

Flourishing ethnic diversity; thriving New Zealand

Strategic Direction and Intent for the
Office of Ethnic Communities 2016–2020

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Foreword from Hon Peseta Sam Lotu-liga



New Zealand has a proud history as a nation that is welcoming of diversity. Māori, our first peoples began this tradition in a formal sense in 1840 by entering into a partnership through Te Tiriti o Waitangi with representatives of the Crown. Since then we have welcomed people from all corners of the world.

As our nation grows and develops, and the diversity of our peoples increases, we need to hold fast to this welcoming foundation. With globalisation, there has been an increase in demographic changes. New Zealand is one of the most ethnically diverse countries in the world. We have more than 200 different ethnicities within our communities and a quarter of all people who call New Zealand home were born overseas.

In a globally connected world, our diversity is a real strength and one that we must maximise for the benefit and prosperity of all New Zealanders. The Office of Ethnic Communities has an important role to play, on behalf of Government, in realising the benefits of diversity for New Zealand.

This government acknowledges the strengths, cultural richness, and international linkages of our communities. Our international connections help to support innovation, the active exchange of ideas and economic growth. Growing a more productive and competitive economy is a government priority and the work of the Office contributes to this priority as well as our overall drive to deliver better and more responsive public services.

As Minister for Ethnic Communities, I am proud of the richness and value inherent in New Zealand's diverse communities.

Hon Peseta Sam Lotu-liga
Minister for Ethnic Communities

Introduction from Maarten Quivooy, General Manager

“Flourishing Ethnic Diversity; thriving New Zealand” is the guiding vision for the work of the Office of Ethnic Communities. A plan to achieve this vision is established through our operating model which is described in more detail in this document. Achieving flourishing ethnic diversity for a thriving New Zealand means working strategically and in partnership with communities.

The operating model is the strategic framework for what we do, why we do it, how the parts of our organisation relate to each other and how we go about our work. For the Office, it acts as a guide or reference document for the various activities that make up our work programme. For community members and other stakeholders it is a simple overview of our strategic intent and priority focus areas.

The Office has an important role within the Department of Internal Affairs and the public service overall. We are the only agency with a specific mandate relating to ethnic communities and diversity. Given New Zealand’s changing demography, it is very important that we work deliberately to support social cohesion as the basis for a flourishing, connected and prosperous nation.

The operating model establishes that we will work from a strong knowledge base that is grounded in community intelligence and that we will support opportunities for connection and understanding between and across our diverse communities.

We will also work to support and foster opportunities for all New Zealanders to contribute and participate fully in society and in the global community. Our aspiration is for diversity to be acknowledged, celebrated and deeply valued across our communities, society and nation.



Who we are and who we serve

Who we are

The Office of Ethnic Communities is government's authoritative advisor on ethnic diversity in New Zealand. We also provide information, advice and services to, and for, ethnic communities in New Zealand and administer funds to support community development and social cohesion.

Established in 2000 as the Office of Ethnic Affairs, in 2015 we became the Office of Ethnic Communities to align with the Ministerial portfolio and more accurately reflect our community focus.

The Office of Ethnic Communities is located within the Department of Internal Affairs and our work contributes to the Department's overarching outcome: "Connected citizens, communities and government".¹

Through the Department, the Office of Ethnic Communities contributes to broader public sector efforts to deliver on government goals. In particular, we contribute to the government priorities of building a more productive and competitive economy (for example, through our work with the business community) and of delivering better public services (for example, through providing Language Line telephone interpreting services to facilitate access to a range of public services).

Who we serve

We serve the interests of New Zealand. Our population is ethnically diverse and increasingly so. It is in the interests of all New Zealanders that we have strong and connected ethnic communities and that New Zealand is able to realise the benefits of ethnic diversity for our nation.

