The Government seeks to maintain close relationships with the many ethnic communities of New Zealand and to build a society which is welcoming and inclusive of the many cultures and backgrounds which make up New Zealand.

Helen Clark, Prime Minister

For the Conference:

Employment emerged as the key to successful integration of migrants into the New Zealand economy.

Access to education and training opportunities represents a critical stepping-stone to effective labour market participation and personal growth for migrants.

A strategic approach to population planning is essential to ensure that New Zealand is able to attract and retain skilled immigrants.

There is a need to establish a more coherent government resettlement policy.

A clear relationship was identified between unemployment and poor mental health.

Affordable housing is a key issue, particularly in the rental sector, for those on low incomes.

VIBRANT VOICES AND VISIONS FOR ETHNIC NEW ZEALAND - DECLARATION

VIBRANT VOICES & VISIONS FOR ETHNIC NEW ZEALAND

DECLARATION

Rajen Prasad
Nick van der Walt
Editors
2002

VIBRANT VOICES AND VISIONS FOR ETHNIC NEW ZEALAND

DECLARATION

CONFERENCE REPORT

Rajen Prasad and Nick van der Walt (Editors)
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VIBRANT VOICES AND VISIONS FOR ETHNIC NEW ZEALAND

The 2001 Conference of the New Zealand Federation of Ethnic Councils

Supported by
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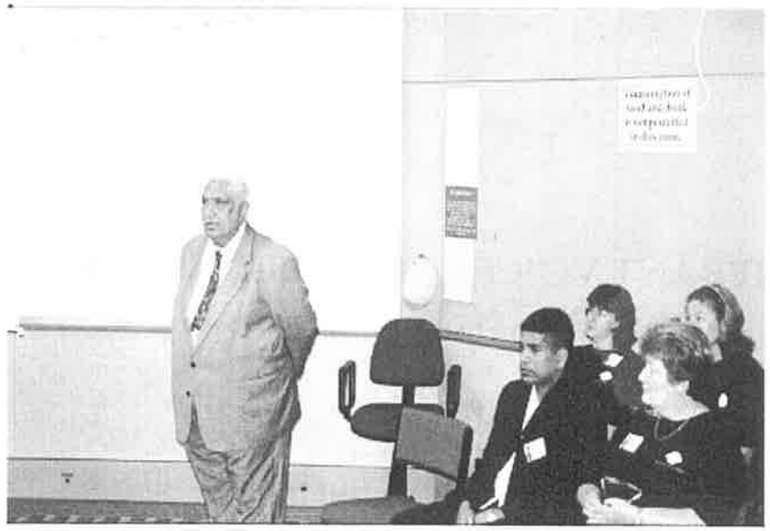

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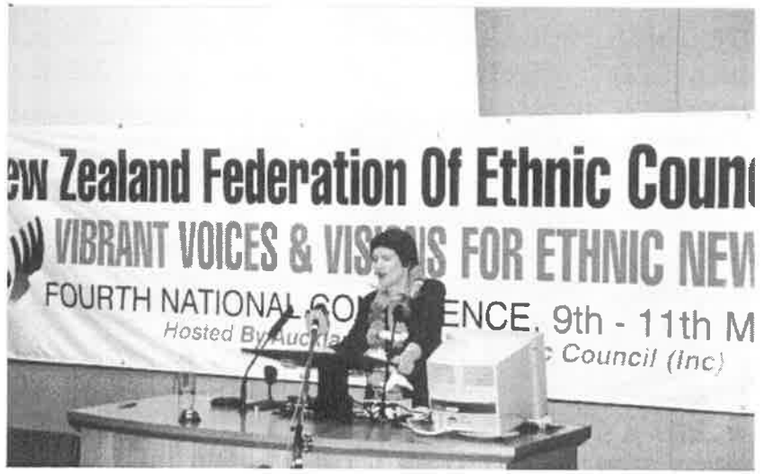


THE PRIME MINISTER

25 September 2002
Message for the Federation of Ethnic Councils

The cultural makeup of New Zealand in 2050 will be very different from the one I was born into. But it will also be an interesting New Zealand with many more strengths, drawn from the diversity of its people.

Our Government accepts the responsibility of advocating for the right of all New Zealand's ethic communities to live harmoniously in our country. Each of our communities contributes to the richness and diversity of New Zealand and should be valued for its unique contribution.

The Government seeks to maintain close relationships with the many ethnic communities of New Zealand and to build a society which is welcoming and inconclusive of the many cultures and backgrounds which make up New Zealand.

The fast changing nature of New Zealand's population makes these objectives all the more important.

We have commenced a number of positive initiatives for migrant communities. Over time I know we can achieve more. I urge the Federation of Ethic Councils to keep in close touch with us so that it can help us keep in touch with ethnic communities' needs.

Helen Clark
Prime Minister

MESSAGE FROM THE FORMER MINISTER OF ETHNIC AFFAIRS

As the first Minister of Ethnic Affairs, it is with pride I congratulate both organisers and participants involved with the vibrant voices and visions for ethnic New Zealand conference.

The establishment of the first Ministry of Ethnic Affairs early in 2001 was a significant step forward for this country.

With more than 50 ethnic groups now constituting around ten percent of New Zealand population, the Ministry recognised at the beginning of the new millennium, the diversity that now lies at the center of this countries heart.

How New Zealand will look 100 years from now is difficult to predict. What is certain is that cultural diversity will continue to flourish. It is my hope New Zealand will continue to build on the good will that I believe is strongly established in our shared country.

The way to ensure that happens is though conferences such as this which celebrate the strengths of different cultures

George Hawkins

Hon. George Hawkins
Minister of Ethnic Affairs

CONFERENCE DECLARATION

The conference, ***Vibrant Voices and Visions for Ethnic New Zealand,*** was held at Massey University, Albany Campus, from 9 to 11 March 2001. Its deliberation are captured in this Conference Declaration which was endorsed by the whole conference and which now forms the basis of developments and actions for the Federation of Ethnic Councils until the next conference. Vidhya Sritharan a young Sri Lankan, representing the youth of New Zealand, read the declaration.

PRINCIPLES:

This Conference:

Affirms:

The importance of the Treaty of Waitangi as New Zealand's founding document;

The need for positive relationships between the tangata whenua and other established residents and new arrivals to New Zealand;

The extensive contributions to New Zealand society made by migrant communities;

The innovative approaches, adaptability and determination evident among migrants to forge a successful new life in New Zealand;

The need to be vigilant in the creation of a vibrant multicultural society and not take it for granted.

Accepts:

That New Zealand's increasing population diversity places considerable demands on all of us to adapt to changing social circumstances;

That employment is the key to successful integration into, and participation in, all aspects of New Zealand life;

That all migrants require some level of assistance to settle effectively into the New Zealand community.

Acknowledges:

The roles of central and local government in assisting migrants to integrate successfully while retaining their own cultures;

That migrants add strength and diversity to the New Zealand community, making it a more positive and more vibrant place to live;

The significance of business community commitment to recognising the skills of migrants and providing meaningful work for them;

The need for an integrated approach to economic, labour market and immigration policy development, supported by co-ordinated service delivery;

That a number of cross-sectoral issues have been identified - in particular, language barriers, lack of co-ordination, prejudice and

discrimination' the need for orientation programmes and resource centres, and the need to expand the economy.

THE SECTOR SPECIFICS

The Conference examined six major areas of social policy in several workshops and three plenary sessions. It identified many problems and opportunities and it considered strategies to address these.

EMPLOYMENT

This emerged as the key to successful integration into the New Zealand community. It demands a strategic policy framework supported by co-ordination among the contributing agencies of central and local government and businesses.

It is incumbent on the business community to overcome prejudices against those who look and sound different but have the same knowledge and skills.

Migrants are conscious of their own responsibility to contribute to their new communities. They are keen and motivated initially, and then become discouraged by continual refusals. This creates lethargy, despondency and is a waste of skills and personal potential.

Cultural diversity in the workplace should be actively promoted.

EDUCATION

Access to education and training opportunities represents a critical stepping-stone to effective labour market participation and personal growth. Such opportunities should be responsive to the varied needs of specific ethnic communities.

English language proficiency is an essential skill and ESOL programmes should be effectively targeted and resourced.

Migrants' needs are generally not being met and the social dislocation costs of this neglect are potentially greater than the front-end investment needed to get this right.

If overseas qualifications are not readily recognised by professional bodies, or if they are under-used because they are not relevant to work currently being done, then retraining should be readily available with funding assistance where needed.

IMMIGRATION

A strategic approach to population planning is essential, to ensure that New Zealand is able to attract and retain skilled immigrants.

New Zealand should demonstrate its commitment to a humanitarian approach to immigration policy and planning, particularly as regards the reunification of families. The need is evident for comprehensive, accurate and practical information about New Zealand, available prior to departure, in the local language, so that prospective migrants can make well-informed decisions about coming to New Zealand.

There are significant opportunities for the business community to provide sponsorship for ESOL, job placements and retraining. Economic expansion and the encouragement of small businesses will benefit the commercial sector as a whole. A planned approach to immigration will support economic growth and build a strong social foundation.

RESETTLEMENT

There is a need to implement a more coherent government resettlement policy. Current resettlement programmes appear to assume that all migrants will be economically and socially dependent on arrival. In fact, they have the personal skills to cope effectively, providing the host community is welcoming, supportive, friendly and inclusive.

Effective resettlement policy would address the capacity of the host community to provide access to housing, employment and social interaction.

Local government has an opportunity to take the lead in providing facilities to assist migrants to settle effectively - such as community social events, venues, resource centres and one stop shops for information provision.

HEALTH

A clear relationship was identified between unemployment and poor mental health.

Health services are not as accessible as they could be to ethnic minority communities, due to language difficulties and financial constraints.

Post-migration experiences in the host community have a greater influence on the health of migrants and refugees than the circumstances that they left behind them.

Health services could be targeted more effectively if members of the ethnic communities were involved in policy and service decision-making processes.

HOUSING

Affordability of housing is a key issue, particularly in the rental sector, for those on low incomes. Private sector rentals are unaffordable for many migrants, and state housing is therefore their most appropriate source of accommodation.

It is essential that the housing provided be of acceptable quality as regards construction, insulation and layout. Housing design needs to be more culturally sensitive.

There is considerable debate about whether clustering migrants in specific communities is more desirable than integrating or pepper-potting them throughout mainstream communities.

The conference endorses recent government policies regarding income related rents and healthy housing design.

IN CONCLUSION

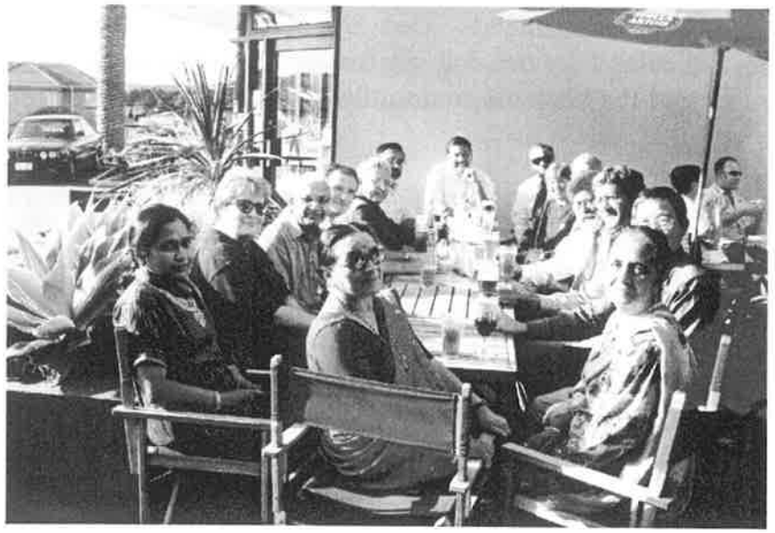
The aim of this conference was to capture the vibrant voices and visions for ethnic New Zealand. The conference, therefore, affirms its commitment to a culturally diverse and inclusive New Zealand society:

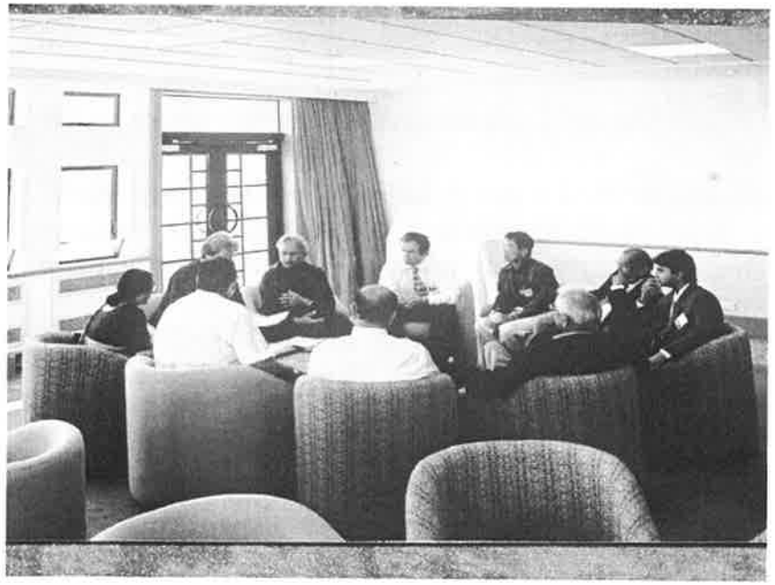
- Where opportunities, services and resources are readily accessible to all;
- Where the place of tangata whenua in this land is recognised and respected;
- Where discrimination on ethnic grounds is simply not tolerated anywhere;
- Where all our cultures are respected and celebrated;
- Where everyone is motivated to work towards developing a cohesive and harmonious community which will lay the foundations for future generations to reach their potential;
- Where calling Aotearoa New Zealand 'our home' evokes a heartfelt and meaningful sense of belonging in all of us, irrespective of how or when we came to be living here.

This is our national challenge. The conference believes that New Zealanders have the energy, commitment, and sense of responsibility, drive and potential to achieve it. Ignoring the issues raised during this conference will pose risks for the future of New Zealand.

RECOMMENDATION

The conference recommends that the NZFEC address the identified policy and service delivery issues with local and central government and the business community as a matter of urgency.





ACKNOWLEDGEMENTS

This conference was only made possible by the hard work and generous support of a number of people. We acknowledge the many contributions, both large and small, of members, supporters, officials and friends. In particular we acknowledge the untiring work of the staff of the former Race Relations Office. The following people had formal roles in bringing the conference to a successful conclusion.

CONFERENCE COMMITTEE

Mr Ron Hoy Fong	Auckland Ethnic Council
Ms Bernadette Gleeson	Race Relations Office
Emeritus Professor Mohan Lal	Massey University
Mr Jawed Mohammed	Massey University
Mr Thakor Parbhu QSM LLB	Auckland Ethnic Council
Mrs Shanti Patel QSM JP	Auckland Ethnic Council
Dr Rajen Prasad	Race Relations Office
Ms Brenda Radford	Race Relations Office
Dr N Rasalingam QSM MNZM	Auckland Ethnic Council
Ms Wong Liu Sheung	Race Relations Office
Mr Ganges Singh QSM JP	Auckland Ethnic Council
Mr Dinesh Tailor JP	Auckland Ethnic Council
Ms Siniva Vaitohi	Conference Secretary
Professor Nick van der Walt	Massey University

CONFERENCE CONVENORS

The following conference convenors carried particular responsibility for ensuring the smooth running of the conference proper.

Mr Jawed Mohammed	Massey University
Mr Thakor Parbhu QSM LLB	Auckland Ethnic Council
Dr N Rasalingam QSM MNZM	Auckland Ethnic Council
Professor Nick van der Walt	Massey University

SPONSORS

The Conference Committee together with the New Zealand Federation of Ethnic Councils and the Auckland Regional Ethnic Council gratefully acknowledge the following sponsors of the conference:

Auckland City Council
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Malcolm Pacific
Manukau City Council
Massey University
North Shore City Council

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Secretary	Mr Prem Singh
Treasurer	Mr Dinesh Tailor JP
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Executive Office	Ms Diana Clark
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FEDERATION CONVENORS

Health	Dr N Rasalingam QSM MNZM
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Human Rights	Mr Karun Lakshman
Employment	Mr N Manoharan
Education	Ms Ute Walker

ADDRESS:

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MESSAGE FROM THE PRESIDENT

NEW ZEALAND FEDERATION OF ETHNIC COUNCILS INC.

MR WENG-KEI CHEN

I am delighted the papers and issues raised at our Vibrant Voices for Ethnic New Zealand Conference are now documented. Researchers and policy makers in particular will find this publication useful in developing their policies in light of the increasing diversity in our society. This organisation is particularly proud to be able to participate and contribute positively in building a New Zealand society that is vibrant and rich in many cultures. The presence of the Prime Minister and many other politicians at the conference indicated the importance of the aims and objectives of our Organisation in nation building. The Declaration of the conference confirmed our commitment.

The credit for organising the conference and the production of the publication must go to the Auckland Regional Ethnic Council Inc. and the staff of the former Race Relations Office. A special acknowledgement to the former race Relations Conciliator Dr Rajen Prasad for his total commitment to the conference. The presenters and sponsors, I thank you once again. Without you the conference would not have been possible. To the members of all the Regional Ethnic Councils there are still many challenges ahead and together we will be able to build a New Zealand that is inclusive of all cultures.

MESSAGE FROM THE PRESIDENT AUCKLAND REGIONAL ETHNIC COUNCIL

MR THAKOR PARBHU QSM LLB

It was a pleasure to host the Conference 'Vibrant Voices and Visions for Ethnic New Zealand'.

New Zealand is a multiracial society comprised of many different ethnic groups. For us to live in peace, harmony and prosperity demands understanding and tolerance. There is a growing awareness amongst New Zealanders of the problems and difficulties many experience and of the need for us to find solutions for them. The subjects that were discussed dealt with many aspects of these issues.

We were privileged to have speakers working at the grass roots level as well as those engaged in research and scholarship. Their presentations, together with the workshops, added much to the quality of our deliberations and to stimulating our thinking and commitment.

My plea is that Government agencies, NGO's, Councils and other organisations dealing with ethnic communities take heed of the recommendations included in this report.

This conference report and the declaration passed at the Conference is confirmation of the importance of our concerns, deliberations and interests.

I wish to acknowledge the help, support and sponsorship of all those who assisted in making it a success.

MESSAGE FROM THE FORMER RACE RELATIONS CONCILIATOR

DR RAJEN PRASAD

The Race Relations Office was asked to assist the Auckland Regional Ethnic Council with running the 4th National Conference of the New Zealand Federation of Ethnic Councils. The historical relationship between the Race Relations Office and the Ethnic Councils determined that we would be strong partners in organising and running the conference. Staff of the Race Relations Office gave generously of their time and energies to work closely with members of the Auckland Regional Ethnic Council and "friends" from Massey University to make this a successful conference.

The purpose of the conference was to give voice to the many who felt strongly about diversity in New Zealand. New Zealand, like much of the globalised world, has already realised that change is inevitable in the ethnic makeup of our families, neighbourhoods, community and country. Many have also resolved to capitalise on the benefits of a diversified world but they realise that much more needs to be done before real benefit will accrue to the whole nation.

This conference gave voice to the inevitable creaks and groans of a changing New Zealand as well as space for participants to identify all that was vibrant and positive about our collective future. Consequently, the conference planning committee selected a limited number of policy and practice themes that would be addressed by as many people in the conference as possible. Formal presentations were kept to one for each theme. All participants were able to address the six themes in small

workshop groups and then participate in a conference-wide plenary on each theme.

The Conference Planning Committee decided to produce a conference declaration at the end of the conference that captured the major themes and their implications for future policy and practice that were discussed in the conference. This stands as the showpiece of the conference. At conference-end, a Sri Lankan High School pupil, representing the youth of our country, read the Declaration, symbolising the future looking positive mood of the overall conference. It is now for those charged with institutional responsibilities to take note of the declaration in their work.

