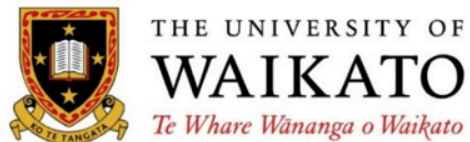




Understanding institutional capacity to respond to diversity.

Geoff Stone (Ripple)

Robin Peace (Massey University).





Institutional evaluations

- *Purpose:*
 - develop different understandings of the challenges facing New Zealand institutions that interface with increasingly diverse population
- *Sites:*
 - English Language Partners NZ* – national NGO
 - New Zealand Police Māori, Pacific and Ethnic Services* – subsection of National policing at HQ & District levels
 - Chinese New Settler Services Trust* - Auckland / Asian focused Not for Profit



Dialogic & participatory methodology

Dialogue helped both evaluators and organisational leaders develop new ways of thinking about

- leadership
 - decision-making
 - accountability
 - organisational change
- ***Accountability in complex settings not only needs to show progress along impact pathways and increasing confidence in the likelihood of achieving future impact, but also that the program is using M&E data to gain a better understanding of the system it is trying to change, and taking management decisions based on this understanding***

(Douthwaite, Mayne, McDougall & Paz-Ybarnegaray (2017 p, 308).

Framework of mediating models (ELPNZ)

NZ public service strategies	Theoretical stance	Evaluative approaches	Organisational development approaches	Complexity thinking approaches	Settlement constructs/ concepts
<p>Migrant Settlement & Integration Strategy (INZ: 2014)</p> <p>Refugee Settlement NZ Resettlement Strategy (INZ: 2012)</p> <p>Auditor General's recommendations (OAG, 2013,2016)</p>	<p>Abduction (Tavery& Timmermans 2014; Schwandt, 2015)</p> <p>Reflective practice (Schön, 1984)</p> <p>Design thinking (Brown, 2008)</p> <p>Adaptive managmnt (Hollings, 1978)</p>	<p>Developmental evaluation (Patton, 2011)</p> <p>Personalizing evaluation (Kushner, 2000)</p> <p>Qualitative additionality (Hind, 2010)</p> <p>Theory of Evaluation influence (Henry & Mark, 2003)</p>	<p>Organisational assessment (Universalialia)</p> <p>Organisational learning (Argyris & Schön, 1996; Senge, 1990)</p> <p>Organisational development (Pope, 2013)</p> <p>Subsidiarity (Stame, 2003)</p>	<p>Services and systems design (Mager, 2008)</p> <p>Behaviour change at a systems level (Hendriks et al., 2013)</p> <p>Collective Impact (FSG n.d.)</p> <p>Co-design (Burkett, 2016)</p> <p>Actor/ecology mapping (FSG, n.d.; Tassi, 2009)</p> <p>Alignment mapping (Kalbach, 2016)</p>	<p>Integration (Berry, 2015; Ager& Strang (2008)</p> <p>Social Cohesion (Peace et al., 2005)</p> <p>Social Capital (Social Capital Research, n.d.; Roskruge & Poot, 2016)</p> <p>Homebuilding (Hage, 1997)</p> <p>Neighbourliness (Kusenback (2006)</p> <p>Superdiversity (Vertovec, 2007)</p>



Context

Current 'place' of diversity discussion in government agencies

- HR – recruitment and hiring. High levels of engagement – clear focus on policies to address employment profile within agency
- Service delivery – Few 'Diversity Strategies' in place. e.g. NZ Police *Ethnic Strategy*

Cultural narratives of diversity = state narratives

Pākehā / English language / Christian

nothing / little framed through Māori or Pacific epistemologies / axiologies

Monologic view of diversity - response to visible 'ethnic' diversity

- Linguistic diversity generally 'invisible' – te reo an exception
- Religious diversity generally unspoken (deemed 'private')
- Gender diversity (F/M) acknowledged widely – LGBTQI not so much
- Age framed in contexts of education, employment, retirement.



