

Office of the Associate Minister for Social Development and Employment

Cabinet Social Wellbeing Committee

Approach to Improving Social Cohesion and Public Engagement

Proposal

- 1 Following the Government's in principle agreement to implement the recommendations from the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (RCOI), I am seeking Cabinet's agreement on my proposed approach to working with communities to deliver the social cohesion recommendations.

Relation to government priorities

- 2 The Speech from the Throne 2020 committed to continuing to strengthen social inclusion¹ in New Zealand – supporting our diversity and creating a New Zealand where all people feel safe, have equal access to opportunities and do not experience discrimination.
- 3 The social cohesion work is relevant to priority three of the Labour Government on “laying the foundations for the future”. The work on social cohesion is one of the most important opportunities to deliver on overarching Government priorities and to respond to the recommendations of the RCOI to build a society where all individuals and groups have a sense of belonging, inclusion, participation, recognition, and legitimacy.
- 4 The work also aligns with existing Government strategies such as the Child and Youth Wellbeing Strategy and the Government's priority of child wellbeing and reducing child poverty.

Executive Summary

- 5 The Report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019, tabled in Parliament on 8 December 2020, included 44 recommendations. Cabinet agreed in principle to all 44 recommendations [CAB-20-SUB-0516 refers]. Many of these recommendations are directly and indirectly related to building and improving social cohesion. Recommendations related to social cohesion (28 to 42) are summarised in Appendix 2.

¹ Between 2019 and November 2020, the term ‘social inclusion’ was used in this work. This term was intended to be used in its broadest sense. In December 2020, the Government accepted the RCOI recommendation to use the broader term of ‘social cohesion’, which has been used throughout this paper.

IN CONFIDENCE

- 6 As the Associate Minister for Social Development and Employment, I am responsible for coordinating a whole-of-government approach to strengthening social cohesion. This includes RCOI recommendations 28, 29, 31, and 37.
- 7 My proposed approach is to build on the work that was started by the Prime Minister in 2019 and integrate the context and broader recommendations of the RCOI Report in December 2020 to deliver tangible, evidence-based actions. The scope of the work goes beyond ethnicity and faith to include a broad definition of diversity including ages, cultures, beliefs, disabilities, family composition, where people live, gender identities, and sexual orientation. This will include building on initiatives already underway in different agencies as well as new initiatives. Some of the initiatives already underway previously agreed to by Cabinet are summarised in Appendix 1 (note it is not an exhaustive list). I am seeking agreement to:
- 7.1 Engage with communities to create a strategic framework based on a shared understanding of social cohesion that is focused on what unites us as people in New Zealand, while valuing diversity and taking tangible steps to become an inclusive society
 - 7.2 Build on the Government's existing work programme through tangible government actions in the short, medium, and long-term to improve social cohesion
 - 7.3 Identify how to support and enable communities, the business sector, the cultural sector, and central and local government to undertake actions to improve social cohesion.
- 8 In December 2020, Cabinet agreed to the principle that Te Tiriti o Waitangi will guide the response to the RCOI Report [CAB-20-MIN-0516 refers]. I acknowledge the importance of New Zealand's bi-cultural foundation in my approach to improving social cohesion. Work on social cohesion should be consistent with Te Tiriti o Waitangi. Incorporating te ao Māori approaches will be a priority in the work on social cohesion. This intention has been endorsed by Cabinet in March 2021 [CAB-21-MIN-0049 refers].
- 9 I will be working with the Minister of Justice to align the social cohesion public engagements with the engagements on the Incitement of Hatred and Discrimination. I am seeking your agreement to the attached material that will support social cohesion engagements with communities. I will also identify opportunities to engage with existing groups and networks to test ideas and develop actions to strike a balance between the benefits of engaging with different communities and the risk of causing consultation fatigue.
- 10 In parallel, MSD officials are working with Te Arawhiti and Te Puni Kōkiri, and are seeking advice from MSD Māori Reference Group on developing a plan to work more closely with tangata whenua over the course of this work.
- 11 I will provide a progress report to Cabinet as part of the RCOI response Cabinet report-back at the end of 2021. I will provide a more detailed report back to the Cabinet Social Wellbeing Committee by the end of June 2022 at the latest, to:

- 11.1 Report on the results of the engagement
- 11.2 Seek approval on my proposed next steps to progress developing the social cohesion strategic framework and monitoring and evaluation regime.

Context and previous decisions

- 12 Following the 15 March 2019 terrorist attacks and the immediate response to support victims and their families, various communities in New Zealand called on the Government to assess its role in supporting social cohesion. In response to this, the Prime Minister led some work that included reviewing the evidence on social cohesion, identifying the work underway across government, and developing a work programme to strengthen social cohesion.
- 13 In September 2019, some of the Government’s work programmes were leveraged and complemented by a small number of initiatives to:
 - 13.1 Reduce discrimination in New Zealand communities
 - 13.2 Show Government and public service leadership on social cohesion
 - 13.3 Support community-based activities that promote an inclusive national identity
 - 13.4 Strengthen focus on equity and social cohesion in priority work programmes [SWC-19-MIN-0126 and CAB-19-MIN-0472 refers].
- 14 The initial work programmes and initiatives endorsed by Cabinet and the Social Wellbeing Committee following the 15 March 2019 terrorist attacks mainly included:
 - 14.1 Expanding the scope of existing work programmes to include social cohesion e.g. the ‘give nothing to racism’ campaign [CAB-19-MIN-0307 refers], or the Welcoming Communities programme [CAB-19-MIN-0427 refers]
 - 14.2 Initiating new work programmes that could contribute to social cohesion, e.g. an employment strategy action plan for refugees, recent migrants, and ethnic communities [CAB-19-MIN-0385 refers]
 - 14.3 Funding a number of work programmes to complement work on social cohesion, e.g. developing and implementing an Ethnic Communities’ Graduate Programme to provide meaningful work experience and pathways into the public service, and strengthening the capacity of the Human Rights Commission to respond to hate speech, racism and discrimination [CAB-20-SUB-0513 refers].
- 15 The original plan of work on social cohesion was based on the stocktake of existing initiatives in the Government, and integrating six key ways to improve social cohesion set out in the Ministry of Social Development’s (MSD) rapid evidence review. The rapid evidence review was commissioned in 2019 and publicly released in 2020. The review summarised evidence about the process of improving social cohesion in New Zealand. Appendix 1 summarises the interaction of the rapid evidence review with the stocktake of government initiatives.

