Doing Ethnic Diversity at
Te Kaunihera o Tāmaki Makaurau
Auckland: Workshop Summary

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Acknowledgements

The author of this workshop overview acknowledges the significant contributions made by Helen Te Hira and Claire Gooder. I turned to Helen for advice about facilitating workshops, explaining to her that I wanted this series to be collaborative, participative and productive. I was particularly keen, I told her, that everyone’s voice be heard, and that there be time for contemplation as well as articulation! Helen suggested using the Ketso toolkit for creative engagement, a way forward that has met and exceeded my expectations, both with respect to enabling everyone to contribute and to making sure there was time for thinking as well as talking. Helen and Claire co-developed the workshop plans and provided invaluable feedback on the content and process of each one. I am also very grateful to Professor Dory Reeves from the University of Auckland for lending me the Ketso kit for each of the three workshops. I’d like to thank too Jesse Allpress who developed the graphs representing the prioritised ideas for each workshop, and Dr Jessica Terruhn of Massey University for her thoughtful and thorough review of earlier drafts of this document. Lastly, I am greatly indebted to the participants of each workshop – for their time, their honesty and their thoughtful contributions to this important kaupapa. Tēnā koutou i tā koutou tautoko mai.
Introduction

This workshop overview, and the Literature Review\(^1\) that sits alongside it, provide a conceptual and practical foundation for the potential development of ‘diversity’ policy at Auckland Council. The literature review focuses on four main areas: the social impact of ethnic diversity; city level initiatives that focus on diversity and inclusion; ethnic diversity and the development of infrastructure at the city level; and the intersection between indigeneity and immigration. The relationship between migration, ethnicity and inequalities is a cross-cutting theme and is woven through these four sections. The workshops, with their focus on the perceptions and experiences of participants, provide a counterpoint to the findings of the literature review. What we mean by this is that the workshops privilege the voices of Auckland Council staff and local academics in ways that balance the focus of the literature review on published sources from around the world.

The Auckland Plan’s vision of Auckland as ‘the world’s most liveable city’ includes creating a strong, inclusive and equitable society that ensures opportunity for all Aucklanders. Although the term ‘diversity’ as it is used in The Auckland Plan is wide ranging, this workshop overview and the literature review focus on one aspect of diversity: ethnic diversity. Nonetheless, the intersectionality of age, gender, sexuality, class, migrant status, education, and/or disability in relation to ethnic diversity and inclusivity is recognised as fundamental to understanding the issues presented here.

Three workshops were facilitated by Helen Te Hira in January and February of 2017. The first focused on customer-facing Auckland Council staff and their perceptions and experiences of ethnic diversity\(^2\) in their work (14 participants from various parts of the organisation); the second focused on Auckland Council staff whose roles involve an explicit focus on diversity and inclusion practices (9 participants, again from across the council whānau) while the third was for academics studying ethnic diversity, directly or indirectly, and their ideas and perspectives on this issue in an Auckland context (13 participants from various tertiary institutions).

Ketso, a hands-on toolkit for creative engagement, was used to gather participants’ ideas. Ketso was initially developed as a community planning tool in Southern Africa, and is now used in many different countries and contexts.\(^3\) A Ketso kit comprises a set of table top tools that can be used to capture and display people’s ideas. Participants write their ideas on colour-coded shapes and place them on a central felt workspace, organising them through the course of the workshop into a range of themes. This report summarises the ideas developed by participants; note that these do not necessarily represent the consensus view of the whole group, unless noted as such.

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\(^2\) Workshop One and Two participants were provided with the following explanation of ethnicity: ‘the idea of ethnicity is tightly connected to feelings of “identity” and “belonging”. It’s the group we identify with or feel we belong to. Sometimes this is about shared practices, which could be spiritual or religious, or it might be about stories of common ancestry or coming from the same part of the world. It’s a very slippery idea though, and it overlaps with all sorts of other markers of who we are: our gender identity, our sexuality, our social class. Today we’d like you to focus on ethnic identity and your experiences and perceptions of it at work, but we understand that these other aspects might play an important role too and that this might need to be considered as part of our discussions.’

\(^3\) [http://www.ketso.com/](http://www.ketso.com/)
Workshop Process

Each 2.5 hour-long workshop progressed in stages; Helen Te Hira acted as facilitator and guided participants through a series of questions. The focus of the first two workshops was Doing Ethnic Diversity at Auckland Council, while the third workshop focused more broadly on Ethnic Diversity in Tāmaki Makaurau. Participants were asked to write ideas clearly onto colour-coded ‘leaves’, each focusing on a different aspect of the workshop topic:

- **Yellow**: Positive experiences
- **Grey**: Challenges
- **Green**: Future possibilities
- **Brown**: Resources required

Rather than limit the discussion to a series of pre-determined themes, participants were instead asked to assign themes to the ‘branches’ on the felt, and to cluster their ideas around these, building a picture of their thoughts and dialogue. Each time Helen introduced a new question, participants had the opportunity to develop ideas on their own before sharing them with the group and placing them alongside similar or related ideas generated by other participants. Two tables were set up for each workshop; each with between five and eight participants. Groups in Workshops Two and Three were also asked to swap tables to review the work of the other group part way through the process, as well as to prioritise the ideas on the Ketso mats by placing icons beside those they believed to be most critical.
At the end of the workshops, photos were taken of each felt (in their entirety but also in sections) to make sure that all the leaves and the branches (themes) around which participants clustered their ideas could be reported accurately. The data was subsequently loaded into excel spreadsheets designed to capture and analyse data collected in Ketso workshops. The data have been analysed in two different ways: quantitatively based on the number of ideas categorised by theme and leaf colour and presented in figures throughout the report; and qualitatively, based on the content of each idea so that the reader can understand the breadth and depth of ideas presented in different themes and in different leaf colours.

