIR3 of the Capturing the Diversity Dividend of Aotearoa/New Zealand programme of research (CaDDANZ). IIR3 aims to examine diversity initiatives in the public sector.

### Aim

This study examines how social sector departments, including some of the most ‘investment-intensive’<sup>1</sup> central government departments, frame diversity, integration and cohesion both for the community and for their organisation. It asks what are the possibilities for different communities given these departmental framings? Who might be included and excluded and to what effect?

### Method in Brief

Twenty-five departments responded to an Official Information Request (OIA) in January 2019 asking about their definitions, aspirations and measures for ‘diversity, cohesion and integration.’ In addition, a deeper dive into diversity, cohesion and integration was conducted for three social sector departments. These departments were selected based on their high drawdown on the public purse and their apparent importance to enabling positive wellbeing outcomes for diverse communities, particularly for diverse migrant communities (see the settlement strategy below). The three investment intensive departments explored in greater depth were the Ministries of Health, Education and Social Development.

### Findings

*Departments used diversity and inclusion to refer to their workforces.*

Without exception, departments interpreted the OIA asking about diversity, cohesion and integration in terms of how they were managing their own workforces rather than any strategies, policies or programmes for the New Zealand public. Departments did not use the terms cohesion or integration. The favoured way of talking about managing people in their workforce was ‘diversity and inclusion’ – the current international standard for addressing how well people with different characteristics fare in employment.

The predominant definition of diversity referred to workforces reflecting the populations they worked for. Definitions often included a list of social and personal attributes. For example, gender, ethnicity, disability, thinking style, work experience, sexual orientation. The list varied among departments. Inclusion referred to the process of creating an organisation that valued, respected and leveraged the perspective and experience of diverse people. Inclusion also referred to an end-state where different groups were able to fully participate and contribute in the workforce and achieve equitable outcomes (and in the country).

High-level departmental goals for diversity and inclusion were: embedding diversity and inclusion within departmental culture; and/or leveraging diversity and inclusion to meet the objectives of the

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<sup>1</sup>The Government Investment Ministers Group approved list of departments deemed to be investment-intensive (prior named capital intensive departments) for the purposes of investment management and asset performance expectations, which are set out in Cabinet Office circular CO(15)5. Cabinet expects higher standards of investment management and asset performance from investment-intensive departments. <https://treasury.govt.nz/information-and-services/state-sector-leadership/collaboration-initiatives/investment-management-system/review-investment-reviews/investment-intensive-departments> downloaded 19 March 2020

department (like increasing the health and wellbeing of New Zealanders). In this way, the ‘business case’ for diversity is aligned to framings of diversity as contributing to business productivity, producing a ‘dividend’ for the department.

*Diversity and inclusion strategies and priorities often built on sector-wide policies and priorities.*

Departmental priorities tended to align with Government priorities and those set by the State Services Commission (SSC) and Te Papa Pounamu – the group of State Sector Chief Executives leading diversity work across the state sector. For example, departments reported activity (and measures) in the areas of gender representation and pay parity and ethnic representation. Work towards flexible-working arrangements was also described but not assessed. These priorities are embedded in the Gender Pay Action Plan for the sector. Departments were also geared towards developing the cultural capability and inclusive practices of their staff, transforming their processes (to remove bias), making work environments more inclusive and promoting the value of diversity and inclusion within their departments and the wider sector.

*Publicly available documents reported on a selection of diversity and inclusion activities.*

OIA responses suggested departments have made variable progress toward creating strategic impetus for diversity. Several had diversity and inclusion strategies, some were developing them, and a few stated they had fully integrated diversity into their strategic and planning documents – making a standalone diversity document redundant. There was more detail about definitions, strategies, tactics and measures for diversity and inclusion from the OIA and/or inward facing documents than public facing documents. That is departments are doing more about building diverse and inclusive workforces than their public facing documents would suggest.

## Implications

*Diversity is everyone and no-one*

Diversity speaks to how well departmental workforces represent the diversity within the New Zealand population. Diversity potentially includes everyone, or where identifier lists are given, a range of categories of people (we recorded 33 separate categories). The concept of diversity has extended the range of categories departments should be actively considering beyond the four groups embedded in the current good employer conditions in the State Sector Act. The lack of specificity in the concept of diversity (which categories are ‘in’ and which not) potentially dulls its conceptual clout.

*Who are we talking about in our diversity and inclusion policies? Where should action be directed?* Naming marginalised groups as ‘categories for inclusion’ – or even inviting them into a mainstream organisation does not necessarily facilitate inclusion or the diminution of prejudice, bias and inequality that are the grounds on which exclusions are built. Identification of diversity presupposes the invisible categories of those who are not seen as diverse – typically, white (anglo-saxon), heterosexual, workers between the ages of 18 and 65. The failure of policy to address all categories of difference means that notions of inclusion are targeted towards those seen to be ‘other than the norm’.

*Māori were specifically mentioned in less than half of departmental responses to the OIA*

One of the criticisms of diversity discourse is that it ignores the status of Māori as Treaty partners in New Zealand – it treats Māori as one minority among many. While ethnicity was included as a category in diversity responses nearly every time, (21 of 25 departments), Māori were specifically

included in the list of populations of interest in only ten departments. Embedding the Treaty of Waitangi in the department was a priority for only five departments. We also noted that guidance on preparing public documents, like Statements of Intent and Annual Reports, did not specifically mention Māori, except in workforce provisions. In these ways, diversity discourse fell short in acknowledging Māori as Treaty partners.

However, the service-oriented departments we examined in our ‘deep dive’ (Ministries of Social Development, Education and Health) referenced Māori and the Treaty many times – both in their workforce strategies and as population groups of interest. In these instances, Māori were spoken of as partners *as well as referenced within workforce strategies*. Evaluating how effectively this recognition honours Māori as Treaty partners is beyond the ambit of this study.

*Inclusion is the conceptual inheritor of equity and equality of outcomes*

Inclusion was framed as the process of bringing people into an organisation – of allowing them to participate, contribute and develop like ‘everyone else’. As noted above, this is everyone who otherwise matches the unspoken norms of being white, of general anglo-saxon origin, wealthy, heterosexual, of Christian background or affiliation, of ‘sound mind’, able-bodied, well-educated, articulate, in the paid workforce, and, more often than not, male. To be included is also an outcome of sets of processes that seek to ensure that, over time, difference becomes more or less invisible as ‘others’ become more ‘like’. In this way, the term inclusion throws the shadow of an older term, ‘integration’, and its somewhat unpalatable connotations that the unwritten norm is the only acceptable state of being. While inclusion or an inclusive society was an aspiration both for the departmental workforce and for the community, departments had different ways of framing their pathway to achieving it. For example, ‘equity’ was used by both the Ministries of Health and Education in framing their policies for serving the population. Compared with ‘equal employment’ or ‘equity’, diversity and inclusion discourse implicitly lacks an analysis of the differential processes of exclusion for different people.

*Assessment of representation is limited to specific groups.*

Assessment reveals the differences in experience and outcomes of groups. EEO policy was originally established to fight systemic discrimination against Māori, women, people of different ethnicities and people with disabilities. Publicly available reporting on measures of diversity and inclusion focused on gender and ethnic representation and pay parity. If measurement is not expanded to all groups of concern, prejudice and discrimination is likely to go unnoticed (by the world at large at least).

However, if diversity includes *everyone*, how would such measurement work in practice? The practicalities of measurement of diversity might prove too difficult, too resource intensive – or perhaps too invasive. In practice, measuring diversity needs to be linked to systematic differences in experience and outcomes (such as, within departments, access to employment commensurate with skills, promotion opportunities or job mobility) – otherwise it raises the question of what purpose is being served by assessment.

Some departments were conducting research on diversity and inclusion within their departments. This ranged from questions of representation (the characteristics of the people they employed) to questions on how policies and systems impacted specific groups. If research is linked to employment outcomes or departmental outcomes, then assessment of diversity could be limited to social and personal characteristics that make a material difference to people and departments. Without

meaningful criteria, assessment could fall into one of two traps: over-assessing differences (a problem of efficiency and privacy) or under-assessing (a problem of unfairness).

*It is difficult to know how inclusive departments are*

Related to the point on assessment, departments had a range of tools for assessing inclusion. These tools canvassed how well a person felt they could contribute to the department or felt they belonged. However, measures of inclusion are not reported publicly. It is impossible for the average person to know how inclusive a department is. This is a concern for holding departments to account for their diversity and inclusion agendas. Is inclusion another metaphor for assimilation, or are departments changing their own practices in response to their diverse workforces? These issues are not attended to in public facing documents.

*Contrasting framings of diversity send mixed messages - good diversity and challenging diversity*

Departmental framings of diversity or the 'business case' for diversity in the workforce were framed positively. Having a diverse workforce would broaden the pool of ideas and innovation, build trust with the public and enhance services. In this way, diversity and inclusion in government departments are linked to 'economic' framings of diversity that claim productivity and profit gains from a diverse workforce. We also found 'softer' versions of inclusion that were oriented to staff feeling that they belonged and could bring their whole selves to work. Both of these framings had positive valences.

Conversely, in a few of the examples of statements of intent we looked at, diversity outside of the workforce – in the public – was framed as a challenge or at least in neutral tones. In these discourses, diversity at large, in the world of the publics the departments served, created challenges and resource demands that were difficult to manage (think, need for translators, need for women doctors or counsellors to work with women). At worst, the opposing internal versus external framings of diversity send mixed messages about the value of diversity and at best, frames departmental diversity as an antidote to common and growing challenges.



# Introduction

This report describes project IIR3 of the Capturing the Diversity Dividend of Aotearoa/New Zealand programme of research (CaDDANZ). IIR3 aims to complete a meta-evaluation of government diversity initiatives.

## Aim

This study examines how social sector departments, including some of the most ‘investment-intensive’<sup>2</sup> central government departments, frame diversity, integration and cohesion both for the community and for their organisation. It asks what are the possibilities for different communities given these departmental framings? Who might be included and excluded and to what effect?

## Method in Brief

Twenty-five departments responded to an Official Information Request (OIA) in January 2019 asking about their definitions, aspirations and measures for ‘diversity, cohesion and integration.’ In addition, a deeper dive into diversity, cohesion and integration was conducted for three social sector departments. These departments were selected based on their high drawdown on the public purse and their apparent importance to enabling positive wellbeing outcomes for diverse communities, particularly for diverse migrant communities (see the settlement strategy below). They are the Ministries of Health, Education and Social Development.

## This Report

This report begins by building the context for the study: the aims of CaDDANZ, common diversity framings, as well as brief summaries of the guidance for departments when reporting on their strategic intentions and achievements to the public and a history of workplace diversity initiatives within the New Zealand government. This context helps to make sense of the findings of the qualitative analysis of the OIAs and the deeper dive into the selected government departments. In the last sections we discuss implications of diversity framings and activities in the public sector.

# Context

## CaDDANZ

CaDDANZ is a New Zealand government (MBIE) funded project studying the impacts of growing population diversity in New Zealand. CaDDANZ is staffed by a multidisciplinary team from Massey University, the University of Waikato and the independent research company MOTU.

CaDDANZ starts with the premise that the ‘face’ of New Zealand is changing rapidly as a consequence of the settlement of migrants from throughout the world, temporary and circular international migration, growing ethnic diversity, population ageing, changing fertility patterns and

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<sup>2</sup>The Government Investment Ministers Group approved list of departments deemed to be investment-intensive (prior named capital intensive departments) for the purposes of investment management and asset performance expectations, which are set out in Cabinet Office circular CO(15)5. Cabinet expects higher standards of investment management and asset performance from investment-intensive departments. <https://treasury.govt.nz/information-and-services/state-sector-leadership/collaboration-initiatives/investment-management-system/review-investment-reviews/investment-intensive-departments> downloaded 19 March 2020

urban growth. CaDDANZ aims to identify “how New Zealand can better prepare for, and respond to, these demographic changes in order for the country to maximise the benefits associated with an increasingly diverse population.”<sup>3</sup>

In this CaDDANZ project, twenty-five departments responded to an Official Information Request (OIA) in January 2019 asking about their definitions, aspirations and measures for “diversity, cohesion and integration.”

Without exception, departments told us about their diversity strategies. Neither cohesion nor integration were concepts used by departments. For this reason – our analysis focuses on the concept of diversity and how it is framed in government departments.

### Framing diversity

Diversity can be viewed as one idea in a long history of academic and/or political concepts that have been used to frame the way different groups or individuals rub along together in particular spaces: within nations, communities, industries and institutions. This is not to suggest the concept is unimportant. All the concepts we use to understand the social organisation of difference have material impacts – they guide decisions at a policy level and, when adopted within communities, help shape how we understand and relate to people unlike ourselves. Clearly, a policy of assimilation, requiring minority and indigenous groups to conform to the preferences of the cultural majority<sup>4</sup> is different from an agenda based on multi-culturalism where differences may be considered a source of strength or may even be commonplace.<sup>5</sup> Similarly, an equal opportunity agenda focused on gender difference is a familiar conceptual approach in Aotearoa to the social organisation of difference.

Diversity as a population descriptor

Undoubtedly, New Zealand’s population is becoming more diverse when measured through the lens of common demographic categories. The most commonly identified categories of demographic diversity in Aotearoa are ethnicity, age, gender, and more recently disability, with ethnicity as the ‘go-to’ indicator of increasing ‘diversity’. This tendency to privilege ethnicity (often parsed as ‘culture’) as a term of difference – rather than, say, length of residency or place of birth, is characteristic of white settler societies such as Aotearoa, Australia, Canada, the USA where ‘skin colour’, irrespective of other affiliations, has a strong valence.<sup>6, 7</sup>

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<sup>3</sup> Massey University New Zealand, ‘CaDDANZ - Capturing the Diversity Dividend of Aotearoa/New Zealand’, 2020, [https://www.caddanz.org.nz/massey/learning/departments/centres-research/caddanz/caddanz\\_home.cfm](https://www.caddanz.org.nz/massey/learning/departments/centres-research/caddanz/caddanz_home.cfm).

<sup>4</sup> Paul Spoonley, *Racism and Ethnicity*, Critical Issues in New Zealand Society 1 (Auckland, N.Z.: Oxford University press, 1993).

<sup>5</sup> Susanne Wessendorf, ‘Commonplace Diversity and the “Ethos of Mixing”’: Perceptions of Difference in a London Neighbourhood’, *Identities* 20, no. 4 (11 August 2013): 407–22, <https://doi.org/10.1080/1070289X.2013.822374>.

<sup>6</sup> See, for example, Simon-Kumar, R. (2012). Difference and Diversity in Aotearoa/New Zealand: Post-neoliberal constructions of the ideal ethnic citizen. *Ethnicities*, 14(1) 136–159; Cormack D., & Robson C. (2010). *Ethnicity, national identity and ‘New Zealanders’: considerations for monitoring Māori health and ethnic inequalities*. Wellington: Te Rōpū Rangahau Hauora a Eru Pōmare; and the “Overview” section of Chen, M. (n.d.). *The Diversity Matrix: Updating What Diversity Means for Discrimination Laws in the 21st Century*. Superdiversity Centre for Law, Policy and Business pp 5-6.

<sup>7</sup> The muddy concept of ‘ethnicity’ only pertaining to non-Pākehā, non-Māori, non-Pacific peoples is a particular, problematic approach adopted by a range of government departments in Aotearoa who refer to all ‘others’ generically as ‘ethnics’.

This default to ‘ethnicity’ is seen in the diversity reports from Statistics New Zealand, where headlines such as “New Zealand’s population reflects growing diversity”<sup>8</sup> relate only to ethnic diversity. The 2013 census showed the main demographic “diversity trends” in New Zealand include some stabilisation of the overall proportions of Māori (14.9%) and Pacific People peoples (7.4%) in the population. Both these populations are youthful (Māori median age is 23.9 years, and 22.1 years for Pacific People peoples). There are increasing numbers of arrivals from Asia (11.8% of total population), and Middle Eastern, Latin American, and African countries (MELAA, (1.3%)). The ‘European’ component of the population (74%) includes increasing numbers of newly arrived Europeans and ‘white’ South Africans, not all of whom have English as a first language.<sup>9</sup>

However, as with any term used to examine social reality, diversity is not a neutral descriptor. On its own, or alongside other terms it is commonly coupled with, diversity performs certain functions or sets up particular expectations as the next two examples suggest.

