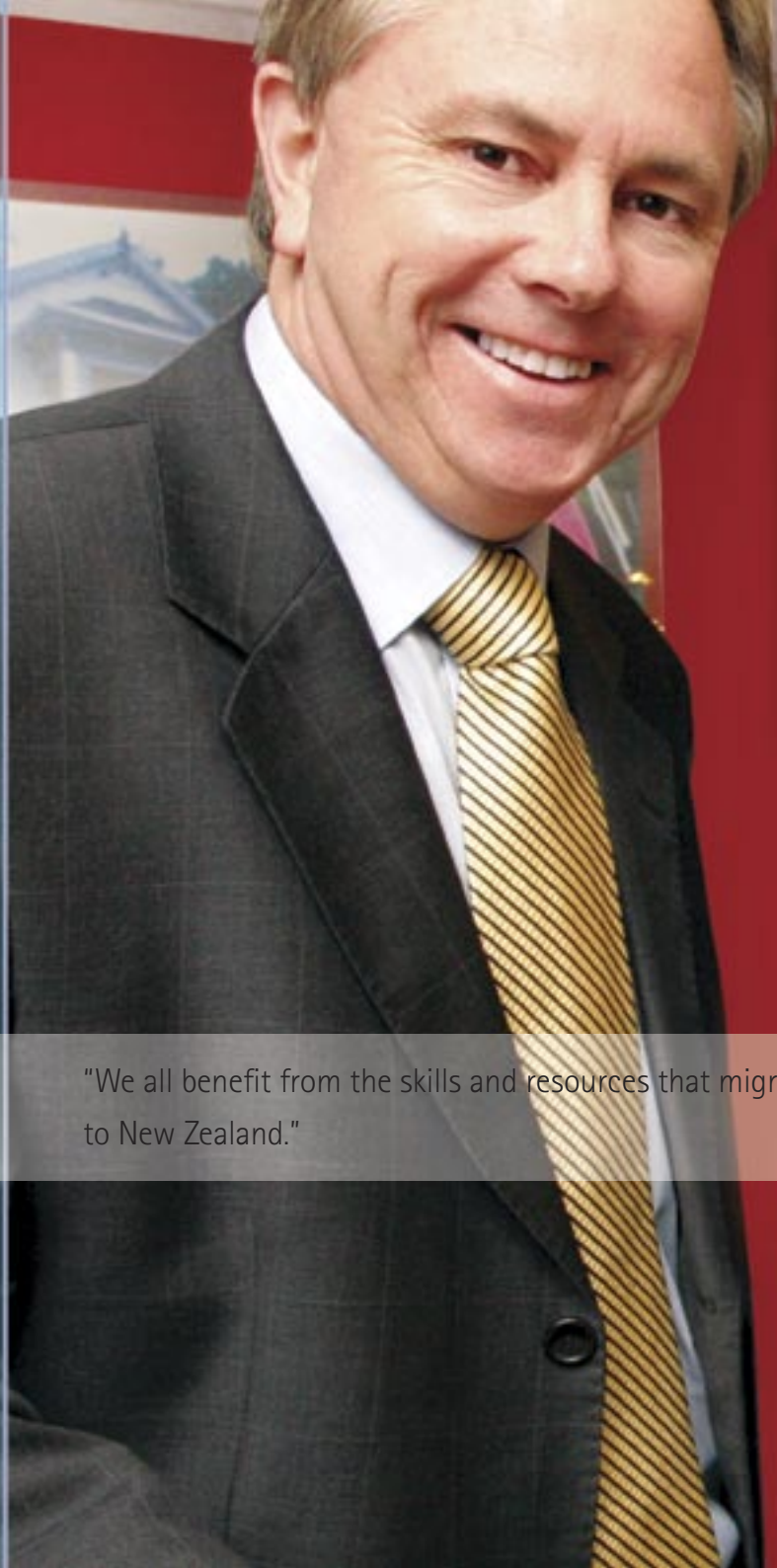


A close-up, profile view of a young man and woman about to kiss. The woman is on the left, with long dark hair, and the man is on the right. They are positioned against a clear blue sky with some light clouds. The image has a romantic and hopeful feel.