With respect to the qualitative analysis, ideas are categorised in this report under the themes decided by each respective group of workshop participants. Where ideas were placed on the felt, singly or in a cluster, without a named theme, we have allocated these to an existing theme or created one that encompasses these. Our attendance at the workshop means that we heard many of the discussions that took place and this has, where possible, also been woven through the analysis, particularly in the discussion section. In addition, our ideas were also written down and have been analysed alongside those of other workshop participants. The thematic analysis is, therefore, a synthesis of the views of all the workshop participants as seen, heard and analysed by the authors. These analyses, organised by workshop, are presented in the next section.
Themes

In this section, we examine the themes that emerged from the three workshops. Each analysis begins with two figures; the first shows the number of ideas generated in the workshop by leaf type i.e. the number of comments made about positive experiences, challenges, future possibilities and resources. The second shows the number of ideas categorised by branch (or theme) as well as leaf type. For example, in Figure 2 we can see that participants contributed 14 ideas about positive experiences to the ‘council staff’ theme, and 14 ideas about future possibilities in the ‘resources and training’ theme in Workshop One.

Below these figures we discuss in turn the themes that contain the most positive experiences, challenges, future possibilities and resources. Where two themes contain the same number of ideas, or when there is only one comment difference between two themes, as with the ‘racism and bias’ (16) and ‘council culture’ (15) themes in Workshop One or the ‘racism and bias’ (12) and ‘disabling culture’ (13) themes in Workshop Two, both are discussed. Lastly, the ways in which workshop participants prioritised the ideas generated in each session are analysed and presented.

Comparisons between the three workshops will be included in the Discussion section on p. 28.

Workshop One

Looking first at Workshop One, the ideas categorised by leaf type and by theme are illustrated in Figure 1 and Figure 2.

<table>
<thead>
<tr>
<th>Ideas By Leaf Type</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Positive experiences of ethnic diversity at work</td>
<td>46</td>
</tr>
<tr>
<td>2. Challenges of ethnic diversity at work</td>
<td>68</td>
</tr>
<tr>
<td>3. Future possibilities of ethnic diversity at work</td>
<td>52</td>
</tr>
<tr>
<td>4. Resources we need at work</td>
<td>23</td>
</tr>
</tbody>
</table>

Figure 1 Ideas by Leaf Type - Workshop One
The ‘council staff’ theme contained the most positive experiences of ethnic diversity at work. The ideas focused on the welcome presence of ethnically and culturally diverse staff on teams and in particular departments; the use of non-English greetings; and the ways that non-Pākehā staff are valued by others.

“There is] good representation of different ethnicities in [ ] staffing.4

We employ people who speak multiple languages to aid communication.

[I feel accepted] by others in spite of being different in my workplace.

Participants also mentioned specific initiatives such as Māori and Pacific staff networks, career support for young people and building Pacific and Māori capability in The Southern Initiative (TSI).

TSI - Māori capability and building Pasifika capability.

Cadet recruitment - targets youth employment, Māori, Pasifika and ethnic.

Ethnic staff networks – Māori [and] Pacific.

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4 Verbatim quotes appear in italics throughout the report. Spelling and grammar have been corrected where necessary to assist the reader. Similarly, where words have been added to quotes to aid the reader these are placed in square brackets. Where words have been removed to protect the privacy of workshop participants, these appear in the text as [ ].
Challenges

Most challenges presented in the workshop were found in the theme ‘racism and bias’ (16), followed closely by ‘council culture’ (15).

Racism and bias

Comments focused on individuals’ lack of self-awareness, a failure to recognise biases and an unrecognised privilege, as well as racism and bias as a lack of education or knowledge.

- **Unawareness of privilege.**
- **Lack of knowledge about diversity.**
- **Lack of understanding of history.**

Experiences of racism, directed at participants or directed at others and witnessed by participants were also noted. Support for staff who experience racism was also considered important as was the need to name it and talk about it.

- **Patrons who question your 'New Zealand-ness'.**
- **Patrons and staff who make you very aware you are different.**
- **Call it what it is - "racism" is a dirty word. We should talk about it.**
- **Racism between customers/neighbour complainants.**
- **Persistent negative ethnic stereotypes.**

The causes, characteristics and consequences of racism and bias were mentioned too; that a scarcity of resources leads to competition between groups and ultimately racism; that a lack of critical analysis of the broader context means that people have low aspirations of Māori and Pacific peoples; and the ways in which big issues like structural racism are ignored.

Council culture

The ideas clustered under ‘council culture’ were exclusively challenges and mentioned problematic processes, practices and structure, as well as the difficulties presented by a large organisation.

- **Council processes [are] culturally unresponsive.**
- **[We] don’t get out amongst our citizens - [and therefore lack] empathy.**
- **Big council, language jargon, complicated process.**

For some, inflexibility and an adherence to the status quo were also an issue.