### Defining ethnic diversity

In Aotearoa, discourse focused on migration and settlement may be prefaced, on the one hand, on ideas of ethnic diversity that sees ‘ethnic’ in the terms defined by the Office of Ethnic Communities (OEC) as any person who “identifies their ethnicity as Middle Eastern, Latin American, African, Asian, and Continental European”.<sup>10</sup> New settlers arriving from Australia, Great Britain, the Republic of Ireland, the United States of America, and Canada are not included in this categorisation, are generally excluded from everyday conflation with migrants or refugees and tend not to be considered part of the increasing “ethnic diversity” (except by Māori). People from the Pacific, on the other hand, while excluded from the OEC definition, are notably included in discourses of ethnic diversity under policy mandates provided through the Ministry of Pacific Peoples<sup>11</sup>. Ethnic diversity, as it is represented in policy documents from Te Puni Kōkiri, sees Māori, Chinese, Samoan and Indian groups set against ethnically amorphous groupings identified as “New Zealand European”. The social realities reinforced through the muddy policy definitions perhaps unwittingly reinforces the racist/colourist underpinning of understandings of ethnicity that continue to be problematic not just for policy making but also for people for whom ‘diversity’ related to skin colour is a critical factor underpinning access to wellbeing.

### Diversity and the economic dividend

#### *Migrants plugging labour-force gaps*

Within the premise of the CaDDANZ project, diversity is coupled with a particular outcome – a diversity dividend. This construction picks up the idea of diversity being linked to economic benefits (the dividend), which is prevalent in various literatures and also within government policy.<sup>12, 13</sup> Our immigration system, for example, is constructed around allowing people to enter the country with

<sup>8</sup> <https://www.stats.govt.nz/news/new-zealands-population-reflects-growing-diversity>

<sup>9</sup> Statistics New Zealand, ‘Census Ethnic Group Profiles’, 2013, [http://www.stats.govt.nz/Census/2013-census/profile-and-summary-reports/ethnic-profiles.aspx?request\\_value=24704#24704](http://www.stats.govt.nz/Census/2013-census/profile-and-summary-reports/ethnic-profiles.aspx?request_value=24704#24704); Statistics New Zealand, ‘New Zealand in Profile: An Overview of New Zealand’s People, Economy, and Environment’, 2015, [http://www.stats.govt.nz/browse\\_for\\_stats/snapshots-of-nz/nz-in-profile-2015.aspx](http://www.stats.govt.nz/browse_for_stats/snapshots-of-nz/nz-in-profile-2015.aspx).

<sup>10</sup> <https://www.ethniccommunities.govt.nz>

<sup>11</sup> <https://www.mpp.govt.nz/assets/Uploads/2-Kapasa2017-A4-Pages-WEB4.pdf>;

<https://www.mpp.govt.nz/pacific-people-in-nz>

<sup>12</sup> *The Business Case for Equality and Diversity: a survey of the academic literature*. BIS Occasional Paper No. 4. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/49638/the\\_business\\_case\\_for\\_equality\\_and\\_diversity.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/49638/the_business_case_for_equality_and_diversity.pdf)

<sup>13</sup> Immigration New Zealand, ‘How Do I Employ Seasonal Workers? | Immigration New Zealand’, 2020, <https://www.immigration.govt.nz/knowledgebase/kb-question/kb-question-1206>.

the expectation that they bring either skills required by the economy or investment. With the advent of Covid-19, the plight of migrants on employment visas, specifically servicing our tourism industry, or participating in the Recognised Seasonal Employer scheme to fill vacancies in our horticulture and viticulture industries, has been thrown in sharp relief as people rapidly lost their jobs and needed to be accommodated in other ways during “lockdown”<sup>14</sup>. The expectations of migrants as a source of economic benefits was turned on its head as their needs as humans came to the fore when they were no longer required within the economy.<sup>15</sup>

#### *Diversity and firm productivity*

Related to the direct economic benefits of imported labour is the literature examining diversity on firm performance. In an overview of this literature, Mare and Poot (2019), suggest that diversity can have positive and negative impacts on businesses. Positive impacts on business include access to a range of experiences and skills in tackling problems, generating solutions and creating innovation where diverse people are employed. However, if, for example, people from different backgrounds disagree on goals, finding a way forward may be more difficult in diverse businesses. Or, communication difficulties could dampen the advantages of diverse workplaces. The evidence for positive benefits of diversity varies across countries and sectors.<sup>16, 17</sup> In research conducted for the CaDDANZ project, Mare and Poot found diversity tended to be attractive to businesses in New Zealand, particularly in Auckland, Wellington and Christchurch. Businesses were prepared to pay comparatively higher rents for locations within diverse areas.

#### *Diversity and Inclusion*

The literature on the positive impacts of diversity on productivity directly support the ‘business case’ for diversity in organisations.

The industry supporting organisational diversity and inclusion can be viewed as the latest development in a series of attempts to improve the employment prospects of groups typically excluded from employment. In New Zealand, as elsewhere, these interventions started with a push toward equal opportunities, using affirmative action to address the poorer prospects of *groups of people* - women, ethnic minorities and people with disabilities – in finding and retaining work. Within New Zealand’s State Sector, the good employer provisions of the State Services Act (1988) directed government departments to address workplace discrimination.<sup>18, 19</sup> However, as the agenda has moved from equal opportunities, to equity and then to diversity and inclusion over time, the targets for intervention have moved from particular groups to individual differences.

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<sup>14</sup> “Lockdown” was the government mandated response to the COVID 19 pandemic under which movement and contact between people was severely constrained. Anything other than “essential” workplaces were closed and the horticulture and hospitality sectors were particularly affected.

<sup>15</sup> Tess Brunton, ‘Queenstown Welfare Hub Sessions Booked out in Hours’, RNZ, 4 June 2020, <https://www.rnz.co.nz/news/national/418278/queenstown-welfare-hub-sessions-booked-out-in-hours>.

<sup>16</sup> Jessie Bakens, Peter Nijkmap, and Jacques Poot, ‘Chapter 1: E Pluribus Prosperitas: On Cultural Diversity and Economic Development’, in *The Economics of Cultural Diversity* (Monograph Book, 2015), 1–14, <https://www.elgaronline.com/view/edcoll/9781783476800/9781783476800.00006.xml>.

<sup>17</sup> Dave Maré and Jacques Poot, ‘Valuing Cultural Diversity of Cities’, *SSRN*, October 2019, [https://papers.ssrn.com/sol3/papers.cfm?abstract\\_id=3477056](https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3477056).

<sup>18</sup> ‘Equality and Diversity: Guidance for Applying the New Public Service EEO Policy | State Services Commission’, accessed 17 April 2020, <https://ssc.govt.nz/resources/guidance-applying-policy/?e281=1890-background-to-this-policy>.

<sup>19</sup> See the appendix for a brief history of State Services efforts to manage workplace discrimination.

### *Diversity and Exclusion?*

Some researchers have asked what is missed or excluded when social processes that work against particular groups are framed using diversity. For example, writing about research in social care in England, Vicker et al. (2012), cautioned against essentialising ethnic groups (blaming them for problems) and also allowing ‘diversity’ to divert attention from specific processes of exclusion like racism.<sup>20</sup>

In Aotearoa, and elsewhere, the concept of diversity has drawn criticism because of its failure to engage with the impacts of colonialism on indigenous peoples. For example, Kukutai and Rata (2017) write that until very recently, diversity-related research has been informed by anglo-centric approaches. Migration research tends to treat Māori as being just another minority - rather than as partners to Te Tiriti o Waitangi and indigenous hosts to newcomers. This mirrors the absence of Māori input into policy decisions about migration. Compared to other policy areas, references to Te Tiriti are noticeably absent from legislation such as the Citizenship Act 1977 and Immigration Act 2009. Reframing diversity and migration from an indigenous view-point acknowledges the history of colonialism, the impact this has had on Māori communities and their own relationships with newcomers.

In a similar vein, Rata and Al-Assad (2019) write that state diversity discourse has many implications for Māori and for the relationship between Māori and *Tauīwi o Colour* (settlers of colour) and none of them is very positive.

Putting it simply, while Indigenous peoples may have a stake in the diversity game, it is rarely played on their own terms, even when those terms are mobilised around issues of race.<sup>21</sup>

Diversity discourse highlights identities based on ethnicity, gender and sexuality, while structural problems of colonisation and its ongoing impacts on Māori move to the back of the agenda. Given the range of ideas and responses to the positives and pitfalls of diversity speak, we were interested in how government departments in Aotearoa deployed ideas and strategies around diversity.

### **Diversity, Integration and Cohesion in the State Sector**

#### Integrating immigrants

Immigrants are a significant source of diversity in New Zealand. The New Zealand Settlement and Integration Strategy was approved by Cabinet in 2014 and remains the Government’s settlement strategy for recent migrants. Recent migrants are those who have lived in New Zealand for five years or less. The strategy supports recent migrants to “make New Zealand their home, participate fully in and contribute to all aspects of New Zealand life.”<sup>22</sup> Desired outcomes for recent settlers fall into

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<sup>20</sup> Tom Vicker, Gary Craig, and Karl Atkin, ‘Addressing Ethnicity in Social Care Research.’, *Social Policy and Administration* 47, no. 3 (2012): 310–26.

<sup>21</sup> Rata, A. & Al-Assad, Whakawhanaungatanga as a Māori Approach to Indigenous–Settler of Colour Relationship Building, 2019, *New Zealand Population Review*, 45, 211;233. (p.219) [http://www.caddanz.org.nz/massey/fms/caddanz/NZPR-Vol-45\\_Rata-and-Al-Asaad.pdf?4B03B6FA9BFB5B7E4D0ADF8C5E67BAC5](http://www.caddanz.org.nz/massey/fms/caddanz/NZPR-Vol-45_Rata-and-Al-Asaad.pdf?4B03B6FA9BFB5B7E4D0ADF8C5E67BAC5).

<sup>22</sup> Immigration New Zealand, ‘How We Support Migrants’, Immigration New Zealand, 2020, <https://www.immigration.govt.nz/about-us/what-we-do/our-strategies-and-projects/how-we-support-migrants>.

five areas: employment, education and training, English language, inclusion, and health and wellbeing. The graphic below overviews each of the outcome areas.

Figure 1. New Zealand Settlement and Integration Strategy: <https://www.newzealandnow.govt.nz/live-in-new-zealand/strategy-to-support-migrant-settlement>



We note that three outcomes are led by the selected 'resource-intensive' industries for this study: employment, education and training, and health and wellbeing. While this strategy focuses on "integration", responses to the OIA addressed "diversity" and "inclusion". It would seem that integration (and settlement) is used particularly with reference to migrants, while other population categories may be targeted through other terms. For example, in the "Living Standards Framework", ostensibly targeting "all New Zealanders", the favoured term of the current Coalition Government is "wellbeing".<sup>23</sup>

### Managing diversity of all New Zealanders

The State Sector Act (1988) and The Public Finance Act (1989) require government departments to plan for and monitor their progress toward serving New Zealanders in a sustainable way. Public access to departmental strategies, plans and achievements are communicated to the public via a number of linked reports across different time-frames: Statements of Intent or Strategic Intentions (4 years), Long-Term Investment Plans (10 years), Four Year Plans and Annual Reports.

Within these documents, departments are expected to state how they will serve their communities and how they will develop their own workforces to meet their strategic objectives.<sup>24</sup> That is, they look outward to the community and inward toward their own departments. It is through these reports that the public, should they choose to find and read them, is appraised of departmental

<sup>23</sup> Our people - Multidimensional wellbeing in New Zealand (AP 18/04): <https://treasury.govt.nz/publications/ap/ap-18-04-html>

<sup>24</sup> Guidance for Statements of Intent: <https://treasury.govt.nz/sites/default/files/2015-12/pfa-si.pdf>

activities connected to diversity, integration and cohesion. Guidance for creating each of these documents is given by The Treasury and the State Services Commission (SSC).<sup>25, 26, 27, 28</sup>

We found that diversity-related work is most commonly referenced in discussions of the *department's workforce*. For example, Treasury's guidance for Statements of Intent confirms that department's should state how they will meet their equal employment expectations – which is one of the expectations of a 'good employer' for creating a workforce to best meet the department's strategic objectives embedded in the State Sector Act 1998. More detail on the good employer expectations are given in the following section. Here the guidance on EEO is framed as follows:

Diversity and inclusion are important to the effective operation and stewardship of organisations. It's important that departments continue to implement, and report on diversity and inclusion (including pay and employment equity) in departmental statements of intent (for this read strategic intentions) and Annual Reports.<sup>29</sup>

Integration and cohesion were terms not commonly used as they were not specified in the guidance.

We also found that guidance on reporting did not refer to the Treaty/Tiriti – nor did it mention Māori specifically *except* in reference to workplace diversity and inclusion reporting. Gender and ethnicity were mentioned – again in relation to requirements to report on the Equal Employment Opportunity provisions in the State Sector Act (1988). But other categories of diversity, like disability, sexuality or even age, were invisible

However, it is clear from examining departmental publications based on this guidance that attention is given to specific groups *within the population*. Often the intention is to work with communities that are sometimes described as 'diverse' with an expectation of beneficial results extending throughout the population.

In short, intentions for the community may not be explicitly framed in terms of diversity (or cohesion or integration); diversity is more often used in discussions of workforce development. While 'diversity' frames the workforce purpose in the guidance and departmental documents, in practice the description of how well the department is serving New Zealanders is often premised on outcomes information about particular groups of people – for example Māori and Pacific communities for the Ministries of Health, Social Development and Education.

#### Brief History of Diversity-related Developments in the State Services

In this section we briefly overview the New Zealand government history of what is now called diversity and inclusion. This history provides a context for current departmental diversity and inclusion initiatives, in which can be seen the sediment of previous policies.

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<sup>25</sup> Guidance for Statements of Intent: <https://treasury.govt.nz/sites/default/files/2015-12/pfa-si.pdf>

<sup>26</sup> The Treasury, 'Public Finance Act: Strategic Intentions Guidance', July 2015, <https://treasury.govt.nz/sites/default/files/2015-12/pfa-si.pdf>.

<sup>27</sup> New Zealand Government, 'Four Year Plan Guide', Guidance (Wellington, New Zealand: State Services Commission, June 2017), <https://ssc.govt.nz/our-work/four-year-plans/>.

<sup>28</sup> The Treasury, 'Year End Reporting: Departmental Annual Reports and End-of-Year Performance Information on Appropriations' (Wellington, New Zealand: The Treasury, July 2019), <https://treasury.govt.nz/sites/default/files/2019-07/2019-year-end-reporting-depts.pdf>.

<sup>29</sup> The Treasury, 'Public Finance Act: Strategic Intentions Guidance', 10.

### *State Sector Act 1988*

The imperative to address diversity within the workforce of government departments is embedded in the ‘good employer’ conditions for Chief Executives in the State Sector Act (1988).<sup>30</sup> Section 56 gives several criteria for being a good employer. These include making an equal employment opportunity programme available to employees (2b) and provides for the recognition of Māori (2d), ethnic groups, women and person with disabilities.

Under Section 58 of the State Sector Act 1988, an equal employment opportunities programme means:

a programme that is aimed at the identification and elimination of all aspects of policies, procedures, and other institutional barriers that cause or perpetuate, or tend to cause or perpetuate, inequality in respect to the employment of any persons or group of persons.<sup>31</sup>

Guidance on fulfilling employer expectations in the State Sector is given by the State Services Commission (SSC). The State Services Commission policy statement on fulfilling the EEO obligations is as follows:

We will base appointments on merit, while recognising the employment aspirations of Māori, ethnic and minority groups, women, and people with disabilities. We will ensure fairness in employment for all persons and groups of persons. The integration of equality and diversity throughout the Public Service will be a key aspect of strategic planning and performance, and chief executives will provide the lead in working towards this. Equality and diversity in the Public Service, as required by the State Sector Act 1988, will enable the best service to the government of the day and to New Zealanders.<sup>32</sup>

Currently, as noted above, departments are still required to report on their EEO policies in their statements of intent, four-year plans and Annual Reports. However, since the State Service Act of 1988, the framework for considering how to manage the workforce has changed.

### *Future Directions in 1997*

In 1997, the SSC launched *EEO Policy to 2010: Future Directions of EEO in the New Zealand Public Service*.<sup>33</sup> The policy was steered by a group of Chief Executives (CEs) and provided ongoing support for the public service’s EEO goals. Notably, it shifted the responsibility for EEO from the State Services Commissioner to all CEs. It focused on areas of EEO leadership, organisational culture and strategic human resource management, employment of EEO groups, and monitoring and evaluation; and required departments to specify their expected EEO achievements and measure progress against them.

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<sup>30</sup> New Zealand Government, ‘State Sector Act 1988 No 20 (as at 19 March 2020), Public Act 56 General Principles – New Zealand Legislation’, accessed 22 April 2020, [http://www.legislation.govt.nz/act/public/1988/0020/latest/DLM129719.html?search=sw\\_](http://www.legislation.govt.nz/act/public/1988/0020/latest/DLM129719.html?search=sw_).

