



Briefing to the Incoming Minister for Ethnic Communities



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Introduction

Welcome to the Ethnic Communities portfolio.

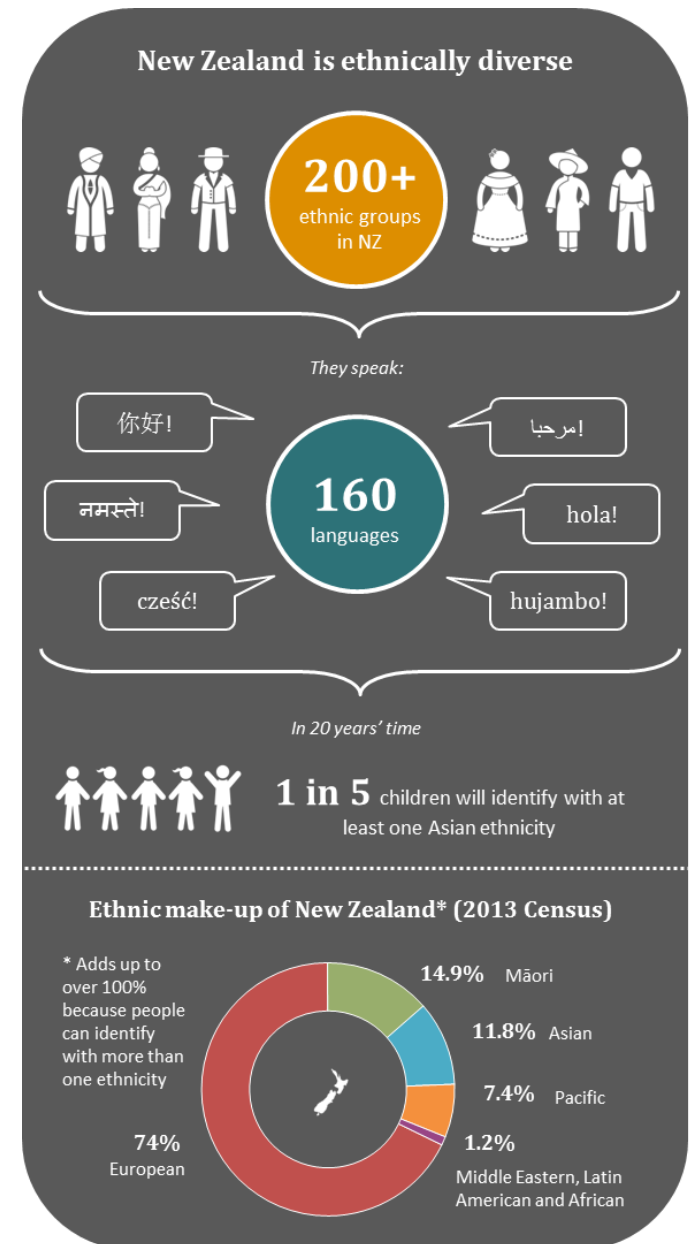
This portfolio works to ensure that ethnic communities develop and maintain a positive sense of belonging to New Zealand. Your role as Minister is to lead the Government's policies on ethnic diversity.

Our role is to support you to deliver your policy priorities and we will work with you to understand the direction you wish to take. We also help you to champion ethnic diversity in government appointment processes.

New Zealand is one of the most ethnically diverse countries in the world, and our diversity is projected to grow. A diverse population, with its wide range of skills and perspectives, enriches society and benefits economic development. The pace of change in our population can pose challenges to New Zealand's internationally recognised high levels of inclusiveness and tolerance.

You are the Government's lead advisor on ethnic communities, and the initiatives you support will empower these communities to participate fully in New Zealand society. You also lead parliamentary events that recognise and celebrate cultural diversity.

We look forward to working with you, to support the delivery of your priorities.



Part One: Strategic opportunities and challenges

New Zealand's population is growing more diverse ...