- **Lack of desire to change. Age-old ways of thinking and doing things/status quo.**
We still work in a very "Pākehā" environment - no flexibility.

Similarly, participants felt that the organisation was slow to change and did not keep pace with the city’s changing demography.

[Auckland Council is] not keeping pace with changing demographics.

[The organisation is] slow to change.

There is an institutional bias against innovation in council. [We tend to stick to] business as usual.

Other issues included a focus on image that results in an organisational preference for slogans over substance; leaders not willing to take risks in recruitment; and a fear of being ridiculed that means an unwillingness to try and ‘fail’.

Future possibilities

Council staff

The ideas contained in ‘council staff’ focus on Auckland Council leaders; those concerned with staff at all levels; and those that reference the support that staff require. Looking at leadership first, these comments referred to the need for increased diversity at this level of the organisation, and for visibility of leaders with respect to diversity.

Promote and employ a range of different staff at high levels.

Council leadership roles to be more reflective of diversity.

Leadership visibility - “walk the talk”.

Staff-related comments also mentioned the need for increased diversity amongst team members; as well as the need for performance management of those who do not share the organisation’s values; and the opportunity for staff to work flexibly and thus engage more with diverse communities.

Encourage diversity in council through recruitment and education.

Get rid of staff who don't (or refuse to) reflect our values/or diversity of our communities.

More flexibility in working arrangements so staff can work/outreach to minority cultures/groups.

Lastly in this theme, participants also proposed a number of ways to support staff – both those involved in diversity and inclusion work – and others.

Mentoring support for workers who are not represented at higher levels of council.

Support for diversity and inclusion staff (emotional labour).

Community of practice [for those doing diversity and inclusion work].
Increase cross-Council engagement to best utilise skills.

Future possibilities

Resources and training

The ideas clustered in this theme focused on three main issues – training, dialogue and specific initiatives. The predominant reference was to training where participants mentioned the importance of cultural competence, Te Reo or diversity training. Others argued for the creation of space for, and continuing a dialogue about, this issue. A small number of participants mentioned specific initiatives.

Make it a part of council culture - keep talking and sharing.

Dialogue/training for all staff regarding diversity.

Training - in cultural competence around practice as well as language.

Staff training programmes - cultural competence - Te Reo - cultural identity.

RAISE AWARENESS - team meetings - agenda items - time to discuss.

Like ‘quality advice’, prioritise an organisation-wide training and support [for diversity] - long term commitment.

Resources required

Policy and Governance

Participants mentioned a range of organisational resources in the area of policy and governance, including leadership, policy support and alignment, and funding.

There is political will and leadership commitment - include in work programme.

[There is] buy-in from governance and an alignment of policy.

Policy support council and local board mandate.

[The] knowledge base of staff who work with different communities.

[The] necessary translation [of] key documents - funding "engagement and citizen value”.

Funding prioritised for initiatives in this area.

Prioritising workshop ideas

Participants were asked to prioritise the ideas generated in the workshop by placing icons next to the most significant challenge (grey leaf), the most important future possibility (green leaf) and the most critical resource (brown leaf). They were given three icons each to do this and the results are presented in Figure 3 below. We can see from this graph that most of the prioritised ideas came from three key themes: racism and bias, policy and governance, and recruitment. It is also
intermediate to note that the ideas prioritised by participants in ‘racism and bias’ were mostly challenges (9), while ‘policy and governance’ and ‘recruitment’ contained only future possibilities (7 and 3 respectively) and resources (3 and 7).

In order to contextualise the findings in Figure 3, we provide an overview of the comments contained in the three key themes. In addition, we also mention whether verbatim comments were challenges (grey leaves), future possibilities (green leaves) or resources (brown leaves) and whether they were prioritised by more than one workshop participant (this is noted in brackets after the relevant comments).

<table>
<thead>
<tr>
<th>Theme</th>
<th>Frequency of statements within a theme being selected as ‘most important’</th>
</tr>
</thead>
<tbody>
<tr>
<td>Racism and bias</td>
<td>9</td>
</tr>
<tr>
<td>Policy and governance</td>
<td>7</td>
</tr>
<tr>
<td>Recruitment</td>
<td>3</td>
</tr>
<tr>
<td>Council staff</td>
<td>2</td>
</tr>
<tr>
<td>Council culture</td>
<td>2</td>
</tr>
<tr>
<td>Resources and training</td>
<td>1</td>
</tr>
</tbody>
</table>

Figure 3 Prioritised statements classified by theme - Workshop One

**Racism and bias**

The ideas prioritised in this area can be classified into three main themes: different manifestations of racism and bias; the support and education required to combat these; and the policies and processes needed to enable this anti-racism work.

With respect to the different expressions of racism and bias, participants identified as challenges casual and structural racism, unconscious bias and persistent negative ethnic stereotypes. They also described racism towards and between Auckland Council staff, between customers and amongst complainants. They also stressed the need to name racism where it occurred.

In the theme focusing on the support and education required to combat racism and bias, participants’ comments fell into two main categories: the support required for staff experiencing racism; and the education required for staff to up their ‘diversity’ game. With respect to the latter,
two participants prioritised the challenge presented by Auckland Council staff who lack education in Te Ao Maori, the Treaty of Waitangi, and migration.

