



CaDDANZ

Capturing the Diversity Dividend
of Aotearoa/New Zealand

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'SEEING DIVERSITY' IN ORGANISATIONS: WHAT ARE THE CHALLENGES?

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Using visual methods in diversity research

In this brief we discuss the use and value of visual methods in institutional evaluations.

- Institutional evaluations, undertaken in a collaborative and negotiated way, have the potential to increase the 'line of sight' on complex interactions that otherwise may have been difficult to detect.
- Diversity is a complex issue in itself, and one that many organisations struggle with. Institutional evaluations conducted along the lines we have discussed hold the potential to illuminate complex and difficult aspects policy systems and organisations. In doing so, this approach surfaces, disentangles and helps make actionable inbuilt challenges to responding well to increasing diversity.
- Using relational visual methods is highly suitable for collaborative, developmental evaluation tasks such as identifying, précising, and discussing:
 - the policy context
 - the service ecology
 - the state of service alignment/integration
 - met and unmet need/demand
 - geographic disparities

Context

This brief presents information about the challenges we see facing organisations in Aotearoa that provide services and support to newcomers – or are endeavouring to employ them – and that are more aware of and responsive to diversity. The concept of a 'diversity dividend' implies that economic, social and perhaps even cultural benefits can accrue from being more engaged with different kinds of people who bring different skills, viewpoints, and attributes into workplaces and communities. Our research suggests that challenges exist both in the overall landscape of services – the service infrastructure that exists at national and regional levels – and within organisations themselves. We present eight challenges identified in our research so far and some visual and other tools that were central to the evaluative approach used. In the evaluation methodology applied to these projects — developmental, participatory, collaborative — visual representations provided both the evaluators and the agency staff with 'artefacts on the table' that were able to be used to confirm or clarify what the evaluators were seeing or not, discuss the findings in relation to particular aspects and relationships, and explore possible solutions to challenges that were identified. The direct and in-depth involvement of agency staff was critical to the successful reception and use of the evaluations.

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Who we worked with

Three institutional evaluations undertaken 2016-2019 in the CaDDANZ research programme underpin the insights in this brief. The evaluations took place in:

- A government funded, national, NGO delivering English language learning to new migrants
- A government department specifically working to develop ethnic responsiveness
- A wrap-around social service NGO delivering a range of welfare, professional, cultural and language services to new migrants in Auckland.

Challenges for service infrastructure

When newcomers arrive in New Zealand to settle and work — whether they are refugees or business migrants — they, like other citizens and settlers, need a range of services. Often, newcomers from non-English speaking countries need English language support but people also need access to profitable and appropriate employment, health and education services for them and their families, safety and security, and pathways to feeling as if they belong in their new country. In New Zealand, these services are offered by a wide range of agencies —both government and NGOs — and what is evident in our research is that it is confusing for newcomers as well as agencies to determine who is eligible for what and who offers what to whom.

Furthermore, while many people and organisations see diversity through an ‘ethnic’ lens, language, religion, culture, age, class, occupation, sexuality and country of origin are also vital axes of differentiation – but are considered much less often. The underlying service assumption is that providing useful and adequate social services to newcomers helps ensure successful employment and improved ‘settlement outcomes’ overall. However, where services are often agency-dependent and siloed, managing the complexities of who is providing what for whom and in relation to which ‘kinds’ of diversity is difficult. Agencies have no brief to collect and publish positive accounts about the services they provide that specifically support individuals and families to settle successfully. Indeed, agencies struggle to articulate what it is they do that makes distinctive, acknowledged and valued contributions even when such contributions are clearly made. They are also discouraged, in various ways, from drawing attention to some of the ‘service infrastructure’ issues, which are often beyond the scope of work of any one agency.