<sup>31</sup> The Treasury, ‘Year End Reporting: Departmental Annual Reports and End-of-Year Performance Information on Appropriations’.

<sup>32</sup> The Treasury, 28.

<sup>33</sup> Review of EEO Policy to 2010 <https://ssc.govt.nz/resources/summary-review-eeo-2010/> website page dated 2008



An independent review of the impact of the policy almost 10 years (2006) later found there was still work to do. For optimum achievement of the policy's objectives, the review recommended:

- shifting the focus of attention to the impact that EEO can have on departmental performance - clarifying the intervention logic of diversity is critical to making this happen.
- a stronger advisory and leadership role for SSC to help departments develop the capability for diversity planning, integrate diversity into wider human resource capability management, and lead effective implementation going forward.
- lessening the emphasis on the current four target groups and broadening the understanding of the application of diversity.<sup>34</sup>

At this point "diversity" entered the story of workforce management in the public service bringing with it the expectation that diversity would contribute to departmental performance.

#### *Equality and Diversity in 2008*

In 2008 a new policy supporting EEO was launched: *Equality and Diversity: New Zealand Public Service Equal Employment Opportunities Policy*.<sup>35</sup>

This policy continued the commitment to the four groups specified in EEO Policy to 2010 (Māori, ethnic and minority groups, women and people with disabilities) in line with the good employer provisions of the State Sector Act, while extending the focus on other aspects of individual and group differences by using the language of equality and diversity

The policy statement says:

that equality and diversity in the Public Service workforce, as required by the State Sector Act 1988, will enable the best service to the government of the day and to New Zealanders. We will base appointments on merit, while recognising the employment aspirations of Māori, ethnic and minority groups, women, and people with disabilities. We will ensure fairness in employment for all persons and groups of persons. The integration of equality and diversity throughout the Public Service will be a key aspect of strategic planning and performance, and chief executives will provide the lead in working towards this.<sup>36</sup>

The sentiments and phrasing in this policy statement flavours the framings of diversity in departmental responses to the OIA and diversity statements in departmental publications. However, more contemporary guidance from the SSC favours the terms 'diversity and inclusion'.

#### *Diversity and Inclusion Now*

Current advice on workforce management aligns with the good employer conditions set out in the State Sector Act 1988 and extends into more recent work developed under the rubric of diversity

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<sup>34</sup> State Services Commission, 'Equality and Diversity: Guidance for Applying the New Public Service EEO Policy | State Services Commission', 2008, <https://ssc.govt.nz/resources/guidance-applying-policy/?e281=1890-background-to-this-policy>.

<sup>35</sup> State Services Commission, <https://ssc.govt.nz/resources/guidance-applying-policy/?e281=1890-background-to-this-policy> website page dated 2008

<sup>36</sup> 'Equality and Diversity: Guidance for Applying the New Public Service EEO Policy | State Services Commission'.

and inclusion. The SSC states that diversity and inclusion are a key system priority for them and that New Zealand's State Service needs to value, reflect and understand the community it serves.<sup>37</sup>

Papa Pounamu<sup>38</sup>, a chief executive steering group for diversity and inclusion established in 2017, leads a collaborative programme across the Public Service working with chief executives and their departments. This State Sector's Leadership Team committed to a diversity and inclusion workstream under whose auspices several activities have been undertaken.<sup>39</sup>

For example, the SSC led a diversity and inclusion stocktake (2018). The stocktake survey found variable progress in implementing diversity and inclusion into departments across the 36 departments that responded.<sup>40</sup> The SSC also conducted a WeCount survey<sup>41</sup> of the rainbow community in the public services as well as working alongside other departments to develop several resources to help organisations progress in the areas of disability and mental health (Accessibility Charter and Lead Toolkit).<sup>42, 43</sup>

While the SSC has been collecting and reporting data on the make-up of the public service since 2000, from 2018 it provided information standards to help departments better report on their people, including indicators of diversity.<sup>44</sup>

The Coalition Government along with Public Service Chief Executives and the Public Service Association made the gender pay gap a priority in 2018. This work is guided by an action plan. The Gender Pay Gap and Pay Equity Taskforce I Te Rōpū Mahi Rerekētanga Utu Ira Tangata me te Whakaōrite Utu (2018) is a partnership between the Ministry for Women and the State Services Commission to realise the Government's aims on the gender pay gap and pay equity.<sup>45</sup> The plan focuses on four areas: equal pay, flexible work by default, eliminating bias or discrimination in remuneration and human resources practices, and gender-balanced leadership.

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<sup>37</sup> State Services Commission, 'Diversity and Inclusion | State Services Commission', accessed 1 April 2020, <https://ssc.govt.nz/our-work/diversity-and-inclusion/>.

<sup>38</sup> Papa Pounamu – Driving diversity and inclusion across the Public Service. <https://www.publicservice.govt.nz/our-work/diversity-and-inclusion/papa-pounamu-driving-diversity-and-inclusion-across-the-public-service/>

<sup>39</sup> State Services Commission, 'OIA on Government Diversity Initiatives', 11 February 2019, <https://ssc.govt.nz/assets/Legacy/resources/SSCOIA-2019-0001.pdf>.

<sup>40</sup> State Services Commission, 'Diversity and Inclusion System Stocktake: Summary Report', 2018, <https://gwn.govt.nz/assets/Resources/NZ-resources/DI-System-Stocktake-Summary-Report.pdf>.

<sup>41</sup> State Services Commission, '2019 WeCount Survey Results', 2019, [https://public.tableau.com/views/Rainbow\\_15748893630800/Population?:embed=y&:display\\_count=yes&:showVizHome=no](https://public.tableau.com/views/Rainbow_15748893630800/Population?:embed=y&:display_count=yes&:showVizHome=no).

<sup>42</sup> Office for Disability Issues, 'The Accessibility Charter', Office for Disability Issues, 2018, <https://www.odi.govt.nz/guidance-and-resources/the-accessibility-charter/>.

<sup>43</sup> Office for Disability Issues, 'Lead Toolkit for Employing Disabled People in the State Sector', Office for Disability Issues, 2018, <https://www.odi.govt.nz/guidance-and-resources/leading-the-way-in-accessible-information-2/>.

<sup>44</sup> State Services Commission, 'Standards of Workforce Information for Departments in the State Services', November 2018, [https://ssc.govt.nz/assets/Legacy/resources/Workforce\\_Information\\_for\\_State\\_Sector\\_Departments\\_Nov-2018.pdf](https://ssc.govt.nz/assets/Legacy/resources/Workforce_Information_for_State_Sector_Departments_Nov-2018.pdf).

<sup>45</sup> Government, Public Services Chief Executives, and Public Service Association, 'Eliminating the Public Service Gender Pay Gap: 2018-2020 Action Plan', 2018, <https://ssc.govt.nz/assets/SSC-Site-Assets/Workforce-and-Talent-Management/The-Gender-Pay-Gap-Action-Plan.pdf>.

### *Diversity Encompasses Conventional Group Identifiers and Personal Characteristics*

Currently, the SSC website frames diversity this way:

Developing a more diverse workforce is not just about ethnicity. Diversity involves gender, age, disability, sexual orientation, education, national origin, and religion. Diversity encompasses a broad spread of experience, culture, perspective and lifestyle of those who live in New Zealand.

Similarly, developing State Services that are inclusive ensures our people and the people we work with and for feel valued, supported, and respected. We are committed to building a culture where New Zealanders can achieve their full potential.<sup>46</sup>

The SSC confirmed that the definitions of diversity used by each agency were taken from a variety of academic sources and that no set definition had been applied across government departments.

Our analysis indicates that the definition of diversity and the priorities for diversity lead by the State Services Commission have influenced individual department's work in the area.

### *The Future for Diversity and Inclusion in the State Services*

In November 2019, the Honourable Chris Hipkins, introduced a Bill to parliament to replace the existing State Services Act 1988 and make a small number of related amendments to the Public Finance Act, 1989. At the time of writing the Public Service Legislation Bill was at the select committee stage. With respect to diversity and inclusion, the Bill seeks to bring consistency to the way the Public Services approaches employment of the workforce in the public sector<sup>47</sup>. Explanatory notes also say that Māori were absent from the original State Sector Act, except in good employer clauses, and this needed to be remedied.

The current wording of the bill suggests a more uniform approach to the diversity and inclusion in the public sector might eventuate in the future. However, the overall intent and framing of diversity is largely consistent with current practice and understandings lead by the SSC around diversity and inclusion. The Bill therefore updates expectations around workforce management to be consistent with current practice.

## **Methods**

This report is based on secondary analysis of documents obtained through a series of Official Information Requests and sourced from the public domain using the internet.

Twenty-five departments responded to an Official Information Request (OIA) in January 2019 asking about their use of and activities about 'diversity, cohesion and integration.' (see Appendix 1).

In addition, a deeper dive into diversity, cohesion and integration was conducted for three social sector departments. These departments were selected based on their high drawdown on the public purse and their apparent importance to enabling positive wellbeing outcomes for diverse communities, particularly for diverse migrant communities (see the settlement strategy below). They are the Ministries of Health, Education and Social Development.

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<sup>46</sup> State Services Commission, 'Diversity and Inclusion | State Services Commission'.

<sup>47</sup> New Zealand Parliament, 'Public Service Legislation Bill - New Zealand Parliament', accessed 1 April 2020, [https://www.parliament.nz/en/pb/sc/make-a-submission/document/52SCGA\\_SCF\\_BILL\\_93134/public-service-legislation-bill](https://www.parliament.nz/en/pb/sc/make-a-submission/document/52SCGA_SCF_BILL_93134/public-service-legislation-bill).

Three questions guided analysis:

1. In what ways do departmental policy statements allow for the possibility of diversity, integration or cohesion?
2. How inclusive of different sub-populations are policy framings of diversity? Or which groups are included/excluded in these framings?
3. What strategies do departments use to meet their diversity objectives?

A rough coding framework was developed in line with the questions asked in the OIA and with an eye to answering the three guiding questions. This allowed qualitative and quantitative data to be noted. Researcher immersion in the documents also produced an overall sense of how departments differed in their approaches and where there was lack of clarity in definitions. The analysis was both thematic and discursive.<sup>48</sup>

## Findings – Observations

### Definitions

‘Diversity and Inclusion’ was the preferred phrase for most departments.

Three respondents did not use diversity at all. Two referred to equal employment opportunities (Te Puni Kōkiri, Tertiary Education Commission) and one appeared to have no synonym to refer to diversity in their organisation (Crown Law). This department said they strove for a ‘diverse workforce’. However with no policy, measures or strategy in place it is difficult to see how changes in diversity might be noted or assessed.

Definitions of diversity tended to fall into one of three categories: diversity as a bundling of ‘group and personal attributes’, diversity referencing “‘traditional’ groups and EEO”, and ‘diversity not further defined’ as a general descriptor, for example, ‘diverse communities’ or ‘diverse societies’. Diversity was also used alongside other terms like affirmative action and equity.

### Diversity

A majority of departments had a definition of diversity (21 of 25). And of these, the most common framing of diversity included groups conventionally identified in legislation (like the State Sector Act or HRA) along with a range of more personal attributes. This bundle of group and personal attributes is consistent with current framings used by the SSC and definitions of diversity from the practice literature<sup>49</sup>.

### *Group and Personal attributes*

The Ministry of Foreign Affairs and Trade has published its Diversity and Inclusion strategy. Diversity is defined as follows:

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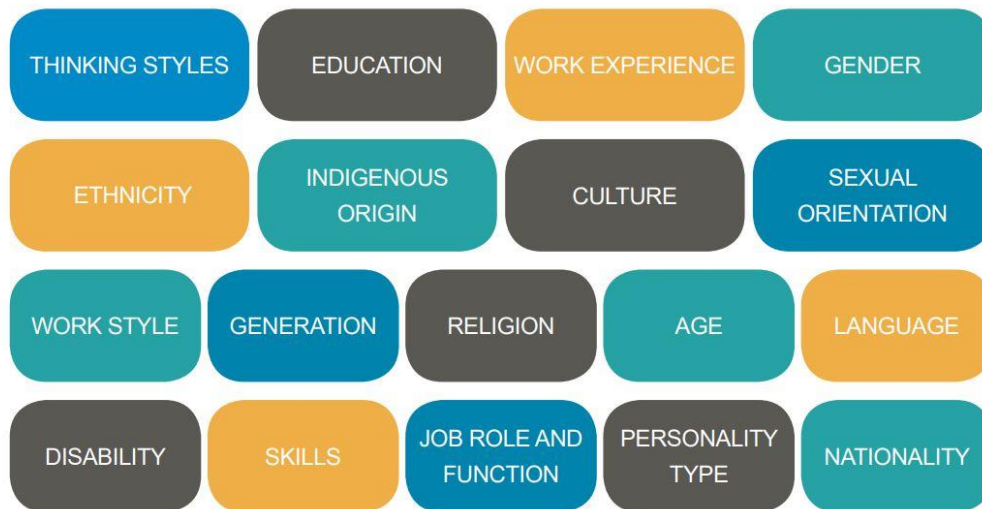
<sup>48</sup> Jane Ritchie and Jane Lewis, *Qualitative Research Practice: A Guide for Social Science Students and Researchers* (London: Sage, 2003); Paul Rabinow, *The Foucault Reader* (London: Pantheon Books, 1984); Michael Quinn Patton, *Qualitative Research & Evaluation Methods: Integrating Theory and Practice*, Fourth edition (Thousand Oaks, California: SAGE Publications, Inc, 2015).

<sup>49</sup> Julie O’Mara and Alan Richter, ‘Global Diversity and Inclusion Benchmarks: Standards for Organizations Around the World’ (The Centre for Global Inclusion), accessed 31 March 2020, <http://centreforglobalinclusion.org/wp-content/uploads/2017/09/GDIB-V.090517.pdf>.

Diversity means all the ways we differ. It includes everyone. Diversity is about the unique blend of knowledge, skills, perspectives and thoughts people bring to the workplace. Diversity can include characteristics such as gender, being Māori, ethnicity, cultural and socioeconomic background, age, disability, sexual orientation, religious belief, language, education, family status and neuro-diversity. Diversity also includes characteristics such as professional competencies, working style, job, family, location and life experiences.<sup>50</sup>

With a similar mix of identifiers, The Treasury gives the following definition in its Statement of Intent, using a diagram:<sup>51</sup>

We are committed to being an inclusive place to work, where diversity is valued in all of our people. Diversity refers to the variety of differences and similarities among people such as...



#### *'Traditional' Groups and EEO*

A less common framing in responses supplied to the OIA referred to traditional groups identified in the State Sector Act, good employer provisions. These tended to appear where departments supplied older or previous policies, or had incorporated EEO obligations within the ambit of their current diversity initiatives. Groups most commonly mentioned here are those defined by ethnicity, gender, or disability but also those that define Māori as a group separate from other ethnic groups and not defined as Treaty partners.

Here for example, is a definition from MSD's policy for Promoting Equality and Diversity. MSD also has a diversity and inclusion work programme.

Equality and diversity are key ingredients to organisational success. While MSD bases appointments on merit we also recognise and support the employment aspiration of Māori, ethnic and minority groups and people with disabilities.<sup>52</sup>

<sup>50</sup> Ministry of Foreign Affairs and Trade, 'Diversity and Inclusion Strategy - 2018 -2022.', p.35.

<sup>51</sup> The Treasury, 'The Treasury Statement of Intent July 2017- June 2021' (Wellington New Zealand: The Treasury, 2017), 15, <https://treasury.govt.nz/sites/default/files/2018-03/soi-treasury-17-21.pdf>.

<sup>52</sup> Ministry of Social Development, 'MSD Response to OIA on Diversity, Cohesion and Integration', February 2019.

Note this definition is straight out of the policy guidance supplied by SSC in the 2008 policy guidance on Equality and Diversity.

The Commerce Commission explicitly stated that it was linking diversity and inclusion with Equal Employment Opportunities – with EEO defined as follows:

EEO is an important employment practice concerned with identifying and eliminating unfair discriminatory practices and creating an environment which encourages and supports the attraction, full participation and retention of a diverse workforce. It is intended to eliminate workplace discrimination, or bias, on the basis of sex, marital status, religious belief, ethical belief, colour, race, ethnic or national origins, disability, age, political opinion, employment status, family status, sexual orientation, or any other legally protected status. The result is a workplace in which everyone is able to participate and compete equitably, to develop to their full potential and be rewarded fairly for this contribution.<sup>53</sup>

#### *Diversity Not Further Defined*

Diversity, not further defined, was most used most often in strategic policy and planning documents like Statements of Intent or Annual Plans. It described the state of New Zealand, a community or even an individual. When used as part of a workforce strategy, this amorphous idea of diversity linked departments with the State Services Commission goal for diversity for the public sector: Here for example is the Ministry of Education’s definition of diversity as outlined in its Diversity and Inclusion framework for its workforce. Diversity is: “ensuring our organisation reflects the diversity of the communities we serve.”<sup>54</sup>

Rather than have a specific definition of diversity, the Ministry of Culture and Heritage (MCH) said diversity and inclusion was woven through their strategies. The view was that the best way to begin this work was “to align it to our strategy and culture and have it interwoven as opposed to a separate document.”<sup>55</sup> However the Ministry does have a diversity action plan. The first of ten pillars in the Ministry’s People and Culture Strategy states:

Ko te whakaata i a Aotearoa: Whakakanohi tātou i ngā tāngata katoa o Aotearoa, ka whai wāhi atu ki a rātou. Kia pai te whakatinana atu, ka whakaatatia rātou e tātou.