- **Resource** - Encourage positive language e.g. ‘Asians’ [is not a helpful category]
- **Future possibility** - Support system for ethnic staff who face racist behaviour
- **Future possibility** - Campaign ‘say no’ to bad behaviour.

Participants expressed the need for policies, processes and systems, for three distinct but inter-related purposes: to promote awareness across the organisation about what is happening in the diversity space; to provide support and remedy to staff experiencing racism; and to provide guidance to Auckland Council customers about standards and behaviour in relation to ‘diversity’.

- **Resource** - Systems to connect and promote what is happening in different teams.
- **Future possibility** - Develop diversity processes and a policy on diversity.
- **Future possibility** - Behavioural policy in regards to racist abuse.
- **Future possibility** - Customer charter - our promise and theirs.

**Policy and governance**

Ideas in this theme overlap to some extent those described in the previous one. Participants noted the importance of cross-council engagement, collaboration and an empowering mandate from the governance arm of the organisation. They also mentioned the need for targets, incentives and sticks, as well as a strong policy framework to drive political and management change. Comments in this theme also stressed, however, the importance of going outside the organisation, and of using community strengths and co-design as part of the process for developing and refining and ‘diversity’ work. Lastly, two participants highlighted the importance of prioritising funding for initiatives in this area.

**Recruitment**

Although there were fewer comments in this theme, many of the ideas were prioritised by more than one workshop participant. Ideas focused on the need to recruit for future skills and in ways that better reflect the communities we serve. Two participants prioritised taking every opportunity/job placement to educate the relevant manager and develop a process that is inclusive. Two comments, each prioritised by two participants, focused on managers and leaders, one an aspirational goal for leaders who hold staff accountable, the other the challenge presented by leaders unwilling to take risks. Lastly, four participants believed that selecting applicants for their ability to empathise lies at the heart of recruitment.

- **Resource** - Managers and leaders that are capable of making staff accountable and making a difference. (2)
- **Challenge** - Leaders not willing to take risks (e.g. recruitment, service). (2)
- **Resource** - Empathy is at the heart of recruitment. (4)
Workshop Two

Doing ethnic diversity at Auckland Council was also the focus of Workshop Two, which was centred on the views, perceptions and experiences of Auckland Council staff whose roles involve an explicit focus on diversity and inclusion practices. The ideas captured in this workshop, categorised by leaf type and by theme, are illustrated in Figure 4 and Figure 5.

![Figure 4 Ideas by Leaf type - Workshop Two](image)

![Figure 5 Ideas by Branch - Workshop Two](image)
Positive experiences

Pockets of good practice

The ‘pockets of good practice’ theme contained the most positive comments about ethnic diversity at work and focused on three things: feelings; staff networks; and departments, strategies, projects and programmes.

Looking first at those comments that focused on feelings, participants mentioned feeling accepted when they talked about their cultural identities, and also about the experience of not feeling alone in highlighting issues of diversity and inclusion.

Being able to talk about who you are culturally and for it to be normal and accepted versus ‘ethnic’ and ‘special’.

[I] don’t feel like a lone voice on diversity matters.

Participants also felt optimistic about the pockets of knowledge about diversity and the strong inclusive voices that exist across the organisation, as well as appreciating that people generally want to understand the issue. The following were also appreciated: enabling discourse on diversity and inclusion; individual enthusiasm and keenness to ‘do this well’ and getting to see all the great things we are doing.

Staff networks, described as positive by Workshop One participants, were also considered a strength by participants in Workshop Two.

Staff networks like Moana have been able to build skill and capacity as well as provide support.

Participants also talked about a specific department, libraries, as well as mentioning more general strategies, projects and programmes that impact on diversity and inclusion.

Pacific Strategy launch [and the] space created to bring this to life.

Programmes and projects celebrating language diversity.

Individual projects and at times departments working in an intentional, focused way.
Challenges

Like Workshop One, the most challenges presented in Workshop Two focused on ‘racism and bias’ and Auckland Council’s ‘disabling culture’.

Racism and bias

Ideas on ‘racism and bias’ focused on different manifestations and examples of racism and bias, such as conscious and unconscious bias and systemic, individual and casual racism, as well as the deficits that lie beneath these.

Racist remarks made to me about staff (by managers or other staff) and any response dismissed as ‘PC’.

Events being organised by networks [are] questioned whereas ‘Friday night drinks’ socialising [is considered] ok.

Seeing ethnicity as food and clothing and festivals.

People’s lack of understanding of their own cultural bias and filters.

Lack of understanding of structural/institutional racism.

Failure of empathy.

Disabling culture

The ideas shared in ‘disabling culture’ mentioned the institution’s fear of, or resistance to change, as well as the belief that the organisation has not enabled leadership in this area.

Fear of change.

[The] institution’s resistance to difficult conversations and change at a systemic level.

Organisational framing has previously not allowed for [diverse] leadership.

Some participants felt that the organisation lacked an intentional, authentic, considered and systematic approach to issues of diversity and inclusion.

Diversity still feels like an add-on, not integrated across [the organisation].

Previous lack of systematic, organisation-wide approach, processes and measures.

Token approaches taken to make it feel ‘diverse’, ‘Pacific’ etc.

Re-marginalisation of diversity, reduction or essentialism.

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5 Political correctness.

Council [is] doing lots but are we achieving anything?