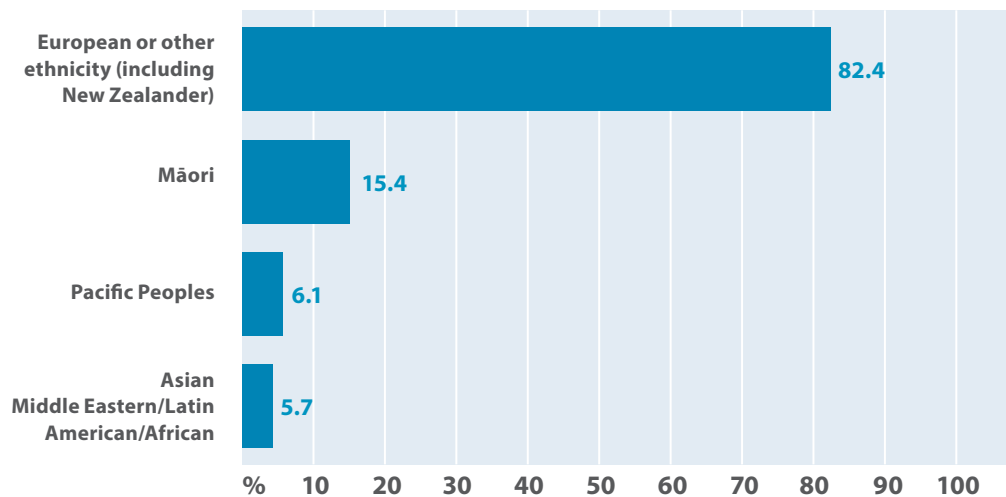


¹See Internal Affairs' Statement of Intent, 2014-2018, <http://www.dia.govt.nz/SOI/2014/index.html> and the whole of Department Focus Area "Stronger and more resilient communities".

In addition to serving the public generally, as with other population agencies and Offices including the Ministry for Pacific Peoples, the Ministry for Women, the Office for Seniors and the Office for Disability Issues, we also have a mandate relating to a specific population within New Zealand.

When the Office of Ethnic Communities was established, its mandated ethnic community population group was made up of those New Zealanders identifying as from 'other ethnic groups' in the 1996 Census (i.e. not Māori, Pacific or Anglo-Celtic/Pakeha New Zealanders). At that time, this group was 5.7 per cent of the total population, or approximately 213,000 people.

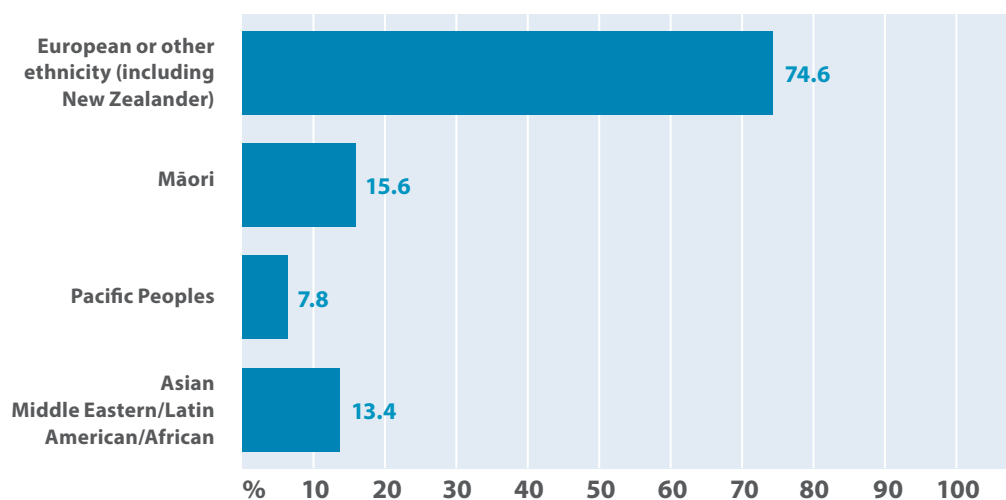
Estimated resident population, national population by ethnic group – 1996



In 2016, the Office of Ethnic Communities' mandated ethnic community population group continues to include people who identify with ethnic groups originating from Asia, Africa, Europe, the Middle East and central and South America.

It includes refugees and migrants as well as people born in New Zealand who identify with these ethnic groups. It also includes increasing numbers of New Zealanders who identify with multiple ethnicities. Based on Census 2013 data, 13.4 per cent of the total population is potentially within the scope of the Office of Ethnic Communities' ethnic community mandate, approximately 595,000 people.