1. New Zealand is home to more than 200 ethnic groups speaking 160 languages. Within the bicultural context set out in the Treaty of Waitangi / Te Tiriti o Waitangi, our nation is becoming increasingly multicultural.
2. There is great variety within New Zealand's ethnic communities too. Our country is home to large, well-established ethnic populations that have been here since the 19th Century. It is also home to smaller, emerging populations that have settled here after being displaced and facing considerable hardship.
3. Our population statistics show just how diverse we have become and the pace of change. (See **Appendix E** for more detail.)
4. A snapshot shows that:
 - New Zealand's Asian communities numbered just 48,000 people 30 years ago. In Census 2013, this population had grown almost tenfold to 472,000. It is projected to reach more than 1.2 million in another 20 years.
 - The last Census also recorded a combined Asian and MELAA (Middle Eastern, Latin American and African) population of 519,000 people. This represents 13 per cent of the total population, compared with 14.9 per cent Māori and 7.4 per cent Pacific. The Asian and MELAA population groups are also growing at a faster rate than the Pākehā/New Zealand European, Māori and Pacific populations.
 - The rapid growth in our Asian and MELAA populations has had an impact on the size of New Zealand's religious minority groups. Census 2013 data shows that the number of people affiliating with Islam and Hinduism doubled in New Zealand between 2001 and 2013 (to 45,504 and 88,851 respectively).

- Auckland remains the focus of New Zealand’s population growth, and its increasing diversity. It is one of the world’s most diverse cities, with 39 per cent of its population born overseas. It is an incubator for innovative ways of embracing ‘superdiversity’, a term used to describe the city’s high levels of diversity. We can learn from its example to ensure that ethnic perspectives are considered in how government delivers services in other regions.

It is important to harness the strength of our diverse society ...

5. From an economic perspective, New Zealand’s diversity is a major source of comparative advantage. New Zealand businesses can be more competitive internationally and at home by capitalising on the knowledge, skills, perspectives and relationships of its diverse population.
6. Migration continues to be important for future economic outcomes, particularly in provincial New Zealand and to address gaps and skills shortages in the labour market. Newcomer communities often maintain links with their countries of origin, and these links can benefit New Zealand socially and economically.
7. To ensure we make the most of the variety of skills and approaches our diverse workforce provides, it is important to be attentive to differences in cultural values, language, employer and employee practices and expectations.

And so is maintaining our inclusive society ...

8. New Zealand enjoys high levels of harmony.¹ It continues to have a strong record in human rights and in measures related to social cohesion, which is often described as the ‘glue’ that holds society together.
9. We must work to ensure we retain this standing. Overseas examples have shown that social cohesion can come under strain as conditions in a society change. An ethnic community’s sense of wellbeing in New Zealand can also be affected by international events.

¹ Source: Institute for Economics and Peace (2017). www.visionofhumanity.org/indexes/global-peace-index/

“How do we cultivate curiosity and an understanding of those of different cultures, faiths and ethnicities and build a well-formed, wise and inclusive society?”

Source: Migrant Journeys, 2015

10. Media reports and some studies indicate that some New Zealand communities continue to face discrimination, and struggle to build a sense of identity and belonging. Barriers include language, unconscious bias and discrimination. These factors can make it difficult to get access to employment, information and services.
11. Ensuring that New Zealand embraces and values the diversity of its population can help to build the sense of belonging and participation that we need. This is especially apparent for the more visible ethnic communities that have established themselves in New Zealand over successive generations. They reasonably expect to enjoy the same level of inclusiveness and equality of opportunity that is extended to all New Zealanders.
12. Developing a sense of belonging and inclusion for all migrants and former refugees is essential if New Zealand is to benefit from the advantages their diversity brings. This will help to ensure our society is strong.
13. Ethnic communities aspire to much greater social and political recognition of their status and value in contemporary New Zealand. They increasingly look to the government for more frequent public support and discussion about their legitimate place in New Zealand and their value to society and the economy. They expect the State sector to show cross-cultural awareness, sensitivity and demonstrated capability in its contact, conversations and partnerships with ethnic communities.

Opportunities within the portfolio

14. Several ministerial portfolios have a focus on supporting New Zealand's diverse communities. These include the Minister for Pacific Peoples, the Minister for Women, and the Minister for Māori Development. This work also connects strongly with the work of your colleagues in the wider Internal Affairs portfolios, including the Community and Voluntary Sector portfolio.
15. We welcome the opportunity to talk with you about how you might work with your ministerial colleagues to start a conversation, both nationally and within communities, about how to maximise the value of New Zealand's diversity.