Ethnic categorization: a case in point

State narrative: DIA ‘hands tied’ by mandated definition

“migrants, refugees, long-term settlers, and those born in New Zealand who identify their ethnicity as:

- African
- Asian
- Continental European
- Latin American
- Middle Eastern” <https://www.ethniccommunities.govt.nz/>
- Multiple poorly elaborated intersections with Māori, Pacific Pākehā as also, ethnic communities
- Funding dependencies on these ‘ethnic’ definitions e.g. ELPNZ
- Organisational dependencies on these ‘ethnic’ positionings e.g. MPES

CaDDANZ engagement with evaluation



- Five ‘evaluative’ projects
 - institutional evaluations: ELPNZ, NZPolice, CNSST
 - meta-level synthesis of agency diversity engagement
 - meta-level synthesis 23 CaDDANZ projects
- Focus of Institutional Evaluations
 - Close **working partnerships**
 - Focus on ‘**organisational sensemaking**’
 - Identification of **barriers and enablers**
 - Key reliance on **visual tools** to enable dialogue



ELPNZ

Purpose

- what was working well
- what barriers were faced by the organisation
- where better policy and improved service delivery could be envisaged.

Context

- wider policy, legal/administrative, and operational context that constrains and enables good settlement outcomes
- ELPNZ's responses to increasing diversity
- stakeholder perceptions

