
**SETTLEMENT SERVICES PROJECT AND FRAMEWORK
FOR THE DEVELOPMENT OF A WELLINGTON REGIONAL
SETTLEMENT STRATEGY**

Final Report to the Wellington Regional Mayoral Forum

April 2005.

Executive Summary

Introduction

The objective of this project has been to develop a proposal for a framework for delivery of settlement services in Wellington region. The framework is intended to link to central government Settlement Strategy initiatives, enable the identification of issues and assessment of options to address them, and make recommendations for a way forward.

The focus of the project has been on what immediate gaps there are in services and what can be done that will be consistent with additional resource allocated to the settlement area in the 2004 Budget. During discussions with organisations and individuals other issues such as appropriate employment for new settlers have been raised. These have been included in the analysis because they are closely linked to the delivery of services.

Once this phase of the process is completed a further step of reworking and finalizing the Wellington Regional Settlement Strategy will be required

Context

It is difficult to quantify the exact number of new settlers to New Zealand that arrive in the Wellington region each year. The best figures that could be found show that the Wellington region has just over 20,000 people who have arrived in the last five years.¹ Policy changes introduced in 2003 have greatly reduced this number.

New settlers are a very diverse group. They include refugees, people brought under family reunification schemes, Pacific Islanders and skilled migrants brought in to help fill employment gaps. These differences mean that new settlers follow very different paths to settlement and seek help from different agencies. Many take exception to being identified with a particular group as their needs are specific to them: someone who thinks of themselves as a refugee, for example, may be reluctant to access services targeted at professional migrants. In terms of process, the Immigration Service provides initial information and follows up new settlers after a period. All Government Social service agencies will have some contact with new settlers and some other government agencies such as the Office of Ethnic affairs provide back up assistance and support. There is a small group of community agencies helping refugees². Pacific Island migrants are usually helped firstly by their own extended family and secondly by their churches. Many migrants reported that their preferred source of assistance was from their own ethnic association. Some skilled migrants have been helped by the Employers Association and Positively Wellington Business. There are many new settlers and

¹ Figure taken from Draft Wellington Regional Settlement Strategy. June 2004

² A community agency is a non Governmental not for profit organisation e.g. Refugee and Migrant Service

their families who have take the responsibility for their own settlement process. This is a difficult task when people do not understand how New Zealand works and are often struggling to adjust to a new life.

Most if not all community groups working with new settlers see a need for more resources and have a list of settler needs they are not able to meet currently.

Issues for new settlers

Interviews with 33 service agencies and 10 separate group consultations have produced a long list of issues and difficulties that many new settlers face. The main problems reported during the study are:

- Accessing the necessary information and advice to help them settle
- Finding a job or finding employment that utilises their skills
- Learning English for those who do not speak it
- Accessing the same level of services from mainstream agencies as enjoyed by other New Zealanders
- Not feeling welcome and facing apparent prejudice and discrimination
- Finding affordable and suitable housing
- Accessing health care
- Finding a way through legal issues
- Understanding and adapting to the New Zealand culture.

The Wellington region will need to do better in helping the new settlers overcome these problems if it wants to be a centre of excellence. There would however be considerable costs in tackling all these problems at once.

Employment Issues.

One major group of new settlers that do not seem to have any major agency working to help them appears to be skilled migrants brought in during the 1990s under the points system. There is a legacy of skilled migrants who have only found employment in low skilled jobs and who are very dissatisfied with their situation. They have skills that qualified them for entry, but a significant proportion has not been able to find employment that utilises those skills. Many employers seem to have been reluctant to employ new settlers although this may be changing as employers face a shortage of suitable workers in many fields. A recent pilot programme Work and Income New Zealand has greatly reduced the number of unemployed new migrants in that office. Finding suitable employment is perhaps the major key to successful settlement.

The current response

There are a lot of agencies working with new settlers, either as their main focus, or more often as part of delivering mainstream services to all New Zealanders.

Most of the community agencies assisting new settlers struggle to raise enough funds to provide the services they see are needed. Government contracts some services, but does not yet have a consistent approach to funding new settler agencies. Some do not receive any government funding.

There is developing cooperation and collaboration across the region. There are areas of strong collaboration especially in services to refugees. Much of this is informal collaboration based on local networks and relationships. Most agencies strongly support the provision of holistic, systematic services to new settlers rather than the current “silo” approach. However, there is no overall formal co-ordination mechanism in place

This study has shown there is a strong buy in from many agencies who want to be involved in the development and implementation of a co-ordinated strategy that did not cut across what is already going on, worked to fill gaps, measured progress and produced tangible benefits both for new settlers and for those agencies that invested time in making it work. It will be important to maintain this buy in as the strategy is developed.

Key areas to address

Those interviewed and those at the consultations have suggested a number of ways that the settlement process could be improved. The main ideas put forward were:

- Make it easier for new settlers to access the information they need to help them settle. This includes providing a better orientation and induction both to the Wellington region and New Zealand
- Help all mainstream agencies be more responsive to new settlers so they got the same level of service as other New Zealanders.
- Provide better orientation and induction to Wellington.
- Build on the move to cooperation by encouraging more community agencies to locate at one site where appropriate. Respondents were especially supportive of government agencies offering their services at the locations frequented by new settlers.
- Provide more funds to existing organisations to help them improve their services.
- Establish a new organisation to help skilled migrants find jobs that utilise the skills that got them entry into New Zealand.
- Extend the Kilbirnie Work and Income Service Centre pilot programme for unemployed new settlers to all parts of the region.
- Provide more English language options for those needing this. Extending the ESOL Assessment and Referral Service to cover the whole region would provide a systematic way of analysing the need and then filling gaps.

- Providing more support to Pacific and Ethnic community groups so they are better equipped to assist the settlement process for new settlers from their country.
- Work on making new settlers feel more welcome, including working to show the community their positive value.
- Provide more co-ordination of existing services so that a more holistic service can be developed. This would need to involve all the groups identified in this report as being involved in the settlement process—Central Government agencies, Local Government, Community Agencies and Pacific and Ethnic community groups.

All these ideas are important. It is difficult to quantify the extent of improvements needed in all these areas, or to decide, given limited resources, a complete prioritisation.

Establishment of a co-ordination function

All the above needs are important, but the need for stronger co-ordination in what is a very diverse, complex and disjointed area of service delivery stands out. Without more coordination it is difficult to make progress on the other issues because:

- There is no group identified by the community as having responsibility develop and implement an overall strategy, identify and fill gaps, and measure progress in improving settlement processes.
- There is no one organisation that can represent all the new settler groups. Ethnic groups, Pacific Island Groups and skilled migrants do not have very strong links amongst themselves thus limiting the ability to raise and advocate for common problems that affect all new settlers, Some Pacific Island respondents suggested that their communities experience of 40 years of migration would be useful for communities that have arrived more recently.
- In similar way there no process for developing and advising on priorities for increased expenditure.

The establishment of a structure and process that can reduce these problems is the necessary next step in developing and implementing a regional settlement strategy and improving the way in which Wellington assists new settlers. It could significantly improve overall service delivery and could lead to a more coordinated information service so that no matter which agency a new settler approached for help, they would have access to the information they need.

Co-ordination structure

Many existing service agencies are established on a sub regional basis. The most common groupings are:

- Lower and Upper Hutt
- Porirua/Tawa/ Kapiti
- Wellington City.

Each of these sub regions has a different mix of service agencies, settlers, and different ways of working together. New settlers generally want to access services locally. The co-ordination needs to be based on this need and it is recommended that co-ordination be established as per the grouping above i.e. Porirua, Hutt Valley and Wellington. Each sub region needs to decide how a more co-ordinated approach to settler support would work in their area. All three areas have already started this process. The body of the report contains more detailed information on how such a co-ordination structure could be set up, and how it would operate, but essentially it would involve employment of three co-ordinators in the Hutt Valley, Porirua/Kapiti, and Wellington City, each responsible to a network of agencies. One agency may need to act as employer and funds manager. It is anticipated that the cost would largely be met from grant funding from the New Zealand Immigration Service.

A regional co-ordinating group would link the three sub regional groups, and should be established once the other networks are operating and the gaps become clearer. At this stage it is likely that a regional group would work with other agencies to promote the whole Wellington region as a desirable location for new settlers, especially by explaining how the cities are working to improve the settlement process and what assistance is available. Work at the regional level could include work on employment links to the regional economy; encouragement of best practice amongst the sub regional groups, and establishing ways of measuring improvements in settlement processes across the whole region.

Recommendations

It is recommended that the Mayoral Forum:

1. Note the work to date on identifying issues for new settlers and gaps in service delivery.
2. Agree to endorse the attached settlement services framework for referral back to constituent councils for adoption and to agree to the following actions:
 - a. Agree to establishment of a co-ordination function in the three areas of Wellington, Hutt Valley and Porirua/Kapiti, which is expected to involve establishment of an advisory group and employment of a migrant resource services co-ordinator in each area.
 - b. Agree that this will be overseen by the Officer Working Party established to co-ordinate the Settlement Services Project, reporting to the CEOs' Forum.

- c. Agree that a further work programme be developed and progressed using this structure in collaboration with advisory groups and the community in each area.
- d. Agree that a further task will be to incorporate issues identified and further actions in a reworked Wellington Regional Settlement Strategy to be completed by the end of the 2005.

SETTLEMENT SERVICES PROJECT AND FRAMEWORK FOR THE DEVELOPMENT OF A WELLINGTON REGIONAL SETTLEMENT STRATEGY

April 2005

1. INTRODUCTION AND CONTEXT

This project was to develop a framework for the delivery of settlement services in Wellington region as part of a Wellington Regional Settlement Strategy. It has involved analyzing the services carried out by Wellington region agencies involved in settlement services and development of proposals for improved services. The findings are derived mainly from interviews with service agencies and new settlers in the region.

The project involved developing a stocktake of what service agencies were doing for new settlers and asking those agencies for their views of the major problems new settlers faced and their ideas about how the settlement process could be improved. It has not been possible to talk to every agency involved in settlement during this contract – although the services accessed are concentrated on some agencies, these are still numerous and a total mapping of those services proved beyond the scope of this study. In addition because new settlers want the same access to services as other New Zealanders ultimately every service or agency will be accessed by new residents. This means there is the possibility that some agency is doing some of the things that have been identified as gaps or unmet needs.

In addition to talking to service agencies the study conducted or was involved in nine group consultations. The community services sections of councils invited interested agencies and new settlers representatives to meetings in Wellington, Upper and Lower Hutt, and Porirua. Meetings with Pacific Island representatives were held in the Hutt Valley and Wellington. Two consultations were held with recent new settlers, and the consultant attended a consultation about housing needs organized by the Department of Building and Housing.

It was not possible to hold consultations with specific groups of new settlers, e.g. youth, women, or older people. Gaining information about specific needs that these groups may have still remains to be done.

Some policy issues raised by respondents such as the inability of new settlers who do not yet have permanent residency to access free health care or tertiary study are not dealt with in this study.

A shorter draft report has been discussed by a stakeholders meeting in Porirua that gave broad endorsement to the general findings and to the proposed

establishment of a local co-ordinating body. Porirua has now established a steering group of Council and representatives from stakeholders to work through the issues involved in establishing a new settlers co-ordinating body in Porirua. In other areas the concept of a new co-ordination function was discussed in more general terms and received general support.

1.1 Definition of Settlement

This definition was used in the (Draft Wellington Region Settlement Strategy. June 2004):

“The process where new settlers move from dealing with immediate issues of finding somewhere to live, getting a job and adapting to unfamiliar systems and customs, to becoming active participants in the social, civic, economic, cultural and spiritual affairs of the new homeland.

Settlement is a two way process, requiring learning, adaptation, tolerance and respect by both new settler and host communities.”