It was a positive experience for the staff of the Race Relations Office to work closely with the Auckland Regional Council. Each partner in the conference appreciated the other's perspective and thereby re-emphasised the importance of such relationships in the demanding area of race and ethnic relations.

As conference organisers we were extremely grateful for the support given by many people including our sponsors and Massey University, Albany Campus. The conference would not have been possible without their dedication and hard work.

KEYNOTE ADDRESSES, WORKSHOPS AND PLENARY SESSIONS - A SYNOPSIS

DR RAJEN PRASAD

The 4th National Conference of the New Zealand Federation of Ethnic Councils (Inc) was held at Massey University, Albany Campus, in March 2001. This is a report of its deliberations.

The Auckland Regional Ethnic Councils (Inc) was the conference host, in co-operation with the Office of the Race Relations Conciliator. From the outset the group planning the conference resolved that participants would be given maximum opportunity to engage directly with the major policy and practice issues confronting New Zealand's ethnic communities and with each other. Consequently six issues were selected for attention and the conference process maximised opportunities for workshops and plenary sessions on those topics.

KEYNOTE SPEAKERS

Two keynote speakers, one chosen for injecting an international theme and the other for being inspirational, were invited to address the conference. One was Dr James Jupp, Director of the Centre for Immigration and Multicultural Studies in the Research School of Sciences at the Australian National University. The other was Mr Dick Hubbard successful New Zealand businessman, a principal in the business for social responsibility movement and a Board member of the New Zealand Business Council for Sustainable Development.

Dr Jupp compared the ethnic situations in Australia and New Zealand and left the conference with eight very valuable pieces of advice that arise from the Australian experience. These were also very relevant to the New Zealand context. Dr Jupp felt it was important to maintain the argument for multiculturalism, as failing to do so could lead to backsliding and compromise by politicians appealing to the majority. He believed national ethnic organisations needed to maintain the independence of their organisations by avoiding total reliance on government funding because this inhibits the ability to criticise them when necessary. Ethnic groups needed to maintain and strengthen alliances with the indigenous people and to keep up the pressure for adequate political representation.

It was important, Dr Jupp advised, for ethnic communities to monitor the media and the education system to ensure that an accurate picture of ethnic realities was promulgated and where racial prejudice was countered. Dr Jupp believed it critical to continue providing support for a strong and viable immigration programme with a major refugee and family reunion component and to actively conciliate any inter ethnic group disputes and especially those between ethnic groups and the indigenous community. Finally, Dr Jupp advised on the need to develop effective research into all matters affecting ethnic communities.

Mr Dick Hubbard, well known for thinking outside the box and for his charisma dazzled the audience with his simple, yet effective, approach to enlightened workplace practices. His personal and thoughtful approach to his workers ("souls on

board"), his respect for human dignity, his intimate appreciation of the importance of one's ethnic and cultural background and practices, and his capacity for passion and compassion were evident for the conference to behold. Mr Hubbard went further and extolled the virtues of business for social responsibility that translated into his approach to profit sharing and triple bottom line reporting. He is probably the only employer who has published his approach to triple bottom line accountability and profit sharing in a full-page advertisement in the New Zealand Herald.

POLICY AND PRACTICE ISSUES

The six policy and practice issues were employment, education, immigration, resettlement, health and housing. A keynote speaker introduced each theme. This was followed by small group workshops and concluded in a plenary. This format provided ample opportunities for participants to discuss the topics comprehensively.

EMPLOYMENT

Associate Professor Andrew Trlin, Research Co-ordinator of Massey University's New Settlers Programme was the invited expert on employment. He discussed the employment and

unemployment experiences and responses of new settlers from China, India and South Africa who took up residence under the General/General Skills Category provisions. His research contrasted the relative success of the South Africans to the Chinese and Indian groups and raised issues of prejudice and discrimination that point to the need for post arrival policies geared to immigrant settlement and ethnic relations in the wider community.

The workshop and plenary session on education confirmed its importance as one of the most critical aspects of migrant settlement and adjustment to New Zealand. Their deliberations included the following: need for comprehensive policies for new settler employment; change in employer practice through education; revamping of the role of the Department of Work and Income to be more responsive to migrants' employment needs; representation by migrants in the employment sector and the elimination of racial discrimination against migrants in employment. The workshops also made suggestions for national and local government as well as for communities including how some of their suggestions might be given effect.

The final conference declaration made the following three points about employment:

(1) Employment emerged as the key to successful integration in the New Zealand community. It demands a strategic policy framework supported by co-ordination among the contributing agencies of central and local government and businesses.

(2) It is incumbent on the business community to overcome prejudices against those who look and sound different.

(3) Migrants are conscious of their own responsibility to contribute to their new communities. They are keen and

motivated initially, and then become discouraged by continual refusals. This creates lethargy, despondency and is a waste of skills and personal potential.

(4) Cultural diversity in the workplace should be actively promoted.

EDUCATION

Associate Professor Noel Watts who heads the Linguistic and Second Language teaching programme at Massey University, Palmerston North was invited to address the conference on English Language Provision for adult NESB (Non-English Speaking Background) immigrants and refugees. Professor Watts has a research interest in language policy and language use, particularly as they relate to immigrant settlement in New Zealand. He is also part of the New Settlers Programme at Massey University.

From his research Professor Watts concluded there was general agreement that immigrant ESOL needs and service provision are inadequately addressed at the present time. His findings imply that a number of key stakeholder groups must share responsibility for language learning opportunities for adult learners. Immigrants and refugees also recognise that they have responsibilities and they are actively pursuing a number of strategies to learn and improve their English. Professor Watts also concluded that the wider public also has a role in providing a receptive and accepting environment that facilitates the learning of English language by new migrants.

Conference delegates considered education generally and English language acquisition in particular. Their deliberations included suggestions for policies and practices in the education system, for

service providers, for businesses, for the general public as well as for the specific needs of new migrants. The small group workshops made a strong plea for ESOL opportunities to be made more readily available, adequately funded, and extended to the work sites and to local community institutions like libraries. They made suggestions for central and local government as well as for communities.

The final conference declaration made the following three points about education:

(1) Access to education and training opportunities represents a critical stepping-stone to effective labour market participation and personal growth. Such opportunities should be responsive to the varied needs of specific ethnic communities.

(2) English language proficiency is an essential skill and ESOL programmes should be effectively targeted and resourced. Migrants' needs are generally not being met and the social dislocation costs of this neglect are potentially greater than the front-end investment needed to get this right.

(3) If overseas qualifications are not readily recognised by professional bodies, or if they are under-used because they are not relevant to work currently being done, then retraining should be readily available with funding assistance where needed.

IMMIGRATION

The third theme for the conference was immigration. A former Minister of Immigration and now immigration consultant and commentator, Hon Aussie Malcolm was invited to make a keynote presentation on immigration. He presented the immigrant as a person of very special character who should be admired for taking

the risk to leave a homeland and to settle in a new land, adjust to new systems and more often than not to make a success of it. Mr Malcolm gives himself the proud label of being a pragmatist, as opposed to the academic who dreams up "theories of migration" to explain that which is not really explainable. He concludes that the present Government is the first for fifteen years that is showing an instinct for common sense and pragmatic interventions in the field of migration that will diminish settlement problems in the long term because of better selection criteria and decisions in the first place.

From this perspective, Mr Malcolm concludes that the successful settlement of migrants depends on a community that is willing to be welcoming. Managing a successful immigration policy he says is substantially about managing community attitudes. This requires them to be consulted, to have the confidence of Government and to be realistic about the community's limitations. Imposing upon the community, he says, migrants to whom the community will not relate and will not employ, damages the objectives of multiculturalism, the migrant and others who may follow.

As may have been expected immigration matters were of intense interest to delegates who were members of our ethnic communities and to those who work with them. Conference delegates, in plenary, discussed the broader aspects of immigration policy as well as some specific aspects of practice. Their discussions included reference to New Zealand's founding document the Treaty of Waitangi and to the necessity for migrants to receive education on it. Delegates made extensive comments on matters that should be taken into account in New Zealand's

general approach to immigration policy and migrant settlement. They referred to the need for evaluation of the effects of policies and practices and to the need to register immigration consultants. In the small group workshops reference was also made to the need for a population policy for New Zealand.

The final conference declaration made the following three points about immigration:

(1) A strategic approach to population planning is essential, to ensure that New Zealand is able to attract and retain skilled immigrants.

(2) New Zealand should demonstrate its commitment to a humanitarian approach to immigration policy and planning, particularly as regards the unification of families. The need is evident for comprehensive, accurate and practical information about New Zealand, available prior to departure, in the local language, so that prospective migrants can make well-informed decisions about coming to New Zealand.

(3) There are significant opportunities for the business community to provide sponsorship for ESOL, job placements and retraining. Economic expansion and the encouragement of small businesses will benefit the commercial sector as a whole. A planned approach to immigration will support economic growth and build a strong social foundation.

RESETTLEMENT

Andrew Lockhart, New Zealand Immigration Service's Market Manager was invited to give a keynote address on resettlement. His comprehensive paper presents an overview of the new initiatives being developed by the Government to improve the quality of migrant settlement and refugee resettlement in New Zealand. These initiatives

will lead to a more integrated and considered approach to the needs of new migrants and refugees.

The initiatives described in this paper include a co-ordinated cross sector approach to improving the well-being of migrants and refugees; research projects to improve our understanding of the factors leading to successful resettlement. Mr Lockhart states that the Government currently intervenes in a number of ways, and across a range of sectors, to assist migrants and refugees to settle successfully in New Zealand. However, he concludes that a key problem is that government policy and service delivery across departments and other agencies is not as well co-ordinated as it could be to help improve migrant settlement.

Mr Lockhart discusses the two research initiatives that have been developed to improve our understanding of migrant settlement and refugee resettlement in New Zealand, and to provide robust information for policy development work. Mr Lockhart is optimistic that we have the beginnings of a foundation for an integrated and considered approach to settlement and resettlement in New Zealand. The challenge, he says, for all of us is to make it work.

Settlement and resettlement is at the heart of all migrant concerns. All of the matters discussed in the various workshops and plenary sessions contribute to the settlement process. Delegates in the plenary and workshop on resettlement commented on general policies, services and process while the small group workshop covered a wider range of issues. They cover almost all of the matters one would consider in a detailed immigration and resettlement policy and practice framework. However one matter

did stand out and this referred to the possibility of creating business links through new settlers to their homelands

The final conference declaration made the following three points about resettlement:

(1) There is a need to implement a more coherent government resettlement policy. Current resettlement programmes appear to assume that all migrants will be economically and socially dependent on arrival. In fact, they have the personal skills to cope effectively, providing the host community is welcoming, supportive, friendly and inclusive.

(2) Effective resettlement policy would address the capacity of the host community to provide access to housing, employment and social interaction.

(3) Local government has an opportunity to take the lead in providing facilities to assist migrants to settle effectively - such as community social events, venues, resource centres and one stop shops for information provision.

HEALTH

Professor Max Abbot, Dean of the Faculty of Health Studies, Auckland University of Technology, provided the key note input on Migrant and Refugee Health and Well-being: An Overview from a Mental Health Perspective. Professor Abbot examined some of the factors that influenced health care utilisation by migrants. He drew on his own research with Chinese migrants and those conducted by his colleagues in Australia and New Zealand. He concluded that while migration per se was not a significant risk factor for impaired health, a number of factors commonly associated with migration and refugee status give rise to elevated rates of disorder among some groups

Many of the points made at the plenary and small group workshops sought greater awareness of the health needs of migrants and refugees that were related to their culture and ethnicity. There was a general request for these needs to be taken account of in health policy formation and in the practice of health workers. The following matters, discussed at the large group plenary, are organised by their policy, practice and cultural sensitivity implications.

The final conference declaration made the following four points about health:

(1) A clear relationship was identified between unemployment and poor mental health.

(2) Health services were not as accessible as they could be to ethnic minority communities, due to language difficulties and financial constraints.

(3) Post-migration experiences in the host community have a greater influence on the health of migrants and refugees, than the circumstances they left behind them.

(4) Health services could be targeted more effectively if members of the ethnic communities were involved in policy and service decision-making processes.

HOUSING

Elaine Lolesio, Manager Monte Cecilia House, provided a very informative address on the services provided by her agency for the homeless and the poorly housed. She underscored the importance of permanent affordable stable housing for families in Aotearoa. After outlining the history of state housing in New Zealand she examined the effects of poor housing on families and communities. Ms Lolesio discussed the effects of the two major

approaches to housing policy in recent years; market rental and income related rental policies. While, in her experiences, market rentals resulted in a high percentage of families abandoning their Housing New Zealand tenancies, the current policies of income related rental policy was seen to have a humanising effect on housing allocation.

The primary nature of housing for all new arrivals in New Zealand was reflected in the concerns raised during the plenary on housing. Many delegates addressed the question of appropriate housing with respect to quality, safety, location, and costs. They felt that housing should be factored into the general mix when developing immigration and settlement policy. The concept of a certificate of fitness was raised as one way of ensuring migrants and refugees are not housed in sub-standard accommodation because of their inability to pay high rentals. The question of discrimination against migrants was raised and delegates felt the Race Relations Office had an important part to play in addressing this discrimination. Delegates also appreciated the pressure on housing in the larger cities and wondered if incentives could be provided for settlement out of these areas.

The final conference declaration made the following four points about housing:

(1) Affordability of housing was a key issue, particularly in the rental sector, for those on low incomes. Private sector rentals were unaffordable for many migrants, and state housing was therefore their most appropriate source of accommodation.

(2) It was essential that the housing provided be of acceptable quality as regards construction, insulation and layout. Housing design needed to be more culturally sensitive.

(3) There was considerable debate about whether clustering migrants in specific communities was more desirable than

integrating or pepper-potting them throughout mainstream communities.

(4) The conference endorsed recent government policies regarding income-related rents and healthy housing design.

The keynote addresses, workshops and plenary sessions were the basis for the conference declaration. This declaration identifies a number of key principles and takes a position on six key areas of policy and practice as they affect the lives of thousands of members of New Zealand's many ethnic communities every day. The declaration is a charter for those who are engaged in any capacity to with members of our many ethnic communities.

OPENING KEYNOTE ADDRESS - DR JAMES JUPP

AUSTRALIAN NATIONAL UNIVERSITY

I welcome the opportunity to address your conference. This is the first time I have been able to attend, despite being a regular participant in the activities of the Federation of Ethnic Communities' Councils of Australia since it was founded in 1979. I am not representing FECCA and I am certainly not representing the Australian government.

DIFFERENT BUT SIMILAR?

There are many common issues between the two countries but also many differences. New Zealand at present has a more generous attitude to immigrants than Australia - whereas in the fairly recent past the opposite was the case. New Zealand has a much longer history of treaty agreements and reconciliation with its indigenous people than does Australia. New Zealand immigration is now based more heavily upon Pacific Island and Asian intake than was that of Australia over time. The Australian 'ethnic' population has three major layers: Eastern Europeans from the 1940s and 1950s, who were the main initiators of FECCA though many were politically conservative; - southern Europeans from the 1950s and 1960s, who were the main force in forging relations with the Australian Labour Party; - and Asian immigrants who, although mainly middle class (apart from refugees) have been very concerned with the apparent increase in racism evident in the support for our One Nation Party and what they see as the weak response to this from the Australian Coalition government. While both Australia and New Zealand had "white"

policies of exclusion for comparable periods, this policy was more engrained in the Australian concept of nationhood - a fact being gently obscured in our current celebration of the federation of 1901 that New Zealand declined to join.

These are the differences. The resemblances are equally important. Both countries were founded as outposts of Britain in the Antipodes. They are still the 'most British' countries in the world outside the British Isles. Immigrants were paid to come in order to sustain this British character - in the Australian case for 150 years from the 1830s to the 1980s.

From the start of the 20th century, intending immigrants thought to be 'unassimilable' (mainly on racial grounds) were kept out. Preference was always given to the British, right up until the post-War years after 1945. All this happened within the context of the British Empire, the largest and most widespread formal empire that the world has ever seen or is ever likely to see. The mix was rather different, with more Scots in New Zealand and more Irish in Australia. But the basic core, as is often overlooked, was English and the basic orientation was towards the United Kingdom in which the English were increasingly the largest component. The ideological, or mythological, cement was the notion of 'overseas Britons'. This was more vigorously opposed by local nationalists in Australia than in New Zealand and more strongly held on the conservative rather than the radical side of politics. But it sustained the view that the preferred migrants were the British and those likely to be assimilated to British behaviours and attitudes - namely Scandinavians, Dutch and Germans (other than during the two World Wars). This could often make life difficult for those of other nationalities, either in terms of being accepted or even of finding it difficult to enter the country at all.

This may seem like old history. However, if you look at the statements and policies of our newest Australian party, One

Nation, you will find repeated slogans and even phrases that were widely accepted at the time of Australian federation a century ago. The term 'White Australia' is no longer used. But One Nation believes that Asians are unassimilable. This despite the fact that in terms of education, religion, language and general ability to fit into middle-class suburban society, many Asians in Australia are more assimilable than many Europeans. The strength of One Nation lies precisely in those areas which are overwhelmingly 'Old Australian', with over 90 per cent born in Australia and an even higher percentage speaking only English. Much of the analysis in Australia has stressed the foundations of One Nation in rural disadvantage. But it has avoided the basis in populist attitudes that there are "real" Australians and "others". Rather paradoxically these "Others" include the Aboriginal people who have inhabited the continent for more than 40 000 years. This has (perhaps subliminally) been institutionalised by our present government, which, for the first time, has placed the immigration, multicultural, and Aboriginal functions under one Minister.

Because we are focussed on ethnicity and multiculturalism, and because the ethnic changes since 1945 have been so marked, many of us in this field of concern tend to overlook the reality that the locally born population of British descent and Anglophone culture, is still a healthy majority. While it is true that since 1996 British immigrants no longer form the largest single intake in Australia, they have simply been replaced by New Zealanders. Because of its large Maori and Pacific Islander population, New Zealand is still 'racially' more diverse than Australia. Because of its policy of universal intake since 1970, Australia is still more culturally diverse than New Zealand. Both are officially multicultural, a shift in public policy that is still less than thirty years old. Yet neither society is as racially or culturally diverse as the United States or Canada, let alone many other societies such as India, Russia or Brazil.

In Australia, at least, we allowed ourselves to be lulled into a false sense of security by repeating the mantra that "Australia is a multicultural society" and asserting "Australia is the most multicultural society on earth". Some ethnic groups also sought security in exaggerating their numbers. That at least one-third of Australians have "Irish blood" might be marginally interesting but is not very important. I have" Irish blood" - Protestant on my mother's side and Catholic on my father's - but that does not make me Irish. I recently attended a very successful Italian Australian conference in which it was claimed that at least two million Australians had "Italian blood" - a gross exaggeration by any standards. I reminded them that the Romans were in Britain for four hundred years and it was quite possible that many Anglo-Australians also had "Italian blood" - if somewhat diluted. We need to keep things in proportion and always to be vigilant against politicians and journalists (the two worst offenders) who appeal to majority populism. The majority is still there, although in neither country could it be said to be predominantly opposed to multiculturalism or hostile to ethnic variety. One Nation or New Zealand First will remain minority parties. But the influence of populism on the mainstream parties should not be discounted.

CAN WE LEARN FROM EACH OTHER?