Reflecting New Zealand: We represent and engage all New Zealanders. To do that well, we are reflective of them.<sup>56</sup>

Diversity, in this context, is an all-encompassing property of all New Zealanders.

Whichever way diversity is framed, however, whether in terms of groups, individual attributes or as an overarching weave, the process for working with diversity is the same: inclusion.

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<sup>53</sup> Commerce Commission, ‘Commerce Commission Response to OIA on Diversity, Cohesion and Integration’, OIA, 2019.

<sup>54</sup> Ministry of Education, ‘Ministry of Education Response to OIA on Diversity’, OIA, February 2019.

<sup>55</sup> Ministry for Culture and Heritage, ‘Ministry for Culture and Heritage Response to OIA on Diversity’, OIA, February 2019, [https://mch.govt.nz/sites/default/files/projects/February%202019%20Diversity\\_1.pdf](https://mch.govt.nz/sites/default/files/projects/February%202019%20Diversity_1.pdf).

<sup>56</sup> Ministry of Culture and Heritage. Ko tā tātou rautaki, ahurea tāngata. Our people and culture strategy. (p8) [https://mch.govt.nz/sites/default/files/Manatu\\_Taonga\\_People%20and%20Culture%20Strategy.PDF](https://mch.govt.nz/sites/default/files/Manatu_Taonga_People%20and%20Culture%20Strategy.PDF)

## Inclusion

Typically, diversity was seen as one of half an equation. Diversity was concerned with representation – the who of diversity. However, representation falls short of stating how people might come to participate and contribute to the work of their agency. This process was captured in the documents by the idea of ‘inclusion.’ Inclusion is conceptually linked to affirmative action policies and practices that seek to achieve equity through a focus on process and action.

Inclusion was most often used to refer to a process: the process of bringing people into an organisation or providing services that meet the needs of various clients. Where the adjective ‘inclusive’ was used it often referred to a preferred end-state or outcome, for example, an inclusive society.

Inclusion was generally talked about in one of two ways with many representations containing elements of both:

- inclusion as the process of accommodating people within an organisation or service, making them feel welcome even engendering a sense of belonging (inclusion as wellbeing)
- inclusion as a process of leveraging diversity – the process of using diversity or diverse perspectives within an organisation to meet organisational ends (inclusion as leverage).

The Ministry of Social Development, defined inclusion as follows:

It's about valuing our difference and building a sense of belonging so everyone feels they can bring their whole selves to work.<sup>57</sup>

The Treasury gives a good example of inclusion as process of leveraging diversity:

Inclusion is about how diversity is valued and leveraged so that the full potential of our diversity is brought to life.<sup>58</sup>

The inclusion as wellbeing framing, with a focus on helping people feel comfortable at work, signals that the welfare of workers is important to the workplace. People’s psychological comfort is in itself a worthy goal. This was the most common framing of inclusion used by 20 of 21 departments supplying a definition of inclusion.

Implicit in the ‘leverage’ framing is the idea that when people feel comfortable they are best able to contribute; the organisation makes a gain from taking the effort to help people feel included. In this way you could argue that the leveraging framing extends the intervention logic or workplace case for diversity to encompass the ultimate benefit to the organisation. In other words, it includes the organisational business case for creating an inclusive environment. This framing was less common than inclusion as wellbeing.

The definition of inclusion used by the Ministry of Foreign Affairs and Trades incorporates both the wellbeing and leveraging elements of inclusion and gives examples of the actions that could be taken to achieve inclusion. This definition also incorporates threads of equal opportunities:

An inclusive workplace is one where everyone feels valued and respected and able to contribute. It is about removing barriers to make sure everyone can fully participate in the workplace and have equal access to opportunities. Inclusion is

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<sup>57</sup> Ministry of Social Development, ‘Diversity and Inclusion at MSD’ (Ministry of Social Development, nd).

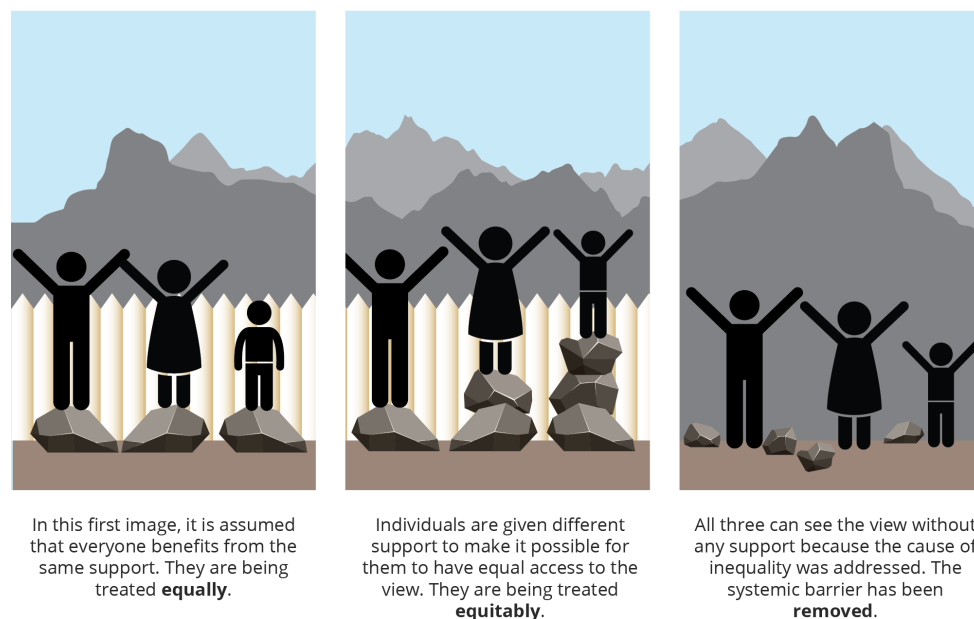
<sup>58</sup> The Treasury, ‘Request for Information about Diversity and Inclusion at the Treasury’, January 2019.

about empowering staff to contribute their skills and perspectives for the benefit of organisational performance and achieving our strategic objectives.<sup>59</sup>

In conceptual terms, inclusion could be seen as a logical endpoint or ideal for encouraging full participation and contribution to a workplace or society. Bourke and Dillon from Deloitte<sup>60</sup> have developed a useful infographic for showing the progression from equal treatment, to equity to inclusion. The picture on the right depicts a system where everyone gets to see the view and no special measures are needed to prop up any particular groups to accommodate institutional barriers. The system is inclusive.

Figure 2. Equality and Equity from Deloitte

FIGURE 7 | Equality vs. equity in the short and long term



Deloitte Insights | [deloitte.com/insights](https://deloitte.com/insights)

### Other definitions connected to diversity

#### Affirmative Action

NZDF included affirmative action in the definitions shaping its diversity and inclusion defence orders. Affirmative Action is aimed at:

removing or compensating for barriers to employment opportunities for members of designated equity and diversity groups and developing strategies to address their employment needs. This includes developing the skills of member of designated equity and delivery groups so that these individuals can compete on an equal footing with those from 'mainstream' groups. Affirmative action is not

<sup>59</sup> Ministry of Foreign Affairs and Trade, 'Diversity and Inclusion Strategy - 2018 -2022.' p.35

<sup>60</sup> Juliet Bourke and Bernadette Dillon, 'Eight Truths about Diversity and Inclusion at Work | Deloitte Insights', 22 January 2018, <https://www2.deloitte.com/us/en/insights/deloitte-review/issue-22/diversity-and-inclusion-at-work-eight-powerful-truths.html>.



preferential treatment and does not require NZDF to hire or promote unqualified people.<sup>61</sup>

Designated groups are those contained in the original SSC good employer clauses: Māori, women, ethnic or minority groups and people with disabilities. The order notes that there “had not been sufficient change or development in their employment position to be considered that they no longer need to be a specific focus.”<sup>62</sup>

This definition of affirmative action is similar to the less used concept of ‘equity’ in diversity and inclusion policies. Equity is more commonly used where department documents are addressing the outcomes they would like to contribute to, in the communities in which they provide services.

### Equity

One organisation, the Ministry of Defence, included equity within its set of definitions for its workforce policy (including diversity and inclusion).

Equity recognises that people are different and that different approaches may be needed to produce outcomes that are fair and right. This includes accommodating individual differences so that individuals can perform to their best within business constraints. Equity is not equality. Equality treats people in the same way: equal treatment will not always produce a fair result.<sup>63</sup>

Within the parameters of this study – equity was more likely to be articulated as a concern in relation to service target groups within the community – in other words, groups outside of the organisation.

A close look at both the Ministries of Education and Health revealed that equity was an important framing for the desired education and health outcomes for people in New Zealand. As large departments, both with stewardship responsibilities in their sectors, they are geared to the needs of the populations they serve. Poorer outcomes for some population groups, including Māori and Pacific communities, are well known in these sectors.

The Ministry of Health has established an Achieving Equity Programme.

The Ministry’s Achieving Equity Programme aims to improve equity by making a cultural shift in how the health and disability system works together with communities and organisations around Aotearoa New Zealand.<sup>64</sup>

with equity defined as follows:

In Aotearoa New Zealand, people have differences in health that are not only avoidable but unfair and unjust. Equity recognises different people with different levels of advantage require different approaches and resources to get equitable health outcomes.<sup>65</sup>

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<sup>61</sup> New Zealand Defence Force, ‘New Zealand Defence Force Order 3, Part 5: Understanding the NZDF Workplace Environment. Chapter 2 Diversity and Inclusion’, nd, 6.

<sup>62</sup> New Zealand Defence Force, 5.

<sup>63</sup> Ministry of Defence, ‘Ministry of Defence Diversity and Inclusion Policy’, June 2016, 2.

<sup>64</sup> Ministry of Health, ‘Ministry of Health Annual Report for the Year Ended 30 June 2019’, 2019, 21, <https://www.health.govt.nz/system/files/documents/publications/ministry-of-health-annual-report-year-ended-30june2019.pdf>.

<sup>65</sup> Ministry of Health, 21.

The population groups are outlined in the Ministry's Statement of Intent and Annual Plan: Māori, Pacific, older people and children.

#### *Diversity outside of workforce strategies*

In the context of workforce strategies, diversity was seen as a positive resource for an organisation. Conversely, when diversity was canvassed in other areas, like the operating context of an agency within a Statement of Intent, diversity was given a neutral or even negative valence.

For example, The Treasury talks about "super-diversity" – the only agency to do this – in a section on "Some global challenges and what they might mean for New Zealand". Here superdiversity is framed as follows:

Super diversity, multiculturalism: migration substantially changes ethnic and social mix and challenges social cohesion. This generates debates about immigration, foreign ownership, national identity and social norms.<sup>66</sup>

And under a section on "Understanding our customers" in its Statement of Intent, The Ministry of Health says: "The health system needs to prepare to serve an overall population that is increasing, older and more ethnically and regionally diverse".<sup>67</sup>

The influence of newcomers to New Zealand is specifically recognised in a discussion of evolving ethnic composition.

The ethnic make-up of New Zealand has been constantly evolving and will continue to do so in the future. In 2015, the growth of the population through migration was double the growth through births (minus deaths). This indicates that migration currently has a significant influence on the ethnic composition of the New Zealand population... This trend is likely to have implications for how the health system delivers services as different ethnic groups experience different health outcomes. Changing the way the system delivers services can reduce this disparity and make the health and disability system more effective in serving all New Zealanders. <sup>(ibid)</sup>

The Ministry's concern with 'equity' can be seen in this construction: different groups needs services delivered differently to achieve good health outcomes, but, in these two examples, diversity is framed as something to be prepared for and requiring special attention. If not exactly negative, the tone of the discussion does not carry the positive valence engendered in discussions of diversity and inclusion in a workforce strategy where diversity is seen as a resource to lift the performance of departments.

#### **Who is "in"**

Where departments listed specific groups in their definition of diversity, the identifiers most likely to be mentioned were: ethnicity, gender, age and disability. These are the groups originally mentioned in the EEO provisions of the State Services Act (1988). Māori were specifically mentioned by ten departments – and presumably included in the 'ethnicity' category.

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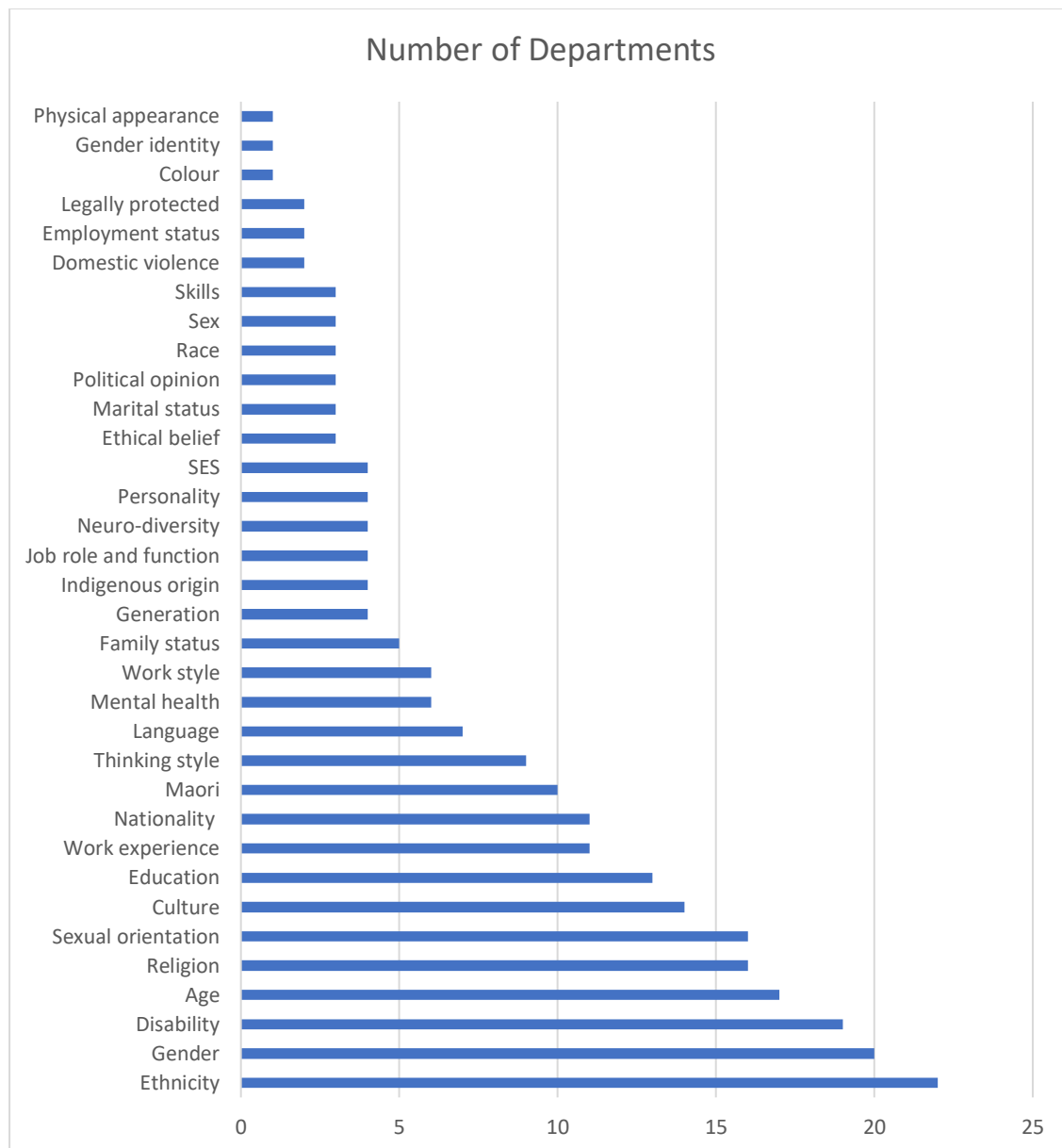
<sup>66</sup> The Treasury, 'The Treasury Statement of Intent July 2017- June 2021', 7.