1.2 The Phases of Settlement

It seems generally accepted that the settlement process has three phases:

1. **The Pre-Settlement phase:** Settlers consider moving and need to find out all they can about their possible destination, and whether they meet immigration criteria. Making the decision to move and applying, being accepted, and then planning the move.
2. **The Initial Phase.** Finding a job, finding somewhere to live, settling the family in, finding out about the new country and city, making friends, and adjusting to the new culture. The interviews conducted for this study, suggest that many new settlers want to maintain a foot in their own culture by keeping in contact with members of their own culture as they step into the new. Although some settlers who come from similar cultures are able to adjust quickly, many others who have to make a lot of adjustments need to access mainstream services that are culturally sensitive and provide a lot of assistance.

Interviews with service agencies suggest that the periods for this phase vary widely. One ESOL provider mentioned one immigrant who had been in New Zealand since 1989 who was just now starting to learn English. A number of interviewees talked about settlers who have been in New Zealand for years, but were still learning the skills necessary to live in the wider New Zealand community. A major strategic goal for the Settlement Strategy should be to ensure that all migrants settle within 1-2 years of arrival.

Refugees as Survivors cautions that many refugees who have suffered various kinds of trauma (e.g. grief caused loss of family,) are not really able to begin the settlement process until they have dealt with that trauma. For many refugees this takes many years. Some refugees prefer the term Resettlement to describe the process that they follow.

3. **Post settlement.** As new settlers adjust and become more confident they are likely to move into the wider community and to access more general and mainstream services.

This document is only concerned with New Settlers who intend to settle permanently in New Zealand, and what the Wellington region can do within current policy. It has also largely focused on what happens after people arrive, rather than activities to attract new settlers.

1.3 The New Zealand Settlement Strategy

The New Zealand settlement strategy has 6 keys settlement goals. They are:

1. Obtaining employment appropriate to their qualifications and skills.
2. Becoming confident using English in a New Zealand setting or be able to access appropriate language support.
3. Accessing appropriate information and responsive services that are available to the wider community (for example, housing education and services for families.)
4. Forming supportive social networks and establishing a sustainable community identity.
5. Feeling safe expressing their ethnic identity and be accepted by and become part of the wider host community.
6. Participating in civic, community and social services.

The interviews and consultations show that these goals reflect clearly the goals and needs of new settlers in Wellington. The Wellington Regional Settlement strategy should deal with each of the above goals. Goals 3-6 require the local communities to implement them and they therefore should be a particular focus of the regional strategy.

1.4 Settlement Policy and Human Rights³.

In addition to the formal strategy, settlement policy should seek to operate within the Human rights framework as represented in the various International Human Rights Treaties that New Zealand has signed and the New Zealand Bill of Rights. The Wellington Settlement strategy should seek to achieve the standards they set.

³ The Human Rights Commission provided the information in this section.

Universal Declaration of Human Rights

This contains a number of clauses that refer to general rights that all citizens should have. The most important for settlement policy is Article 25 states that *“Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care and necessary social services.....”*

This article makes it clear that the settlement strategy must work to ensure that all new settlers enjoy the same standard of living and access to housing, health services as other New Zealanders.

Some other rights specifically affect settlement policy. Some of the most relevant of these are.

The Right to Asylum.

This is based on Article 14 of the Universal declaration of human Rights that states “ Everyone has the right to seek and to enjoy in other countries asylum from persecution” and the United National convention relating to the status of refugees which New Zealand has also signed. New Zealand is only of only 11 United Nations countries that accept an annual quote of refugees

The New Zealand Bill of Rights. (1990 and subsequent amendments)

This Bill contains a number of clauses that affect settlement policy and which the strategies in the Wellington po9licy should seek to achieve.

Cl 13. Everyone has the right to freedom of thought, conscience, religion and belief, including the right to adopt and to hold opinions without interferences.

Cl 15. Every person has the right to manifest that person’s religion or belief in worship, observance, practice or teaching, either individually or in community with others, and either in public or in private.

Cl 19 Everyone has the right to freedom from discrimination on the grounds of discrimination in the Human Right act 1993.

Cl 20 Rights of minorities. A person who belongs to an ethnic, religious or linguistic minority in New Zealand shall not be denied the right, in community with other members of that minority to enjoy the culture, to profess and practice the religion or to use the language of that minority.

1.5 Categories of New Settlers

The June 2004 Draft Regional Settlement Strategy set out the categories under which new settlers enter New Zealand, and provided details about the numbers of new settlers nationally and a best estimate of numbers who have settled in the Wellington region. It should be noted that it can be unhelpful to “label” new settlers as belonging to certain groups, for example many refugees possess a high level of skills.

- **Business** – for new settlers who will contribute to economic growth through increasing New Zealand’s level of human capital, encouraging enterprise and innovation, and fostering external links. This category breaks down into four areas of application – investor, entrepreneur, long-term business visa/permit and employees of a relocating business.
 - This study has not looked in detail at the problems and issues for this group of new settlers. This needs to be done.

- **Family/humanitarian category** – for new settlers who either have immediate family members who are residents of New Zealand or who seek and are approved refugee status due to fear of persecution or imprisonment. Also fitting under this area is a specially allocated category for Pacific Island access.

- **Skilled category** – for new settlers whose skills will contribute to New Zealand’s economic and social development. Many industries and regions are experiencing growth and skill shortages and this category are designed to give priority to those migrants able to meet these needs and opportunities. Migrants receive bonus points for finding employment outside of Auckland.

1.5 Effects of the new Government Immigration Policy

The new Immigration Programme for 2003/04 allowed for a limit of 45,000 new entries per annum with scope for a further 5,000 and will be used as an indicative basis for the next three years. Applications are allocated under the following streams:

- **Skilled/Business Stream (60 percent-27, 000)**– Skilled Migrant Category (SMC), closed General Skills Category, Work to Residence, Investor, Entrepreneur, and Employees of relocating businesses.⁴
- **Family Sponsored Stream (30 percent-13, 500)**– Partnership, Dependent Child, Parent, Sibling, Adult Child, Family Quota, Family-Sponsored Transitional Policy, closed Humanitarian category
- **International Humanitarian Stream (10 percent-4, 500)** – Refugee Quota (750), Refugee Status, Refugee Family Quota (250), Samoan Quota (1,100), Pacific Access (650), Victims of Domestic Violence, Contingency/Ministerial Direction, International Humanitarian Transitional Policy.

This new approach on residence has been based on shifting the focus from the numbers entering the country, to ensuring that those who do come here settle well. The Wellington Settlement Strategy is part of this new approach. As the effects of the new policy become more apparent, the strategy will need to check the extent

⁴ The current official definition of “skilled migrant” is included in the Appendices.

that problems identified in 2004, are still those of the migrants accepted under the new policy.

The February figures for the 2004/05 financial year showed that 10,970 applications representing 21,135 people have been accepted.

Residence applications accepted and approved – year to date (February 2005)

The chart below outlines how many residence applications have been accepted and approved to date in 2004/05:

Stream	Applications On-hand		Residence Declines		Residence Approvals	
	Applications	People	Applications	People	Applications	People
Skilled/ Business	3,678	9,612	1009	2,826	4,721	11,950
Family Sponsored	8,370	12,324	526	896	5,417	7,226
International/ Humanitarian	929	2,353	73	168	832	1,959
Total	12,977	24,289	1,608	3,890	10,970	21,135

Report prepared 2/02/2005

1. On-hand applications (from lodgement) as at 28/01/2005
2. Decisions and declines from 1/07/2004 to 28/01/2005
3. Based on 2004/05 allocation of 45,000.

Please note: One application can represent several people such as the principal applicant and family

The Department expects that as a result, **27,000** (up to 30,000) people will be approved under the Skilled/Business Stream as part of this year's immigration programme.

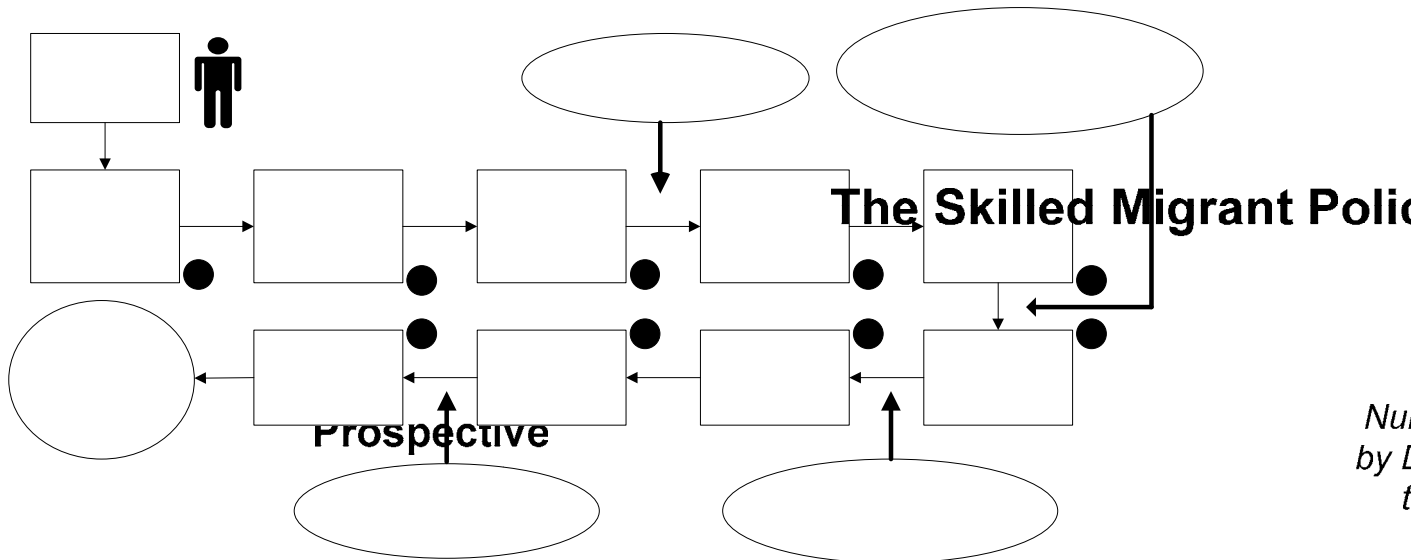
Of these, **19,000** (up to 22,000) to people will be under the Skilled Migrant Category (SMC), with the remaining **8,000** from the closed General Skills, Work to Residence, Investor, Entrepreneur, and employees of relocating businesses categories.

1.6 The application process for skilled migrants

A new application process has been in place since December 2003. The new process was designed to ensure that migrants were more likely to obtain jobs and more likely to contribute to the New Zealand economy. There is a much higher emphasis given to settlers having jobs before they migrate, but as recent migrants reported during the consultation process, it is extremely difficult to gain employment from overseas when employers are reluctant to hire people whom they have not personally interviewed.

New Zealand sets a monthly number of points that a new settler must obtain to gain entry. The number of points varies and has dropped from 190 points in February 2004 to 100 points from September 2004, as the numbers applying did not reach the numbers anticipated.

The following diagram sets out the process



(Taken from Department of Labour Fortnightly statistics. February 2005)

The February 2004 fact sheet reported that the main expressions of interest (EOI) in migrating to New Zealand in the skilled migrant category were coming from the following countries: Great Britain (31.6%) Philippines (19.2%) India (10.0%) China (9.2%) South Africa 5.1% and United States of America (4.8%)

Expression Interest in Pool

New Zealand Immigration Service uses the information contained in the EOIs to decide if the potential migrant seems to meet the current criteria. If so, then a formal invitation to apply (ITA) is made.

Around 22,000

1.7 The costs and difficulties of settling in New Zealand

Application decided

There seem to be very few studies of the costs and difficulties of settling in New Zealand. A 2004 study by Richard Motet, principal of Motet Shaw and Associates, and Auckland based psychology and Management Consulting business makes the following observations about the job searching and settling in experience of new migrants (note this study does not include refugees).

- The average migrant will take 14 weeks to find a first job
- It will cost the average immigrant family of four \$1,260 a week to settle and subsist during this period of job search.
- This equates to more than \$17,000 – this is additional to the cost of moving.
- The average immigrant will earn less than \$45,000 per annum in their first job.
- Some 35% of immigrants experience sufficient stress in their first two years to warrant medical and emotional counseling.
- Up to 70% of immigrants believe they are in the wrong job.