The New Zealand Settlement
Strategy in Outline

A FUTURE TOGETHER



"We all benefit from the skills and resources that migrants bring to New Zealand."

HON PAUL SWAIN

Minister of Immigration



A future together

New Zealand is a nation of migrants – nearly 20% of New Zealand citizens and residents were born in another country. We all benefit from the skills and resources that migrants bring to New Zealand.

People come to live permanently in our country for a variety of reasons. Many come, often with their families, to contribute skills we need. Others come to join family already here. A third group, including refugees, come as part of our international humanitarian obligations and responsibilities.

We want all migrants, regardless of their reasons for coming to live here, to establish their families quickly and successfully in local communities, and to contribute fully to our nation's social and economic life. For many people, settlement is relatively straightforward, despite the challenges of a new life in a new country. Other people need more assistance as part of our welcome to them.

A range of government agencies already provide and fund settlement services. However, services have been fragmented and of uneven quality. We know there are gaps and overlaps, as well as barriers to accessing services.

The *New Zealand Settlement Strategy* addresses these issues by taking a cross-government approach to settlement.

We recognise that good settlement outcomes, as set out in the Strategy's six goals, can be achieved only when agencies work together within a common framework. The Strategy also takes a partnership approach – government agencies, local bodies, host communities, migrants, refugees, and service providers will all shape the initiatives that will bring the Strategy to life. We cannot achieve the Strategy's goals without commitment from the whole New Zealand community.

By choosing to start new lives in New Zealand, migrants make a very real commitment to the future of our country. The same commitment is true of refugees who tell us they are grateful to be in a peaceful, safe country.

We must ensure that when migrants and refugees come to live in our communities, that we respond to that commitment – we all have a role in contributing to good settlement outcomes and in achieving the goals of the Strategy, through the welcome we extend to migrants and refugees.

HON PAUL SWAIN

Minister of Immigration

The Strategy goals

The *New Zealand Settlement Strategy* is focused on people who have come to live permanently in New Zealand. The Strategy's six goals are for migrants, refugees and their families to:

- obtain employment appropriate to their qualifications and skills
- become confident using English in a New Zealand setting, or able to access appropriate language support
- access appropriate information and responsive services that are available to the wider community (for example, housing, education and services for families)
- form supportive social networks and establish a sustainable community identity
- feel safe expressing their ethnic identity and be accepted by and become part of the wider host community
- participate in civic, community and social activities.

How are we doing at present?