[There is] no diversity network within council to provide platform to share ideas, projects etc.

Future possibilities

Systematic approaches to change

Reflecting the lack of a systematic approach to issues of diversity and inclusion identified in the previous section, most future possibilities focused on ‘systematic approaches to change’ in this area and the components of such approaches. Participants noted the importance of leadership, with respect to three things: to the need for more ethnically diverse leadership and management teams; to the need for current leaders to actively support this change; and to the necessity of enlightened leadership to lead the change from the top.

Also supporting a comment made in the previous section, participants noted the importance of providing a network of support for diversity and inclusion champions.

Building a strong network of ‘allies’, champions or practitioners.

Other participants focused on the ways in which diversity and inclusion might be supported through strategy, policy and programme development.

Put diversity and inclusion at the centre of our strategies.

Strategies and policies are interlinked, mutually reinforcing, co-ordinated and resourced.

Measures, intent, strategic approaches [are] clear, visible [and] applied.

Be clear about our diversity and inclusion priorities and achievements.

[Implement] targets around recruitment process.

Building staff cultural competence, creating new ways of understanding diversity and inclusion and enabling a range of internal and external voices to contribute to the dialogue were also mentioned by workshop participants.

Resources required

Racism and bias

Leadership capability and support for diversity and inclusion were also an important part of the resources considered necessary to combat racism and bias and to enable the systematic changes envisaged in the previous section.

Leadership and commitment.

Public, visible and internal/external commitment, advocacy, leadership.
We need to build skills and knowledge in our leadership and other people managers around diversity and inclusion.

The resources required to change behaviour, such as unconscious bias training, were also considered vital.

**Prioritising workshop ideas**

Participants were asked to prioritise the ideas generated in the workshop by placing icons next to the most significant challenge (grey leaf) and the most important future possibility (green leaf). They were given two icons each to do this and the results are presented in Figure 6 below. Interestingly, although ‘racism and bias’ were the mostly frequently prioritised comments in both Workshops One and Two, in the former there was an equal division between challenges (9) and resources, future possibilities and comments (9), while in the latter there is much for emphasis on resources (6) than on challenges and possibilities (2). Another point to note is that those comments prioritised in the themes of leadership and disabling culture were exclusively negative.

In order to contextualise the findings in Figure 6, we provide an overview of the comments contained in the four key themes that emerged from this analysis. Because there is significant overlap in these themes, we have combined the comments from each and analysed them together. In addition, we also mention whether verbatim comments were challenges (grey leaves), future possibilities (green leaves), positive experiences (yellow leaves), or resources (brown leaves). We note too whether they were prioritised by more than one workshop participant (this is included in brackets after the relevant comments).

![Figure 6 Prioritised statements classified by theme - Workshop Two](image)

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6 Participants obviously felt that the positive idea and those focused on resources nonetheless required prioritisation!

7 Although participants in Workshop Two were asked to further prioritise the cluster of ideas they considered most important, we were not able to interpret the boundaries of these clusters from the placement of icons on the felt. The priorities were assigned therefore to the closest idea and have been included in the overall analysis presented here.
What matters most?

Many of the prioritised comments focused on the important role played by leaders in the diversity and inclusion space, including the need to develop particular skills and knowledge amongst senior leaders and the challenge presented by the lack of ethnic diversity at this level.

Resource - [We need] leadership backing.

Resource - We need to build skills and knowledge in our leadership and other people managers around diversity and inclusion.

Resource - Leadership and commitment. (2)

Resource - Public, visible and internal/external commitment, advocacy, leadership. (2)

Challenge - Lack of ethnic diversity at senior levels, in our political echelons etc. (3)

Other ideas focused on the importance of workforce education, including reference to organisational Māori responsiveness.

Future possibility - Workforce development (ruthless baselines). Learning and development.

Future possibility - Developing cultural intelligence. (2)

Positive experiences - Maori Responsiveness Plans, challenging Western world views as neutral.

Clarity of focus and transparency of achievements in strategy and policy were also prioritised.

Future possibility - Be clear about our diversity and inclusion priorities and achievements.

Future possibility - Put diversity and inclusion at the centre of our strategies.

Resistance to change, suggestive of the ‘disabling culture’ identified above, was prioritised by three workshop participants.

Challenge - Resistance to change. (3)
Workshop Three

The focus of Workshop Three was broader than the previous two workshops; we looked at ‘doing ethnic diversity in Tāmaki Makaurau’ rather than Auckland Council. In it we sought the views, perceptions and experiences of emerging and established academics from a range of disciplines with expertise and interest in ethnic diversity. The ideas captured in this workshop, categorised by leaf type and by theme, are illustrated in Figure 7 and Figure 8.

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**Figure 7 Ideas by Leaf Type - Workshop Three**

**Figure 8 Ideas by Branch - Workshop Three**

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*The excel programme did not allow macrons, hence Tāmaki Makaurau is written in the graphs as ‘Tamaki Makaurau’ and Māori as ‘Maori’.*
Positive experiences

Celebration of cultural diversity

The ‘celebration of cultural diversity’ theme contained perceptions of what Tāmaki Makaurau Auckland does well. Comments focused on cultural festivals and celebrations, sporting and religious events and the wide range of food available in Auckland. Two of these ideas, however, imply that celebrations are not considered entirely positive. For example, ‘happy clappy multiculturalism’ suggests that celebrations might focus on form or appearance over substance, while the ‘for some groups’ in another comment implies that the celebrations acknowledge some ethnic groups but not others.