Estimated resident population, national population by ethnic group – 2013

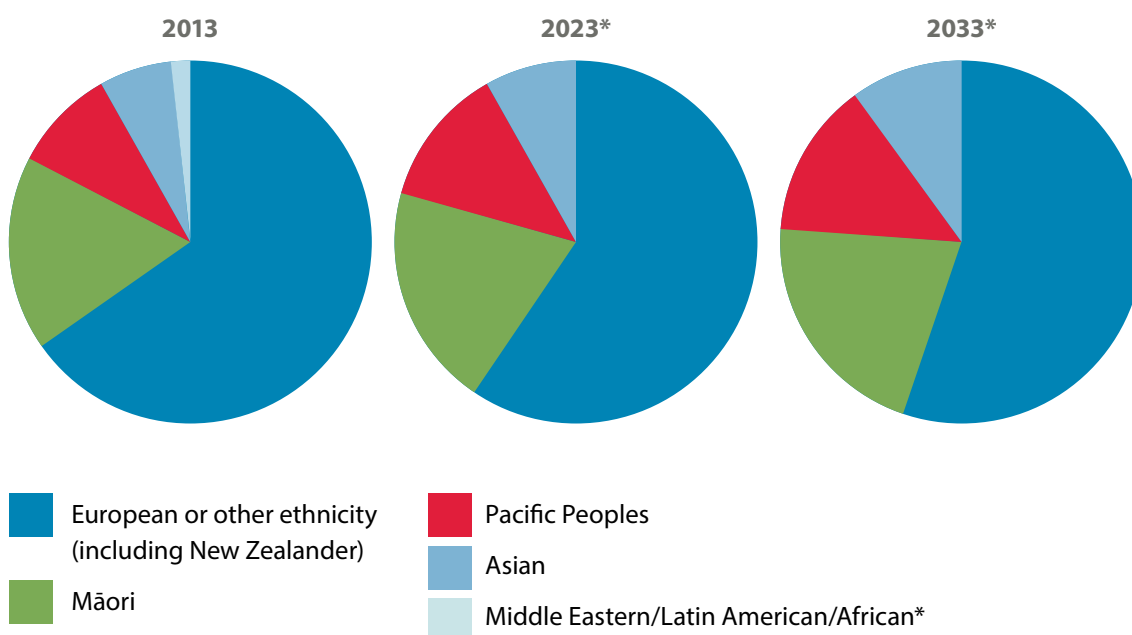


Our Operating Context

Changing demography and superdiversity

New Zealand now has over 200 distinct ethnic communities. 'New Zealand has more ethnicities than the world has countries'.² Based on current trends and projections, we will continue to become more ethnically diverse as our population grows. The overall ethnic make-up of our population is also set to shift significantly over coming years. New Zealand European/Pakeha New Zealanders will not continue to make up the large majority of the population. Growth of our Asian population in particular is forecast to be significant.

National ethnic population projections 2013



* Data not available

In fact, as noted in the 'Superdiversity Stocktake',³ New Zealand is now one of a small handful of culturally and linguistically superdiverse countries. Amongst OECD countries, New Zealand is the fifth most ethnically diverse, with 25 per cent of the total population being born overseas.

Demographic change is more significant in Auckland than elsewhere in New Zealand and is projected to continue. Over 40 per cent of Aucklanders are born overseas, and almost 50 per cent of Auckland's population is made up of people who identify as Māori, Asian or Pacific peoples.⁴

²Statistics New Zealand press release, 10 December 2013
<http://www.stats.govt.nz/Census/2013-census/data-tables/totals-by-topic-mr1.aspx>

³Superdiversity Stocktake: Implications for Business, Government and New Zealand. Mai Chen, Superdiversity Centre for Law, Policy and Business. 2015 http://www.superdiversity.org/pdf/Superdiversity_Stocktake_Full_Document.pdf Pages 53 – 54.

⁴Superdiversity Stocktake Page 56, the stocktake unpacks the implications of superdiversity from a business, policy, legal and central government perspective.

The benefits of superdiversity

Our increasing ethnic diversity reflects increasing global mobility and New Zealand's well-established immigration programme. Our growing diversity as a nation brings both challenges and opportunities. Challenges, including social unrest, can arise when there is misunderstanding and mistrust between people in communities or between communities and government.