The ethnic and political situation in Australia is not the same as in New Zealand. But there are some interesting comparisons and some lessons that New Zealanders might learn from our recent experience in Australia. At present there is not much positive that might be learnt, but quite a lot of negatives that might be avoided. This is largely because the commitment to multiculturalism which Australian governments made since the 1970s has been much less enthusiastically endorsed by the Australian government elected in 1996. It is also because 'ethnic' issues have largely been pushed off the political agenda by 'indigenous' issues surrounding the long process of reconciliation with the Aboriginal and Torres Strait Islander peoples. It is also

because while New Zealand has expanded its immigration program, Australia has been steadily restricting its program by concentrating on skilled and business migration at the expense of family and refugee intakes and on encouraging temporary migration rather than immigration for permanent settlement. This has reached the point where the traditional 'open door' of Trans Tasman movement has recently been brought into question.

Some lessons that might be learned include:

- ***Maintain the argument for multiculturalism, as failing to do so can lead to backsliding and compromise by politicians appealing to the majority.***

Multiculturalism has been the official policy of all nine Australian governments for the past twenty years. But it has also been under consistent attack from conservative academics, journalists and politicians. The only party to openly demand the 'abolition' of multiculturalism is One Nation. But neither the Liberal Party (under John Howard) nor the National Party has been very enthusiastic in recent years despite many of the institutions of multiculturalism having been founded under Malcolm Fraser's Liberal-National Coalition. The attacks derive many of their arguments from the United States, where multiculturalism means something different, such as reserved quotas for different ethnic groups and positive discrimination in their favour. Many of these arguments are misinformed, incompetent or simply mischievous. The national government withdrew almost completely from advocating or developing multiculturalism as public policy, although the States (regardless of party control) took a more favourable position. Nationally official multiculturalism is confined to a small office with a limited budget, located within the Department of Immigration. Public debate has moved away towards indigenous issues and there is a stark contrast between the support given to multiculturalism in the 1980s and early 1990s and that which is given now, despite the official adoption of a new

'Australian multicultural agenda' in 1999. For several years multicultural policy has been almost off the national political agenda, despite the efforts of some ethnic organisations to keep the issues alive. This should be a warning that party politics is not irrelevant to the success of multiculturalism and that politicians are inconstant friends!

- ***Maintain the independence of your organisation by avoiding total reliance on government funding, as this inhibits the ability to criticise governments when necessary.***

Ethnic organisations can be caught in a 'Catch 22' situation. They are often more interested in sustaining their own minority cultures and activities, which they rightly fund from their own resources, which may be large or small. That is what their members want them to do and considerable sacrifices will be sustained in building churches, running newspapers or organising clubs. But pan-ethnic representative groups, such as the NZ Federation or FECCA, may find it more difficult to inspire such loyalty. They may be set up by government for representative purposes, as government wants to know what is happening and what needs to be done. This is especially relevant for settlement and language services where extensive consultations and enquiries have been held. If government wants such consultative bodies it will be ready to fund them. This is the case in Australia where FECCA and its component State councils have been almost totally dependent on public funding and, in the case of FECCA, on funding through one government department.

This works very well in a vast country like Australia and has been even more true of consultations with the widely scattered Aboriginal communities. However it becomes more difficult when 'advocacy' develops or when a government does not like the directions in which the organisation is moving. This has been a serious problem for FECCA, which was expected to change direction after thirteen years of Labour government. The new

government continued funding but was very reluctant to encourage advocacy. Consequently FECCA found itself in a potential crisis that has not been resolved. There have been many issues on which an effective organisation should have lobbied against government policy: restrictions on family reunion, running down of the multicultural programs, mandatory detention of asylum seekers, denial of welfare until two years after arrival and so on. Yet the threat of funding withdrawal made it hazardous to criticise. One organisation, the Association of Non-English Speaking Background Women of Australia, was "defunded" and disappeared. Nor is this only a problem at the national level. The State Labour government of New South Wales has "defunded" the State ECC for disagreeing with its policies. Consequently FECCA has been in a condition of severe crisis, torn between the need to placate government and the desire of its affiliates to speak up for their constituents.

The only solution, which has yet to be adopted, is to raise funds from a variety of sources, both public and private., a method adopted by the Refugee Council of Australia which has been much more critical of government than has FECCA (but has also been threatened with loss of government funds).

- ***Maintain and strengthen alliances with the indigenous people.***

One of the most positive developments in Australia has been the forging of alliances between ethnic and indigenous organisations. This was difficult before 1996 as the indigenous claims rested on being the original inhabitants while ethnic claims rested on being 'guests'. There was some co-operation, for example on language policy. It was marginal. Faced with the rise of populism in 1996, which was directed against both Aboriginal and ethnic interests, this situation has changed. Put crudely, ethnics have the numbers but not the public sympathy, while the Aboriginal situation is the opposite. While there are serious social problems among some ethnic groups, and especially among refugees, they rarely

approach the dimensions of Aboriginal problems. By working together both interests strengthen their potential against those who treat both as "outsiders".

- ***Keep up the pressure for adequate representation in parliament of MPs from ethnic communities, where New Zealand is much better at this than Australia under its current electoral system.***

New Zealand has adopted a system of proportional representation that Australia only maintains in the Senate, one State and one Territory. Elsewhere the single member electoral systems have tended to limit the possibility of ethnic minority representatives being elected. New Zealand has also maintained distinct Maori representation for over 130 years, while Australia has none for its indigenous peoples and there is no immediate likelihood of this being introduced. The Senate, which is elected by PR, has had two Aboriginal members, but the House of Representatives has never had one. The same is generally true for Australia below the Tropic. Only Western Australia has ever had an Aboriginal Minister. First generation immigrant representation is also more advanced in New Zealand and in Australia the first Asian national MP (again in the Senate) was not elected until 1998.

The Australian Labour Party, despite representing most electorates with large immigrant populations, has failed to nominate candidates for these. The only European-born national Labour MP, Dr Andrew Theophanous, is no longer in the Labour Party. The situation in State politics is rather better, especially in Victoria and New South Wales. But the virtual absence of immigrant or ethnic representatives in national political leadership is still a problem. Without such representation the voices of one-quarter of the electorate will remain muted and their interests misrepresented. The New Zealand national parliament is much more ethnically representative than the Australian and it would be interesting to know whether this is reflected in national political debate. In the absence of 'ethnic' politicians it is important

to cultivate individual MPs who can raise issues sympathetically in the parliamentary arena.

- ***Monitor the media and the education systems to ensure that an accurate picture of ethnic realities is promulgated and that racial prejudice is countered.***

Australia has eight public education systems, a growing number of private mainly religious systems, and a national responsibility for universities and to a lesser extent for secondary education. Several attempts have been made to create "multicultural education" inputs, the most far ranging being as long ago as 1986. There is also a national policy on language, which has been controversial and often the plaything of conflicting interests. The overcrowding of the curriculum has been used as an excuse for reducing material relating to multiculturalism and to limiting the teaching of "community" languages as opposed to languages of "commerce". Ethnic and multicultural organisations have been involved in these debates but have not always been very helpful. One obvious tension is between the desire for 'cultural maintenance', the need to learn English, and considerable confusion about what 'multicultural education' would look like. Yet it is essential that courses in history, social studies, current affairs, education and even economics, should have an immigration and multicultural focus. Otherwise a sanitised and misleading view comes across to students based on 'majority wisdom' and values and information derived from the past myths of being 'British'. There has been something of a 'culture war' going on in Australia ever since the Bicentennial celebrations of 1988 and ethnic organisations have not been sufficiently aware of what is going on. They have concentrated instead on preserving their homeland inheritance, which is important, but not the only imperative.

Much of the popular vision of what is happening is shaped by the media rather than through education. It is vital to monitor what

the media is saying and doing. In Australia we have a particularly vicious style of talkback commercial radio in some cities. This can be openly racist and reactionary - but also has a large audience. The rise of One Nation owes a lot to some of these broadcasters, who gave Pauline Hanson massive allocations of time. It is very important to complain about these people and some have been taken off, although usually because they have offended advertisers or have lost market share. Much effort in Australia has gone into supporting and saving the Special Broadcasting Service, one of the most successful multicultural systems in the world. This is always under threat of amalgamation or of limited budgets, as it is a public agency. Once again there are 'cultural wars' surrounding the larger Australian Broadcasting Corporation. Both the ABC and SBS need active support, while the commercial stations need constant monitoring. This is well understood in the United States but not to the same extent in Australia. It is particularly important to use the media professionally to publicise your position and activities. This has been neglected in Australia except within the narrow circle of SBS and the minority language media, neither of which reach a large audience.

- ***Continue to support a strong and viable immigration program with a major refugee and family reunion component.***

Ethnic and multicultural issues in Australia and New Zealand are inseparable from immigration issues. This is obviously not true for indigenous issues, although there is a common interest in opposing racism and supporting cultural maintenance. With the onset of 'economic rationalism' in politics and bureaucracy, immigration policy debate has tended to become depersonalised. Immigrants are seen as factors of production rather than as people and potential citizens. In Australia recent intake policy has moved away from family reunion and towards skilled intake. It has also moved from settler intake to temporary intake as a way of filling

gaps in the labour market without creating large ethnic minority communities.

A major function of pan-ethnic organisations should be to 'rehumanise' policy. This means arguing for fair and effective family reunion, for fair and effective refugee and asylum-seeker policies, for opposition to any covert attempts to exclude 'unassimilable' migrants and for good international citizenship. This latter means accepting that in the region there will be a continuing demand for migration from the Pacific Islands and a potential for refugee movement from such countries as Indonesia or Fiji. Much of this means going against current wisdom that immigration is a purely economic function that must only be based on the perceived needs of the host economy.

- ***Actively conciliate any disputes that may arise between ethnic groups or between immigrants and the indigenous.***

One of the most damaging charges against multiculturalism has been that it cannot work because ethnic minorities engage in struggles from the 'old country' which have no place in the new. Recently this was most acute between Greeks and Macedonians, especially in Melbourne. The Greek and (then) Yugoslav representatives did not help by stirring up tensions. In other cities, however, the issue was negotiated and controlled. Public agencies such as the Office of Multicultural Affairs and the State Ethnic Affairs units took a leading role. They were also instrumental in several Middle Eastern disputes in bringing the Jewish and Arabic groups together in their mutual interests (as extremists were attacking mosques and synagogues equally!). Such disputes have been confined to immigrants from the Balkans and the Middle East. But they are damaging in general. While it is not always possible for multicultural agencies to intervene actively, it is always desirable for them to encourage negotiation and compromise.

- ***Develop effective research into relevant issues in conjunction with existing academic and professional researchers.***

Many issues facing ethnic organisations are fairly simple, such as opposing racism and asserting the multicultural nature of society. Many others are very complex, especially those surrounding the maintenance and development of ethnic groups, assimilation and language erosion, religious practices and immigration and population policy. FECCA was at its most effective when it maintained a strong research capacity, headed by an academic who later became a very successful public servant. It has become less effective when its research became more amateur. There must always be a community input into research. But communities are not always the best agencies for such work. There are now many academic and professional experts sympathetic to multiculturalism and able to contribute. They must be sought out and given scope. The research capacity of Australian governments has been greatly diminished by the abolition of the Bureau of Immigration Research in 1996. Nothing has yet taken its place. Ethnic organisations have not filled the gap. Consequently there is much less policy related work being done at all levels - from the Department of Immigration down to schools and ethnic groups. This is not the case in Aboriginal studies - an important factor in raising the salience of Aboriginal issues within academic and other public institutions. Knowledge is power (or so they say) and a failure to develop knowledge should not be tolerated.

CONCLUSION

Many of these points you will already have understood and implemented. But the lesson of Australia is that if you are not constantly alert and become complacent you can be caught by conservative reactions against your interests and by populist appeal to common prejudices.

Australia and New Zealand are both viable multicultural societies. But they are not perfect and it should be the object of organisations like yours and FECCA to be vigilant and critical and not just to be self-congratulatory or self-satisfied. Both societies will remain multicultural. But sustaining multicultural policies, explaining these to the general public and effectively strengthening ethnic and multicultural organisations is a continuing task to which there is no visible end.


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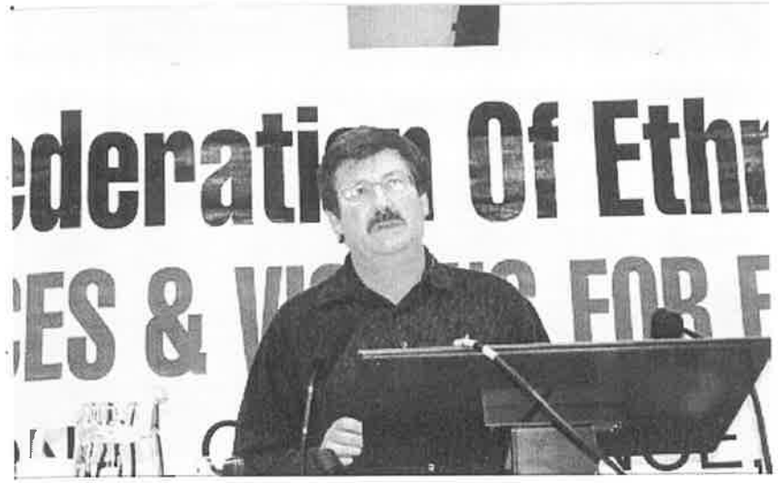
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ROLES AND RESPONSIBILITIES IN ENGLISH LANGUAGE PROVISION FOR ADULT NESB IMMIGRANTS AND REFUGEES

NOEL WATTS, CYNTHIA WHITE AND ANDREW TRLIN

This paper will examine the kinds of educational opportunities available to new arrivals to develop English language proficiency. In particular, it will look at the roles and responsibilities of different stakeholders, from the individuals themselves to the ethnic communities to which they belong, as well as the wider community and the state. The paper is based upon two studies carried out as part of the New Settlers Programme in 2000: one conducted amongst adult learners of English and the other involving educational institutions and training establishments. In the light of the findings of the surveys, a number of policy and practice implications will be identified and discussed.

BACKGROUND

In the 1986 review of immigration policy it was claimed that: "For immigrants...to make their place in their new homeland, it is important that they should have adequate English language skills and thus be able to communicate with the wider New Zealand community" (Burke, 1986:16). Similarly, the 1995 policy summary stated that "English is a key to successful settlement" and went on to argue that "...a lack of language skills can impose [a cost] on New Zealand" (New Zealand Immigration Service, 1995: 10). The dual messages embodied in these statements (that possession of English language skills positively assists immigrants to adjust to a new life in New Zealand, and that the lack of such skills places a

burden on the country) are not, however, new. They have been a recurrent theme in immigration discourse since the early 1900s.

Various measures have been adopted at different times in response to these views, ranging from the 1907 entry prerequisite for Chinese immigrants that they pass an English reading test, to the requirement introduced in 1995 that principal applicants in the General Skills and Business Investor categories must reach a specified proficiency level on a standardised, international English language test. Such requirements have often been selective and reactive, and based more on a desire to control immigrant flows from non-traditional source countries than concern for the welfare of the immigrants themselves (Henderson, 1998).

Setting aside the discriminatory overtones in some of the decisions made with respect to regulating entry to New Zealand on English language grounds and the arbitrary manner in which certain measures have been applied, there is still validity in the argument that English language skills do play an important role in settlement. A number of studies have identified or commented on the adjustment problems faced by some immigrants and refugees with low levels of English (see, for example, Trlin and Kang, 1992; Boyer, 1996; Ho et al., 2000). Some of these concerns relate to the difficulties that new arrivals face in accessing information and services. The Health Funding Authority (1998: 20), for example, reported that: "The greatest barrier to Asians seeking a GP when they or a family member is sick, by far, was language." Similar problems in accessing central and local government services have been noted by Hoffmann and Chrisp (1998) and Watts and Trlin (2000). These problems of access are particularly acute for refugees from North Africa, the Middle East and Eastern Europe (Christchurch City Council, 1997; Altinkaya and Omundsen, 1999; Madjar, 2000; Humpage, 2000).

Other studies have commented on the work-related English language difficulties of immigrants and refugees from non-English speaking backgrounds (NESB). Boyer (1996:66), for instance,

claimed that: "By far the most important [of problems encountered by the Taiwanese migrant in obtaining a job in NZ] are language difficulties". Winkelmann and Winkelmann (1998) in their economic study also concluded that English language proficiency is an important predictor of labour market outcomes. However, the relationship between English and employability is not a simple one. In the *High Hopes* survey (Department of Internal Affairs, 1996) the observation was made that a number of the applicants interviewed appeared to have a high level of English language skills, yet were finding difficulty obtaining jobs for which they were qualified. Possible underlying reasons for this lack of success in finding suitable work could be prejudice and discriminatory behaviour on the part of some employers (Department of Internal Affairs, 1996:37):

> *Several people whose written English comments appeared lively, correct and articulate, and who considered themselves thoroughly fluent, believed they had met discrimination because New Zealand employers did not accept their foreign accents.*

A study by the New Zealand Employment Service study (1998) made similar observations on the barriers to immigrant employment created and/or sustained by the linguistic and cultural prejudices of employers.

A number of studies and reports have examined different aspects of English language provision for NESB children and adolescents (see, for example, Department of Education, 1973a, 1973b; Department of Education, 1976; Education Review Office, 1996; Kennedy and Dewar, 1997; Ministry of Education, 1999a, 1999b, 2000b). However, less attention has been paid to ESOL provision for adult immigrants and refugees. The aim of the two studies reported below has been to fill this research gap and to shed light on the English language learning needs of NESB adults and the ways in which current provision in the post-compulsory education sector meets these needs.

The two studies conducted in 2000 formed part of the New Settlers Programme (NSP) at Massey University, a research programme supported by the Foundation for Research, Science and

Technology.[1] The first of the two studies focused on the experiences of adult NESB immigrants and refugees who attempted to develop skills in English language through both formal and informal sources. In particular, this study (which will be referred to in this paper as the Learners' Survey) attempted to investigate NESB immigrants' interaction with the social and educational structures of the society and how these wider contexts contribute to the development of English language skills in the post-arrival period. In addition the study explored the perceptions of immigrants about the domains of individual, societal and government responsibilities in relation to the advancement of the English language proficiency of new settlers.

The second study (referred to here as the Providers' Survey) examined the kinds of more formal learning programmes available in educational institutions and training establishments. It sought also to: tap the providers' perceptions of the needs of ESOL learners and the difficulties that they faced in developing competency in English; and to elicit suggestions on ways in which English language provision for adult immigrants and refugees might be improved.

METHODOLOGY

(a) Learners' Survey

The investigation was carried out using in-depth interviews (phase one), a postal questionnaire (phase two) and a stakeholder response procedure (phase three). In phase one interviews were held with some recent immigrants in Palmerston North and Wellington, the aim of which was to explore their expectations prior to arrival in New Zealand concerning English language learning opportunities in this country, their experiences of language learning post arrival, and their response to such experiences.

[1] For further details on the activities of the NSP see Trlin et al., 1998 and the NSP website at http://newsettlers.massey.ac.nz.

The findings from phase one were used as a basis for generating the 29-item questionnaire in phase two. In March 2000, after piloting, 377 questionnaires were sent out to Auckland, Wellington and Tauranga ESOL Home Tutor Schemes. Information was supplied to both home tutors and immigrants emphasising that the questionnaire was to be completed by immigrant learners of English and that home tutors should take care not to influence their choice of response. Home tutors were also given a sheet to complete in which they could give their own perceptions of immigrant experiences of learning English. Two hundred and eighty questionnaires were returned of which 32 were not usable due to many incomplete sections and difficulties with legibility. Thus the usable response rate for the questionnaires was 65.8 per cent. Fifty-one response sheets were received from home tutors.

In phase three of the project stakeholders were given an opportunity to provide further perspectives on the results of the survey. Participants in the procedure were 45 home tutors and immigrants from throughout New Zealand, who attended the National ESOL Home Tutor Scheme Conference in New Plymouth in May 2000.

