
REPORT 7
(1212/52/IM)

SETTLEMENT SERVICES PROJECT

1. Purpose of Report

To seek endorsement of the most recent step in the process of developing a Wellington Region Settlement Strategy, which is to establish co-ordination networks in Wellington City, Hutt Valley, and Porirua/Kapiti.

2. Executive Summary

Over the past year a Draft Wellington Region Settlement Strategy has been developed. Its vision is that Wellington is a centre of excellence in settlement. This links strongly to central government initiatives to strengthen the resourcing of migrant settlement. The Wellington Mayoral Forum has taken a lead role in co-ordinating development of this programme.

A key consideration has been the role of central government (alongside local government) in improving the settlement process. In the June 2004 Budget, central government allocated funding for improved delivery of migrant resource services and a project has been developed to investigate how this could be implemented in Wellington region.

The report to the Mayoral Forum from that project is attached. It recommends the establishment of a co-ordination function for migrant services in the Wellington region. The New Zealand Immigration Service has called for funding applications for this function (tailored to the circumstances in each area) with an expectation that nine areas across New Zealand would put this in place this year and subsequently a further 10. Applications are due by 31 May.

This report recommends that the framework described in the report attached as **Appendix 1** is endorsed and that further development of the Regional Settlement Strategy be overseen by a regional officer's group. It is anticipated that the full cost of establishing a co-ordination function will be met by grant funding from the New Zealand Immigration Service.

3. Recommendations

It is recommended that the Committee:

1. *Receive the information.*
2. *Note the work to date on identifying issues for new settlers and gaps in service delivery.*
3. *Agree to endorse the attached settlement services framework which is expected to result in the establishment of a co-ordination function in the three areas of Wellington, Hutt Valley and Porirua/Kapiti, including establishment of an advisory group in each area.*
4. *Note that this project is expected to be fully funded through an application for grant funding from the New Zealand Immigration Service.*

4. Background

The importance of new migrants with appropriate skills to the region's economic development, and the importance of good migrant outcomes to the well-being of communities, has been recognised through development of a draft Wellington Region Settlement Strategy. At an Immigration Forum for the region held at Porirua in August 2003, it was agreed that a strategy was needed to give a stronger framework to this area, and the programmes of the various agencies involved. The development of a draft Strategy has been sponsored by the Mayoral Forum, and it aims to significantly lift the region's performance in first attracting, then successfully settling migrants. The Strategy is seen as an umbrella document that includes migrant attraction¹ along with support for new migrants in the community.

The draft Wellington Region Settlement Strategy is closely linked to national changes to immigration policy announced by the Government in July 2003, which affected the way migrants can obtain work permits and New Zealand residency. They gave effect to a change in policy direction of the Government from being a passive recipient of residence applications, to becoming an active recruiter of the skills and talent New Zealand needs. A new Skilled Migrant Category replaced the General Skills Category in late 2003/early 2004 and an enhanced points system now applies. Bonus points recognise qualifications and experience matching New Zealand's skill shortages and relevant job offers in regions outside Auckland. This has been accompanied by significant new resource in the 2004 Budget as detailed in **Appendix 2**.

The impact of these policy changes is not yet clear in terms of the percentage of migrants settling in Wellington. Good data on this is difficult to obtain because of internal movement (city to city within New Zealand) and subsequent emigration. The

¹ Note that migrant attraction for Wellington region is largely carried out by Positively Wellington Business, supported by respective councils through preparation of information and marketing materials.

Census provides the most robust data on migration patterns, and the NZ Immigration Service is now recording better information to track migration trends.

A progress report on these initiatives, noting how they fitted with the Council's strategies for economic and community development, was given to Economy and Arts, and Community, Health and Recreation Committees in September 2004.

5. Discussion

A key consideration in settlement has been the role of central government (alongside local government) in improving the settlement process. In the June 2004 Budget, central government allocated funding for improved delivery of migrant resource services and a project has been developed to investigate how this could be implemented in Wellington region. The project carried out a stocktake of services currently being delivered to identify major issues and any gaps in service delivery.