Some applications will be declined by the Department

(Quoted in Eric Holiday, "Report of the "International Skills Recruitment Project, May 2004"
Employers and Manufacturers Association Central)

This report concludes, "There is a perception that very little assistance is offered new arrivals. Immigration is a stressful experience—as well as being very expensive."

1.8 New settlers in the Wellington region

To date New Zealand has been successful at attracting new settlers with at least 18.7% of all people resident in New Zealand having been born overseas. According to the 2001 Census the Wellington region plays host to 11.8% (approximately 82,581 people) of the total New Zealand overseas born population and is second only to the Auckland region, which hosts 47%. This is in line with the region's proportion of the total population.

However a lack of involvement in the 2001 Census may have under reported new settlers. The Office of Ethnic Affairs⁵, for instance, reports that the Assyrian community total for the whole country was less than the size of that community in Wellington City alone. The Office of Ethnic Affairs is liaising with Statistics New Zealand to encourage all Ethnic communities to participate in the 2006 census.

Despite these possible flaws, the census remains the best source of data. A breakdown by local authority is provided below.

Table 1 - Total numbers of overseas born and New Zealand born.

Territorial Authority	Overseas born		New Zealand born		Not specified		Total n
	n	%	N	%	n	%	
Kapiti Coast District	7,752	18.3	33,312	78.5	1,383	3.3	42,447
Porirua City	10,281	21.7	35,514	75.0	1,575	3.3	47,367
Upper Hutt City	6,144	16.9	29,331	80.6	894	2.5	36,372
Lower Hutt City	18,651	19.5	74,376	77.9	2,451	2.6	95,478
Wellington City	39,753	24.3	117,762	71.9	6,309	3.9	163,827
Total Wellington region	82,581	21.4	290,295	75.4	12,612	3.3	385,491
Total New Zealand	698,628	18.7	2,890,869	77.4	147,780	4.0	3,737,277

However, in identifying settlements needs it is important to focus on those new settlers who have been in New Zealand for five years or less. These are termed 'recent migrants' by the New Zealand Immigration Service. The June 2004 Draft Wellington Settlement Strategy reported that the Wellington region is home to

⁵ The official definition of Ethnic covers all people whose ethnic heritage distinguishes them from the majority of other people in New Zealand, including Maori and Pacific groups. It generally does not include people with an Anglo-Celtic heritage such as people from Australia, Canada, United Kingdom, Ireland and the United States.

approximately 9.4% (or 20,064 people) of the total 'recent migrant' population. It is assumed that those who fall into this category are most in need of settlement services and that their demand for services decline the longer they reside here. A breakdown by local authority is provided below.

Table 2 - Recent Migrants to the Wellington Region by Territorial Authority of usual residence.

Territorial Authority	Australia	ESANA	North Asia	South Asia	South East Asia	Pacific	Other	Totals
Kapiti Coast District	117	633	90	27	48	36	45	996
Porirua City	174	681	99	39	120	897	90	2100
Upper Hutt City	84	438	183	87	120	90	102	1104
Lower Hutt City	252	1,428	522	495	417	789	357	4260
Wellington City	828	4,419	1,611	1,083	1,398	891	1,374	11604
Total Wellington Region	1,455	7,599	2,505	1,731	2,103	2,703	1,968	20064

As the chart above shows 38% of recent migrants were from ESANA (Europe, South Africa, North America), 13% were from the Pacific, 12% were from North Asia, 10% were from South East Asia, 9% were from South Asia, and 7% were from Australia. 10% were from 'other' regions.

13% of migrants were from The Pacific. Migrants from the Cook Islands, Niue and Tokelau have free entry into New Zealand. Samoa has a an annual quota of 1,100 migrants. There are 650 places humanitarian places available for the other Pacific countries, e.g. Tonga, Fiji and Tuvalu. They come in under family reunifications schemes of through skilled migrant categories. Although this study does discuss Pacific migrants as one group, they are in fact a very diverse group.

Thus new settlers and their needs are very diverse. Although there are common issues and need among refugees and migrants there are also significant differences. New settlers also include highly skilled migrants, in high international demand, recruited against competition from other countries and who can pick and choose which country they will live in. The strategy therefore has to deal with a wide range of settlement needs.

While it is difficult to gain information about what has happened to all of these new settlers, it is clear from consultation and available research that a number of them have experienced many difficulties in settling in New Zealand.

2. KEY FINDINGS

2.1. Overview of experiences of major new settler groups

Different groups of new settlers follow different paths to settlement and face different problems. Typical experiences and issues are noted below:

2.1.1. Refugees

New Zealand takes an annual quota of 750 refugees. 600 of these are admitted under the protection quota, 75 are women at risk and another 75 who are medical/disabled. A further 250 are admitted under family reunification schemes or people who seek asylum in New Zealand.

Refugees like all new settlers are very diverse. They all have not chosen to come to New Zealand but were forced to leave their own countries. They often have very little English and some had had little formal schooling in their own countries. Many come from cultures very different to New Zealand and many have suffered trauma that makes settling extremely difficult. Many do not have skills that are marketable in New Zealand yet a good number of refugees have professional qualifications. According to the Ministry of Youth Development, 60% of refugees in 2004 were under 18 years of age.

Refugees have an initial 6 week orientation to New Zealand course at the Mangere Refugee Centre and are then linked in a National Organisation, the Refugee and Migrant Service (RMS) that meets them on arrival and matches them with a volunteer who works for at least a 6 month period to help the refugee family settle.

Despite this, many refugees face a wide range of problems. Some of the more common ones are: adjusting to New Zealand culture, learning English, finding employment, and adjusting to a different climate. Many have to deal with extensive trauma caused by whatever led to them becoming refugees.

There are other agencies that assist refugees. The collaboration amongst them has been developing. A Refugees Issues Forum is in place in Wellington City, and informal networks exist in both Porirua and the Hutt Valley.

A challenge for the regional settlement strategy may be to develop better ways of supporting refugees once the initial 6 month RMS contract ends. Some Ethnic associations are keen to extend their role but will need more support and capacity building to be in a position to do this.

2.1.2 Skilled Migrants

As previously noted in December 2003 the Government introduced a fundamental change in immigration policy. The new migration focus is on targeting skilled migrants in an attempt to alleviate the growing constraints being experienced by manufacturers and others due to a lack of suitably qualified employees. The new policy emphasizes bringing in people with the skills to grow the country for the benefit of all. There have been changes in the definition of skills as the needs of the economy change. For instance trades people used to be considered “unskilled labour” but as the economy has grown and unemployment has fallen they now fall in the “skilled” category.

The skilled migrant category also includes parents or guardians who come here to support students, and the students themselves who may wish to stay on in New Zealand beyond their student permit. The linkages with New Zealand formed by studying here can be strong and this represents an important way in which people are attracted to live here.

Although many skilled migrants do not seem to expect any formal help, either because they are independent or come from countries where there is no tradition of public assistance, this study indicates that many face difficulties in settling. Generally these migrants are not linked into a formal organisation, and have to seek out appropriate help. Many pay for assistance from immigration consultants. Those consulted during this study often reported that their first point of contact and most effective initial help was their own ethnic community, either the formal ethnic association or their own informal links. The study was not extensive enough to discover if this was a general pattern.

Despite gaining entry because they had a skill New Zealand needed, it appears that a large number in the past, have had great difficulty in finding a job that utilizes those skills. There is a lack of hard data about how many skilled migrants are currently working in jobs that do not utilize their skills, but most people interviewed, knew or had met recent migrants who were in this situation and were dissatisfied because their current life did not meet their expectations in migrating.

Finding work that uses their skills appears to be especially difficult for migrants for whom English is a second language.

A formal consultation was held with recent skilled migrants who had been assisted by the Immigration project attached to Positively Wellington Business (PWB) and all of whom had good knowledge of English. Most of these people had arrived in the last year, after recent changes to immigration policy.

Most important problems faced by recent skilled migrants

- Immigration consultations overcharging and under delivering, and asking for more money. Two respondents felt the consultants promised them jobs and

this did not happen. One highly skilled migrant said, that without the help provided by PWB he would not have come.

- New Zealand Immigration Service. Respondents complained it was very slow in processing applications, even when people had a job. There was a lack of consistency in the people they had to deal with.
- The applications process was seen as a huge gamble. Migrants said they risked pouring money into the applications with no guarantee of success. Several people said they persisted only because they really wanted to come to New Zealand.
- Several people said they read articles overseas saying that New Zealand wanted highly skilled people, but said, “you can’t get in without a job, and it is very difficult to get a job from overseas”. Two people had come here looking for work and had then applied.
- Getting a job that used the skills that got them into New Zealand in the first place. One person said this was the only problem.
- Coping with letters of rejection from job applications.
- Understanding NZ road rules and driving culture.

The list above shows that many of their problems were faced before getting into New Zealand. They all stressed how difficult it was to actually get to New Zealand under the current immigration policy. This group may therefore be a particularly resourceful group of migrants. More work would be needed to establish how far these difficulties explained the fall in migrant numbers over the last year.

The Employers and Manufacturers Association (Central) (EMA) has a list of 190 skilled workers who meet NZ Immigration entry requirements and most of whom would migrate “tomorrow” if they were offered a job. This list includes 16 mechanical engineers, 15 electrical engineers 16 electricians, 4 plumbers, 3 auto engineers, 20 accountants, and 4 nurses. None of these people can afford to take the chance of flying to New Zealand to see if a job eventuates. Despite the skills shortage only 4 people from this list have been placed in jobs in New Zealand.

EMA suggests the following are the reasons why, despite New Zealand skills shortage, few employers have taken advantage of this service.

- Many employers still want to personally interview job applicants are not used to employing people sight unseen.
- New Zealand employers are not used to paying to find skilled trades people, (EMA charges employers who use this programme).
- New Zealand employers are used to operating in an environment where they could find staff quickly if there was a vacancy. They still expect this to happen and seem reluctant to have to wait to bring someone in from overseas.

- They are worried that they might spend money on a skilled migrant who might leave, although some employers are now bonding migrants when they assist with removal costs.
- They are not sure about doing the necessary paper work.

These problems help explain why there has been such a drop in migrants since the new policy of more closely linking migrants to jobs has been in place.

EMA is responding to these issues by:

- Offering to assist employers with any problems that arise from employing people from overseas e.g. assistance with paper work.
- Running some pilot seminars for employers about how to employ migrants. If they are successful they will be held throughout the country.

2.1.3 Pacific Island migrants

Significant numbers of Pacific Island⁶ people have been migrating to New Zealand for 30-40 years and many people interviewed asked why it had taken so long to develop a strategy to assist them.

This length of time means that compared to more recent settler communities, the Pacific island communities has well established processes in place. There is much that newer groups can learn from the Pacific Island settlement experience. At the same time the Pacific island population in New Zealand still has a number of problems e.g. its unemployment rate is higher than average, its health statistics are lower. These issues suggest that many Pacific Island new settlers have not settled as well as they could and that there is scope for improving the settlement process.

The consultations with Pacific Island communities reported that the most Pacific Island new settlers are sponsored by their own extended family. This sponsorship often involves having the new settlers living with them, and helping them find a job. This often puts a financial strain on the host families. Some Wellington Pacific island Advisory Council members suggested that finding ways to reduce this financial strain should be one of the major tasks for the settlement strategy. This task is likely to result in linking the settlement strategy with the Government's strengthening families strategy.

Most Pacific Island people interviewed agreed that churches are the most important agency assisting new Pacific Island settlers and they have been providing a voluntary settlement service for decades. Several interviewees reported that many new settlers choose to live close to a church of their denomination because of the importance of the church in helping them settle and in providing an ongoing community.

⁶ Ethnicities represented include: Samoa, Tonga, Cook Islands, Fiji, Tokelau, and Nuie.