The economic benefits of superdiversity can include increased innovation, better international connections and improved productivity. Within New Zealand, these benefits are the subject of active research and enquiry, and are referred to as 'the diversity dividend'.⁵

To optimise the benefits that diversity can bring New Zealand and to minimise the potential challenges, we need to be proactive in our approach. The benefits of diversity are more likely to occur in contexts where people are open and engaged with each other and where there is underlying trust.

This means that creating opportunities for meaningful connections and mutual understanding between diverse peoples is important for New Zealand. It is important for our stability and harmony, our prosperity and our shared sense of belonging and nationhood.

The importance of social cohesion

A shared sense of belonging and a willingness to join together for common purposes are important aspects of a harmonious society – a society that is socially cohesive. Social cohesion is increasingly recognised as an important aspect of the cross-government agenda. It is one of the five dimensions of the Treasury-led Higher Living Standards Framework. The other dimensions are: economic growth; sustainability for the future; increasing equity; and managing risk.

All of the dimensions work together to support achievement of higher living standards. All the dimensions, including social cohesion, are required as part of a balanced model under higher living standards.⁶

In the Higher Living Standards Framework, which draws on the work of Robert Putnam,⁷ the World Bank and others, social cohesion is described as 'the features of social organisation, such as trust, norms and networks that can improve the efficiency of society by facilitating coordinated actions.'

This is about how communities work together for shared goals and purposes and the type of social environment that is conducive to this. The Office of Ethnic Communities has a role in both supporting the right conditions for, and in some instances directly facilitating, connections through services or funding.

⁵A joint research programme between Waikato and Massey universities and the Motu research institute funded by the Ministry of Business, Innovation and Employment. Capturing the Diversity Dividend of Aotearoa/New Zealand is tasked with identifying how New Zealand can better prepare for, and respond to, national and regional demographic changes linked to international migration and growing ethnic diversity.
<http://www.waikato.ac.nz/news-events/media/2016/research-team-makes-the-gold-standard>

⁶ <http://www.treasury.govt.nz/abouttreasury/higherlivingstandards>

⁷Putnam is a renowned political scientist and Professor of Public Policy at the John. F. Kennedy School of Government.

Our Operating Context continued

The importance of working to support social cohesion is as vital now as ever. While New Zealand has relatively speaking harmonious relations, we cannot take these for granted. There are many examples from overseas of what can happen when communities do not successfully connect and integrate.

The Office of Ethnic Communities has a particular role across government to support flourishing ethnic diversity and a thriving New Zealand. Through our work we want to emphasise, support and express the positives of diversity and to make sure the potential challenges are met.

Our Operating Model provides the framework with which we are working to achieve our Vision.



Our Operating Model Overview

The Office of Ethnic Communities Operating Model is a framework to help bring clarity, simplicity and focus to our work.

The model provides a structure to identify and communicate what we do and why. It provides a framework of how we focus and prioritise our work, and identifies our approach to delivering value.

This approach involves working:

- through strategic partnerships
- with a deliberate focus on outcomes.



Flourishing ethnic diversity; thriving New Zealand

Purpose

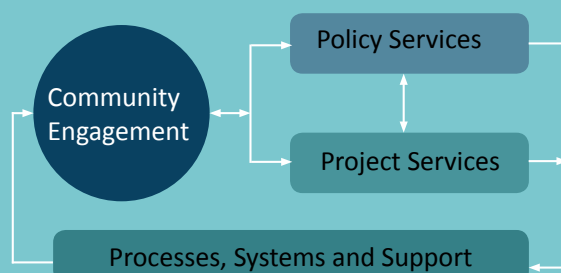
Ethnic communities are strong and connected

The benefits of ethnic diversity for New Zealand are realised

Focus areas

- Growing knowledge and understanding of ethnic diversity in New Zealand
- Connecting people in ethnic communities to each other, wider society, and government
- Increasing active citizenship of people in ethnic communities
- Valuing diverse cultures and ethnicities within communities, wider society and the nation

Service model



Operating principles

We work from a strong knowledge base

We partner with others to deliver

We work through and influence others

We are proactive, agile and creative

We are disciplined in our focus on outcomes

New Zealand Government

Our Vision and Purpose

The Office of Ethnic Communities' Vision - our highest ideal – is that New Zealand is a thriving nation (culturally, economically and socially) comprised of socially cohesive communities where mutual respect and understanding is the norm. This sentiment is captured in our Vision statement:

Flourishing ethnic diversity; thriving New Zealand

Our Vision statement is by definition aspirational. Our Purpose – the outcomes we are working to achieve – must be more tangible than our aspirational vision and provide the frame for our focus areas and work programme.