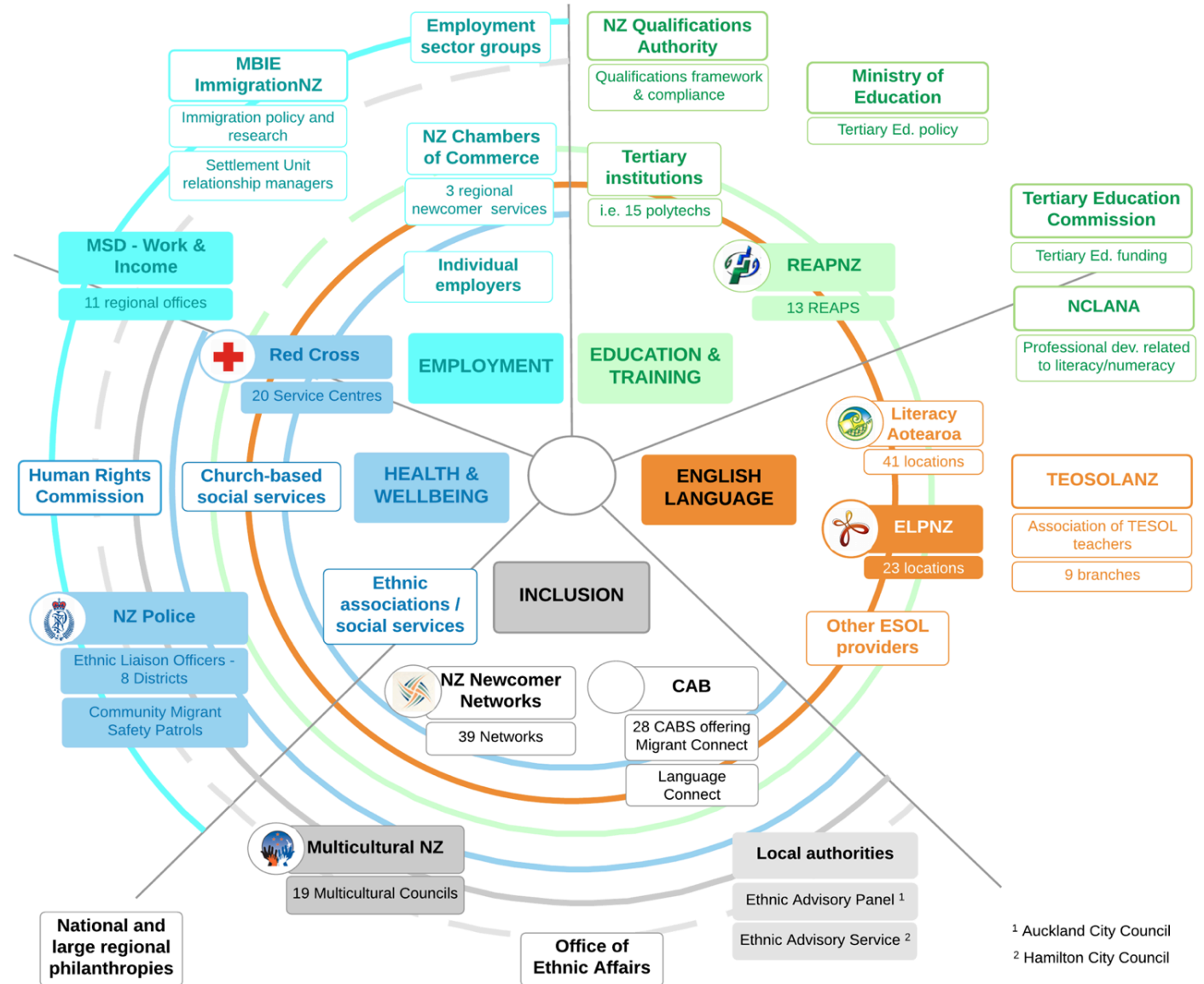


1. Mapping SERVICE ECOLOGY

Example: an ecosystem map of the settlement service ecology organised by New Zealand Settlement Strategy outcomes

This allowed us to show:

- how ELPNZ maps to INZ strategy
- how complex and significantly disorganised the service ecology is, and
- that ELPNZ works across all settlement outcomes but is funded as primarily as a 'language school'