Pacific Island Ministers at a Hutt Valley consultation agreed that they carried out the following process to assist new settlers:

- Ministers look for new faces at the church
- The church will offer a welcome
- Extended family members will be identified if possible
- The women's group will check that the new arrivals have food and bedding
- Younger members will be put in touch with the Sunday school or Youth group
- The Minister will visit to see what problems they face
- The church will put the new arrivals in touch with other agencies that can help
- If the new arrivals are looking for work, the church will put them in contact with existing leading hands etc who can sometimes find them employment
- If eligible for assistance they will be put in touch with Work and Income. The new settlers again prefer to talk to Pacific Island speaking staff.

The same consultation agreed that the major factor Pacific Island migrants look for in a helping agency is having staff or volunteers from the same island group who speak their language. This is far more important than what kind of agency it is. Where the agency does not have such staff, new settlers are less willing to seek help.

Recent policy changes have affected the way migrants come from at least one country Samoa. The Samoa Observer (11 March 2005) reported that New Zealand Employers are now visiting Samoa to recruit workers who were successful in being balloted to fill the migration quota from Samoa. The New Zealand Government requires balloted applicants to have job offers and has stipulated that these job offers must be for jobs that pay at least NZ\$18,720 for single applicants and \$25,585 for applicants with families. The New Zealand Immigrant service has a full time relationship manager specifically dedicated to working with New Zealand employers to identify suitable jobs for people in Samoa selected in the ballot.

A recent innovation is New Zealand employers visiting Samoa to interview prospective workers. For instance in March 2005, two Wellington employers, Stagecoach and Mana Transport, visited Samoa to try and fill between 70 and 100 vacancies they both have for bus drivers.

It is not clear how active these employers who are directly recruiting in Samoa will be in helping their new workers to settle in Wellington and what effect this trend will have on future settlement processes.

2.1.4 Summary

Each of the above groups has its own settlement pattern and looks for assistance in different ways and from different agencies. The settlement strategy needs to be flexible enough to respond to these differing patterns and needs.

There are a lot of agencies that work with new settlers as their major client focus and a larger number, particularly of mainstream government or public agencies whose work includes assisting new settlers. For instance the health, housing and education sectors all consciously assist new settlers. The Police have recently launched a strategy about how to relate to the New Zealand ethnic community and already have a Police Pacific Responsiveness strategy in place.

2. 2 Key Issues for New Settlers

The study has interviewed 33 different agencies working with new settlers and held 10 separate consultations with service agencies, migrants and ethnic groups. The views in this study are those of the people consulted all of whom work with migrants or who were themselves new settlers. Because it was not possible within time limits to consult with such groups as youth, women, or older new settlers any different views and perspectives these groups have are not included in this report.

However the feedback from these groups consulted showed clearly that new settlers face a large number of problems during the settlement process and that current resources do not appear to be effective in assisting them settle. This leads to dissatisfied migrants, a failure by New Zealand to capitalise on the benefits that could be offered by migrants and which was why New Zealand offered them residency. For some groups there may be emerging social problems that could get worse unless tackled now.

The groups and individuals consulted developed a large list of problems that needed to be tackled. There was also a general consensus about the most important of these problems.

There was also a consensus that if Wellington wanted to be a centre of excellence in settlement, than all these problems need to be tackled and that doing this will require more resources.

2.2.1 Finding suitable employment

Many of those recent migrants consulted came to New Zealand under the old policy when migrants had to have skills but not necessarily a job. It is not clear what affects the new emphasis on having a job is having on settlement processes.

There was general agreement amongst those consulted that either finding a job at all or finding work that uses their skills and qualifications was the greatest problem facing new settlers. Solving this was most migrants' priority for action. Some migrants also said that coping with job rejections was very difficult, particularly in a new environment.

Finding suitable employment is the key to solving many other problems.

- It increases income, so that families are more able to look after themselves.
- It provides self-esteem. Families that migrated in the expectation of a better life may find it extremely hard to cope with unemployment or a job that is of a lower status than the one they left. Some migrants reported that in many cultures this is especially difficult for skilled fathers who find it very difficult to explain this situation to their families and feel a great loss of self-esteem as a result. Some new settlers also reported that dealing with job rejections and the loss of self-esteem resulting from this was one of their worst problems.
- It provides a means for new settlers to meet New Zealanders and begin to learn how to interact with the ethnic and general diversity that characterizes New Zealand. This leads to a better understanding of New Zealand culture
- It reduces isolation and increases the chances of making friends reducing feelings of loneliness.
- It increases understanding and ability to use English and to be exposed to different forms of English because people have to communicate in the work place.
- It provides migrants with New Zealand work experience, and a New Zealand reference then can in time be used to help find a better job.

Migrants and many service agencies argued that the current low unemployment rate and New Zealand's increasing skills shortage mean that now is the right time for a concerted push to first get migrants into employment and to then help skilled migrants find work that better uses their skills and qualifications.

There are two main groups that face employment issues:

Skilled Migrants in jobs that do not utilize their skills (Sometimes referred to as “Legacy” migrants, because they are a legacy of past policy.)

These are mainly migrants who entered NZ under the previous points system, because they had skills New Zealand needed, but who have not been able to obtain a job that uses those skills. The study could not find any statistics to show

how large this group is, but most people interviewed new of such people and it would appear that the number is significant.

Shawn Gilloolhey of Positively Wellington Business identifies the following problems as the main ones that skilled migrants face in finding appropriate work.

- Prejudice amongst employers in employing people with foreign accents
- Reluctance amongst employment agencies to refer migrants for possible positions
- Migrants not understanding the New Zealand job market.
- Lack of New Zealand based networks to find jobs that are not advertised
- Not having a clear idea of how their skills could transfer to other jobs and therefore not applying for some jobs
- Qualifications not being recognized in New Zealand and not being sure how to get them recognized or how to do extra training that might enable them to be recognized
- Lack of CV writing skills so that they do not get to the interview stage
- Lack of job interview skills, especially if their English is not good
- Keeping their motivation high during the job search process.

It also appears that there are few agencies trying to help skilled migrants overcome all these problems. Migrants are left on their own, settling for whatever job they can get. Several people interviewed reported anecdotal stories of dissatisfied skilled migrants waiting until they became a New Zealand citizen and then catching the first plane to Australia in the belief that it must be better. There is wide agreement amongst people interviewed that New Zealand should use their skills in a far more productive way than is currently being done, and that this could help the economy grow.

The lack of assistance for this group seems a key service gap. Only four agencies interviewed are working on this problem, each in small way compared to the size of the problem.

- MCLaSS (Multi Cultural Learning and Support Services) based in Wellington City has a recent Work and Income contract to work with unemployed skilled migrants.
- Volunteer Wellington has an active programme helping new settlers find suitable volunteer work. Many new settlers find that volunteering provides many of the benefits of paid work, apart from an income. It helps them meet New Zealanders and gain New Zealand experience. A high percentage of their volunteers are from overseas. 17% are Chinese, 17% European (Continental European, United Kingdom and Irish) and 14% are other Asian.

Many hope that volunteering will help them eventually gain paid employment.

- Positively Wellington Business has also started to work with this group. It is assisting skilled migrants with CV writing and is working with recruitment agencies to persuade them to add skilled migrants to short lists for interviews.
- The Employers and Manufacturers Association is piloting a training programme to assist employers when they hire new settlers.

Although not interviewed for the study, WELTEC has a new English programme for skilled migrants at its Wellington campus and ASSET, a Lower Hutt based organisation runs CV and job search courses at its Hutt City campus.

These initiatives are not sufficient to solve the problem. There may be a need for a new agency or for an existing agency to expand its services to assist skilled migrants find work that is more suited to their qualifications.

- Because migration policy has changed, there should in future be fewer new settlers who arrive in New Zealand without a job, and the need for this agency may reduce in a few years. The agency could be set up with a limited life of 3-4 years.
- If this need were accepted, more discussion would be needed about its nature and funding.
- There is a debate about whether such an agency could succeed on a commercial basis, by charging users.

Unemployed migrants and refugees

There are a large number of recent migrants and refugees who remain unemployed. In Wellington, the Kilbirnie Work and Income office had 500 recent new settlers registered as unemployed at the beginning of 2004.

However a concerted effort by Work and Income staff (involving five full-time staff dedicating their efforts to a two-pronged approach of working with employers and with migrants, and following up on placements with employers) has reduced this number to 112 by March 2005. This pilot showed that it is possible to reduce unemployment amongst recent migrants.

The consultations with service agencies and new settlers in late 2004 revealed a widespread view amongst agencies in the rest of the region that Work and Income was not doing enough to help unemployed migrants find work. There was strong support amongst those agencies for this pilot to be extended urgently.

The success of the pilot meant that at the beginning of 2005 WINZ extended this scheme to NaeNae and in late March was planning to open the programme in Upper Hutt.

2.2.2 Developing good English language skills

Difficulties in speaking English and being understood by New Zealanders are major reasons why migrants do not find work or make friends. Like finding employment, speaking and understanding English, opens doors and assists good settlement. IT also helps settlers access a wide range of government and other services, e.g. benefit entitlements, employment agencies etc. They are more able to advocate for themselves and therefore to help mainstream agencies become more responsive to the regions new settlers.

However for many migrants, becoming fluent in English is a long process. Several people interviewed said it takes many migrants up to 1,000 hours to learn English. Some refugees also have to learn literacy skills as well as just a new language.

There are a number of ESOL providers in the Wellington Region and their work is explained in the stocktake. They range from the ESOL, Home Tutor scheme that matches learners with a volunteer tutor, to evening classes attached to Secondary schools and courses at Polytechs and Private Training Establishments.

Government has recognized the importance of English and has recently increased spending for ESOL. However the agencies involved all indicated there are still many gaps, and a need for a wider range of options than currently exists. All ESOL providers talked to have ideas for new learning options that were not currently being funded.

The ESOL brokering service, funded by the Tertiary Education Commission, was established to find gaps and help agencies develop courses that meet those gaps. It cannot do this on its current resources of one part time staff person and has yet to work outside Wellington city.

The brokering service could be linked into the new informal networks. A priority for this group should be to secure funding so that the brokering service operates outside Wellington City. This would lead to more gaps being filled

2.2.3 Accessing necessary information and advice

Accessing the necessary information that will help settlement is essential. New settlers need to do this early in the Initial phase of settlement and a failure to access all the information they need tends to slow down the whole process.

Providing information is not easy. The study shows that new settlers are currently accessing information from a variety of different sources depending of whether

they are Pacific Island settlers or from other ethnic groups, or whether they can access the Internet or whether they are pre literate, or whether they are able to read or understand English.

This diversity indicates a need for a variety of information and advice agencies and many Wellington regional organisations are successfully providing information, advice and/or advocacy to new settlers. Many agencies operate on all three of these levels. No agency has a monopoly on information and the mix of agencies varies across the region.

- Pacific Island service providers are more active in Porirua but elsewhere in the region Pacific Island migrants generally look to the churches for information and advice or to organisations that have staff that can speak the migrant's own language.
- Eleven Citizens' Advice Bureaus (CABs) provide information to new settlers⁷. The CABs wide geographic base enables new settlers to access information close to where they live. CABs see this as their strength as a settlement information services. Some CABs have volunteers who can provide advice in languages other than English. A 2003 survey of Wellington CABs showed that volunteers were able to collectively speak 22 languages. Wellington Central CAB conducts an average of 15 client interviews a month in languages other than English.
- In Wellington five agencies have located together at 61 Taranaki St, with the intention of providing a place where migrants and particularly refugees can access a range of services and advice in one place. Some other agencies such as Work and Income are taking their services to that location in the expectation that it will make it easier for new settlers to access their services.
- Hutt City is in the process of establishing a similar model with a number of agencies moving to one location.
- The Office of Ethnic Affairs operates a language line. This is a telephone interpreting service in 37 languages to facilitate access to government agencies' services.⁸ OEA also operates an information and referral service.
- Community Interpreting Service operates a telephone information service in different languages.
- Positively Wellington Business operates a website with information for new settlers
- Access radio is used by many Ethnic communities to convey essential information to their communities usually in their own language. For instance

⁷ CABs are located in Wellington (6 bureau in Aro Valley, Central City, Eastern Suburbs, Karori, Johnsonville, and Newtown). Others are in Petone, Lower Hutt, Upper Hutt, Porirua and Paraparaumu.