- 16 In December 2020, Cabinet agreed or agreed in principle to all the 44 recommendations of the RCOI Report [CAB-20-SUB-0516 refers]. Many of these recommendations are directly and indirectly related to improving social cohesion. Recommendations related to social cohesion are summarised in Appendix 2.
- 17 As the Associate Minister for Social Development and Employment, I am responsible for coordinating a whole-of-government approach to strengthening social cohesion. The package of recommendations will include developing a social cohesion strategic framework, a monitoring and evaluation regime, and having regular public conversations to improve social cohesion. MSD is the lead agency to deliver on these recommendations and will work in collaboration with the cross-agency Social Cohesion Officials' Group.
- 18 New Zealand is a very diverse country. Aotearoa is home to people from 213 different ethnic groups, and there are over 150 languages spoken in the country. Our nation has the fourth highest proportion of overseas born residents among OECD nations.
- 19 The outcomes of this work are likely to have wider relevance to a range of Government priorities and a range of communities that might take an interest in the work. This includes work such as strengthening resilience to disinformation, propaganda and foreign interference, which can very often be targeted at minority communities, and in their worst forms, can lead to incitement of hatred and discrimination. Efforts to build a socially cohesive society and to strengthen resilience against these issues will therefore be mutually reinforcing.

Approach to social cohesion

Interaction of RCOI Recommendations and linkages to work programmes

- 20 I intend to deliver a consolidated work programme building on Government actions already underway to strengthen social cohesion in New Zealand. Recommendations 28 to 42 (Appendix 2) form a package designed to deliver a societal shift towards greater social cohesion and recognition of the value of diversity.
- 21 The work on social cohesion will build on initiatives already underway in different agencies, such as the National Action Plan Against Racism, as well as new initiatives. The Ministry of Education has also commenced work to support young children to develop capacities for self-regulation, resilience, and social skills, for which Cabinet agreed to allocate funding of \$5.243m over 18 months [CAB-20-MIN-0513 refers]. Having undertaken further work, the Ministry of Education plans to implement a package of initiatives that could reach as many as 6,000 children, through:
- 21.1 Developing tools and resources to assist teachers to deepen their understanding of social and emotional learning in early childhood (\$1.425m)
- 21.2 Direct sourcing of a provider to pilot the scale-up of a play-based social and emotional development programme (ENGAGE), and testing of two other social and emotional learning programmes (Alert and Incredible Beginnings) to build a strong evidence base (\$3.818m).

Proposed approach and objectives for improving social cohesion

22 My proposed approach includes:

- 22.1 Engaging with communities to create a strategic framework based on a shared understanding of social cohesion that is focused on what unites us as people in New Zealand, while valuing diversity and taking tangible steps to become an inclusive society (RCOI Recommendations 29, 31, and 37)
- 22.2 Building on the Government's existing work programme through tangible government actions in the short, medium, and long-term to improve social cohesion
- 22.3 Identifying how to support and enable communities, the business sector, the cultural sector, and central and local government to undertake actions to improve social cohesion in their communities, including specific ways different stakeholders can contribute.

Definition of social cohesion

23 As an initial step, in March 2021, I sought the endorsement of Cabinet [CAB-21-MIN-0049 refers] to adopt the definition of a socially cohesive society outlined in the RCOI Report, as one where all individuals and groups have a sense of:

- 23.1 Belonging – a sense of being part of the community, trust in others and respect for law and human rights
- 23.2 Inclusion – equity of opportunities and outcomes in work, income, education, health and housing
- 23.3 Participation – involvement in social and community activities and in political and civic life
- 23.4 Recognition – valuing diversity and respecting difference
- 23.5 Legitimacy – confidence in public institutions.

Open Government Partnership commitments

24 The RCOI recommendation 38 requires all public service community engagement to be in accordance with the Open Government Partnership commitments and better utilise the 'Involve and Collaborate' pillars of the IAP2 Public Participation Spectrum (Appendix 3 refers). My intention is to utilise the 'Involve' pillar of the Spectrum as much as possible to build community buy-in and ownership and engage with as many communities as possible. The 'Involve' pillar means the Government and communities will work together to identify issues and develop solutions. Communities will be involved in the decision making, with the Government as the ultimate decision-maker².

². The RCOI Report, Volume 4, Page 658 refers.

Engagement

- 25 As part of the medium-term actions, I intend to engage with the public on specific recommendations I am responsible for. These engagements will:
- 25.1 Support RCOI Recommendation 37 to have regular public conversations to improve social cohesion
 - 25.2 Seek feedback on the work done to date, help identify priorities for the public in the social cohesion outcomes, and inform future work on the development of the social cohesion strategic framework and the monitoring and evaluation regime (RCOI Recommendation 29 and 31).
- 26 As well as leading to further tangible actions, these public engagements will contribute to:
- 26.1 Clarifying actions different parts of society can take to strengthen social cohesion (e.g. employing a more diverse workforce), and identifying opportunities where communities, the business sector, and central and local government can undertake actions to improve social cohesion
 - 26.2 Sharing what has already been done since the 15 March 2019 terrorist attacks, and understanding what more is needed to be done that will inform concerted government actions to improve social cohesion
 - 26.3 Building a shared understanding and ownership of the work on social cohesion in New Zealand communities.
- 27 As far as possible, these engagements will take place with existing groups, networks and through existing consultation sessions or those that are already in train. The engagement approach and plan will also be presented to the Implementation Oversight Advisory Group (to be established in June 2021 as per RCOI recommendation 44) before the social cohesion engagement process commences. MSD's work is also being informed by the themes that emerged in the hui with Muslim, pan-ethnic, and multifaith communities in January and February 2021 to seek feedback on the RCOI Report. The hui themes have been reported to Cabinet in March 2021 [CAB-21-MIN-0049 refers].
- 28 I propose that the public engagement process commences with the release of the engagement material, planned for June 2021. Public engagement will have two main components of online and face-to-face engagements. Public engagements may be followed up and complemented by additional targeted engagements using existing groups and networks. This approach will enable me to test the design and development of different stages of the work with targeted groups.
- 29 To streamline engagement and reduce the impact on communities, I am working with the Minister of Justice to coordinate with the engagement on the Incitement of Hatred and Discrimination. These engagements may also be aligned with the Department of Internal Affairs' engagement on current definition of 'objectionable' in section 3(1) of the Films, Videos, and Publications Classification Act (FVPC) 1993 to include racial superiority, racial hatred and racial discrimination (RCOI Recommendation 41). This

approach is part of the broader effort to ensure effective coordination of engagements across related workstreams to respond to the RCOI Report.

