

# AUCKLAND REGIONAL SETTLEMENT STRATEGY

## PHASE 1 Opportunities For Improving Settlement Outcomes



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PHOTOGRAPHY

Ivor Earp-Jones

Stephen A'Court

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A STRATEGY DEVELOPED IN PARTNERSHIP  
BY LOCAL AND CENTRAL GOVERNMENT, NON-GOVERNMENT ORGANISATIONS,  
COMMUNITIES AND OTHER STAKEHOLDERS WITH SETTLEMENT-RELATED INTERESTS IN AUCKLAND,  
JOINTLY LED BY MANUKAU CITY COUNCIL AND THE DEPARTMENT OF LABOUR,  
UNDER THE AUCKLAND SUSTAINABLE CITIES PROGRAMME

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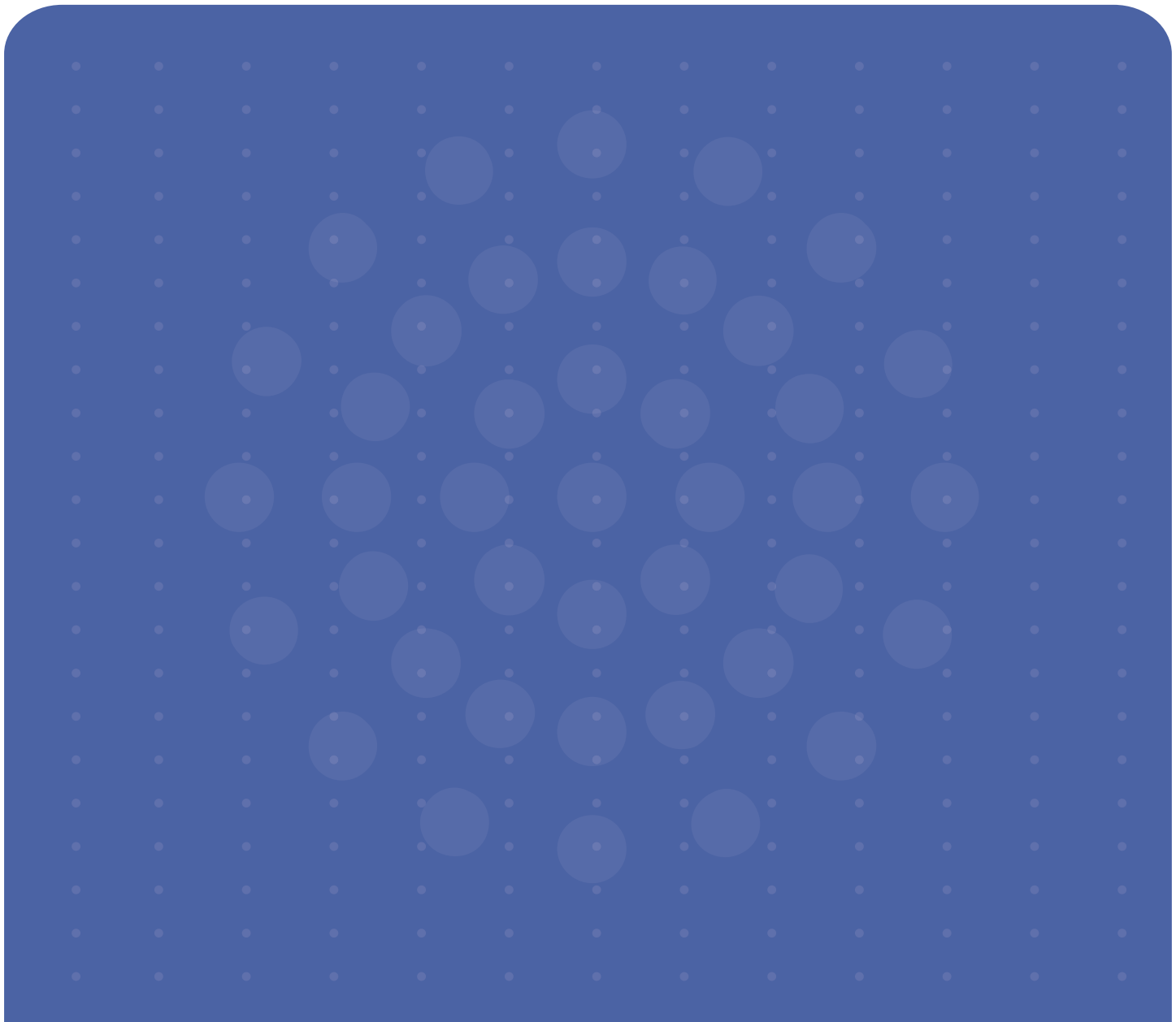
**AUCKLAND SUSTAINABLE CITIES PROGRAMME**  
A regional partnership with the Sustainable Development Programme of Action





# AUCKLAND REGIONAL SETTLEMENT STRATEGY

PHASE 1 Opportunities For Improving Settlement Outcomes



## FOREWORD



Auckland is the gateway to New Zealand for many migrants and refugees and where the greatest proportion choose to settle. It is home to over 150 different ethnic groups and is the most culturally and linguistically diverse region in New Zealand. Over half of the population in the region

have come from other countries. Of the 50,700 New Zealand adult non-English speakers, over 65 percent live in Auckland. Almost three-quarters of people who come to New Zealand from the Pacific Islands, and two-thirds of those who come here from Asia, live in Auckland.

Settlement in Auckland by people from culturally and linguistically diverse backgrounds is expected to continue. As New Zealand's largest regional economy, delivering almost a third of the country's GDP, Auckland will play a major role in driving the transformation of New Zealand's economy. Economic transformation will be dependent on maintaining skill and population gains from immigration. Settling quickly and achieving the fullest possible economic, social, cultural and environmental participation is, therefore, an imperative for the Auckland region.

The *Auckland Regional Settlement Strategy* is an important vehicle for supporting positive settlement outcomes that benefit everyone in the region. It evolved from the Auckland Mayoral Forum in 2003 with the support of the then Minister of Immigration, Hon Lianne Dalziel, and was a signature project within the Auckland Sustainable Cities Programme. It is aligned to the New Zealand Settlement Strategy approved by the Government to support the settlement of migrants, refugees and their families. Together these strategies will contribute to creating a strong sense of national

identity, encourage diverse peoples to live and work alongside each other in their communities, and contribute towards building a strong, resilient, skill-based economy.

The *Auckland Regional Settlement Strategy* is a partnership between local and central government agencies. It takes a long-term view, builds on existing settlement work and explicitly acknowledges that settlement is a two-way process between existing communities and new arrivals. It is the result of a comprehensive and inclusive engagement process which brings together the collective voices of migrants and refugees on settlement issues, and those of other local and community stakeholders, including representatives from local and central government agencies, and non-government organisations and local business representatives.

This document reflects the collaborative work between all these stakeholders, and proposes a way forward to achieve successful settlement outcomes in Auckland.

### COLIN DALE

City Manager, Manukau City Council (1985–2006) and  
Chair of the Auckland Regional Settlement  
Strategy Steering Group

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## PURPOSE

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The *Auckland Regional Settlement Strategy* is a regional and community-based approach, led out of Auckland. The *Strategy* has been developed in partnership with central and local government, non-government organisations and other stakeholders with settlement-related interests in Auckland, including migrants, refugees and Pacific people. It highlights the fact that migrants and refugees from culturally and linguistically diverse backgrounds face the greatest challenges and barriers to settling and being able to contribute economically and socially in Auckland.

This document outlines stakeholder perspectives on barriers and challenges to settling in Auckland, and

offers suggestions on how these might be addressed. It identifies how local and central government and non-government organisations support settlement, and perceived gaps and overlaps in settlement-related policy and service provision. It recommends proposals for making improvements.

The importance of this work is linked to central and local governments' intention to be responsive to the needs of people who have come to live permanently in New Zealand, and to produce a sustainable and co-ordinated approach to settlement policies and programmes. This is particularly so in Auckland as the gateway region for many new migrants and refugees and where a significant number settle.

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## PART ONE

### The Rationale for an Auckland Regional Settlement Strategy



## INTRODUCTION

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New Zealand's success in the modern world and the well-being of future generations rely on a sustainable development approach. The Sustainable Development Programme of Action<sup>1</sup> highlights that we must have solutions which create the best outcomes for the environment, the economy and our increasingly diverse society. In New Zealand, sustainable development in the 21st century will be shaped by our population, around one third of whom are predicted to live in Auckland.

Auckland is New Zealand's largest metropolitan area. It has an increasingly diverse population with

around 150 different ethnic communities and the country's highest number and proportion of migrants and refugees settling in the region. The Auckland region is already facing significant challenges in order to manage the high migration numbers and rapid population growth, which is creating a huge strain on all aspects of the region's infrastructure. With Auckland's rapid growth, increasing cultural diversity and economic dynamism, many of the challenges for New Zealand's sustainable development have their strongest expression in the Auckland region.

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<sup>1</sup> Sustainable Development for New Zealand Programme of Action, Department of Prime Minister and Cabinet, January 2003.

## IMMIGRATION AND POPULATION TRENDS<sup>2</sup>

New Zealand's overall population is likely to continue to be small with natural decrease being the norm. Increasingly, population growth and economic sustainability will depend on gains from immigration. New Zealand is not alone in this. In an era of growing competition among OECD countries to enhance economic sustainability through the recruitment of highly skilled migrants, combined with higher outflows of New Zealanders to work overseas, New Zealand will be relying increasingly on migrants from a wide range of contributing countries.

New Zealand's immigration trends have changed significantly over the past 50 years, bringing local host communities into contact with increasing numbers of migrants and refugees from a diverse range of ethnic and cultural backgrounds. For example, Pacific peoples have a long history of settlement in New Zealand. In 1956, there were 8,103 Pacific people in New Zealand and by 1961 there were 14,340 of whom 6,481 were Samoans. Today Pacific people from a range of ethnic groups are Auckland's largest population group after Pākehā/European and Asian, making up 14 percent of Auckland region's population.

Over the past 15 years, New Zealand's population has changed considerably from being predominantly bi-cultural (i.e. Māori and European) to one that is visibly multi-cultural within a bi-cultural context where Māori have a special status as Treaty partners. During this time, the level of migration from source destinations has varied. On average, 26 percent of people granted residency in New Zealand have been from the English-speaking destinations of the United Kingdom, the United States of America, and South Africa. The vast bulk of the remaining residency approvals have been granted to people with cultural and language backgrounds from destinations outside traditional source countries. It is estimated that, of these people, approximately 65 percent have settled in the Auckland region and, in particular, the four metropolitan areas of Auckland, Manukau, North Shore and Waitakere cities.

The pattern of immigration from a growing range of ethnically and culturally diverse people and the impact on the local economy and host communities, underline the importance of ensuring that migrants and refugees from such backgrounds are able to settle as quickly as possible and achieve the fullest possible economic, social and cultural participation.