“I am lucky to still be alive, and I am really lucky to be in New Zealand. It's a beautiful country with beautiful people, but there's a big 'but', and it's about jobs. That's why I became a taxi driver.”

Source: Migrant Journeys, 2015

16. You can help ensure that ethnic perspectives inform government decisions and influence agencies whose policies and initiatives have an impact on ethnic communities. We can work to support you to identify opportunities to ensure the changing face of New Zealand is considered at the early stages of developing policy and designing government products and services.
17. Communities increasingly expect to shape the initiatives that are intended *for them* so that they are also *by them*. It is clear that there is no single right way to serve all ethnic communities and that more tailored approaches are needed.
18. Your role in engaging with the ethnic communities sector provides a vital conduit between the government and ethnic communities. You also have an opportunity to celebrate diversity and lead initiatives that enable ethnic communities to fully participate in New Zealand society.

How we can support you

19. **Building the evidence base:** We are strengthening government’s knowledge about the issues that affect the successful integration of ethnic peoples into New Zealand society. This includes the wide range of ethnic communities in New Zealand, from well-established to new and emerging. We need to better understand how to foster a mutual sense of understanding and respect, and to find ways to support those who might feel isolated and excluded. Ethnic community leaders increasingly hold the key to successful community-led initiatives and interventions.
20. **Using our community insights to shape policy:** We use our community engagement expertise to provide a more nuanced understanding of the complexities behind statistics. By blending data and research with community insights, we can provide advice to shape targeted, evidence-based policy and operational responses.
21. **Diversity on boards:** We will be seeking your influence to secure the collection of ethnicity information relating to governance roles within the public sector. This would enable us, with your agreement, to establish baseline measures and set targets for greater ethnic diversity on State sector boards. We also can work with you on opportunities to influence greater diversity on private sector boards.

“We are a small country and we need to connect more widely and more actively. I believe the future will see a lot more languages on the street, a strengthening of Māori and Pasifika culture and more diversity across all sectors. Equally, I hope it is a New Zealand where my children can grow up and say, with confidence, I am a New Zealander, yes, of Vietnamese and Indian descent, but also, I am a nation.”

Source: In my own words, Office of Ethnic Communities, 2017

Part Two: Roles and responsibilities

Your role as Minister for Ethnic Communities

22. As Minister for Ethnic Communities, you play an important role in helping the Government to achieve broader priorities that affect and include the ethnic communities sector. This involves:
- championing the benefits of ethnic diversity and inclusion for the prosperity of all New Zealanders;
 - promoting the integration of ethnic communities into New Zealand's social, economic and cultural life;
 - engaging with ethnic communities; and
 - working with other Ministers on government priorities.
23. Acting on behalf of the Government, you are the Settlor of the Chinese Poll Tax Heritage Trust (the Trust). This gives you responsibility for matters relating to the establishment or disestablishment of the Trust, and the appointment of trustees. The Trust was established in 2004 as a gesture of goodwill to the descendants of poll tax payers in recognition of the hardship caused by the poll tax. New appointments were made earlier this year and the eight trustees are now in place until 2020. Further information on the Trust can be found in **Appendix A**.

Portfolio funding within Vote Internal Affairs

24. As Minister for Ethnic Communities, you are responsible for \$6.1 million of expenditure within appropriations relevant to the Ethnic Communities portfolio. See **Appendix B** for details of the appropriations. The briefing *Welcome to the Department of Internal Affairs* provides you with more information about:
- Vote Internal Affairs;
 - the Minister of Internal Affairs' role as Vote Minister and the Minister Responsible for the Department; and
 - coordinating budget planning.



