MINISTRY OF SOCIAL DEVELOPMENT
TE MANATŪ WHAKAHIATO ORA

15 March 2024

Tēnā koe

Official Information Act request

Thank you for your email of 7 February 2024, requesting the following information:

1. *How many staff are working on social cohesion, and*
2. *What are their expected outputs in this calendar year?*
3. *I'm unsure of reporting lines for social cohesion work, but please provide the most recent briefing to their business unit manager.*
4. *If social cohesion work has many strands please explain what they are, and the reporting lines.*

I have considered your request under the Official Information Act 1982 (the Act). Please find my decision on your request set out below. For the sake of clarity, I will respond to your request in parts.

Please note that there are several teams at the Ministry that are involved in Social Cohesion. As such the response below will be broken down by team.

1. How many staff are working on social cohesion, and what are their expected outputs in this calendar year?

The Pacific and Community Capability Programmes Team have no staff currently working specifically on Social Cohesion. The Social Cohesion work is immersed into the team's wider work programme and considered in all the work they do. Staff are available to work when needed on specific social cohesion activities.

The Research and Evaluation team have two staff members working part time in this area amounting to approximately 1.3 FTEs since June 2023[i]. The Social Cohesion Measurement Framework and Baseline Report is pending approval, and as such the FTE within the Research and Evaluation team may be increased in the upcoming year.

The Social Impact policy team have two staff members working part time on social cohesion for approximately 0.5 FTEs.

2. What are their expected outputs in this calendar year?

The Ministry's policy team will continue to play a stewardship role in supporting a whole-of-government approach to social cohesion as outlined in recommendation 28 of the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques on 15 March 2019. Any expected outputs for this calendar year are yet to be determined.

Research and Evaluation have completed the following reports awaiting final review:

- **Social Cohesion Community Research Stocktake report** - a stocktake and analysis of social cohesion research undertaken by community-led organisations and academia to address priority outcome areas of recognition and respect, trust, and participation within the Te Korowai Whetū Social Cohesion Measurement Framework.
- **Community Insights on Social Cohesion: A Narrative Report** – a report based on insights from recipients of the Social Cohesion Community Grant.
- **A Proposal for the review of the Te Korowai Whetū Social Cohesion Measurement Framework and subsequent update of the Social Cohesion Baseline report** – the proposal is currently being developed.

The Pacific and Community Capability Programmes Team will focus on monitoring and reporting of all activities that received grant funding in 2024.

3. Please provide the most recent briefing to their business unit manager.

Please find attached an excerpt of an update by the Ministry's Research and Evaluation Team to the previous Associate Minister for Social Development and Employment.

The most recent briefing to the Deputy Chief Executive (DCE) responsible for social cohesion is attached and focuses on the 'where to next' for social cohesion. Please note that parts of the 'where to next' documents provided have been withheld under section 9(2)(f)(iv) to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials. The release of this information is likely to prejudice the ability of government to consider advice and the wider public interest of effective government would not be served.

4. If social cohesion work has many strands please explain what they are, and the reporting lines.
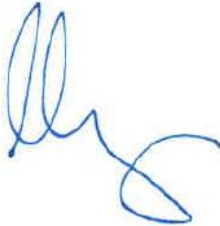
The Ministry's Policy group is responsible for providing policy advice across government on implications for social cohesion. The Māori, Communities and Partnerships group have been responsible for administering the $2 million community grant fund. The Research and Evaluation Team are part of the Ministry's Strategy and Insights group and are responsible for updating Te Korowai Whetū Social Cohesion measurement framework. Each of these areas report to the Minister for Social Development and Employment.

I will be publishing this decision letter, with your personal details deleted, on the Ministry's website in due course.

If you wish to discuss this response regarding social cohesion with us, please feel free to contact OIA_Requests@msd.govt.nz.

If you are not satisfied with my decision on your request relating to social cohesion, you have the right to seek an investigation and review by the Ombudsman. Information about how to make a complaint is available at www.ombudsman.parliament.nz or 0800 802 602.

Ngā mihi nui

Magnus O'Neill
General Manager
Ministerial and Executive Services

---

[i] Corrected at 8 March 2024: 0.5-0.7 FTE, not 1.3 FTE.