- 1: There is no ‘synoptic chart’ of settlement services nor any one agency that has an overall brief to understand and champion such services for both refugees and migrants across government agencies and not-for-profits. Without a big picture of this service ecosystem there are duplications and gaps in service delivery. **Ecosystem mapping** is a useful visual tool for clarifying the big picture and identifying critical service gaps.
- 2: Distinguishing between refugees, family and reunification migrants, and business migrants may work from an immigration perspective but is a poor differentiator from a service-need perspective. Newcomers, regardless of ‘arrival status’, seek language support, employment and/or a sense of safety and belonging. Many newcomers need significantly more English-language and acculturation support than is currently available. **Contrasting policy expectations** in a simple table that compares different groups and categorical responses can highlight misaligned intentions and priorities, and discrepancies in service potential.
- 3: The delivery of funding that underpins service provision from the not-for-profit sector is fragmented across multiple government agencies and tends to be inflexible in terms of how it may be used. Each funding stream has its own internal logic with little consistency across the streams with respect to funding periods, continuity over time, and changeability in amounts made available. It is extremely challenging for not-for-profits to respond effectively to perceived and changing demand. Visually **mapping multiple policy and funding sources** reveals this complexity at a glance, including the multiplicity of different actors, ‘stakes’ and ‘stakeholders’.
- 4: There are few avenues for publishing and disseminating positive stories about successful settlement and pathways to belonging as exemplars to help others negotiate similar challenges and/or to rebut negative stereotypes about newcomers. Using **‘case study’ stories** is one approach to making such accounts more accessible to wider audiences.



Challenges for organisations

Organisations are complex and the larger they are, and the wider the range of scales they operate at (national / regional / local), the more difficult it is for initiatives developed in one part of an organisation to filter through a whole organisation or be comprehensively taken up. Leadership of diversity initiatives in government departments is often corralled into one small part or department and weakly disseminated. Without explicit and robust support at the highest level, diversity initiatives can be experienced as awkward and frustrating. Some within-organisation challenges noted in the evaluations include:

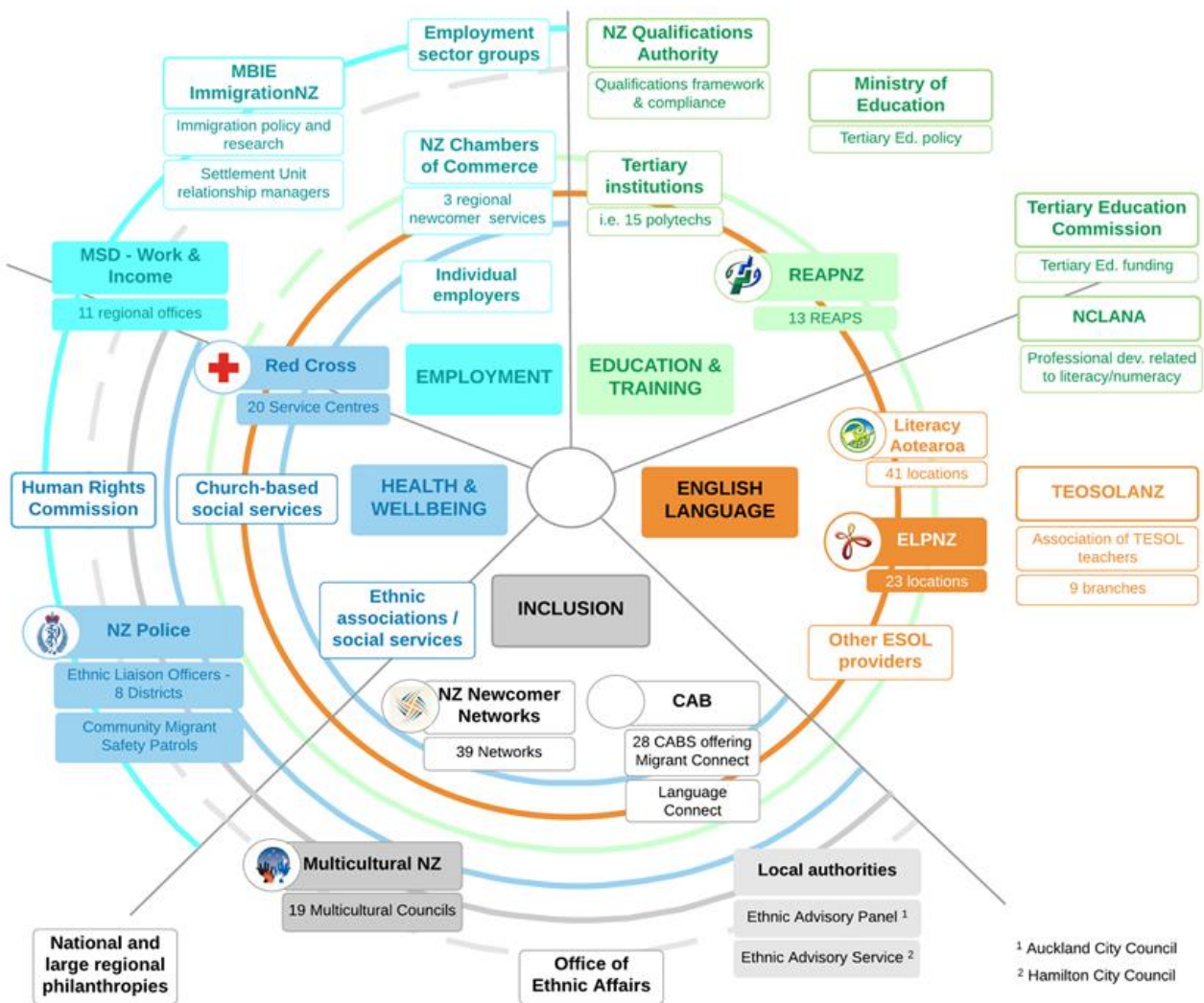
- 1: CEO awareness of the need for diversity responsiveness to be across the whole organisation is critical for reinforcing positive change in organisational culture. **An organisation-as-system map** depicts the structure and accountability lines within an organisation in a way that can reveal how and where diversity responsiveness is constrained. It can identify specific 'assets' and 'pain points' that should be focal points for organisational development to enable greater responsiveness.
- 2: Developmental evaluations where a skilled evaluator works alongside key agency staff to develop a series of **'what's this / what's next' discussions** as an effective way to arrange positive intervention in organisational culture. In these discussions, when a series of co-produced diagrams and maps are tabled with the organisation (the CEO or their delegates and/or stakeholders), approaches to future monitoring and strategies to facilitate change can be developed. The evaluator works as an active facilitator in this process but, at the end of the contract, the organisation chooses (or not) to follow through with their own interpretations and processes in response to the insights as discussed. The realpolitik of organisational priorities, culture and capability are [always] important moderating factors.
- 3: While organisational change may be slow, and sometimes it feels as if not much is happening, recording and making change visible over time affirms positive trajectories and provides a record of sometimes outstanding changes that have occurred. Such records offer an opportunity for an organisation to feel positive about what they are doing alongside an amplified awareness of what still needs to be done. **Timelines** (as visualisations or tables) can pinpoint and explain significant change moments, show patterns of accreting and plateauing effects.
- 4: Different parts of organisations respond differently to the diversity challenge but each sector may be unaware of what is happening elsewhere in the same organisation. Consequently, there is no overall sense of how an individual service user might encounter and be met by different sections of the same organisation. Creating **user-centred journey maps** can help identify how different service users encounter different sections of an organisation, or multiple sections over time.