The ethnic communities sector

25. The Ethnic Communities portfolio includes a complex mix of stakeholders with varying levels of engagement with government. Community stakeholders from large, well-established ethnic and religious groups are particularly active, and historically there has been considerable interaction with the leaders of these communities.
26. There are five key umbrella organisations with a broad membership base and national reach, as well as many other local and regional community and business-oriented organisations. The five umbrella organisations are:
 - Multicultural New Zealand;
 - the Federation of Islamic Associations of New Zealand;
 - the New Zealand Indian Central Association;
 - the New Zealand Chinese Association; and
 - the African Communities Forum Incorporated.
27. You are likely to be contacted by representatives from these organisations on behalf of their respective communities. These contacts are likely to focus on establishing relationships with you and seeking ongoing engagement. We recommend that you agree to meet during your first few months in the portfolio. We have included information about these organisations in **Appendix C**.
28. A wide range of smaller and emerging ethnic communities also are active in New Zealand and are increasingly seeking engagement with Ministers. We will provide you with information on New Zealand's ethnicity statistics and the range of established and emerging community groups in the coming months.
29. In addition to formal meetings, you are likely to receive a large number of invitations to community events and events with religious and cultural significance. These will include celebrations of other nations' independence and national days. We can provide you with advice on any invitations and requests from communities to engage, as well as support you with any events that you choose to attend.

30. Previously, parliamentary events have been held for Chinese New Year, Africa Day,² Eid ul-fitr³ and Diwali.⁴ It was not possible for you to host a parliamentary event to celebrate Diwali this year due to the timing of the election, and the necessary time required to form the new Government. We would like to discuss the possibility of hosting an alternative parliamentary celebration for the Indian and Hindu communities. An alternative celebration would most likely be in March or April 2018.
31. Chinese community groups and the Chinese Poll Tax Heritage Trust have expressed their hope that you will host the parliamentary Chinese New Year celebrations early next year. We will provide more information about this closer to the time.

The role of the Office of Ethnic Communities

32. The Office of Ethnic Communities (OEC) is a small office located within the Department of Internal Affairs with staff in Auckland, Wellington and Christchurch.
33. OEC supports you with advice on policy and community engagement. It also delivers the products and services listed below.
34. Key contacts in the Department of Internal Affairs are shown in **Appendix D**.

Language Line

35. Language Line was established in 2003. The service provides telephone interpreting in 44 languages, including te reo Māori and Pacific languages. The top five requested languages are Mandarin, Samoan, Korean, Cantonese and Tongan. Language Line takes more than 1,000 calls per week, is used by approximately 100 public sector agencies, and is available to private sector organisations.

² Africa Day is the annual global commemoration of the founding of the Organisation of African Unity (OAU) on 25 May 1963. That organisation is now the Africa Union (AU).

³ Muslim festival to celebrate the end of Ramadan.

⁴ The Hindu festival of lights is celebrated every year in spring (in the Southern Hemisphere). Diwali is also known as Deepavali.



36. The importance of Language Line is recognised in its status as a Priority One function under the Department of Internal Affairs' Business Continuity Plan. This means that systems are in place to ensure its continuation following major disruptions such as an earthquake.
37. The service is available free of charge to clients of participating public and private sector agencies. It is funded through the Migrant Levy,⁵ and cost recovery of call fees from participating organisations. In the 2016/17 financial year, Language Line provided a service worth \$1.5 million.
38. The Department of Internal Affairs provides the service through its call centre, with a third party to supply the interpreters.
39. Language Line is one of a number of government language assistance services under review by the Ministry of Business, Innovation and Employment (MBIE). Current Language Line funding arrangements are in place until June 2019.

Ethnic Communities Development Fund (ECDF)

40. OEC is responsible for the Ethnic Communities Development Fund (ECDF) of \$0.520 million per year for community groups. ECDF has three funding priorities: social cohesion, leadership development and cultural events.
41. The Department's Community Operations administers the ECDF on behalf of OEC.
42. The first round of the ECDF was completed in December 2016 and the full amount of funding (\$0.520 million) was allocated for projects completed this year. The second funding round closed in September this year, and the Department is assessing requests. We will provide you with a briefing about grant decisions in mid-December. We will also work with your office on communications opportunities for announcing the outcomes.

⁵ The migrant levy helps to fund migration research and some settlement services (including some outside Vote Immigration, such as Language Line, English language services and migrant employment assistance).

Nominations service

43. We run a nominations service to support the Government's goal of ensuring that the make-up of its boards and committees reflects New Zealand society. We would like to have an early conversation with you about how to ensure ethnic communities are better represented on government appointed bodies, and that governance roles are better able to leverage the skills of ethnic communities.

