

Office of the Associate Minister for Social Development and Employment  
Cabinet Social Wellbeing Committee

## **Strengthening social cohesion in Aotearoa New Zealand**

### **Proposal**

- 1 This paper seeks agreement to a package of policy products to strengthen social cohesion in Aotearoa New Zealand. It is comprised of a strategic framework, a measurement framework, a government work programme, and information sheets that act as a guide for communities and sectors to contribute to social cohesion. Agreement is also sought for the scope and criteria of the social cohesion grant fund.

### **Relation to government priorities**

- 2 This paper responds to social cohesion recommendations from the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019 (RCOI). These recommendations are:
  - 2.1 Recommendation 29: Discuss and collaborate with communities, civil society, local government and the private sector on development of a social cohesion strategic framework and monitoring and evaluation regime.
  - 2.2 Recommendation 31: Prioritise the development of appropriate measures and indicators (such as the Living Standards Framework) of social cohesion, including social inclusion.
  - 2.3 Recommendation 37: Create opportunities for regular public conversations led by the responsible minister for all New Zealanders to share knowledge and improve their understanding of:
    - 2.3.1 social cohesion and
    - 2.3.2 the value that cultural, ethnic and religious diversity can contribute to a well-functioning society.
- 3 The proposals support Government wellbeing objectives of Just Transition, Physical and Mental Wellbeing, Future of Work, Māori and Pacific Peoples, and Child Wellbeing.

### **Executive Summary**

- 4 New Zealand has relatively high levels of social cohesion. New Zealanders report connection to their social networks, a strong sense of belonging, high levels of trust in other people, institutions, and government, and high levels of participation in social, community and civic activities. However, these outcomes are not equitable across all population groups.

- 5 In recent years we have also faced adversity and shocks to daily living, which have strained the resiliency of communities, whānau, families, and people. The Christchurch terror attack, weather events, COVID-19, and the rise of mis/disinformation have all threatened the social fabric of our nation. In particular, the RCOI report highlighted social cohesion as being fundamental to Aotearoa New Zealand's future wellbeing and security. It notes that improvements in the approach of Public sector agencies towards promoting social cohesion will make a significant contribution to the prevention of extremism and thus violent extremism. We must take tangible steps to strengthen social cohesion.
- 6 A key part of our Government's response to the terror attacks over the last year has been engagement with diverse populations and regions. We have sought to better understand how social cohesion can be promoted, so that our society truly values diversity in all forms and takes steps to become more inclusive.
- 7 RCOI recommendations 29 and 31 specify the need for discussion and collaboration with communities to develop a strategic framework and measurement indicators. This is precisely what has been done. The strategic and measurement framework proposed sets out a vision, outcomes, and enablers to help government agencies and communities understand the components of social cohesion. It provides a structure for conceptualising and articulating it and how we can collectively improve social cohesion through individual action and initiatives. It identifies the outcomes that will lead to stronger social cohesion, indicators we can measure to give us a sense of change, and focus areas for action that will help us achieve these outcomes.
- 8 Te Tiriti o Waitangi is foundational to how social cohesion is understood and achieved in New Zealand. The partnership fostered through the recognition of difference and similarities between Māori and Pākehā, and other migrants to New Zealand since 1840, is an implicit part of this relationship. The proposed social cohesion package (the package) was developed through an extensive engagement programme including a bespoke engagement process with Māori.
- 9 Leadership is needed to support government and communities' actions to promote social cohesion and reduce the prevalence of harmful radicalising ideologies that lead to downstream violent extremism. The package contains a range of products and tools that will support action to strengthen social cohesion across Aotearoa:
  - 9.1 A strategic framework to promote how government agencies and communities can act to strengthen social cohesion.
  - 9.2 A measurement framework to track and measure the strategic framework's vision and outcomes.
  - 9.3 A government work programme that identifies existing government agencies' activities that already contribute to social cohesion and proposes three new actions to be met from baseline.

- 9.4 Supporting communications through information sheets to reflect the actions sectors already take and act as a guide for people and organisations who are interested to improve social cohesion.
  - 9.5 A one-year time limited \$2m fund for 2022/23 to support community-led action.
  - 9.6 Ongoing implementation support and promotion of social cohesion.
- 10 In addition to the tools that have been developed, there is a work programme that pulls together a broad range of government initiatives that are either already underway or being scoped that link directly to elements of the social cohesion strategic framework. They represent tangible actions that will make real progress towards social cohesion and the broader intentions of the RCOI recommendations. Examples include:
- 10.1 The National Curriculum Refresh, which has a focus on strengthening the teaching and learning of civics. It also focuses on honouring Te Tiriti o Waitangi and the principle of inclusivity, valuing the identities, languages, and culture of all learners so every child and their family feels they belong in the education system.
  - 10.2 The Welfare Overhaul lays the foundations to achieve the Government's vision of a welfare system that ensures people have an adequate income and standard of living, are treated with and can live in dignity and are able to participate meaningfully in their communities.
  - 10.3 The Aotearoa Homelessness Action Plan is a package of actions to address homelessness with an increased focus on prevention, alongside supply, support, and system enablers. Actions will build on and support work already underway around New Zealand and put in place essential changes to address gaps in responses to homelessness.
- 11 This package, apart from the fund, will be funded through government baseline. The social cohesion government work programme represents a comprehensive level of investment and activity across government agencies and Ministerial portfolios. The package influences the impact of government agencies or communities' activities but does not impose new or additional compliance or obligations.
- 12 Officials will report back to me in 2024 with an update of the *Social cohesion in Aotearoa New Zealand: baseline report of indicators*.