- 30 In parallel, MSD officials are working with Te Arawhiti and Te Puni Kōkiri, and are seeking advice from MSD's Māori Reference Group on developing a plan to work more closely with tangata whenua over the course of this work.
- 31 I note the targeted engagements currently being led by officials in my Diversity, Inclusion and Ethnic Communities portfolio regarding the establishment of the new Ministry for Ethnic Communities on 1 July 2021. These engagements are to ensure the priorities of the new Ministry are reflective of the aspirations of ethnic communities and is linked to related work programmes.

Approach and material for online engagement (Appendix 4)

- 32 The engagement material will seek feedback on:
- 32.1 Five social cohesion outcomes recommended by the RCOI. These include belonging, inclusion, participation, recognition, and legitimacy
 - 32.2 The six ways of improving social cohesion, summarised by evidence set out in MSD's rapid evidence review that include:
 - 32.2.1 Fostering common values and inclusive social norms
 - 32.2.2 Encouraging and facilitating positive interactions between diverse groups
 - 32.2.3 Tackling harms to inclusion, including prejudice, discrimination, and other harmful behaviours
 - 32.2.4 Supporting people to have the knowledge and skills they need to participate
 - 32.2.5 Supporting people to have a voice and feel heard
 - 32.2.6 Reducing inequality and improving opportunities for people by providing support and resources.
 - 32.3 Measuring social cohesion, and the Government's existing and future work programme to improve social cohesion.
- 33 The engagement material explains different aspects of the document in an accessible and clear way and is designed for all groups and members of the public to contribute their views.
- 34 The engagement material will be published on an appropriate online platform. MSD is working to make the material accessible in hard copies, that can be printed in community publications and newsletters for different populations, and to enable submissions via post and email in addition to the online platform.
- 35 MSD is working to ensure the engagement material can be made available in alternate formats (e.g. Easy Read, Large print, Braille, audio, and child-friendly formats) and translated into multiple languages to ensure capturing the voices of people in New

Zealand in the work on social cohesion. The translated languages will include those that the RCOI Report was translated into (12 languages, including Te Reo Māori). MSD will consult with the Office of Ethnic Communities about further languages that may be necessary. All translated versions of the engagement material will be published online, will be made available during face-to-face engagements, and will apply to additional material that may be provided during face-to-face engagements. The design of alternate formats for engagements may be tested with experts and different groups to ensure they are clear and appropriate.

Approach to face-to-face engagements

- 36 Face-to-face engagement on social cohesion will run concurrently with online engagement. Officials will invite a wide range of community groups to engage in person and share their perspective on social cohesion.
- 37 Officials will engage with Māori, Pacific peoples, faith-based groups, disabled people, ethnic communities, migrants, former refugees, rural communities, and people with diverse sexual orientation, gender identity and expression, and sexual characteristics. Diversity in age (including children, young people, and older people) and gender will be sought.
- 38 Officials will also invite engagement from organisations and community networks that are broadly representative of diverse groups, to ensure a wide range of views are heard.
- 39 Face-to-face engagements will not be limited to the duration of public engagements. There is the opportunity to have further targeted engagements with different groups of people to complement the findings of public engagement and include groups who may have been under-represented in online and face-to-face engagements. I expect targeted discussions with tangata whenua will also be happening during this time.

Next steps

- 40 The feedback from public submissions and face-to-face engagements will be analysed to inform subsequent policy work to develop the social cohesion strategic framework and monitoring and evaluation regime. A range of agencies are likely to have an interest in the themes and outcomes of the engagement with regard to their own work programmes, including those related to strengthening national security, and resilience to disinformation, propaganda and foreign interference.
- 41 I propose sharing information with communities about what was heard following the engagements and the release of a summary of submissions of online engagement, at an appropriate time after Cabinet consideration.
- 42 I also propose reporting back to Cabinet Social Wellbeing Committee by the end of June 2022 at the latest to:
 - 42.1 Report on the results of the engagement
 - 42.2 Seek approval of my proposed next steps to progress developing the social cohesion strategic framework, and monitoring and evaluation regime.

- 43 There are multiple opportunities to report on progress before June 2022 and provide updates to Ministers through the RCOI workstream coordination led by the Department of the Prime Minister and Cabinet (DPMC), DPMC Cabinet report back (due before the end of 2021), and quarterly updates to the responsible Ministers for the RCOI response.

Financial Implications

- 44 The costs of this engagement will be met within existing agency baselines.
- 45 The financial implications of any further engagement or collaboration will be better understood over the course of this initial engagement process.

Legislative Implications

- 46 The proposed approach to improving social cohesion, and the engagement plans do not have any direct legislative implications.

Impact Analysis

Regulatory Impact Statement

- 47 The proposed approach to improving social cohesion, and the engagement plans do not require a regulatory impact statement.

Crown - Māori relationship and Te Tiriti o Waitangi

- 48 I acknowledge the importance of New Zealand's bi-cultural foundation in my approach to improving social cohesion. Work on social cohesion should be consistent with Te Tiriti o Waitangi. Having te ao Māori approaches will be a priority in the work on social cohesion. This intention has been endorsed by Cabinet in March 2021 [CAB-21-MIN-0049 refers].
- 49 Work on social cohesion aligns with the principle in Article Three of Te Tiriti o Waitangi that Māori have equal rights and privileges as other New Zealand citizens. My approach to strengthening social cohesion seeks to uphold these rights and address inequities.
- 50 MSD officials are working with Te Arawhiti and Te Puni Kōkiri, and are seeking advice from the MSD Māori Reference Group to develop a plan for engagement with Māori to support working more closely with tangata whenua in the next steps on the social cohesion work programme.

Population Implications

- 51 A wide range of population groups will benefit from social cohesion and its desired outcomes. This work programme is focused on the diversity of New Zealand populations at all ages (children, young people and older people), including Māori, Pacific peoples, women, ethnic communities, disabled people, faith-based groups, rainbow communities, and other diverse populations.

- 52 Where relevant and necessary, an impact analysis may be conducted for engaging with different populations, such as children, to ensure the consistency of outcomes with domestic and international protocols and best practice.

Human Rights

- 53 The work on social cohesion and its outcomes seek to improve the equity of opportunities, respect for law and human rights, the realisation of economic, social, and cultural rights, and civil and political involvement. These outcomes are consistent with provisions in the Human Rights Act 1993 and the New Zealand Bill of Rights Act 1990.
- 54 The overall approach to social cohesion is in keeping with New Zealand's international human rights obligations pursuant to the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social, and Cultural Rights, the Convention on the Elimination of All Forms of Racial Discrimination, and other core human rights instruments concerning particular groups such as indigenous people, women, disabled people, ethnic minorities, and children.