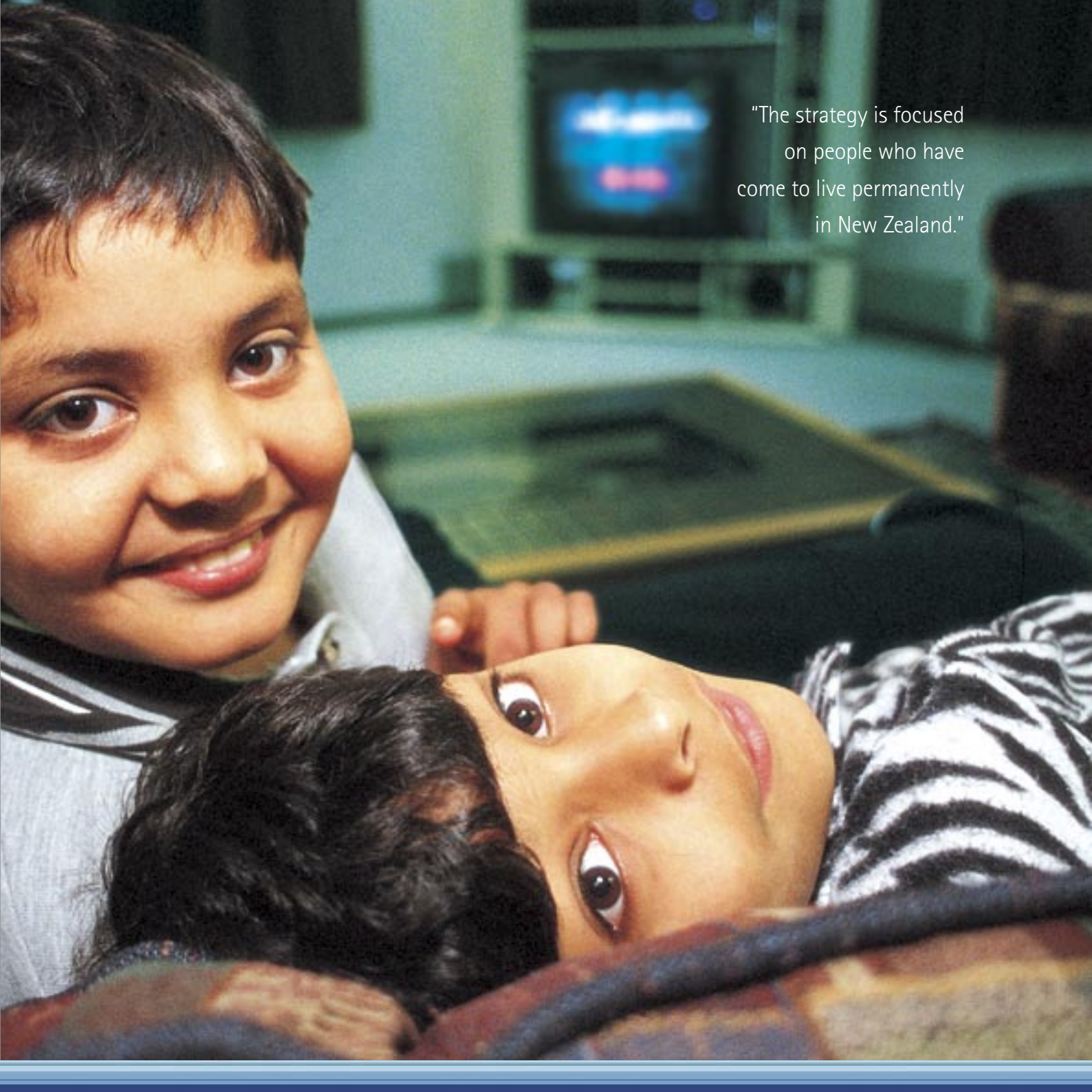
In 2004, the *Department of Labour* published two important reports that tell us about outcomes for migrants and refugees.

The first report is the *Pilot Survey Report: Longitudinal Immigration Survey: New Zealand (Te Ara O Nga Manene)*. The Report is the first in a series of reports from the Longitudinal Survey that will provide information about migrants' initial settlement experiences in New Zealand and the outcomes of immigration policies. The pilot survey tested aspects of the survey development, but also provided useful insights into some settlement outcomes. The main reporting from the Survey will be released from 2007.

The second report is *Refugee Voices: A journey towards resettlement*. This research inquired into the resettlement experiences of refugees in New Zealand, talking to respondents when they had been here for six months, and again after two years.

By drawing on these reports, we can develop a picture of settlement outcomes across the Strategy goals for the groups interviewed. While many outcomes are very positive, others show that there is progress to be made. The outcomes examples given on the next few pages come from the two reports.





"The strategy is focused
on people who have
come to live permanently
in New Zealand."



"There is an important difference between knowing a language, in the sense of having learnt it formally, and using it effectively on a day-to-day basis."

Employment

The majority of migrants, including refugees, will have work as a goal. This includes both principal applicants and their family members. The speed with which they integrate into the labour market, finding work that fits with their skills and qualifications, is a significant indicator of progress with settlement.