## Background

- 13 The Government established the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019 (RCOI) to advise how the public sector should respond to prevent any repeat of that tragedy. The RCOI's report highlighted social cohesion as fundamental to ensuring Aotearoa New Zealand's future wellbeing and security.

- 14 Social cohesion is where all individuals and groups in society have a sense of belonging, inclusion, participation, recognition, and legitimacy. All people, whānau, and communities should feel a real sense of belonging, where they feel recognised for the part they play and feel confident to live their life freely in Aotearoa New Zealand. This means valuing and upholding the nation's bicultural foundations while embracing Aotearoa New Zealand's increasingly diverse future. Our diversity is our strength and should be valued as such. However, there are also tensions and challenges from differences that require taking tangible steps to foster cohesion.
- 15 Improving social cohesion is also key to reducing the likelihood of future terror attacks through preventing extremism. This is a serious challenge that we need to tackle through a variety of measures. Improving social cohesion supports wider Government aims, which includes those arising from the RCOI report including the counter-terrorism strategy.
- 16 In response to the RCOI report, the Government took a set of immediate tangible actions to improve social cohesion. This included leveraging and building on the Education/Justice focus area in the Child and Youth Wellbeing Strategy, which aims to ensure children are free from racism and discrimination, and growing the Office of Ethnic Communities (now the Ministry for Ethnic Communities). There was also increased funding for anti-racism campaigns and employment action plans.
- 17 In May 2021, Cabinet agreed to the following actions to implement the RCOI report's social cohesion recommendations (SWC-21-MIN-0074):
  - 17.1 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 Aotearoa New Zealand, while valuing diversity and taking tangible steps to become an inclusive society.
  - 17.2 Build on the Government's existing work programmes through tangible government actions in the short, medium and long-term to improve social cohesion.
  - 17.3 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.

### **Te Tiriti o Waitangi is the foundation of social cohesion**

- 18 Aotearoa's bicultural foundations, the historical and ongoing inequities towards tangata whenua, and the evolving Māori-Crown partnership are the starting points for social cohesion in Aotearoa New Zealand. Te Tiriti o Waitangi established a partnership that is yet to be fully realised, and historical and ongoing inequities have resulted in distrust and inequitable outcomes.

- 19 The recognition of both difference and likeness between Māori and Pākehā is an implicit part of the partnership under Te Tiriti o Waitangi. The spirit and principles underpinning that partnership – reciprocity, good faith, and mutual benefit – should be the cornerstone of our efforts to make New Zealand more socially cohesive. In this way, Te Tiriti o Waitangi provides a positive framework that supports working together to achieve mutually beneficial outcomes for all New Zealanders, while safeguarding Māori rights and interests.
- 20 The whole-of-government approach I propose in this paper recognises how closely interconnected Te Tiriti o Waitangi and social cohesion are in Aotearoa New Zealand. It promotes action to support ongoing evolution of the Māori-Crown relationship in order to achieve equitable social cohesion and equitable wellbeing outcomes for Māori in and across all communities.

**Engaging with diverse communities informed the new strategic framework to promote social cohesion**

- 21 Since July 2021, the Ministry of Social Development (MSD) has undertaken widespread, targeted engagement with diverse communities, focused on trust, relationship building, and collaboration. Government agencies and civil society actors were involved in developing this work and will be involved in its implementation. Appendix one on ‘what we heard’ provides an overview of the process and key themes from the engagement process.
- 22 There are strong overlaps between these themes and government agencies’ existing work to strengthen the wellbeing of people, families, and communities.
- 23 Key themes that emerged from engagement include the following:
- 23.1 While ‘social cohesion’ is not a phrase that resonates widely in Aotearoa, the components of social cohesion (including belonging, participation, trust and equity) resonated strongly.
  - 23.2 Inequities undermine social cohesion.
  - 23.3 Māori engagement highlighted the importance of rangatiratanga and devolution of power, and the need to tailor approaches to different communities.
  - 23.4 The Government needs to acknowledge and reconcile with the past as part of moving forward.
  - 23.5 There is a strong desire for large-scale and systemic changes, including constitutional change and addressing inequities in health, income, and employment opportunities.
  - 23.6 Funding is a key constraint on communities’ action. There were consistent calls for simpler, high-trust and sustainable funding to support social cohesion activity outside of government.

- 23.7 Social cohesion is a constant work in progress that requires a long-term commitment and funding to sustain supportive activities.