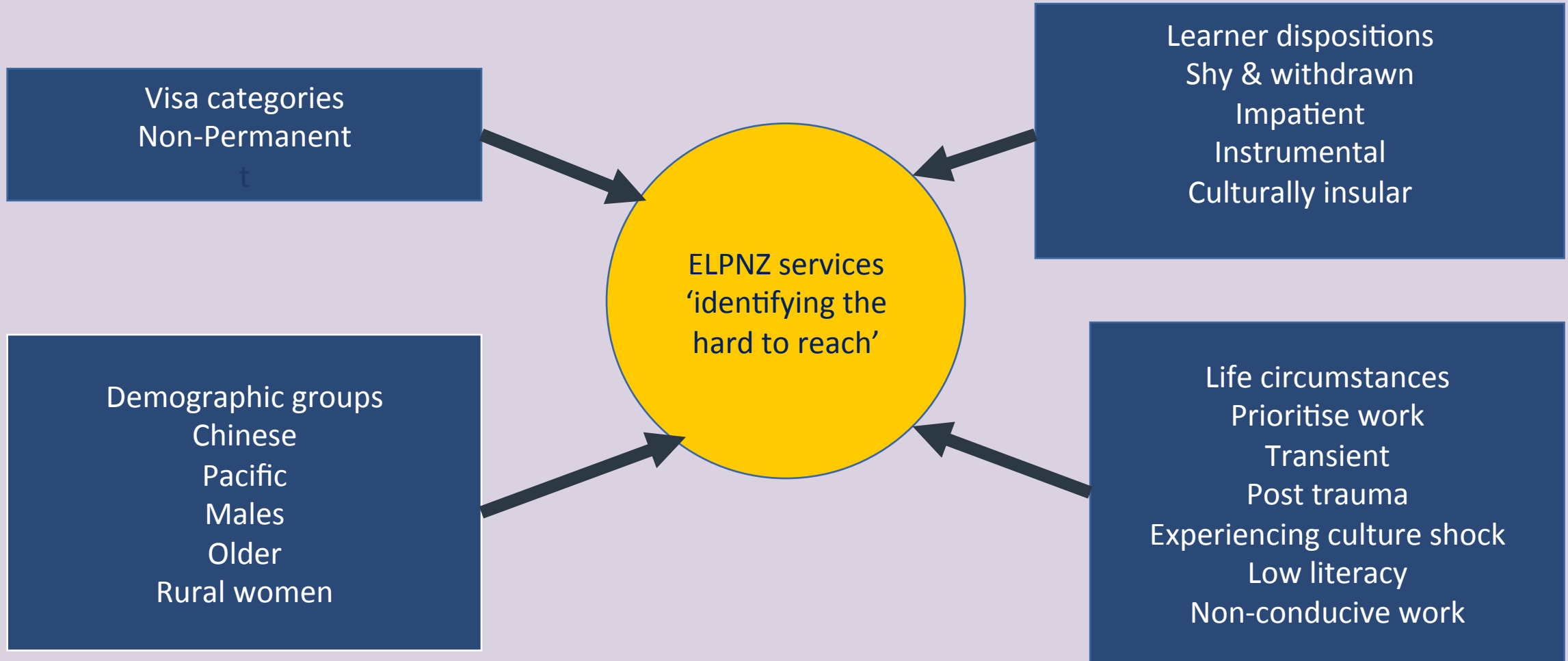


Main findings

- Point in time ‘view/review’ of service ecology can start conversation on
 - Informal underacknowledged intersections
 - High level of complexity - Multiple
 - policy / funding agencies
 - service providers
 - community networks
 - advocacy groups
 - social support groups
 - Scales of activity – community, local, urban, regional, national
 - Settlement space occupied in response to perceived needs and funding success
 - local single site operators (some large, others small, and some agglomerated into complex and idiosyncratic entities)
 - small nationally-networked organisations working under a similar remit to ELPNZ