⁸ The OEA Language Line can be accessed at www.language.govt.nz

the Wellington Somali Council operates a twice-weekly radio programme that provides information in Somali. The Assyrian community also has a regular programme.

- The Wellington Somali Community is establishing a website containing information in Somali.
- The Wellington City Council is preparing a “Welcome to Wellington” information pack for new settlers to the City.

Despite all these, new settlers consulted for this report, indicate a need for more information. Some want information courses, but others want to go to a centre or ring up when they have a problem. The diversity of new settlers needs and ability to communicate will mean they want to access information in different ways. However there is a major need for people to be able to find their way to the information that they need, no matter where they start. There is a need to provide pathways for new migrants so that no matter which agency they first contact for information, they can get the information they need and if necessary referred to the best sources of help.

Beyond accessing information, there is a wide need to all services that new settlers access to be more sensitive to their needs and to be able to respond in culturally sensitive ways.

2.2.4 Accessing Interpreters.

Non-English speaking new settlers need access to interpreters to access many of the information and advice services that they need to settle well. Interpreting services can be provided through language line and the Community Interpreting services, and this and both well-used services.

Despite this a number of agencies consulted stated they had difficulties accessing interpreters. The main problems mentioned were.

- There is still a small pool of interpreters, particularly in languages where the community is small.
- Interpreters often have to travel long distances to get to a meeting.
- Many community agencies cannot afford the cost of interpreters. Community interpreting service does not receive any funding to subsidize the costs of its interpreters for those agencies that cannot afford to pay. It is committed to a policy of remunerating its interpreters according to the skills they have.
- Some Government funding programmes that target new settlers do not make provision for interpreting services in their budgets.
- In some small communities, families wanting interpreters may know the interpreter. Sometimes they are reluctant to discuss private matters in front of someone they know well. This seems a particular problem in areas such as health services and family problems where clients want their privacy respected.

2.2.5 Loneliness and not feeling welcome in the new country

Many new settlers consulted stated strongly that the Wellington Regional Settlement Strategy should not just be about new settlers. It should also emphasise changing attitudes in the host community so that the host community is more positive about the value of having a more diverse community. This would help new settlers feel welcome in Wellington and help them make friends and feel a part of the community. This issue is reflected in Goal 4 of the New Zealand Settlement Strategy: “that new settlers should be accepted by and become part of the wider host community”

Several consultations suggested that migrants and refugees face a higher level of societal isolation and loneliness on account of having to adjust to a new environment and not always having family, a peer network and friends for support. The importance on finding a job was not just for economic reasons but because finding employment provided a way for new settlers to meet New Zealanders, and make friends. Thus presumably reducing isolation and loneliness. The settlement policy must find ways of overcoming these problems as quickly as possible.

Several respondents compared the New Zealand response with what they saw as a much better system in Canada (The Host programme)⁹ where they believed new settlers were matched with Canadian volunteers whose job it was to make them feel welcome and valued. They saw a need for a similar scheme here.

Several meetings suggested that Maori and Iwi/tribes around the Wellington region could be more involved in helping new settlers feel welcome. They wanted to see the new co-ordinating bodies exploring how this could be done.

Migrants also commented favorably on the multi cultural festivals run by local Councils, as one activity that set out to show New Zealanders how new settlers could enrich the whole community

The general view however was that Wellington region could do a lot more to make people welcome and to reduce anti-migrant feelings amongst some sections of the population.

A more systematic and interventionist approach to this issue should be a key task of the new settlement networks. This will need to be a local priority if Goal 5 of the settlement strategy is to be achieved.

2.2.6 Finding help from their own Ethnic group

⁹ Information about the Canadian Host Programme can be accessed at www.cic.gc.ca/english/newcomer/host-fs1.html

Several consultation meetings with recent settlers indicated that new settlers valued and often preferred the assistance they received from their own ethnic community. Recent migrants stressed the importance of this, suggesting that this is very important during the initial settlement phase, when they are still adjusting to their new country and value the contact with people who share the same cultural values and language. Most new settlers want to retain as much of their own culture as they can and making contact with their own ethnic community helps them do this.

Several new settlers reported that the informal help they received from their own ethnic community was the most valuable and useful.

Many new settlers go through a series of steps when looking for advice or confronted with a problem or when trying to access a service. Some new settlers have cultural barriers to asking for help, which they see as representing a loss of face. Sometimes it is only when the problem gets bigger that help will be sought.

Step 1. They first talk to a friend or contact, some one whose advice they trust.

This person is often from his or her own community.

Step 2. The friend may then talk to others to find out the best source of assistance.

Step 3. The friend goes back with the best advice they can offer

Step 4. The original person may then access the assistance, when they are satisfied that it is the best or most appropriate.

All this takes time. One aim of the settlement strategy should be to create a climate where new settlers can access help with a shorter delay.

The Ethnic groups that understand these personal barriers to seeking help are in the best position to help. However they generally feel that they do not have the capacity to assist as much as is needed and that they could do more to assist members of their own community. Although Pacific Island new settlers (especially in Porirua) have their own agencies that help settlers, this is not so true for other ethnic groups. The Office of Ethnic Affairs is helping Ethnic organisations develop a plan to build their capacity.

Many Ethnic groups would like more resources to help their own communities settle better, in the way that Pacific Island groups are helped mostly by their own churches. The Wellington Somali Council has recently received a Lotteries grant to carry out a needs assessment of the Somali Community.

Goals four and five of The New Zealand settlement Strategy¹⁰ requires New Zealand to support and build up the various ethnic associations that provide

¹⁰ Goal 4:is “ Forming supportive social networks and establishing a sustainable community identify” Goal 5: “Feeling safe expressing their ethnic identity and be accepted by and becoming part of the wider host community.”

supportive social networks for their own communities and provide a vehicle for new settlers to express their ethnic identity.

One problem appears to be that funding and government agencies do not fully understand

- The range of Pacific and Ethnic Associations in the region.
- The time and resources necessary to engage and to remain up to date with issues and development in those communities and to understand how representative a group may be. Some funding and government agencies currently find it difficult to know whether or not a group has wide support.

2.2.7 Understanding the legal system and overcoming legal problems.

The Legal Services Agency (LSA) is the main government agency monitoring and funding legal services for new services. It administers the legal aid scheme. (In 2003/4 out of 55,625 people granted legal aid, 4,035 were of Pacific descent and 1,006 Asian) and provided \$760,000 to the three community law centres in the Wellington region. (Wellington, Hutt and Porirua)

LSA identifies two main areas where new settlers need legal assistance

- The specific legal issues new settlers face relating to
 - Immigration law
 - Understanding their legal rights and responsibilities under law
 - Other legal problems they can be particularly vulnerable to e.g. employment, benefit entitlement, housing, consumer law, family law problems etc.
- The barriers to access to services to help with these issues, especially language, complexity of the system, fear of the system etc.

Study of Unmet Legal needs in the Wellington Region. The Legal services agency has just completed a study of unmet legal needs in the Wellington region. Based on interviews with 670 residents mainly from low-income areas. This study shows a large number of problems that new settlers face,

- General problems related to Immigration.
 - 5% of the sample mentioned immigration as one of their unmet legal problems and 3% rated this as the most serious issue.
 - The most common immigration problems mentioned by this 5% (33 people in total) were difficulties in getting family reunification (36%) their own difficulties in remaining in New Zealand (21%) and difficulties with immigration consultants (12%). Less common problems were difficulties with a child's birth certificate or passport (6%), the application process taking too long (6%) and difficulties in getting all documents (6%)

- Refugees. The study interviewed a number of former refugees. It lists the following as particular problems often faced by refugees.
 - Trauma in their home country
 - Societal and cultural norms which assume that those in positions of power such as police and government are corrupt, and that bribing officials is normal and necessary in order to access services.
 - Fear of government agencies such as the police.
 - Different parenting and discipline practices.
 - Lack of understanding of the New Zealand system
 - Discrimination
 - Different understands of family responsibilities, such as bringing in children when they are not legal guardians or parents, but who both culturally and emotionally are considered part of the family. E.g. some cultures expect children to take care of siblings as a matter of course and often refugees seek legal assistance to help with this.

- Pacific Island People's Key issues listed were
 - Easy credit and the flow on effect of the "cycle" of debt
 - Entering into hire purchase agreements and not understanding contracts and clauses.
 - Family violence
 - Gambling problems
 - Sub standard housing.
 - Electricity disconnections
 - School suspensions.
 - Discrimination and racist practices in the area of tenancy.

Problems relating to language (presumably mostly likely to be experienced by new settlers)

 - Inability to clearly explain or articulate problems with the police
 - Difficulty in arguing cases with retailers and officials
 - Perceived as uneducated.

Specific immigration issues relating to Pacific Peoples were.

 - Inability to read statutory orders,
 - A lack of understanding of legal rights.
 - A lack of knowledge of the process and not being able to determine the quality of advice they received from immigration consultations.

- **Role of Community Law Centres:**
 - Community Law Centres in Wellington City, Hutt and Porirua are the main agencies working on these issues. The Wellington Centre does not keep statistics to show how many of its clients are new settlers but has noted that clients from a wide range of ethnic groups access the service. 2,897 people used the service in the 2003-04 year. The most common problems brought are family problems and immigration. Employment, criminal, consumer, civil and tenancy issues are also common.

- WCLC runs a weekly service (Refugee and Immigration Legal advice service—RILAS) for people with general immigration queries. . . . Approximately 13% of problems presented at the WCLC in 2003/4 were to do with immigration—predominantly to do with family reunification and many of these were refugees. During the consultations many people commented that it is difficult for new settlers to settle well if their extended family is in a difficult situation. The WCLC has identified family reunification issues as a priority because family reunification applicants usually do not have the resources to access other services.
- In 2004 the centre ran a 5-week course in English “Introduction to NZ Law for Refugees and Migrants. 22 people registered for the course from a variety of backgrounds including Africa, Asia and the Middle East. 16 people completed the course. The centre plans to run the course again in 2005
- The LSA study of unmet legal needs reported that other Wellington Community organisations commented positively on the work. Of the Community Law Centres. However community organisations wanted to see the Centres networking and collaborating more with them, sharing their resources more and working with community groups to produce simple information sheets on core and common legal issues.

2.2.8. There are a wide range of other problems

The agency and public consultation process has produced a large list of problems or issues that the respondents thought should be tackled, and which in most cases required more resources. This study has not had time to fully explore the extent of all these problems. The lack of attention in the report to these is not a reflection of their lack of importance.

Several agencies said that many new settlers, especially those who are unemployed or are in low wage jobs, face all the problems faced by other low income New Zealanders, as well as the ones related to adjusting to a totally new life.

Some of the problems mentioned often were:

- **Finding affordable and appropriate housing.** Migrants and refugees at a Review of the Residential Tenancies Act consultation called by the Department of Building and Housing in October 2004 listed the following housing problems
 - Finding affordable housing. Many new settlers find it difficult to pay market rents. Wellington City Council rental housing that charges only 75% of the market price has refugees and recent migrants filling 30% of its units.
 - Heating housing especially if they come from hotter climates.