<sup>2</sup> International migration has a small impact on long-term population growth, but the small long-term net contribution disguises growing inflows and outflows of people. This growing turnover or "churn" of people brings both opportunities and risks. Skilled New Zealanders have more opportunities to gain work experience in other countries, which can be passed on if they return, but there are growing incentives for them to stay overseas as immigration policies are relaxed in industrialised countries. People who migrate to New Zealand have, on average, higher measurable skills than the general population but often face barriers to using those skills. While inflows generally replace outflows in terms of numbers, integration into the wider community often takes time. Ensuring successful settlement outcomes is a key factor in retaining migrants' skills, but if not done well can lead to a loss of productivity. Source: Population and Sustainable Development Report pages 29 and 30 – Department of Labour, Ministry of Economic Development, Ministry of Social Development, Statistics New Zealand, [www.population.govt.nz](http://www.population.govt.nz).

## SETTLEMENT OUTCOMES

Positive settlement is essential for achieving the Government's overarching economic, social, environmental and cultural goals, and for promoting social cohesion in New Zealand. Settlement is a two-way process of learning, adaptation, acceptance and respect by migrants and refugees and local host communities. Achieving this balance is essential for positive interaction between wider host and migrant and refugee communities, reducing prejudice and discrimination, and strengthening overall social cohesion within New Zealand society.

The term *host communities* refers to groups of people in receiving countries who reflect the country's mainstream culture, which in turn reflects their social and economic dominance. Within the host community there is a range of established ethnic groups, many of whom have traditionally had a role to play in supporting the settlement of new arrivals. This definition recognises the special status of Māori as Tangata Whenua and Tiriti o Waitangi/Treaty of Waitangi partners, and their role in offering manaakitanga<sup>3</sup> to these new arrivals as the first people of this land.

### The settlement process

Settlement is multi-faceted, with a range of sectors supporting settlement-related activities. A sustainable approach is needed to achieve positive settlement outcomes for migrants, refugees and wider host communities. The process of migrant and refugee settlement can be viewed in three broad stages. These are pre-settlement, initial settlement, and post-settlement.

- **Pre-settlement** has been defined by the Government as the period before a migrant or refugee obtains New Zealand residence;
- **Initial settlement** is where migrants and refugees focus on meeting their initial settlement needs. These include: finding somewhere to live; finding a job; gaining confidence in English; and accessing education and health services;
- **Post-settlement** is where migrants and refugees, having satisfied these primary settlement needs, may then direct their energy and resources toward other settlement goals such as forming supportive social networks and participating in civic, community and social activities.

The Government accepts that one of the challenges in defining settlement is that it is an essentially open-ended process, as there is no clear point at which settlement can be said to be complete. Adapting to a new country and culture has generally been acknowledged as a stressful process involving several interacting cultural, social, economic, language and environmental factors.

Different aspects of settlement may occur at different rates for individuals and their families, depending on the particular barriers and opportunities they may encounter. People coming to New Zealand from diverse cultural and language backgrounds may require extra settlement assistance to adapt to their new environment and to address any disparities arising from pre-migration experiences.

These disparities are compounded for refugees who have experienced loss and trauma as a result of war and other factors associated with forced migration, along with multiple sources of stress which include: financial problems; language difficulties; culture shock; racism; unemployment; health problems; changes to family structures and roles; and different or limited education. Some may not have experienced civil society. They will require intensive support over a longer period of time during their settlement process.

All, or a combination, of these factors can result in poor settlement outcomes for individuals and families with consequences for their future in New Zealand.

### The New Zealand Settlement Strategy

In 2004 the Government approved the New Zealand Settlement Strategy<sup>4</sup> which established a government framework to achieve positive settlement outcomes for migrants, refugees and their families. The framework is intended to identify appropriate government interventions that can promote good settlement and contribute to community integration.

Issues faced by migrants and refugees settling in New Zealand are complex and cannot be effectively addressed through any single agency. Each of the goals contained in the New Zealand Settlement Strategy, therefore, requires the contribution of a range of agencies at national, regional and community levels. A collaborative approach is required to address the challenges migrants and refugees face as they settle in New Zealand and into their new communities. The Department of Labour is responsible for leading and co-ordinating the implementation of this cross-sectoral strategy, which provides an umbrella for other broad-based settlement initiatives through the Settlement National Action Plan.

3 Hospitality, showing kindness; care towards.

4 Previously known as the national Immigration Settlement Strategy.

Employment, English language and access to appropriate information and responsive services have been identified as having a particularly significant impact on overall settlement outcomes. In general, central government agencies will lead work in these areas with support from non-government organisations and community agencies at national, regional and local levels. International literature indicates that obtaining employment appropriate to qualifications and skills, and confidence in using English, or the ability to access appropriate language support, are likely to make the most important contribution to successful settlement. While employment outcomes

are not the only indicator of successful settlement, they are one of the more significant. Labour market integration is linked with successful settlement in other areas of people's lives.

Community connections are also important to successful settlement. This area provides opportunities for local government to lead a collaborative approach. This collaboration involves government, non-government organisations and community agencies at national, regional and local levels working together to support the adaptation and acceptance both of host communities and of the new refugees and migrants settling here.



## GOVERNMENT SUPPORT FOR SETTLEMENT

The Government's policy agenda balances economic and social policy. A top priority is the development of a strong economy, based on economic transformation which includes skill and population gains from immigration. It is envisaged that Auckland, as New Zealand's largest city, and with improvements to its infrastructure, will drive the transformation of New Zealand's economy.

Immigration will continue to be an important factor in supporting Auckland's ability to attract globally competitive firms, achieve higher productivity, and increase business investment, skill levels and innovation. In recognition of the longer-term importance of immigration trends, and to achieve good settlement outcomes, the Government's emphasis is on achieving social solidarity, building a strong nation, and developing community values which provide opportunities for all New Zealanders. The priority is on policies that contribute to creating a strong sense of national identity and allow diverse peoples to live and work alongside each other to contribute to a strong, resilient, skill-based economy.

To make the contribution that the Government is looking for, migrants and refugees must be settled well in New Zealand. This is a two-way process, supported by a wide range of central and local government agencies, non-government organisations and community groups.

### Central government responses

Primary responsibility for migrant and refugee pre-settlement and initial settlement policy resides with the Department of Labour. Primary responsibility for migrant and refugee post-settlement policy resides with the Office of Ethnic Affairs and the Ministry of Pacific Island Affairs.

As part of its wider role of enhancing labour market performance and the working lives of all New Zealanders, the Department of Labour is the primary provider of pre-settlement information to prospective

migrants and selected refugees. It also co-ordinates and funds targeted settlement information services for the initial settlement phase.

A wide range of central government agencies contribute to initial and post-settlement outcomes by providing settlement-related services directly, or through non-government and community organisations. In 2004 and 2005 the Government also funded a number of new settlement initiatives to assist new migrants and refugees obtain employment, and access English language support and settlement information and services.

### Local government responses

Local government has a key leadership role in assisting migrants and refugees to establish themselves in local communities; maintain strong networks; be accepted by local host communities; and participate in civic and community activities.

This role is congruent with the requirements of the Local Government Act for local councils to consider the social, environmental, economic and cultural well-being of communities, as part of taking a sustainable approach to development.<sup>5</sup>

Councils in the Auckland region are already providing a wide range of services directly, or in partnership with non-government and community agencies, to support the settlement of migrants and refugees in their region and to help them to connect with their wider communities by:

- obtaining relevant and timely information and advice about local services;
- making stronger local connections while maintaining their own cultural identities;
- participating in processes to be able to influence decisions that affect them;
- supporting their employment by highlighting to employers the potential benefits migrants bring for local economic development and the business community.



<sup>5</sup> Local Government Act 2002 providing for democratic and effective local government that recognises the diversity of New Zealand communities.

## PART TWO

### Developing an Auckland Regional Settlement Strategy



## INTRODUCTION

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The *Auckland Regional Settlement Strategy* identifies opportunities and makes recommendations on how central government agencies, local and regional councils, and non-government organisations in the Auckland region can better support migrants and refugees to settle and contribute to the sustainable development of New Zealand.

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## DEVELOPING THE STRATEGY

The *Auckland Regional Settlement Strategy* was a project under the Auckland Sustainable Cities Programme, a joint regional response from central and local government to the New Zealand Sustainable Development Programme of Action. It evolved from the Auckland Mayoral Forum in July 2003, following discussions with the then Minister of Immigration, Hon Lianne Dalziel. The Chief Executives' Forum was subsequently invited by Mayors to develop an *Auckland Regional Settlement Strategy*. The *Strategy* became a signature project within the Sustainable Auckland initiative.<sup>6</sup>

The special status of Māori as Tangata Whenua and Tiriti o Waitangi/Treaty of Waitangi partners was recognised in the *Auckland Regional Settlement Strategy's* terms of reference, and Te Puni Kokiri was consulted about engaging with Māori during the development phase. As a result of this consultation, it has been agreed that local councils will engage with Māori over this *Strategy's* ongoing development and implementation. This aligns with the approach taken by some councils when developing their individual settlement strategies.

It was recognised that across a wide range of Government sectors there are a number of existing mainstream and targeted strategies and initiatives available to all New Zealanders to address socio-economic and other disparities. As New Zealand residents, migrants and refugees are encompassed under these strategies. It is, therefore, not intended that the *Auckland Regional Settlement Strategy* duplicate work already undertaken on other strategies and programmes, rather that these other strategies incorporate a migrant and refugee focus where necessary.

The first step towards achieving enhanced settlement outcomes in the Auckland region was to develop an *Auckland Regional Settlement Strategy* by collecting and documenting feedback from a wide range of stakeholders, including migrants and refugees themselves.



<sup>6</sup> As such, it incorporates the principles of sustainable development by adopting the quadruple bottom-line framework covering environment, economic, social and cultural settlement outcomes.

## KEY AREAS COVERED IN THE *STRATEGY*

The *Strategy* considered how existing policies and service delivery impact on the settlement of migrants and refugees in the following key areas:

- accessing settlement-related information and services;
- employment opportunities;
- appropriate and accessible English language learning for adults;
- access to responsive physical and mental health services;
- the importance of education (compulsory sector) in supporting community integration;
- affordable and appropriate housing needs;
- opportunities for migrants and refugees to connect at the local level (with wider and local communities);
- opportunities for migrants and refugees to influence and contribute to policy development and service delivery;
- increasing community understanding and acceptance of diverse communities;
- settlement needs of Pacific peoples.

More specific discussion of these key areas can be found at [www.sustainableauckland.govt.nz/settlement](http://www.sustainableauckland.govt.nz/settlement) and [www.immigration.govt.nz/settlement](http://www.immigration.govt.nz/settlement).

## THE ENGAGEMENT PROCESS

An extensive and inclusive engagement process was undertaken to identify the key areas of settlement to be addressed. Representatives from migrant, refugee and Pacific communities, central and local government and non-governmental agencies and the private sector in Auckland were involved.<sup>7</sup> They identified existing or potential barriers and challenges in each of these key areas, and recommended opportunities for addressing them.