In each organisation, different visual and text-based tools proved differently effective. Overall, across the two organisations reported here (the third is in progress), seven distinctive tools (in addition to more conventional graphs and tables) have been developed and used as a basis for evaluator-led 'what's this / what's next' discussions. These were: *ecosystem mapping*, *policy expectations table*, *map of multiple policy and funding sources [actor map]*, *case study stories*, *structure and accountability ecomap [organisation-as-system map]*, *timeline map [visual timeline]*, and *user-centred journey map*. Four of these are illustrated on the pages that follow.



1: Ecosystem mapping

In this case the ‘ecosystem’ centred around newcomer access to services organised in relation to the five immigration outcomes established by government (inclusion, health and wellbeing, employment, education and training, and English language) and identified the range of services available across those fields. While some services delivered across the range of fields, others were narrower and more prescriptive. Gaps emerged where agencies and organisations were either **overextended across the range** (relative to their levels of resourcing) or were **disconnected from relevant related services** such that the overall ecology appeared fractured. The diagram also revealed the **silos approach** to settlement activity, on the one hand, and the **lack of central government engagement or leadership** in ‘inclusion’ and ‘English language’.



The software used for most of the diagrams was Lucid <https://www.lucidchart.com/pages/tour>

2: Policy expectations table

This technique mapped the organisation’s ‘priorities’ against the published immigration policies and facilitated a direct comparison with ELPNZ’s strategic goals (their awareness of on-the-ground perceived need). It also highlights and contrasts definitional differences in relation to newcomers. Such definitions, and the noticeable absence of funding for certain groups defined by Immigration New Zealand (INZ) (Work to Residence, Post-Study work, for example), make service provision to all those who need it more problematic. ELPNZ, for example, is unable to easily provide language services to newcomers who are not refugees, and other organisations are also caught in this bind. Coupled with the ecosystem map it may now be possible to discuss with organisations where gaps exist and why.