The report to the Mayoral Forum from that project is attached. It highlights the complexity of this sector and the multitude of agencies involved. A clear theme emerged that better co-ordination of activities and work to ensure that new settlers were aware of services available, along with an ongoing mechanism to identify issues would be a significant improvement on the current situation. The report recommends the establishment of a co-ordination function for migrant services in the Wellington region, which would include a network that would enable better identification of issues. The New Zealand Immigration Service has called for funding applications for this function (tailored to the circumstances in each area) with an expectation that nine areas across New Zealand would put this in place this year and a further 10 subsequently. Applications are due by 31 May.

This report recommends that the framework described in the report attached as **Appendix 1** is endorsed and that further development of the Regional Settlement Strategy be overseen by a regional officer's group. It is anticipated that the costs of this project will be met by grant funding from the New Zealand Immigration Service.

6. Conclusion

Maintaining and developing a skilled workforce which includes new migrants is a key component of activities for all Councils in the Wellington region and this is likely to be reinforced by development of the Wellington Regional Strategy. New members of the community who settle successfully and call Wellington region "home" also have a positive impact on the strength and diversity of the community. These two factors have encouraged Councils to support migrant attraction and programmes that assist new migrants, and to be part of a regional effort to develop a Wellington Region Settlement Strategy.

Contact Officer: *Paul Desborough, Senior Advisor*

Supporting information

a) Strategic fit

Key Achievement Areas: Economic development and community development.

b) Annual Plan reference

Related to PWB Migrant Attraction Programme.

c) Annual Plan and Long Term Financial Strategy implications

Resourcing levels for projects developed under the strategy have yet to be determined. It is anticipated that some or all of these will be undertaken in conjunction with other local authorities and central government agencies. The implementation of a co-ordination function is expected to be funded by a grant from NZ Immigration Service.

d) Treaty of Waitangi implications

The role of Tangata Whenua in regional settlement is a key issue and will be addressed as the strategy is further developed. This could lead to initiatives such as a stronger role in citizenship and welcoming ceremonies, or providing greater opportunity to learn about and interact with Tangata Whenua.

e) Consultation

Further consultation will focus on the structure and function of a co-ordination function and on finalisation of a Regional Settlement Strategy.

f) Legal implications

Not applicable.

APPENDIX 1

REPORT TO MAYORAL FORUM

APPENDIX 2

CENTRAL GOVERNMENT BUDGET SETTLEMENT PACKAGE

Cabinet agreed in November 2003 to a national Immigration Settlement Strategy for migrants, refugees and their families. The Strategy's six goals for migrants and refugees are that they:

1. obtain employment appropriate to their qualifications and skills;
2. are confident using English in a New Zealand setting, or can access appropriate language support to bridge the gap;
3. are able to access appropriate information and responsive services that are available to the wider community (for example housing, education, and services for children);
4. form supportive social networks and establish a sustainable community identity;
5. feel safe expressing their ethnic identity and are accepted by, and are part of, the wider host community; and
6. participate in civic, community and social activities.

Budget 2004 sees a focus on the **first three goals**, with increased funding for a range of strategies including English for children in schools, funding for resettlement of refugees, the development of a network of migrant resource services, and careers advice and support for unemployed former migrants.

The table below summarises the funding approved by Cabinet from the 2004 Budget.