### A phased approach

The engagement process took a phased approach. It brought together local and community views to identify the key challenges and issues associated with successful settlement in Auckland, from which the *Auckland Regional Settlement Strategy* has evolved. A phased process of engagement was used to develop the *Strategy* as follows:

**PHASE 1** – The first phase was concerned with supporting a partnership approach for agencies involved in the development of the *Strategy*. It consisted of gathering and documenting individual and shared agency outcomes and identifying the unique contributions central and local government agencies and NGOs brought to the development of the *Strategy*. Agencies were also asked to confirm their internal processes for gaining sign-off to all phases of the *Strategy*.

**PHASE 2** – The second phase comprised a series of literature overviews. This was to ensure information contained in previous research on settlement issues for migrants, refugees, Pacific migrants and host communities was considered in this process.

**PHASE 3** – In this phase a wide range of migrant and refugee communities in Auckland were engaged and their collective views sought on shared settlement issues. They identified what assisted or prevented them from achieving their settlement goals and made proposals for improvements.

<sup>7</sup> Refer to the Appendix for information about the stakeholders who participated.

**PHASE 4** – The findings of the literature reviews and the collective views of migrants and refugees were shared with central and local government agencies, NGOs and relevant academics and private sector representatives in Auckland involved in key settlement-related areas. These areas covered access to information and advice, gaining employment, learning English, access to health, housing, and education services. Participants were asked to identify current services available, comment on their perceptions of effectiveness, gaps and overlaps.

**PHASE 5** – The findings from all the previous phases were documented and provided to agencies represented on the *Auckland Regional Settlement Strategy* steering and working groups for their endorsement of the *Strategy* at the regional level.

**PHASE 6** – As the *Strategy* was developed and issues emerged which had implications for central government at both the regional and the national level, central government agencies at the national level became involved.

**PHASE 7** – The culmination of the extensive engagement and input of all stakeholders to this three-year project is captured through the *Auckland Regional Settlement Strategy* facilitated by the Department of Labour, in consultation with central and local government. This will form the basis for the implementation of the *Strategy*.

Implementation will require local government agencies across Auckland to work in partnership with central government at the regional level and, where necessary, involve central government agencies at the national level to implement the *Strategy*.

## DIFFERENT SETTLEMENT SUPPORT NEEDS

In the course of developing the *Strategy*, it was recognised that factors such as pre-migration experiences, cultural and language backgrounds and immigration entry criteria all impact on the level of support required for migrants and refugees to settle in New Zealand. However, it is important to acknowledge that, whilst there will be a common cluster of needs across migrant groups, within these categories there are different types of communities (ethnic, gender, age-related etc.) and within each community there are individual needs. Thus a 'one size fits all' approach will not be effective in achieving good settlement outcomes.

### Similar backgrounds

Since 1991, on average, 26 percent of people granted residency in New Zealand are from English-speaking countries, many of which have similar systems to New Zealand. These people tend to arrive under a range of entry criteria and settle well. They are likely to require settlement information and advice on New Zealand systems and processes and can find their own way around them. These migrants tend to settle well within reasonable timeframes.

### Cultural and language diverse backgrounds

On average, 70 percent of people granted residency over the last 15 years originate from countries with different systems to New Zealand and diverse cultural and language backgrounds. Their settlement support needs vary depending on their pre-migration experiences. However, it is possible to identify two broad-need groups. These groups are primarily migrants, and some refugees, from skilled and educated backgrounds and those with vastly different pre-migration experiences and environments.

### Skilled and educated backgrounds

Approximately one in five migrants arriving in New Zealand are primary applicants under the skilled/business category. They have met English language competency requirements, are likely to have a job offer<sup>8</sup> and tend to be from highly educated and/or higher socio-economic groups. Having met these requirements, these migrants are unlikely to face language or employment barriers.

<sup>8</sup> Under current immigration policy, primary applicants are not necessarily required to have a job offer pre-arrival if they come from comparable labour markets.

Other skilled and educated people<sup>9</sup> who are not tested for qualifications, previous work experience or are not required to have met English language skills prior to arrival in New Zealand, may face the following barriers to settling:

- a lack of confidence or competence in using English in the New Zealand setting;
- unfamiliarity with New Zealand systems;
- difficulties in having qualifications recognised and in obtaining meaningful employment;
- negative host community perceptions may heighten barriers to accessing services and employment, and connecting with host communities.

In addition, skilled and educated refugees will not have had time, nor access to information and support to prepare themselves for the New Zealand environment, including employment, before arriving in New Zealand.

### Vastly different pre-migration experiences and environments

This broad-need category refers to people who require more intensive and longer term support in a range of areas in order to successfully settle and participate in New Zealand society. Their needs are likely to be complex as a result of their lack of English language and literacy skills, and vastly different pre-migration experiences which mean they are unprepared for the New Zealand environment. This would include those from rural and subsistence backgrounds with very limited literacy in their first language and no, or minimal English.

For refugees there are also other long-term disparities arising from their 'refugee experience' that impact upon their settlement needs. These include multiple loss of family, culture and educational opportunities; an environment of trauma; fractured families, poverty and forced resettlement as a result of war and violence. Some may never have experienced civil society and refugees, as a group, do not have the opportunity to prepare for their new environment before they arrive in New Zealand.

Because of the high and complex needs arising from these experiences, refugee families in particular need intensive settlement support for longer periods of time.

### Pacific peoples

Pacific peoples share many of the same settlement issues faced by other migrants arriving in New Zealand. Despite their long history of settlement in New Zealand, Pacific peoples as a group have disproportionately lower incomes, higher unemployment, poorer educational outcomes and poorer health and housing than New Zealand's population as a whole.<sup>10</sup> Until recently there have been no targeted settlement services to support Pacific peoples in the initial settlement stages. This has contributed to an over-reliance on Pacific host community members to support Pacific migrants to settle in New Zealand.



<sup>9</sup> This can include people arriving as secondary applicants under the skilled/business category, the family sponsorship category and the refugee quota system.

<sup>10</sup> See the Ministry of Pacific Island Affairs Statement of Intent for 2005-2008 for more details on the socio-economic status of Pacific peoples today. Available on-line at [www.minpac.govt.nz](http://www.minpac.govt.nz).

## BARRIERS AND CHALLENGES

The engagement process identified the following key barriers and challenges to successful settlement in Auckland:

- the disproportionately high levels of unemployment and under-employment amongst migrant and refugee populations;
- lack of proficiency in English (inhibiting access to information, employment and social participation);
- inaccessibility of settlement information and advice;
- difficulties in accessing mainstream services;
- discrimination by host communities (including employers);
- difficulties connecting with the wider New Zealand community;
- lack of recognition of the capability that exists within migrant and refugee communities.

These findings are consistent with international literature findings on settlement and impact particularly on migrants and refugees from diverse cultural and language backgrounds and Pacific people.

Further information about some of the more significant barriers and challenges for those migrants and, in particular, for refugees who settle in the Auckland region, can be found on-line.<sup>11</sup> Key points are as follows:

### Employment

One of the first issues for new arrivals is the pressure of finding a job and developing a sustainable income stream. For the most part, skilled primary migrants who have arrived since 2003, have satisfactory employment outcomes, and they generally settle well in New Zealand.

Employment outcomes and median income vary significantly between skilled primary migrants from similar cultural and language backgrounds and those from culturally and linguistically diverse backgrounds. This latter group is among the most marginalised groups in the New Zealand labour market.<sup>12</sup> Job-seekers from diverse cultural and language backgrounds are often not aware that New Zealand qualification and professional bodies might not recognise their overseas

11 Go to [www.sustainableauckland.govt.nz/settlement](http://www.sustainableauckland.govt.nz/settlement) or [www.immigration.govt.nz/settlement](http://www.immigration.govt.nz/settlement)

12 Growth Through Innovation: Sustainable Economic Growth for all New Zealanders, Ministry of Economic Development and the Treasury, 2005.



qualifications; and employers are often unwilling to recognise their experience and skills gained overseas. Lack of competency in English language and literacy is a major barrier to employment.<sup>13</sup> For example, comparisons with English-speaking residents show that a lack of English language skills seriously restricts participation in the workforce and the ability to increase income levels.

“ *Many valuable and well-experienced immigrants do not find their way to contribute to New Zealand. While New Zealand is worried about losing experts and professionals as they leave for other countries, solving the employment issues of immigrants not only helps immigrants, but it will result in greater benefits to all of New Zealand society.* ”

SKILLED ASIAN MIGRANT

Refugees settling in New Zealand experience poorer employment outcomes than migrants from diverse language and cultural backgrounds and have increased needs for support to assist them into employment. For example, a 2004 report<sup>14</sup> showed that approximately 80 percent of the refugees studied were on benefits five years after arrival, despite many of them wanting to work. The recent MED and Treasury report<sup>15</sup> also notes that refugees seeking work had encountered significant discrimination from employers, which increased with the skill level of the job offered. Work and Income statistics show that, on average, refugees in Auckland remain on a benefit for three years before they move into fulltime work.



13 The Journey to Work: Jobs for Refugees, JR McKenzie Trust, 2004.

14 Refugee Voices: A Journey Towards Resettlement, Department of Labour, June 2004.

15 Growth Through Innovation: Sustainable Economic Growth for all New Zealanders, Ministry of Economic Development and The Treasury, 2005.

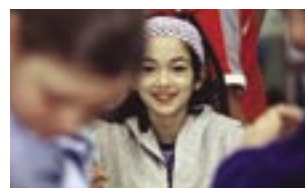
## Information and advice

“ *Lack of information about accessible services for migrants is a very serious barrier that devastates newly-arrived migrants to the country. It is recognised that government departments are trying to provide help to newly-arrived migrants, and other private migrant service agencies have been established. Unfortunately much of this effort and information has not been channelled to reach the great majority of migrants, who are not able to use these services to reach their full potential.* ”

MIDDLE EASTERN MIGRANT

There is a general perception amongst migrant and refugee communities, and recognition amongst a wide range of government and non-government agencies that, in addition to the barriers and challenges migrants and refugees with diverse language and cultural backgrounds contend with, settlement-related information and advice can be difficult to obtain and understand. This in turn makes it difficult for migrants and refugees to adequately and realistically plan how they are going to achieve the range of settlement goals they set themselves and how they will be supported to do this. These challenges are greater for refugees who will need more intensive support over a longer period to understand and familiarise themselves with their new environment; gain access to the services they require to support their settlement in New Zealand; and plan for their future in New Zealand.

The Government has already recognised, through the New Zealand Settlement Strategy, that migrants, refugees and their families must be able to access appropriate information and advice to help them use mainstream services available to all New Zealanders (for example housing, education and services for families). Both central and local government and non-government and community agencies provide settlement-related information and advice. However, during the engagement process for the *Auckland Regional Settlement Strategy*, migrants and refugees identified the further need to ensure there are strong and secure links within, and between, settlement-co-ordinating bodies at the local, regional and national levels, and with migrant and refugee communities and made proposals for doing this.