(b) Providers' Survey

A 30-item questionnaire seeking information about policies and practices related to ESOL provision for adult NESB immigrants and refugees was devised, following advice gained in: focus group meetings with senior teachers employed in ESOL institutions in the Manawatu region; and discussions with various groups and organisations in Auckland and Wellington which have an involvement in ESOL provision (Skill New Zealand, Work and Income, Ministry of Education, National ESOL Home Tutors Association). The questionnaire sought information about the ESOL courses offered, the numbers of adult NESB immigrants and refugees who took these courses, the backgrounds of these learners, the qualifications and status of teachers and support staff, the funding arrangements that applied etc. The views of

respondents were also canvassed on the difficulties experienced by adult NESB immigrants and refugees in accessing ESOL courses and the changes required in ESOL provision to better meet their settlement needs.

The questionnaire was trialled among selected ESOL providers in Palmerston North in June 2000. Following minor modifications, the questionnaire was sent through the post in July-August 2000 to 155 educational institutions and private training establishments nationwide which were considered to have some involvement with ESOL. These comprised: (a) all polytechnics, universities and colleges of education listed in the *Directory of New Zealand Schools and Tertiary Institutions 2000* (Ministry of Education, 2000a); (b) private language schools in Auckland, Wellington, Christchurch and Dunedin that responded affirmatively to telephone enquiries asking if they catered for immigrants and/or refugees; (c) secondary schools (state, integrated and private) listed in Ministry of Education databases as providing ESOL for NESB students aged 19 years and above in their day classes; (d) community education centres and evening classes attached to secondary schools that were identified by regional ESOL advisors as offering ESOL programmes for new settlers; and (e) private training establishments (PTEs) listed by Skill New Zealand as offering courses with an ESOL focus. One hundred and seven questionnaires completed by ESOL managers in the educational institutions and training establishments contacted were returned by the due date, which represents an overall return rate of 69.0 per cent.

Interviews were held with senior ESOL teachers in 16 of the educational institutions and training establishments that responded to the questionnaire and who had agreed to participate in follow-up interview sessions. These interviews were held during October 2000 in Auckland, Hamilton, Palmerston North, Wellington and Christchurch. The institutions were selected on the basis of representing the different education and training sectors throughout the country, as well as for the insightful perspectives and views on issues and best practice that were

provided in answers to the open-ended questions in the postal survey.

RESULTS

(a) Learners' Survey

Participants' background

The participants came from a total of 41 countries, the five main countries of origin being the People's Republic of China (PROC), Korea, Taiwan, Iraq and Russia. Their native language backgrounds were equally diverse: a total of 49 mother tongues were reported with Mandarin, Korean, Russian, Cantonese, Arabic and Somali the main languages spoken. The largest single category for age was 30-39 years and almost three quarters of the participants were female (73.9 per cent). In terms of educational background, over half of the participants had tertiary, polytechnic or vocational training. Most of the immigrants in the survey had family in New Zealand (86.7 per cent), generally a spouse and/or children rather than parents. Despite the relatively high proportion with a tertiary qualification, only 25 per cent of the participants were in paid work at the time of the survey.

English language learning experiences

English language competence was perceived by the vast majority of the 248 participants as being of primary importance in settlement. It was considered by them as "Very Important" for finding a job (92.7 per cent), participating in New Zealand life (81.5 per cent), being accepted by Kiwis (70.6 per cent), making friends (68.6) and finding somewhere to live (64.5 per cent).

One hundred and seventy-six participants (70 per cent) had studied English before arrival, and 153 of the 248 participants (61.7 per cent) joined English classes in the first year. Apart from the National ESOL Home Tutor Scheme, the classes of choice were (in order) polytechnic classes, social English groups, high school or community education classes. Private lessons, university classes, and classes organised by a church or community groups were used infrequently. The participants had, however, somewhat

negative perceptions of their rate of progress in ESOL classes. Of the 153 who attended ESOL classes, only 30 (19.6 per cent) reported that they considered that they had made "a lot" of progress in learning English in these classes. The participants identified as the main problems they had faced in learning English in New Zealand: the cost of English language classes, the lack of opportunities to speak with Kiwis in English language classes, and the inexperience of Kiwis in speaking with people of other backgrounds. They were also concerned that there were very few bilingual teachers. Opinion was divided on whether it was easy to gain information about English language classes; 145 (58.5 per cent) indicated that they found it easy to obtain this information, while 103 (41.5 per cent) said it was not).

The participants considered that their English language development could benefit from more opportunities to speak English outside classes. Two hundred and thirty-six of the participants (95.2 per cent) indicated that they would value more opportunity for interaction with native speakers of English. While 41 (16.5 per cent) of the 248 participants reported having "a lot" of opportunities to use English during their first year in New Zealand, greater proportions reported having "some" (27.4 per cent), "few" (23.0 per cent), or "very few" (27.0 per cent), while 6.0 per cent said that they had had no opportunities to use English during this period. The participants mostly spoke English with people while shopping and with Kiwi neighbours and friends. English was used relatively infrequently in the family domain. The majority of the participants were not in paid employment. However, for those who were employed, interaction in the work environment was rated as the most useful means of developing English language skills. Other informal ways of extending knowledge of English used by the participants were television, books, newspapers, magazines, films and video.

Roles and Responsibilities

The participants were asked to reflect on where the responsibilities should lie for providing an environment that would facilitate development of English language proficiency among new arrivals at the individual, ethnic community, wider

(Kiwi) community, and government levels. The participants responded by citing a total of 917 instances as to how the English language learning situation for immigrants and refugees could be improved. These can be grouped as follows: individual immigrant responsibilities (376 instances), ethnic community responsibilities (200 instances), Kiwi community responsibilities (202 instances) and government responsibilities (139 instances). The overall distribution of responses suggests that participants recognised the crucial contribution of individual effort and commitment alongside that of the community and government. The domains of responsibility for each of the four groups are now presented.

Three broad areas were identified within the results relating to individual immigrant responsibilities. These were: engage with learning sources; communicate with the host society; and use self-management strategies. Engaging with learning sources involved preparedness to locate and make maximum use of formal sources of learning (i.e. classes) as well as informal sources such as the media. The participants also recognised individual responsibility for establishing links with the host society, primarily through establishing social networks and friendships with Kiwis. The third domain of individual responsibility related to intrapersonal aspects of self-management, that is the need for individuals to manage their own affective responses to situations which arise.

The more established members of the ethnic community were also seen as having a responsibility for providing assistance, orientation, networks and fostering cultural well-being. The single largest group of responses related, not surprisingly, to the provision of English language support, followed almost equally by a focus on the role of the ethnic community in society and responsibilities for developing ethnic community networks. Apart from providing direct assistance to new settlers through English language classes (particularly those with bilingual support), the ethnic community was seen as having a key role in providing contacts for new arrivals, helping them to maintain their cultures, and offering a pool of expertise. One further aspect of ethnic community responsibility was identified as providing a bridge to

Kiwi society and to government by acting as a representative of the interests of NESB immigrants.

The responsibilities of the wider (Kiwi) community related to four main areas: ESOL support, attitudinal factors, activities, and settlement and employment. The main aspect of support for language skills was providing immigrants with opportunities to take part in and learn from conversational interaction. The second key area of responsibility for the Kiwi community related to having a positive disposition to newcomers, and a degree of openness and a willingness to accept and include them in social activities. A further domain of Kiwi community responsibility was more practical in orientation and focused on the need for providing information, courses, training and employment opportunities, again with the aim of enabling immigrants to enter the mainstream of economic life and to settle comfortably in New Zealand.

The government was seen as having an important responsibility for funding ESOL provision, for providing centralised information about New Zealand life and society and providing opportunities for orientation to the new society. Government responsibilities were also placed within the context of wider responsibilities for the recognition of qualifications and the provision of employment opportunities as a basis for settlement. Finally, translation services were viewed as a source of concern for immigrants and an area in which the government should place more resources.

(b) Providers' Survey

Profile of the Participating Organisations

The 107 educational institutions and training establishments which participated in the postal survey comprised 32 secondary schools, 29 tertiary institutions, 26 community education organisations and 20 private training establishments. Of these, 87 (81,3 per cent) confirmed that they had offered ESOL classes for adult NESB immigrants and/or refugees at some time in the last five years and 78 (72.9 per cent) were offering these classes in 2000. Four of the institutions said that they would offer ESOL

courses again if more funding was available, while 2 indicated that offering these courses in the future would depend on demand.

The 78 institutions currently offering ESOL tuition for adult immigrants or refugees provided a total of 730 courses at different levels: beginners (81), elementary (139), intermediate (236), advanced (126) and "mixed" (148). The content focus of these courses ranged from general English communication to specialised courses that linked English language development with academic study skills, work-related skills etc. Courses of a more specialised nature made up almost half (47.0 per cent) of those offered.

The number of adult NESB immigrant and/or refugee students enrolled in courses with an ESOL focus in the participating institutions varied from one to over 2000. In the latter case this was a university in which there were large numbers of immigrants who were taking language support courses to help them cope with the demands of academic study. Just under half of the 78 participating institutions (47.4 per cent) had 50 or less adult NESB immigrant and/or refugee students in their ESOL programme.

Younger NESB adults (24 years or under) were in the minority: 8 (10.3 per cent) of the 78 participating institutions said that this was the main age group; 22 (28.2 per cent) institutions indicated they had mainly adults aged 35 years and over; while 48 (61.5 per cent) said that no single age group predominated. In general, there were more females than males in the ESOL courses. Fifty-six institutions (71.8 per cent) reported that females made up over half of the adult NESB immigrant and /or refugee student numbers. As far as the educational backgrounds of the ESOL learners were concerned, 31 (39.7 per cent) of the institutions reported that the adult NESB immigrants and/or refugees enrolled in ESOL courses had received some tertiary education. Only 13 (16.7 per cent) of the participating institutions indicated that the majority of their students had less than three years of secondary education. The main ethnic groups to which the adult NESB immigrant and/or refugee students belonged were, in order, Asian, European (other

than people from the United Kingdom or Ireland), Middle Eastern, African and Pacific Islands.

ESOL CONCERNS

All 107 institutions that responded, whether or not they were currently offering ESOL courses to adult NESB immigrants and/or refugees were invited to indicate whether they viewed English as: (a) the key factor in successful settlement, (b) one of the key factors, or (c) a minor factor. No responses were received for (c) but the responses were fairly evenly balanced between (a) and (b). However, the views of the respondents were more clear-cut with respect to the follow-up question: "Do you think that changes are required with respect to the provision of English language courses to better meet the settlement needs in New Zealand of adult NESB immigrants?" and a similarly worded question concerning English language provision for adult NESB refugees. Eighty seven (81.3 per cent) agreed that changes should be made in ESOL provision for immigrants and 75 (70.1 per cent) affirmed that changes should be made in ESOL provision for refugees. Only two respondents replied in the negative to the first question and one to the second, while the rest were unsure or didn't know.

In both the questionnaire responses and the follow-up interviews the strong view expressed was that immigrants and refugees have diverse cultural, educational and linguistic backgrounds and require flexible learning arrangements to meet their individual needs, including choices of course options at different levels ranging from general to specialised. The institutions were attempting to provide programmes to meet immigrant needs, particularly in areas related to preparation for employment. or further training. However, the kind of courses that can be offered depends on the level of funding available. Only 24 of the 78 participating institutions currently offering ESOL courses (30.8 per cent) agreed that the level of funding from external sources was appropriate for the service provided.

The participating institutions also cited a number of problems faced by NESB immigrants that limited their access to ESOL classes. These included a variety of individual circumstances such as lack of confidence, family attitudes and religious belief. Closely linked with this cluster, and particularly important for female caregivers was child minding. The other three main areas of difficulty were the cost of tuition, transport (especially in areas not well served by public transport) and the time of classes (some adults may find it difficult to attend day classes because of work commitments, while others have shift work or family responsibilities which limit their opportunities to attend evening classes). Selection criteria were seen as a problem by private training providers who were concerned about the eligibility restrictions placed on courses funded/managed by Work and Income and Skill New Zealand. Thirty-nine of the 78 institutions currently offering ESOL courses (50.0 per cent) indicated that they were taking some measures to assist students to overcome these difficulties of access. The measures mentioned included: arranging crèche facilities, scheduling alternative times for classes, offering courses of different length, providing flexible entry points to courses and subsidising tuition costs.

Roles and Responsibilities

The 107 institutions that responded to the survey did not agree that responsibility for facilitating access to English language learning was or should be their responsibility alone. Seventy-nine of these institutions made comments on different ways in which ESOL provision for adult NESB immigrants could be improved. They provided 182 instances which ranged from government responsibility for overall policy and direction to matters relating to local arrangements. Sixty-eight respondents also gave 135 instances of areas where they would like to see changes in ESOL provision for refugees. In both cases, over half of these instances related to government policy and resourcing as these have a direct effect on the level of ESOL provision available in educational institutions. In this respect, the results of the Providers' Survey differ understandably from those of the Learners' Survey where the attention of the ESOL learners focused first on their own roles and those of the ethnic communities to which they belonged.

At the government level, the providers firstly wanted action to improve access to ESOL for immigrants. As the head of the ESOL department of a large community education centre attached to a secondary school commented in one of the follow-up interviews:

> *We have a moral obligation, if we are going to take them [refugees/immigrants] to put money where our mouth is - we cannot just say "OK you're now here, you're a New Zealand citizen, you've got PR [permanent residence], now look after yourself."...There needs to be a centrally driven policy and we need to acknowledge that we must put more resources into these people. It's no good saying at the United Nations, "Oh we bring 750 [refugees] here, aren't we wonderful, we're only a small country." We're only taking them and just abandoning them really.*

A major barrier was perceived to be course fees, particularly at the tertiary level. Support was expressed for a system in which new immigrants and refugees received an entitlement to free or heavily subsidised tuition as of right up to the stage of gaining functional competence in English. Additional funding was required to meet more adequately the costs of hiring teachers, bilingual aides and assistants and the purchase of essential resources. A further problem highlighted was the lack of overall planning. There was support for national curriculum and assessment guidelines. There was also a view that considerably more attention should be given to devising a central system to ensure quality control and accountability in ESOL instruction at all levels. In addition, some providers saw the need for a national clearinghouse for ESOL-related information and research.

The providers were also conscious that there were areas within their own jurisdiction that need attention. A major concern expressed in the questionnaires and interviews was the lack of co-operation between institutions. Imposed market-driven ideologies had led to increased competition between providers resulting in wastage of time and resources.

> *We've been forced to tender and put a lot of work into putting up proposals and competing with other very good institutions. Our time and their time is wasted. We end up being very wary of each other instead of saying "Let's be rational about this, let's work on this together."*

They felt that ESOL courses could be more relevant to the needs of immigrants and refugees and that assessment could be carried out more thoroughly. More resources and materials were needed, particularly materials of an authentic nature designed for New Zealand conditions. Some institutions felt that greater recognition could be given to offering different modes of delivery to cater for the different situations of immigrants, ranging from classroom-based instruction to individualised packages and distance learning. Some providers considered that further attention needs to be given to the training and qualifications of teachers.

The providers considered that there was a widespread lack of understanding of the needs of ESOL students outside the profession. While those intimately involved in assisting adult immigrants and refugees realised that for many of the new arrivals progress in acquiring English skills is a long and slow process, funding providers (and the wider public) are often unaware of the extent to which the personal trauma suffered in their homelands can affect the settlement of refugees in New Zealand (see, for example, Madjar, 2000). Additionally, people with little or no formal education and who may also not be literate in their own language face a potentially lengthy period of adjustment in a new language and cultural environment and need special support (see, for example, Humpage, 2000).

Linked with a lack of understanding of the needs of ESOL students was insufficient recognition by the wider public of the investment of money, time and energy made by the adult NESB immigrants and refugees themselves in an effort to upskill in English. The senior teachers in the Providers' Survey pointed to the considerable financial sacrifices made by some NESB adults to enrol in relatively expensive courses to improve their language skills. Examples were given of immigrant and refugee families

who pooled resources so that one family member could enrol in ESOL courses. Other instances included immigrants and refugees walking long distances to attend classes as they could not afford the costs of public transport.

A further related problem was attitudinal. The teachers who participated in the Providers' Survey pointed to negative attitudes towards newcomers in New Zealand society which made it difficult for immigrants and refugees to make personal links with Kiwis. This in turn restricted their acculturation in the New Zealand environment and limited their opportunities to develop confidence in using English in a range of interactional contexts. In this connection, the head of the ESOL department in a large secondary school expressed the need for consciousness raising on ethnic relations:

> *We also want some sort of national education of Kiwis on shifting the thinking on diversity. There needs to be some forward thinking on making Kiwis friendlier, more accepting, communicating better [with people from diverse backgrounds]. Schools need to develop anti-racist programmes. We need someone, somewhere to develop some sort of packaged course on race relations.*

DISCUSSION

The two studies approached the situation of adult ESOL learners from different perspectives. In the first study the focus was on the perceptions of the immigrants and refugees themselves of their English language learning needs and difficulties, whereas in the second study the views of providers were sought. The two studies also represented somewhat different orientations to gaining proficiency in English: more informal (and inexpensive) learning avenues in the Learners' Survey as against more formally organised, fee-paying, classroom-based instruction in the Providers' Survey. Together, however, the two studies are complementary and provide a snapshot of the range of opportunities for ESOL support available to adult NESB immigrants and refugees.

The perspectives generally intersect and the findings are congruent over the two studies particularly with respect to immigrant English learning needs, the difficulties faced by NESB adults in accessing appropriate learning opportunities, and the responsibilities of different groups for providing these opportunities.

English learning needs

Both studies endorse the view that English is a crucial factor in successful settlement. The strongly held opinion of the immigrants and the providers is that competence in English is crucial for making friends with members of the Kiwi community, for further education and training, for employment and for obtaining services, and as a basis for settlement. The Learners' Survey findings indicate that new arrivals look to ESOL classes as a primary means of developing competence in English. As immigrants and refugees vary considerably in their linguistic, cultural and educational backgrounds and their aims and aspirations, they need to be able to access different kinds of ESOL programmes that meet their needs appropriately.

ESOL lessons must also be supplemented by communicative practice in real-life situations. Both providers and learners recognise that language learning outside the classroom plays an essential part in the development of fluency. If NESB immigrants and refugees are to develop English language competence approaching that of native speakers, then they need to build up their confidence and competence as speakers and listeners by using English in meaningful interaction with a wide variety of speakers in diverse social settings and contexts.

Problems faced by immigrants

The survey results suggest that these needs are not necessarily being met. Although the findings reveal that a wide variety of ESOL courses are being offered by institutions and that courses of a more specialised nature make up nearly half of the offerings (which represents a considerable advance on the situation

described by Gubbay and Cogill in 1988[2]), the fact remains that immigrants and refugees do not always have ready access to appropriate ESOL courses because of tuition costs, transport costs, child minding costs etc. or, in the case of some courses funded by Work and Income/Skill New Zealand, because of eligibility criteria that may exclude them.

Furthermore, outside of the structured and protective language learning environment provided in the classroom, immigrants and refugees may have limited opportunities to immerse themselves fully in the English-speaking milieu. For many of the participants in the Learners' Survey, particularly those who were not employed, difficulties were experienced in establishing direct social contact with a range of native speakers. Hence they were denied rich opportunities to experience English language use in real-life communicative situations, which in turn hinders their English language development.

Roles and responsibilities in ESOL learning

Where, then, do the major roles and responsibilities lie in the ESOL domain? The survey results suggest that these are joint responsibilities of the immigrants themselves, the ethnic community to which they belong, the wider Kiwi community and the government.

The Learners' Survey challenges the notion that immigrants and refugees necessarily assume that the host society is primarily responsible for providing the means for them to improve their English skills. The view that emerges from this survey is that the immigrants realise that they must play their part by seeking out all means possible to develop English competence. To do so may involve making efforts to socialise and converse with native English speakers, using the media (TV, radio, newspapers etc.) to extend their grasp of vocabulary and idiom or seeking specialist

[2] Gubbay and Cogill (Department of Education, 1988) suggested that the emphasis on general English locked NESB adults into a dependency on classroom-based instruction and did not empower them to participate on equal terms with other citizens in the real world, either socially or in the workplace.

assistance through home tutors or classes. The Providers' Survey adds support to the view that immigrants are prepared to take a major role in their English learning by highlighting the effort and sacrifices made by immigrants and refugees to enrol in and engage in classroom learning.