**There are high levels of connectedness and belonging, however, these outcomes are not equitably experienced by different groups**

- 24 Social cohesion is a multi-dimensional concept that can be measured using a range of proxy indicators. Currently available data indicates some areas where outcomes appear positive. New Zealanders report connection to their social networks, a strong sense of belonging, high levels of trust in other people, institutions, and government, and high levels of participation in social, community, and civic activities. However, these outcomes are not equitable across all groups, with disparities across indicators of trust, wellbeing, loneliness, and participation in terms of education, employment and training and civic participation.
- 25 In the initial COVID-19 response, there was evidence of relatively high levels of social cohesion in Aotearoa New Zealand as many people observed restrictions and supported each other. It also created some new opportunities, such as flexible working arrangements increasing the connectivity of certain groups, such as disabled people or those looking after children.
- 26 COVID-19 also heightened real and perceived social cohesion concerns and exacerbated some inequities for groups with pre-existing and intersecting vulnerabilities, such as those in precarious work, with underlying health conditions, or caring responsibilities. Many groups were and continue to be disproportionately impacted by the ongoing pandemic response. This includes disabled people, people with reduced access to digital connectivity or transport, and people affected by job losses or business failures. The pandemic also heightened concerns about the increased influence of dis/misinformation, and feelings of disenfranchisement among some groups.
- 27 Appendix two provides a summary of the state of social cohesion using currently available data sources. A full report of the indicators and their status is intended to be released as part of framework implementation.

**A strategic framework will promote understanding of how to strengthen social cohesion**

- 28 I recommend that Cabinet agrees to the social cohesion strategic framework in Appendix three. The strategic framework underpins a whole-of-government approach by setting out a vision, outcomes, and enablers to help government agencies and communities understand how they can positively impact social cohesion.

- 29 Agreeing to the strategic framework will signal that government understands the importance of social cohesion and provides government agencies and community groups with a shared approach to action.
- 30 The framework consists of the following elements:
- 30.1 Founded on Te Tiriti o Waitangi.
  - 30.2 Vision – “All people, whānau and communities thrive, belong and are respected in Aotearoa New Zealand”.
  - 30.3 Outcomes – The outcomes describe what social cohesion looks like in Aotearoa New Zealand. We know we are socially cohesive when:
    - 30.3.1 People, families, whānau and communities are connected and feel like they belong, are willing and able to participate, are economically and socially included through equitable access to the determinants of wellbeing (including housing, education, employment, health), are recognised for who they are, and respect others and trust each other and institutions.
    - 30.3.2 The places people live, work, and play are safe, inclusive and supportive.
    - 30.3.3 Institutions and sectors are fair, responsive and accountable.
  - 30.4 Enablers for social cohesion action – these guide action by explaining what enables social cohesion action to be effective:
    - 30.4.1 Leadership and willingness to take risks: Bold and brave leadership to try new things and do things differently.
    - 30.4.2 Community-driven development: Decision-making and investment are driven by whānau and community aspirations and needs. They are trusted to develop their own solutions and make decisions on where funding should be allocated.
    - 30.4.3 Flexible approaches that recognise different needs: One size fits all approaches do not work. A person’s identity can expose them to overlapping forms of discrimination and marginalisation, and therefore require different forms of support to access or benefit from an initiative.
    - 30.4.4 Inclusive quantitative and qualitative data and research: To understand need, gaps and guide prioritisation.
  - 30.5 The focus areas for action – these will help us get to the outcomes:
    - 30.5.1 Tackling all forms of discrimination: This includes all forms (racism, sexism, ableism, ageism, homophobia, etc) and types (unconscious, interpersonal, institutional, blatant discrimination, systemic, structural etc).

- 30.5.2 Encouraging and facilitating positive interactions within and across diverse groups: This helps to reduce prejudice, challenge stereotypes, and build empathy and understanding.
- 30.5.3 Supporting and facilitating participation: Through inclusive institutions (including the education sector and places of employment) and people participating in political and civil life.
- 30.5.4 Ensuring equitable access to the determinants of wellbeing for all: By investing in addressing barriers to access for different demographic groups. Includes health, transport, social welfare, housing, environment, and more.
- 30.5.5 Fostering inclusive social values that unite us and value diverse contributions: This helps to build inclusive identities at the national and local level that also ensures people's individual and collective identities are respected and valued.
- 30.5.6 Protecting our society and environment for future generations: This includes community resilience, adaptation, conservation activities as well as arts, culture, sports, and heritage.

**The accompanying measurement framework informs our ongoing understanding of social cohesion in Aotearoa New Zealand**

- 31 I recommend that Cabinet agrees to the social cohesion measurement framework in Appendix four to track the strategic framework's vision and outcomes, as informed by its indicators.
- 32 The measurement framework provides a whole-of-population view of the outcomes, which can be broken down by subgroups where disparities emerge and data is available. It provides a consistent way for stakeholders, including government, to measure social cohesion and articulate their contribution to the social cohesion outcomes. It is not intended to monitor specific activities but can apply to different contexts in which social cohesion can be fostered.
- 33 The summary of the state of social cohesion (Appendix two) was developed from a longer baseline report on the current indicators which notes key limitations and areas for further development in data collection and monitoring. This longer baseline report will be released as part of the implementation of the framework.
- 34 Given the availability and frequency of current indicators, I recommend MSD officials report back to me in 2024 with an updated baseline report that includes new data and provides a review of the measurement framework. I also recommend that MSD provides an intermediate update prior to the 2024 report back.