Memo

MINISTRY OF SOCIAL DEVELOPMENT
TE MANATŪ WHAKAHIATO ORA

To:	Sacha O'Dea, Deputy Chief Executive, Strategy and Insights
	Simon MacPherson, Deputy Chief Executive, Policy
CC:	Molly Elliott, General Manager, Regional Social and Inquiries
	Fiona Carter-Giddings, Acting Deputy Chief Executive, Policy
From:	Marni Guesgen, Senior Policy Analyst, Social Impact Policy
Date:	6 October 2023
Security level:	In Confidence

Where to Next for the Social Cohesion and Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain Response Portfolio

Purpose

1   The purpose of this memo is to provide you with an update on the work underway by MSD Policy on the social cohesion and Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (RCOI) response portfolio areas, and to support the discussion on 6 October regarding potential areas for future investment/action.

Background

2   In December 2022 the Associate Minister for Social Development and Employment agreed to an approach for progressing Te Korowai Whetū Social Cohesion [REP/22/12/1273 refers].

3   This proposed approach included implementing Te Korowai Whetū Social Cohesion strategic framework; leading, supporting and monitoring implementation of the government work programme; engaging with key stakeholders to identify options to address prioritised measurement issues and data gaps; implementing the community fund; and continuing to build relationships with iwi. Establishing a small strategic group and a series of sector-specific meetings was agreed by the Minister in March 2023.

Manaaki tangata, manaaki whānau
We help New Zealanders to be safe, strong and independent

4   There is now a need to consider the future opportunities that exist within the social cohesion and RCOI response portfolio. An A3 has been included at **Appendix 1** to support this discussion.

5   You will also receive a memo titled *Proposed approach for implementing Te Korowai Whetū Social Cohesion Policy Guide and Quick Reference Guides* separately.

The social cohesion and RCOI response portfolio is made up of several interconnected components each with the potential for future areas of work

6   There are three core areas that make up MSD's response to the RCOI, including:

   6.1 Providing leadership to a whole-of-government approach to strengthening social cohesion

   6.2 Supporting the community affected by the 2019 mosque attacks

   6.3 Contributing to the wider cross-agency response to the RCOI.

7   The focus of this response to date has been on responding to specific RCOI recommendations. Having reached several milestones of this work, we now have the opportunity to consider how social cohesion and our response to the RCOI is incorporated into our ongoing work programme.

8   s9(2)(f)(iv)

Supporting a whole-of-government approach to strengthening social cohesion has been a core component of our work to date

9   The RCOI defined a clear role for MSD as lead agency for social cohesion across government. To date this work has included developing Te Korowai Whetū Social Cohesion tools and resources including the strategic framework, rolling out and monitoring the $2 million grant fund, as well as developing the Policy Guide and Quick Reference Policy Guide for analysts to use when considering social cohesion in their policy.

10   The Research and Evaluation team are also progressing a review of Te Korowai Whetū Social Cohesion measurement framework to be completed in 2024.

There are a number of future opportunities to support strengthening social cohesion across Aotearoa New Zealand

11   From here, we would look to consider what future opportunities there may be to continue to support strengthening social cohesion across government.

It is important to note that this will be dependent on Government priorities following the upcoming election.

12 Work in this area could focus on developing our knowledge in certain areas so that we are well positioned to be proactive leaders on social cohesion. As part of our role as thought leaders for social cohesion across government, we consider that there are several key areas where further analysis could be progressed:

- **Analysis into the role of Te Tiriti and Te Ao Māori in social cohesion** in order to have a better grounding in our understanding of the foundational role that Te Tiriti plays in the strategic framework. This would involve building on analysis undertaken during the development of the strategic framework s9(2)(f)(iv)
  s9(2)(f)(iv) The connection between Te Tiriti and social cohesion was a key issue discussed during the development of the Policy Guide and strategic framework. s9(2)(f)(iv)
  s9(2)(f)(iv)

- **Analysis on up-to-date research on international approaches to social cohesion** to ensure our ongoing work and advice is in line with international best practice and is consistent with current thinking on social cohesion. s9(2)(f)(iv)
  s9(2)(f)(iv)

13 As part of our future leadership role in supporting a whole-of-government approach to strengthening social cohesion we also propose carrying out work on supporting agencies to consider social cohesion in grant funding criteria and continuing to support policy analysts to consider social cohesion as part of their policy work, including promoting the use of the policy guide (you will be provided with further advice on this separately).