	Vote	2004/05	2005/06	2006/07	2007/08	Total
Careers advice & information	Education	1.000	1.000	1.000	1.000	4.000
Adult ESOL	Education	0.226	0.450	0.450	0.450	1.576
ESOL in schools	Education	4.256	8.499	12.475	12.630	37.860
NZQA qualifications assessment	Education	0.068	0.068	0.068	0.068	0.272
Migrant resource services	Immigration	1.675	3.137	3.476	3.386	11.674
Refugee & Migrant Service	Immigration	1.500	1.500	1.500	1.500	6.000
National settlement secretariat	Immigration	0.252	0.252	0.252	0.252	1.008
Total package is		8.977	14.906	19.221	19.286	62.39
Total Vote Education		5.550	10.017	13.993	14.148	43.708
Total Vote Immigration		3.427	4.889	5.228	5.138	18.682

Vote Education

Careers and labour market information

This initiative will provide more than 17,000 migrants (including refugees) per year with tailored career and labour market information and guidance by Career Services. The service will be delivered through a combination of group events and one-on-one assistance. It will cost \$1.000 million per year for four years.

Adult English for Speakers of Other Languages

This pilot will provide extra funding to tertiary education institutions for migrants with tertiary qualifications and English language needs to undertake fully subsidised (“Student component”) ESOL courses. The TEC will be responsible for the implementation of the initiative.

The additional 125 places subsidised per year over four years will be for migrants with qualifications matching the current NZIS Priority Occupations List. The initiative will address those situations where a lack of English language skills limits the ability of migrants to utilise effectively their qualifications in the New Zealand labour market.

The pilot will cost \$226,000 in the first year, and \$450,000 per year ongoing. It extends the Budget 2003 adult ESOL initiative which included fully subsidised places for ESOL within the tertiary education system.

ESOL in Schools

This initiative extends existing English for Speakers of Other Languages (ESOL) funding to provide increased resources for:

- schools to provide mainstream and intensive small group ESOL programmes for migrants and refugees;
- a support initiatives package comprising:
 - provision of resources for boards of trustees and principals;
 - professional development programmes designed to improve the quality of teaching;
 - support materials for teachers and students;
 - intensive ESOL provision for students with very high language learning needs;
 - provision of information technology, workplace and tertiary learning opportunities for students; and
 - programmes and materials related to involvement of families and communities in their children’s learning; and
- ongoing monitoring, evaluation, and research.

28,000 students will receive ESOL support. It will cost \$4.256 million in 2004/05, \$8.499 million in 2005/06, \$12.475 million in 2006/07, and \$12.630 million in 2007/08.

Assessment of refugee qualifications

This initiative provides funding for the NZQA to cover the costs of assessing overseas qualifications for refugees, a service the NZQA has provided since 1990. This service is currently cross-subsidised from other income, as other migrants pay on a cost-recovery basis. The standard assessment fee is \$450 (plus any courier, fast track, and photocopying fees). It will assist around 150 refugees per year, and will cost \$68,000 per year over four years and outyears.

Vote Immigration

Migrant Resource Services

This initiative involves the Department of Labour establishing a national network of migrant resource services. It focuses on working with local communities to identify an appropriate model, and establish local partnerships. The operation of the already established Auckland Regional Migrant Service (ARMS) Centre will be taken into account in developing the proposed network.

Migrant resource services are a clearly identified point of contact for providing information to migrants and refugees. A lack of local knowledge can mean there are barriers to accessing specialist and generic services available to migrants and refugees. Preferred models would be those that link to existing infrastructure, to leverage off knowledge and skills already in place, and to target spending on services rather than buildings.

It will cost \$1.675 million in 2004/05, \$3.137 million in 2005/06, \$3.476 million in 2006/07, and \$3.386 million in 2007/08.

Refugee and Migrant Service

The Refugee and Migrant Service (RMS) is a national non-governmental organisation contracted to provide a range of settlement services to the annual quota of 750 refugees, and to around 300 family members of refugees in New Zealand. The services are provided through intensive hands-on support for the first year. The initiative will enable RMS to be funded at a level that enables the organisation to be sustainable.

It will provide additional core funding of \$1.500 million per annum to support an integrated, cross-agency contract with RMS.

National Settlement Secretariat

This initiative provides resources to support a national settlement secretariat. It is intended to address the current lack of coordination and information-sharing across government, and between central government, local government, and other stakeholders.