- Employment rates improved for all migrants between six months after residence uptake (53%) and 18 months after (62%). Skilled/Business principal migrants had higher employment outcomes – 76% at six months and 84% at 18 months were employed or self-employed.
- Most migrants were satisfied or very satisfied with their main job in New Zealand at both interviews, and an increased proportion was very satisfied after 18 months' residence.
- Employment rates are low for refugees – 16% of recently arrived refugees (aged 15-65) were working at six months, and 26% were working at two years.



English language skills

Language competency is related to employment prospects – the better your English, the better your chances of getting a job. There is an important difference between knowing a language, in the sense of having learnt it formally, and using it effectively on a day-to-day basis. Even for migrants who speak English well, New Zealand English presents some challenges – our accent is different, and we use different terms, sayings and many Maori words.

Poor English skills can also be socially isolating and prevent partners and families from successfully participating in the local community.

- Of the migrants who had worked since uptaking residence, 18% after six months said good English language skills helped them get work. 24% of those not working after six months said that their difficulties with the English language were a barrier to finding work.
- Almost half of the migrants who spoke English as a second language said they had done some study or training to help them improve their English at some time while in New Zealand.
- Quota refugees rated their English language ability the lowest, with 46% saying they could not speak English well after two years in New Zealand.
- After two years in New Zealand, 52% of refugee men said they could speak English well, compared to 32% of refugee women. More women than men had difficulty accessing English language training.



Information and services

Access to services such as health and education, and understanding everyday matters like cultural norms and legal requirements, are important for migrants from the time they arrive in the country. A lack of local knowledge can mean that people miss out on services to which they are entitled, and which can help them settle in New Zealand.

- After six months, 69% of migrants said they had needed some help, advice or information with various aspects of New Zealand life. After 18 months, the proportion had dropped to 60%.
- Migrants at six months reported they needed help with education or training, looking for work, finding out about the tax system, community or local services, and learning English.
- The four main areas where recently arrived refugees needed help or information were with income support, health services, education and training, and local services. More than half who needed help getting work said they did not get this help.
- 39% of established refugees said they still needed help to settle in New Zealand. They still needed help with English language training, financial support, and finding work.

Social and community networks

A supportive community can play a vital role in helping new migrants settle and feel at home. Most cities and many towns are home to a wide range of ethnic, social and community groups and organisations that can help migrants settle. However, migrants are often either unaware of these support groups or do not know how to get in touch with them.

- After six months, most migrants said they had made new friends since arriving in New Zealand (though it should be noted that some migrants had been living here for several years before being approved for residence). After 18 months, most migrants said they had made new friends in New Zealand in the previous year.
- At both six months and 18 months after becoming residents, just over half the migrants said that all or most of their new friends were of the same ethnicity as them.
- New migrants most commonly made their new friends through other friends, relatives or neighbours, followed by making friends at work.
- 61% of recently arrived refugees at six months, who had made friends in New Zealand, said they had met people through existing friends, relatives and neighbours. Those who had difficulty making friends said this was because of language problems and cultural differences.
- More established refugees said improved English language ability was a major factor in making friends outside their ethnic group.

"A supportive community can play a vital role in helping new migrants settle and feel at home."



Ethnic identity

Cultural identity matters to us all and this is no less the case for migrants and refugees. It is important that we celebrate and value the ethnic and cultural diversity migrants and refugees bring to our society.

- Migrants placed more importance on carrying on the values and traditions of their ethnic group after 18 months of residence than after six months, indicating that this issue became more important over time.
- Most refugees said it was important to maintain their own culture in New Zealand in order to preserve a cultural identity for future generations, to share with others, and because they were proud of it. The most common ways to maintain their culture were through eating traditional food, practising religion, and speaking their language.

Community participation

Full participation in society ultimately involves being part of broader civic, community and social activities. This includes such things as joining sports clubs, community and church groups or standing for election for a school board or the local council.

- After six months, around half of the migrants said they belonged to various clubs and groups, and this proportion had increased to 57% after 18 months' residence.
- Migrants were more likely to belong to religious groups than any other type of clubs or groups. After 18 months' residence, sports clubs were the next most common type of club or group.
- Refugees who belonged to clubs were mainly members of sports clubs, ethnic associations or religious groups.