## Health

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There is growing evidence to suggest that when migrants and refugees are unable to achieve their settlement goals, such as meaningful employment and a sense of belonging, deteriorating mental and physical health can result. In general, people from refugee backgrounds have higher health needs after they arrive in New Zealand, often reflecting poor health and psycho-social trauma experienced in their countries of origin.

There is also a growing recognition that for refugees the settlement process can have a more profound impact on their health. This is particularly the case if they find themselves occupying a marginal position in the new society, which can create a condition of disempowerment and alienation. As such, the refugee experience is more often than not associated with trauma and distress, which has a profound influence on health and wellbeing. This is of particular importance to health services in Auckland where a high proportion of migrants and refugees with diverse language and cultural backgrounds settle.

## English language

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“ I have to wait until my English is good enough before I can work, but I can't to find the 'right' class to improve my English. ”

REFUGEE SEEKING EMPLOYMENT

It has been shown that English-speaking skills significantly increase a person's ability to participate in all levels in society. On Census night 2001,<sup>16</sup> some 50,700 New Zealand adult residents indicated that they did not speak English well enough to carry out a basic conversation about everyday things. Sixty-five percent of New Zealand's non-English speakers reside in the Auckland region.

English language ability is particularly limited within refugee communities. A 2003 report<sup>17</sup> states that 80 percent of refugees arriving in New Zealand have less than four years' schooling. Of New Zealand's United Nations quota refugee intake since 1999, 40 percent were not literate in any language and a further 40 percent had some literacy skills in their first language, but not in English.<sup>18</sup>

There are a great number of adult ESOL programmes in Auckland. The challenge is to ensure that all residents from non-English-speaking backgrounds have opportunities (i.e. access to affordable and appropriate tuition) to gain English language skills so they can participate in all aspects of life in New Zealand.

<sup>16</sup> Updated figures were not available at the time of printing.

<sup>17</sup> Ministry of Education (2003a, p.13) Adult ESOL Strategy.

<sup>18</sup> Ministry of Education (2003b, p.13).

## Education (compulsory sector)

Migrant and refugee children are an expanding group in the Auckland education system. For migrants and refugees, schools are often the main point of contact with their new country and host culture, and schools play a vital role in helping students and their families understand their new country and connect with the wider community. Some refugee children, teenagers in particular, are at risk of less than optimal outcomes at school and may have special needs and/or behaviour problems. The challenge for schools is to work with refugees and their families to help them adapt and identify appropriate learning pathways that provide the foundation they need to participate meaningfully in New Zealand society.

*We are very pleased with the education provided to many of our children. But some of our older ones who arrive without being able to speak or read and write English struggle at school and our lack of ability in this area means we can't help them.*

REFUGEE PARENT

## Housing

Overall home ownership levels in New Zealand have declined from 74 percent in 1991 to 67 percent in 2006<sup>19</sup> and there has been a correspondingly steeper decline among low income groups. House prices are also rising, climbing to an average price of \$367,000<sup>20</sup> in Auckland. Sustainable housing often depends on people having a reasonable and sustainable income. Quota refugees, in particular, have a lower socio-economic status, as do migrants who are not eligible for statutory benefits and are unemployed or underemployed.

*We came to New Zealand for our daughter and want to live in an area where she can go to a good school. We are both engineers but my English is not good enough to get a job. My husband earns \$30,000 and we pay \$250 a week on rent. We have to have a car to get me to English classes and my husband to work. We have some savings we brought with us and want to buy a house in Auckland, but we are very worried that we might have to use this money just to live.*

MIGRANT FAMILY FROM BEIJING, CHINA

In the Auckland region, where the majority of migrants and refugees settle, a range of rental and home ownership options are available. However, of the many factors that impact on the location and quality of housing obtained by refugees and migrants, affordability has had the greatest impact on their ability to access appropriate housing.

## Pacific peoples

Pacific peoples are not spread evenly across the Auckland region. Their distribution is heavily weighted towards urban areas, with 95 percent of the 178,338 usually resident Pacific peoples living within the region's urban areas. Most of them have settled within the boundaries of Manukau City (49 percent) Auckland City (28 percent) and Waitakere City (15 percent). Nearly 28 percent of Manukau City's population are Pacific people.<sup>21</sup>

19 Statistics New Zealand 2006 Census.

20 Housing New Zealand Corporation Quarterly Market Report, March 2005 Quarter.

21 Statistics New Zealand 2006 Census

A Pacific community perspective is that there is a wide range of government sectors aimed at addressing post-settlement socio-economic and other disparities faced by Pacific peoples in New Zealand. However, they identified a service gap in the availability of cultural and language-appropriate information, advice and support to help Pacific migrants access mainstream services on arrival in New Zealand. As noted, this role has tended to fall on Pacific host families, which has in part added to financial and other disparities for the large proportion who live in Auckland.

## THE WAY FORWARD

Feedback from the Auckland engagement process for improving settlement outcomes for migrants and refugees, and involving them in settlement-related policies and initiatives to achieve this, forms the basis of the *Auckland Regional Settlement Strategy* set out in Part 3 following.

The findings of this document pave the way for the second phase of the *Auckland Regional Settlement Strategy*. This will involve the development of an action plan to consider and prioritise proposals, and allocate responsibility for the implementation of the work.

National work programme and policy initiatives will require leadership from central government agencies. The implementation of work programme initiatives at the Auckland Region level will involve local and central government agencies, working with non-government and community organisations.



## PART THREE

### The Auckland Regional Settlement Strategy



## INTRODUCTION

The *Auckland Regional Settlement Strategy* was initiated to achieve long-term, sustainable settlement outcomes that contribute to social cohesion in the Auckland region. It takes a long-term approach for ensuring that migrants and refugees achieve social, economic and cultural well-being. It also recognises that, where both migrant and refugee groups and wider host communities face disparities, there may be competition for limited resources.

The *Strategy* complements the New Zealand Settlement Strategy and anticipates that learnings from Auckland will provide valuable direction for improving settlement outcomes nationally and regionally. Specifically, the *Auckland Regional Settlement Strategy*:

- focuses on host communities as well as migrant and refugee communities across the Auckland region;
- takes a regional interagency approach to facilitate local, central, and non-governmental agencies working in collaboration across the region;
- builds on existing settlement initiatives in the region, and aims to enhance these through a collaborative approach;
- acknowledges that long-term immigration is an essential component of Auckland's contribution to the ongoing economic transformation of the New Zealand economy.

## AUCKLAND REGIONAL SETTLEMENT STRATEGY: VISION

The *Strategy's* vision is that: Migrants, refugees and their families have a sense of belonging through opportunities to fully participate and contribute economically and socially in the Auckland region; and by being recognised and respected as equal and valued New Zealanders.

## GOALS FOR AN AUCKLAND REGIONAL SETTLEMENT STRATEGY

The engagement process identified a set of goals to achieve the *Auckland Regional Settlement Strategy's* vision. Specific settlement-related goals were identified for each of the key settlement areas.<sup>22</sup>

The *Strategy* seeks to address the following ten goals:

### Improved access to settlement-related information and advice

Migrants and refugees are able to access appropriate information and advice to help them to use services available to the wider community (for example, housing, education and services for families) by:

- improving the accessibility of information and advice services for the wide range of migrant and refugee communities;
- improving planning, systems and processes to ensure there is co-ordination between mainstream agencies who provide settlement-related services; and ensure they are responsive to the differing needs within migrant and refugee communities;
- strengthening relationships between providers of information and advice services and mainstream agencies, to ensure migrants and refugees are supported to access services that meet their settlement needs.



<sup>22</sup> Detailed papers for each of the goal areas of the *Strategy* are available online at [www.sustainableauckland.govt.nz/settlement](http://www.sustainableauckland.govt.nz/settlement) and [www.immigration.govt.nz/settlement](http://www.immigration.govt.nz/settlement)

## Obtain meaningful employment

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Facilitate migrant and refugee participation in employment, and their economic contribution to the Auckland region by:

- enabling them to gain employment that is appropriate to their qualifications and skills;
- having employers regard them as a genuine asset to their businesses;
- taking account of the higher employment support needs of many refugees for gaining sustainable work, and ensure agencies and employers are responsive to these needs.

## Enhance adult ESOL outcomes

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Ensure all Auckland residents from non-English-speaking backgrounds have opportunities to gain English language skills so they can participate in all aspects of life including family and community, for learning and education, and within the workplace through:

- access to affordable and appropriate English language tuition;
- processes that match need with services;
- a consistent learning progressions framework that clarifies how the attainment of an English language achievement level equips the learner in the New Zealand context.

## Enhance physical and mental health outcomes

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Ensure healthcare services are accessible and responsive to the physical and mental health needs of migrants and refugees, and do not create health inequalities.

## Enhance educational and settlement outcomes

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Enhance educational and settlement outcomes for refugee and migrant children and young people by:

- ensuring access to quality education for refugee and migrant children and young people;
- meeting the professional development needs of school teaching staff and managers working with refugee and migrant students and their families;
- enhancing inter-agency collaboration and school community partnerships to promote successful settlement outcomes.

## Meet housing needs

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Assist refugees and migrants to obtain and sustain affordable and appropriate housing through:

- increased collaboration, co-operation and planning between housing and other agencies with settlement responsibilities at both regional and national levels;
- involving refugee and migrant communities in advising on alternative locations that will support refugee settlement;
- encouraging host community acceptance in local areas.

## Local government supporting migrants and refugees to connect at the local level

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The principal settlement goal for local government in Auckland is to support migrants and refugees to settle and connect at their local level as quickly as possible by:

- working with migrants, refugees and host communities to support mutual understanding and acceptance at the local community level;
- ensuring migrants and refugees are aware of, and can access, advice and resources that help them connect with their local communities as well as maintaining their own cultures;
- encouraging and supporting migrants and refugees to participate in civic affairs.

## Contribute to policy development and service delivery processes

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Provide opportunities for migrant and refugee communities to contribute to policy development processes through co-ordinated and sustainable contact between central and local government agencies and communities by:

- minimising the number of processes migrants and refugees are asked to contribute to;
- maximising their ability to obtain a collective and credible migrant and refugee voice on shared settlement issues;
- gathering quality information for developing co-ordinated settlement-related policy.

Provide opportunities for migrant and refugee communities to contribute and participate in service delivery by:

- ensuring mainstream agencies are responsive when providing services to migrants and refugees;
- providing support and resources to develop and deliver appropriate community-based settlement services in Auckland.

### Increase acceptance and understanding of diversity

Increase host community acceptance of migrants and refugees from diverse cultural and language backgrounds within the Auckland region by:

- facilitating host community understanding of the valuable economic, social and cultural contributions that can be made by migrants and refugees;
- promoting the benefits positive settlement outcomes bring for New Zealand as a whole, and the mutual adjustments needed to achieve this by host communities and migrant and refugee communities.