<sup>67</sup> Ministry of Health, 'Ministry of Health Statement of Strategic Intentions 2017-2021', 2017, 7, <https://www.health.govt.nz/system/files/documents/publications/statement-of-strategic-intentions-2017-to-2021-ministry-of-health.pdf>.

These four common identifiers were closely followed by mentions of sexual orientation, culture, religion and education. All of these identifiers fall with the Human Right Act categories as grounds for protection against discrimination.<sup>68</sup>

The first of the more common ‘psychological’ or personal identifiers were work experience and thinking style, with a long tail of other identifiers. These figures show the influence of both legislation and more recent initiatives around diversity.

Figure 3. Definition of Diversity – Frequency of Identifiers



<sup>68</sup> Ministry of Justice, ‘The Human Rights Act | New Zealand Ministry of Justice’, 2020, <https://www.justice.govt.nz/about/learn-about-the-justice-system/how-the-justice-system-works/the-basis-for-all-law/the-human-rights-act/>.

## Goals and Rationale

Closely tied in with definitions of diversity and inclusion were the reasons for the need for such policies. Where diversity and inclusion strategies were provided, or where they were reported on in Statements of Intent and Annual Reports, departments often made reference, if only briefly, to why diversity and inclusion were important to the business.

Consistent with the literature, the broad goal for diversity and inclusion policies tended to fall into one or two categories – or were linked together. These were diversity and inclusion as a means for:

- helping departments reach their goals for serving the country
- improving the quality of the workplace/ or experience of working there.

Most departments indicated that they wanted to achieve both ends. Embedding diversity and inclusion into their organisations was a means to helping them achieve their overall departmental goals. The Ministry for Primary Industries sums up the twin goals: “The overall goal is to embrace our diversity to better deliver for New Zealand.”<sup>69</sup>

Yet, why or how would diversity help to achieve departmental success?

Twenty-one departments explained why diversity and inclusion were important to them. Helping people to understand the business case for diversity and inclusion is often seen as an important early step in embedding a culture of inclusion in an organisation.<sup>70</sup> Some departments dedicated significant attention to this issue in their documents. Broad warrants for diversity and inclusion are discussed next.

Academic literature supports the positive impacts of diversity

Organisations with standalone diversity and inclusion strategies, especially those that were published, sometimes drew on evidence showing a link between diverse workforces and improved organisational performance. This went beyond assertions of improved performance, innovation or trust, to citing reports and articles from the literature. Using such evidence as a warrant may make the case to staff and the community for diversity stronger.

The Ministry of Foreign Affairs and Trade (MFAT) and the Government Communications Security Bureau (GCSB) are good examples of this approach. An example of evidence use from the MFAT strategy states.

There have been a significant number of studies over the years that have established the strong business case for diversity and inclusion within organisations.

McKinsey reported a statistically significant relationship between a more diverse leadership team and better financial performance.

Deloitte’s reported an 80 percent improvement in business performance when levels of diversity and inclusion were high. A Ministry analysis of the Employee Engagement Survey found that those workgroups that scored high on the Inclusion

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<sup>69</sup> Ministry of Primary Industries, ‘Ministry of Primary Industries Response to OIA on Diversity’, OIA, February 2019.

<sup>70</sup> O’Mara and Richter, ‘GDIB’.

Index also scored highly on the Engagement Index, demonstrating a strong correlation between inclusion and engagement. . .<sup>71</sup>

The GCSB and Security Intelligence Service (SIS) provided a joint response to the OIA along with their diversity and inclusion strategy. This strategy is interesting for a couple of reasons. Their list of identifiers in their definition includes “neuro-diversity” which is an uncommon identifier among departments who are more likely to use “thinking style”. This specificity helps to build the rationale/business case for diversity. After presenting the evidence linking diversity to a range of performance indicators, their strategy gives examples of famous people who have made significant contributions in their field.

We have been engaged in the work we do for more than fifty years and we have learnt that we need talented and diverse individuals with a broad range of skills to combat the threats we face. Alan Turing, who is reputed to have had all the symptoms of Asperger Syndrome *and* cracked the Enigma code in the Second World War, is a very good example of Diversity. As are the very talented women who worked at Bletchley Park and Nancy Wake, our own New Zealand born war heroine, who became the most decorated female agent of the Second World War. Other examples of where diversity has made a difference include the African American female mathematicians who worked at the National Aeronautics and Space Administration (NASA) during the space race.<sup>72</sup>

This paragraph provides examples of people, diverse in different ways, who were successful in relevant jobs. It is a strong signal that diversity is welcome and, in fact, that people with diverse backgrounds can add great value to the organisation and its larger purpose. Compared to evidence based on correlates between performance and diversity, this argument provides personal and tangible examples of diversity working for organisations.

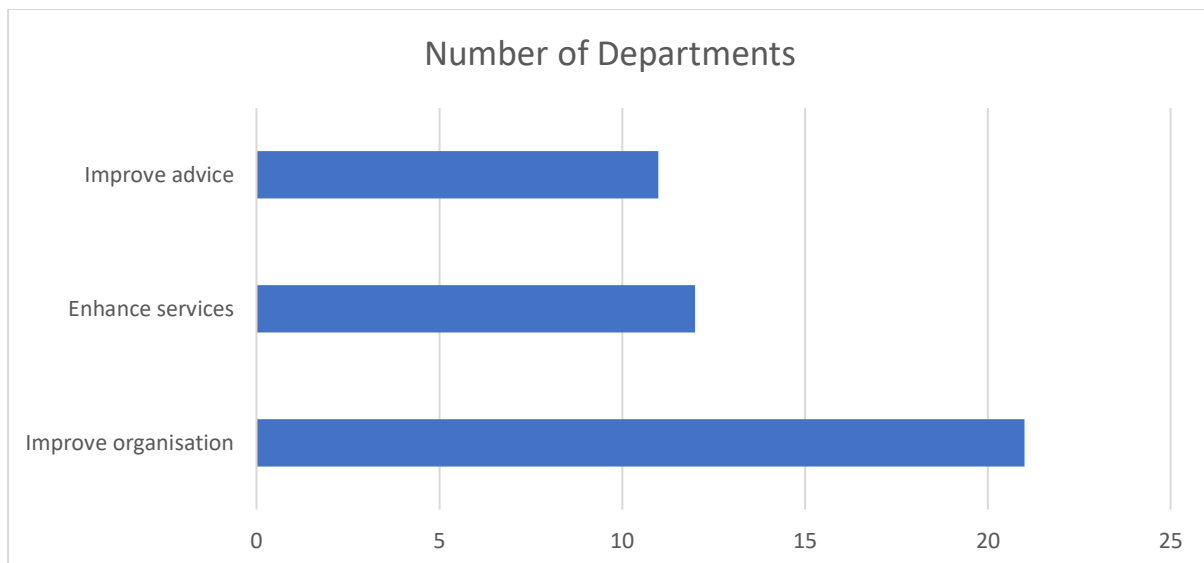
Where explicit evidence was not used, organisations still made claims for the positive impact of diversity. We categorised the rationale or ‘business case’ for diversity and inclusion into three categories: improving the organisation, improving advice and improving services.

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<sup>71</sup> Ministry of Foreign Affairs and Trade, ‘Diversity and Inclusion Strategy - 2018 -2022.’ p.5

<sup>72</sup> Government Communications Security Bureau and New Zealand Security Intelligence Service, ‘Diversity Is Our First Line of Defence: Diversity and Inclusion Strategy, 2017-2020’, 2018, <https://www.gcsb.govt.nz/assets/GCSB-Documents/Diversity-and-Inclusion-Strategy.pdf>. p11

Figure 4. The Business Case for Diversity



#### Diversity improves the organisation

The “improve the organisation” theme draws together a number of ways in which diversity can help internal organisational capability. Within this category, diversity and inclusion were touted as enhancing fairness in the organisation, helping the organisation attract a broad range of talent because it is seen as inclusive and diverse, and increasing connectedness and trust both among employees and between the organisation and the public.

Diversity and inclusion were also framed as enhancing organisational resilience – the ability to adapt to new environmental conditions and, at the most general level, improving organisational performance. Less common in explicit rationales were the organisation being able to meet the individual needs of its employees or the public when its workforce was diverse and inclusive.

The example below is from the Ministry for the Environment:

We don’t talk about ‘diversity’ without also talking about ‘inclusion’. We define ‘inclusion’ as how diversity is valued and the degree to which we include different perspectives in our work. It relates to all people feeling included and being treated fairly.<sup>73</sup>

Examples of claims for lifting organisational performance are evident in the quote from MFAT in the previous section. The extract below from StatsNZ’s Diversity and Inclusion Policy is typical in drawing the link between diversity and organisational benefits:

Stats NZ recognizes diversity and inclusion generates valuable benefits, including increased organisational performance, a better experience for our customers and data suppliers, improved employee engagement and motivation, and higher-quality innovation.<sup>74</sup>

<sup>73</sup> Ministry for the Environment, ‘Ministry for the Environment Response to OIA on Diversity’, OIA, February 2019.

<sup>74</sup> Statistics New Zealand, ‘Diversity and Inclusion Policy’, May 2018.

The Department of Prime Minister and Cabinet (DPMC) explains the benefits of diversity, drawing a link between diverse people leading to diversity of thought. It also explains the link between an inclusive workplace and talent management.

Promoting inclusion and diversity as part of how we do things is a key ingredient for our organisational success. A diverse workforce will contribute a range of perspectives and experiences, promoting diversity of thought and positioning us well to respond effectively to the needs of the communities we serve. An inclusive workplace attracts and retains talented employees.<sup>75</sup>

Diversity improves advice

The “improve advice” theme captures the rationale of improving the quality of intellectual products generated by a department. Improve advice includes references to improved thinking, analysis, solutions and innovation. The basic idea here is more diversity brings more and different perspectives which in turn increases the pool of possible solutions to a problem. This was a strong theme amongst departments whose primary service was to provide advice rather than services to the public. The example below is from The Treasury’s Statement of Intent.

As a more diverse and inclusive Treasury we will be able to better anticipate and offer a more robust understanding of the challenges and opportunities ahead, and provide higher-quality thinking, analysis, services and solutions to raise living standards for New Zealanders.<sup>76</sup>

Diversity enhances services

The “enhance services” theme captures the rationale of increased diversity leading to better services. The logic here is that a diverse or representative workforce can help an agency understand and to deliver to a diverse population. The example below is from the Ministry of Social Development’s OIA response. It explains the value of diversity and inclusion relating it to the Ministry’s overall purpose:

We will be a trusted and proactive organisation that supports New Zealanders to thrive by tailoring our policies, systems and services to people's diverse needs, in a way that understands, values and enables people, their whanau and communities.<sup>77</sup>

## Resources and Research Informing Diversity Work

The OIA requested information about the resources and research informing diversity work. As noted above, the evidence for a diversity strategy acts can act as a warrant or reason for the work. Organisations stated they based their definitions on four sources: international literature, subject matter experts and consultants, discussions with, or profiles of, their staff, and examples from other organisations – including following guidance from the State Services Commission,.

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<sup>75</sup> Department of Prime Minister and Cabinet, ‘DPMC Strategic Intentions 2018-2022’, DPMC Strategic Intentions 2018-2022, 2018, 25, <https://dpmc.govt.nz/publications/dpmc-strategic-intentions-2018-2022>.

<sup>76</sup> The Treasury, ‘The Treasury Statement of Intent July 2017- June 2021’, 15.

<sup>77</sup> Ministry of Social Development, ‘OIA Diversity MSD’, February 2019.

## Literature

Where organisations specifically cited the literature they used in formulating their definition, they referred to well-known frameworks like the work of O' Mara and Richter - Global Diversity and Inclusion Index.<sup>78</sup> This index was formulated in 2006 with successive versions rolled out over the years. The 2017 version had 14 categories of initiative and 266 criteria (organised into the 14 areas) that organisations could match themselves against. The Department of Corrections, for example, stated it intended to use this index to chart their maturity in their diversity and inclusion work.<sup>79</sup>

Departments also referred to global management consulting companies like Deloitte<sup>80</sup> and Mercer<sup>81</sup> as sources. Other resources were consultancy firms specialising in diversity like Champions for Change and Diversity Works. Diversity Works is a New Zealand organisation originally supporting equal employment opportunities.

## Subject Matter Experts

Sometimes subject matter experts specialising in diversity work were brought into organisations to provide advice or to audit the agency (Treasury, and the Ministries of Health and for Primary Industries (MPI) used these strategies. Here, for example, is how MPI described the diversity and inclusion review conducted by Divertas – a commonly cited resource for diversity work:

[I]n 2017 we commissioned an independent Diversity and Inclusion Review through Divertas Consulting. The review factored in policies, processes, initiatives, resources, organisational communications and demographic and employee data, supplemented by a series of interviews with MPI employees and an organisational wide survey.<sup>82</sup>

## Staff input

Discussions with staff were used to refine definitions. Some organisations solely used staff expertise in creating their diversity frameworks while others drew on literature, then refined definitions with their staff.

Staff profiles were used to assess the current diversity in the organisation looking at the demographics of the workforce. Many departments included demographics in their diversity profile supplied to the SSC in 2017. The SSC reports on a number of workforce diversity statistics on an annual basis.

## Sharing amongst organisations and other input

Departments often cited guidance from the SSC in designing their diversity activities – particularly the work of Papa Pounamu if their leaders were part of this leadership group. Some looked outside the public sector for examples citing Westpac, PWC and advice from other consultancies.

Oranga Tamariki named several of the usual sources for developing its diversity and inclusion approach as well as specifically citing recommendations from a founding report of the agency.

Oranga Tamariki have some clear signals of how to focus our efforts, ranging from our obligations as a public service agency, the recommendations from the

<sup>78</sup> O'Mara and Richter, 'GDIB'.

<sup>79</sup> Department of Corrections, 'Corrections Response to OIA on Diversity', OIA, January 2019.

<sup>80</sup> Bourke and Dillon, 'Eight Truths about Diversity and Inclusion at Work | Deloitte Insights'.

<sup>81</sup> Mercer: Diversity and Inclusion Solutions. <https://www.uk.mercer.com/what-we-do/workforce-and-careers/diversity-and-inclusion.html>

<sup>82</sup> Ministry of Primary Industries, 'Ministry of Primary Industries Response to OIA on Diversity', February 2019.



Investing in Children Report (December 2015), listening to our people, D&I research and best practice.<sup>83</sup>

Some departments also looked to international examples from organisations with similar remits. For example, the GCSB and SIS sourced information from like organisation overseas: MI5, MI6 and various defence forces.<sup>84</sup>

### Reception of Diversity Work

None of the organisations who provided an OIA response stated they had any pushback on their diversity work from their staff. However one agency noted a query that arose from employees in response to policies growing female leaders or increasing representation of Māori staff. The query asked about the impact of these objectives on selection based on merit. The response was as follows::

The is a common query across departments, that is largely addressed through raising awareness that our approach is focused on providing an even playing field for all applicants, so that everyone has the same opportunity to join in or progress within MPI.<sup>85</sup>

### Success, Priorities and Tactics

We consider success will come in many forms but ultimately, we see success as being when EEO, diversity and inclusion are no longer seen as strategies but are woven into the fabric of our culture and operations and represent business as usual, and that our people profile reflects this too. Commerce Commission.<sup>86</sup>

Departments shared their aspirations, priorities and quite often their plans for achieving diversity and inclusion either in their OIA or in attached strategies. These were a mix of overarching aspirations as well as current priorities. The areas discussed below should not necessarily be seen as reflecting all the priorities and tactics used by departments in their ongoing diversity and inclusion journeys, but their current foci.

Rather than provide department examples under each of the priority headings, we have included The Treasury's diversity profile as an example of how departments framed their goals, priorities and actions. Diversity profiles were developed by several departments at the request of the SSC. These are not public documents.

In general, departments were working toward diversity and inclusion in the following areas, each of which is discussed further below:

- representation and remuneration

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<sup>83</sup> Oranga Tamariki, 'Oranga Tamariki Response to OIA on Diversity', OIA, February 2019.