**Existing actions that foster social cohesion are outlined and identified by the social cohesion government work programme**

- 35 I seek agreement to the social cohesion government work programme (government work programme) in Appendix five, which identifies existing government activity and three new actions that contribute to social cohesion. It is not necessarily exhaustive of all contributing government activities. The government work programme:
  - 35.1 identifies existing activities that contribute towards the outcomes of the social cohesion strategic framework.
  - 35.2 signals a commitment to social cohesion by drawing explicit links between work underway and social cohesion.
  - 35.3 provides a cross-government view on activity that may also inform approaches to evaluation and measuring effectiveness of our efforts.
- 36 The government work programme also includes the following:
  - 36.1 Existing actions that were agreed under a social cohesion/inclusion umbrella from 2019 and 2020 Cabinet decisions responding to the 15 March terror attacks.
  - 36.2 Other existing government actions that contribute to the outcomes in the social cohesion strategic framework but were not agreed to in the 2019 and 2020 Cabinet decisions above.
  - 36.3 New actions to explore.
- 37 The new actions proposed are an opportunity for government agencies and communities to embed the social cohesion strategic framework and support activities that foster social cohesion. It will be at the discretion of agencies to decide how to give effect to the new actions, which have been identified through extensive community engagement and analysis:
  - 37.1 s 9(2)(f)(iv) [REDACTED]
  - 37.2 s 9(2)(f)(iv) [REDACTED]
  - 37.3 s 9(2)(f)(iv) [REDACTED]

**Further action towards outcomes areas can be explored by government agencies through baseline activities**

- 38 While government agencies are already undertaking a significant amount of work to foster social cohesion, there are areas that would benefit from further action. These have been identified through engagement and are based on the outcome areas of the social cohesion strategic framework.
- 39 I encourage Ministers to consider how the priorities and activities in your portfolios can contribute to fostering social cohesion through inclusion and equity, recognition and respect, and trust.

*Inclusion and equity*

- 39.1 Marginalised communities and certain groups including Māori, Pacific peoples, ethnic communities, women, LGBTTTQIA+ communities, disabled peoples, and migrant and resettled peoples experience poorer outcomes in income, employment, housing, education, wealth, leadership and justice. This impacts their ability to participate in and feel connected to their communities, and their ability to participate in wider society.

*Recognition and respect*

- 39.2 Stakeholders identified that racism, ableism, sexism, ageism, queerphobia, and other forms of discrimination such as faith-based discrimination impact social cohesion. Migrants and resettled peoples from non-Western countries may experience different prospects compared to migrants from Western countries.
- 39.3 People that face discrimination are also more likely to experience loneliness and isolation. Some marginalised people, including the LGBTTTQIA+ community, do not feel safe to fully be themselves at work. People want to feel a sense of belonging and connectedness to their communities and to feel valued for their contributions. I recognise that the national action plan against racism will contribute to addressing racism in Aotearoa New Zealand. However, other forms of discrimination must also be addressed across government.

*Trust*

- 39.4 Trust between people, and between people and institutions is key to building social cohesion. Communities have called for the Government to devolve more decision-making power s (9)(2)(g)(i) [REDACTED]  
[REDACTED] Communities also need to be resourced effectively to participate equitably in contributing to social cohesion.

- 40 These outcome areas will be priorities for the social cohesion grant fund.

**Resources provide practical suggestions on how communities can contribute to social cohesion**

- 41 Communities play a large role in fostering cohesion. Many individuals, whānau, groups, and organisations are highly active in working to create opportunities and spaces for people to feel safe and they belong. While government has an important role, communities often understand what is actually needed to make a tangible difference in peoples' lives. Civil society is fundamental to maintaining and building social cohesion.
- 42 Practical and user-friendly information sheets have been developed to reflect the actions these sectors already take, and to act as a guide for people and organisations who are interested in other ways to improve social cohesion. These are attached in Appendix six.
- 43 For example, communities provide support and spaces for belonging and connection. Local government promotes social and cultural wellbeing, which is legislated in the Local Government Act 2002. The arts and culture sector contributes to peoples' health and wellbeing and provides spaces for connection within and between communities. Some businesses are creating more diverse and inclusive workplaces through recruitment practices and valuing their employees' intersectional identities.
- 44 I propose that the information sheets are publicly released on the MSD website, subject to minor editorial changes and design. They will be available in accessible versions, alternate formats, and different languages. There will also be direct engagement across the relevant sectors to further distribute the materials.