ELPNZ priority groups

First - Refugees and their families

Quota, reunification and asylum-seeking people from a refugee background go straight to Procedure 1. Establishing language goals and provision needs

Second - Migrants with permanent residence (PR)

- A priority migrant has a clear, achievable purpose in learning English, and two of the following features
 - has responsibilities that make learning English essential (e.g., breadwinner, responsibility for children’s education etc.)
 - has barriers or challenges that could be helped by an ELP service (e.g., financial, limited transport, family responsibilities etc.)
 - tutoring will improve family wellbeing (e.g., financial, emotional, health)

These higher priority learners will likely be assessed and referred to and/or provided with an appropriate service

Third - Migrants without permanent residence (non-PR)

A priority non-permanent resident has all the above features plus a demonstrated commitment to settlement in New Zealand, e.g., PR application in process

These lower priority learners are more likely to be put on a waiting list and partnering/fundraising will ensue to provide service and/or advocacy will be undertaken based on data [regarding unmet needs] (ELPNZ, 2012)



New Zealand Immigration priorities

Refugees in New Zealand are by definition permanent residents ^[1], and this can extend to their family members (family reunification) ^[2]. This entitles refugees to dedicated settlement support provided by organisations such as Red Cross (helping with orientation to a new city/neighbourhood, gaining employment) and funded access to English Language learning programmes provided by ELPNZ

Migrants come to New Zealand to fill skills gaps in our labour market. The following migrant groups are the priority for settlement services

- Skilled Migrant Category visa holders
- Skilled temporary visa holders
 - Essential Skills visa holders in skilled employment
 - Work to Residence visa holders (Accredited Employer and Long-term Skill Shortage List categories)
 - Former international students on Post Study Work Visas with a qualification at level 7 or above on the NZQF
- The partners and families of the above groups

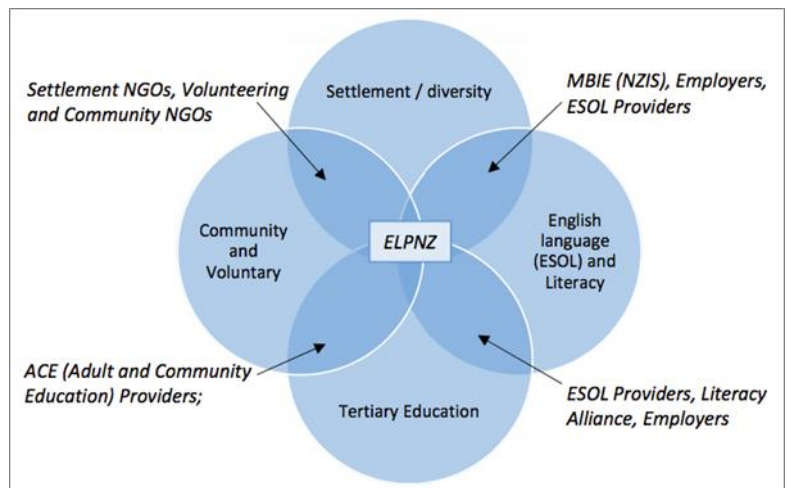
All migrants are priorities for receiving settlement information (INZ, 2016d)

¹ INZ. (2016). Asylum seekers. Retrieved September 25, 2016, from <https://www.immigration.govt.nz/about-us/what-we-do/our-strategies-and-projects/supporting-refugees-and-asylum-seekers/asylum-seekers>

² INZ. (2016, April 9). S4.20 Refugee Quota Family Reunification Category. Retrieved September 25, 2016, from <http://onlineservices.immigration.govt.nz/opsmanual/46521.htm>