The ethnic community, particularly that section of it which is well established in New Zealand, also has an important role in assisting newcomers, helping them through their networks to obtain information on ESOL learning opportunities and, in some cases, organising ESOL classes. In addition, the ethnic community can act as a bridge to the Kiwi community and fulfil an advocacy role in representing the concerns and needs of NESB immigrants at the national level.

The wider Kiwi community must also play its part through befriending immigrants, conversing with them, and helping them to develop confidence and fluency. This applies also to helping newcomers to obtain employment, making them feel welcome in their new jobs and involving them in workplace activities. Apart from general contact with Kiwis in the community, new settlers need the organised exposure to English provided by tutors and teachers who are native speakers of English. Skilled, encouraging teachers in the home tutors scheme, community education, secondary and tertiary institutions and private training establishments who have positive attitudes towards new settlers and who understand their backgrounds and the difficulties that they face in adapting to life in New Zealand, are of vital importance to the development of English skills among immigrants and refugees.

Much of what can be provided in ESOL tuition depends on assistance and funding at the national level; there is a limit to the resources available at the local level, despite the best efforts of individuals or local communities. A common difficulty for new settlers identified in the two surveys lies in obtaining clear, comprehensive information and advice on the kinds of ESOL learning opportunities available to them that would best fit their

learning needs. Similar criticism of the lack of information and advice with respect to English language learning opportunities, as well as information on other services have been made by Ho et al. (2000). The absence in New Zealand of a national network of agencies which could help guide immigrants in their choice of ESOL courses contrasts with the availability of Migrant Resource Centres in some overseas countries, notably Australia, which act as a "one stop shop" to provide information and referral services as well as orientation, communication skills and literacy training (Stevens, 1999).

A common thread that runs through the survey responses is criticism of the funding of adult ESOL programmes in New Zealand. This reiterates comments expressed in a number of other surveys and reports (McGillivray, 1996; McDermott, 1997; Forsyte Research, 1998; Ho et al. 2000). The Providers' Survey participants, for example, are firmly of the belief that any future improvements in the quality and range of ESOL provision depends on an increase in the level of funding from central government as well as additional financial support from other groups: local authorities, community groups, the private sector etc.

A fundamental problem, however, that emerges from the Providers' Survey is that the English language learning opportunities of adult NESB immigrants and refugees are constrained by the uncoordinated nature of ESOL provision in post-compulsory education. There is a lack of cooperation between the different sectors and a marked absence of an overall strategy for adult ESOL provision. This contrasts with the situation in Australia where the long-established Australian Migrant English Program (AMEP), administered by the Department of Immigration and Multicultural Affairs, provides for up to 510 hours of free tuition for new arrivals who have not reached a functional level in English (Martin, 1999). A similar model is the Language Instruction for Newcomers to Canada (LINC) programme (see Citizenship and Immigration Canada, 2000). Both the Australian and Canadian nationwide programmes

fund accredited public and private organisations to provide basic English language instruction to adult newcomers, allow for a variety of training interventions, and include mechanisms for monitoring courses to ensure quality control and accountability (areas of deficiency identified by participants in the Providers' Survey). They also oversee data collection and research, assist in the development of resources and play a part in the professional development of ESOL teachers - activities which closely resemble those that have been proposed in New Zealand as part of a comprehensive national languages policy but which have not yet been acted upon (see Peddie, 1991; Waite, 1992; Watts, 1997; Shackleford, 1997).

CONCLUSION

It is acknowledged that the two surveys described in this report have a number of limitations. They have been conducted among a limited number of ESOL learners and ESOL institutions and cannot be interpreted as being necessarily representative of the views of immigrants and refugees as a whole, or those of all ESOL providers.

However, taking into account such limitations, the surveys provide a snapshot of some of the English language learning concerns and problems that face adult NESB immigrants and refugees in New Zealand. Although perceptions of immigrant ESOL needs are influenced by one's position in the system (i.e. whether one is a learner or provider), there is general agreement that these needs are pressing and inadequately addressed at the present time. The findings further imply that a number of key stakeholder groups must share responsibility for the ESOL development of NESB adults. The immigrants and refugees who participated in the Learners' Survey recognise that they have responsibilities in this domain and demonstrate that they are actively following a variety of strategies intended to further their English language competence. Similarly, along with the participants in the Providers' Survey, they view ethnic communities and the wider public as having important responsibilities for providing a receptive and accepting

environment which would facilitate the development of English language competence among new arrivals.

However, while acknowledging the importance of individual and community responsibility, the findings also strongly point to the need for a comprehensive national review of ESOL provision for new settlers and the establishment of a national policy for adult ESOL tuition to redress the present "ad hocery" of provision (Altinkaya, 1998:184). A considerable injection of funding into adult ESOL programmes appears an inevitable consequence of any moves to improve the present situation and to ensure that all immigrants and refugees have realistic formal opportunities to upgrade their English language skills. The costs of maintaining a comprehensive ESOL programme at the adult level may be substantial, but as one of the survey participants observed: "the costs if you don't are worse".

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ADDRESS BY THE HON AUSSIE MALCOLM

MALCOLM PACIFIC CONSULTANTS

I am not an academic. I am a pragmatist. My presentation this afternoon is unashamedly pragmatic. That is not to say the academic approach to immigration is not valid or valuable. It is simply a question of horses for courses, and on immigration issues I am a pragmatic working horse, of mixed breeding.

Even a pragmatist can be idealistic, and I share many of the ideals of most of you at this conference particularly. I am idealistic about New Zealand being a vigorous multicultural society. Being a pragmatist, however, I take the view that just because I have a certain set of ideals does not mean they are therefore universal. These are simply my ideals, that all.

If I want to encourage the implementation of my ideals into the wider community, I cannot do so simply by imposing my will on others. Neither will I convert many people by lecturing them, nor by adopting a high moral ground based on the proclamation that anyone whose ideals are different to mine are therefore of lesser integrity than mine. If I seek to have my deals widely implemented in my community, I need to take a more strategic, perhaps even a more devious approach; in brief I need to be something of a politician.

Being a politician, and being a pragmatist, is entirely appropriate if one wants to advocate a vibrant multi-cultural society, because Migration is, in the 20th and 21st century, an intensely political issue in which formal government institutions have a large part to play.

E.G. Ravenstein who was, I think, a statistician, first promoted the push/pull framework for understanding migration, arguing that the pull factors were strongest. Julian Wolpert was a geographer but took a behavioural approach, focusing on the stresses and perceptions of individuals. Petersen saw five categories of migration: primitive, impelled, forced, free and mass. If I had the time and my life over again I would like to explore the possibility of there being a gene present in some of us (and not in others) that caused those of us who had the gene to want to explore "the other side of the hill".

> But, theories of migration aside, a simple overview shows me that from the earliest times, in order for there to be immigration two conditions needed to be met. First there had to be individuals who wanted to move. Secondly, it was necessary to have either unoccupied lands, or host communities who were prepared to accept outsiders. These two conditions remain predominant issues in the migration paradigm to this day.

Let me first of all deal with the question of the individual.

Even when apparently quite large numbers choose to move at the same time, it seems to me that they still do so largely as individuals. Whatever may be postulated as theoretical reasons for modern migrations, my pragmatic observation is that: there are always far more who stay than there are those who move. If "China coming in '97" was indeed, the reason for apparently large emigration out of Hong Kong prior to 1997, how does one explain why so many stayed? In fact about 60,000 left each year, against a base population of 6.6 million, which is about the same ratio to population as New Zealand's so called brain drain. Did the other 6,640,000 Hong Kongers stay "because China was coming", I think not.

I was actively involved when a flood of people came out of Indochina in the late' 70s, but that dramatic outpouring was only a

very small percentage of the population who stayed. There is no empirical evidence that those who stayed were happy or content at that time. There is a great deal of evidence that those who left suffered greatly. Where is the logic of push/pull in those equations?

I think that theories of migration are in large part attempts by academics to create a logic to explain that which is not really explainable other than by recognising that it is the individual who is predominant, not the group. Some individuals are extraordinary. One of the under-recognised characteristics of a very small percentage of the world's population is a willingness to walk away from all the security blanket of group, society, language, and culture, and have a go at making a new life in the valley over the "other side of the hill". I take that individualistic view of all modern migrants, whether they be classified by policy as skilled, investor, refugee, or in the family reunion category. In each case there will always be far more of their peers and cohorts with identical push and pull factors that choose not to migrate. So I say the ones that do migrate are very extra-ordinary. No matter how they may be measured by demographers they have an "X Factor" that makes them different, and makes them migrants. The fact those social scientists don't yet how to measure that "X Factor" for migrants does not change my pragmatic observation. I believe that this unique but unmeasured quality of all migrants is highly relevant when it comes to looking at the question of resettlement.

> I will deal with that issue later but let me signal the direction of my argument by saying that I believe that the presence of that under-recognised "X Factor" leads to a presumption that, all other things being equal, properly selected migrants should not need much resettlement help at all. Their individualistic instinct for self-betterment is more powerful than any publicly funded could possibly be.

Turning to the second leg of my migration paradigm, there is not much desirable unoccupied land left today. The last migration to

a perfect destination was probably the great trek of the Boer who fled the British and found paradise only to be pursued again and subjected to what can be compared, without hyperbole, to the Nazi holocaust against the Jews. So the presence of a host society that is prepared to welcome outsiders, has become the only remaining element of my second leg. But in modern society that element has itself developed two halves.

The first is the attitude of society as represented by its government, administration and institutions. The second is the attitude of society as represented by the community itself. There is no guarantee that, in the context of migration, these two parts will necessarily be in harmony. In fact it is my thesis that they frequently are not.

In terms of human rights law and institutions to mediate multiculturalism, it is hard to find fault with us. Externally we appear close to utopia. That is a reflection of our administration and our institutions. But if anyone thinks that reflects attitudes within our wider community, just try being an ethnic Indian in Aotearoa. Ethnic Indians are systematically stereotyped and prejudiced against in New Zealand to an extent that is, quite simply, shameful. And it's not new. It started with King Dick Seddon and is deeply entrenched in our society. Although it is one of our worst prejudices, it is only one of many. The reality is that our society is not as many of us would like it to be.

If one is idealistically inclined towards multiculturalism and is in a position to influence immigration policy, what is one to do when confronted with this reality? Does one impose one's idealism upon society? That can bring a short political career, social disharmony, and the development of ghetto attitudes among minorities if not, in some cases, physical ghettos themselves (whether lower, middle or upper class). I think many people are starting to realise that such a market forces view is great for soapsuds and disastrous for communities. Worst still, a hands-off approach can lead to the very worst of tyranny, the democratic tyranny of the majority. An alternative is the pragmatic and more

interventionist approach of a government that works towards an ideal but constructively, in harmony with the host community, which can change from time to time.

Out last 20 years have seen examples of all these approaches in New Zealand and we have seen a variety of outcomes. Being a pragmatist, I want to review a few of them anecdotally.

I don't know how many of you can remember how flat our cuisine was just 25 years ago. Baked potatoes and turnips, grey, reheated lamb and gravy and peas from a tin, Watties fruit salad and vanilla ice cream for dessert. And that haute cuisine! On yuck! We did at that time have a few exotic foreigners. Dutch people, whom we roundly abused, and Chinese who ran green grocer shops, of whom we were fond in a feudal sort of way. I am prepared to modestly lay claim to the title of "father of good food and multiculturalism" by my decision to introduce a policy that permitted the entry of ethnic chefs without reference to traditional source, qualifications or language skill. All that was required was simply that they had an offer of employment from a restaurant featuring ethnic food on its menu. In the late 70's that policy changed New Zealand.

Suddenly, there were German, Italian, Lebanese, Chinese, Indian, you name it, turning up all over the place. In many cases members of Kiwi ethnic minorities set up little restaurants just to facilitate the entry of their cousins (who sometimes had never worked professionally in a restaurant) but I didn't care. I was improving New Zealand's diversity of urban experience. I was encouraging multiculturalism. I was strengthening isolated family groups. There was not one peep of complaint from the community at large. Not one dollar was spent on resettlement (and there was no demand for it) and there were very few social casualties at all. I believe it was that policy that laid the foundation for the partial move toward multiculturalism that we have achieved in New Zealand today. What I want to stress is that it brought zero negative reaction from the public because the public saw themselves as the beneficiaries of increased choice and

improved service. Ethnic minorities were slotting into the economy at a level the host community saw as appropriate. No existing jobs were being threatened or challenged, no demands were being made for state benefits and resettlement because none was needed.

I want to contrast that with the policies of the 90's which were ideologically driven and which took no account of the perceptions and needs of the host community. These policies produced a situation in which overqualified migrants found themselves unemployed in the environment produced by the prejudices and stereotypes of the host community. This happened because migrants skill levels directly threatened the job security of their hosts. All of this led to inappropriate employment of migrants and social placements typified by the "doctor driving a taxi" syndrome with which we are all familiar. This syndrome has contributed to suicide, family stress, welfare payments and it has also alienated second generations who have seen their fathers fail. It has also called for government funded resettlement programmes.

In my opinion both the ethnic chefs of the 70's and skilled migrants of the 90's did have the "X Factor" that permitted the presumption that they should succeed but in one case the government's policy was pragmatically in harmony with the wider community, whereas in the other it was not. The pragmatic policy succeeded. The ideological policy failed.

At the time of the Indo-Chinese refugee crisis, New Zealand was faced with the challenge of rapidly absorbing relatively large numbers of people who had little in common with any existing ethnic group. I was careful not to publicise this fact at the time, but I set the challenge even higher because, unlike Australia and the Northern Hemisphere democracies, I decided not to pick out the skilled and the English speakers, but to consciously take those whom others rejecting. Without casting aspersions, the Indo-Chinese refugees we took were what other countries called the "bottom of the barrel". The evidence is that New Zealand

settlement outcomes were more successful than other western democracies. There were lower suicide rates, higher economic participation rates, and significantly lower costs per capita to the taxpayer. How did we do it? The mechanism for setting targets was directly linked to the community's capacity to absorb. Resettlement Committees were, encouraged all over the country through local bodies, church groups, schools, and service clubs. Each little committee had to guarantee access to a rented property, be prepared to fund rental payments during the settlement period, to provide a job for the principal earner of the migrant family, and community support for the women and children.

The more such committees came forward, the higher the quota of refugees. Time in the resettlement Centre was kept to an absolute minimum, and much to the chagrin of some of my liberal opponents, so too was the money spent on English language training. There was no shortage of well-intentioned educationalists who visualized themselves, for up to a year at a time, in front of classrooms of Indo-Chinese, teaching them English "so as to help them integrate".

But those well-intentioned folk failed to recognise that if a migrant had the spirit and the independence to throw himself upon the seas, he certainly had the personal strength to settle in New Zealand, if only there was a community group willing to host him. And to the migrant, the environment inside the resettlement camp, at Mangere was little different to the environment in the UNHCR camp in Thailand. The fact that each refugee family was automatically plugged into a local group who was committed to being their advocates went a long way to silencing the inevitable rednecks that were unhappy about the "Asian hoard". You're are far less inclined to tell "Chinese jokes" in the pub if there's a risk that the fellow next to you is good friends with one! My deviousness went a little further. I carefully positioned myself in the public arena as being "reluctant", and allowed myself to be attacked by the organisers of the committees whom, in fact, I funded, and with whom I consulted regularly on strategies.

I draw the comparison with some of the more recent refugee settlement efforts that have been highlighted by decisions made by Government without any consultation with the community, and with more expensive resettlement programmes funded by the taxpayer.

And, it seems to me, to be driven by an underlying expectation of dependence on the part of the migrant rather than an underlying expectation of independence that will lead to the individual being likely to succeed if left alone. Rather the plan was to provide a community a community based network that genuinely wanted to welcome the refugee.

The proposition that I want to put is that the measure of a multicultural society is not a matter of numbers, but of values. If you tell me that a community has 75 different ethnic groups, and that minorities constitute 30 % of the population, then that tells me nothing of that community's multiculturalism. It could be a community of isolated groups, individuals who were failing to integrate, social stress, failure, unemployment, high suicide rates, hostility and ethnic conflict. To me multiculturalism is about diversity combined with mutual respect, harmony, and the ability of all individuals, both migrant and host, to be enjoying a sense of fulfillment. That is about quality and values, not numbers. I don't care about what percentage of the population is made up of minorities; what I care about is that one hundred percent of the host population has positive attitudes towards minorities, whatever their numbers. Achieving the multiculturalism that I refer to is not a question of my level of insight, understanding and tolerance; it is a question of the community's.

Over the last 15 years our migration policies have been driven by the measurement of inputs and outputs that have got dollar signs attached to them, and a consequence is that we are now facing pressure for settlement programmes that will themselves have dollar signs attached to them. My conviction, based on my lifetime of experience, is that such programmes will have little benefit. They are simply proxies, and inadequate proxies, at that.

For what is truly needed is the support of the community at large. But gaining the support of the community means listening to the community and working with the community, including working within the limitations of the community, whatever those limitations may be.

If the community does not want to accept more refugees of a particular ethnicity or profile, don't force them on the community and then prop up the failures with taxpayer funded resettlement. Ask why the community has had enough, resolve the difficulties or prejudices within the community, and then move forward when you can take the people with you. If you know certain ethnic groups or nationalities are having difficulty achieving reasonable participation rates in the workforce, don't continue to encourage their migration to New Zealand on the basis of their qualifications alone. Delegate power to the community by placing focus on the availability of an offer of employment.

I would rather smaller numbers of under-qualified but fully employed minorities than larger numbers of over-qualified but under employed ones. Don't regard family reunion as "non-economic" migration. Far better a brother to greet you at the airport, than one million dollars in a bank that you have to find by asking a stranger the way. I see a certain irony in the present immigration picture in New Zealand. The present government is starting to seriously address settlement problems that are not of its making. The present settlement problems have been caused by prior governments that were driven by ideology, and treasury dominated economic theory, but with little understanding of values and the dynamics of community interactions. But at the same time the present Government is the first government for over 15 years that is showing an instinct towards common sense. Pragmatic interventions in the field of migration will diminish settlement problems in the long-term because of better selection criteria and decisions in the first place.

To the extent that we do have settlement problems, in the short term, let's get on and solve them. But let us not fall into the trap of

assuming that settlement problems and the costs thereof are somehow, an inevitable consequence of migration. They are not. Migration polices are capable of producing significantly positive outcomes that represent no significant cost to the taxpayer. The key to achieving this is recognition of the fact that, by virtue of a person being a migrant, he is almost by definition one of a relatively small group of quite extraordinary individuals who will bring with him an extraordinary ability to adapt, survive and settle. Notwithstanding that social scientists do not know how to measure that extra-ordinary ability, it is of more importance in the settlement process then are economically measurable items such as wealth and qualifications.

But in order to adapt, survive and settle the migrant needs a community that is willing to receive and welcome him. Managing a successful immigration policy is substantially about managing those community attitudes. The starting point is to consult with the community, to carry them with you, and to be realistic about what the community's limitations may be, from time to time. Pushing the community too far, imposing upon the community migrants to whom the community will not relate, (irrespective of their wealth) or to whom the community will not give employment, (irrespective of their qualifications), damages the objectives of multiculturalism, damages the individual migrant, and damages other migrants attempting to settle.