Context of COVID-19

- 55 COVID-19 may have both positive and negative impacts on social cohesion and needs consideration in the ongoing work on social cohesion. While New Zealand may have enjoyed a high-level of social cohesion and community empowerment during COVID-19 lockdowns, economic and social ramifications may result in public frustration, anxiety, increased discrimination, and a degradation of social cohesion. Due to the evolving nature of the pandemic, the timeframes and plans in social cohesion work programme may change based on the circumstances.

Consultation

- 56 The following officials were consulted on this paper and the appended engagement material:
- 56.1 Members of the Social Cohesion Officials' Group: Office of Ethnic Communities; Department of the Prime Minister and Cabinet (DPMC); Ministry of Education; Ministry of Justice; Ministry of Business, Innovation and Employment; Te Kawa Mataaho Public Service Commission; New Zealand Police; Social Wellbeing Agency; and Ministry for Culture and Heritage.
- 56.2 Other government agencies/offices: Department of Internal Affairs; Office for Disability Issues; Office for Seniors; Ministry of Youth Development; Te Arawhiti; Te Puni Kōkiri; Oranga Tamariki Ministry for Children; Ministry for Women; Ministry for Pacific Peoples; the Treasury; Ministry of Health; Crown Law Office; Ministry of Foreign Affairs and Trade; Ministry of Defence; Ministry of Housing and Urban Development; New Zealand Security Intelligence Service; New Zealand Customs Service; New Zealand Intelligence Community; Statistics New Zealand; Department of Corrections; and Ministry for Primary Industries.
- 56.3 The Human Rights Commission and the Office of the Children's Commissioner

- 57 I note the comment of the Human Rights Commission that: *“The Human Rights Commission acknowledges the importance of the proposal in the paper, and strongly urges that the public engagement anticipated in the paper be designed and led in partnership with tangata whenua and in a manner consistent with Te Tiriti o Waitangi. Such partnership would present all communities with an opportunity to deepen their engagement with the promotion of social cohesion in Aotearoa, consistent with the RCOI’s report and art 3 of Te Tiriti o Waitangi. As the definition of social cohesion does not expressly acknowledge or discuss the role of tangata whenua, the Human Rights Commission also recommends that further work, led by tangata whenua and supported by Government, be undertaken regarding what social cohesion means for tangata whenua. None of the above need occasion significant delay”*.
- 58 I note that the Office of Children’s Commissioner has expressed concern regarding the timeframes of the engagement and the impact that may have on engaging with tamariki and rangatahi and in a manner consistent with Te Tiriti o Waitangi and international obligations. There is the opportunity to have further targeted engagements with tamariki and rangatahi to complement the findings of public engagement and targeted engagements if needed.

Publicity

- 59 There is likely to be public and media attention throughout the online and face-to-face engagements. This may create space for disinformation campaigns that target these efforts and some of New Zealand communities. Communications will therefore need to be considered with this risk in mind. This will be coordinated with the wider Government response to the RCOI report led by the DPMC (which is also leading work to strengthen resilience to disinformation) and the Lead Coordinating Minister for the Government's Response to the RCOI.
- 60 I will also liaise with the Office of the Minister of Justice on the joint and coordinated communications for online and face-to-face engagements.

Proactive Release

- 61 I intend to proactively release and publish this paper at the same time the engagement material is released.

Recommendations

- 1 **Note** that the Prime Minister led the initial work in 2019 to review the evidence on social cohesion, identify work underway across government, and Cabinet agreed to implement some tangible interventions to strengthen social cohesion in 2019 following the 15 March 2019 terrorist attacks [SWC-19-MIN-0126 and CAB-19-MIN-0472 refers];
- 2 **Note** that the Ministry of Education has commenced implementation of RCOI Recommendation 36 through a package of initiatives to support social and emotional learning in early learning services;

- 3 **Delegate** authority to the Minister of Education to make further implementation decisions regarding the package of initiatives proposed under RCOI Recommendation 36.
- 4 **Note** that Cabinet endorsed the social cohesion definition in March 2021 as outlined in the Report of the Royal Commission of Inquiry (RCOI), to build a society where all individuals and groups have a sense of belonging, inclusion, participation, recognition, and legitimacy[CAB-21-MIN-0049 refers];
- 5 **Agree** to the proposed approach of the Associate Minister for Social Development and Employment to working with communities to deliver the RCOI social cohesion recommendations including:
- 5.1 Engage with communities to create a strategic framework based on a shared understanding of social cohesion that is focused on what unites us as people in New Zealand, while valuing diversity and taking tangible steps to become an inclusive society (RCOI Recommendations 29, 31, and 37)
- 5.2 Build on the Government’s existing work programme (included in, but not limited to Appendix 1) through tangible government actions in the short, medium and long-term to improve social cohesion
- 5.3 Identify how to support and enable communities, the business sector, the cultural sector, and central and local government to undertake actions to improve social cohesion in their communities, including specific ways different stakeholders can contribute;
- 6 **Note** that the Ministry of Social Development (MSD) is working with Te Arawhiti and Te Puni Kōkiri, and is seeking advice from MSD’s Māori Reference Group to ensure more close collaboration with tangata whenua over the course of this work.
- 7 **Note** that MSD intends to engage on social cohesion alongside other policy proposals to respond to the RCOI including Incitement of Hatred and Discrimination;
- 8 **Approve** the content of material for supporting engagement with communities (Appendix 4);
- 9 **Authorise** the Associate Minister for Social Development and Employment to approve the final version of the material for engagement with communities;
- 10 **Note** that the Associate Minister for Social Development and Employment will share information with communities about what was heard following the engagements;
- 11 **Note** that the Associate Minister for Social Development and Employment will provide a progress report to Cabinet as part of the RCOI response Cabinet report-back at the end of 2021.

- 12 **Invite** the Associate Minister for Social Development and Employment to report back to the Cabinet Social Wellbeing Committee by the end of June 2022 at the latest to:
 - 12.1 Report on the results of the engagement
 - 12.2 Seek approval on the proposed next steps to progress developing the social cohesion strategic framework and monitoring and evaluation regime;

Authorised for lodgement

Hon Priyanca Radhakrishnan

Associate Minister for Social Development and Employment

IN CONFIDENCE

Appendix 1: Key ways to improve social cohesion in MSD Rapid Evidence Review, and some of the activities already underway as agreed by Cabinet Prior to the RCOI Report³