14 We had previously been in discussions with DPMC about the possibility of using lessons learned from the social cohesion grant fund and the DPMC-led preventing and countering violent extremism fund to inform a potential budget bid for a future social cohesion grant fund. The demand for both of these funds has highlighted a strong interest from communities to invest in initiatives that strengthen social cohesion.

15 s9(2)(f)(iv)
  s9(2)(f)(iv) Alternatively, we may be able to

support consideration of social cohesion in other community or RCOI response budget initiatives across government.

16   There is also a question as to whether and to what extent we would continue to monitor and update the Government Work Programme in order to give us a sense of the cross-government social cohesion landscape.

Supporting the community affected by the 2019 mosque attacks also forms a core component of the social cohesion and RCOI response portfolio

17   The second core component of the RCOI response to date has been supporting the community affected by the 2019 mosque attacks. This has included establishing the Kaiwhakaoranga Service and Collective Impact Board. Ongoing support continues to be offered through the Service which is due to wrap up in the middle of next year, and the Board has completed work on 11 recommendations made by the Board to the Kaiwhakaoranga Service.

18   The Christchurch based Service Delivery team continues to support the affected community prepare for the coronial inquiry, which includes supporting whānau through the registration and immigration processes to attend the coronial hearing. We anticipate that this support will be required throughout 2023.

19   The future of this work would focus on supporting the review into the Kaiwhakaoranga Service, s9(2)(f)(iv)

s9(2)(f)(iv)

Some support will also be necessary to support the Collective Impact Board to complete the Best Practice Guide to capture any learnings to inform future events.

Contributing to the wider cross-agency response to the RCOI forms the final component of this portfolio

20   To date MSD has been contributing to the wider cross-agency response to the RCOI through work related to recommendations led by other agencies. This includes contributing to recommendation 12 (to establish a reporting tool for violent extremism), recommendation 18 (the review of the counter-terrorism system) and recommendation 27 (which looks at holding a conversation with the affected community on restorative justice).

21   We have also been involved in other cross-government work including the National Action Plan Against Racism (NAPAR) and conversations on national security on an ad hoc basis.

22   As part of our future role, MSD will continue to engage in broader cross-agency work relating to RCOI recommendations and the NAPAR from a social cohesion perspective. Under recommendation 18 the focus of our role going

forward will be to promote the importance of considering social cohesion as part of the wider counter-terrorism system.

23 MSD Policy has seen an increase in the number of requests related to the role of Social Development in supporting the national security system. We suggest working with teams within MSD to ensure counter-terrorism is considered as part of our emergency management response and recovery. We also consider that our ongoing leadership role in strengthening social cohesion will contribute to preventing and countering terrorism and violent extremism at a system level.

We have identified several areas of work to prioritise over the immediate election period

24 If work needs to be further prioritised over the immediate election period, we suggest prioritising Te Tiriti analysis of social cohesion s9(2)(f)(iv) s9(2)(f)(iv)

25 Alongside this we would look to prioritise continuing to develop our knowledge on social cohesion, such as in the area of international approaches to social cohesion, in order to continue to lift our ability to be thought leaders on social cohesion within government.

26 In addition, we consider the review of the measurement framework to be a key piece of work to ensure we are able to effectively measure social cohesion outcomes.

27 We also suggest prioritising our work on encouraging understanding and uptake of Te Korowai Whetū Social Cohesion including the use of the strategic framework and the policy guides in order for social cohesion to be a key part of policy analysis.

28 A final area to prioritise could include working with teams within MSD to ensure responding to terrorism is considered as part of MSD's emergency response and recovery responsibilities.

29 While we have identified further areas of work that could be progressed, we welcome your views on these areas, and also seek your views on any further areas of focus for the social cohesion and RCOI response portfolio. We also welcome your input on which areas of work to prioritise.