Working with other government agencies

44. In August this year the OEC joined the Ministry of Justice-led delegation to the United Nations Convention on the Elimination of All Forms of Racial Discrimination (CERD). The Committee released its recommendations at the conclusion of the examination. We will update you on this and the proposed government response in due course.
45. We are working closely with MBIE to implement the New Zealand Migrant Settlement and Integration Strategy and the Refugee Resettlement Strategy. We are interested in MBIE-led initiatives that create more welcoming and inclusive communities, that address the cultural capability of the public sector, and that consider language assistance services.
46. We are also working with agencies, including the State Services Commission and the Human Rights Commission, and other parts of the Department of Internal Affairs, to explore and advance ways to keep the fabric of our society strong.

Part Three: Briefings and decisions

47. The following table is a list of briefings relevant to your portfolio that, subject to your approval, we will provide you in the coming months. We will work with your office on the delivery of these briefings.

Date with Minister	Title	Detail	Priority
November 2017	Overview of the budget process	Overview of the budget process and your role as portfolio Minister <i>For noting</i>	High
November 2017	2017 October Baseline Update for Vote Internal Affairs (Ethnic Communities)	Update on any financial changes since the budget <i>For noting</i>	Medium
December 2017	Ethnic Communities Development Fund	Update of funding decision for 2018 projects, and opportunity for Ministerial announcement <i>For noting</i>	Medium

Appendix A: Ministerial responsibilities related to the Chinese Poll Tax Heritage Trust

In 2002, the New Zealand Government formally apologised for a poll tax and other discriminatory legislation imposed on New Zealand's early Chinese settlers. The Chinese Poll Tax Heritage Trust was established in 2004 as a gesture of goodwill to the descendants of poll tax payers in recognition of the hardship caused.

The Trust promotes the preservation of Chinese New Zealand history, in particular, an awareness of the contributions made by the early Chinese settlers. The Trust achieves this by making grants and commissioning works. The Trust allocates up to \$0.150 million in grants each year and is administered by the Department of Internal Affairs.

The Minister for Ethnic Communities, acting on behalf of the Government, is the Settlor of the Trust. As Minister you are responsible for matters relating to the establishment or disestablishment of the Trust, and the appointment of trustees every three years.

There are eight trustees, all of whom are descended from original poll tax payers. The trustees are Paul Chin, Virginia Chong, Mark Ngan Kee, Liz Ngan, Richard Leung, Kai Luey (Chair), Melissa Wong and Malcolm Wong. Appointments were last made in May 2017. The terms of appointment for some trustees end in 2020.

The Trust has commissioned its first book on the history of fruit shops in New Zealand. Market gardening and ownership of fruit and vegetable shops were one of the main occupations that Chinese immigrants to New Zealand took up after the gold rush era. The Chair of the Trust, Kai Luey, has proposed that the official launch of the book should take place at your Chinese New Year Parliamentary celebration in 2018.

Appendix B: Appropriations

Vote Internal Affairs

Funding for the Ethnic Communities portfolio is appropriated within Vote Internal Affairs. More information about the Vote and appropriations can be found in the *Welcome to the Department of Internal Affairs* briefing.

Ethnic Communities portfolio funding

As Minister for Ethnic Communities, you are responsible for all expenditure and services received under appropriations relevant to the Ethnic Communities portfolio. The Ethnic Communities portfolio appropriations are \$6.1 million (\$5.6 million departmental operating and \$0.5 million non-departmental).⁶ The tables on the following pages outline these appropriations based on Main Estimates of Appropriations 2017/18.

In November 2017, you will receive the October Baseline Update briefing, which provides you with more detailed information about the appropriations for your portfolio and any financial changes since the Main Estimates of Appropriations 2017/18.

⁶ Departmental operating appropriations are outputs, other expenses, or expenditure incurred by the Department. The Department is responsible to the Minister for what is achieved with departmental appropriations. Non-departmental appropriations are where Ministers have decided to use a supplier other than a department to provide an output.

Departmental operating

You are responsible for \$5.6 million of departmental operating appropriations.