**A time-limited fund will support community-led action on social cohesion**

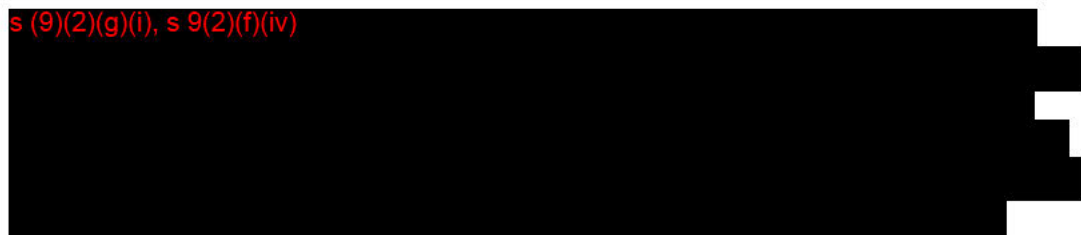
- 45 Budget 2022 approved the establishment of a one-off social cohesion community grant fund, which will support community-led initiatives that foster social cohesion. The funding of \$2 million in 2022/23 is held in tagged contingency to allow Cabinet to approve the design of the grant fund before the grant fund is drawn down.
- 46 Communities play a significant role in fostering social cohesion, however, marginalised communities can experience isolation and loneliness. The grant fund will support communities to run initiatives that create conditions for positive social interactions to occur and therefore contribute to social cohesion.
- 47 The co-funding model encourages recipients to explore sustainable long-term funding, while also recognising that volunteering time and expertise to the project is also valuable. Officials expect to receive applications of up to \$10,000, and therefore process up to 200 applications. This level of uptake allows the fund to support the maximum amount of suitable community initiatives.

**A contestable grant fund has been designed based on evidence and existing processes**

- 48 I have considered how a \$2 million contestable grant fund can be designed to best achieve the outcomes of the social cohesion strategic framework.
- 49 I recommend Cabinet agree to the following fund criteria:
- 49.1 The grant fund is open to local marae, whānau, hapū, iwi and community organisations including groups from the LGBTTTQIA+ community and disability sectors, multicultural councils and faith-based groups.
  - 49.2 The grant fund will support community-led initiatives including arts and cultural events, social gatherings and hui.
  - 49.3 In line with MSD funding policy, the grant fund will not fund activities intended to make a profit, involve the purchase of alcohol, be intended for limited companies that are not registered charities, or contribute to salaries of permanent staff.
  - 49.4 The grant fund will prioritise initiatives that contribute to one or more of the following priority outcome areas: inclusion and equity, recognition and respect, and trust.
  - 49.5 The grant fund will operate as a co-funding model, where the community contribution may be in kind.
- 50 The above proposed grant fund criteria are based on evidence that:
- 50.1 marginalised communities, including Māori, Pacific peoples, ethnic communities and disabled peoples, do not experience equitable outcomes, do not feel trusted, recognised or respected.
  - 50.2 creating the conditions for people from diverse groups to interact meaningfully with each other fosters social cohesion.
- 51 The criteria also aligns with the established MSD Community Capability and Resilience Fund (CCRF), which supported iwi, hapū and community groups to respond, recover and rebuild from COVID-19.
- 52 The fund will sit within MSD's Māori, Communities and Partnerships (MCP). MSD officials will assess applications against the criteria and the General Manager, Pacific and Community Capability programmes will be responsible for approving applications.
- 53 The fund aims to open in September 2022. MSD communications and marketing tools will be used to promote the fund and receive applications. Potential fund applicants will be engaged online and in person. Funded applicants will be expected to report on their initiative. The application process will need to be widely accessible.

54

s (9)(2)(g)(i), s 9(2)(f)(iv)



**Implementation**

- 55 Implementation of the social cohesion package will commence, subject to Cabinet agreement. The social cohesion products and tools are proposed to be launched to the individuals and groups who contributed to their development. This is expected to happen in September 2022. A design sample of the illustrated social cohesion strategic framework is in Appendix seven.
- 56 MSD will work with DPMC to develop guidance on the social cohesion strategic framework for CabGuide to support policy advisors to conduct social cohesion analysis where relevant.
- 57 It is intended that the fund will be available for applications from September 2022 onwards. The funding model will align to the Social Sector Commissioning principles and will be high trust, grants based, flexible, and allocated according to priority.
- 58 MSD will undertake engagement with sectors and communities to promote tools and establish a vision for social cohesion over three, five, and ten years.
- 59 MSD will progress the following actions under the social cohesion work programme:
  - 59.1 rolling out the social cohesion strategic framework across government agencies, communities, and sectors
  - 59.2 publishing and disseminating *Social cohesion in Aotearoa New Zealand: baseline report of indicators*
  - 59.3 publishing and disseminating social cohesion guidance for local government, communities, the business sector, the cultural sector and individuals
  - 59.4 publishing and disseminating the social cohesion government work programme
  - 59.5 publishing and disseminating a ‘What We Heard’ document capturing stakeholder views on what fosters social cohesion.
- 60 MSD will also explore using the social cohesion measurement framework to monitor the state and progress of social cohesion.

### Financial Implications

- 61 The social cohesion grant fund is in tagged contingency. In considering the Social Cohesion Budget Bid 2022, Cabinet agreed that the social cohesion grant fund will be drawn down by Minister of Finance, the Minister for Social Development and Employment, and the Associate Minister for Social Development and Employment, pending Cabinet agreement to the design.
- 62 MSD will fund implementation activities and administer the fund from within baseline. All actions in the government work programme are met within agencies' baselines.