- Finding houses large enough for the larger families that many migrants have.
 - Understanding rights and responsibilities as tenants and landlords.
 - Pacific Island new settlers are concerned about the shortage of houses in New Zealand that are large enough for their traditional life style. When they have extended families living together, a common feature of the current settlement process, which relies heavily on families assisting, issues of overcrowding emerge.
- **Making sure that their whole families settled well.** Several agencies stressed that if even one member of a family fails to settle well, this causes stress and is a pressure for the family to move elsewhere.
 - **Accessing health care.** Interviewees suggested there are many problems that prevent many new settlers from accessing health care.
 - Many new settlers need interpreters when they access health care and health agencies find it difficult to pay for interpreting services.
 - Cost is a barrier for many low-income new settlers who often go to Primary Health Organisations that are the cheapest. e.g. Pomare Health Centre in the Hutt that charges only \$10 for a visit. It appears that some migrants still do not go to a doctor because of the cost.
 - Cultural differences are also a barrier. For example one respondent reported that there are only two women gynecologists in the Wellington region. For many women in the Ethnic sector the norm in their countries of origin (e.g. Latin America and Continental Europe) is that the majority of gynecologists are women.
 - **Other issues:**
 - Getting mainstream New Zealand service agencies to treat them the same as other citizens. This means finding ways of delivering services in culturally specific and interculturally appropriate ways.
 - Meeting New Zealanders socially and making friends
 - Facing perceived discrimination and prejudice
 - Understanding and adapting to a new culture.
 - Building cohesive and healthy communities. Some respondents saw this as one of the major challenges for Ethnic communities.

It is unlikely that sufficient new resources will become available so that all these problems can be reduced at one time. A central problem for any strategy is developing the priorities for increased spending against a wide range of unmet needs and problems.

Different agencies have different priorities that reflect their different programmes and activities e.g. ESOL groups tend to identify the need for more English language courses as a top priority.

There is a lack of data about the extent of the problems that makes prioritizing difficult and there are different ways of collecting the data, which makes comparisons difficult.

A consistent method of collecting statistical information across all government, non-government and ethnic specific providers would help improve the data available.

At the moment there is no body that could debate these priorities, and if possible, agree on some priorities and advocate for an improved settlement process. Again the proposed co-ordinating bodies should take on this task.

3. THE CURRENT RESPONSE

3.1 There are a lot of organisations working with new settlers

This study has directly interviewed 33 different organisations in the Wellington region that are actively involved in assisting new settlers and has identified at least a further 16 that are also involved but were not able to be interviewed within the time available. Most of those that have settlement as their main focus, deal mainly with “high needs” new settlers, those who have the most problems settling. It makes sense that most resources are focused on this group, but the consultations with highly skilled migrants indicated that many from this group also face problems and there are few agencies working with this group.

Services to new settlers are provided by a mix of government agencies (e, g, Ministry of Social Development, especially Work and Income, Public Health, Housing NZ, Office of Ethnic Affairs, District Health Boards (DHBs), local councils, and community agencies including ethnic associations and faith based centres such as churches. The mix of agencies varies from city to city. The list keeps growing and several agencies interviewed are new or in the process of being established. The provision of services to new settlers is rapidly changing and seems very dynamic.

The terms of reference for this study included carrying out a stocktake of all the agencies involved in assisting new settlers, so that the strategy and new developments would not undermine or duplicate the work of any existing agency and so that gaps could be identified. There was not enough time for this stocktake to be done comprehensively and it should be continued on a city-by-city basis by whatever bodies are established in the future.

3.2 Many community groups see unmet need

Most of the community agencies are involved in working with high-need groups of migrants e.g. refugees, or migrants with English language problems. All seem to be doing excellent and essential work. Most cite a need for more funds to improve their existing services. Some have contracts with Government to provide services. Others do not have any secure funding and have to rely heavily on applying for grants. Grants funding is never certain, tends to be for one-off activities or projects and often does not cover over administration overheads. One agency in this position said it tries to have at least 3 months funding in the bank but it is a constant cause of stress as the agency is never sure that funds applied for will arrive.

A number of funders make grants to settlement agencies, but a complete picture of this is not available.

The lack of a Government wide consistent approach to funding new settler agencies is a potential future problem as the strategy and better co-ordination develops. At present each funding agency follows its own funding formula in negotiating contracts. Some agencies are funded nationally (e.g. Refugee and Migrant Services and ESOL Home Tutor Scheme.) Ethnic associations receive very little funding. Pacific Island churches that carry out a major role with their ethnic communities, do not receive any funding for this purpose. A more consistent Government funding strategy would address anomalies that may lead to problems in the new networks if not resolved.

3.3 There is a lack of co-ordination amongst agencies

Many of the agencies involved with new settlers are keen to ensure that a holistic service that meets all employment, language, health, housing and income needs is provided.

Although there are some patterns of excellent collaboration amongst some agencies, for instance co-ordination of agencies working with refugees exists in Wellington, Porirua and the Hutt, the collaboration does not extend across the whole field of new settlers agencies.

There is currently no formal way for all these agencies (including government agencies) to meet and get an overview of progress in improving local settlement, and to measure progress in making those improvements. One forum where such overviews could be provided is the refugees' issues forum held on a monthly basis at the Multi-Cultural Services Centre in Wellington. As the strategy is implemented it would be anticipated that other forums would be established around the region.

Some groups consulted, especially the ethnic groups, and recent migrants stressed the importance of showing that talking was finished and that progress was being made.

There appears strong buy in from the service agencies and the migrant community for a strategy that is seen to improve the settlement process and which builds on what agencies are currently doing.

This report identifies that improving settlement process and outcomes will require more funding.

4. OPTIONS FOR IMPROVEMENT

Interviews with service providers and the 10 consultations carried out during this study, revealed a wide range of ideas about how services to new settlers in the Wellington region could be improved.

All ideas are within current government policy for new settlers and do not deal with any policy anomalies e.g. the inability of “work to residency” category new settlers to access some services without significant costs.

Although this study has emphasised the diverse nature of new settlers, the aim of the strategy is to develop a response that improves the situation for all new settlers. The strategy should aim to be as inclusive as possible and to find ways of developing common links between what are currently quite different groups.

The following are the main ideas put forward. Some would cost more than others, and therefore may be less feasible. As far as can be determined the ideas below do not duplicate existing services.

4.1 Help all agencies to become more responsive (Goal 3 of the New Zealand settlement strategy)

Problem: Agencies who new settlers first come to for assistance often have to refer them on to other sources of help. The service agencies often find that these agencies are not responsive enough

Examples of problems encountered by new settlers are

- Reception staff cannot understand them.
- When the new settlers go with an advocate the agency addresses the advocate often seeming to ignore the new settler.

What could be done

- Employ someone to work with all agencies that new settlers come into contact with to help those agencies become more responsive so new settlers have the same ability to access services as New Zealanders. Such a person would need to liaise closely with the Office of Ethnic Affairs which is the lead agency working with central government agencies to develop more interculturally appropriate services.
- Encourage all agencies (central government, local Councils and voluntary agencies) to develop ethnic responsiveness strategies. All Government agencies are now required to have ethnic and Pacific responsiveness policies. The Ministry of Social Development and the New Zealand Police are examples. The Tertiary Education Commission has a draft strategy.
- Work to establish the concept that having access to an interpreter when needed is a basic human right for new settlers, and not something dependent on finance.

4.2 Provide a better welcome and orientation (Goals 4, 5, and 6 of the New Zealand Settlement Strategy)

Problem: Although new quota refugees and family quota refugees get an orientation to New Zealand at Mangere centre no other new settlers have access to this, including migrants from refugee-like situations. They are left alone to discover such things as

- How to find their way round their community and the region
- What services are available
- What benefits are available
- How to find work
- How the education system works
- How Local Councils work
- Information about the history and government of New Zealand, including such things as the importance of the Treaty of Waitangi, and the electoral system.

Many new settlers consulted during this report indicated that they had not felt welcome in Wellington. Other respondents suggested that loneliness and isolation are significant problems.

What could be done

- Publish and regularly update a list of relevant service providers, including government, local authorities and community service providers, listing the main services they can provide
- Establish a Wellington version of the Host Canada programme so that every new settler gets linked with a volunteer buddy who will work to help that family settle.
- Fund an organisation or organisations to offer a range of orientation courses that new settlers could access when they were ready.
- Increase funding to ethnic groups to offer information courses in their own language. The Adult and Community Network has recently funded the Somali community to offer a series of 12 information workshops in such things as parenting in New Zealand, human rights in New Zealand, and the new Road Code. All topics were identified as important by the Somali Community.
- Make sure that local Authority Community development strategies help to make communities more welcoming
- Establish a Civic Welcome. There could be a Civic welcome to each city, hosted by the Mayor of each City. This would need to be soon after a new settler arrives. The current Citizenship ceremony is too late to be a welcome in that sense - although it is a welcome to citizenship it serves a different purpose.
 - Civic welcomes could be held 3-4 times a year depending on the number of new settlers arriving.

- New settlers could be invited by name.
- The civic welcome could include a formal powhiri involving Tangata Whenua, and there could be some instruction in the meaning of a powhiri before the actual welcome
- In future the concept of a “buddy” or contact person from first arrival could be explored, possibly in conjunction with an orientation tour, although both these concepts would be very resource-hungry.

Providing orientation information to new settlers about the Treaty and the place of local Iwi

Many respondents suggested that new settlers should learn about the Treaty of Waitangi and the place of local Iwi. However most new settlers face a number of major personal issues that dominate their thinking e.g. finding a job, housing, dealing with the problems of adjusting to a new country. They may not be ready to learn about the Treaty and the position of Iwi until Phase 3 of the settlement process.

Broader information about the Treaty and is included in the written/web information available to all new settlers. Information on local history could be included in “Welcome to Wellington” packs being developed by Wellington City Council, which could be used as a template by other councils.

4.3 Improve information flows to new settlers. (Goal 3 of the New Zealand settlement strategy)

Interviews suggested some ways to improve information on and advice to new settlers.

- Ensure that all agencies involved in providing information to new settlers, know of all the sources of information and can refer any contact to the information or assistance they need.
- Improve the provision of information close to where people live either by a mainstream advice agency where staff are trained to advise migrants (e.g. improved local CABs) or from a specialized new settlers agency e.g. one with an employment focus.
- Train the staff of all those agencies in how to relate to new settlers.
- Improve Language lines and website based information.

A priority for the suggested co-ordination groups would be to develop a better stocktake of information and advice services and develop a more co-ordinated strategy for their improvement.

4.4 Establish or develop a single “one-stop shop” for new settlers (Goal 3 of the New Zealand settlement strategy)

Problem: New settlers face a vast range of problems in settling in a new country. Although these vary according to skills levels, and the extent that there are cultural and language differences between New Zealand and the original country, all settlers face some problems.

What could be done

Supporters of a “one-stop shop” want to establish a single point where all new settlers can go and find the initial answer to their problems. This agency would be publicised so that new settlers would know where to go for help. It could then refer them on to more specialised help e.g. orientation programmes, health providers, employment agencies.

Such a centre would also work helping the whole family adjust to New Zealand. Many new settlers who leave apparently do so because some family members have not settled satisfactorily.

The phrase “One-Stop shop” means different things to different people. People interviewed during the study had different ideas about the concept

Concept One: A “shop” catering for all new settlers.

Some people favoured a single agency, based on the Auckland Refugee and Migrants Centre model that would try and cater for all the needs of all new settlers.

This could cut across the work of existing agencies, and means that the desire of new groups such as Ethnic Associations for funding to support their own activities would be less likely to succeed unless they were based at the one-stop shop. Having a one-stop shop would reduce the ability of many new settlers to access advice and assistance close to their home. It may run the risk of crowding out funds to other agencies, e.g. it would duplicate the services provided by some (but not all) local CABs.

It is unlikely that one single agency would be able to cater for all the needs of all new settlers. It is unlikely that highly skilled migrants will seek assistance from an agency at a location that is also dealing with refugees or that Pacific islanders would suddenly stop seeking help from their churches in favour of the new agency.

Concept Two: A number of agencies working co-operatively in one location.

Some people prefer to see the one-stop shop as an extension of the Multi-Cultural Services Centre model developing at 61 Taranaki St, Wellington where a number of agencies have located together, and work together and try to co-ordinate their services. Each is separately funded and carries on with its own mission. Such agencies are more interested in providing a more holistic service to their existing clients than trying to meet all the needs of all new settlers. Many government agencies are interested in offering their services part time at this centre. For instance Work and Income are locating a part-time case manager at the centre.

The agencies at Taranaki St mainly have refugees and low skilled migrants as their clients although one agency (MCLaSS) has recently extended its activities to finding work for skilled migrants. The agencies generally are not catering for Pacific migrants or more highly skilled migrants.