\$million	Departmental appropriations based on Main Estimates of Appropriations 2017/18
5.071	Provision of advisory and information services to ethnic communities; management of the contract for the telephone interpreting service (Language Line); and provision of information and training to ethnic communities and agencies using Language Line*
0.108	Provision of services to Ministers to enable them to discharge their portfolio (other than policy decision-making) responsibilities relating to ethnic communities*
0.376	Provision of advice (including second opinion advice and contributions to policy advice led by other agencies) to support decision-making by Ministers on government policy matters relating to ethnic communities*
5.555	Total Departmental Operating

Non-departmental operating

You are also responsible for \$0.520 million of non-departmental operating appropriations.

\$million	Non-departmental appropriations based on Main Estimates of Appropriations 2017/18
0.520	Settling-In Grants – Providing grants to refugee and migrant community organisations to assist in reducing barriers to settlement

*Denotes a multi-category appropriation, which is a single appropriation made up of multiple categories (which can be different types of expenditure including output expenses, other expenses, and non-departmental capital expenditure) that all contribute to the same overarching purpose.


Appendix C: Key stakeholders in the Ethnic Communities portfolio

The following table lists the key stakeholders in the sector. We will provide contact details to your office. It is standard practice for us to support you in meeting with stakeholders. We will provide briefings before you meet with stakeholders including biographies, and can attend meetings if you wish.

Ethnic community organisation	Contact	Role
Multicultural New Zealand www.nzfmc.org.nz	National President: Pancha Narayanan	Multicultural New Zealand (formerly the New Zealand Federation of Multicultural Councils) was established in 1989 and advocates across a number of ethnic communities and faiths. There are affiliates in most regions in New Zealand. Multicultural New Zealand received Ethnic Communities Development Fund (ECDF) funding in 2016/17 for a capacity building initiative and to support Race Relations Day 2017.
Federation of Islamic Associations of New Zealand (FIANZ) www.fianz.co.nz	President: Hazim Arafah	Established in 1979, FIANZ is the primary organisation representing New Zealand's Muslim population. FIANZ is one of the few certifiers, in New Zealand, of halal products for export. FIANZ has affiliates in the main centres in New Zealand, and has a group representing the interests of Muslim women. This group, the Islamic Women's Council of New Zealand (IWCNZ), was formed in 1991 and recognises all Muslim women in New Zealand as its members.
New Zealand Indian Central Association (NZICA) www.nzindians.org.nz	President: Bhikhu Bhana	The New Zealand Indian Central Association (NZICA) was formed in 1926 and is the oldest Indian organisation in New Zealand. NZICA has 10 affiliated branches and 7 associate or probationary members in the main centres in the North Island and in Christchurch representing the needs of Indian diaspora in New Zealand. NZICA was awarded ECDF funding in 2016/17 for its 'MOKAA' photographic exhibition.
New Zealand Chinese Association (NZCA) www.nzchinese.org.nz	National President: Meng Foon	NZCA was established in 1935 and played a pivotal role in the establishment of the Chinese Poll Tax Heritage Trust. NZCA has affiliates throughout New Zealand. Its membership largely comprises those who can trace their ancestry to the first Chinese migrants who came to New Zealand in the 19 th Century. The Nelson branch was awarded ECDF funding in 2016/17 for a cultural celebration.

Ethnic community organisation	Contact	Role
African Communities Forum Incorporated (ACOFI) www.acofi.org.nz	National President: François Kayembe	ACOFI was established in 2011 and is a national African umbrella group based in Auckland. ACOFI's aim is to move towards more sustainable efforts that help build, strengthen, create diversity and sustain the growing numbers of African people.

Appendix D: Key contacts in the Department of Internal Affairs

Chief Executive of Internal Affairs	
Colin MacDonald Chief Executive Secretary for Internal Affairs Secretary for Local Government Government Chief Digital Officer 04 495 9396 027 498 3515	
Policy, Regulation and Communities	
Marilyn Little Deputy Chief Executive 04 816 4073 021 228 8118	
Office of Ethnic Communities	
Wen Powles Director 04 816 4028 027 566 2663	

Appendix E: Snapshot of ethnic diversity in New Zealand