In line with our population mandate we have a clear focus on ethnic communities and as a public service agency our ultimate interest is the wellbeing of New Zealand as a whole, including our ethnic communities. Our Purpose statement is therefore twofold:

Ethnic communities are strong and connected
The benefits of ethnic diversity for New Zealand are realised

The importance of connected communities is paramount. As our nation becomes more diverse, the connections between people at an individual and local level are especially important in maintaining stability, building cohesion and providing a solid platform for a thriving nation. While many people tend towards intra-community engagements, part of our role is to help facilitate connections between and across communities – i.e. inter-community engagements.

Having strong and connected communities is a foundation stone for realising the benefits that can be associated with greater diversity. These include economic benefits (or 'the diversity dividend') including greater productivity and innovation – particularly for regions and cities with large immigrant populations. Superdiversity also reflects and contributes to new global connections and market opportunities.



Our Focus Areas

We have four focus areas, which are the key planks that support our Purpose and contribute towards fulfilment of the Vision. The focus areas are our 'intermediate outcomes' selected to support and deliver on our Purpose and Vision. While work programme items may vary from year to year and are reviewed annually, the focus areas are more enduring – and provide a multi-year framing for our work. The 2016/2017 work programme is at the end of this document.

The focus areas provide a balance of focus across a range of customers and audiences within ethnic communities and the broader New Zealand community, including:

- facilitating access to services and opportunities, and building capability within ethnic communities,
- providing opportunities for networking, connecting and mutual understanding between ethnic communities and the broader New Zealand community, and
- raising the profile of and building awareness of New Zealand's ethnic communities, including the strength and value that diversity offers, in the broader New Zealand community.

The focus areas are also informed by literature and social theory. Our focus areas are underpinned by, and map to, the five widely accepted indicators of social cohesion:⁸

- **Inclusion**—equity of opportunities and outcomes (for example, access to the labour market, income, education, housing and health)
- **Belonging**—a sense of being part of the wider community, trusting others, common respect for the rule of law and civil and human rights
- **Participation**—involvement in economic and social activities, community groups, and in political and civic life (for example, voting, standing for election)
- **Legitimacy**—confidence in public institutions and institutional responsiveness
- **Recognition**—all groups, including the host country, value diversity, respect differences and are protected from discrimination and harassment.

Focus Area 1: Growing knowledge and understanding of ethnic diversity and inclusion in New Zealand

This is our foundational focus area and is about 'understanding and influencing'. Building our capacity and capability in this area will enable the Office of Ethnic Communities to better serve communities, more successfully engage across the public sector, and be an authoritative advisor to government.

Through developing and expanding the depth and breadth of the Office's knowledge and expertise on the complexity, opportunities, benefits and implications of ethnic diversity for New Zealand we will be in the best position to take informed actions and to share and utilise our knowledge across government, the community and wider society.

⁸Spoonley, P., Peace, R., Butcher, A., O'Neill, D., Social cohesion: A policy and indicator framework for assessing immigrant and host outcomes. Social Policy Journal of New Zealand. Issue 24. March 2005. Pp 85-110.

Jenson, J. 1998. Mapping Social Cohesion: The State of Canadian Research. Canadian Policy Research Networks Inc. CPRN Study No. F/03, Ottawa.

Our Focus Areas continued

Work programme items that support achievement of this focus area are largely policy and research oriented. This focus area is particularly linked to the social cohesion indicators of Inclusion and Legitimacy.

Focus Area 2: Connecting people in ethnic communities to each other, wider society and government

This focus area is about 'connecting, enabling and empowering'. Leveraging our knowledge base, we intend to deliver targeted services, create opportunities and fund community-led initiatives that support positive connections, integration and social cohesion.