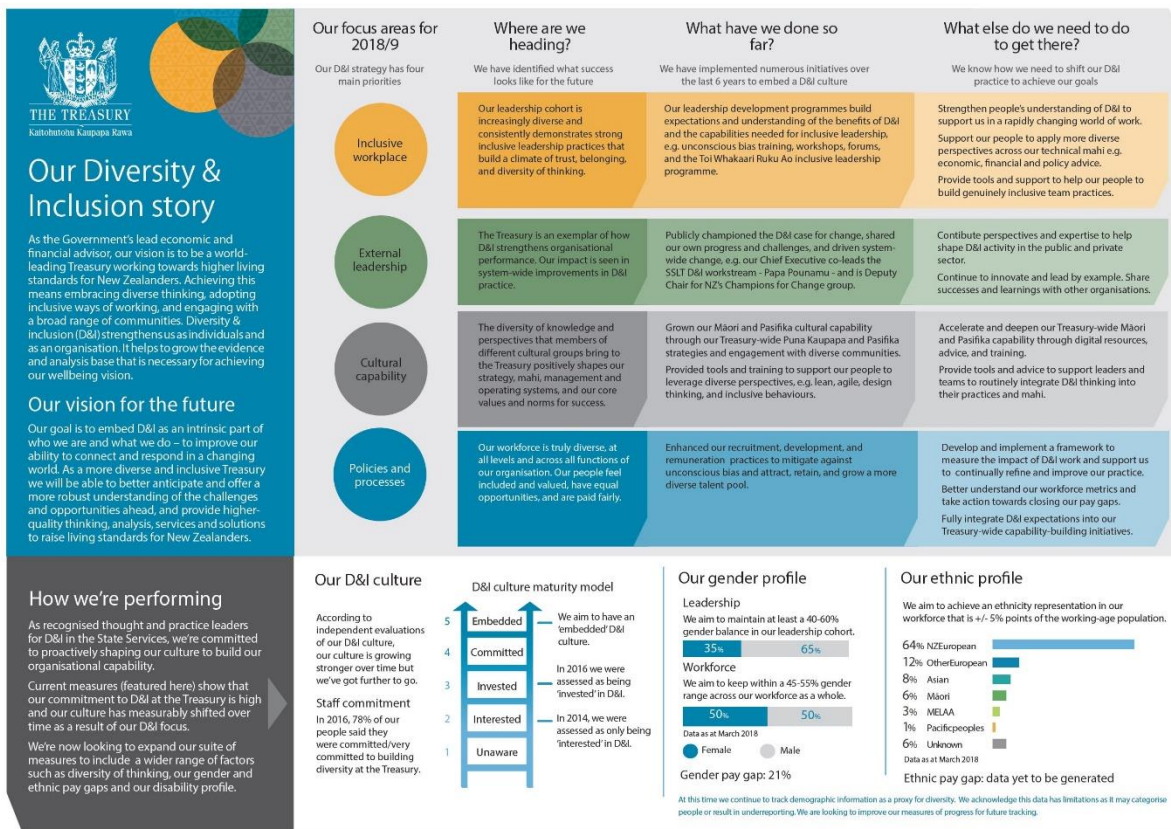
<sup>84</sup> Government Communications Security Bureau and New Zealand Security Intelligence Service, 'Government Communications Security Bureau and New Zealand Security Intelligence Service Response to OIA on Diversity', OIA, February 2019.

<sup>85</sup> Ministry of Primary Industries, 'Ministry of Primary Industries Response to OIA on Diversity', February 2019.

<sup>86</sup> Commerce Commission, 'OIA Diversity', 2019.

- staff engagement
- staff capability
- policies, systems and processes
- working conditions
- working environments
- social influence.

Figure 5. Treasury's Diversity Profile.



Representation and remuneration

Representation and remuneration priorities reflected those set by Government and Papa Pounamu. At the time of answering the OIA, priorities included actions for gender pay and representation. These are all objectives in the Gender Pay Action Plan. Twenty-one departments reported priorities for representation (gender, ethnic, gender-diverse) and nineteen departments were focused on pay equity (for women being the most common).

Engaging staff

Over half of departments reported aspirations and priorities connected to staff engagement. These were general statements about enabling staff to feel welcome and a sense of belonging at work, through to aspirations for staff to be able to fully contribute to the organisation.

Developing staff

Departments were also strongly focused on growing their diversity and inclusion culture by upskilling their staff. Areas of focus were cultural capability, anti-discrimination training and training in inclusive practices.

Twenty-one departments reported priorities aimed at upskilling their staff. Sixteen departments mentioned specific priorities or tactics aimed at supporting their leaders to work effectively within diverse environments.

*Cultural capability* included staff learning about cultures different to their own or learning new languages. Most often cited were Tikanga Māori or Te Reo Mai, Pacific cultures and in a couple of instances Chinese culture and language. Some departments had specific independent strategies for lifting capability of their workforce for learning Māori, and for upskilling their Māori staff. Ten departments offered language lessons as part of their cultural capability opportunities.

*Anti-discrimination training* referred to activities aimed at reducing prejudice or bias. Unconscious bias training was common here.

*Inclusive behaviour* referred to priorities or training geared towards staff having the skills to actively include others in their working processes, for example, co-design processes. Inclusive behaviour was also linked to public service values of respect and fairness.

#### Transforming processes

Over two-thirds of departments prioritised reviewing their strategies, policies and processes to make sure they were free from bias and that they were inclusive. In broad terms, this activity was framed as bringing a 'diversity lens' to policies and processes. In practical terms, actions included changing recruitment policies to include blind review (removing personal information from applications), having balanced review panels and engaging recruiters who had undertaken unconscious bias training.

The area of recruitment was a significant focus for over two-thirds of departments reflecting its status as one of the four objectives in the Gender Action Plan.

A majority of departments had a diversity and inclusion strategy and all – bar one – tried to bring a diversity and inclusion 'lens' to strategy making. Some departments also mentioned specific strategies for Māori (5) and Pacific People (3) – aimed at supporting staff from these population groups or upskilling general staff to be culturally competent with these populations. Five departments aimed to embed the Treaty of Waitangi into their way of working.

#### Working conditions

About half of departments prioritised working conditions. Again, this reflects one of the objectives of the Gender Action Plan – flexible work by default. Practical examples of anticipated changes to working conditions included flexible hours, job-sharing, being able to work from home, and family friendly policies like generous paid parental leave, and preferential re-engagement of staff following a break from work because of child-caring responsibilities.

#### Working environments

Around half of departments were working towards making their environments inclusive. This included changes to the physical environment to remove barriers as well as efforts to make the workplace (or service offices) welcoming for a diverse range of people. Specific examples included showing departmental commitments to the accessibility charter or other accreditations (like the rainbow tick) in prominent places, as well as reminders of the values of diversity and in some cases biculturalism and the Treaty. Using plain English or providing material in a variety of languages are further examples of making working environments inclusive.

## Social Influence

Just over a third of departments prioritised positively influencing the public sector. This meant sharing the rationale for policies based on diversity and inclusion or sharing success stories in this area. Organisations shared these messages with their own staff via the intranet or in messages around the buildings. Some organisations shared positive diversity and inclusion messages with other organisations via speeches or through diversity-related groups.

## Assessment and Measures

By far the most common assessment of diversity and inclusion was reporting on statistics of representation. This is an indicator of diversity but not necessarily inclusion. Departments also assessed diversity and inclusion through the use of staff surveys and exit interviews or staff check-ins. These measures extended assessment to measures of culture and inclusion. None of the OIAs or published documents reported on measures of culture or inclusion (that is, statistics on culture were not shown). Other assessments of diversity and inclusion drew on reviews of policies and processes or external recognition of diversity work like diversity awards.

Perhaps the most robust assessment of progress along the diversity pathway was commissioning an external company to conduct a diversity and inclusion audit. Some departments had undertaken such an audit in establishing their diversity and inclusion strategies (MoH, MPI), and some were intending to repeat the exercise (The Treasury). However, the results of these exercises were shared within the agency or between the agency and the SSC in their diversity profiles – rather than being publicly available.

It was quite common for departments to know what they were aiming for but to still be in the process of developing measures of success.

Fig 6 below shows the Ministry of Health's measures of diversity and inclusion against their objectives.

Figure 6 Ministry of Health Diversity and Inclusion Strategy – Objective and Measures

Objective	Measure
Diversity is visible across all areas and at all levels of the business	Gender balanced leadership - by the end of 2019 women will hold at least 50% of the roles at tiers 2 and 3.  % representation (appropriate demographics – gender, age, ethnicity) in committees, boards, forums, key programmes, development opportunities.
Our internal workforce is relevant to the population that it serves	Workforce data compared to Statistics NZ data
Our people are well-equipped to meet the cultural needs and differences of all our stakeholders	Ethnic representation (% workforce) Participation in Recruitment workshops Te Reo class participation and evaluation Affinity group feedback survey
Inclusion is real, not only in our hearts and minds, and is visibly demonstrated by our leaders	90 day survey Exit survey 'Ask Your Team' people (leadership, culture, performance development) assertions
Our people feel that they "belong"	90 day survey Exit survey 'Ask Your Team' Your Voice pulse checks

### Representation

By far the most common assessment of diversity and inclusion was reporting on statistics of representation. Women and ethnic representation across the agency and, in particular, in senior roles, within organisations and across the public sector featured in many reports. Many departments also had a focus on the gender pay gap – a priority set for the sector by the SSC. This finding shows the influence of central leadership and expectations on departmental practice. Providing an 'agency profile' which included representation and pay statistics as well as priorities for diversity and inclusion was often mentioned as a way of assessing organisational progress in the area.

### Culture and capability building

Many departments also focused on a staff culture where people felt that they belonged, could be themselves and or could freely contribute to the organisation. Various staff surveys – culture, engagement, Māori, 90 and 100 day surveys, measured this aspect though we did not come across distinct reporting or breakdowns of the subjective feeling of inclusion or contribution in the material we reviewed.

Other assessments included exit surveys and staff turnover. Again these were not typically reported on externally or in diversity and inclusion strategies where these were made available. As with the Ministry of Health example above, some organisations planned to track participation in training intended to support a culture of inclusion.

## Policy and process

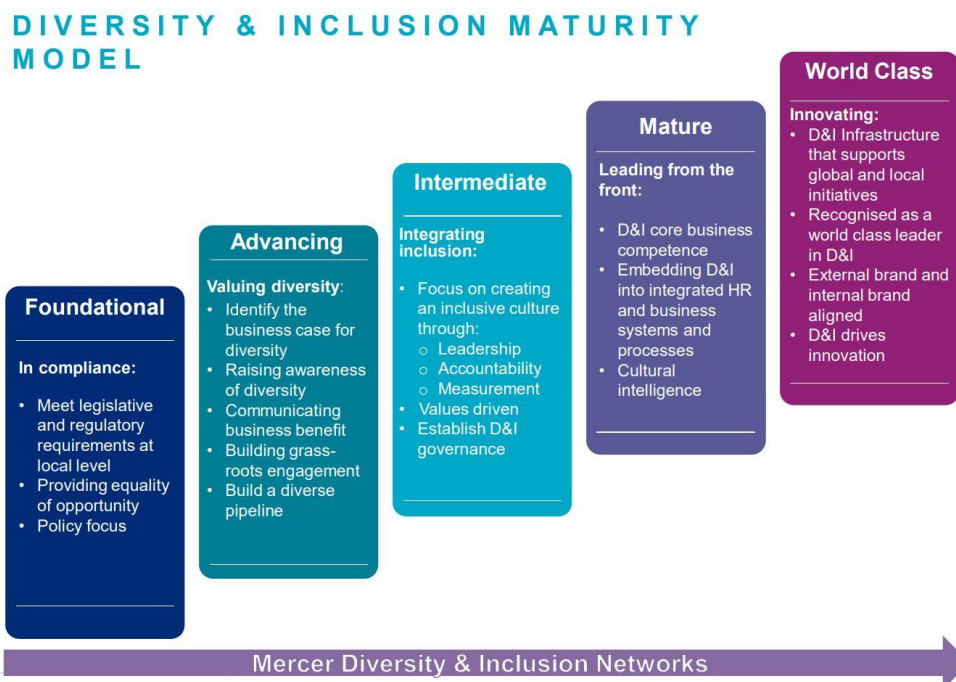
Other measures included whether diversity framings were present or absent across communications, training and processes within the organisation. It wasn't clear how these were to be assessed.

## External plaudits

External plaudits recognise the culture of the agency as positive and inclusive – a good employer. This involved the agency being nominated or nominating itself for a diversity award. Diversity Works, for example, offers workplace diversity awards across nine categories – including a supreme winner.<sup>87</sup> These awards are open to public and private businesses. In 2019 four state sector departments were finalists in some of the nine categories.

## Diversity and inclusion audits

Some organisations paid for an external agency to do a diversity assessment or stocktake. For example, the diversity and inclusion stocktake supplied by Treasury noted movement along a diversity index over the years the stocktake had been completed (by Divertas) toward greater inclusion.<sup>88</sup> The Department of Corrections was intending to assess itself against the Diversity and Inclusion Maturity Matrix. There seem to be a few of these (Deloitte and Mercer.com) and it is not always clear which index departments were referencing. These indices move from a position of no awareness or compliance only through three to four further stages where diversity is wholly embedded in the organisation as “it's the way things are done”. An example from Mercer is shown below:<sup>89</sup>



<sup>87</sup> DiversityWorks, '2019 Diversity Awards NZ', DiversityWorks, 2019, <https://diversityworks.nz/case-studies/2019-diversity-awards-nz/>.

<sup>88</sup> The Treasury, 'Our Diversity and Inclusion Story' (The Treasury, 2018).

<sup>89</sup> Chris Charman, Julia Howes, and Deidre Golden, 'When Employees Thrive: Solving Your Gender Pay Gap and Delivering the Business Benefits of Diversity', 2015, <https://www.mercer.com/content/dam/mercer/attachments/global/webcasts/when-employees-thrive-holistic-approach-to-diversity-and-inclusion-mercer.pdf>.

## Case Studies

We selected three departments to take a broader look at how diversity might be managed outside of nominated workplace strategies. These are the Ministries of Social Development, Education and Health.

Ministry of Social Development (MSD)

### *Purpose*

MSD provides advice to the government and also delivers services to New Zealanders. These include benefits, student loans and allowances, housing support, employment support. MSD works with other departments and organisations to design and deliver community services such as supporting victims of violence, reducing isolation and neglect of seniors and campaigns to promote positive social attitudes and behaviour (non-violence). MSD also hosts the Office for Seniors, the Office for Disability Issues and the Ministry of Youth Development who advocate for each of their populations of interest. In this way diversity is built into MSD's structure.

### *OIA*

Like other departments, MSD interpreted the OIA as request for information about their workforce strategy on diversity and inclusion. MSD's response included the Ministry's Diversity and Inclusion Work Programme and its diversity profile.<sup>90</sup>

MSD defined diversity and inclusion as follows:

Diversity encompasses a broad spread of experience, culture, perspective and lifestyle of those who live in New Zealand. Diversity refers to nationality, ethnicity, gender, age, disability, sexual orientation, gender identity, education, national origin, and religion. It's about valuing our differences and building a sense of belonging so everyone feels they can bring their whole selves to work.<sup>91</sup>

The rationale for their diversity and inclusion work is as follows.

As an organisation it is critical for our success that we are reflective of the people we serve, which means that we need to acknowledge and appreciate our own diversity so that we can support our clients' aspirations.<sup>92</sup>

The Ministry's Diversity and Inclusion Work Programmes currently focuses on:

- Biculturalism – with actions for embedding the Māori strategy and Māori responsiveness work programme
- Diverse perspectives – which includes actions for capability building, co-design and representation
- Accessibility – for the physical environment, language and cultural background
- Enabling potential – including actions for fair and equitable pay, flexible work, reasonable accommodations and talent management.

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<sup>90</sup> Ministry of Social Development, 'OIA Diversity MSD', February 2019.

<sup>91</sup> Ministry of Social Development, 'Diversity and Inclusion at MSD'.

<sup>92</sup> Ministry of Social Development, 'Pūrongo Ā-Tau Annual Report 2018/19', Annual Report (Wellington: Ministry of Social Development, 2019), 83, 2020-03-30, <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/corporate/annual-report/2019/annual-report-interactive.pdf>.

### *Ministry of Social Development's public face*

MSD's outcomes specifically reference *diverse* communities. These are carried through into the Ministry's other planning documents and their Statement of Intent.<sup>93</sup> Below is an excerpt from MSD's outcomes.

New Zealanders are resilient and live in **inclusive** and supportive communities

We recognise the diversity of the people, families, whānau and communities we serve. We are committed to improving their wellbeing. By improving access to tools, skills and resources we can help New Zealanders to better respond to the challenges in their lives.

Māori are included among diverse populations. But, separately from the diversity and inclusion strategy, MSD also has a strong focus on biculturalism and Māori as Treaty partners. The Statement of Intent outlines MSD's Responsiveness to Māori with actions set out under the three principles of the Treaty: partnership, protection and participation.<sup>94</sup> The commitment is signalled both in internal documents and strategies like the Māori Strategy and Māori Capability Framework and in MSD's public facing documents, like its Annual Report and Statement of Intent.