Cultural festivals/ celebratory representations.

Increasing celebration of diversity.

Lots of events, celebrations, jobs, food businesses, vibrant.

"Happy clappy multiculturalism” e.g. Lantern Festival, Polyfest etc.

Variety of food outlets, functions/festivals for some groups.

Events - Eid day, lantern festival etc. A way of teaching about diversity.

Challenges

Inclusion/Exclusion

In workshop 3, participants clearly saw inclusion/exclusion as the key challenge with 22 ideas. The inclusion/exclusion theme parallels the racism and bias themes developed in Workshops One and Two. Many of the ideas articulated here, however, focus less on the personal, intimate experiences of racism described in Workshop One and more on the complex, slippery and sometimes contradictory concepts contained in the literature.

Some of these ideas can be expressed as questions. How, for example, can inclusion into Tāmaki Makaurau occur without ‘othering’ groups and individuals? Equally, does inclusion come at a cost to diversity? Also related to this issue, a participant asked what is ‘normal’ and into what specifically are newcomers being included?

Diversity itself was also a focus. How, for example, can diversity move beyond celebrations and into the workplace every day? Is equality possible when there is a hierarchy of diversity, i.e. where some groups are more valued than others and some enjoy more privilege than others? Does diversity in this context mean inclusion into an unequal, static hierarchy where people of colour are always lower than Pākehā?

Understanding intersectionality was considered important. This is the idea that multiple identities (gender, ethnicity, sexual orientation, for example) intersect to create a whole that is different from
the component identities. Similarly, one participant noted that while significant, ethnicity may not be the primary identifier for some people.

[The] focus on ethnicity is important but unnecessarily narrow. For some, ethnicity is not the principal identifier.

Although some participants identified segregation as a challenge requiring resolution, including when people in the mainstream feel excluded from certain spaces, another comment appeared to subvert this by pairing the following concepts:

Segregation versus integration. Identity versus invisibility.

This was further expanded in the open ‘any more comments’ discussion following the ketso process where one participant asked a question to the floor about whether providing services for certain groups only, such as ‘women only swimming’ nights were exclusive and therefore negative. The responses emphasised the importance of viewing these as ‘additional to’ rather than ‘instead of’, creating options for all rather than taking away from anyone.

Does integration, therefore, require the newcomer to abandon their identity? Can newcomers’ identities only be kept in segregated spaces? The importance of accepting and respecting how some groups may wish to practise their culture was also noted, as was accepting some Muslim women’s clothing choices.

Accepting that groups may want to practise their culture, respect this.

Acceptance (at heart) towards different dress (abaya and niqab).

Young people, particularly marginalised young people, were mentioned; participants felt that it was important to bring them into discussions about diversity and inclusion.

The disempowered youth - migrant and New Zealand born - getting their voices.

Racism in specific arenas was explicitly named as a challenge by some participants. The role that the media play in generating negative stereotypes was also pointed out.

Racism and discrimination in employment, housing and safety.

Media’s role in [creating a] negative pict[ure] - creating stereotypes.

Many participants focused on structural racism and the complex intersections of power, wealth, poverty and inequality.

Structural discrimination and exclusion.

Wealth disparities.

Inequality and structural discrimination.

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10 The abaya is a simple, robe-like dress while the niqab covers the face except for the eyes. 
https://mrmkhz.wordpress.com/2014/12/14/confused-between-hijab-niqab-sheila-burqa-and-abaya/
Inequality - poverty - scarce resources.

Lastly in this section, participants also alluded to the labour market position of newcomers, the lack of appropriate jobs and employer attitudes.

Green

Future possibilities

Inclusion/Exclusion

As well as identifying the most challenges in this area, Workshop Three participants also assigned the most ideas for future possibilities to this theme.

Following on from the previous section’s focus on the labour market, several participants referred to future possibilities in this area:

Providing support to employers to hire people who are CALD.11

Labour market matching - appropriate jobs.

Others focused on broader issues such as the ways in which Aucklanders engage with difference. The views expressed below offer two alternatives: to derive pleasure and comfort from difference, or to focus on those concerns that people have in common, although these are not mutually exclusive.


Focus on similarities/commons.

The remaining suggestions in this theme address a disparate range of issues, from education (for host communities and others) through to leadership, mechanisms to deal with racism and exclusion and the distribution of resources.

Education for established/host communities.

[An] increasingly responsive education system.

Support for multilingualism.

Recognition and dealing with racism and exclusion.

Stronger challenges of political statements - calling the "R" word!

Leadership.

[A] fairer distribution of resources.

11 Culturally and linguistically diverse.
**Resources required**

**Representation and participation**

According to participants, a range of key resources are required to enable the future possibilities imagined in the previous section. Many of these are listed in the representation and participation theme, including leadership and political commitment, better and more respectful dialogue about the future and an engaged youthful population participating in civic society.

Resources broadly, and funding specifically, were also considered important. In addition to the redistribution of resources, participants noted that research undertaken by community, local government and academia should be funded, as well as changes to institutions and policies.

- **Ongoing commitment (including funding) to changing institutions/policies etc.**
- **Research funds that connect community, council [and] academi[a].**
- **Redistribution of resources - shared.**

Cultural competence was also considered essential.