"Full participation in society ultimately involves being part of broader civic, community and social activities."

Implementing the Strategy

We cannot achieve the goals of the Strategy immediately – this will take time. Work has already started on high priority areas, and government agencies are developing a co-ordinated longer term work programme. This will include incorporating settlement initiatives begun before the Strategy was announced.

The first step – Budget 2004

Government began its contribution to implementing the Strategy by focusing on the first three Strategy goals as settlement priorities for Budget 2004 – employment, English language services and support, and access to information and services.

The influence of the Strategy was apparent in the approach to developing the initiatives. Agencies worked together from an early stage to consider whether proposals would make a real contribution to the Strategy goals, and also looked for opportunities to collaborate.

The settlement initiatives funded from Budget 2004 are:

- Careers and labour market information
- Adult English for Speakers of Other Languages (ESOL) tuition
- Additional funding for ESOL in schools
- Establishment of a network of migrant resource services
- Additional funding for the Refugee and Migrant Service (RMS)
- A national settlement secretariat to support a structure for ongoing communication between central government agencies and people and groups interested in settlement issues
- Assessment of refugee qualifications.

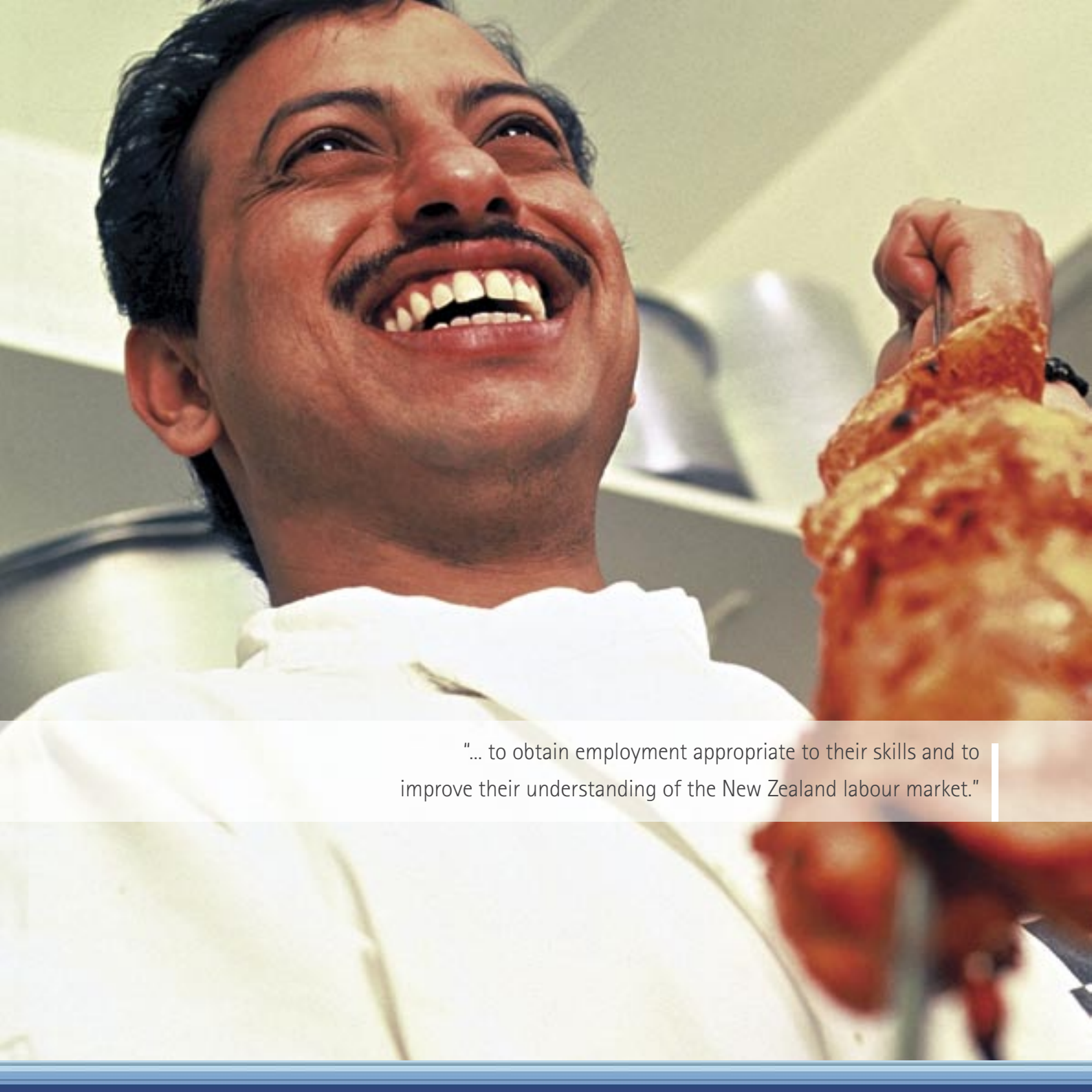
"Work has already started on high priority areas, and government agencies are developing a co-ordinated longer term work programme."