### Address the settlement needs of Pacific migrants

Improve settlement outcomes for Pacific people by:

- providing Pacific migrants with accurate and realistic information about life in New Zealand so that they can make informed decisions about immigrating and adequately prepare themselves in advance;
- ensuring that there is accessible initial settlement information and advice available to support Pacific migrants to access services available to all New Zealanders;
- supporting Pacific migrants to settle and become independent so that pressure on Pacific host communities will be reduced.



## PART FOUR

### Opportunities for Improving Settlement Outcomes in Auckland



## INTRODUCTION

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It is recommended that the following proposals be considered for implementation through the *Auckland Regional Settlement Strategy*. Where it is agreed that proposals need to be addressed by local government agencies in the region, these should be considered for inclusion in the Long-Term Council Community Plans required by the Local Government Act 2002. Where it is agreed that proposals need to be addressed by central government agencies nationally, these should be considered for inclusion in the work programmes of individual agencies and the New Zealand Settlement Strategy.

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## Opportunities to improve access to settlement services

### Improved community awareness and accessibility to information and advice services

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- Information and advice providers strengthening links with migrant and refugee communities at the local level to:
  - enhance community awareness of information and advice services;
  - ensure greater accessibility and uptake of services by the wide range of migrant and refugee communities and build provider and community capacity.

### Individual settlement planning for life in New Zealand

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- Scope proposals that support individuals with a range of pre-migration experiences to plan for their life in New Zealand and achieve their range of settlement goals through:
  - settlement plans tailored to help individuals achieve their personal settlement goals through clearly documented actions and services required to help them to achieve their settlement goals;
  - a lead agency/single point of contact responsible for working directly with individual migrants and refugees to provide appropriate assistance to develop and review personal plans and provide support to access settlement-related services as required.

### To address the issue of service creep and support a co-ordinated approach:

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- Improve responsiveness of, and co-ordination between, mainstream agencies to address the needs of migrants and refugees by:
  - clarifying their own and other agencies' roles and responsibilities in supporting migrant and refugee settlement, noting the different needs within and between these communities;
  - identifying where there are gaps and overlaps in service provision to address the differing needs of migrants and refugees, and having relevant agencies work together to address them;

- making provision to ensure a wide range of migrants and refugees, in particular those with diverse language and cultural backgrounds, can access mainstream services;
  - providing opportunities to share and learn from best practice identified at local, regional and national levels through relevant networks, and by establishing formal lines of communication between the *Auckland Regional Settlement Strategy* and the New Zealand Settlement Strategy.
- Strengthen relationships between mainstream services, and information and advice providers to ensure:
- information and advice providers are aware of the services mainstream agencies provide and know how best to support migrants and refugees to access these services;
  - mainstream services are aware of the role of information and advice providers.●



## Opportunities to prepare migrants for employment in New Zealand

### Off-shore information provision

- Improve current employment-related, pre-arrival information for migrants (particularly those from diverse culture and language backgrounds) who are not primary applicants, but will be job-seeking in New Zealand, to address their expectations and inform them of qualification recognition and professional bodies' entry requirements.

### Information and support during the first two years

- Identify service gaps across agencies responsible for providing employment support to migrants during the initial settlement phase.
- Enhance opportunities for the early employment of migrants by involving employers and migrants, and considering existing employment preparation programme models such as the Work and Income-funded Chamber of Commerce employment preparation programme.
- Consider initiatives to support motivated employers to provide work experience opportunities and/or pre-employment familiarisation through:
- support from third-party mentors who are familiar with the business and could work directly with migrants in the work environment to reduce demands on the employer;
  - pilot initiatives e.g. an adaptation of the Government apprenticeship and 'labour force' schemes, where migrants are initially employed by the Government and are then employed (by way of a limited period contract) by private sector organisations so as to enable a quasi-trial period.

### Increasing migrant employment opportunities

- Promote the business benefits of employing migrants with diverse language and cultural backgrounds to private and public sector employers, in partnership with employer representative groups.
- Employ migrants with diverse language and cultural backgrounds in central and local government in Auckland and provide work placement opportunities so they can develop their English, gain new skills and acquire knowledge about New Zealand employment.●



## Opportunities to prepare refugees for employment in New Zealand

### Taking a wider settlement-related view of refugee employment

- Relevant agencies to focus on the wider refugee job-seeking community, not just primary beneficiaries including:
  - developing systems to gather accurate information about all refugee unemployment;
  - ensuring appropriate and accessible employment programmes are available to meet the needs of all refugees seeking employment.

### Improving employment assistance

- Government agencies working in collaboration with refugee resettlement organisations and communities to develop, monitor and evaluate:
  - a 'learning approach' that enables those providing refugee employment support to understand the issues involved in preparing and helping refugees to access sustainable employment. This approach will make their services more responsive to refugee job-seekers;
  - refugee-specific work-preparation programmes, that address language barriers and provide skill enhancement opportunities for all refugee job-seekers;

- a refugee focus for appropriate employment preparation programmes that have yet to identify refugees as a priority group. For example, the Youth Transitions project intended for 'at-risk' young people, might be targeted at those refugee youths who have had disrupted and minimal education and little time to address these in the New Zealand education system.

### English language support

- Work and Income New Zealand and the Tertiary Education Commission working in close collaboration to tailor ESOL assessment and provision to ensure refugees progress to more advanced courses as their competence with English improves. Consideration should be given to:
  - whether the Tertiary Education Commission could arrange access to ESOL specialists to advise on the content and quality of the ESOL programmes purchased by Work and Income;
  - whether the Tertiary Education Commission should provide more specialist ESOL assessors in Auckland to help Work and Income assess and review the level of English competence of their refugee clients, so they can be supported into jobs commensurate with their skills and progress to sustainable employment;
  - how Work and Income (in conjunction with the Tertiary Education Commission as the funder of work-related ESOL programmes) could encourage employers to support refugees to continue to improve their English whilst in employment.●





## Opportunities to enhance adult ESOL outcomes

### Implementing ESOL policies and programmes

→ The Tertiary Education Commission and other relevant agencies fully implementing the ESOL recommendations contained in existing Government strategies including specifying deliverables, investment requirements, timeframes and organisational responsibilities;

### Matching ESOL needs and services

→ The Tertiary Education Commission, as the funder of adult ESOL provision, will work with providers to develop, implement, and co-ordinate a process to identify, map and match ESOL learner needs with current ESOL provision. This process includes:

- identifying broad need groups;
- mapping the geographical location of broad need groups and ESOL provision in the local area to build a picture of how need (in this case broad need groups) and provision are connected and whether there are any gaps or overlaps at the local and regional level;
- using the information from the mapping exercise to plan for future adult ESOL programme purchase and to help ESOL providers to plan and tailor ESOL provision to local need.

### Applying a consistent framework

→ Central government agencies developing a consistent learning progressions framework for use by all those involved in the assessment, planning and provision of ESOL. This framework would clarify how the attainment of an English language achievement level equips the learner in the New Zealand context.●





## Opportunities to enhance physical and mental health outcomes

### Policy, funding and planning

- Given the costs of providing healthcare services to refugees and the affordability issues for refugees with complex health needs, consideration should be given to reviewing current healthcare funding to ensure it adequately addresses these issues. This would include:
  - reviewing population-based funding formulae;
  - reviewing and refining mechanisms for targeting funding to primary health services working with refugee populations;
  - developing accessible and cost-effective interpreter services for primary care providers with patients with diverse language and cultural backgrounds.
- Improve health care planning and service delivery that is accessible, appropriate and available to migrants and refugees by ensuring DHBs and other health service providers have robust information about these populations.<sup>23</sup> This requires more accurate information on their health needs, where they are living and their countries of origin.<sup>24</sup>
- Using the existing whole-of-government New Zealand Settlement Strategy's Senior Officials Group, improve forward planning, information-sharing and collaboration. This would include the collection and sharing of ethnicity data in a consistent manner, to improve policy and service development in health care and other settlement-related areas for migrant and refugee communities.

### Service delivery

Initiatives are needed to address the most common barriers of language, cultural differences and costs faced by migrants and refugees. These include:

#### Communication

- Adequately funded interpreting services available to primary care providers. This includes having trained interpreters present at initial visits for refugees to obtain a comprehensive medical history and phone interpreting services at follow up visits.
- Develop centralised healthcare phone-interpreting services and consider existing options such as the Asian Health Support Service interpreting service

(Waitemata Auckland Translation and Interpreting Service) and Language Line.<sup>25</sup>

#### Workforce development

- Develop a workforce development strategy that enhances the cultural competencies of healthcare workers providing primary and secondary healthcare services to migrant and refugee communities, and encourages the employment of healthcare workers from these communities. This could include:
  - training programmes for existing mainstream healthcare workers;
  - professional supervision as part of occupational safety and health practices (as with counselling and social work roles) for those working with refugee communities, particularly in primary care;
  - the health sector, in conjunction with health professional bodies and communities, encouraging employment of migrant and refugee health workers by providing community-based healthcare information, training programmes and scholarships.

#### Mental healthcare

- Extend current work targeted at Asian populations to address the needs of wider migrant and refugee populations. This includes work underway on developing professionally-trained and qualified interpreting services and providing equal opportunity of access to quality services delivered in a culturally-appropriate manner.
- Develop specialist mental health services to meet the needs of refugees, including those presenting mental health problems at later stages of settlement, and for specific age groups such as adolescents.
- Develop a mental health promotion strategy for migrants from refugee-producing countries with similar high and complex settlement support and mental health needs to quota refugees.
- Promote research on mental health needs of migrants and refugees in the areas identified in the Mental Health Commission's literature review,<sup>26</sup> and other needs identified in DHB needs assessments.

#### Collaborative approach across the region

- Healthcare providers across the Auckland region building upon existing models of good practice and, where appropriate, working together on a more 'regional' (as opposed to local) level to develop more consistent and efficient services. ●

<sup>23</sup> Statistics New Zealand Level 2 ethnicity classification is too aggregated to assist identify health service provision needs, assessment or planning for migrant and refugees from a range of ethnic populations.

<sup>24</sup> For example, information on intakes of quota refugees including numbers being accepted, countries of origin, people accepted for family reunification, and where these people are being settled.

<sup>25</sup> Language Line is a free telephone interpreting service which supports six government agencies delivering services to people from non-English speaking backgrounds. Language Line supports 39 languages.

<sup>26</sup> Mental Health Issues for Asians in New Zealand: A Literature Review, prepared for the Mental Health Commission, May 2003.



## Opportunities to enhance refugee and migrant educational outcomes

### Managing cultural diversity in schools

- Schools and communities with students from refugee and migrant backgrounds are actively encouraged and supported to understand, and effectively address, cross-cultural and refugee-specific issues.
- School staff with students from refugee and migrant backgrounds actively encouraged, supported and resourced to take advantage of available professional development programmes.