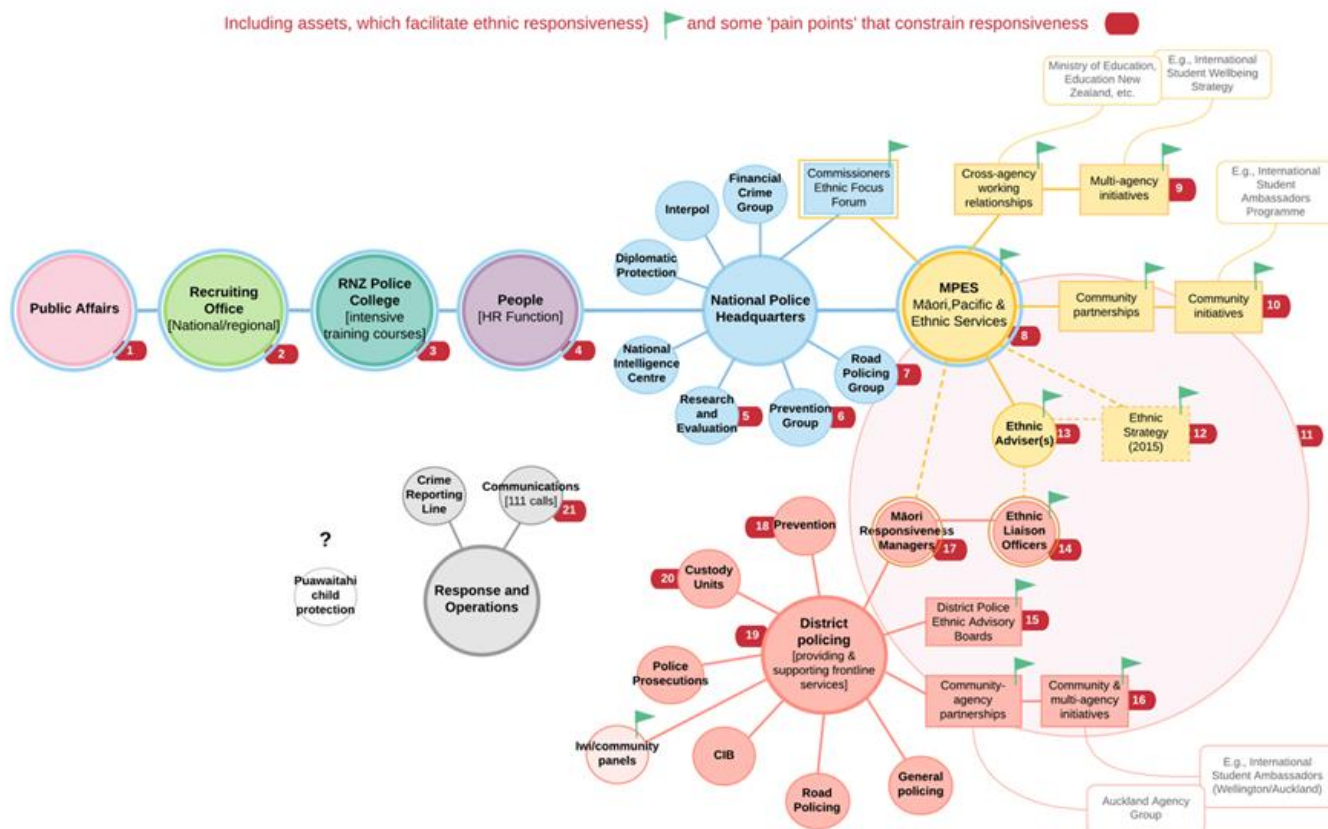
3: Map of multiple policy and funding sources

A simple Venn diagram like this can encapsulate the complex context in which a not-for-profit is operating, both in terms of other parallel services and government agencies with differing mandates.



4: Structure and accountability ecomap [Organisation-as-system map]

The complexity of the government agency's structures and accountabilities have been mapped in this instance in an attempt to identify those places where information and policy, procedural preferences in relation to diversity are not flowing so smoothly (pain points) and where the organisation has strengths (or assets), i.e., roles, structures, procedures, initiatives and working relationships. Visualising aspects of an organisation in this way (vs. an organisation tree) usefully highlights aspects of the 'structure', rendering these as actionable insights. These aspects of an



Summary

The development of these diagrams requires time, a relationship between a skilled evaluator, and an organisation that is invested in development and positive change. Some level of technical skill, a disposition to strategic thinking and theorising with others, and access to and ability to use software packages is also required. While these tools are uniquely powerful, they do not stand alone and are most valuable as provocations in change-focused discussion.

Any map or diagram constructed during the evaluative process is open to [requires] consequent iteration and redrawing as circumstances change, new information comes to light or if called on for different purposes and people. In the spirit of developmental evaluation, ideally mapping and sense-making conversations become the norm within an organisation and these tools are used to assist in self-evaluation. The individual maps are then just temporarily useful artefacts of this process, perhaps, in some cases serving a longer-term purpose as a baseline assessment.

References:

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- Immigration New Zealand. (2016d). *What we do*. Retrieved September 18, 2016, from <https://www.immigration.govt.nz/about-us/what-we-do>