Work programme items that support achievement of this focus area include services to support ethnic communities to have equitable access to public services (for example, Language Line telephone interpreting service) and potential funding or initiatives to enable diverse groups to connect and engage with each other. Priorities within those categories are likely to shift from year to year but could include a focus on two way connections between ethnic businesses and the broader business community, and on developing and connecting ethnic leaders.

This focus area is particularly linked to the social cohesion indicators of Belonging and Participation.

Focus Area 3: Increasing active citizenship of people in ethnic communities

This focus area is about 'informing, enabling and empowering'. It builds on the foundational platform provided by the previous focus area. Once basic connections are established, and opportunities for further connections are facilitated, there is the possibility of more 'active citizenship' occurring. Connected communities, where all people have equitable access to government services and have opportunities to connect and engage beyond their own immediate community sphere is an important start point for building a sense of belonging and a willingness to participate and contribute as active citizens.

Active citizenship is about engaging and contributing above and beyond day to day activities. It is predicated on a sense of commitment to the broader community and trust in the systems and institutions that are fundamental aspects of our nation.

Work programme items that support achievement of this focus area include encouraging and enabling civic participation (for example, voting, participating in local and central government processes, and standing for election) and volunteering in a range of capacities.

This focus area is particularly linked to the social cohesion indicators of Participation and Legitimacy.

Focus Area 4: Valuing diverse cultures and ethnicities within communities, wider society and the nation

This focus area is about 'celebrating, influencing and valuing'. It speaks to the superdiverse nature of our population now (particularly in Auckland) and the projected shift in our overall demographics over time.

This focus area highlights how important it is to move beyond a mere tolerance to a positive acknowledgement, celebration and valuing of diversity. Achievement here would reflect a depth of mutual understanding, respect and value between the diverse communities that make up New Zealand.

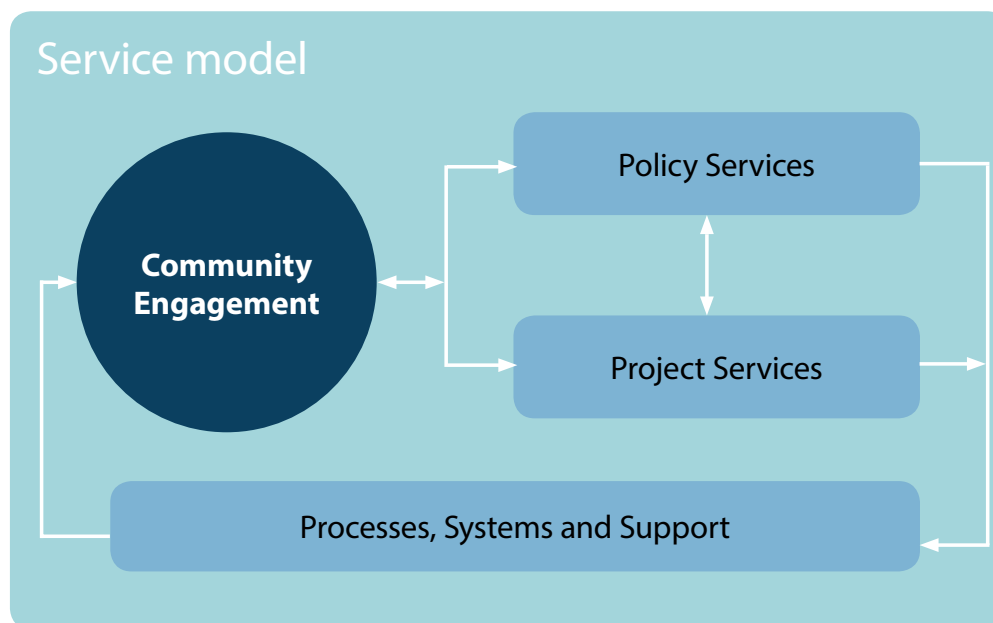
Achievement in this focus area draws on the work in the other three areas. It builds on a sound knowledge base (Focus Area 1); foundational initiatives that support access to services and connections between and across communities and government (Focus Area 2); and active citizenship (Focus Area 3). Achievement of this focus area brings us closer to the aspirational state embodied in our Vision 'Flourishing ethnic diversity; thriving New Zealand.'