### Legislative Implications

- 63 There are no legislative implications.

### Te Tiriti o Waitangi impact analysis

- 64 The approach proposed supports government to meet its Te Tiriti o Waitangi Article One obligations to govern the increasingly diverse society of Aotearoa New Zealand. It provides a framework to unify action to help all people who call Aotearoa New Zealand home feel and experience belonging and connection, participation, inclusion and equity, recognition, respect, and trust and confidence in its public institutions.
- 65 A more socially cohesive society better enables all citizens to enjoy the rights and privileges of citizenship, consistent with Article Three of Te Tiriti o Waitangi. We must fulfil our duty of care to ensure that those rights and privileges are enjoyed equally by Māori. This might require consideration of how Māori and the Crown define and measure equitable outcomes.
- 66 This process involved bespoke Māori engagement including nationwide hui, as well as broader engagement with tangata whenua. More extensive collaboration with Māori was limited due to constrained timeframes (driven by the requirement to report back to Cabinet), consultation periods coinciding with COVID-19 outbreaks, and resourcing and capacity constraints. I am committed to continuing to pursue efforts to foster relationships and partnership with Māori in social cohesion. This includes:
- 66.1 building a better understanding of Māori perspectives on social cohesion – MSD will ensure that social cohesion research questions draw out Te Ao Māori approaches
  - 66.2 exploring opportunities for collaboration and partnership with Māori in our implementation of the fund, the framework, and communications tools.
- 67 In our effort to improve social cohesion, I will look for opportunities to allow Māori to exercise rangatiratanga while recognising the right of the Crown to govern. This will be informed by engagement with Māori and other New Zealanders.

68 The table below shows connections between each element of the proposed social cohesion approach and Te Tiriti o Waitangi.

	<b>How Te Tiriti o Waitangi/Te Ao Māori have been incorporated</b>
<b>Strategic framework</b>	<ul style="list-style-type: none"> <li>• Recognises Te Tiriti o Waitangi as the foundation for social cohesion in Aotearoa New Zealand.</li> <li>• Draws some links between outcomes and Te Ao Māori concepts. For example, connecting belonging to whakapapa, tūrangawaewae, and taking a holistic view of wellbeing (from the Te Whare Tapa Whā model).</li> <li>• Recognises that adopting a Te Ao Māori approach (such as whānau-centred approaches) is a key enabler for social cohesion action.</li> </ul>
<b>Measurement</b>	<ul style="list-style-type: none"> <li>• Some indicators from Te Kupenga (the Māori wellbeing Survey) have been included, which measure connection to tūrangawaewae, whānau wellbeing, and connection to Māori identity (such as proportion of Māori that have engaged in cultural practice or te reo Māori).</li> </ul>
<b>Work programme</b>	<p>Draws connection between the following existing actions and social cohesion:</p> <ul style="list-style-type: none"> <li>• The plan to implement the United Nations Declaration on the Rights of Indigenous Peoples.</li> <li>• Promoting whānau-centred approaches</li> <li>• Maihi Karauna, the Crown’s Strategy for Māori Language Revitalisation 2019 – 2023.</li> </ul>
<b>Information sheets</b>	<ul style="list-style-type: none"> <li>• Promotes learning te reo Māori, tikanga Māori, and more about Te Tiriti o Waitangi and Te Ao Māori.</li> </ul>

**Climate Implications of Policy Assessment**

69 A Climate Implications of Policy Assessment (CIPA) is not required.

**Population Implications**

70 The general majority of people in Aotearoa New Zealand experience positive social cohesion, but these outcomes are inequitably spread. Addressing the inequitable access to the determinants of wellbeing and tackling discrimination are key areas of focus and key objectives of the proposed approach.

- 71 The approach also recognises the impacts of intersecting identities, which may compound discrimination, barriers to belonging, and lack of recognition, resulting in more loneliness, adverse health outcomes, and distrust.
- 72 The table below breaks down the impacts by certain population groups, while highlighting some key intersections:

<b>Population group</b>	<b>Impacts</b>
Māori	Māori experience high levels of discrimination and inequities in several sectors, such as health, education, justice, and housing. The proposed approach will guide action to remedy these inequities, restore trust, and support social cohesion outcomes for Māori. Positive experiences between Māori and other groups may also help to foster recognition and trust.
Women	The proposed approach will support government, communities, and sectors to address discrimination (for example, the gender pay gap and pay inequity) and to do things differently to ensure equitable access to opportunities (such as flexible work). The gender pay gap is highest for Māori, Pacific, disabled, and ethnic minority women. The proposed approach will also help combat misogyny and sexism, and issues associated with traditional gender roles, in society more widely.
Disabled people	In conjunction with other government initiatives, such as the establishment of a new Ministry for Disabled People and introduction of stand-alone legislation to accelerate accessibility, the proposed approach will support government, communities, and sectors to reduce inequities experienced by disabled people, for example in accessing public services, such as public transport and education. Support for communities to create opportunities for positive interactions may also help to reduce experiences of discrimination and isolation and improve mental wellbeing.
Children and Youth	The focus on action to reduce inequities in access to the determinants of health and wellbeing will help support government, communities, and sectors to address child poverty and wider wellbeing needs. Addressing inequities in education is also a strong focus in the work programme, to give children the skills and opportunities they need to thrive.
Faith-based communities	The proposed efforts to strengthen social cohesion will help to address experiences of discrimination and fear by faith-based communities. Supporting positive interactions between different faith groups, and between faith groups and other groups, may help to improve belonging in the wider community.
LGBTQTIA+	The focus on discrimination and equitable access to the determinants of health may help guide government, community, and sector action to help make more inclusive places and services for LGBTQTIA+ communities, who report