As a Crown agency we are a Treaty partner committed to supporting and enabling Māori, whānau, hapū, iwi and communities to realise their own potential and aspirations. We are developing a Māori strategy to strengthen our accountability and responsiveness to Māori. The strategy will embed a Māori world view into the DNA of the Ministry...<sup>95</sup>

### *Assessing progress*

MSD's latest available Annual Report identifies how successful it has been in contributing to each of its outcome areas. Notable among the success stories are those where MSD, usually working with partners, has enabled employment opportunities for people with a range of challenges. Among these are helping people with mental health challenges, disabilities, youth (Mana in Mahi) and working with an iwi to facilitate training and employment opportunities in their rohe (Ngāti Pāhauwera). MSD's three offices dedicated to special interest groups were also active in this period.

### *Workforce development*

Discussions on people leadership and capability within the organisation include initiatives for Māori, Pacific People, supporting a diverse and inclusive workplace, EEO, gender pay gap, industrial relations, supporting people affected by domestic violence, health and safety, work-life balance. A section on disabled people is separate from the preceding categories.

For example, the 2018-19 report talks about the development of a new Māori strategy and action plan based on consultation with Māori clients and providers – Te Pae Tata, which outlines how MSD will work with, and achieve better outcomes, for Māori.

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<sup>93</sup> Ministry of Social Development, 'Tauākī Whakamaunga Atu: Statement of Intent 2018-2022', Statement of Intent (Wellington New Zealand: Ministry of Social Development, 2018), 20, <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/corporate/statement-of-intent/2018/statement-of-intent-2018-2022-print-version.pdf>.

<sup>94</sup> Ministry of Social Development, 'Tauākī Whakamaunga Atu: Statement of Intent 2018-2022'.

<sup>95</sup> Ministry of Social Development, 26.



Te Pae Tata ... enhances the kaupapa Māori lens that is being woven into our strategic direction as expressed in Te Pae Tawhiti.<sup>96</sup>

Internally Te Pae Tata is supported by a staff capability framework. Te Ao Māori Maturity Framework (He Matapahi ki te Ao Māori) identified four levels of capability, each level defining knowledge and skills that support working in a bicultural way. The framework allows staff to self-assess their own capability and to deepen their knowledge.

Equity concerns drove the Ministry's Pacific Strategy - Pacific Prosperity. With advice from a steering and reference group and input from the community, the strategy and action plan is intended to:

respond to the changing context for Pacific peoples and communities in New Zealand, and will help inform the future policy agenda and deliver better coordinated action in partnership with Pacific peoples and non-government stakeholders.<sup>97</sup>

In the diversity and inclusion space, MSD established a Diversity and Inclusion Steering Group to guide work that supports a diverse and inclusive workplace *as well as* inclusive experiences for clients. Other actions to support workforce capability include leadership training with a significant focus on responding to mental health and training for case managers to work empathetically and effectively with diverse communities (in this period, focusing on youth). EEO commitments mentioned actions for recruitment (merit based, preferring candidates who have a commitment to diversity), recognising and incorporating Māori views and people within the organisation, collaborating with other departments to share EEO practices, policies and procedures (like the Lead Toolkit for employing disabled people) and focusing on the capabilities that underpin openness to diversity within the agency, clients and communities.

MSD is also working on the gender pay gap and flexible working policies.

#### *Assessing diversity*

Published measures of inclusion at MSD in its Annual Report include the Gender Pay Gap across manager and all employees, gender distribution by seniority compared to the public sector and NZ work force and ethnic distribution of staff.<sup>98</sup>

Gender statistics show women are underpaid compared with men, and over-represented as employees compared with the public service and NZ workforce. However, women are less well represented in the senior management echelon of the business, compared with the rest of the business. The ethnic distribution statistics suggest MSD is more likely to employ Māori, Pacific or Asian workers than the rest of the public service or the NZ workforce.

#### *Comment*

Overall MSD documents (internal and public-facing) specifically address a wide range of population groups within the public and within their own workforce. MSD is unique in having a diversity work programme with a specific priority for biculturalism. The diversity framing extends the remit of population groups targeted for workforce development to a wider range of people than the existing State Sector Act (1988) provisions, and is consistent with the SSC's current diversity policy. Given this

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<sup>96</sup> Ministry of Social Development, 'Pūrongo Ā-Tau Annual Report 2018/19', 81.

<sup>97</sup> Ministry of Social Development, 82.

<sup>98</sup> Ministry of Social Development, 86.

framing, it is hard to see who might be excluded when “[e]veryone is diverse in a range of interrelated ways”.<sup>99</sup>

The framing encourages training and awareness of needs of specific groups (for example, Māori, Pacific peoples, women, people with disabilities and survivors of domestic abuse) as well as a catch-all culture that supports the mana of all people working at MSD. Values such as respect, openness, fairness, and empathy are regarded as essential characteristics of a positive work culture. However, assessment of diversity and inclusion in the workforce is limited to representation and pay parity along gender and ethnic lines.

Ministry of Education (MoE)

#### *Purpose*

The Ministry of Education’s stated purpose is to “shape an education system that delivers equitable and excellent outcomes.”<sup>100</sup>

All of our work is designed to deliver equitable and excellent outcomes, contributing to social and cultural participation and wellbeing, and economic prosperity and growth.<sup>101</sup>

In this way, diversity, via the trope of ‘equity’, is built into the purpose. Groups of concern for the Ministry are those living in poverty who may be excluded from some educational opportunities, Māori and Pacific learners and learners with disabilities or learning support needs.

As with MSD, the commitment to the Treaty is framed as the stance of a Crown Ministry toward the Treaty in a way that clarifies its position as the Crown rather than as an equal partner. For example, the Statement of Intent headlines the Ministry’s commitment to the Treaty. It is the next item after purpose.

Our commitment to the Treaty of Waitangi | Te Tiriti o Waitangi

Under the Treaty of Waitangi | Te Tiriti o Waitangi, we have joint responsibility with iwi, hapū and whānau to help ensure the education system supports and sustains the Māori language and Māori culture. We want the education system to be a major contributor to cultural participation and wellbeing. We honour the obligations of partnership, participation and protection.<sup>102</sup>

Currently in a stewardship role for the education system, the Ministry generally operates at arms-length from the everyday business of teaching and learning in what are semi-autonomous schools and early childhood centres. It administers funding for schools and ECE, provides learning support to children and young people, supports teachers and schools to raise achievement through advisory and support initiatives and delivers direct infrastructure services including property, transport and information technology. It also provides advice to government on education and ensures the education system reflects and fulfils responsibilities under the Treaty of Waitangi.

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<sup>99</sup> Ministry of Social Development, 83.

<sup>100</sup> Ministry of Education, ‘Ministry of Education Statement of Intent 2018-2023’, 2018, <https://www.education.govt.nz/assets/Documents/Ministry/Publications/Statements-of-intent/Statement-of-Intent-2018-2023-web.pdf>.

<sup>101</sup> Ministry of Education, 16.

<sup>102</sup> Ministry of Education, ‘Statement of Intent’. p.6

In short, it works to shape a system rather than deliver it, and the way it incorporates diversity into its work reflects that slight distance.

#### *OIA*

The Ministry's response to their OIA interpreted the request for information about diversity, cohesion and integration as a question of organisational or workforce diversity. The Ministry's Diversity Framework is part of the People Strategy. Diversity is framed as "ensuring our organisation reflects the diversity of the communities we serve" with inclusion seen as "providing an environment that engages, support and develops our diverse workforce."<sup>103</sup>

The work programme is organised under six headings:

- attracting a more diverse workforce
- closing the gender and ethnic pay gap
- improving support for groups at risk of disadvantage (Māori, women, Pacific, Asian network, age and disability including mental health)
- cultural capability building – including support for Māori and Pacific staff and education and training for staff in language and cultural protocols
- building awareness and respect for diversity
- making our systems and processes more inclusive – in the areas of working arrangements, recognition, support for staff, leadership development, metrics and training.

Progress includes reporting to MoE leadership and SSC, inclusion surveys, research on barriers and better demographic information collection.

However it's clear from the Ministry's public planning and reporting documents that the Ministry is also concerned about diversity in the population. Its preferred framing is equity and inclusion.

#### *Ministry of Education's public face*

The Ministry's Statement of Intent identified inequalities in economic and social pressures in some parts of New Zealand as a challenge, while within the sector, equity in educational outcomes remains a "persistent and serious issue"<sup>104</sup> particularly for Māori and Pacific students and those with disabilities and learning support needs (among others).

While the Ministry's current Statement of Intent gives a set of priorities for the Ministry, by the time the Annual Report was published in 2019, the Coalition Government's Education Work Programme had solidified enough to provide a new reporting framework for the Ministry's work. In developing the Education Work Programme the Ministry hosted a nationwide conversation about what people want from the education system. At the time of the 2019 Annual Report, a provisional vision and purpose for education had been agreed in principle by government.

Whakamaua te pae tata kia tina – take hold of your potential so it becomes your reality ...

We are descendants of explorers, discoverers and innovators who used their knowledge to traverse distant horizons. Our learning will be inclusive, equitable and connected so we progress and achieve advances for our people and their future journeys and encounters.

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<sup>103</sup> Ministry of Education, 'Ministry of Education Response to OIA on Diversity', February 2019.

<sup>104</sup> Ministry of Education, 'Statement of Intent', 20.

Whaia te pae tawhiti kia tata – explore beyond the distant horizon and draw it near!

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For the Ministry of Education, a focus on inclusion and equity are cemented in the Education Work Programme. Work supporting the sector – particularly with respect to inclusion and equity which is the Ministry’s preferred metaphor for meeting the needs of all New Zealand learners – is summarised under ‘Barriers for Learning’. This section sets out participation and achievement statistics by different groups. It also overviews initiatives to support the system in teaching Māori and Pacific learners, learners with disabilities and those with learning support needs. For example, the Ministry was updating Ka Hikitia | The Māori Education Strategy, co-developing an action plan for Pacific education and launched a Learning Support Action Plan for learners with extra support needs. On advice from the Ministry about removing financial barriers to education, the government budgeted more money so school donations could be reduced, and also removed NCEA fees.

The Quality Teaching and Leadership objective of the work programme includes activities to meet the needs of New Zealand learners. The Ministry worked with a governance group to develop an integrated Education Workforce Strategy. The strategy aims to:

- ensure we attract, retain and develop the workforce needed for all ākonga | learners to progress and succeed
- help address inequities and unique needs across both Māori-medium and English medium settings
- reduce workloads and strengthen teacher capability across our education system.

Initiatives to support a culturally responsive workforce include resources and training for teachers to confidently use Te Reo Māori in the classroom – Te Ahu o Te Reo Māori – and a competency framework for teachers of Pacific students – Tapasā.<sup>105</sup>

To support the extensive work programme, the Ministry detailed how it was building capability of its own workforce. One of these work streams is enhancing diversity and inclusion.

#### *Assessing diversity*

The Ministry reported on the gender pay gap, and representation of women and ethnic groups and age groups in the organisation. Reported activities included delivering training on cultural responsiveness and unconscious bias, Treaty of Waitangi and Te Reo, establishing a diversity and inclusion committee, finalising a gender pay gap action plan, setting up a Disability Action Group, employing a diverse group of summer interns, and reviewing organisational culture with some teams to include Māori cultural values and behaviours

#### *Comment*

While the Ministry of Education interpreted the request for information about diversity, inclusion and integration in terms of its workforce strategy, it is clear from the its public planning and reporting documents that the Ministry is attuned to meeting the needs of different groups within the population. This orientation is framed in terms of equity and inclusion. It particularly references the relationship between Māori and the Crown as well as the educational experiences and outcomes

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<sup>105</sup> Ministry of Education, ‘Ministry of Education Annual Report 2019’, 2019, 12, <https://www.education.govt.nz/assets/Documents/Ministry/Publications/Annual-Reports/2019/2019-Ministry-Annual-Report-WEB-2-with-Erratum-correction.pdf>.

of Pacific learners, learners with disabilities, learners needing extra help and learners from poorer communities.

Part of the solution for achieving excellent education outcomes for learners is growing a diverse and skilled teaching workforce across the different teaching mediums. And to support this end, the goals for the Ministry's own workforce is for it to be diverse and inclusive. Like other departments, MoE measured representation and pay parity along gender and ethnic lines.

Ministry of Health (MoH)

#### *Purpose*

New Zealand has a complex health system in which the Ministry of Health (MoH) plays the role of steward (see Figure 7). It is the principal advisor to the Minister and is the steward of, and has overall responsibility for, the management and development of the health and disability system. At the time of writing, the government was considering an overhaul of the health system, which would make some significant changes, especially with to the advisory role played by Māori.<sup>106</sup>

Currently, the MoH Statement of Intent frames its work this way:

The Ministry improves, promotes and protects the health and wellbeing of New Zealanders through:

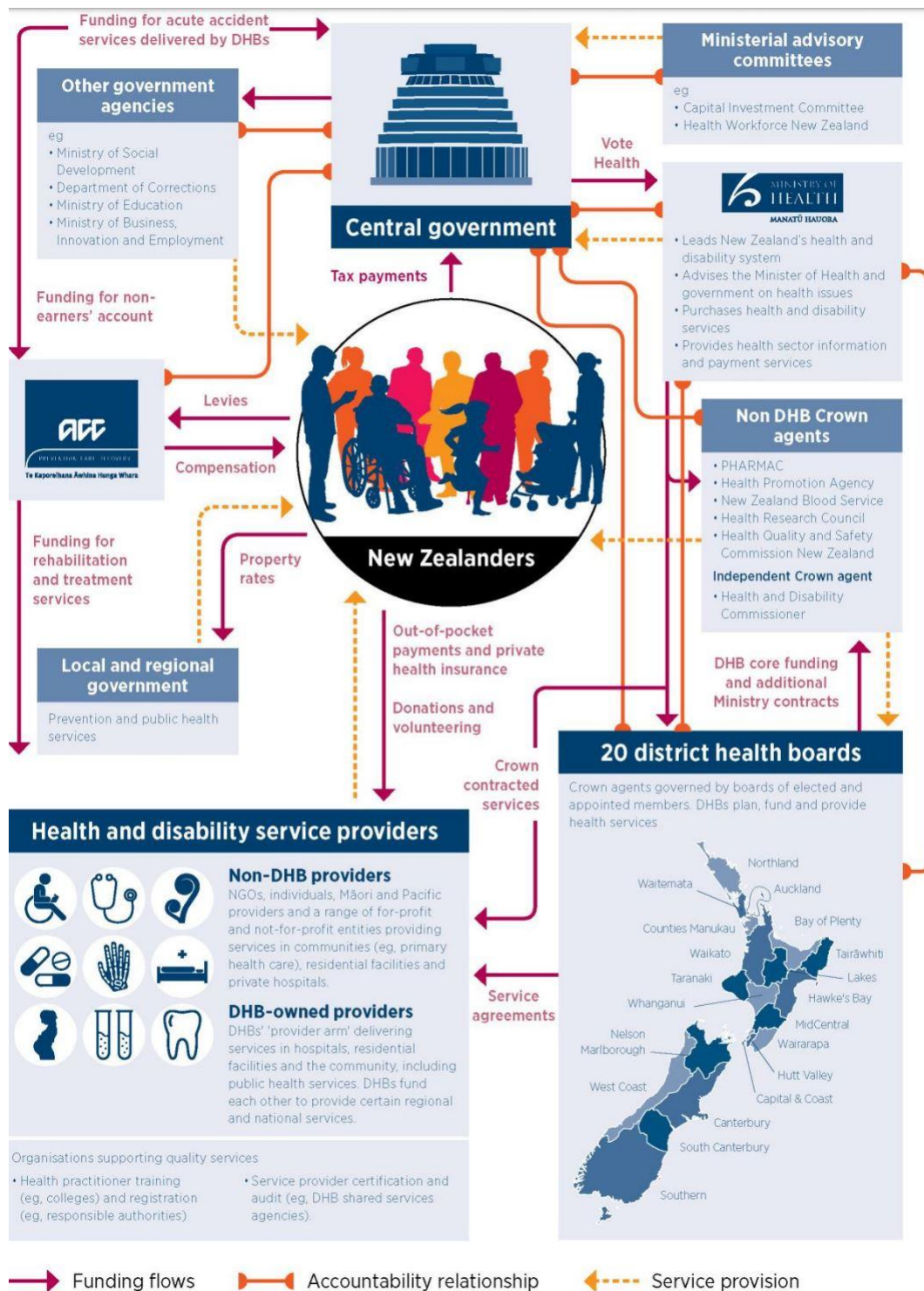
- its leadership of New Zealand's health and disability system
- advising the Minister of Health, and Government, on health and disability issues
- directly purchasing a range of national health and disability support services
- providing health sector information and payment services for the benefit of all New Zealanders.<sup>107</sup>

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<sup>106</sup> Health and Disability System Review, 'New Zealand Health and Disability System Review | Health and Disability System Review', 2020, <https://systemreview.health.govt.nz/>.