NEW INITIATIVES IN MIGRANT SETTLEMENT AND REFUGEE RESETTLEMENT

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NEW ZEALAND IMMIGRATION SERVICE

This paper presents an overview of new initiatives being developed by the Government to improve the quality of migrant settlement and refugee resettlement in New Zealand. The Government is paying increased attention to (re)settlement issues. Policy, service delivery and research initiatives are leading to a more integrated and considered approach to the needs of new migrants and refugees. The initiatives described in this paper include a co-ordinated cross sector approach to improving the well-being of migrants and refugees; research projects to improve our understanding of the factors leading to successful (re)settlement, and, as an example of the work going into settlement service issues, the new settlement pilots of new services to migrants and refugees.

This paper is organised into four parts. Part A provides some background information on New Zealand immigration; Part B outlines work currently underway to develop integrated migrant settlement and refugee resettlement policies; Part C outlines two research projects examining refugee resettlement and migrant settlement; Part D discusses the new (re)settlement service initiatives. Finally, there is a summary and conclusion.

PART A. BACKGROUND

NEW ZEALAND'S IMMIGRATION CONTEXT

In late June 2000, when opening a joint meeting of the Australian and New Zealand Population Associations, the Minister of Immigration, Hon. Lianne Dalziel, emphasised that the New Zealand government "has embarked on a concerted effort to establish an effective migrant settlement policy" (Dalziel, 2000, 4). However, as the Minister (2000, 4) went on to observe, the interest previous administrations had in migrants and refugees "ended as soon as they arrived in New Zealand".

In many people's eyes, immigration in New Zealand remains a contributor to economic growth and also to nation building. New Zealand is a nation of immigrants. The initial settlers, the indigenous Maori people (tangata whenua) arrived around 1,000 years ago. Within the past 200 years increasing numbers of migrants from firstly Australia and Europe, and then the Pacific Islands and Asia have called New Zealand home (Bedford, Ho and Lidgard, 2000a).

A brief history of immigration to New Zealand is as follows. People from Europe, especially the United Kingdom and Ireland, have a long history of immigration to New Zealand. This is a reflection of immigration policy which for more than a century allowed unrestricted access to people of British and Irish birth and descent. This ceased in 1974 after deteriorating economic conditions in New Zealand and a record influx of migrants in the early 1970s led to a review of immigration policy in 1973. From 1974 British migrants were required to obtain entry permits as were other people wishing to immigrate to New Zealand.

Since then, there have been a number of changes in immigration policy. In the early 1980s the main method of regulating

immigration was the occupational priority list, which allowed for the entry and residence of people who had skills that were in short supply in New Zealand. In 1986 there was a major review of immigration policy (Burke, 1986). This led to a change from selecting targeted migrants from traditional source countries, to selection based on personal qualities, employment history, qualifications and potential to contribute to New Zealand.

In 1991, the points system was introduced. Under this system, which still operates today, applicants can be approved for residence if they achieve a minimum number of points. Applicants must meet the prerequisite English, character and health requirements and achieve a minimum of ten points for qualifications. Applicants can then gain points for other factors, such as, work experience, age and settlement factors. The General Skills policy was introduced in October 1995. This modified the previous points system to place more emphasis on the transferability of human capability to New Zealand.

Family reunification is also a large part of migrant flows to New Zealand. This category allows for New Zealand citizens and residents to sponsor people to live in New Zealand if they are married to or in a de-facto (including same-sex) relationship with the person, and, in some cases, to sponsor, parents, children, and adult siblings to New Zealand.

Since 1987, therefore, there has been a more diverse range of countries from which New Zealand has received its migrants (Lidgard, Bedford and Goodwin, 1998a; Lidgard, 1998). Therefore, over time, population flows into New Zealand's major cities were becoming much more diverse (Bedford, Ho and Lidgard, 2000b). Accompanying this diversity in migrant source areas was increasing diversity in settlement outcomes.

WHO ARE THE OVERSEAS BORN PEOPLE IN NZ AND WHERE DO THEY LIVE?

It is useful to have some context of the population when discussing migrant settlement issues. The following analysis of 1996 Census data describes the location and demographic characteristics of migrants to New Zealand (New Zealand Immigration Service, 2000). The analysis is for all migrants and also for 'recent' migrants, that is; those who live in New Zealand and who first arrived to live here 5 years ago or less.

As noted, migrants come to New Zealand from a diverse range of countries. Currently people from the United Kingdom, the People's Republic of China, India and South Africa make up the largest residence markets and have done for several years. Other significant sources of migrants include the Asia and Pacific regions, with Fiji and Samoa consistently featuring strongly in flows in recent years.[3] New Zealand also has an active programme of refugee resettlement, with 15,364 United Nations mandated refugees resettled in New Zealand between 1979/80 and 1999/2000. In regard to refugee nationalities, the largest numbers resettled over the last few years include the following nationalities: Afghanistani, Eritrean, Ethiopian, Iraqi, Somali, and Sudanese.

GEOGRAPHICAL DISPERSION OF THE POPULATION

At the time of the 1996 census, New Zealand's usually resident population was recorded as 3,454,425 persons. Of this, eighteen percent were born overseas. Of the overseas born population, 44 percent were living in Auckland, 12 percent in Wellington, 8 percent in Christchurch, 3 percent in Hamilton and 3 percent in Dunedin. Thirty-two percent of migrants were living in 'other areas'. In comparison, of the New Zealand born population, 21

[3] Recent migration trends are outlined in an appendix.

percent were living in Auckland, 9 percent in Wellington, 9 percent in Christchurch, 4 percent in Dunedin and 3 percent in Hamilton. Fifty four percent of the New Zealand born population was living in 'other areas'.

Fifty two percent of the overseas born population were from Europe [including Russia], South Africa and North America (ESANA), 16 percent were from the Pacific, 10 percent from North Asia, 9 percent from Australia, 6 percent from South East Asia and 3 percent from South Asia. Three percent were from other regions.

Recent migrants were defined as those who had been in New Zealand for between 0 and 5 years. This category included a total of 158,178 people who, at the 1996 Census, were born overseas and who specified how long they had been in New Zealand. Recent migrants' regions of origin differed from the total migrant population. This reflects the shifting patterns of migration evident over the last two decades. Thirty-two percent of recent migrants were from ESANA, 28 percent from North Asia, 10 percent from Australia, 10 percent from South East Asia, 10 percent from the Pacific and 6 percent from South Asia. Six percent were from other regions.

More than half (53 percent) of the recent migrant population were living in Auckland, 10 percent were living in Wellington, 8 percent in Christchurch, 3 percent in Hamilton, and 3 percent in Dunedin. Twenty-three percent were living in 'other areas'. As expected, a large proportion of recent migrants from all regions was living in Auckland. Seventy-one percent of recent migrants from North Asia were living in Auckland, 67 percent from the Pacific, 63 percent from South Asia, 49 percent from South East Asia, 41 percent from ESANA, and 30 percent from Australia.

GOVERNMENT INVOLVEMENT IN SETTLEMENT

For much of the 20th century the Government provided settlement assistance to new migrants (e.g., arranging initial accommodation or work). Direct government involvement decreased, however, from the 1960s onwards and at the end of the 1980s the Department of Labour's Settlement Unit was formally disbanded. During the early 1990s the prevailing policy direction was toward migrants determining and resourcing their own settlement needs. With the exception of mandated refugees, the Crown's role was more focused on providing and assisting with pre-settlement information. Other institutions and agencies, as well as the vagaries of 'market forces', were to deal with the needs of immigrants once they were in the country.

There is evidence that migrant settlement and refugee resettlement outcomes in the 1990s were not optimal. Problems in this area are characterised by difficulties in finding satisfying employment and settling into local communities. This has prompted calls from non-governmental organisations (NGOs), and ethnic and community groups for more leadership from the Government in relation to migrant settlement and refugee resettlement, particularly for the establishment of comprehensive (re)settlement policies. The Government is now developing a response.

PART B. THE DEVELOPMENT OF INTEGRATED MIGRANT SETTLEMENT AND REFUGEE RESETTLEMENT POLICIES

The Government has identified migrant settlement and refugee resettlement as key areas of policy for further development. In November 2000, Cabinet agreed to a strategy for migrant settlement and resettlement, which is outlined below, and that the NZIS co-ordinate the development of a work programme and chair an Interdepartmental Committee on Migrant Settlement. The

Committee will help to ensure that Government Departments are aware of the particular needs of new migrants when providing services.

There are two major aspects to the government's involvement. First, through the establishment of an overall policy, the Government can clearly set out its objectives for migrant settlement and refugee resettlement, and ensure that public funding of services for the general population take into account migrants' and refugees' needs.

Secondly, the Government may decide to meet some of the costs associated with migrant and refugee (re)settlement, such as the provision of English language assistance or interpreter services (where English is not a migrant's first language) to help migrants and refugees successfully settle in New Zealand, and prevent the effects of poor settlement adversely impacting on migrants and their families, on the local communities in which they live, and New Zealand society as a whole.

At its broadest level, the objective of integrated migrant settlement and refugee resettlement policies are to ensure that both groups successfully adapt to their new lives in New Zealand as quickly as possible, so that they achieve the fullest possible participation in New Zealand's economic, social and cultural life.

In addition, developing overarching policies for migrant settlement and refugee resettlement will ensure: clear objectives; the better use of resources (particularly between central government, local government and non-governmental organisations); more effective policies and services, and achievement of the best possible outcomes.

Because it will take time to develop these integrated strategies, the Government has agreed to set up a range of migrant and refugee

(re)settlement pilot services. The evaluations of these services will feed back into the further development of the strategies.

STAGES OF MIGRANT SETTLEMENT AND REFUGEE RESETTLEMENT[4]

Settlement in a new country can be a lengthy and complex process, and experiences vary between individuals. Some people take only a few months to adapt to life in a new country, while others can take many years. All migrants and refugees (regardless of their skills, ethnicity, and background) go through some process of adaptation leading to participation in New Zealand society.

For refugees, the process of adjustment is often longer and more complex, as they have usually not chosen to leave their homelands, and generally come from cultural backgrounds that differ greatly from those in New Zealand. The Crown's obligations to assist refugees arise from New Zealand's commitment to international humanitarian obligations reflected in UN conventions to which New Zealand is a signatory, including the UN Convention relating to refugees.

The process of migrant settlement and refugee resettlement can be viewed as three broad phases, as summarised below.

[4] The terminology used in this section of the paper is derived from the international literature on settlement.

Table 1: Phases of Migrant Settlement and Refugee Resettlement

Migrants	*Refugees*	*Asylum Seekers*
Pre-settlement	Pre-resettlement	Approval of application
Initial settlement: Arrival and settlement into the community	Initial resettlement: (a) Arrival at Mangere Refugee Centre (b) Resettlement into the community with assistance from community-based organisations	Initial resettlement: Settlement into the community. This may involve community-based assistance.
Post-settlement	Post-resettlement	Post-resettlement

Pre-Settlement / Resettlement is about the experiences and information needs of migrants and refugees in the period before they arrive in New Zealand. The experience of both groups will often differ markedly, with migrants making a planned decision to come to New Zealand directly from their country of origin or residence, while quota refugees will have usually fled from their country of origin due to fear of persecution and sought asylum in another country.

All quota refugees accepted by New Zealand have been referred through the United Nations High Commissioner for Refugees. In addition, around 200 to 300 refugees each year gain refugee status as a result of having claimed asylum on reaching New Zealand and having been found to have a justified claim. Anecdotal information and qualitative research suggest that good pre-arrival information about life and prospects in New Zealand is likely to assist both refugee resettlement and migrant settlement outcomes (Fletcher, 1999; Ho et al, 2000; Winkelmann, 1988).

Initial Settlement / Resettlement is about the experiences and information needs of migrants and refugees immediately after they arrive in New Zealand. During this period, new migrants adjust to their new surroundings and make basic adjustments, including finding somewhere to live, learning their way around an unfamiliar society, finding a job, and learning English if necessary.

Quota refugees attend orientation programmes at the Mangere Refugee Reception Centre (MRRC) in Auckland, which involves health screening, English language classes, a seminar on Treaty of Waitangi and bicultural issues, and information about every day life in New Zealand. After such programmes, quota refugees are usually matched with a New Zealand sponsor who assists them with initial resettlement (e.g., housing, education and social welfare) in the community. The NZIS funds this sponsorship, which is organised by the Refugee and Migrant Service (RMS). Successful asylum seekers are, however, largely responsible for their own resettlement in New Zealand, as are family members of refugees.

Post-settlement / Resettlement is about the longer-term experience of migrants and refugees (and even succeeding New Zealand born generations) as they adapt to life in New Zealand and become full participants in New Zealand economic, social and cultural life. Post-settlement is often a complex, long-term process of adjusting to a new environment following migration. It affects all migrants and refugees, but particularly those people coming from cultures that differ significantly to those in New Zealand, and/or without an established ethnic community here. The end point is often a feeling of acceptance by, and belonging to, the new society, and implies change both in the individual migrant and the host society. While some people take only a few months to make this transition, others may take years.

ISSUES AND PRIORITIES

A number of issues with the existing migrant settlement and refugee resettlement policies and services have been identified following consultation with representatives of migrant and refugee communities, groups working with refugees and migrants, businesses, and local and central government agencies. These issues are summarised in Table 2 below. Some of these issues are common to both migrants and refugees, while others are exclusive to one or other.

STRATEGY TO IMPROVE MIGRANT SETTLEMENT OUTCOMES

The key priorities identified among these issues are:

- Assistance with entry to the labour market, including employment initiatives;
- English language proficiency where English is not the first language;
- Interpreter services;
- Facilitating migrants' and refugees' access to services and local community networks (e.g., through service co-ordinators / brokers).

The Government currently intervenes in a number of ways, and across a range of sectors, to assist migrants and refugees to settle successfully in New Zealand. A key problem, however, is that government policy and service delivery across departments and other agencies is not as well co-ordinated as it could be to help improve migrant settlement. Refugee resettlement has benefited from an 'across government' group of departments to focus on refugee issues, and it is the development of an integrated strategy for migrants that is now being pursued, so that the issues raised above can be addressed in a more consistent and co-ordinated fashion.

Work on this strategy is being co-ordinated by the NZIS, but includes many other organisations such as the Office of Ethnic Affairs, Ministry of Pacific Island Affairs, Ministry of Education, Ministry of Economic Development, Skill New Zealand, Department of Work and Income, Ministry of Social Policy, Department of Child, Youth and Family Services, Ministry of Health, Ministry of Women's Affairs, Te Puni Kokiri, and Trade New Zealand.

EXPECTED RESULTS

People who have decided to voluntarily migrate to New Zealand will have done so with:

i a realistic idea of what it will be like to live in New Zealand and what their prospects will be, for example, employment opportunities;

ii knowledge of how they should prepare themselves to improve their chances of settling well; and

iii a broad knowledge of local culture and customs, the Treaty of Waitangi, the health and education systems, and other central and local government services, business and employment practices.

Table 2: Key Issues with Migrant and Refugee Settlement Policy and Services

	Migrants	Refugees (and Asylum Seekers)
Pre-settlement / resettlement	Pre-arrival information.	Ensuring key stakeholders are well informed about the refugee quota composition (does not apply to asylum seekers).
Initial settlement / resettlement	Labour market assistance. English language learning. Interpreter services. Facilitating access to services and community networks. Improved policy co-ordination. Post-arrival information and assistance (e.g., Migrant Helpline; Settlement Pilots).	Labour market assistance. English language learning. Interpreter Services. Facilitating access to services and community networks. Additional funding for community-based organisations (e.g., Refugee and Migrant Service, Red Cross). Targeted provision of health services.
Post-settlement / resettlement	Improved responsiveness of "mainstream" government services to migrants and New Zealand born generations. Many of the initial settlement issues continue in the post settlement phase, including labour market assistance, ESOL and interpreter services.	Improved responsiveness of "mainstream" government services to refugees and New Zealand born generations. Many of the initial settlement issues continue in the post resettlement phase, including labour market assistance, ESOL and interpreter services.

PARTICULAR REFUGEE OUTCOMES

Work will also continue on refugee resettlement with the goal of having policies and structures that facilitate for all refugees:

- The establishment of a home;

- Full participation in, and contribution to, New Zealand's social, cultural and economic life, including participation in employment and education;
- Matching of opportunities with capacity, and building of opportunities and capacity at the community level;
- Literacy and fluency in English, as far as possible;
- The good health of refugees, including physical, psychological, and spiritual health;
- The strengthening of refugee families and their communities within the New Zealand community; and
- Opportunities for refugees to sponsor family members to New Zealand (within the scope of the prevailing immigration policy).

In addition, (re)settlement strategies can lay the foundations and support for the long-term inclusion and participation of migrants, refugees and ethnic communities in New Zealand society.

GOVERNMENT MIGRANT SETTLEMENT INITIATIVES

CURRENT INITIATIVES:

The Government has a number of immigration-related initiatives currently underway to assist with improving migrant settlement. These are:

- A number of settlement pilots have been established, funded from the migrant levy. The pilots will trial innovative approaches from community groups that will assist migrant settlement. The first pilots are about to commence and will operate throughout 2001/02. Pilots focused on refugee resettlement are also underway. These initiatives are further discussed below.

- A Ministerial Advisory Group on Immigration (MAG) has been established. The MAG consists of community and migrant representatives and advises the Minister of Immigration on a range of issues, including settlement. The first meeting of the MAG was held on 21 February 2001.

- A Migrant Helpline, providing assistance in a range of languages, was established in March 2000.

- A dedicated website (www.business-migrants.govt.nz) has been established as a contact point and information source to assist faster and more successful business migration.

- Spouses and partners of Long-Term Business Visa (LTBV) holders are now able to apply for open Work Permits. This makes LTBV policy more welcoming and attractive, and, should the LTBV holder subsequently gain residence, promotes better settlement by facilitating the spouse or partner's prior participation in New Zealand's labour market.

Beyond immigration, the Government has also:

- Established the Office of Ethnic Affairs (OEA) within the Department of Internal Affairs. The OEA is concerned with the welfare of ethnic communities and has responsibility for the later phases of migrant settlement.

- Launched a number of employment-related pilots for migrants through the Departmental of Work and Income.

FORTHCOMING INITIATIVES:

- The NZIS is currently implementing a Cabinet decision to permit the spouses or partners of long-term work permit holders to apply for open work permits, with the same

potential benefits as those described in the change to LTBV policy outlined above.

- Work is underway on establishing links between work permit policy and skilled residence policy. This would facilitate migration by those who are demonstrably employable but may not be able meet current criteria. It would also promote migration by people who had already begun the process of settling in New Zealand.

- Further work is currently being undertaken on initiatives to facilitate the entry of knowledge workers to New Zealand, and regional immigration schemes.

PART C. RESEARCH INITIATIVES

Two research initiatives have been developed to improve our understanding of migrant settlement and refugee resettlement in New Zealand, and to provide robust information for policy development work. These are the Longitudinal Immigration Survey: New Zealand and the Refugee Resettlement Research Project. Both projects will provide information for the continued developed of the integrated refugee and migrant settlement strategies and for the development of new settlement initiatives. These two projects are described below.

THE LONGITUDINAL IMMIGRATION SURVEY: NEW ZEALAND (LISNZ)

To date there has been a lack of basic research on the settlement process and outcomes for migrants at a national level. It is this information gap that this new national longitudinal survey is being developed to fill. There are some excellent small-scale studies, including an innovative longitudinal survey of samples of Chinese, Indian and South African immigrants currently being carried out

by Professor Andrew Trlin and his "New Settlers Programme" team at Massey University, Palmerston North (Trlin et al., 1998). However, this is a rare example of the sort of work that is now being carried out at a national level in several other countries.

The Government has asked the Department of Labour and Statistics New Zealand (SNZ) to find out how well migrant selection and settlement policies are working. Therefore the survey will help evaluate immigration policy and provide valuable information about migrant settlement issues. This new survey will collect information from the same people over a period of time.