### Learning and career pathways for students

- Families be better assisted to actively engage in understanding and supporting their children to make, and sustain, realistic and positive education choices.
- Community-based orientation programmes to be available to families arriving under family sponsorship to join families from refugee backgrounds who are still grappling with their own settlement.
- Enhance co-ordination and communication between schools, the Career Services and other contracted agencies in order to:
  - ensure all students from migrant and refugee backgrounds have access to professional career information and advice;
  - identify and channel high-need school students into appropriate learning and career pathways.
- Learning and career pathway support programmes (e.g. Designing Careers and Youth Transitions) aimed at 'high-risk' school students should, as a priority, include young people from refugee and migrant backgrounds who have had minimal or disrupted educational opportunities.

### Family and community involvement in education

- Bi-lingual support, resources and materials to be provided in a range of mediums (video, audio and written) to help families understand and support their children to make and sustain realistic and positive education and career choices.
- The range of current good practice models for family and community involvement to be adopted, and where appropriate adapted, to reflect local community needs including:
  - ensuring schools are aware of how the Home-School Partnership scheme can assist with involving people from migrant and refugee backgrounds in their children's education;
  - exploring how other school communities can develop and co-ordinate provision that encourages holistic family education, reflecting the needs of their communities;
  - ensuring that resources to support family involvement are available through a variety of mediums.

### Community involvement in schools

- Successful international models of school/community partnerships that address the wider determinants of education for migrants and refugees from diverse language and cultural backgrounds, to be explored and adapted for local conditions.
- Key stakeholders (such as schools, central and local government agencies, non-government organisations, migrant and refugee community groups) to be engaged about opportunities and methods for community involvement.●





## Opportunities to support appropriate and affordable housing

Planning processes for housing refugees in Auckland

- Improve cross-agency co-ordination and joint planning in Auckland, involving key stakeholders such as the Department of Labour, Housing New Zealand, RMS Refugee Resettlement and local councils, to:
  - ensure agencies involved in housing quota refugees have full, relevant and timely pre- and post-arrival information about quota refugee families to inform housing decisions;
  - increase the flexibility of the orientation programme at the Mangere Refugee Reception Centre to ensure Housing New Zealand Corporation has sufficient time to improve the matching of housing supply with families' needs;
  - expand local government efforts with local communities where refugees are living, or will be housed in the future, to increase awareness and acceptance of New Zealand's humanitarian approach to refugees.

Central government and local agency co-ordination

- Enhance collaboration between the range of central and local government agencies and non-government organisations responsible for migrant and refugee settlement. Use existing strategic frameworks and engage with migrant and refugee communities to:
  - identify actions to address the challenges that low-income migrants and refugees face in accessing suitable, affordable housing;
  - acknowledge and influence host community perceptions of migrants and refugees in order to reduce discrimination and increase acceptance of diversity;
  - increase the geographical spread of locations that are suitable for re-housing refugee communities to alleviate the pressures on particular areas in the Auckland region.

Increased state support for furnishing homes

- Reconsider the long-term viability of relying on the commitment of community volunteers to fully furnish and equip homes for refugee families using their social networks.●



## Opportunities for local government to support migrants and refugees to connect at the local level

Migrants and refugees to be better supported by local councils to connect with wider communities through the following means:

Council planning and work programmes

- Consider developing council policies, strategies and implementation plans to support settlement and aligning these with the Local Government Act and the Long-Term Council Community Plan processes and the future work programme of the *Auckland Regional Settlement Strategy*.
- Ensure existing strategies and policies, including arts and cultural policies, incorporate a migrant and refugee focus.

Opportunities to participate in local planning and civic affairs

- Through the Local Government Act 2002 community outcomes process, and other democratic processes, provide opportunities for migrants and refugees to participate in, and influence, councils' planning to ensure that migrant and refugee communities' aspirations and priorities are reflected in these processes.
- Consider consolidating current migrant and refugee-representative forums and structures at the regional level to support and endorse an approach for developing a collective migrant and refugee voice on shared issues.
- Work towards achieving increased migrant and refugee representation in council political processes.
- Ensure information about council services and democratic processes is accessible and culturally appropriate for migrant and refugee communities.
- Ensure a migrant and refugee focus is included in existing and impending initiatives. This includes:
  - community safety initiatives where councils could work with Police and other partners to monitor and develop responses to safety issues of particular importance to migrants and refugees;
  - ensuring migrant and refugee communities are included in community consultation on urban planning projects, and the design and development of parks and community facilities.

## Information and advice

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- Involve migrant and refugee communities in developing policies and plans, such as language and communication policies, to ensure that council information services and contracted services are accessible, timely and relevant.
- Develop regional initiatives such as website links and call centre links that provide migrants and refugees with consistent information across council boundaries

## Effective and dedicated settlement resources

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- Improve the service performance and outcome specifications in the services that councils fund and contract, including the Citizens Advice Bureaux and other services, to ensure the needs of migrant and refugees are addressed.
- Continuously audit community facilities, funding mechanisms and information and advice services as they relate to migrants and refugees.
- Ensure settlement initiatives are adequately resourced through the Long-Term Council Community Plan processes in the Auckland region.
- Work with government agencies, including the Department of Labour, the Ministry of Education, Housing New Zealand Corporation and local non-government organisations and community groups including RMS Refugee Resettlement, to develop co-ordinated initiatives to ensure local support needs are met for refugees with high and complex needs and provided for as long as is necessary.

## Workforce development

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- Support and resource workforce development, including training, to improve council staff responsiveness to migrant and refugee communities. This includes council employees who communicate with migrant and refugee communities (e.g. in call centres and libraries) to increase their knowledge and understanding of these groups and their needs.

- Develop council initiatives to provide work experience and encourage the recruitment of employees from diverse language and cultural backgrounds.

## Connecting local communities and promoting cultural diversity and maintenance

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- Engage with mana whenua and other Māori about their role in welcoming new arrivals and providing other settlement support, including the experience of tikanga Māori.
- Promote local employment opportunities for refugees and migrants through councils' advocacy and business development roles and by actively engaging local communities.
- Support local communities to promote respect for cultural diversity and share cultural experiences by promoting a wide range of cultural events and activities (e.g. through subsidised venues and grants); encouraging migrants and refugees to participate in community activities; working with other agencies, like the Department of Internal Affairs, that provide community funding and advisory services to support community development.
- Take a leadership role, working with central government and ethnic organisations, to promote the importance of people maintaining and expressing their own culture and to encourage respect and acceptance between all cultural groups.

## Advocacy

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- Take a leadership role to advocate for central government agencies to address the initial settlement needs of migrants and refugees, and in particular, the higher and more complex ongoing needs of refugees.●



## Opportunities for migrant and refugee input to policy development

Development and representation of a collective voice

- Central and local government agencies to adopt the principles recommended by migrants and refugees for developing options for a collective voice on shared settlement-related issues; and to strengthen community involvement in relevant policy development processes.
- Consider resourcing the Office of Ethnic Affairs to lead cross-sectoral efforts to develop a collective migrant and refugee voice and represent them on the governing body for the *Auckland Regional Settlement Strategy*.

Promoting a central and constant point of contact

- Councils in the Auckland region to develop and adopt a co-ordinated approach and a common point of contact for involving migrants and refugees in local government, and settlement-related policy development.
- The Office of Ethnic Affairs, with its mandate to incorporate ethnic communities' perspectives into the formation of policy and services, to act as the constant point of contact for central government agencies in Auckland.●





## Opportunities for migrant and refugee participation in service delivery

### Responsiveness of mainstream agencies

- Mainstream agencies enhancing their responsiveness to migrant and refugee needs through workforce development that focuses on:
  - increasing the capability of the current workforce through training and development;
  - actively recruiting employees from migrant and refugee communities.
- Mainstream agencies developing and/or reviewing workforce policies and practices to increase responsiveness; including considering inter-cultural awareness training where appropriate; providing employment opportunities through work experience,

short-term work placements, cadetships and secondments between government and community organisations; providing mentoring opportunities and opening up in-house training programmes.

- The Office of Ethnic Affairs working with other agencies to develop processes to evaluate and review the impact of Ethnic Responsiveness Strategies, at both community and agency level.

### Community-based services

- Central and local government agencies, non-government organisations, and migrant and refugee communities scoping opportunities to develop and resource community-based services, run by and for migrants and refugees.●





## Opportunities to support increased acceptance and understanding of diversity

Providing strong leadership for settlement at national and local levels

- Ministers, Members of Parliament and local government politicians and community leaders taking opportunities to act as role models by demonstrating positive behaviours and attitudes towards migrants and refugees, and promoting equality.

Central government increasing New Zealanders' understanding of national immigration and settlement policies

- The development by central government of a sustainable strategy and long-term work programme that ensures all New Zealanders are well-informed about the intended outcomes of government immigration policy and its humanitarian commitments to quota refugees.

Local government positively influencing community attitudes and acceptance of diversity, and working with community leaders to do so

- Local government working with established community leaders to provide positive leadership and education which helps:
- host communities adjust to the changing multi-cultural face of their communities;

- migrants and refugees to develop a greater understanding of New Zealand culture;
- create, over time, an environment where communities of diverse peoples live alongside each other in unity and with mutual benefit.

Working with the media to assist and enhance public understanding on migrant and refugee issues

- There is a role for the news media to influence accurate and objective reporting and to promote balanced and positive attitudes towards all cultures at both national and regional levels:
- nationally, central government agencies can work alongside the media to provide well-informed discussion and accurate information on migrant and refugee issues;
  - regionally, local government, other agencies and community organisations can work with the media and provide information that encourages a balanced picture of migrants and refugees in local communities and increases local and regional understanding and acceptance of diversity.●





## Opportunities to improve initial settlement of Pacific migrants

### Service provision

- Apply the key learnings, gained through monitoring and evaluation processes, of the Pacific-focused Settlement Support New Zealand initiative in southern Auckland to other settlement support initiatives in areas where Pacific migrants settle.

### Pacific provider capacity

- Use the results of the earlier Auckland Pacific Capacity Building Initiative and the local Settlement Support New Zealand initiative mapping exercise to determine whether the current capacity of Pacific organisations providing settlement-related services is appropriate and effective, or whether it should be expanded.

### Co-ordination between central and local government and Pacific communities

- Ensure that Pacific peoples' views are represented (through the Ministry of Pacific Island Affairs) at the governance level in the implementation phase of the *Auckland Regional Settlement Strategy* and that appropriate links are made to the New Zealand Settlement Strategy.

- Ensure that information gathered by the Ministry of Pacific Island Affairs (as it surveys, monitors and links closely with the community, Territorial Local Authorities and central government agencies in the Auckland region) is fed into the ongoing development and implementation of the *Strategy*.
- Councils in the Auckland region, not already doing so, should identify Pacific migrants as a specific target population for inclusion in their civic affairs and decision-making processes, such as the Community Outcomes process under the Local Government Act 2002.

### Acceptance of Diversity

- Include a Pacific aspect to the work that central and local government, non-government organisations, and community leaders undertake to increase host community acceptance of all migrants with diverse language and cultural backgrounds, including Pacific migrants. ●



# APPENDIX



## STAKEHOLDERS INVOLVED IN THE ENGAGEMENT PROCESS FOR THE AUCKLAND REGIONAL SETTLEMENT STRATEGY

The development of the *Auckland Regional Settlement Strategy*,<sup>27</sup> involved a multi-phased approach and a wide range of stakeholders. The stakeholders who contributed to each phase of the engagement process are listed below.