 - larger national organisations affording various levels of regional autonomy.
- Some still miss out



Who misses out - findings





MPES

High level heads of agreement

2015 redevelopment of Ethnic Strategy

Agreed focus of work

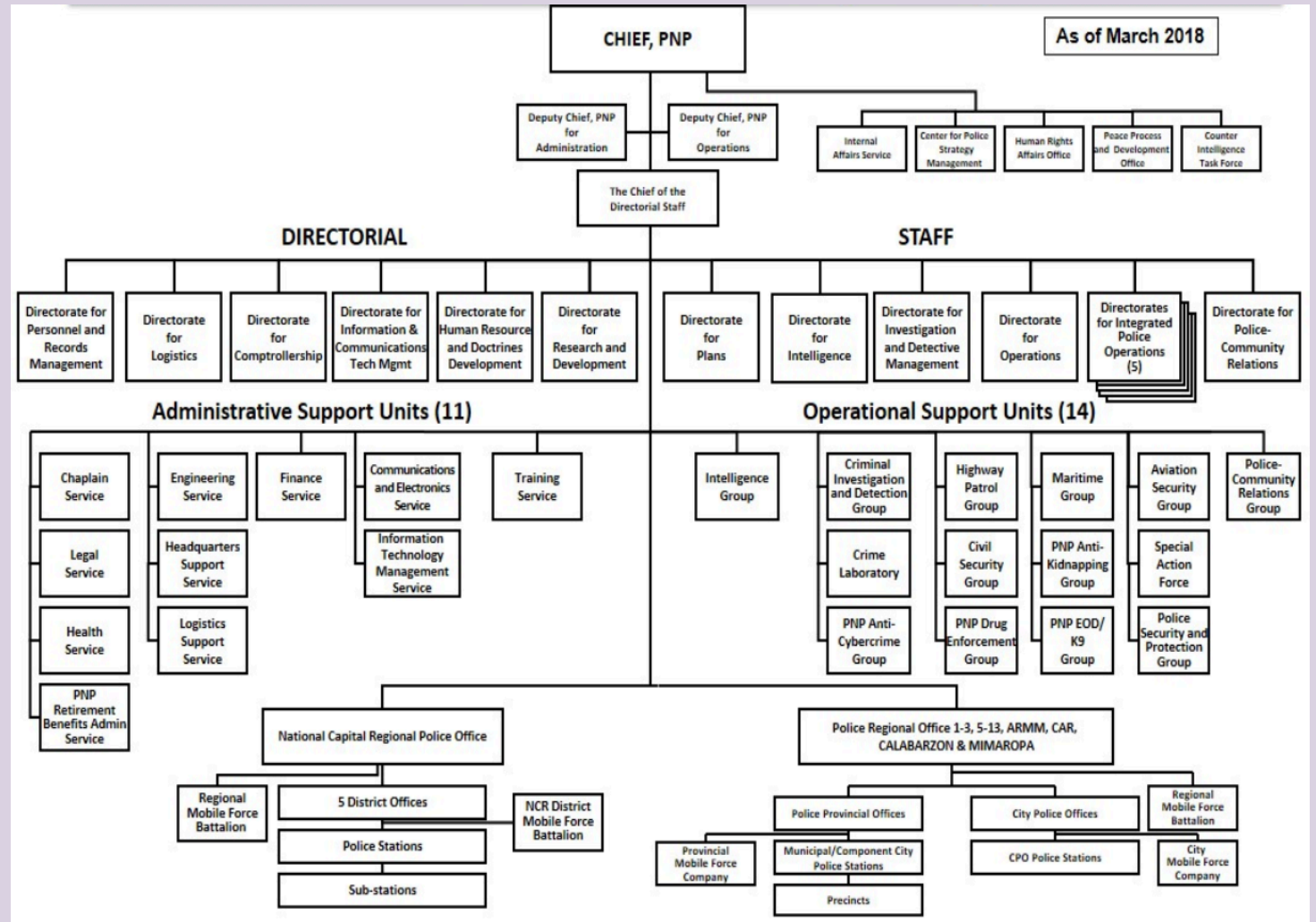
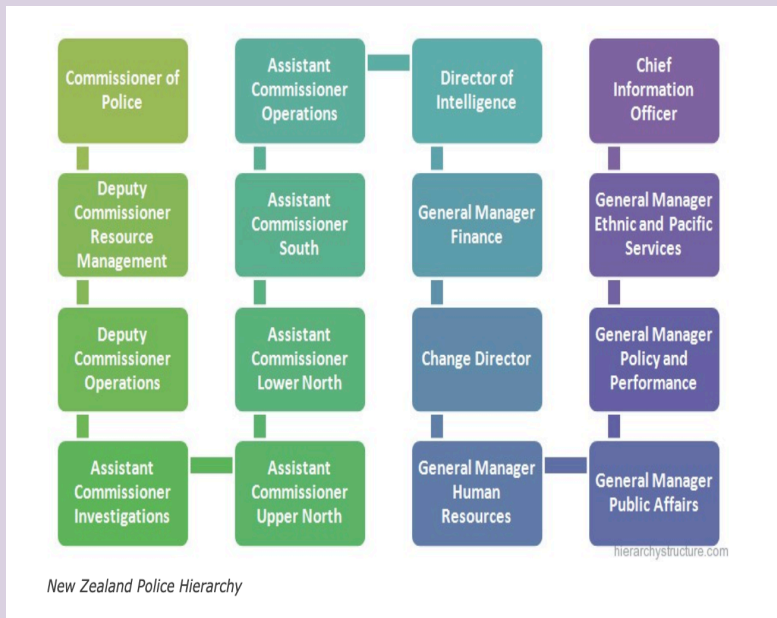
- How well are the Police succeeding in working with ethnic communities? (in what ways, in which locations, and with which communities?)
- What are the priority areas in policing, and what are the most promising options, for further strategy and service development?
- What cross-sector arrangements to optimise the impact of its Ethnic Strategy