30 We note that the direction of this work will be dependent on decisions made by the incoming government and so this work will remain tentative until the incoming government has indicated its priorities.

Next steps

31 Following our discussion and any input received, we will begin work on the above items of analysis and areas for further work. We will keep you up-to-date on the progress of this work.

Author: Marni Guesgen, Senior Policy Analyst, Social Impact Policy

Responsible manager: Samuel Willis, Policy Manager, Social Impact Policy

SOCIAL COHESION AND RCOI RESPONSE

Key Questions: What are we currently doing? Where do we go from here? What is our role? Where do we need to upskill? Where do we get information from? Who do we need to talk to? What do we need to do?

Vision: MSD is a thought leader and trusted organisation leading the social cohesion conversation. We are leaders of these concepts and contribute to supporting communities. Our role is clear. We are a champion of Te Tiriti.

Key relationships: Kāpuia, academia, government agencies, Ministers, communities, MSD internal stakeholders, He Whenua Taurikura.

Research and Evaluation (R&E Lead)

- Project underway to use feedback from Te Korowai Whetū Social Cohesion Fund to enhance understanding of the impact of these initiatives on their audiences and the progress being made on social cohesion.
- Stock take underway of existing community-led ethnic and faith-based research from a social cohesion measurement lens.
- An approach to reviewing the Social Cohesion Measurement Framework and updating baseline indicators will be shared with the Associate Minister by March 2024. The Measurement Framework review will be completed by the end of 2024.

Te Korowai Whetū Social Cohesion Fund (MCP Lead)

- All funding has now been delivered and the Fund has been exhausted.
- Feedback and case studies are being collected from Fund recipients.

Te Korowai Whetū Social Cohesion Strategic Framework

- MSD has now published Te Korowai Whetū Social Cohesion which includes a package of tools and resources.
- This includes Te Korowai Whetū Social Cohesion strategic framework, information sheets, a what we've heard summary of community engagement, a baseline report summary, measurement framework, and the community fund.

Policy Guide Implementation

- Guide and supporting A3 has been finalised and endorsed by Minister Radhakrishnan.
- Next step is to determine how to implement the guide across government (e.g. Cab Guide and socialising with key agencies).
- Thinking on how to use this across broader government (e.g. training, webinars, etc).
- Consideration is also needed as to how we measure success of implementation.
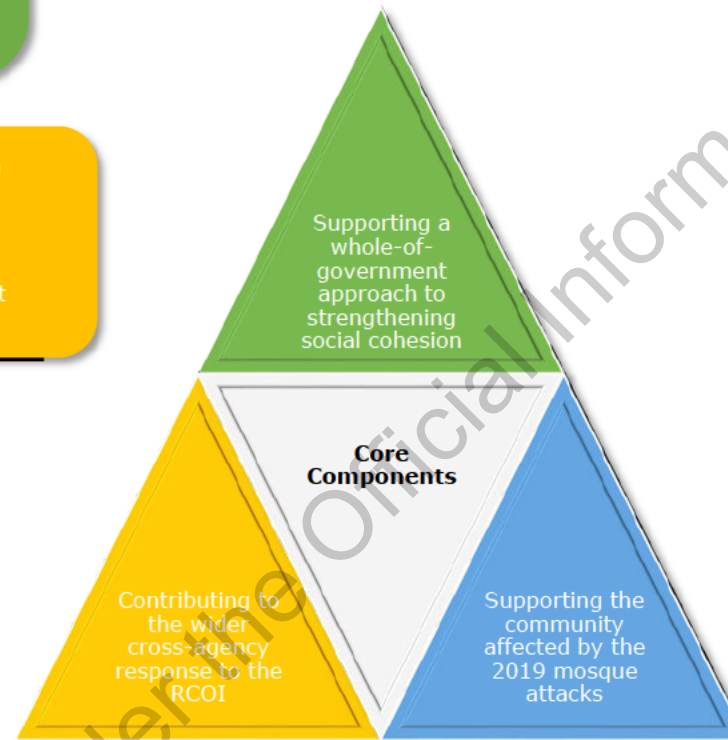
National Security and Counter-terrorism

- MSD has been involved in an ad hoc way in conversations on national security, particularly regarding how social cohesion contributes to preventing and countering terrorism and violent extremism.