**PHASE 1** – The following local government, central government and non-government organisations were represented on the Working Group and the Steering Group to support a partnership approach to developing the *Strategy*.

- The Auckland Regional Council, the four metropolitan councils (Auckland, Waitakere, Manukau and North Shore city councils) and Rodney, Franklin and Papakura district councils.
- Housing New Zealand Corporation, the Ministry of Education, the Ministry of Pacific Island Affairs, the Department of Labour, the Office of Ethnic Affairs, the Ministry of Social Development, the Tertiary Education Commission, the Ministry of Economic Development, Te Puni Kokiri, Auckland Regional Public Health Service and District Health Boards.
- The RMS Refugee Resettlement, the Auckland Regional Migrant Service, the NZ Association of Citizens Advice Bureaux Inc. and the Mental Health Foundation.

**PHASE 2** – People who were currently, or had previously, been involved in researching either migrant or refugee settlement-related issues or host community perceptions of migrant settlement with Massey University were commissioned to develop literature overviews.

**PHASE 3** – The development of the engagement process with migrant, Pacific migrant and refugee communities was informed by three advisory groups. They were brought together because of their knowledge and expertise in this area. The advisory groups were made up of people from central and local government agencies, non-government organisations and communities. They advised that engagement with migrant, refugee and Pacific communities should be held:

- separately to reflect different pre-migration and post-migration experiences and resulting settlement needs; and
- in two parts, beginning with in-depth discussion groups involving a range of ethnic groups and followed up with forums involving a wider range of community members to collectively agree upon shared settlement issues.

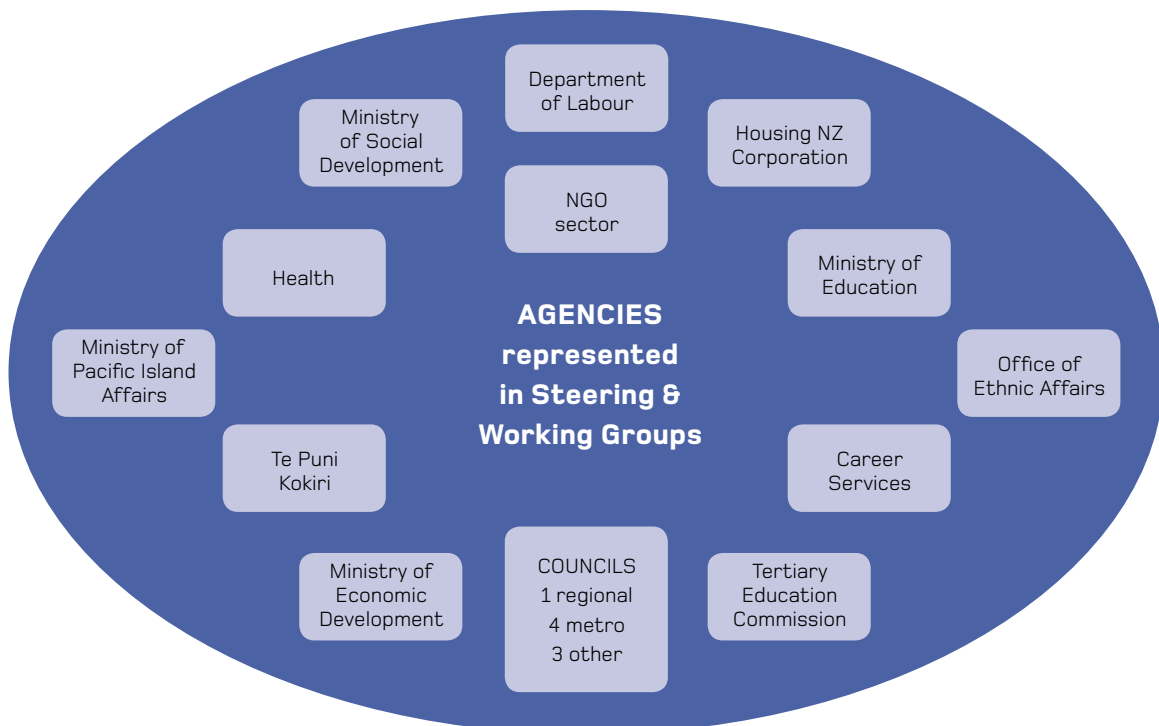


Diagram 1 – Agencies represented in Steering and Working Groups

<sup>27</sup> The phases involved in the development of the *Strategy* are outlined in Part 2.

In the first part of the subsequent engagement, the migrant communities' discussion groups were facilitated by people from migrant backgrounds. Refugee communities had an independent facilitator.<sup>28</sup> The Pacific engagement process was facilitated by the Pacific Advisory Group.<sup>29</sup> The notes from these discussion groups became an initial report highlighting the common issues, themes and key settlement areas identified through the discussion groups.<sup>30</sup> For migrants and refugees, the initial reports were also circulated to formal and informal community leaders who had not been able to attend the discussion groups.

In the second part, forums were held to enable wider community members to consider, discuss and review shared settlement issues identified in the initial report and to collectively agree upon the shared settlement issues to be included in a final report agreed by participants. For both the refugee and the migrant shared forums, over 25 ethnic groups, with more than 100 participants, were present. For Pacific people, seven ethnic groups were represented by their community elected members, with over 45 participants present.

Participants in the migrant engagement process were from the following ethnic communities:

Thai, Burmese, Filipino, Korean, Eastern European (Hungarian, Romanian) South Asian (Indian, Bangladeshi, Sri Lankan) African (Nigerian, Congolese, Zimbabwean, South African, Ghanaian, Malawian) Latin American (Argentinean Chilean, Venezuelan) Middle Eastern (Iraqi, Palestinian, Egyptian, Pakistani, Iranian), Chinese (Mainland Chinese, Hong Kong Chinese, Malaysian Chinese, Singaporean Chinese, Filipino Chinese), and Malaysians.

Participants in the refugee engagement process were from the following ethnic communities:

Afghani (Pashtun and Hazara) Iranian, Eritrean, Ethiopian, Sudanese, Chaldian/Assyrian, Iraqi, Kurdish, Iranian, Kuwaiti, Somali, Burmese (Mon and Karen) Khymer Buddhist, Cambodian, Laotian, Vietnamese, Congolese, Burundian, Rwandan, Sri Lankan Tamil, Bangladeshi, Tunisian, Syrian, Palestinian, South American, and Albanian.

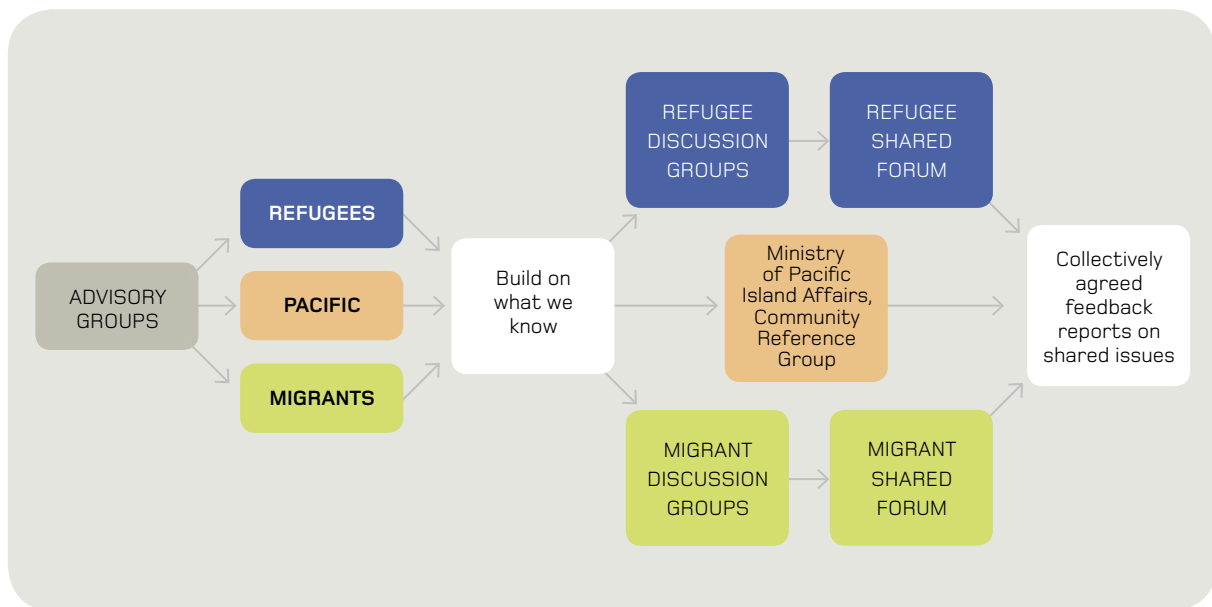


Diagram 2: Migrant, Refugee and Pacific Migrant Engagement Process in phase 3

28 All participants were offered the opportunity to have interpreting services available, and some groups were held in first language.

29 The Pacific Advisory Group was made up of local and central government representatives from within the Auckland Regional Settlement Strategy Working Group, including Housing New Zealand Corporation, the Department of Labour, Ministry of Pacific Island Affairs, North Shore City Council.

30 These reports were circulated to participants for their confirmation before being used at the shared forums.

Discussion groups were also held for women, older people, and youth and for community-based providers of services for Chinese communities. In addition, some key community-led groups were engaged including the Ethnic Council (both Auckland region and the national Council) the Asian Network (TANI) and the Refugees as Survivors community advisors' group.

Participants in the Pacific engagement process were from the Ministry of Pacific Island Affairs Auckland Community Reference Group. This is made up of community-elected representatives from a range of ethnic communities including Niuean, Cook Island, Tongan, Samoan, Tokelauan, Tuvaluan and Fijian communities.

**PHASES 4 & 5** – These phases involved a range of Auckland-based central and local government agencies, non-government organisations and private sector organisations with responsibility for, and/or involvement in, areas identified by migrants, refugees and Pacific migrants as crucial for their successful settlement.

The following Auckland-based agencies and organisations contributed to discussions in each of the key settlement areas as follows.

**Employment**

- Employer representatives from the Northern Region Employer and Manufacturers' Association, the Auckland Chamber of Commerce and the Small Business Advisory Group.
- Academics involved in labour market issues from Massey University and Auckland University.
- Central government: the Department of Labour; the Ministry of Social Development; and the Office of Ethnic Affairs.
- Local government representatives included people from community planning, local enterprise organisations and human resource departments.
- Special interest groups: the EEO Trust; the Human Rights Commission; and representatives from non-government organisations with experience of supporting migrants and refugees into employment.