BUDGET 2004 – FUNDING PROVIDED WITHIN THE SETTLEMENT PACKAGE

	2004/05	2005/06	2006/07	2007/08	TOTAL
Careers advice & information	1.000	1.000	1.000	1.000	4.000
Adult ESOL	0.226	0.450	0.450	0.450	1.576
ESOL in schools	4.256	8.499	12.475	12.630	37.860
Migrants resource services	1.675	3.137	3.476	3.386	11.674
Refugee & Migrant Service	1.500	1.500	1.500	1.500	6.000
National settlement structure and secretariat	0.252	0.252	0.252	0.252	1.008
Refugee qualifications assessment	0.068	0.068	0.068	0.068	0.272
Total	8.977	14.906	19.221	19.286	62.390

Figures are in millions of New Zealand dollars, with GST included





"... to obtain employment appropriate to their skills and to improve their understanding of the New Zealand labour market."

Careers and labour market information

Career Services has received funding to provide career information, advice and guidance and customised information on the labour market and workplaces, to migrants and refugees to improve their ability to participate in the New Zealand labour market. Funding is for up to 1,200 individual migrants and 50 group events (with approximately 10 participants per group). The initiative will target migrants (both principal and non-principal applicants) who are:

- not in jobs appropriate to their skills and qualifications
- out of work but not officially registered as unemployed and therefore not eligible for Work and Income employment programmes and services.

The initiative is intended to increase the ability of those assisted to obtain employment appropriate to their skills and to improve their understanding of the New Zealand labour market. This includes knowing about available opportunities and the attitudes and expectations of employers.

Adult ESOL tuition

The *Tertiary Education Commission*, through the *Ministry of Education*, received funding for adult ESOL for migrants with professional qualifications. Up to 125 places per year will be provided for migrants whose qualifications match the Priority Occupation List, but who need ESOL assistance to enable them to obtain employment appropriate to their qualifications and skills. Those assisted will receive free tuition.

"Up to 125 places per year will be provided for migrants whose qualifications match the Priority Occupation List, but who need ESOL assistance."





"... additional funding to provide language support for 28,000 students..."



ESOL in schools

The *Ministry of Education* received additional funding for schools to provide English language support for 28,000 students who are recent migrants, refugees, or first generation children of migrants or refugees. Outcomes for children will be improved through raising their level of achievement in speaking English.

The package includes:

- support materials for teachers and students
- resources for school principals and boards of trustees
- professional development programmes to improve the quality of teaching
- information technology, workplace and tertiary learning opportunities for secondary level students
- intensive ESOL provision for children with very high language learning needs
- programmes and materials designed to involve families and communities in their children's learning
- ongoing monitoring, evaluation, and research.