The LisNZ (pronounced "lisinz") will capture information on a wide range of migrant activities. It will generate a large and complex data-set for exploration, obviating the need for many ad-hoc surveys of particular immigration and settlement issues. The target population for the survey is all migrants (excluding refugees) who are approved for permanent residence in New Zealand, who are aged 16 years or over at approval, and who either are already in New Zealand or arrive in New Zealand within 12 months of approval. This excludes temporary visitors, illegal migrants and all people from Australia, Niue, the Cook Islands and Tokelau.[5]

There are two phases to the survey; the **practice survey** and the **final survey**.

Around 750 people will be approached to take part in the **practice survey**. These people will help us make sure that the questions asked in the final survey are clear and give the information that is needed. They will also help us make sure that the survey is easy to take part in. These migrants will be interviewed in July/August 2001 and in May/June 2002.

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[5] People from Niue, the Cook Islands and Tokelau are New Zealand citizens, while people from Australia are granted entry to New Zealand via the Trans Tasman Travel Arrangement.

Between 7,500 and 8,000 people will be interviewed for the **final survey**. Those who have been selected to take part will be approached from 2002 onwards. They will be interviewed three times between 2003 and 2007; at around six months, 18 months and 36 months after they have taken up residence in New Zealand.

Bilingual interviewers will be employed to ensure that we are able to interview migrants who do not have strong English language skills, and to cater for those who might prefer to be interviewed in a language that they can speak fluently. The questionnaire will also be translated into a range of languages to assist bi-lingual interviews.

SNZ will select who is interviewed, will contact those new migrants who will be involved, and will conduct the interviews. SNZ, who is the Government's official statistical agency, conduct the Census and is also responsible for collecting other important social and business statistics for New Zealand. It will be the only agency to contact new migrants about the LisNZ.

The survey is being designed to ensure that analysis can be done on the basis of key characteristics such as age, sex, immigration category, region of origin, and level of skills including English language ability. People will be asked about their life before and after migrating to New Zealand, and how well they are settling in. We need migrants to tell us about what is working and what is not working so that the right changes can be made to policies and services. The survey will include questions on:

- Employment
- Housing
- Health
- Business involvement
- Income and assets
- Education and training

- The use of social services
- Satisfaction with life in New Zealand

The Department of Labour will use the information to help assess the benefits of immigration and improve immigration selection and settlement policies. The information will be analysed by looking at different groups of migrants. For example, information will be produced about people who were approved under different categories, such as Business, General Skills, Family, and so on. Other government and non-government agencies will also use the information to develop policies and programmes that affect new migrants.

Migrant communities, and those who work with them, will be able to access information produced by the Department of Labour and Statistics New Zealand. This will help these groups to design and deliver better services to future migrants.

Using the information provided by the survey, government departments will be better able to assess the costs and benefits of immigration within their portfolios, and to assess the social assistance needs of immigrants. Migrants will benefit from the survey through its use by community groups, local government organisations, and government agencies that provide services to migrants. Information on migrant settlement will enable these providers to better tailor their services to meet the needs of migrants.

REFUGEE RESETTLEMENT RESEARCH PROJECT - 'REFUGEE VOICES'

The Refugee Resettlement Research Project is a three-year research programme developed to provide information about the experiences of refugees resettling in New Zealand. To date there has been no major government sponsored research focusing on the resettlement experiences of refugees. Therefore the research is

very important, as it will help provide valuable information on issues faced by refugees as they resettle in New Zealand. This research also compliments the LisNZ.

While the NZIS manages the project, an advisory group, which includes a range of government agencies, non-government organisations (NGOs) and refugees, has been set up to provide advice on the research.

Part one of the project is a literature review on refugee resettlement. The literature review is summarising overseas and previous New Zealand research on refugee resettlement. This part of the research will be available in April 2001.

Part two of the research will involve refugees being interviewed over their first two to five years in New Zealand. This research will start in July 2001 and will be complete by July 2003. The research will be based on qualitative interviews and include two groups:

- Recently arrived refugees over their first two years in New Zealand. These interviews will be with Quota refugees, convention refugees (those who were granted refugee status in New Zealand), and those who come from "refugee-like" circumstances to join family members in New Zealand;

- Refugees who have been in New Zealand for around five years. This second group will help us understand the longer-term issues faced by refugees in New Zealand.

The project will be used to inform government, communities, NGOs and refugees of the factors that lead to successful resettlement and the barriers that hinder resettlement. It will provide refugees with a voice by collating their views, experiences and expectations.

PART D. SETTLEMENT PILOTS

In 2000, the Minister of Immigration announced the establishment of four settlement services pilots to improve the resettlement of refugees, their families and other new residents. The pilots will evaluate the gaps in services currently provided, and help identify what new services need to be provided in the future. A further aim of the pilots is to enhance the capability of government and community networks to develop and sustain settlement services with an emphasis on co-operation and co-ordination.

Research suggests that gaps exist in current settlement services for assisting refugees and migrants to:

- Cope with their everyday living;
- Improve English language skills;
- Gain employment in the labour market; and
- Build supportive networks in the new society (Ho et al, 2000).

Three of the pilots will be carried out by third parties and will run for two years with the various pilot schemes being contracted in 2000/01 and evaluated in 2001/02. In total, 19 community groups have been provided with funding as part of this new partnership.

PILOT ONE (SUPPORT FOR GROUPS WORKING WITH REFUGEE CLAIMANTS)

Funds: $180,000 in 2000/2001 and a further $200,000 in 2001/2002

Purpose: One off grants to provide support for community groups working with refugee status claimants, and/or their families. This pilot targets refugee status claimants and their families, and also people whose status is not yet clarified.

Groups and services funded:

Auckland Refugee Council	Provide emergency accommodation, at West Auckland; provide other on-arrival emergency services and assistance
Shatki Asian Women's Safe House, Auckland	Accommodation, advocacy and assistance with victims of domestic violence: applied for part salary for social worker
ALAC, Onehunga, Auckland	Social worker (part-time) for emergency services advice, referrals and assistance
Refugee and Migrant Centre	Provide emergency services – advice, referrals, assistance; some ESOL classes

PILOT TWO (RESIDENT REFUGEE FAMILY ORIENTATION COURSES)

Funds: $127,000 in both 2000/2001 and 2001/2002

Purpose: To provide support for community groups working largely with family members of refugees who are in refugee-like situations, [6] have gained New Zealand residence, and are in need of orientation assistance. This pilot targets refugees' families who have entered New Zealand under the humanitarian or family categories.

[6] People in refugee-like situations refer to family members of refugees who have been granted New Zealand Residence under humanitarian or family policy.

Groups and services funded:

Enterprise Waitakere	Orientation for whole families; survival English, introduction to NZ systems and local services
MCLaSS Wellington	Group orientation on NZ systems and local services, needs assessment, support, referral, resettlement assistance
RMS, National Office	Assistance with info, housing, furniture, ESOL, support and referrals in Greater Wellington & Hamilton respectively.
Refugee Migrant Centre, Christchurch	General resettlement support and referrals. Group orientation, survival English, trainers trained Trainers to deliver home-based small group orientation information.

PILOT THREE (RESIDENT MIGRANT SETTLEMENT SERVICES)

Funds: $400,000

Purpose: to trial a broad range of potential settlement services to better inform and connect new migrants who have gained residence, including skilled and business migrants. Pilot three is not targeted at refugees or asylum seekers.

Groups and services funded:

Auckland New Ventures Inc, Auckland	Job search skills/referral/ data-base for highly qualified migrants - targetting employers
Relationship Services, Auckland	Relating Well in NZ - info programmes/training trainers
Auckland New Ventures Inc, Auckland	Information, mentoring, net-work access, orientation seminars, NZ small business skills
Enterpris Waitakere, West Auckland	Employment oriented focus on self-employment, small-business tools
Shakti Migrant Refugee Centre Auckland	Information, seminars, support, networking, referrals
Regional Chamber of Commerce, Auckland	Web-site/data-base matching, networking opportunities, promotion
Auckland & Manukau City Councils	Establishment of Migrant Resource Centre, co-ordination of services
Ethnic Council of Manawatu, Palm North	Programme to introduce migrants to employment networks, employer education
MCLaSS, Wellington	Assessment & referral, data-base for migrants
ESOL Home Tutor Service Wellington	Mentoring of job-seekers using WEHTS networks
Refugee & Migrant Centre Christchurch	Migrant orientation, employment seminars, language as needed, drivers licence courses

PILOT FOUR (HEALTH SCREENING INFORMATION CAMPAIGN)

Funds: $55,000 and small ongoing amounts

Purpose: to set up a nation-wide information campaign to encourage refugee status claimants and their families to receive

Health screening and get any necessary treatment. This pilot is being administered and conducted by NZIS officials in consultation with health authorities and communities.

SUMMARY AND CONCLUSION

There is room for improvement in the quality of migrant settlement and refugee resettlement outcomes in New Zealand. Concerted effort is now going into this area, as witnessed by the development of integrated settlement and resettlement policies, a comprehensive research programme and an enhanced settlement programme. These settlement and resettlement policies will articulate the Government's vision for migrant and refugee (re)settlement in New Zealand and, overtime, help ensure migrants and refugees have access to services that meet their needs.

The research programme will deliver quality analysis and information to assist with the ongoing development of the strategies. The LisNZ is a large and complex quantitative survey that will interview several thousand migrants during their first three years of residence. The refugee project is smaller and has a qualitative focus. It will interview refugees for their first two years in New Zealand, and a second group who have been here for five years. The information provided by these projects will assist with evaluating immigration policy, measuring (re)settlement outcomes, and with developing and targeting settlement services.

Finally, settlement services are currently being enhanced and new services introduced. These services begin to address some of the service gaps identified by existing research and consultation with the community. In particular, the new pilot services will target refugee status claimants and people from refugee-like circumstances with support and orientation services, and migrants with services to support them into employment.

In conclusion, we have the beginnings of a foundation for an integrated and considered approach to settlement and resettlement in New Zealand. The challenge for all of us is to make it work.

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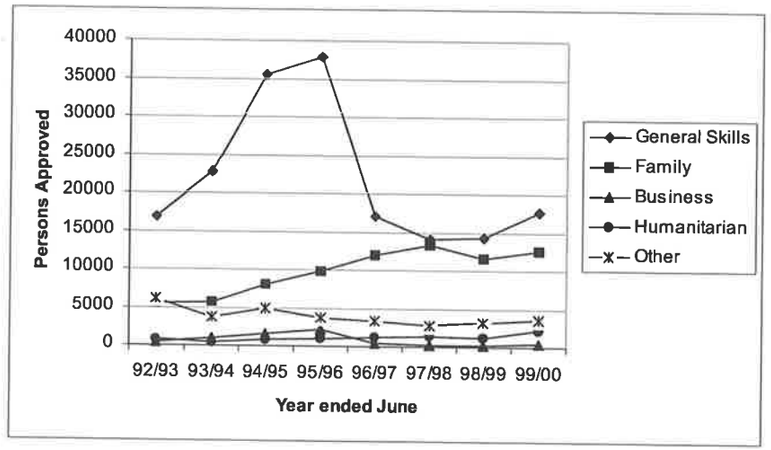
APPENDIX. IMMIGRATION INTO NEW ZEALAND

Figure 1 shows the number of people being approved for residence under the various policy categories for the decade of the 1990s.

Figure 1. Total residence approvals by policy category for the 1992/1993 to 1999/2000 financial years.



An immigration target is set annually that determines the maximum number of new migrants that can be approved for residence.[7] In both 1998/1999 and 1999/2000 the target was set at 38,000 residence approvals. There was a shortfall of 7,402 in meeting this target in 1998/1999 and of 1,673 in 1999/2000. ople approved for residence for the 1992/1993 to 1999/2000 financial years.

In addition to immigration residence approvals, New Zealand's population is affected by other migration flows including, trans-

[7] This target system was introduced in October 1995. Before this date there was no mechanism to ensure that the immigration target was not exceeded.

Tasman migration, the arrival and departure of New Zealand citizens and the arrival and departure of visitors and people on temporary work permits.

SOURCE COUNTRIES

Migrants come to New Zealand from a diverse range of countries, with people from over 140 countries gaining residence each year. The United Kingdom, the People's Republic of China and South Africa are the largest residence markets and have been for several years. Together, they accounted for 37 percent of all migrants in 1998/1999 and 34 percent in 1999/2000. Immigration flows from Pacific nations reflect strong international and family linkages between New Zealand and other Pacific nations. Residence flows from the Pacific are partially underpinned by the Samoan Quota, under which up to 1,100 Samoan citizens may be granted residence each financial year.

Figure 2 shows trends in residence approvals for the top ten source countries over the 1990s. The number of people approved for residence from these countries can vary substantially from year to year. For example, in 1994/1995 and 1995/1996 large numbers of residence approvals were from Taiwan, however after this date there was a steep decline in the number of Taiwanese resident approvals.

Figure 2. Top ten source countries for residence approvals for the 1992/1993 to 1999/2000 financial years.

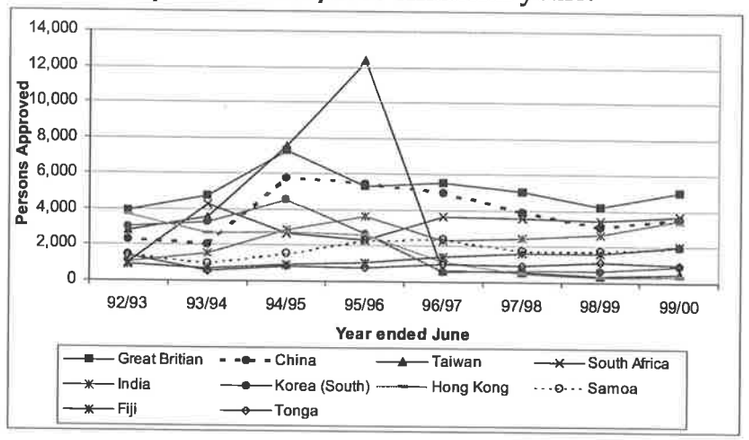
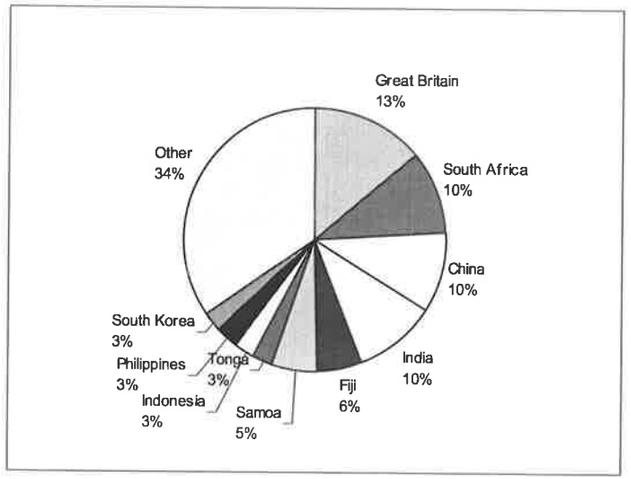


Figure 3 shows the top ten source countries for the 1999/2000 financial year.

Figure 3. Top ten source countries for the 1999/2000 financial year.



DELIBERATIONS AT WORKSHOPS AND PLENARY SESSIONS

PLENARY SESSION ON EMPLOYMENT POLICY, PRACTICES AND EXPERIENCES

The plenary session produced a lively debate and discussion about employment signifying its importance and pre-eminent nature with respect to migrant settlement. The responses below are organised loosely along the key themes to emerge.

Policy

- Integrated approach to employment policy for new settlers urgent
- Comprehensive settlement policy
- For the registration of professionals
- Community based agency for immigrants seeking skilled employment
- Government policy on skilled migrants to be given greater emphasis and publicity
- Lack of cohesive government policy to be remedied
- NZQA policy needs to be aligned with others
- Cultural training programmes should be required

- More responsive with information, more sensitivity
- Ministry of Ethnic Affairs and EEO meet regularly with Chamber of Commerce and Local Councils to submit progress report to Government.

CONSULTANTS

- Feedback to employment consultants about migrant issues and experiences

REPRESENTATION

- Ethnic representation in employment agencies
- Promote positive role models

WINZ

- Separation of WINZ into former categories and the provision of dedicated caseworkers
- WINZ Special Unit to serve migrants
- Feedback to WINZ
- Target long term unemployed
- Financial assistance for training refugees and migrants
- Review cap of $80 on permissible earnings
- Don't have to wait 26 weeks to be eligible for TOPS courses
- Support for non-skilled workers

PERSONAL

- Don't give up - go personally and find out about the job - face to face is better
- Mentoring/buddy systems
- Training for interviewing, CV and job seeking in New Zealand environment; confidence on phone

SELF HELP

- Employment agency operated by successful migrants

EDUCATION

- Facilitation for upskilling
- Bridging courses
- Refugees' experience are different because they are often less skilled
- Scarcity of sponsors and those available need resources
- Lack of information on
- Fear of processes
- Lack of networks and contacts
- Interpreters

EMPLOYERS

- Education for service providers/employers
- Work experience structured to avoid abuse
- Databank of immigrant skill
- Language support within workplace
- Meaningful incentives to employers
- ITOs working with migrant communities
- Employer forum with no prejudices to find out why they are not taking immigrants
- Lobbying employers on migrant experiences and needs
- Link with Employers' Federation
- Find employers to use migrants
- Incentive to employers from government for employing migrants
- Review EEO

THE PUBLIC

- Educating New Zealanders on how to work with migrants
- Voluntary work in respective skill area to give workplace experience
- Recognition of NZ voluntary experience

CO-ORDINATION

- More co-operation between employers and local authorities
- Reduce fragmented approach to employment

DISCRIMINATION

- Address institutional racism in government, organisations, city councils, local bodies and their reluctance to take migrants
- Discrimination for qualifications - South Africans preferred over Chinese or Indians
- Over-qualification
- Age a barrier
- Accent

FEEDBACK FROM SMALLGROUP WORKSHOPS ON EMPLOYMENT

The workshops organised their discussion around what participants wanted to see happen in the area of employment, who should take responsibility for such matters and how could this happen. Responses are organised in terms of expectations of central and local government, business and community.

WHAT WOULD YOU LIKE TO SEE HAPPEN IN CENTRAL GOVERNMENT?

1. Recognition of overseas qualifications
2. Modify the EEO policy
3. Strengthen Ethnic Affairs
4. Funding for provision of bridging programmes
5. Government responsibility for outcomes
6. Gatekeepers accountable to government, e.g. medical qualifications
7. Linkage between immigration policy and likely employment outcomes
8. Address mismatch between skilled migrants and WINZ
9. Comprehensive resettlement policy
10. Co-ordinated approach to mental health services for migrants & refugees
11. Better cultural awareness at WINZ

How could this happen?

3. More staff and funding
4. Expand economy, better employment services, employ more immigrants
8. Training
9. Overall positive growth policy for country

WHAT WOULD YOU LIKE TO SEE HAPPEN WITH LOCAL GOVERNMENT?

1. Proactive networking and involvement of ethnic communities with mainstream
2. Positive policy to employ ethnic people in local government jobs
3 Access radio
4. One stop shop for new migrants
5. Partnership and communication between government departments

How could this happen?

2. Policy
5. Information sharing and dialogue

WHAT WOULD YOU LIKE TO HAPPEN WITH BUSINESS?

1. Educate employers to give people a chance - see added value of migrants
2. Need database of migrants with skills for employer's to access
3. Support businesses to employ migrants instead of putting them on the dole
4. Look beyond English ability - give migrants a chance

How this could happen?

1[8]. Contact and dialogue between business and community (formal and informal) and with incentives given by government
3. Positive acknowledgement of employers who take on ethnic groups
4. Change in attitudes

WHAT WOULD YOU LIKE TO HAPPEN IN THE COMMUNITY?

1. Authority to act as referee
2. Provide information and kindness
3. Support between groups by networking and awareness programmes
4. Media

[8] These numbers refer to the paragraph above

How could this happen?