	experiences of discrimination as well as difficulty in being themselves in some spaces (such as workplaces). Supporting positive interactions between LGBTTTQIA+ communities and other groups and communities their identities may intersect with (such as faith-based and ethnic identities) may help to improve belonging, recognition, and wellbeing outcomes.
Pacific peoples	The proposed approach will help to encourage action to address discrimination and inequities experienced by Pacific peoples, such as in housing, education and employment. Supporting positive interactions between Pacific peoples and other groups may help to build trust and belonging.
Migrants, resettled peoples, and ethnic communities	The proposed social cohesion approach will support government and sectors to address inequitable outcomes and discrimination that ethnic communities, migrants, and resettled peoples experience. Ethnic communities, migrants, and resettled peoples report high levels of loneliness, low levels of feeling like they belong and feel welcome in Aotearoa New Zealand, and negative experiences when seeking employment and housing. The combined effects of racism and gender discrimination, in particular on migrant, immigrant, indigenous, minority and marginalised women is also a key challenge. Support for communities to create opportunities for positive interactions may also help migrant and resettled peoples, and ethnic communities feel welcome, recognised, and connected.
Older people	The focus on flexible approaches that consider different needs, tackling discrimination and ensuring equitable access to the determinants of health may help support better outcomes for older people. Positive intergenerational interactions can help to combat ageism, which has serious and far-reaching consequences for older people’s health and wellbeing. Ensuring that older people are respected, valued and included in their communities can help to address ageism and improve the wellbeing of older people, particularly those who experience other forms of marginalisation.

**Human Rights**

73 The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. The proposals uphold the United Nations Declaration on the Rights of Indigenous Peoples, the Convention on the Elimination of all forms of Racial Discrimination and the Convention on the Rights of Persons with Disabilities.

**Consultation**

74 The Department of Internal Affairs; Ministry of Education; Ministry of Justice; Office for Disability Issues; Ministry for Ethnic Communities; Ministry for Women; Ministry for Pacific Peoples; Ministry of Business, Innovation and Employment; Ministry for Culture and Heritage; Ministry of Foreign Affairs and

Trade; New Zealand Police; Department of Corrections; Treasury; Department of the Prime Minister and Cabinet, Ministry for Housing and Urban Development; Te Arawhiti; Ministry of Health; Social Wellbeing Agency; Te Puni Kōkiri; Te Mana Whakaatu – Classification Office; Ministry for the Environment; Ministry of Youth Development; Office for Seniors; Oranga Tamariki; Statistics New Zealand; Crown Law Office; Ministry of Defence; Ministry for Primary Industries; New Zealand Customs Service; New Zealand Intelligence Community; New Zealand Security Intelligence Service; Government Communications Security Bureau; Tertiary Education Commission; the Public Service Commission; the Serious Fraud Office; and the New Zealand Defence Force were consulted.

- 75 The Human Rights Commission, Mental Health and Wellbeing Commission, and Office of the Children’s Commission were consulted on the appendices.

### Communications

- 76 Subject to Cabinet agreement, I intend to publicly release the following publications in September 2022 on the MSD website, subject to minor editorial changes and design:

- 76.1 The social cohesion strategic framework
- 76.2 The social cohesion measurement framework and possible future reporting
- 76.3 A ‘what we heard’ document and the social cohesion government work programme
- 76.4 Information sheets to sectors on what communities and sectors can do
- 76.5 Implementation of the social cohesion grant fund.

- 77 These documents will be translated into 17 languages and available in accessible formats.

### Proactive Release

- 78 I intend to release this Cabinet paper and appendices proactively, with redactions as appropriate. The proactive release will be timed with the launch of the public facing materials and the launch of the fund.