Complex role of MPES in NZ Police

- MPES
 - Under Deputy Commissioner / based in HQ
 - Primarily Māori focus
 - Authored ethnic strategy (2015) - Informed by Ethnic Strategy
 - Has representation at Commissioner's Ethnic Focus Forum
 - Has ethnic advisors in MPES at HQ
 - Has links into cross agency working groups, multi-agency initiatives, community partnerships
- District Policing
 - Māori Responsiveness Managers with oversight of a team of ethnic advisors based in the Districts
 - District Police Ethnic Advisory Boards are set up

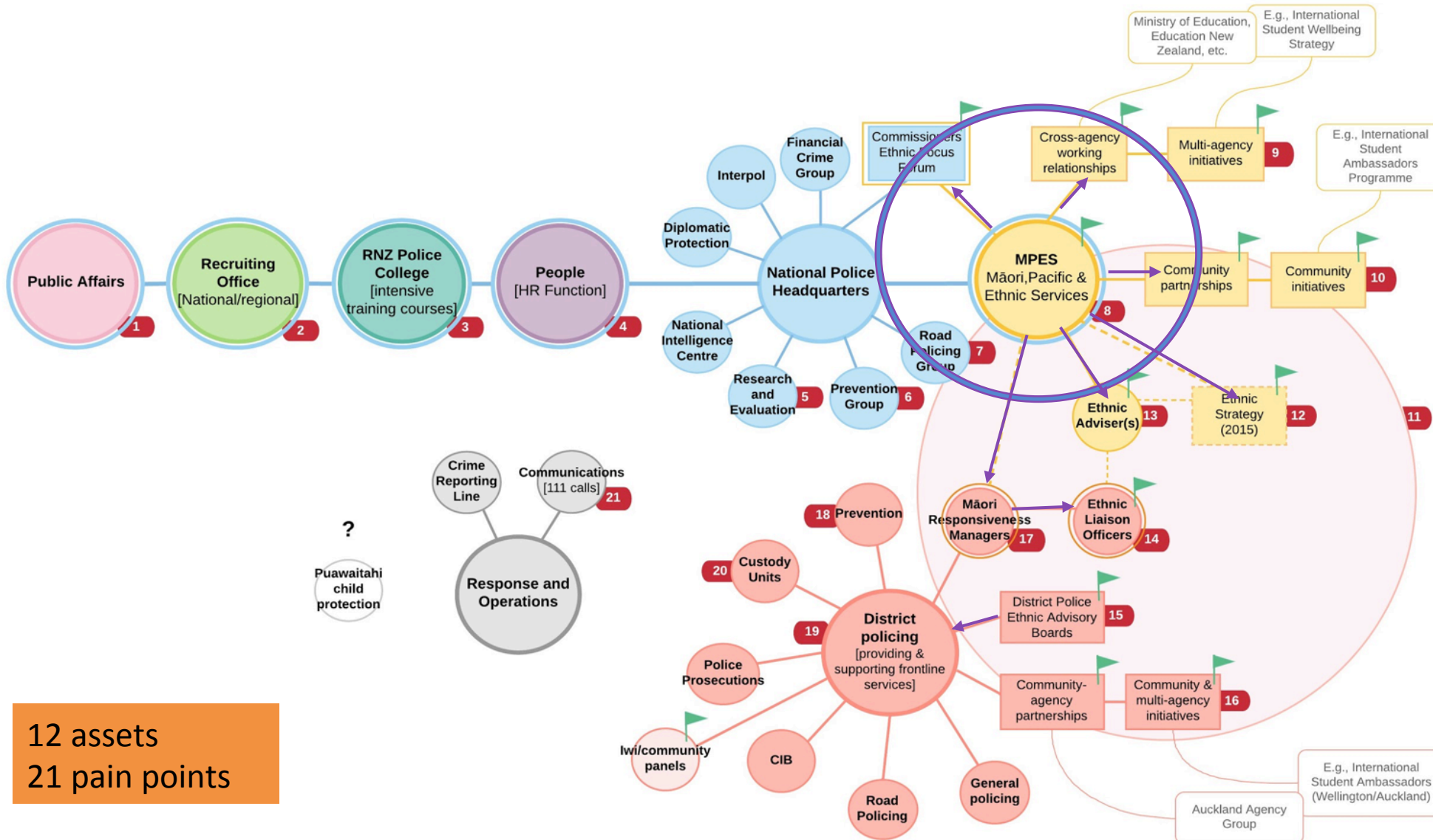
Standard organisational charts





2. Organisational ecomap of MPES sphere of influence [Co-created / partial / GS-CI agreed view]

Including assets, which facilitate ethnic responsiveness) and some 'pain points' that constrain responsiveness