However the move for government agencies to offer their services at single location is an exciting development and this study endorses these moves. However it is one part of improving the settlement process, and not the whole answer for an improved settlement process.

In the Hutt a similar form of one-stop shop has been approved in principle and a number of agencies plan to locate in the Council premises currently occupied by the Community Development Group when they move out.

4.5 Provide more funds to existing organisations

Problem: Many of the NGOs working with new settlers are under resourced, and struggle to raise enough funds to do the job they were set up to do. Some struggle to pay rent on their buildings or meet salary commitments. Some staff spend a large part of their time in essential fundraising, limiting their effectiveness. One view is that before developing new services it would be better to make sure that existing ones were improved.

What could be done

- Make sure that funding is consistent with the Wellington settlement strategy when it is finalised, and that organisations essential to that strategy have access to sufficient funds to carry out their role.
- Work with funders, especially government agencies and grant making bodies to develop a more integrated approach to funding these organisations.
- Aim to reduce the amount of uncertainty many new settler organisations face.

However there is some feedback that strongly disagrees with this recommendation until a more comprehensive system for evaluating the work and effectiveness of all new settler agencies was in place.

4.6 Put more resources into helping new migrants find jobs (Goal 1 of the New Zealand Settlement strategy)

Problem: Many new settlers remain unemployed or are employed in jobs that are below their expectations. For unemployed migrants getting a first job is a major problem. Once in a job, they can learn work habits and learn about the work environment. A Work and Income pilot programme is finding it can help low skilled

migrants into jobs by working hard with employers to persuade them to employ migrants and then providing post work support to help the migrant stay in work

There do not appear to be any organisations adopting a similar approach for more highly skilled migrants, especially those already in employment, but in jobs that do not utilise their skills. An unknown number of migrants who migrated here with sufficient points are frustrated because they have not been able to gain the employment they expected when they migrated. Many have reportedly left and gone to Australia where they feel their talents are better rewarded. Positively Wellington Business is unofficially doing some work in this area, but reports it is not part of its mission and it does not have the resources to fully solve this problem.

What could be done

- Establish and fund an organisation to proactively work with employers to persuade them to employ new settlers with qualifications that are currently not able to find jobs that use their skills and qualifications.
- The organisation would need to work on reducing the following barriers that work against migrants finding suitable employment:

Work with potential employers to reduce prejudice against employing people with foreign accents and offer post employment support if employers hired migrants in their skill area.

- Help employers understand the importance of having a diverse work force that mirrors the increasingly diverse community if they are to market their products and services to that community.
- Extend the EMA seminars on employing migrants if they prove successful
- Help them with any issues they have about employing new settlers, for example concerns about possible legal issues.
- Provide training and support for employers in managing a multi-cultural workforce. (The Equal Opportunities Trust has some resources available¹¹)
- Publicise the fact that Work and income currently offer a Language Line service to support employers in communicating effectively where necessary in an employee's first language for the first 6 months of employment.
- Help employers make new settlers feel more welcome. By actively working to remove problems many new settlers face e.g.
 - Meeting them and their families at the airport.
 - Finding a house before they arrive.
 - Advising on schools
 - Working to help the whole family feel welcome.
- Investigate the idea of a possible internship where skilled migrants could gain New Zealand work experience (e.g. traineeship or internship) in the field they have skills.

¹¹ See the EEO Trust publication "People Power: Successful Diversity at Work (www.eeotrust.org.nz)

This would perhaps help overcome the barrier of migrants not having a New Zealand work track record that many migrants see as a barrier.

- **Work with migrants to**
- Develop their job-hunting skills in a New Zealand context e.g. developing networks, compiling list of organisations that may want the skills the migrant has (migrants are often not aware of these) identifying migrant's transferable skills, CV and interview skills.
- Keep their motivation high during the job search process.
- Persuade them to take a first job that gives them a foot in the door, and work experience and from which they may be able to move on to a better job.
- Continue to work with them as they tried to move to a more suitable job.

Work with recruitment agencies to

- persuade them to give migrants a chance. A number of respondents identified recruitment agencies as a barrier to successful settlement as they are less likely to take a chance on a new settler.

Positively Wellington Business has started working with some Recruitment Agencies.

4.7 Provide more support to ethnic community groups (Goal 4 and 5 of the New Zealand Settlement Strategy)

Problem: New settlers need to be able to join organisations that help them retain their own culture as well as adopt New Zealand culture. Keeping links with an ethnic association seems to ease the transition process. If provided with sufficient resources ethnic associations can help solve problems caused by tension, difficulties in adjusting to NZ life and isolation.

The Office of Ethnic Affairs is assisting some Ethnic community development with advice on:

- Developing a governance style that balances cultural and ethnic specific governance (e.g. elders councils) with governance requirements in the New Zealand context
- Community Development planning and community profiling
- Developing strong and cohesive communities
- Helping them access funding
- Helping them get a better understanding of the public agencies that can assist their community.

The Ministry of Social Development and the Office of Ethnic Affairs are working in partnership on capacity building issues and social service projects for refugee and migrant communities. The Ministry of Social Development has provided some funds for services to be delivered through ethnic groups.

What could be done?

- There is a need for a co-ordinated approach to capacity building, flax roots information dissemination and advisory support for Pacific and Ethnic Communities. More work is needed to determine how this would be best achieved but some ideas are:
- Provide funds to help ethnic groups play a more active role in helping members of their own cultural group settle in New Zealand.
- Provide funds to help all associations establish a plan for their future and then try and provide funds that help that plan be implemented.
- Develop a strategy on options for Pacific and Ethnic communities on how to best develop their capacity via funding, training options and secondment of government and non-governmental officials to support community development initiatives.

4.8 Improve housing for new settlers (Goal 3 of the New Zealand settlement Strategy)

An October 2004 Department of Building and Housing meeting for refugees and migrants called to review the Residential Tenancies Act, listed the following as some of the ways to make housing better for new settlers.

- Put information about tenancy agreements into migrant/refugee settlement packs.
- Have information on housing available in a number of languages e.g. in tenancy agreements, on the Department website.
- Have more information for people who come from countries with a different style of houses.
 - e.g. How to ventilate houses
 - How to heat houses
 - How many New Zealand houses can catch fire easily.
 - How to get housing insurance.

4.9 Provide better co-ordination of existing services

Problem.

- a) There are a lot of organisations currently helping new settlers. Although there is a lot of co-operation amongst them and this co-operation is growing, services could be improved further if this was more extensive and systematic.
- b) At the moment different organisations see different priorities for how services could be improved. Most organisations believe that more funding is necessary, but there is not a consensus about how any increase in funding should be spent.

- c) There are also a number of other Government and local authorities strategies that relate to the new settler strategy. Some of these are
- i. Central and Local government Pacific Strategies
 - ii. Central and Local Government Ethnic strategies
 - iii. The Human Rights Framework
 - iv. Central and Local Government. Housing strategies
 - v. Health and Education strategies.

At the moment these are not integrated together and there is some overlap amongst them

- Closer cooperation amongst all these agencies, so that a more comprehensive and integrated service can be developed should improve the settlement process. The co-ordination should ensure that developments do not undermine the work of others or stifle the widespread innovation and responsiveness to new needs that currently exists.

What could be done

- Provide funds for co-ordination. The groups working with new settlers in conjunction with representatives of migrant groups would need to decide the best way of using such funds.
- Support the cities through a consultation process to decide how such a body/network would operate in their area. Make sure that all existing agencies supported the concept.
 - Such a group could be co-ordinated by one agency under a contract, such as an existing agency or the City Council. Alternatively a new co-ordinating body could be established to full this new purpose.
- Such a body could also work to refine and then implement the settlement strategy. At the moment there is no organisation with the mandate to implement a settlement strategy. The Wellington Settlement Strategy needs such a body and one that has the buy in of the major organisations involved. The co-ordination body would be charged with working in each city, encouraging cooperation and trying to fill the gaps and so reduce the many problems that new settlers face.
- Existing Central and Local Government policies and strategies assist new settlers to settle in the first few years in ways that are consistent with all the other strategies. The settlement strategy should aim to ensure that new settlers can gradually become part of the mainstream.
 - **Establish a co-ordinating mechanism or network that could:**

- Meet regularly,
- Exchange information about what each group is doing,
- Promote best practice,
- Look at all the ideas that have been suggested, identify gaps and if possible priority areas for action.
- Link in with other regional co-ordination activities e.g. health networks, Mental Health providers, employment providers to make sure that a more holistic service is provided, and to ensure that the settlement networks do not duplicate what the other networks are doing.
- Establish best practice models for engagement with new settler communities.
- Measure how the city is moving towards improving its settlement process.
- Collect data on trends and issues.
- Carry out research that is relevant to improving the settlement process locally.

Since this study commenced, the New Zealand Immigration Service has announced its intention to fund a network of regional migrant resource services. This means that NZIS is likely to provide funding for the three sub regions provided they agree on a common structure, show strong support for it, and agree to meet the accountability requirements set down.

5. STRUCTURE AND FUNCTION OF CO-ORDINATION

5.1 Introduction

New settlers, especially those with a high level of need, generally want to access most services (especially advice and information, English language and health services) close to where they live. Transport is a problem for many new settlers. This suggests that settlement strategies needs to be developed more locally than on a regional basis. This also means that the agencies involved will be networking mainly with agencies in their own location, and should mean that meetings can be targeted more specifically at local issues and should be more relevant.

Each city is different in its history and approach to engaging on settlement matters. There are enough differences in the mix of service agencies and the kinds of settlers who go to each city to indicate that each should develop its own approach e.g. Hutt City is planning to host many migrant service agencies in one building. In Porirua they are spread amongst different locations.

At the same time many of the agencies operate across city boundaries e.g. in the Hutt many agencies serve both Upper and Lower Hutt. In the Porirua area many organisations serve Porirua, Tawa, and Kapiti.

This indicates that the establishment of bodies or networks should first be established at a sub regional level. This paper suggests that three networks could be established:

- Wellington City
- Hutt and Upper Hutt
- Porirua/ Tawa and Kapiti

The sub regions should cooperate closely as they develop the model that suits their area best, so that the structures are compatible with each other.

Some co-ordination at a regional level is likely to be necessary. A regional link would especially look at regional issues like employment and spread best practice ideas through the whole region.

The regional body should be established once the other links are operating. This would ensure that the regional body built on the local networks. At this stage it is not clear what tasks need to be tackled regionally but these are likely to include:

- Employment: New Settlers may have to travel to obtain employment, and for that reasons employment may need a more regional approach. Some employment-oriented agencies (e.g. Positively Wellington Business) may want to mainly link in with the strategy at the regional level.
 - The regional body would link in with the Regional Economic and Employment Strategy.

- Promoting best practice. Linking the sub regional groups together so they can exchange information about what is working and help to measure progress.
- Marketing the region. Work with other agencies to promoting Wellington as a positive destination for migrants, especially by informing new settlers that the region is implementing a plan to improve settlement processes and explaining where help can be accessed.
- Developing a welcome. Working to create a more welcoming region for new settlers.
- Working to build the capacity of Ethnic Community Groups. Many of these operate on a regional basis and therefore a regional perspective is required.

5.3 Possible structure

This structure assumes three groups, i.e. Wellington City, Hutt Valley, and Porirua/Kapiti.

Membership

- The groups would be open to all agencies involved in providing services to migrants, including ethnic associations, and some representatives of migrants. It would include Pacific Island settlement agencies.
- Groups would need to make some commitments to be able to join the network, e.g.
 - to attend meetings and share information in a collaborative way
 - to allow staff resource to be used for developing the network.
- The group would not itself be involved in service delivery and would take care to ensure that it did not duplicate the work of existing agencies. It would build on and support the existing collaboration initiatives such as the Wellington Refugees Forum. Where a gap was identified it would work to persuade an existing group to fill that gap.
 - The ESOL Assessment and Referral service is a model of how to operate with agencies in a way that strengthens the existing agencies and does not duplicate services.