Key ways to influence from the rapid evidence review	Actions to improve social cohesion	Complete/ Short/ Medium/ Long term/ Ongoing
Fostering common values and inclusive social norms	<ul style="list-style-type: none"> • Use PM and Governor General engagement opportunities, and national commemorations, to promote an inclusive national identity and narrative (Arts, Culture and Heritage) • Increase diversity in public service leadership and frontline roles (Public Service) • Government and public service leaders to role model social inclusion (Public Service) • Support community-led initiatives that promote an inclusive national identity (e.g. Huarahi Hou; Pathway to Treaty-based Multicultural Communities) (Community and Voluntary, Ethnic Communities, Immigration, Social Development) • Increase understanding of local and national history, including Te Tiriti (Arts, Culture and Heritage, Education) 	<p style="text-align: center;">Ongoing</p> <p style="text-align: center;">Medium term</p> <p style="text-align: center;">Ongoing</p> <p style="text-align: center;">Ongoing</p> <p style="text-align: center;">Short term</p>
Encouraging and facilitating positive interactions	<ul style="list-style-type: none"> • Build on Minister Salesa’s (Former Minister for Ethnic Communities) interfaith and Muslim dialogues (Ethnic Communities) • Explore options to encourage and facilitate positive interactions between groups, including in the areas of grassroots sport, volunteering, schools, Mana Ake programme⁴, the creative sector, and interfaith (<i>SportNZ, DIA, MOE, MCH, MBIE and OEC</i>) 	<p style="text-align: center;">Complete</p> <p style="text-align: center;">Medium term</p>
Tackling harms to inclusion	<ul style="list-style-type: none"> • Build on the Education/Justice focus area in the Child and Youth Wellbeing Strategy that aims to ensure children are free from racism and discrimination (Education/Justice) • Expand evidence-based bullying prevention and response in schools (Education) • Expand the ‘give nothing to racism’ campaign (Justice) 	<p style="text-align: center;">Medium term</p> <p style="text-align: center;">Medium term</p> <p style="text-align: center;">Complete</p>
Supporting people to have the knowledge and skills	<ul style="list-style-type: none"> • Build on existing knowledge of early childhood teachers to support young children developing capacities for self-regulation, resilience and social skills (including empathy) (Education) • Expand the Welcoming Communities Programme (Immigration) • Support people in government to have the skills and knowledge to contribute to building social inclusion by: 	<p style="text-align: center;">Short term</p> <p style="text-align: center;">Complete</p>

³. Please note that this Appendix is not an exhaustive list and does not capture all the work going on across the Government and in communities to build social cohesion.

⁴. Mana Ake provides support to children in years 1-8 at school in Christchurch, promoting wellbeing and positive mental health.

IN CONFIDENCE

	<ul style="list-style-type: none"> ○ using a common framework to provide direction for government activities, with a common language and ways to think about social inclusion (<i>MSD and OEC</i>) ○ investigate integrating unconscious bias training into public sector inductions (<i>PSC</i>) ○ identifying additional opportunities within existing work programmes to build the public’s knowledge and skills (<i>all social sector agencies</i>). 	<p>Short term</p> <p>Complete</p> <p>Ongoing</p>
<p>Reducing inequality and improving opportunities</p>	<ul style="list-style-type: none"> ● Build the capability of the public service frontline to deliver services to our diverse community (State Services/Ethnic communities) ● Leverage existing equity programmes – welfare overhaul, public housing, Oranga Tamariki, health and disability system review, and education system work programme and apply a stronger social inclusion lens (Children, Social Development, Health, Housing, Education) ● Develop employment strategies and action plans tailored for specific groups, including refugees, recent migrants and ethnic communities (Employment) ● Strengthening and/or extending refugee support packages, including improving community engagement and family support (Immigration) 	<p>Short term</p> <p>Ongoing</p> <p>Short term</p> <p><i>TBC</i></p>

Short term = to be completed by June 2023

Medium term = to be completed by June 2025

Long term = to be completed by June 2030

IN CONFIDENCE

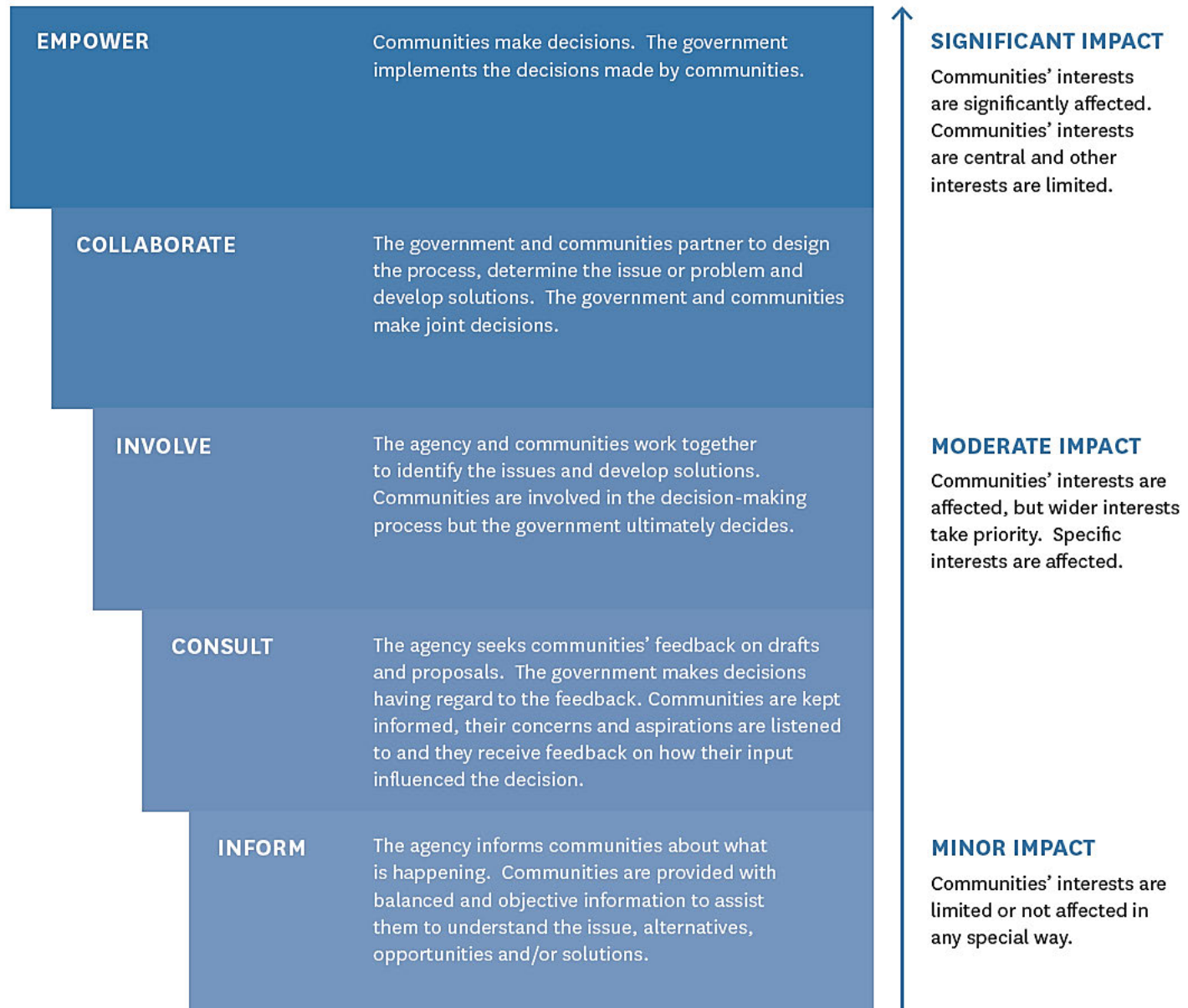
Appendix 2: Summary of the RCOI Recommendations Related to Social Cohesion