Work programme items that support achievement of this focus area include: community-based celebrations; arts, culture and identity related projects; and communications and public information activities. This work may best be progressed over time via funding directly to community groups and/or via partnering with others who also have a mandate or interest in this area.

This focus area is particularly linked to the social cohesion indicators of Recognition and Belonging.



Our Service Model



Our Service Model is a tool to help us think about our work internally in the context of a connected system and as part of the 'diversity eco-system'.

The essence of this model is that engagement with communities is our key point of difference and must be central to our work – feeding into, and receiving from, our policy services and project services. Community engagement is at the heart of the Office of Ethnic Communities and is pivotal to the specific value we can deliver as a small government agency.

Our community engagement is of course a two-way process. From the Office's perspective, it could be described as 'listening in' and 'reaching out'. In engaging with communities we listen carefully to the views, experiences, and aspirations of community members so that we can include an authentic community voice in our advice to government. In engaging with communities, we also have an important role in presenting, communicating and explaining government policies, goals and aspirations.

Community engagement, policy and initiatives are underpinned by cross-cutting systems, processes and support functions, and this relationship is reflected in the organisational structure of the Office.

Our Operating Principles

Operating principles

We work from a strong knowledge base

We partner with others to deliver

We work through and influence others

We are proactive, agile and creative

We are disciplined in our focus on outcomes

Our Operating Principles are about how we work in the Office of Ethnic Communities, and they reflect the reality of being a relatively small Office with a broad operating context and an increasingly diverse population to serve.

These Principles influence both how we will prioritise and sequence work and how we will identify key strategic partnerships across the public, private, and community sectors to maximise our impact.

Our Operating Principles communicate how we work from a knowledge base informed by a combination of research and analysis and direct intelligence from our community engagement function and expertise.

They reflect that we invest in relationships across the whole 'diversity eco system' and that we have a clear understanding of where we are best placed to lead or partner on progressing initiatives or issues, and where we are best placed to offer guidance, encouragement, or other support for others to lead.

The overall approach to our work needs to be one that is proactive and agile – maintaining a keen eye on our overall strategic direction and the specific outcomes sought via any particular work item – and also able to respond efficiently to changing dynamics and circumstances.

Measuring our Success

Our work contributes to the Department of Internal Affairs' overall strategic direction and outcomes. The Department's Statement of Intent provides the high level framework which the Office of Ethnic Communities work attaches to.

Overarching outcome



Our work is part of the Department's efforts to build 'stronger and more resilient communities' contributing to 'connected citizens, communities and government.' The work of the Office of Ethnic Communities – in support of our Operating Model – is one of the levers that the Department can apply in working towards this goal.

The high level measure of success in the stronger communities focus area is the percentage of people who feel a sense of belonging to the community. This measure applies to the whole community and not specifically to ethnic communities. It is reported via the General Social Survey conducted by Statistics New Zealand every two years. Between 2008 and 2014 responses have ranged between 60 per cent and 53 per cent of people reporting a sense of belonging.

Over the coming four years, the Department, through its range of community focused functions, including those within the Office, is seeking to contribute to greater social cohesion in New Zealand and to see reports of a sense of belonging at the upper limit of recent reporting parameters, i.e. at 60 per cent.

It is a challenge to measure attitudinal and qualitative matters – particularly across large population groups. The General Social Survey measure of 'sense of belonging' is a high level indicator of social cohesion at the national level. However, it covers only one dimension of social cohesion (belonging).

There is work underway now across government (the Department of Internal Affairs – including the Office of Ethnic Communities, Treasury and Statistics New Zealand) to build a more comprehensive baseline 'social cohesion picture' drawing from a wider variety of surveys and measures.

Within the Department, there is a set of five indicators, or proxy measures, of social cohesion which are supported by robust data sets and surveys and link to this cross government effort.

Collectively, this set of Department social cohesion indicators provides a fuller picture of social cohesion across a range of dimensions, namely:

- Sense of community
- Acceptance of diversity and social inclusion
- Trust
- Civic participation
- Personal freedom and subjective wellbeing.