Migrant resource services

The *Department of Labour* received funding to establish a national network of migrant resource services. This initiative will focus on better co-ordinated delivery of settlement advice and information at a local level.

"... better co-ordinated delivery
of settlement advice and
information at a local level."

Refugee and Migrant Service

The *Department of Labour* received additional funding for its contract with the *Refugee and Migrant Service (RMS)*. Each year New Zealand accepts a United Nations quota of 750 refugees and around 300 family members. RMS is a national non-government organisation that provides settlement services to refugees during their first year in New Zealand.

National settlement secretariat and structure

The *Department of Labour* received funding to establish a national structure, supported by a secretariat to address the current lack of co-ordination and information sharing across and between Government, local government, and other stakeholders. This will involve setting up processes for regular meetings between central government agencies and groups and communities involved in settlement issues.

Assessment of refugee qualifications

The *New Zealand Qualifications Authority* received funding to assess the overseas qualifications of up to 150 refugees who plan to study at the *Auckland University of Technology*. Where overseas qualifications have been officially benchmarked against a New Zealand equivalent qualification, opportunities are increased for refugees to find jobs that fit with their qualifications and skills. The initiative will also help refugees who need their qualifications assessed in order to take up further study.





"Each year New Zealand accepts a United Nations quota of 750 refugees and around 300 family members."

"For the Strategy to succeed
it is essential that settlement
initiatives fairly and fully
reflect community needs..."





The next step – dialogue with communities, service providers and others involved in settlement

For the *New Zealand Settlement Strategy* to succeed it is essential that settlement initiatives fairly and fully reflect community needs, and are based on effective relationships between government agencies and stakeholders.

During July and August 2004, the *Department of Labour* led a series of nine settlement strategy workshops. These included central government agencies, migrant and refugee communities, service providers, local bodies, and others involved in settlement services. The workshops were held in Auckland, Hamilton, Wellington and Christchurch.

The workshops sought feedback and ideas about two key issues:

- developing improved communication between government agencies and people and groups with an interest in settlement
- priorities for a longer term work programme to implement the Strategy.



"Communities need to have input into issues that affect them."

Developing improved communication

The feedback from these groups will be used to design a structure and process for regular ongoing communication between government agencies and settlement stakeholders. The structure, when established, will be supported by a secretariat within the *Department of Labour*.

Key messages included:

- Good communication is established when government agencies come to communities, so there is face-to-face discussion. When agencies come as a group, this avoids consultation overload and uses people's time effectively.
- It is important to build on established relationships that work, including those between communities and local government.
- Communities need to have input into issues that affect them.
- There needs to be regular contact through structured forums, with timely feedback.
- The Refugee Resettlement Forum is a valuable and effective communication tool.
- A secretariat is strongly supported – it will meet a need for centralised co-ordination and communication.

Priorities for a longer term work programme

Community and service provider feedback will also contribute to the development of a longer term work programme aimed at achieving the Strategy goals. Government agencies are working together to ensure the work programme is co-ordinated across Government and that resources are used in the most effective way.

People who came to the workshops said that the priorities for action were:

- Settlement information which is easily accessed, to reduce the current fragmentation.
- ESOL which is high quality, affordable and accessible.
- Improving opportunities to find work, including gaining work experience and changing employer attitudes.
- Educating host communities so they are more welcoming and more positive about migrants and refugees.

Continuing other key initiatives

Government has a number of settlement initiatives in place which began before the Strategy was announced. The further development of these initiatives will reflect the Strategy goals.

REFUGEE RESETTLEMENT FORUMS

The *Department of Labour* leads twice yearly refugee resettlement forums that include a range of government agencies, providers and refugee community representatives. The forums are held in a different city each time, and are also attended by a representative of the *United Nations High Commission on Refugees*. The first forum for 2004 was held in Christchurch, and the second one will be in Hamilton.

OFFICE OF ETHNIC AFFAIRS

The *Office of Ethnic Affairs (OEA)* is a small population-based unit within the Department of Internal Affairs that focuses on issues that apply across Government for ethnic people, including refugees and migrants.