<i>Social Cohesion Recommendations led by Hon Priyanca Radhakrishnan, Associate Minister for Social Development and Employment and the Ministry of Social Development</i>	
Recommendation 28	Announce that the Minister for Social Development and Employment and the Ministry of Social Development have responsibility and accountability for coordinating a whole-of-government approach to building social cohesion, including social inclusion.
Recommendation 29	Direct the Ministry of Social Development to discuss and collaborate with communities, civil society, local government and the private sector on the development of a social cohesion strategic framework and the monitoring and evaluation regime.
Recommendation 31	Prioritise the development of appropriate measures and indicators (such as the Living Standards Framework) of social cohesion, including social inclusion.
Recommendation 37	Create opportunities for regular public conversations led by the responsible Minister – the Minister for Social Development and Employment – for all New Zealanders to share knowledge and improve their understanding of: <ol style="list-style-type: none"> a) Social cohesion including social inclusion and the collective effort required to achieve these; and b) The value that ethnic and religious diversity can contribute to a well-functioning society.
<i>Social Cohesion recommendations led by other Ministers and agencies</i>	
Recommendation 30	Investigate the machinery of government options for an agency focused on ethnic communities and multiculturalism, led by Hon Chris Hipkins, Minister for the Public Service.
Recommendation 32	Prioritise the collection of data on ethnic and religious demographics to support analysis and advice on the implications of New Zealand’s rapidly changing society, inform better policy making and enhance policy evaluation, led by Hon David Clark, Minister of Statistics.
Recommendations 33	Direct Chief Executives of agencies involved in counter-terrorism to significantly increase diversity in workforce and in senior leadership, led by Hon Chris Hipkins, Minister for the Public Service.
Recommendations 35	Encourage the Public Service Commissioner to continue focusing efforts on significantly increasing workforce diversity and attracting diverse talent for Public service leadership roles at the first, second and third-tiers, led by Hon Chris Hipkins, Minister for the Public Service.
Recommendation 36	Invest in opportunities for young New Zealanders to learn about their role, rights and responsibilities and on the value of ethnic and religious diversity, inclusivity, conflict resolution, civic literacy and self regulation, led by Hon Chris Hipkins, Minister of Education.
Recommendations 39	Amend legislation to create hate-motivated offences in: <ul style="list-style-type: none"> • The Summary Offences Act 1981 that correspond with the existing offences of offensive behaviour or language, assault, wilful damage and intimidation; and

IN CONFIDENCE

	<ul style="list-style-type: none"> • The Crimes Act 1961 that correspond with the existing offences of assaults, arson and intentional damage, led by Hon Kris Faafoi, Minister of Justice.
Recommendations 40	Repeal section 131 of the Human Rights Act 1993 and insert a provision in the Crimes Act 1961 for an offence of inciting racial or religious disharmony, based on an intent to stir up, maintain or normalise hatred, through threatening, abusive or insulting communications with protected characteristics that include religious affiliation, led by Hon Kris Faafoi, Minister of Justice.
Recommendation 41	Amend the definition of "Objectionable" in section 3 of Films, Videos, and Publications Classification Act 1993 to include racial superiority, racial hatred and racial discrimination, led by Hon Jan Tinetti, Minister of Internal Affairs.
Recommendation 42	<p>Direct New Zealand Police to revise the ways in which they record complaints of criminal conduct to capture systematically hate-motivations for offending and train frontline staff in:</p> <ul style="list-style-type: none"> • Identifying bias indicators so that they can identify potential hate crimes when they perceive that an offence is hate-motivated; • Exploring perceptions of victims and witnesses so that they are in a position to record where an offence is perceived to be hate-motivated, led by Hon Poto Williams, Minister of Police.

Appendix 3: IAP2 Public Participation Spectrum and Levels of Community Engagement



Appendix Four: Social Cohesion – Engagement Content

Minister’s Introduction

Tēnā Koutou,

Aotearoa New Zealand is home to people from over 213 different ethnic groups, who speak over 150 languages, and belong to different faith communities. About a quarter of New Zealand’s population was born overseas and about a quarter identify as disabled. We are a superdiverse nation and over the next twenty years we are expected to become even more diverse.

Our diversity includes diversity of ethnicity, culture, gender identities and expressions, religion, values and beliefs, ages, disabilities, sexual orientation, and whānau structure. This diversity makes our society stronger and brings huge potential for social and economic benefits.

But for the benefits of our diversity to be realised, everyone who calls New Zealand home must feel safe, that they belong, have fair opportunities, that they are able to access, and have the ability to participate in all aspects of life.

Any work to strengthen social cohesion must acknowledge the importance of Te Tiriti o Waitangi and our bicultural foundation. Our diversity is a source of strength and there is so much that unites us. The COVID-19 pandemic has shown us how we can do this in times of crisis, when the team of five million came together for a common cause.

The Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain found that while New Zealand is generally regarded as a country with high social cohesion, there are underlying vulnerabilities that need to be addressed.

The Royal Commission made recommendations to improve social cohesion and embrace our increasing diversity. As the Minister responsible for the whole-of-government approach to strengthening social cohesion, I attended a nationwide series of hui to discuss the Government’s response to the recommendations of the Royal Commission report and get a better understanding of community perspectives. At these hui, I heard first-hand about the incredible work going on in grassroots communities. I have also seen how we come together to support one another through crises. There is more that we need to do collectively to create an Aotearoa New Zealand where everyone feels safe, valued, and has equitable access to opportunities.

Strengthening social cohesion involves changing attitudes and behaviours and is, therefore, a complex process. We need evidence-informed actions. The Government has a leadership role to play, but to make a real difference we will need to work collectively - individuals, communities and organisations across the public, private and not-for-profit sectors – from grassroots campaigns and community-led programmes right through to changes to wider policy settings and legislative safeguards. We all have a role to play.