Indicator

1. Sense of community

- Importance of sense of community
- Experience sense of community in local neighbourhood
- Social contact with family and friends
- Being part of social networks and groups

2. Acceptance of diversity and social inclusion

- Being comfortable about new neighbours with a racial/ethnic/religious minority/migrant background
- Being comfortable about new neighbours who are gay/lesbian/bisexual/transgender
- Being comfortable about new neighbours who have mental illness
- Expression of one's own identity – gender/sexual preference/ethnicity/nationality/religion

3. Trust

- Trust in family members and neighbours/local schools
- Trust in professions/institutions/media/business
- Trust in senior bureaucrats/politicians/government

4. Civic participation

- Participation in local and general elections
- Volunteering/donating to charities

5. Personal freedom and subjective wellbeing

- Freedom to choose what to do with one's life
- Personal safety and security
- Overall quality of life

Measuring our Success continued

The work of the Office of Ethnic Communities connects directly to the first four indicators in this set: sense of community; acceptance of diversity and social inclusion; trust; and civic participation. As this baseline picture is established we will track the progress and impact of our interventions across each of the Office's focus areas and alongside the broader Departmental effort to support stronger and more resilient communities.

As we develop and review our annual work programmes and consider where our resources should most effectively be applied, we will also be guided by the social cohesion picture that emerges across these indicators.

At the work programme level we will also have measures of success attached to specific work programme items. These will include more specific measures around uptake of services we may provide (for example, language support via Language Line telephone interpreting) and funds we administer (for example, the Ethnic Communities Development Fund).

Work programme specific measures will also be initiative or intervention specific (for example, achieving an upward shift in engagement of specific groups in civic matters or roles) and will include measures around the overall relevance and timeliness of our advice on ethnic diversity.



2016/17 Work Programme

Outcomes:

- Ethnic communities are strong and connected
- The benefits of ethnic diversity for New Zealand are realised

| Focus Areas | Growing knowledge and understanding of ethnic diversity and inclusion in New Zealand | Connecting people in ethnic communities to each other, wider society, and government | Increasing active citizenship of people in ethnic communities | Valuing diverse cultures and ethnicities within communities, wider society and the nation |
|---|---|--|--|---|
| 2016/17 Projects and Services by Focus Area | <ul style="list-style-type: none"> • Pathways to inclusion policy scoping: <ul style="list-style-type: none"> – issues relating to education and employment pathways for ethnic youth – issues relating to access to health services for older ethnic people • Collaborative research on experiences of Muslim youth with Victoria University of Wellington and FIANZ • Continue secondary advice on relevant government strategies and policy • Participate in cross government policy forum • Strengthen research and evaluation capability via baseline indicators project | <ul style="list-style-type: none"> • Language Line <ul style="list-style-type: none"> – design process improvements to increase efficiency • Language Line <ul style="list-style-type: none"> – deliver Language Line • EPIC NZ <ul style="list-style-type: none"> – develop options for future delivery of the conference • Leadership <ul style="list-style-type: none"> – develop and implement an initiative to connect ethnic community leaders | <ul style="list-style-type: none"> • Civic participation: <ul style="list-style-type: none"> – scope project with Auckland Council to increase civic participation of ethnic communities • Nominations service <ul style="list-style-type: none"> – deliver the Nominations service – design process improvements to improve reach and impact of service – scope project on increasing ethnic peoples representation on Boards of Trustees | <ul style="list-style-type: none"> • Ethnic Communities Development Fund (ECDF) <ul style="list-style-type: none"> – oversee the 2016 ECDF – develop a business case for a potentially increased ECDF funding pool • Support Parliamentary events • Intercultural Capability E-learning (ICE) module <ul style="list-style-type: none"> – support the ICE module on the Office of Ethnic Communities website • Scope a “We are New Zealand” campaign to showcase and celebrate our diverse communities |
| Cross-cutting Development Projects | <ul style="list-style-type: none"> • Accountability and Reporting • Internal and External Communications • Ministerial Services • Capability Programme Processes | | | |
| Support Services | <ul style="list-style-type: none"> • Accountability and Reporting • Internal and External Communications • Ministerial Services • Capability Programme • Information Systems and Business Processes | | | |

INTERNAL AFFAIRS 

Te Tari Taiwhenua

New Zealand Government