Operation

- The full network would probably need to meet 2-3 times a year, at a time to be decided locally but preferably out of work time so migrants in

employment could participate. The agenda of each meeting could include:

- An update from agencies on new developments and future plans
 - Working on refining a strategy that would improve the settlement processes in each location and ensure that a more holistic settlement process was in place.
 - Measuring whether or not progress in settlement was being made in each location, e.g. developing better statistics that could show whether settlement was improving such as numbers of new settlers on unemployment benefits.
- Sub groups or tasks groups could meet in between the full meetings to work on specific problems or to discuss in more depth the issues and strategies affecting particular groups of migrants.
 - Some agencies are likely to mainly relate to the sub groups because these are where their concerns will be discussed, and they might not have sufficient time to be involved in the larger group. For example:
 - A task group on meeting the needs of past skilled migrants
 - A task group on the needs of refugees.
 - Task groups on the needs of such groups as women, youth and older new settlers.
 - The network would seek funds to pay for a full time co-ordinator and for whatever extra funds are needed to operate the regional body. Across the region this is expected to involve employment of three full-time co-ordinators in the Hutt Valley, Porirua/Kapiti, and Wellington City. It is anticipated that the cost would largely be met from grant funding from the New Zealand Immigration Service.
 - The Co-ordinators for the network would:
 - Work to ensure that attendance to the meetings was maintained and the decisions were actioned.
 - Keep in touch with all the developments in their area, and be a first point of call for anyone who wanted to know what was going on and what was being planned. (NB. The co-ordinator would need to avoid being an access point for new settlers. New settlers who contact the co-ordinator directly should be referred to the most appropriate member of the network)
 - Keep network members in contact with each other between meetings (by personal contact, emails and mail outs.)
 - Organize and possibly service sub groups and task groups.
 - Work to implement the settlement strategy when finalized. That is likely to mean working on some of the likely priorities in that strategy.
 - Build up a resources/data list of information about new settlers and the settlement process

- Continue to update the stocktake of all agencies involved in settlement, so that all agencies have access to up to date information about what everyone is doing.
 - Actively seek funds to fill gaps and needs identified in this study.
 - Advocate for improved funding for new settlers, and a more co-ordinated approach by funding agencies.
- The co-ordinator would be housed in one agency in each location.
 - Each location would need to decide which agency was appropriate and this would need to have the active support of most agencies.
 - It may be necessary to establish a new body so that the agency is not directly involved in service provision.
 - Depending on the structure chosen, the co-ordinator would be responsible to either
 - The Board of the Agency, with a small “Advisory Group” elected from the larger forum
 - The agency or the “Advisory Group” would need to have participation from the major sectors involved in settlement
 - a. Councils,
 - b. Community service groups
 - c. New settlers
 - d. Government agencies.
 - e. Employers
- If the co-ordinating body was not a legal body, one agency would need to be nominated to receive and manage any funding and any conditions associated with that funding.
- The three sub regional groups would link in with the regional group.
 - a. They would perhaps fund the regional meetings and/or whatever regional structure was established
 - b. For this reason it is essential that they work closely together as they develop their own structures, to try and maximise the potential for cooperation at the regional level.

5.4 Benefits for member organisations

Each network would need to work to ensure that organisations gained real benefits from belonging and therefore put effort into ensuring that the network was effective. There is a risk that involvement is seen a low priority for some organisations, leading to frustrations from other members.

Some benefits could be

- Increased access to information.
- Clients being referred to their agency from other parts of the network.
- A possible branding from being part of the network.
- Government agencies being more willing to fund organisations that are members of the network.
- Being listed in the publicity developed by the network e.g. listed as a source of assistance to new settlers.
- Agencies with high workload, may find ways of reducing their workload by being able to refer clients to more suitable agencies.
- For agencies funded to assist new settlers for the initial period (e.g. refugees assistance agencies) participation may assist their ability to find other agencies to provide help after their period of help finished.

APPENDIX 1

Progress on implementing this strategy in each location

Porirua/Kapiti.

- A January 20 consultation meeting of 16 new settler agencies endorsed the main outlines of this strategy and agreed that a co-ordinating body would help improve the Porirua settlement process.

The meeting listed the following reasons why it supported a co-ordinating body:

- Attracting and retaining new settlers is crucial to the future of Porirua.
- Porirua wants to be a centre of excellence in meeting the needs of new settlers.
- The settlement process needs to be improved.
- Agencies need to work together more closely
- There is a need to make all agencies more responsive to new settlers (not just those specialising in helping new settlers)
- There is a need to keep the development of the strategy going.
 - The new body should complete the stocktake of what agencies are doing in the region
 - It could carry out an audit of services being provided.

The meeting endorsed the establishment of such a body provided that:

- There is a strong commitment from service agencies to participate
- Agencies sign a yearly commitment to participate possibly by developing a formal “Memorandum of Understanding” (MOU) that groups sign annually and that states what the network and the groups involved will do. Groups that sign the MOU will become members.
- The body has a commitment to keep information flowing amongst those involved.
- The new body shows tangible benefits to the agencies participating and to the settlement process.
- It has a formal process at the governing level and does not cut across the work of any existing agency.

Proposed actions. The meeting decided to:

- Establish a steering group comprised of one person from each of the following agencies:
 - a. City Council, AMES¹², Language Project, Te Akamata Anga Ou,¹³ Capital Coast Health.

¹² AMES is the Aotearoa Mature Employment Service. It works to assist older workers find appropriate employment.

¹³ Te Akamataga Ou is a Pacific Island Social Service Provider in Porirua. It has a particular focus on providing services to the Cook Island population.

- This group is to work through the issues involved in establishing such a co-ordinating body and to report back with specific recommendations to a similar meeting as soon as possible.

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Questions the groups will work on include

- Who would be the lead agency or the agency to employ the co-ordinator?
- How should any governing body be established?
- What would such a body cost to operate?
- Who would employ a co-ordinator?
- What should be in the proposed MOU that groups involved would sign up to?

Hutt City

The Hutt Community Development Unit is currently working with the Hutt Ethnic Council. It is planned that the Ethnic Council host a future meeting of community organisations and service groups to explore the co-ordination approach to new settler support and the possible development of a network/forum in Hutt. A Pacific Island Network meeting on February 23rd will also explore this issue.

The Regional Strategy

This study has been overseen by a regional group comprising officials from the Local Authorities involved and some interested Government Agencies. This group is willing to continue in place to further progress the strategy and to assist in the development of the co-ordinating bodies

Feedback on the Report

A short draft of this paper has been circulated to agencies involved in the process so far, and comments received have been included in this larger report.

APPENDIX 2

Terms of Reference for the Study

1. The objective of this project is to:

Develop a proposal for a framework for delivery of settlement services in Wellington region.

2. The project will include the following:

- a) Carry out a stocktake of all existing services for migrants and refugees including nature of the service, provider, location, and groups of users, current funding, and other relevant details. Prepare a concise report summarizing the current situation and identifying obvious gaps.

- b) Interview current service providers and community groups for input to the likely structure for delivery of settlement services.

- c) Develop a draft proposal for a framework for delivery of migrant settlement services that

- Links to central government Settlement Strategy initiatives
- Outlines options and issues such as range of services, linkage or co-location with other agencies, physical location, management and governance, outline budget and funding sources
- Discusses the advantages and disadvantages of options (including a migrant resource centre or centres)
- Makes recommendations for the way in which services should be delivered

3. The original contract was expected to take 80-100 hours. The contract was extended when it was clear that the work involved was larger than expected.

APPENDIX 3

Process followed in developing this report

Officer Working Party.

The Mayoral Forum established an officer working party to oversee this study. The group was chaired by Paul Desborough (Chair) Wellington City Council and Executive Officer for the Wellington Mayoral Forum.

Membership changed during the process but the following organisations were involved

Wellington, Hutt, Upper Hutt and Porirua City Council Community Development sections.

Positively Wellington Business

Office of Ethnic Affairs.

New Zealand Immigration service

Human Rights Commission.

This group decided that the project would conduct a stocktake of agencies involved with new settlers. Each interview would also ask about problems settlers faced and each agency's ideas about how the process could be improvised.

It was agreed that the Community development sections of each local authority would also organize local consultations with the community and with representatives of new settler organisations.

Questions asked in individual meetings with organisations involved in assisting new settlers

Face to face meetings were held with 38 organisations involved in assisting new settlers. For some large organisations more than one meeting was held.

Each organisation was asked:

- what the agency was doing to assist new settlers
 - what was its structure and history
 - what were its current programmes and activities
 - how was it funded and staffed and what were its future plans.
-
- The information will form the basis of the stocktake of services for new settlers. This is still being completed and will form part of the final report.
-
- Each organisation was also asked:
 - what it saw as the major problems or barriers that new settlers faced
 - what ideas did they have about how those problems could be overcome

- if they could identify any gaps that needed to be filled.

Meetings were held with the following organisations:

Wellington City

18 NGOs: Refugee and Migrant services (RMS), Multi-Cultural Centre for Learning and Support assistance (MCLaSS), ESOL Brokering and assessment Service, Wellington ESOL Home Tutor Scheme, Positively Wellington Business Immigration Project, Wellington Volunteer Centre, Wellington Regional Citizen's Advice Bureau, Johnsonville CAB, Wellington Central CAB. Wellington CAB Research Project, Community Interpreting service (CIS), Wellington Community Law Centre (WCLC), Wellington Ethnic Affairs Council Officers, Wellington Refugees Issues Forum. South Wellington Primary Health Organisation. Somali Community Association, Employers and Manufacturers Association (Central), Refugees as Survivors.

8 Government Agencies: Kilbirnie Work and Income, Police National office, NZ Immigration service, Ministry of Social Development, Capital Coast Health, Office for Ethnic Affairs, Human Rights Commission, and Legal services Agency.

Wellington City Council: Community development section, Housing Division, Chief Executives Office.

Hutt Valley

4 NGOs Refugee and Migrant services (Hutt) Friends of New Settlers (FONZ) ESOL Home Tutor Service (Hutt), Hutt Union and Community Health Service (Pomare)

Hutt City Council: Community Services Unit.

Upper Hutt City Council: Community Services

Porirua

4 NGOs. Te Akamata Anga Ou, New Settlers Service, Language Project, Porirua Pacific Island Forum.

Porirua City Council: Community Development Division.

The results of this stocktake are available by email from

gwoolford@xtra.co.nz

Group Consultations

The Consultant held or attended 11 different consultations to gain the views of the community and of recent migrants.

At least 110 people attended the consultation meetings organised through the project. The public consultations were all organised locally by the Community Development sections of the local authority.

Consultations organised by Community Development Sections of Territorial Local Authorities

- 1. Upper Hutt (November 3)** 3 attendees all from service organisations.
- 2. Lower Hutt. Council (November 30)** Organised by Hutt City Community Services Division.
 - a. Pacific island groups in the afternoon, (6 attendees)
 - b. Ethnic groups and social service agencies in the evening. (About 20 attendees)
- 3. Wellington**
 - a. Ethnic groups Officers (October 27) Led to summarising of results of previous 9 consultations between the Wellington City Council and the Wellington Ethnic Forum
 - b. Community Consultation (Dec 16) 26 attendees from service agencies and ethnic groups.
 - c. Pacific Island Advisory Council (February 17 2005) 14 attendees. The Council asked for a second meeting, which was held on March 16.
- 4. Porirua. (January 20)** 18 attendees, mainly from service agencies and some ethnic groups.

Other consultations

- 5. Skilled Settlers (November 21)**

Focus group of 8 recent skilled settlers helped by Positively Wellington Business. Draft report Includes written submissions from people invited not able to attend.
- 6. Department of Building and Housing (November 24)**

Attended meeting for refugee and migrant communities to assist in the review of the Residential Tenancies Act.
- 7. Recent Pacific Island Migrants (Porirua) (December 9)** 3 recent migrants who were being helped by Te Akamata Anga Ou.

The results of all these consultations are available by email from

Geoff Woolford
gwoolford@xtra.co.nz

Geoff Woolford
April 2005.