<sup>107</sup> Ministry of Health, 'Sol', 38.

Figure 7 The New Zealand Health System from Ministry of Health Annual Report, 2019, p 6.



OIA

The Ministry has an internally published diversity and inclusion strategy – which they say aligns with the objectives of diversity and inclusion in the public sector (November, 2018). The Ministry says it is “at a fairly early stage of maturing in its diversity and inclusion journey”, following the advice from Divertas who were commissioned to assess the Ministry’s progress in the diversity area in 2017. Drawing on the work of diversity and inclusion consultant, Jennifer Brown, the Diversity and Inclusion strategy contrasts the notions of diversity and inclusion this way:

Diversity is the who and the what: Who's sitting around the table, who's being recruited, who's being promoted, who we're tracking from the traditional characteristics and identities of gender and ethnicity, and sexual orientation and disability – inherent diversity characteristics that we're born with.<sup>108</sup>

Inclusion, however, is the how: the behaviours that welcome and embrace diversity.

The Ministry's vision for diversity and inclusion (with measures) (to the end of 2020) is:

1. Diversity is visible across all areas and at all levels of the business (representation and leadership measure)
2. Our internal workforce is relevant to the population that it serves (workforce data against Statistics New Zealand)
3. We are culturally competent and well-equipped to meet cultural needs and differences of our people and our clients (ethnic representation, training participation)
4. Inclusion is real, not only in our hearts and minds, and is visibly demonstrated by our leaders. (surveys of inclusion, team check-ins)
5. Our people feel that they "belong" and can be themselves. (surveys of inclusion, team check-ins).<sup>109</sup>

The strategic focus for the Ministry toward their vision was captured under three pillars: inclusive work environments, recruitment for diversity, and communication. The Ministry established 10 specific initiatives to make progress in these areas.

While the Ministry's People Plan includes diversity under one of its pillars, its intention is to weave diversity and inclusion into all aspects of the organisational development work programme. Examples here are the Leadership Framework, the Ministry-wide Culture Programme and the Wellness Strategy.

#### *Ministry of Health's public face*

The Ministry's approach to diversity and inclusion is framed by two behaviours within their suite of eight behaviours for the organisation. The OIA response suggested there were akin to what other organisation might call 'values' or competencies.

#### Values diversity:

recognises that all perspectives and experience make us better at what we do and encourages this value

supports the Ministry in reducing barriers and drawing on capabilities and insights of other

supports an inclusive work environment

#### Responsiveness to Māori

understands the role of the ministry and the health and disability sector in achieving equity and improving Māori health outcomes

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<sup>108</sup> Ministry of Health, 'Ministry of Health Diversity and Inclusion Strategy', November 2018.

<sup>109</sup> Ministry of Health, 5.

demonstrates how to implement this in terms of system change, policy development and process, and in service design and delivery

demonstrates an understanding of Te Tiriti o Waitangi and whanau, hapu, iwi needs, engagement and context.<sup>110</sup>

The Ministry's Statement of Intentions (2017-2021) reviewed for this study was released by the Ministry in 2017 and therefore has a flavour of the National government's approach: social investment. The Ministry's Statement of Intent is aligned with the Health Strategy (2016) and Disability Strategy (2001, 2016) that together give a strategic direction for health and disability in New Zealand. Within this document diversity is used as a descriptor of New Zealand's population.

For example, under a section on "understanding our customers" the Ministry says:

The health system needs to prepare to serve an overall population that is increasing, older and more ethnically and regionally diverse .... The ethnic make-up of New Zealand has been constantly evolving and will continue to do so in the future. In 2015, the growth of the population through migration was double the growth through births (minus deaths). This indicates that migration currently has a significant influence on the ethnic composition of the New Zealand population. In addition, Māori and Pacific peoples are having more children than other ethnicities... This trend is likely to have implications for how the health system delivers services as different ethnic groups experience different health outcomes...<sup>111</sup>

Attention to particular population groups is warranted by their specific health and disability needs as signalled in the Health and Disability Strategies. These groups are both demographically based – older people, children and Māori – and issue based: people with disabilities, addictions, mental health challenges, risk of bowel cancer, obesity and diabetes and oddly primary care. The last focus is on helping people to use primary care early enough to prevent serious health problems developing.

The aim for specific groups is to make sure they have access to the services they need and for Māori – to achieve equity in health outcomes. Differences in outcomes are a well-known issue for New Zealand and Treaty obligations give a further impetus to improve the health of Māori alongside the duty of care afforded to all New Zealanders.

The Ministry's Annual Report (2019) speaks to developments in the political sphere.<sup>112</sup> Retaining the strategic priorities linked to the Health Strategy, changes include embedding a wellbeing framework and a stronger commitment to Treaty obligations. The wellbeing commitment aligns the Ministry with the objectives of the current Coalition Government. The stronger emphasis on the Treaty reflects in part an ongoing Waitangi Tribunal Report (Wai 2575 Health Services and Outcomes Kaupapa Inquiry) that demonstrates that more needs to be done to build a health and disability system that works for and with Māori to achieve health and equity outcomes.

The Annual Report says that the Ministry developed a new organisational strategy for the 19/20 year that will be published in their next Strategic Intentions. Under Strategic Priority One derived from the Health Strategy – *Improve health outcomes for population groups*, the Ministry described a new 'Achieving Equity Programme.'

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<sup>110</sup> Ministry of Health, 'Ministry of Health Response to OIA on Diversity', OIA, nd.

<sup>111</sup> Ministry of Health, 'Sol', 7.

<sup>112</sup> Ministry of Health, 'Annual Report'.



The Ministry's Achieving Equity Programme aims to improve equity by making a cultural shift in how the health and disability system works together with communities and organisations around Aotearoa New Zealand.

with equity defined as:

In Aotearoa New Zealand, people have differences in health that are not only avoidable but unfair and unjust. Equity recognises different people with different levels of advantage require different approaches and resources to get equitable health outcomes.<sup>113</sup>

Activities to support each of the focus population groups are described. The populations are the same as in the Statement of Intentions: Māori, Pacific, older people and children.

Health outcome measures included in the report (like life expectancy) are provided by ethnicity (Māori, Pacific Peoples, other or European, non-Māori sometimes Asian) and gender. The ethnic breakdown depends on the measure.

#### *Assessing diversity*

The Annual Report of 2019 provides information on gender and ethnic representation in the Ministry. Ethnicity groups include StatsNZ Level 1 groups (European, Asian, NZ Māori, MELAA other, Pacific Peoples and unknown). Gender pay differences by band are also reported. It also details progress against the Ministry's plan for developing its workforce to meet the Ministry's objectives. Two elements are: building capability to work with Māori; and managing the workforce to be more diverse and inclusive. Under the second heading, the Ministry's notes actions against public sector priorities like the gender pay equity and flexible working conditions, and becoming more accessible (working towards the Accessibility Tick). In this reporting period, the Ministry's Diversity and Inclusion Strategy (discussed in the OIA section above) was finalised and implemented.

#### *Comment*

Like the Ministries of Social Development and Education, the public facing documents of MoH outline how the Ministry is contributing to the health outcomes of all New Zealanders, but with particular populations in focus based on their health needs. This attention is framed in terms of equity rather than diversity. Diversity references efforts to attract and include diverse people in the workforce with this diversity expected to improve the performance of the organisation. Also, as with the other Ministries, MoH's workforce measures of diversity report on representation for gender and ethnicity and pay parity for women.

## Discussion

### Observations

*Departments used diversity to refer to their workforces.*

Without exception, departments interpreted the OIA asking about diversity, cohesion and integration in terms of how they were managing their own workforces rather than any strategies, policies or programmes for the New Zealand public. Departments did not use the terms cohesion or integration. The favoured way of talking about managing people in their workforce was 'diversity

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<sup>113</sup> Ministry of Health, 21.

and inclusion’ – the current international standard for addressing how well people with different characteristics fare in employment.

*Diversity was mainly framed as representing the characteristics of the New Zealand population.*

Departments defined diversity in slightly different ways among their documents. The predominant definition referred to workforces reflecting the populations they worked for. These definitions often included a list of social and personal attributes. For example, gender, ethnicity, disability, thinking style, work experience, sexual orientation. The list varied among departments. Diversity referred to the representation and distribution of people within the workforce.

*Diversity was always coupled with inclusion.*

Inclusion referred to the process of creating an organisation that valued, respected and leveraged the perspective and experience of diverse people.

Inclusion also referred to an end-state where different groups were able to fully participate and contribute in the workforce (and in the country) and achieve equitable outcomes. Other terms departments used included equal employment opportunities, which aligned with the State Sector Act (1988) good employer conditions, and equity of outcomes, which framed policy interventions aimed at addressing societal or organisational imbalances or discrimination.

High-level departmental goals for diversity and inclusion including embedding diversity and inclusion within departmental culture and/or leveraging diversity and inclusion to meet the objectives of the department (like increasing the health and wellbeing of New Zealanders). In this way, the ‘business case’ for diversity is aligned to framings of diversity as contributing to business productivity, producing a ‘dividend’ for the department.

*Diversity and inclusion strategies and priorities often built on earlier workforce activities on equal opportunity and equality and diversity.*

Departmental priorities tended to align with Government priorities and those set by the State Services Commission (SSC) and Te Papa Pounamu – the group of State Sector Chief Executives leading diversity work across the state sector. For example, departments reported activity (and measures) in the area of gender representation and pay parity. Work towards flexible-working arrangements was also described but not assessed. These priorities are embedded in the Gender Pay Action Plan for the sector. Departments were also geared towards developing the cultural capability and inclusive practices of their staff, transforming their processes (to remove bias), making work environments more inclusive and promoting the value of diversity and inclusion within their departments and the wider sector.

*Available measures of progress tended to focus on diversity rather than inclusion.*

Publicly available reporting on measures of diversity and inclusion focused on representation and pay parity. This speaks more to ‘diversity’ than ‘inclusion’. And this falls short of expressing how well departments are including or integrating diverse staff, or how well (and which) staff feel they belong, participate and contribute to the goals of the departments. However, this material may be available internally.

*Publicly available documents report on a selection of diversity and inclusion activities.*

OIA responses suggested departments have made variable progress toward creating strategic impetus for diversity. Several had diversity and inclusion strategies, some were developing them,

and a few stated they had fully integrated diversity into their strategic and planning documents – making a standalone diversity document redundant. There was more detail about definitions, strategies, tactics and measures produced in response to the OIA and/or inward facing documents such as communications on departments intranets than in public facing documents. It would, therefore, appear that departments are doing more about building diverse and inclusive workforces than their public facing documents would suggest.

## Implications

### *Diversity is everyone and no-one*

Diversity speaks to how well departmental workforces represent the diversity within the New Zealand population. Diversity potentially includes everyone, or where identifier lists are given, a range of people (we recorded 33 separate categories). The concept of diversity has extended the range of people departments should be actively considering beyond the four groups embedded in the current good employer conditions in the State Sector Act. But its lack of specificity potentially dulls its conceptual clout. Who are we talking about in our diversity and inclusion policies? Where should action be directed?

### *Māori were specifically mentioned in less than half of departmental responses to the OIA*

One of the criticisms of diversity discourse is that it ignores the status of Māori as Treaty partners in New Zealand – it treats Māori as one minority among many. While ethnicity was included as a category in diversity responses nearly every time, (21 of 25 departments), Māori were specifically included in the list of populations of interest in only ten departments. Embedding the Treaty of Waitangi in the department was a priority for five departments. We also noted that guidance on preparing public documents, like Statements of Intent and Annual Reports, did not specifically mention Māori, except in workforce provisions. In these ways, diversity discourse fell short in acknowledging Māori as Treaty partners.

However, the service-oriented departments we examined in our ‘deep dive’ (Ministries of Social Development, Education and Health) referenced Māori and the Treaty many times – both in their workforce strategies and as population groups of interest. In these instances, Māori were spoken of as partners *as well as referenced within workforce strategies*. Evaluating how effectively this recognition honours Māori as Treaty partners is beyond the ambit of this study.

### *Inclusion is the conceptual inheritor of equity and equality of outcomes*

Inclusion was framed as the process of bringing people into an organisation – of allowing them to participate, contribute and develop like everyone else. To be included is also an outcome of this process. While inclusion, or an inclusive society, was an aspiration both for the departmental workforce and for the community, departments had different ways of framing their pathway to achieving it. For example, ‘equity’ was used by both the Ministries of Health and Education in framing their policies for serving the population. Compared with ‘equal employment’ or ‘equity’, diversity and inclusion discourse implicitly lacks an analysis of the differential processes of exclusion for different people.

### *Assessment of representation is limited to specific groups.*

Assessment reveals the differences in experience and outcomes of groups. EEO policy was originally established to fight systemic discrimination against Māori, women, people of different ethnicities and people with disabilities. Publicly available reporting on measures of diversity and inclusion focused on gender and ethnic representation and pay parity. If measurement is not expanded to all groups of concern, prejudice and discrimination is likely to go unnoticed (by the world at large at least).

However, if diversity includes *everyone*, how would such measurement work in practice? The practicalities of measurement of diversity might prove too difficult, too resource intensive – or perhaps too invasive. In practice, measuring diversity needs to be linked to systematic differences in experience and outcomes – otherwise it raises the question of what purpose is being served by assessment.

Some departments were conducting research on diversity and inclusion within their departments. This ranged from questions of representation (the characteristics of the people they employed) to questions on how policies and systems impacted specific groups. If research is linked to employment outcomes or departmental outcomes then assessment of diversity could be limited to social and personal characteristics that make a material difference to people and departments. An example where this already happens is in recruiting. In recruitment, discrimination based on the requirements of the job is expected; where recruitment is influenced by characteristics *outside* the requirements of the job, allegations of unfair practice arise. Likewise, assessment of diversity should rest on evidenced/meaningful criteria; without these, assessment could fall into one of two traps: over-assessing differences (a problem of efficiency and privacy) or under-assessing (a problem of unfairness).

*It is difficult to know how inclusive departments are*

Related to the point on assessment, departments had a range of tools for assessing inclusion. These tools canvassed how well a person felt they could contribute to the department or felt they belonged. However, measures of inclusion are not reported publicly. It is impossible for the average person to know how inclusive a department is. This could be a sticking point for job applicants but is also a wider concern for departmental accountability for their diversity and inclusion agendas. Is inclusion another metaphor for assimilation, or are departments changing their own practices in response to their diverse workforces?

*Contrasting framings of diversity send mixed messages - Good diversity and challenging diversity*

Departmental framings of diversity or the ‘business case’ for diversity in the workforce were framed positively. Having a diverse workforce would broaden the pool of ideas and innovation, build trust with the public and enhance services. In this way, diversity and inclusion in government departments are linked to ‘economic’ framings of diversity that claim productivity and profit gains from a diverse workforce. We also found ‘softer’ versions of inclusion that were oriented to staff feeling that they belonged and could bring their whole selves to work. Both of these framings had positive valences.

Conversely, in a few of the examples of statements of intent we looked at, diversity outside of the workforce – in the public – was framed as a challenge or at least in neutral tones. At worst, the opposing internal vs external framings of diversity send mixed messages about the value of diversity and at best, frames departmental diversity as an antidote to a perceived and growing challenge of ‘too much’ (mainly ‘ethnic’) diversity.



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# Appendix 1

## Questions asked in OIA

Twenty-five departments responded to an Official Information Request in January 2019 asking about their use of and activities about 'diversity, cohesion and integration.' They are as follows:

1. What is the definition of diversity, cohesion, and integration that your organisation is using, and what does it encompass?
2. What are the resources used to create these definitions?
3. What research was done to create these definitions?
4. What is the overall goal for the organisation regarding diversity, cohesion, and integration and how will this be measured?
5. Are there publicly available strategy documents or conversations that your organisation has published that announce the organisations intentions regarding diversity, cohesion, and integration? (Refer the Diversity and Inclusion speech from Treasury as an example:  
<https://treasury.govt.nz/publications/speech/diversity-and-inclusion-why-it-works-work>)
6. What will success look like regarding diversity for the organisation, and how long does the organisation expect this to take?
7. Has the organisation met any pushback regarding the introduction of these diversity strategies?
8. Are these new policies, or have they built on previously enacted policies?

## Guiding questions for 'deeper dives'

These responses were analysed for this study alongside three deeper dives into departments tasked with supporting the social wellbeing (and inclusion) of New Zealanders and new settlers: the Ministries of Health, Education and Social Development.

Three questions guided analysis:

1. In what ways do departmental policy statements allow for the possibility of diversity, integration or cohesion?
2. How inclusive of different sub-populations are policy framings of diversity? Or which groups are included/excluded in these framings?
3. What strategies do departments use to meet their diversity objectives?