RCOI Cross Government Response

- MSD contributes to eight specific recommendations that identified MSD as lead agency.
- MSD also contributes to RCOI recommendations led by other agencies (e.g. Rec 12: reporting tool for violent extremism, Rec 18: review of counter-terrorism system, Rec 27: restorative justice).
- DPMC hold responsibility for coordinating reporting on all recommendations.

National Action Plan Against Racism

- Substantial work to coordinate overall MSD response to action plan.
- Consideration includes how work on social cohesion can support the Action Plan.

(Central triangle)
Supporting a whole-of-government approach to strengthening social cohesion

Core Components

Contributing to the wider cross-agency response to the RCOI

Supporting the community affected by the 2019 mosque attacks

Kaiwhakaoranga Service and Collective Impact Board

- Following the events of 19 March, the Kaiwhakaoranga Service and Collective Impact Board were established to support the affected community.
- Ongoing support continues to be offered through the Service to support the recovery process including through support of the coronial inquiry and the provision of the Christchurch mosque attack assistance payment.
- The Board has completed 11 recommendations made by the Board to the Service. It has also progressed 40 key themes, with 33 of these considered complete.
- An underspend transfer will continue the Service for another 12 months.
- Extended funding for the Kaiwhakaoranga service and CIB to end mid-2024. s9(2)(f)(iv)

s9(2)

Future Leadership Opportunities

- Carry out analysis on the role of Te Tiriti and Te Ao Māori in social cohesion.
- Carry out analysis into up-to-date research on international approaches to social cohesion and engaging with key thinkers within the social cohesion conversation.
- Support agencies in considering social cohesion in their grant funding.
- Support the consideration of social cohesion in community or RCOI response budget initiatives across government.
- Consideration of how to implement the social cohesion Policy Guide.
- Monitor and update the Government Work Programme.
- Support the consideration of social cohesion in budget packages.
- We will continue to engage in broader-cross agency work relating to RCOI recommendations and the NAPAR from a social cohesion perspective.
- We will work with teams within MSD to ensure counter-terrorism is considered as part of our emergency management response and recovery.
- Our ongoing leadership role in strengthening social cohesion will contribute to preventing and countering terrorism and violent extremism at a system level.
- s9(2)(f)(iv)

Social Cohesion

Lead: Paul Merwood

At the end of May 2023, we provided an update to you [REP/23/4/320] outlining two community research projects to address gaps in Te Korowai Whetū Social Cohesion measurement framework across the priority outcome areas of recognition and respect, trust, and participation and data gaps (willingness to engage with others; perception that people disagree respectfully; perception of representation; and perception of fair treatment).

We recently completed the following two community research projects:

- a stocktake and thematic analysis of both community-led research by 14 community groups, and Masters and PhD thesis abstracts related to social cohesion in Aotearoa New Zealand.
- a community insights project involving feedback from the 200 community groups funded by the $2 million Te Korowai Whetū Social Cohesion community fund, and insights gathered in a hui with eight of these organisations who represented the diversity of community sub-groups (including Māori, Pacific, Rural, LGTQIA+, and faith-based groups of special interest).

The projects aimed to understand sub-group differences and experiences relating to the priority outcome areas and data gaps, and learn how communities might measure them. Findings from the two projects identified enablers, barriers, and recommended actions relating to the priority outcome areas. The findings suggest:

- community groups have their own in-depth understanding of social cohesion and the challenges associated with measuring the concept.
- community groups perceive the priority outcome areas as highly inter-related so measuring these as distinct concepts is not always viable.
- diverse community sub-groups share similar experiences of social cohesion but have distinct and unique needs that are often not captured through quantitative indicator measures.

These findings will inform a review of Te Korowai Whetū Social Cohesion measurement framework and update of baseline indicators to be completed in 2024. Full technical reports for each workstream are available on request. We will share with you a proposed approach to the review of the measurement framework and an update of baseline indicators in March 2024.

Responsible DCE: Sacha O'Dea