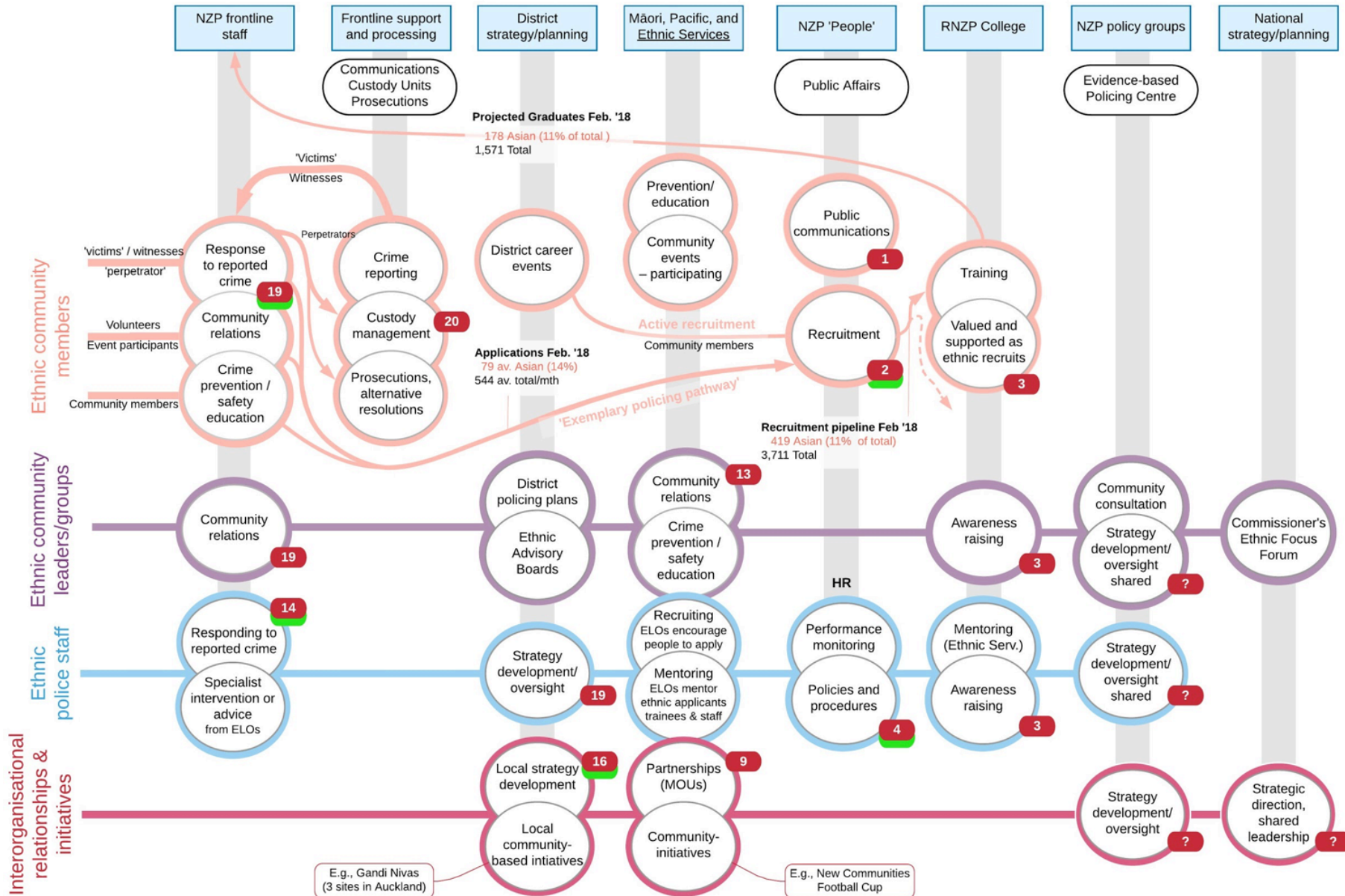
12 assets
21 pain points

This map was **developed** to **help the evaluator focus** on, and make sense of, the various roles and functions within the NZ Police that could help or hinder the organisations responsiveness to ethnic people and communities.

It identifies a number of **organisational assets** that facilitated ethnic responsiveness **alongside barriers** to responsiveness (pain points).

It was **also used** as a discussion document

User-centred 'journey map'



This map is designed to show how different parts of NZ Police potentially interact with ethnic people and communities.

By reading down the columns, teams or groups are prompted to reflect on how ethnically responsive they are, and to consider what improvements could be undertaken in the short to medium term within their area of influence. Some pain points have been added (in red) that can be reviewed alongside those in the ecomap. Some touch-points are also sites of progress, indicated by the green.



Findings

How well are the Police succeeding in working with ethnic communities?

- considerable variability:
 - **outstanding examples** of responsiveness
 - areas of apparent inactivity across the larger organisation.

Priority areas / promising options

- preventing crime and victimisation by **co-producing solutions** with ethnic communities
- raising the **profile and influence** of Ethnic Services and the Ethnic Strategy
- building **self-evaluation capability** of Ethnic Services staff.
- **across policing.**
- What organisational arrangements optimise Ethnic Strategy
 - developing structure and remit – national & district levels
 - increasing resourcing (including roles) to build and maintain the strategic relationships

Conclusions

- Diversity is demographically complex
institutional responsiveness challenging
- Visual tools provide ways of interrogating new aspects
- Collaborative co-production of understanding critical
- Need to
 - Acknowledge impact of current 'world view' on service delivery
 - Redefine understanding of 'ethnic'
 - Understand diversity as more than 'ethnic'
 - Identify who misses out and why
 - Consider 'user-centric' frames of reference
 - Identify positive impacts over time – cumulative stories