Social cohesion is not about making all New Zealanders the same. We want our communities to value and welcome diversity, and to be able to share and discuss different points of view in a constructive and respectful way.

I encourage you to share your views with us on an Aotearoa New Zealand you would be proud to call home.

Hon Priyanca Radhakrishnan

Associate Minister for Social Development and Employment

How you can make a submission

Government wants to hear from you

The Government wants to receive feedback from a wide range of groups and people on the work to implement the Royal Commission of Inquiry recommendations to strengthen social cohesion. Your feedback and suggestions will inform the Government's final decisions.

Information on work being done to implement other recommendations can be found here. [Add link to DPMC webpage]

Submissions can be made from x June to y July 2021

Submissions open on [x June] and will close on [y July] 2021.

You can make a submission online or write to us

You can make a submission at [add website]. This site provides easy ways for you to provide us with your feedback.

You can also send us your feedback by email to address@msd.govt.nz

We also welcome written submissions to the Ministry of Social Development, PO Box 1556, Wellington 6140.

Importantly, you do not need to answer all the questions we ask. You can choose the questions that are important to you.

Confidentiality and personal information

Please note that your feedback may be subject to a request to the Ministry of Social Development for information under the Official Information Act 1982 (the Act). Personal details can be withheld under the Act, including your name and address. If you do not want any information you provide to be released, please indicate this clearly and explain why. For example, you may wish for some information to be kept confidential because it is sensitive personal information. The Ministry of Social Development will take your views into account when responding to such requests.

The Privacy Act 2020 governs how the Ministry collects, holds, uses and discloses personal information about you and the information you provide. You have the right to access and correct personal information.

The Ministry will proactively release a summary of submissions. The summary will not include information that could identify individuals.

Background and context

The Royal Commission of Inquiry into the attack on Christchurch Mosques (RCOI) report was published in December 2020. The Government agreed in principle to all the recommendations in the report, including those that focus on improving social cohesion and embracing Aotearoa New Zealand's increasing diversity. [Link to full RCOI report and social cohesion recommendations.]

Since the Royal Commission report was published, community engagement has been a top priority for the Government. Immediately after the release, Ministers met with affected whānau and survivors of the attacks. Then in January and February 2021 Ministers led 33 community hui with Muslim, other faith and pan-ethnic communities. Communities raised several issues related to social cohesion in Aotearoa New Zealand, including racism and discrimination and the need for long-term work on social cohesion that brings together all communities to bring about societal change. A summary of the feedback communities provided at the hui can be found here. [add link]

Social cohesion is about enabling everyone to belong, participate and have confidence in our public institutions. The Royal Commission acknowledged that while there is a lot of government activity in this area, there isn't a purposeful and overarching strategy and action plan that shows what government is trying to achieve, what work is being done and areas for improvement. They also noted that the voices of communities, civil society, local government, and the private sector have been missing from this work.

From mid-2019 to the end of 2020, the Government has done some work including gathering evidence, doing a stocktake of past work and identifying tangible outcomes. Now as the Government implements the social cohesion recommendations, we want to hear from you. We invite you to tell us what's important to you. Your feedback will help us develop a unique Aotearoa perspective on what social cohesion means to us, the steps we need to take as a nation to build stronger communities and to develop a draft strategic framework and monitoring and evaluation regime to achieve our goals and monitor progress.

What we want to know from you

The purpose of engaging with the public is to understand what's important to you and what changes you would like to see for Aotearoa New Zealand to be more socially cohesive. Your input will help the Government understand where we need to focus our efforts and what action we need to take.

We are asking questions in four key areas:

1. What does social cohesion mean to you and what would Aotearoa New Zealand look like if social cohesion was improved?
2. How will we know if we are making progress? What does success look like?
3. We have done a review of the research about what works to strengthen social cohesion – this is summarised as the six ways of building social cohesion. We are keen to know whether these six ways look right to you and whether there are other things that might work.
4. What actions should government take or support to build better social cohesion, and who could be involved in the work?

1. Social cohesion outcomes – what’s important to you?

Government has agreed to use the definition of social cohesion outlined in the RCOI report. That definition was developed by Professor Paul Spoonley, Robin Peace, Andrew Butcher and Damian O’Neill. They describe a socially cohesive society as one in which everyone has a sense of:

- *Belonging* – a sense of being part of the community, trust in others and respect for law and human rights
- *Inclusion* – equity of opportunities and outcomes in work, income, education, health and housing
- *Participation* – involvement in social and community activities and in political and civic life
- *Recognition* – valuing diversity and respecting differences
- *Legitimacy* – confidence in public institutions.

For Māori, social cohesion is a collective sense of identity and belonging (as Māori) which is respected by broader society. Manaakitanga, the process of showing respect, generosity and care for others is at the heart of the social cohesion work.

Aotearoa New Zealand is much more diverse than many people realise and is becoming more diverse over time. This includes diversity in ages, ethnicities, cultures, regions, citizen status, values and beliefs, disabilities, family composition, gender identities and expressions, and sexual orientation.

Social cohesion is not about uniformity. It exists where people feel part of society, family and personal relationships are strong, differences are respected, there is fair access to opportunities, and people feel safe and supported by others.

Social cohesion is an ideal rather than a goal to be achieved and needs to be continually nurtured and grown. We have seen communities pull together to support and look out for one another, after the attack on Christchurch Mosques and also more recently during the COVID-19 pandemic where the country united around a shared challenge.

Tell us your views on Social Cohesion

What’s important to you in achieving social cohesion?

Does the definition of social cohesion resonate with you?

If so, tell us more about what each of the outcomes (belonging, inclusion, participation, recognition, legitimacy) means for you and what Aotearoa New Zealand might look like if these outcomes were achieved.

If not, tell us why not and what you would change about the definition.

2. How will we know if we're making progress?

The RCOI recommended that government develop measures and indicators of social cohesion. It reported that to build social cohesion in a rapidly diversifying society, public sector agencies need to collect the right data to know whether their policies and programmes are working as intended.

We would like to know what changes communities would like to see, so we can consider this when we work out what's important for government to measure.

Tell us your views on the changes we'll see if we make progress

What changes might show us that Aotearoa New Zealand is becoming a more socially cohesive society?

What would success look like?

3. What the evidence says about building social cohesion

Government has reviewed the research on what works for building social cohesion. From the research we have identified evidence for six key ways to help make Aotearoa New Zealand more socially cohesive. In summary these are:

1. Fostering common values and inclusive social norms.
2. Encouraging and facilitating positive interactions between people.
3. Tackling harms to inclusion, including prejudice, discrimination, and other harmful behaviours.
4. Supporting people to have the knowledge and skills they need to participate.
5. Supporting people to have a voice and feel heard.
6. Reducing inequality and improving opportunities for people by providing support and resources.