- **Cultural competence in practise to avoid tokenism.**
- **Reviewing all institutional documentation and processes for cultural competence.**

**Prioritising workshop ideas**

Participants were asked to prioritise the ideas generated in the workshop by placing icons next to the most significant challenge (grey leaf), and the most important future possibility (green leaf). They were given two icons each to do this and the results are presented in Figure 9 below. Unlike the first two workshops where the most prioritised ideas were found in the ‘racism and bias’ theme, in Workshop Three participants prioritised ideas in ‘representation and participation.’ It is also interesting to note the preponderance of resources in this theme, mirroring a similar focus in the ‘racism and bias’ theme in Workshop Two. Lastly, participants in this workshop also prioritised ideas across a broader spectrum of themes (9) compared with Workshop Two (7) Workshop One (6).

In order to contextualise the findings in Figure 9, we provide an overview of the comments contained in the three key themes: ‘representation and participation’, ‘inclusion/exclusion’, and ‘Māori’ In addition, we also mention whether verbatim comments were challenges (grey leaves), future possibilities (green leaves), positive experiences (yellow leaves), or resources (brown leaves). We note too whether they were prioritised by more than one workshop participant (this is included in brackets after the relevant comments).

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12 Participants obviously felt that the positive idea and the numerous comments focused on resources nonetheless required prioritisation!

13 Although participants in Workshop Three were also asked to further prioritise the cluster of ideas they considered most important, we were not able to interpret the boundaries of these clusters from the placement of icons on the felt. The priorities were assigned therefore to the closest idea and have been included in the overall analysis presented here.
Figure 9 Prioritised statements classified by theme - Workshop Three

**Representation and participation (10)**

In addition to placing their icons next to individual ideas within the ‘representation and participation’ theme, as five participants did alongside the redistribution of resources and one did beside genuine participatory decision-making, 10 participants prioritised the theme itself. Cumulatively, these prioritisations suggest that ‘representation and participation’ were critical issues for attendees of Workshop Three.

**Inclusion/exclusion (1)**

Similarly, one participant prioritised the overall theme of inclusion/exclusion. Within the ideas contained in this theme, scarce resources, poverty and inequality were considered vital by three participants, while empathy and leadership were prioritised by two people respectively. Others noted (one each) the importance of the following:

- **Future possibility** - *Providing support to employers to hire people who are CALD.*
- **Challenge** - *Structural discrimination/exclusion.*
- **Challenge** - *Wealth disparities.*
- **Challenge** - *Diversity beyond celebrations (at workplace) every day.*
- **Challenge** - *Segregation versus integration. Identity versus invisibility.*
Lastly in this section, four participants prioritised colonisation and the importance of dealing with its consequences as the most important issue discussed at the workshop. The overall sense was that discussions about newcomers to Aotearoa, framed within larger debates about ‘diversity’, should not take precedence over addressing the ongoing impacts of colonisation. Meaningful discussion about Te Tiriti and tau iwi, and Māori involvement in the immigration process were also considered critical.
Discussion

In this section of the report, we begin by making some observations about the workshop process and then provide an overview of the themes that emerged from a synthesis of the outputs from all three workshops.

Although the focus and format of all the workshops was similar, they were nonetheless quite different in a number of ways. It’s interesting to note, for example, that customer-facing staff in Workshop One listed the most challenges (68), followed by academics (60) in Workshop Three and staff with an explicit focus on diversity and inclusion practices in Workshop Two (50). Workshop One was attended by customer-facing staff from a range of Auckland Council departments who responded to the subject of ‘doing diversity’ in both deeply personal and very practical ways. They ‘do diversity’ every day and when asked to ‘think’ diversity drew on their lived experiences and observations to suggest grounded, practical solutions. We were struck by how engaged and enthusiastic staff were about being part of this workshop. Although some participants seemed a little nervous and quiet at the start, they opened up during the course of the workshop and provided insightful and thought-provoking feedback about experiences with colleagues and with the public. We believe that the Ketso process enabled this by making space for each person to speak and for participants to pause and think before sharing. Helen Te Hira’s facilitation skills also helped set the tone for a trusting space of honest reflection.

The general feeling in Workshop Two, attended by staff whose work includes an explicit focus on diversity and inclusion practices, was more subdued. One possible interpretation of this is that the emotional labour required in diversity and inclusion work can be difficult to sustain, particularly over long periods of time. Comments voiced such as ‘why will this be different?’ and ‘what will change?’ also indicated a level of organisational fatigue. The desire for a supportive diversity and inclusion network, or a community of practice, as expressed in Workshops One and Two, may provide a way to ameliorate this issue. The attendance of established and emerging academics from a range of disciplines at Workshop Three, combined with the Ketso practise of think-then-write-then-share, made for a very productive and engaged exchange of ideas. The Auckland focus provided an interesting counterpoint to the organisational boundaries of the earlier workshops, although many of the same issues arose - a focus on the challenge of racism, for example, and the celebration of cultural diversity as something that Auckland, and Auckland Council, do well.