The OEA provides information and advice about and for ethnic communities, and acts as a point of contact with Government for ethnic communities. It also provides referrals to appropriate service agencies. OEA works with ethnic communities, non-government and government agencies. For further information about OEA please visit: www.ethnicaffairs.govt.nz

LANGUAGE LINE

Since the *Office of Ethnic Affairs* launched *Language Line* in 2003, there has been steady growth in the numbers using the service. There have now been over 15,000 successful interpreting sessions. The service was recently expanded to increase the hours the service is available, the number of agencies who use *Language Line* and the number of languages offered. *Language Line* provides telephone-based interpreting support to 10 agencies in 37 languages, Monday to Friday 9am to 6pm. The agencies are:

- Accident Compensation Corporation
- Commerce Commission
- Housing NZ Corporation
- National Poisons Centre
- NZ Police
- Tertiary Education Commission (*English for Migrants*)
- Department of Internal Affairs (*Office of Ethnic Affairs, Passports, Citizenship, Births, Deaths and Marriages*)
- Department of Labour (*Employment Relations Service and New Zealand Immigration Service*)
- Ministry of Economic Development (*Electrical Workers Licensing Group, Insolvency and Trustee Service, Measurement and Product Safety Service, Ministry of Consumer Affairs – Consumer Line, New Zealand Companies Office*)
- Ministry of Social Development (*New Zealand Superannuation, StudyLink, and Work and Income*).

For more information about *Language Line* visit:
www.languageline.govt.nz

WORK AND INCOME'S AUCKLAND METRO MIGRANT AND REFUGEE STRATEGY

The *Ministry of Social Development* continues to offer enhanced employment services for migrants and refugees in Auckland, with funding received in Budget 2003. Key components include:

- integrating *Work and Income* employment services into community migrant and refugee centres
- establishing specialist migrant employment programmes and services
- reducing case loads for specialist case managers to provide more intensive one-on-one assistance.

The findings about best practice are now being used to develop refugee and migrant services in other *Work and Income* regions with significant numbers of refugee and migrant clients.

The initiative also included the development of an Auckland based multi-lingual call centre with national coverage. The call centre now offers 11 languages, and complements *Language Line*, also available for *Work and Income* clients.

COMMUNITY BASED SOCIAL SERVICES FOR MIGRANT AND REFUGEE COMMUNITIES

The *Ministry of Social Development* has worked with refugee and migrant communities in Auckland, Hamilton and Christchurch to assess social service needs. The information gathered will help to shape strategies for local and central government. A needs assessment process will be undertaken in Wellington, Nelson and Napier/Hastings over the next year.

The initiative also includes purchasing additional social services to meet immediate needs, and within the refugee and migrant communities to design, develop and deliver appropriate services for themselves. This work will be ongoing.

"The further development of these initiatives will reflect the Strategy goals."



Next steps

The *New Zealand Settlement Strategy* provides a framework for the co-ordinated development of settlement support services that will better serve the needs of migrants and refugees. This will enable them to make the maximum contribution to New Zealand's economic growth, and to become part of our local, regional and national communities.

The Strategy will also improve the way central and local government and communities co-operate, and ensure that there is a free flow of information between all stakeholders.

Settlement is something that involves the whole community and requires a long-term approach. The Strategy's success will depend on us all being willing to listen, respond and co-operate on a local and national basis.

The consultations held so far are just the beginning of a far more extended process of community liaison. As described above, this year the Strategy makes provision for the establishment of a national settlement secretariat within the *Department of Labour*. It will be the task of the secretariat to co-ordinate the development of a national settlement structure that enables regular engagement between government agencies and communities. And this will form the basis of integrating the work of central and local government agencies and community and ethnic groups.



"The Strategy's success will depend on us all being willing to listen, respond and co-operate on a local and national basis."



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Ivor Earp-Jones, Stephen A'Court, Venture Southland, SANZ, Dionne Ward

Disclaimer

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