The initiative will receive funding of \$252,000 per year to resource a secretariat, placed within NZIS, to support three key integrated forums for discussion of and consultation on settlement issues:

- a national structure (to be established), comprising regular regional meetings between regional stakeholders and central government officials. An important stimulus is work in Auckland, initiated by local government and well advanced, to develop a regional immigration strategy as a major workstream within Sustainable Auckland. Similar work is underway in the Wellington region, sponsored by the Mayoral Forum;
- a rejuvenated Interdepartmental Committee on Migrant Settlement (IDCMS); and
- the Interdepartmental Committee on Refugee Resettlement (IDCRR), which is currently active and effective but without a dedicated resource to organise meetings.

The funding sought would include covering the meeting costs of the twice yearly regional tripartite meetings.

Other settlement-related initiatives

The Language Line is a telephone interpreting service that offers 35 different languages for clients of the Accident Compensation Corporation, Housing New Zealand Corporation, Department of Internal Affairs, New Zealand Police, Ministry of Social Development, and New Zealand Immigration Service. It was piloted in 2003, and Ministers have agreed to its receiving ongoing funding of \$1.266 million in 2004/05.

The Ministry of Social Development has funding of \$21 million over four years to provide ongoing employment services for refugees and migrants, to enable them to connect with the New Zealand labour market and become productive members of the workforce. That funding was provided as part of the 2003 Budget.

General Vote Immigration initiatives

Strengthening Service Delivery

The Department of Labour's New Zealand Immigration Service (NZIS) is shifting its focus towards both the proactive recruitment of skills, and the active management of potential adverse impacts of immigration. To achieve this, additional investment will be made in:

- policy development;
- making service delivery improvements;
- strengthening the NZIS's overall risk framework and processes,
- undertaking online product development;
- extending the NZIS's secure network into some Ministry of Foreign Affairs and Trade (MFAT) posts; and
- upgrading the NZIS's system security / disaster recovery capabilities.

This means an increase in operating funding of \$4.539 million in 2004/05, reducing to \$3.554 million in outyears, and capital expenditure of \$3.180 million in 2004/05 and \$0.700 million in 2005/06. Only 16% of the operating funding (\$2.080 million over four years) is funded by the Crown; the rest will be sourced from fees paid by migrants.

Enhancing Connectivity between NZIS and Customs systems

To better manage potential adverse impacts of immigration, there will be an increase of \$0.400 million in 2004/05 and outyears to enhance the connectivity between Immigration and Customs systems. The initiative will establish new connections and enhance the collaborative use of advance passenger information emerging from these and other inter-connected systems. The initiative includes \$1.000 million in capital for the NZIS in 2004/05, \$0.300 million in capital in Vote Customs for 2004/05, and \$0.200 million in operating funding for the Customs Service in 2004/05 and outyears.

Managing Adverse Impacts on Health Services

Cabinet has recently made decisions to enhance New Zealand's screening of prospective short and long term migrants, to protect public health and contain excessive demands on health and social services, including education. This initiative will enable the implementation through an operating funding increase of \$2.355 million in 2004/05 and \$1.742 million in outyears. Migrants' fees will cover approximately 80% of the funding.

Enhancing Immigration's Security Capability

This initiative supports existing work around improving the security of New Zealand's borders and of staff seconded overseas. It will extend the Advance Passenger Processing screening mechanism to 100% of people entering by commercial air services (including transit passengers and crew) by the end of 2004/05. It will also improve security in some offshore NZIS posts. The operating funding costs are in total \$0.857 million in 2004/05, reducing to \$0.795 million in outyears. Migrants will contribute more than 70% of the operating funding. The initiative also includes \$0.340 million in capital in 2004/05.

Meeting International Obligations

This initiative has three components: better resourcing of New Zealand's participation in international forums, supporting New Zealand's recent membership of the International Organization for Migration, and providing more funding for asylum seekers in the community who are waiting for their refugee status claims to be determined. It will cost \$1.229 million in 2004/05, reducing to \$0.727 million in outyears.