We turn now to these and other themes common across all three workshops, noting that many of these are interrelated. The first of these is racism and bias (as described in Workshops One and Two) and inclusion/exclusion (as described in Workshop Three). Comments from all three workshops focused on the different manifestations of racism at individual and structural levels; the support and education required to combat these; and the policies, strategies and programmes needed to enable this anti-racism work. Workshop One stands out, however, because in it participants shared personal stories about their experiences of racism and/or exclusion at council. This included both within/internal, and external/public encounters. People expressed a sense of having nowhere to go, no formal or clear pathway to follow to help them deal with such encounters. For some these were regular experiences and the emotional labour/toll was wearying; there was a real sense that something practical needed to be done to address this issue.
Closely related to the theme of racism and bias is Auckland Council’s disbling culture, as identified by participants in Workshops One and Two. This culture is characterised by a lack of cultural responsiveness; fear of and resistance to change; a monocultural (Pākehā) worldview; and the lack of an intentional, authentic and systematic approach to issues of diversity and inclusion. A number of suggestions were made to counteract this, including working towards the seamless integration of governance, leadership, strategy, policy, programmes and advocacy in a way that is mutually reinforcing.

In addition to the role leadership played in the system-wide approach to diversity and inclusion just described, the theme of leadership in its own right was also prominent across all three workshops. Participants mentioned the lack of ethnic diversity in senior leadership roles in the organisation and the need for this to change. The critical role leaders play in setting the agenda and modelling the way for the rest of the organisation was also highlighted, as was their contribution through advocacy and their ability to ‘walk the talk’. In addition, participants wanted their leaders to hold staff accountable for their behaviour, particularly when this conduct did not embody the values of the organisation.

Participants in Workshop Three identified issues of representation and participation beyond the deficits in council leadership described above, focusing instead on the importance of the representation and participation of non-Pākehā in local and central government politics. They emphasised the importance of representation and participation for young people, particularly those who are marginalised. Participants in this workshop, as well as those from Workshop One, also encouraged those working on a possible ‘diversity’ policy to venture outside the organisation and use community strength and co-design as part of any policy development process.

Recruitment was a prominent theme in Workshops One and Two. Participants suggested that diversity amongst council staff might be increased through recruitment and through the mentoring of workers who are not adequately represented at senior levels in the organisation. Training managers in inclusive recruitment processes was also considered an important aspect of this organisational transformation. Participants felt that recruiting for empathy as a core staff competency was as critical as focusing on skills because the latter, they believed, can be taught. Targets, incentives and ‘sticks’ were also an essential part of the recruitment process, participants thought, in combination with accurate record keeping in this area.

The theme of training and education was woven through many of the themes discussed above. They were considered an antidote to racism and discrimination in a range of different contexts, from cultural competence and Te Reo courses for staff and people leaders through to education for host communities designed to generate an understanding of history, cultural identity and privilege. Similarly, the redistribution of resources was a theme generated in each workshop. There was considerable enthusiasm for the reduction of inequality and poverty through the sharing of resources. Participants noted the connections between structural racism, colonisation, neoliberalism (although not everyone named the latter) and poverty and inequality during each workshop, but particularly in Workshop Three.
Participants in all three workshops agreed that Auckland Council, and Auckland, celebrate cultural diversity well. Events such as Pasifika, Eid, Diwali and the Lantern Festival were mentioned, as well as the variety of food outlets spread across the city. All of these, they believe, add to Auckland’s vibrancy. Issues around the representation of some groups rather than others, and a belief that the celebration of cultural diversity comes at the expense of addressing more important issues like inequality and structural racism, were also mentioned in relation to this theme.

Another way of looking at this is that Auckland Council and Auckland do well at an individual level, in relation to staff, for example, as presented in Workshop One; and with respect to recognition, for example the celebration of ethnic diversity just noted. The challenges lie, however, in recognising and addressing deeper structural issues both within the organisation itself in terms of leadership and culture, and in society more broadly with respect to inequality and the redistribution of resources. As we noted in the Introduction, it is important to remember that any consideration of these broader issues must take into account the many ways in which people differ, not just ethnicity.
Conclusion

The word ketso means action in Lesotho (Southern Africa) where the workshop method was invented. We focus in this last section of the report on those actions that have come out of the three workshops summarised in this report.

Staff who attended Workshop One had many personal, work-related experiences of racism and discrimination - with both customers and other staff. Although we cannot extrapolate these experiences across the council whānau, we find it deeply concerning and believe that the following actions will begin the process of understanding and then addressing the issue.

- Undertake research with customer-facing staff to identify the extent and nature of this issue.
- Consider appropriate internal policy responses, in collaboration with staff. The PSA through ‘the way we work’ might be a suitable partner for this project.
- Provide training for people leaders to enable them to identify and address these issues in their teams/units/departments.

Diversity and inclusion work is emotional labour. Staff that work in this area need a way of connecting to each other, for two reasons: for emotional support and manaaki; and to share experiences and resources with others working in the same area.

- Support and resource the establishment and running of a diversity and inclusion network or community of practice.

This report and the literature review, Immigration, Ethnic Diversity and Cities: A Literature Review for Auckland Council, provide a foundation for future policy work in this area. This potential policy development presents an opportunity to work in ways that recognise, and where possible address, the issues raised in both documents. In practical terms this might find expression in a democratisation of the policy process so that those most impacted by such a policy are also those that effect its direction, content and outcomes.

- Develop innovative policy development process in response to the issues described in this report and the literature review.
- Use community strengths and/or co-design as part of the process for developing any future ‘diversity’ policies.