The Ministry of Social Development's review of the New Zealand and international evidence about the process of building social cohesion can be found here. [Add link to MSD's Rapid Evidence Review on Social Inclusion.]

Tell us your views on what works to improve social cohesion

Do the six ways look right to you?

Which of the six ways are the most important to you? Why?

What else is important for building social cohesion?

4. Taking action to strengthen social cohesion

Following the 15 March terror attacks, the Government's initial focus was on responding to the immediate needs of the victims, their families, and the Muslim community, security concerns and making immediate changes to our gun laws to reduce the likelihood of future incidents.

Once the immediate response was in place, calls came from various communities for the Government to assess its role in supporting social cohesion. The Prime Minister asked the Department of the Prime Minister and Cabinet to lead some work with the Ministry of Social Development and other agencies to review the evidence on social inclusion, identify the work underway across government, and provide some initial advice on potential interventions to strengthen social inclusion.

In September 2019, Cabinet agreed to some evidence-based actions to improve social inclusion to:

- reduce discrimination in our communities
- show government and public service leadership on social inclusion
- support community-based activities that promote an inclusive national identity
- strengthen our focus on equity and social inclusion in priority work programmes.

Additional actions were agreed by Cabinet in June 2020. Examples of the range of work Cabinet agreed to being progressed to strengthen social cohesion, include:

- Continuing work to increase diversity in public sector leadership roles, as well as increase diversity of staff working in frontline positions
- Supporting community-led initiatives that promote an inclusive national identity, e.g. Huarahi Hou; Pathway to Treaty-based Multicultural Communities
- Expanding bullying prevention programmes in schools
- Supporting young children to develop social and emotional skills by providing access to play-based programmes and tools for teachers. Social and emotional skills, including self-regulation, empathy and perspective taking, help young children understand, communicate with and relate to children who are different from themselves, supporting the creation of a more cohesive society
- Expanding the 'give nothing to racism' campaign
- Strengthening and extending refugee support packages, including improving community engagement and family support
- Exploring what could be done to facilitate positive interactions between different groups in the areas of grassroots sport, volunteering, schools, the creative sector, and interfaith
- Partnering with schools and communities to prepare for Aotearoa New Zealand histories being taught as part of the curriculum in all schools and kura
- Building in opportunities to strengthen social cohesion in existing equity programmes – such as the welfare overhaul, public housing, Oranga Tamariki, health and disability system review, and education system work programme.

Here is a link [add link to table] to the fuller summary of additional work Cabinet agreed to in September 2019 and June 2020. Please note it does not capture all the work going

on across government and in communities (such as the Inclusive Aotearoa Collective work) to improve social cohesion.

We want to continue to build on the work that is already underway. Where possible, we will deliver actions that are informed by evidence about what works to improve social cohesion. We will be focusing initially on government actions, including what government can do to support and enable leaders in communities, businesses, and local government to undertake to strengthen social cohesion in their communities.

Tell us your views on where government should focus its efforts

Looking at the types of actions underway, which ones do you think are the most important to progress?

Is there other work that government is not doing that you think is a high priority for strengthening social cohesion?

Who could contribute to these actions? (For example, Government, local government, NGOs, Iwi/hapu, private sector, communities)

Next steps

A summary of submissions will be provided on [link website] by [date].

You can find more information on this work and the implementation of the Royal Commission recommendations on this website [add link]

Link to this table

This table contains the extra actions agreed by the Government in June 2020 to strengthen social cohesion. There is a lot of work going on across government and in communities that is not in this table.

Key way to influence social cohesion from the evidence review	Actions to improve social cohesion	Timeframe to complete
Fostering common values and inclusive social norms	<ul style="list-style-type: none"> • Use PM and Governor General engagement opportunities, and national commemorations, to promote an inclusive national identity and narrative • Increase diversity in public service leadership roles and roles that serve the public directly • Government and public service leaders to role model social inclusion • Support community-led initiatives that promote an inclusive national identity (eg Huarahi Hou; Pathway to Treaty-based Multicultural Communities) • Increase understanding of local and national history, including Te Tiriti 	<p>Ongoing</p> <p>Medium term</p> <p>Ongoing</p> <p>Ongoing</p> <p>Short term</p>
Encouraging and facilitating positive interactions	<ul style="list-style-type: none"> • Build on Minister Salesa’s (the former Minister for Ethnic Communities) interfaith and Muslim dialogues • Explore options to encourage and facilitate positive interactions between groups, including in the areas of grassroots sport, volunteering, schools, Mana Ake programme^[1], the creative sector, and interfaith 	<p>Complete</p> <p>Medium term</p>
Tackling harms to inclusion	<ul style="list-style-type: none"> • Build on the Education/Justice focus area in the Child and Youth Wellbeing Strategy that aims to ensure children are free from racism and discrimination • Expand evidence-based bullying prevention and response in schools • Expand the ‘give nothing to racism’ campaign 	<p>Medium term</p> <p>Medium term</p> <p>Complete</p>
Supporting people to have the knowledge and skills they need to participate	<ul style="list-style-type: none"> • Develop tools for early childhood teachers to support young children with their social and emotional learning and skills • Expand the Welcoming Communities Programme • Support people in government to have the skills and knowledge to contribute to building social inclusion by: <ul style="list-style-type: none"> ○ using a common framework to provide direction for government activities, with a common language and ways to think about social inclusion 	<p>Short term</p> <p>Complete</p> <p>Short term</p>

^[1] Mana Ake provides support to children in years 1-8 at school in Christchurch, promoting wellbeing and positive mental health.

	<ul style="list-style-type: none"> ○ investigate integrating unconscious bias training into public sector inductions ○ identifying additional opportunities within existing work programmes to build the public's knowledge and skills 	<p>Complete</p> <p>Ongoing</p>
Reducing inequality and improving opportunities	<ul style="list-style-type: none"> • Build the capability of public service staff to deliver services to our diverse communities • Building in opportunities to strengthen social cohesion into existing equity programmes – such as the welfare overhaul, public housing, Oranga Tamariki, health and disability system review, and education system work programme • Develop employment strategies and action plans for specific groups, including refugees, recent migrants and ethnic communities • Strengthening and/or extending refugee support packages, including improving community engagement and family support 	<p>Short term</p> <p>Ongoing</p> <p>Short term</p>
Supporting people to have a voice and feel heard		

Short term = completed by June 2023; Medium term = completed by June 2025; Long term = completed by June 2030