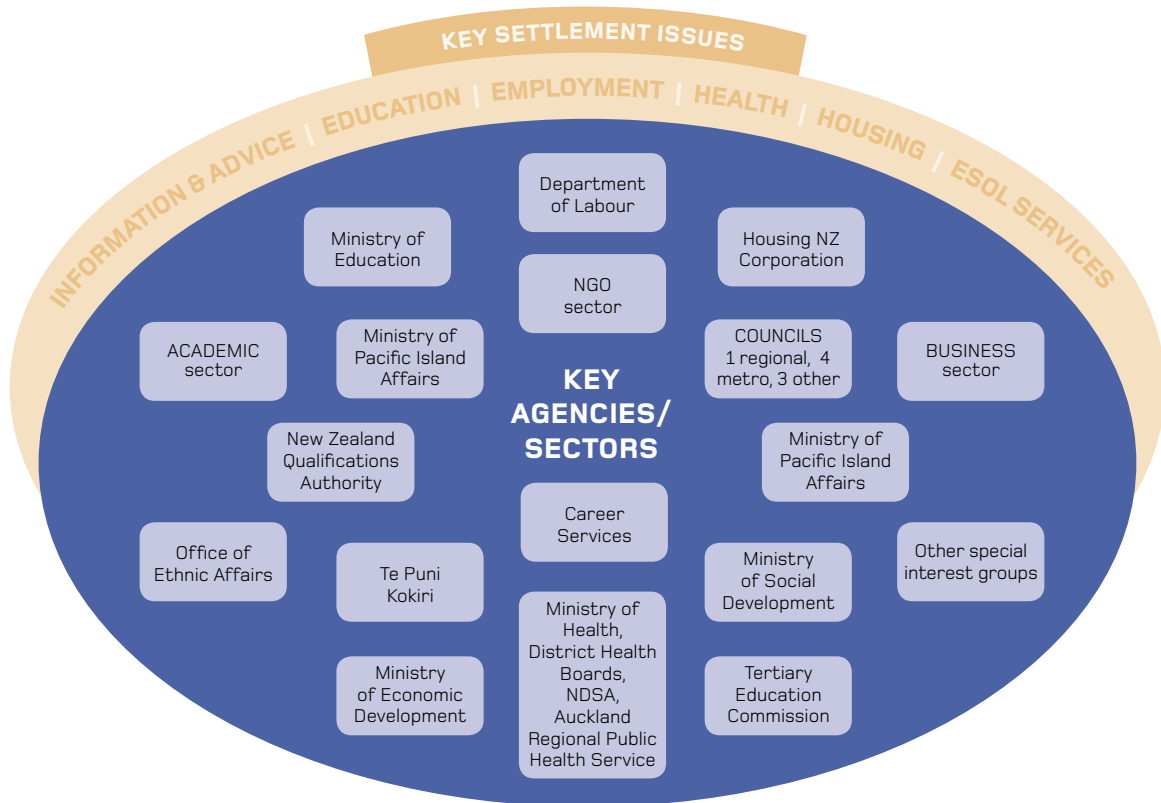


Diagram 3 – Stakeholders engaged on key settlement areas in phases 4 & 5

### *English language*

- Central government: the Ministry of Education; the Tertiary Education Commission (TEC); Work and Income New Zealand; and the Office of Ethnic Affairs.
- Special interest groups: TEC funded ESOL assessors; ESOL tertiary providers; and community ESOL providers.

### *Education*

- Central government: Ministry of Education staff based in Auckland and working on national and regional policy and operational issues for mainstream education and refugee and migrant-specific education services and Career Services.

### *Housing*

- Central government: Housing New Zealand Corporation policy and operational staff.
- Local government: Community planning.
- Non-government organisations: RMS Refugee Resettlement Services and the Salvation Army.

### *Health*

- Ministry of Health: Auckland Office, Public Health Directorate.
- District Health Boards (DHBs): Waitemata, Counties Manukau and Auckland District Health Boards' regional and district funding managers and relevant service deliverers.
- Auckland Regional Public Health Service: Regional Public Health management and planners, and refugee and migrant specific co-ordinators/providers.
- Regional mental health agency (NDSA): management, planning and operation staff.
- The Mental Health Foundation.

### *Information and Advice*

- Non-government organisations: RMS Refugee Resettlement; the Auckland Regional Migrant Resource Centre; the Citizens Advice Service; Relationship Services; Chinese New Settlers' Trust; the Mental Health Foundation; and Shakti.

- Local government agencies: the Auckland City Council; Manukau City Council; North Shore City Council; Waitakere City Council; and Auckland Regional Council.
- Central government agencies: the Office of Ethnic Affairs; the Ministry of Education; Housing New Zealand Corporation; the Ministry of Social Development (Family and Community Service and Work and Income New Zealand); and the Tertiary Education Commission.

### *Pacific Peoples Settlement*

- Central government: The Ministry of Pacific Island Affairs.
- Special interest group: The Pacific Advisory Group. Members of this group were also Pacific professionals working in Auckland-based central and local government agencies.

### *A collective voice*

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A group of established community members were invited to progress the concept of developing a collective voice on shared settlement issues. This group contained well-settled migrants and refugees with a good understanding of settlement issues as they affect both the wider refugee and migrant communities and government. They included people from a range of ethnic groups including Chinese, Iraqi, Tunisian, Burundian, Somali, Nigerian, Cambodian, South African, Chaldean Assyrian, Congolese and Sri Lankan. Other people, not themselves from migrant or refugee backgrounds, but with expertise in relevant areas, were also asked to contribute as was the Office of Ethnic Affairs.



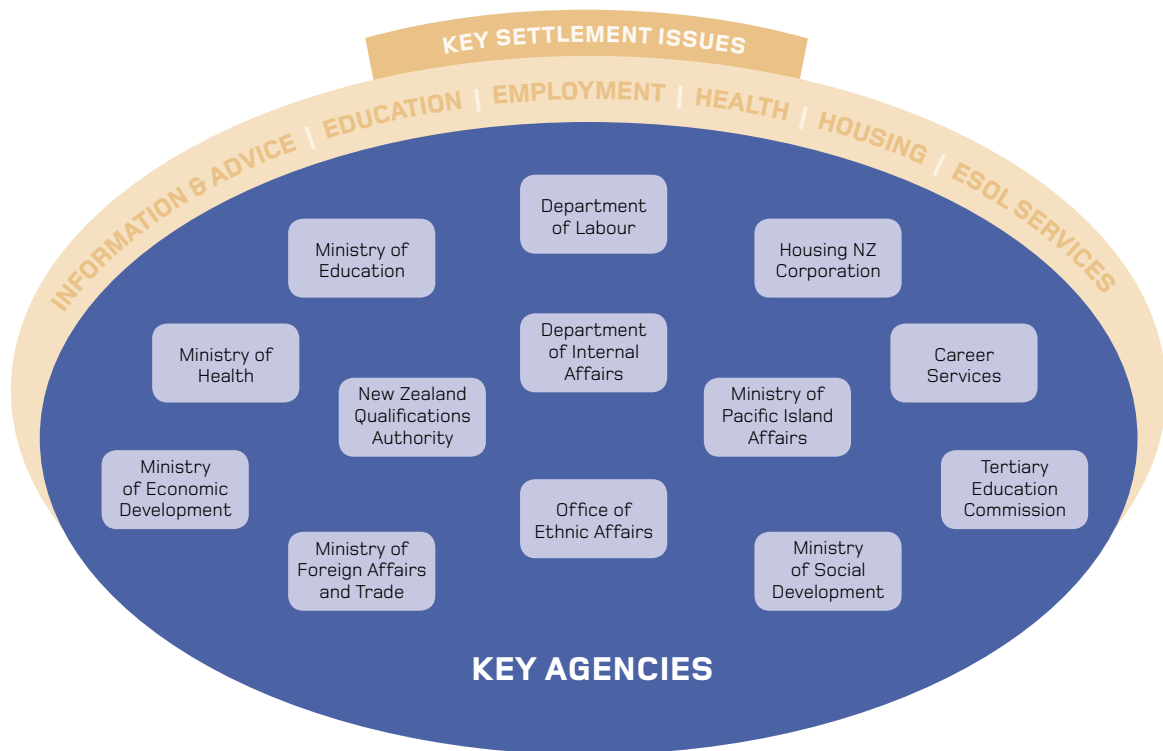


Diagram 4 – Central government agencies engaged at the national level in phase 6

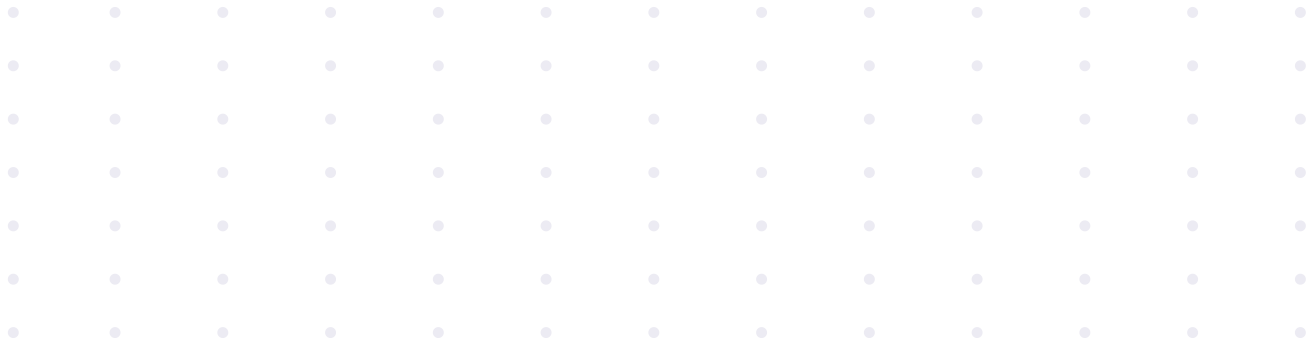
**PHASE 6** – Central government agencies in Wellington were involved at this stage because proposals in each of the key settlement areas had national as well as regional policy implications.

**PHASE 7** – The Department of Labour, on behalf of central and local government agencies, was responsible for producing an *Auckland Regional Settlement Strategy* that reflected stakeholders' views and formed the basis for the implementation phase.



[www.sustainableauckland.govt.nz/settlement](http://www.sustainableauckland.govt.nz/settlement)  
[www.immigration.govt.nz/settlement](http://www.immigration.govt.nz/settlement)





A STRATEGY DEVELOPED IN PARTNERSHIP  
BY LOCAL AND CENTRAL GOVERNMENT, NON-GOVERNMENT ORGANISATIONS,  
COMMUNITIES AND OTHER STAKEHOLDERS WITH SETTLEMENT-RELATED INTERESTS IN AUCKLAND,  
JOINTLY LED BY MANUKAU CITY COUNCIL AND THE DEPARTMENT OF LABOUR,  
UNDER THE AUCKLAND SUSTAINABLE CITIES PROGRAMME

AUCKLAND SUSTAINABLE CITIES PROGRAMME  
A regional partnership with the Sustainable Development Programme of Action