### Recommendations

The Associate Minister for Social Development and Employment recommends that the Committee:

- 1 **note** that in May 2021 the Cabinet Social Wellbeing Committee (SWC-21-MIN-0074) agreed to the Associate Minister for Social Development and Employment’s proposed approach for working with communities to deliver the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019 social cohesion recommendations, including to:

- 1.1 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 Aotearoa New Zealand, while valuing diversity and taking tangible steps to become an inclusive society
  - 1.2 build on the Government's existing work programmes through tangible government actions in the short, medium, and long-term to improve social cohesion
  - 1.3 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
- 2 **agree** to the social cohesion strategic framework attached in Appendix three, subject to minor editorial changes and design
  - 3 **agree** to the social cohesion measurement framework attached in Appendix four, subject to minor editorial changes and design

*Social cohesion government work programme*

- 4 **agree** to the social cohesion government work programme attached as Appendix five consisting of:
  - 4.1 existing actions agreed to in *Improving Social Inclusion Post 15 March Terror Attacks* (CAB-19-MIN-0307.01 refers), *Continuing Action to Improve Social Inclusion* (CAB-20-MIN-0513 refers), *Report of the Cabinet Social Wellbeing Committee: Period ended 23 August 2019* (CAB-19-MIN-0427) and *All of Government Employment Strategy and Youth Employment Action Plan* (CAB-19-MIN-0385 refers)
  - 4.2 other existing Government actions that contribute to the outcomes in the social cohesion strategic framework but not identified in recommendation 4.1 above
  - 4.3 new actions for:

4.3.1 s 9(2)(f)(iv) [Redacted]

4.3.2 s 9(2)(f)(iv) [Redacted]

4.3.3 s 9(2)(f)(iv) [Redacted]

s 9(2)(f)(iv)

- 5 **agree** that the Associate Minister for Social Development and Employment publicly release, subject to minor editorial changes, design, and changes to ensure accessibility:
  - 5.1 the social cohesion strategic framework across government, communities, and sectors (attached as Appendix three)
  - 5.2 *Social cohesion in Aotearoa New Zealand: baseline report of indicators* (attached as Appendix two)
  - 5.3 the social cohesion information sheets for communities, sectors and individuals (attached as Appendix six)
  - 5.4 the government work programme (attached as Appendix five)
  - 5.5 the 'What We Heard' document (attached as Appendix one)
- 6 **direct** the Ministry of Social Development to report to the Associate Minister for Social Development and Employment with an update on implementation and social cohesion indicators in 2024
- 7 **note** the importance of other existing government and community-led activities that support social cohesion, including the national action plan against racism

*Social cohesion grant fund*

- 8 **note** that on 11 April 2022, Cabinet [CAB-22-MIN-0129 refers]:
  - 8.1 **noted** that the "Fund to support community-led initiatives to foster social cohesion" operating contingency has been established to establish a contestable grant fund that supports community-led projects which foster social cohesion
  - 8.2 **agreed** that the Minister of Finance, the Minister for Social Development and Employment and the Associate Minister for Social Development and Employment may jointly draw down the above contingency once Cabinet has approved the design of the contestable fund
  - 8.3 **noted** that a Cabinet paper is anticipated in June 2022 seeking approval of the parameters of this fund, and the contingency funding may be drawdown through this paper
  - 8.4 **agreed** that the expiry date for the above tagged contingency be 30 November 2022
- 9 **agree** to the following design of the contestable social cohesion grant fund:

**IN CONFIDENCE**

- 9.1 The grant fund is open to local marae, whānau, hapū, iwi and community organisations, multicultural councils and faith-based groups
  - 9.2 The grant fund will support community-led initiatives including arts and cultural events, social gatherings and hui
  - 9.3 The grant fund will not fund activities intended to make a profit, purchase alcohol, be intended for limited companies that are not registered charities or contribute to permanent FTEs or salaries
  - 9.4 The grant fund will prioritise initiatives that contribute to one or more of the following priority outcome areas: inclusion and equity, recognition and respect, and trust
  - 9.5 The grant fund will operate as a co-funding model, where the community contribution may be in kind
- 10 **agree** that the social cohesion grant fund can now proceed
- 11 **approve** the following changes to appropriations to provide for the decision in recommendation 10 above, with a corresponding impact on the operating balance and net core Crown debt:

Vote Social Development Minister for Social Development and Employment	\$m – increase/(decrease)				
	2022/23	2023/24	2024/25	2025/26	2026/27 & Outyears
<b>Multi-category Expenses and Capital Expenditure</b>					
Community Support Services					
<b>Non-Departmental Output Expense:</b>					
Community Support and Advise	2.000	-	-	-	-

- 12 **agree** that the proposed changes to appropriations for 2022/23 above be included in the 2022/23 Supplementary Estimates and that, in the interim, the increases be met from Imprest Supply
- 13 **agree** that the expenses incurred under recommendation 11 above be charged against the ‘Social Cohesion – Fund to support community-led initiatives to foster social cohesion – Tagged Operating Contingency’

- 14 **note** that the above drawdown will leave a nil balance in the ‘Social Cohesion – Fund to support community-led initiatives to foster social cohesion tagged operating contingency – Tagged Operating Contingency’.

Authorised for lodgement

Hon Priyanca Radhakrishnan

Associate Minister for Social Development and Employment

**Appendices**

Appendix one: What We've Heard

Appendix two: Social Cohesion in Aotearoa: baseline report summary

Appendix three: Social Cohesion Strategic Framework (formal version)

Appendix four: Social Cohesion Measurement Framework

Appendix five: Social Cohesion Government Work Programme

Appendix six: How you can contribute (information sheets)

Appendix seven: Social Cohesion Strategic Framework (illustrated version)