1. Regular stories and policies re media

PLENARY SESSION ON EDUCATION POLICY, PRACTICES AND EXPERIENCES

The whole conference plenary session focused on education broadly while the small group workshops took up some of the themes raised by the keynote speaker. It is clear from the deliberation that English language education for new settlers is of major concern to them and that much more needs to be done to facilitate their acquisition of English.

Education for the General Public on Migrant Issues

- Promotion by government celebrating cultural diversity through media, schools
- Government collation of specific ethnic identifies - avoid broad categories
- Increased level of information/analysis and detail about diverse ethnic groups

Service Providers

- Education for service providers (re needs and expectations)

Opportunities for Migrants

- Language Acquisition
- Learning Maori and other languages
- Buddy families for new settlers
- Free refresher programmes for migrants and practical hands on skill training
- Language training for women at home
- Home based migrant information
- Ethic community leaders training to educate their communities
- Encouraging role modelling
- Education about NZ morals, values, friendships for children

For Business Needs

- Mentoring for setting up business
- Language education in employment
- Dedicated time for educational employees in cross cultural communication

Settlement Programme

- More realistic information for pre-arrival migrants
- Co-ordinated multiethnic groups for information sharing

Education System

- Ethnic minority input into education system
- Bridging courses for professionals
- Scholarship for refugee children
- Homework centres for migrant children

General Policies

- Financial support from government for migrant and refugee agency
- Local government support and outreach
- Comprehensive and holistic settlement programme
- Commitment to multilingualism
- Specific government organisation for ethnic and minority groups

FEEDBACK FROM SMALL GROUP WORKSHOPS ON EDUCATION

WHAT WOULD YOU LIKE TO SEE HAPPEN IN CENTRAL GOVERNMENT?

1. Free language and support for first six months minimum
2. Education policy for all New Zealanders about diversity
3. ESOL programmes that are not employment focussed
4. Clear and consistent eligibility criteria for ESOL classes
5. National language policy
6. National cultural policy
7. Better educated NZIS staff off shore
8. Free Government English for new adult migrants for up to 200 hours
9. All ESOL lessons for migrant children should be funded at primary & secondary levels
10. Community centres to be provided with English teachers
11. Upgrade existing skills

How could this happen?

1[9]. By consulting the experts, e.g. ethnic groups
2. Funding bilingual tutors
8. Change of policy
9. More universally applied
10. Better funding

WHAT WOULD YOU LIKE TO SEE HAPPEN IN LOCAL GOVERNMENT?

1. Funding support for local initiatives and groups
2. Support co-ordination of ethnic communities

[9] These numbers refer to the paragraph above

3. Orientation programmes for new arrivals, e.g. water safety
4. Library services free for a period
5. Fund local festivals
6. Provide local directory and information sheets on local resources/facilities in different languages

How could this happen?

3. In libraries
4. Funding
5. Funding

WHAT WOULD YOU LIKE TO SEE HAPPEN IN BUSINESS?

1. Sympathy - need to sponsor support programmes
2. Overqualified people guidance to be retrained
3. More information about business requirements and training opportunities
4. Outside activities - sports, contact with workers

How this could happen?

1. Give time to attend ESOL classes
2. Financially support financially private ESOL classes
3. Through ethnic newspapers
4. Company policy

WHAT WOULD YOU LIKE TO SEE HAPPEN IN THE COMMUNITY?

1. Greater participation by the community
2. Positive media attention

How could this happen?

1. Active promotion in the media of other cultures

PLENARY SESSION ON IMMIGRATION POLICY, PRACTICES AND EXPERIENCES

It is to be expected that immigration matters would be of intense interest to members of our ethnic communities and to those who work with them. Conference delegates, in plenary, discussed the broader aspects of immigration policy as well as some specific aspects of practice. Their discussions ranged from their thoughts on New Zealand's overall approach to immigration through to settlement programmes and to specific types of information that would be useful to migrants. The following themes capture their deliberations:

TREATY OF WAITANGI

- Honouring the Treaty and the importance of consultation with tangata whenua
- Education about the Treaty

GENERAL APPROACH TO IMMIGRATION

- Long term vision, planning, policies and consultation
- Consistency
- Better consultation with ethnic communities
- Open immigration - no caps on family reunification, more generous
- Family should be defined as not just nuclear for immigration purposes
- Culturally sensitive definition of families
- Health screening to be consistent nationally
- Design policy about integrating into New Zealand
- Look at supply and demand
- Research/economic analysis
- 5 year qualification period for citizenship
- Bipartisan approach/accord
- Awareness raising about immigration
- Don't treat refugees and migrants as one homogenous group
- Houses designed to be suitable for diverse cultures/families (culturally sensitive designs of homes)
- Better consultation with ethnic groups
- Education and consultation of host community

RESETTLEMENT

- Buddy system to induct in new way of life
- Centralised service information Centre - One Stop Shop
- Participation of migrants in central and local government decisions
- Welcome package provided by local government
- Legal Aid availability
- More information about recent funding of pilot projects
- Free interpreting services

INFORMATION

- Information in many languages
- NZIS to provide more current information for migrants
- Provide accurate information in source countries in appropriate languages to migrants before they leave for New Zealand
- More realistic information
- Information translated
- Provide Information on Internet
- Information in many languages

ETHNIC COUNCIL

- NZFEC needs funding for immigration issues

EVALUATION

- Team to help with evaluation of migrant job skills
- Study lessons to be learnt from migrants who have left New Zealand soon after qualifying for residence

LANGUAGE

- Different needs children/adults for language assistance
- Older children have difficulty with academic English/concepts
- ESOL for children

IMMIGRATION CONSULTANTS

- Registered immigration consultants
- Criteria for getting registered as consultants, control them
- Professional information

FEEDBACK FROM SMALL GROUP WORKSHOP ON IMMIGRATION

The small group workshops considered very similar matters to the larger plenary session with some exceptions. The most significant one was a call for a population policy for New Zealand. Responses are organised in terms of what participants would like to see happen and how it could be achieved.

WHAT WOULD YOU LIKE TO SEE HAPPEN IN CENTRAL GOVERNMENT?

1. Change immigration policy to foster long term stay
2. Adequate information - accurate, up to date, multilingual, realistic
3. Population policy - plan in accordance with economic demands
4. Job creation
5. Education
6. Fast track immigrants for job skill shortage
7. Funding for NZFEC for education purposes
8. Psychological assessment
9. Orientation
10. Participation of NZFEC in decision making national and local

How could this happen?

1. More realistic information, secure job opportunities, through embassies, immigration, marketing
3. More co-ordination at government level, consultation with interested and effected parties, accord
4. Expand the economy, encourage small business
7. Community events, media, forum, pressure groups, focus groups, brochures in many languages

WHAT WOULD YOU LIKE TO SEE HAPPEN WITH LOCAL GOVERNMENT?

1. Take lead in resettlement
2. Co-ordinate community groups and organisations working with migrants
3. Provide more facilities
4. Migrant resource Centre within community
5. Free bus pass for a limited period
6. Initiatives at local levels involving businesses for employment purposes

How could this happen?

1. Charter, make immigrants more secure and welcome
2. Make funding available, free venues for various activities, festivals, neighbourhood meetings
4. One stop help desk/shop - devolve resources from government, work with voluntary organisations

WHAT WOULD YOU LIKE TO HAPPEN WITH BUSINESS?

1. Culturally sensitive recruitment
2. Recognition of contribution of ethnic people
3. Encourage employment - all businesses should employ more staff from ethnic backgrounds
4. Promote migrant workforce
5. Immigration consultants regulated

How could this happen?

1. Education within company for staff, cultural advisors, educate employers about benefits of multiculturalism
2. Promotion of values and skills of ethnic people

3. Subsidies by government, incentives, quickstart to give experience, EEO, tax break
4. Approach business associations in partnership with local communities, Chamber of Commerce and Federated Farmers
5. By Government

WHAT WOULD YOU LIKE TO HAPPEN WITH THE COMMUNITY?

1. Be better informed
2. Offer hospitality and inform migrants of facilities available
3. Better cultural understanding
4. One stop shop using existing networks

How could this happen?

1. Policy
2. Mix with migrants
3. More networking and education
4. Through Citizens Advice Bureaux

PLENARY SESSION ON RESETTLEMENT POLICY, PRACTICES AND EXPERIENCES

Settlement and resettlement is at the heart of all migrant concerns. All of the matters discussed in the various workshops and plenary sessions contribute to the settlement process. Delegates in the plenary commented on general policies, services and process while the small group workshop covered a wider range of issues. The following matters were raised in the plenary.

SERVICES

- Access to free interpretation services
- Money on arrival
- Quick Access to employment to facilitate settlement
- Community Languages used for disseminating information
- Accurate and timely information - arrival help desk by NZIS and Council one stop shop
- Support during the transition then enabling cross cultural participation

- Necessary support provided if there is wider distribution to other centres - including support to single parents
- Assessment and language education
- Improved facilities and accessibility for migrants (inc. health services)
- Active employment mediation
- Appropriate housing
- Social activities
- Strong promotion of "Living in Harmony Project"
- Venues for regular multicultural events

POLICIES

- Recognition of different types of migrants with different issues
- Local and Central Government leadership in employing migrants
- Charter for Local and Central Government for new settlers
- Strengthen CAB
- Funding for Ethnic communities, Ethnic Councils, Ethnic Affairs
- Devise indicators of a successful settlement
- Settlement of migrants to be with immigration services/Ministry
- Refugee timeframe for language and skill education
- Encouraging settlement outside main cities
- Migrant retention
- Family reunion
- Move from pilot projects to researched evidence
- WINZ and Govt departments need training on dealing with changing profile of migrants dedicated teams needed

PROCESSES

- Informed before arrival - honest and updated information
- Welcoming host community who have been educated on migration processes (through Govt., schools, media, campaigns)
- Promote active participation of ethnic groups in resettlement
- Connection with people with people who have been resettled
- Key contact person in the community
- Culturally appropriate/ethnic counsellors and health professionals
- Retraining of migrants to be part of settlement - including rural areas

FEEDBACK FROM SMALLGROUP WORKSHOPS ON RESETTLEMENT

Most of the items discussed in these small group workshops have also been raised in other workshops. They cover almost all of the matters one would consider in a detailed immigration and resettlement policy and practice framework. The following issues attest to the fact that for the migrant or refugee, resettling as quickly was possible is an all-consuming preoccupation.

WHAT WOULD YOU LIKE TO SEE HAPPEN IN CENTRAL GOVERNMENT?

1. Set an example of diversity in the workplace
2. Define good settlement
3. Encourage a broader geographic distribution of new migrants in NZ
4. Fund Ministry of Ethnic Affairs properly
5. More widespread migrant advisory centres
6. Better information for immigrants before arrival
7. Teachers trained to appreciate diversity in culture and language
8. Educate the business community on the benefits of diversity in the workplace
9. One stop shop funding and policy co-ordination
10. WINZ special unit for immigrants
11. Funding a bigger ethnic ministry and nation-wide ethnic councils
12. Immigration and settlement policies should be seamless
13. Resettlement should be available equally to all immigrants and refugees
14. Interpreting services free and funded by government
15. WINZ to have improved PR and communications with migrants

How could this happen?

1. Employ diversity in workplace, support EEO policies on ethnic inclusion
2. Consult with migrant communities on policies
3. Bring language ESOL to NZ English standards
4. NZIS information pack to all immigrants at time of approval including accurate employment information, housing and cost of living information, health and social services information
5. More access to language training
6. Education programmes in schools on diversity and ethnic minorities in the curriculum

WHAT WOULD YOU LIKE TO SEE HAPPEN IN LOCAL GOVERNMENT?

1. Be the source of one stop shops with translated information and translated maps
2. Be involved with settlers in neighbourhoods
3. Have a diverse workplace and set an example
4. Multiethnic premises and resources provided by local government for immigrants and New Zealanders to share cultures

How could this happen?

1. In co-operation with government, the latter devolving resources to local govt for one stop shops
2. Minority ethnic market days
3. Firmer liaison and active involvement with local community organisations encouraging diversity and supporting regional ethnic councils
4. Improved local and national government liaison with regard to support of refugees and migrants

WHAT WOULD YOU LIKE TO HAPPEN WITH BUSINESS?

1. Develop EEO policies in the workplace - diversity pays
2. Fast track recruitment of qualified trades
3. To be encouraged to learn the relationship between diversity in employment and trade with home countries of migrants

How this could happen?

1. Flexibility in employment practices
2. Government to provide incentives and tax breaks to employ migrants
3. Business to provide seminars, courses and volunteer work experience for migrants
4. Business to participate with government and community in a broad highly public campaign on diversity in employment and the workplace
5. Business to provide clear information and clarification on the skill and qualification gaps that they see in their workplaces and what is required to meet them - business and Government to consult on this

WHAT WOULD YOU LIKE TO HAPPEN WITH THE COMMUNITY?

1. Sports clubs and leisure clubs encouraged to recruit from minority groups
2. Provide support for immigrants and families
3. Initiate host society education programmes at the local level - less fear and hostility from host society

How could this happen?

1. Encourage societies to have provisions for new settlers

2. Schools to be encouraged by government to be more culturally sensitive in their policies with children and staff and more inclusive in their own employment practices
3. Initiate networking buddy family systems
4. Ethnic groups to be encouraged to be interested and involved in neighbours and community
5. Meetings to be initiated between host community, ethnic communities and the media with the latter being encouraged to promote the interests of a diverse community
6. Ethnic communities to nominate advocates to speak to schools, host communities and local government on issues of mutual interest
6. Communities to provide sponsorships, scholarships, grants to promote individuals and ethnic community groups

PLENARY SESSION ON HEALTH POLICY, PRACTICES AND EXPERIENCES

Many of the points made at the plenary and small group workshops sought greater awareness of the health needs of migrants and refugees that were related to their culture and ethnicity. There was a general request for these needs to be taken account of in health policy formation and in the practice of health workers. The following matters, discussed at the large group plenary, are organised by their policy, practice and cultural sensitivity implications.

POLICY ISSUES

- Better community support for mental health
- Affordability of services
- Multi-lingual information on health and better access
- Better pre-migration information - realistic, accurate expectations
- Waiting list time were too long

- Funding for training interpreters
- Information for migrants on health system
- More representation on boards
- More funding for practical policy driven research
- Assessment of health of refugees prior to arrival
- Free health service for migrants as required
- More health education in the workplace
- Fund down to community health workers
- Incentives and encouragement for practitioners to stay in the mental health field
- Recognition of overseas qualifications for health service providers and greater access to retraining opportunity
- Monitoring mental health in school
- Accessible transport
- Financing organisations such as Plunket adequately to improve their current services
- Role of Ethnic Council: act as a centre of information

PRACTICE ISSUES

- Not enough Refugees as Survivors counsellors
- Better use of bilingual health educators
- Early community support - prevention/intervention
- Shortage of qualified interpreters
- Inspection of health conditions in dwellings
- Identifying health issues particular to immigrants
- More awareness by when health becomes a legal issue
- Family reunion to be seen as part of mental health
- Stress release centres
- Family and caregiver support
- Health education in different languages - written, verbal, electronic and in signage
- Use of ethnic workers
- Role of ethnic communities increased to provide health and social services, networks, cultural social support

CULTURAL INSENSITIVITY

- Cultural insensitivity in hospitals/clinics
- Train health professionals in multicultural issues
- Education on different cultural responses to illness and practices for professionals and boards
- More culturally sensitive legislation
- Doctors and nurses of the same culture as patients
- Acknowledgement and recognition of alternative and traditional medicines and practices
- Teacher awareness/cultural sensitivity to practices and cultures
- Address issues of stigma

FEEDBACK FROM SMALL GROUP WORKSHOPS ON HEALTH

WHAT WOULD YOU LIKE TO SEE HAPPEN IN CENTRAL GOVERNMENT?

1. More education prior to arrival and more info post arrival
2. Additional legislation covering the health of immigrants
3. Funding of additional staff designed for refugees and migrants
4. Control co-ordination between government and health officials
5. Free interpreting and translation services
6. Assist local initiatives to be visible
7. Training for health professionals on needs of migrants and refugees
8. Education of migrants and refugees on health and hygiene practices
9. Increased screening process
10. Education of public
11. Recognition of overseas trained doctors
12. Ban casinos
13. Recognise alternative and traditional medicines and practices
14. Adequate resourcing for mental health
15. More funding for Plunket
16. More focussed health provision for specific groups

- Fund interpreters, counsellors, social workers

How could this happen?

1-17. Through policy and funding

WHAT WOULD YOU LIKE TO SEE HAPPEN IN LOCAL GOVERNMENT?

1. Assist local initiatives to be visible
2. Liaison with central Government
3. Increased ethnic representation
4. Support for strengthening families programmes
5. Support CABs

How could this happen?

1. Advertising

WHAT WOULD YOU LIKE TO SEE HAPPEN IN BUSINESS?

1. More sympathetic attitude
2. Private health providers to be more culturally aware
3. Ensuring safety in the workplace
4. Promote better health:
5. Scholarships for people to stay in the mental health area
6. Scholarships for staffs children
7. Provide decent working environments
8. Educate themselves on cultural and spiritual values
9. Cheap insurance cover for health

How could this happen?

1. Employers Federation could take initiative
2. Incorporate into training
3. Subsidise fitness programmes, membership of gyms etc

WHAT WOULD YOU LIKE TO SEE HAPPEN IN THE COMMUNITY?

1. Support for refugees and migrants

2. Ethnic groups create their own services
3. Local work on gambling, drug and alcohol abuse
4. Meet and greet street days
5. Support for health initiatives
6. Ethnic communities themselves meet and greet incoming members of their own communities

How could this happen?

1. Hold more community events, encourage mixing
2. Provide advocacy with health authorities and pamphlets in their own languages, especially about what is available and precautions to be taken

PLENARY SESSION ON HOUSING POLICY, PRACTICES AND EXPERIENCES

The primary nature of housing for all new arrivals in New Zealand was reflected in the concerns raised during the plenary on housing. Many delegates addressed the question of appropriate housing with respect to quality, safety, location, and costs. They felt that housing should be factored into the general mix when developing immigration and settlement policy. The concept of a certificate of fitness was raised as one way of ensuring migrants and refugees are not housed in sub standard accommodation because of their inability to pay high rentals. The question of discrimination against migrants was raised and delegates felt the Race Relations Office had an important part to play in addressing this discrimination. Delegates also appreciated the pressure on housing in the larger cities and wondered if incentives could be provided for settlement out of these areas.

The following are some of the specific matters that were discussed in the plenary session:

POLICY ISSUES

- Central and local governments should provide affordable emergency housing prior to migrants gaining residency
- Incentives for people to purchase their own homes should be considered
- Incentives for new migrants to settle out of Auckland or Wellington where more affordable housing is available
- Certificates of fitness should be considered for all rental houses
- Low cost/rent free housing initially
- Better provision of short term emergency housing
- Provision should be made for the housing needs for people with disabilities
- Policy to focus on moving away from cluster housing
- Housing for refugees in clusters
- More transparency of housing provision by public agencies
- Equal rights and responsibilities for immigrants and refugees

PRACTICE ISSUES

- Dovetail housing allocation with access to transport
- Consider the effect on local demography when allocating housing
- Tenants should take responsibility for maintaining the state of accommodation
- Fire safety education for new migrants
- Joint venture low interest housing for business
- Basic education about housing for new migrants
- Legal support for tenancy for migrants for dispute resolution
- Race Relations Office to have a role in housing/reducing discrimination and resources to deal with it
- Local communities taking greater responsibility for housing

EXPERIENCES

- Migrants experienced overcrowding
- Migrants experienced racial discrimination
- Migrants only had access to poor housing
- Lack of provision for older migrants

FEEDBACK FROM SMALL GROUP WORKSHOPS

WHAT WOULD YOU LIKE CENTRAL GOVERNMENT TO DO?

1. Increase rental stock
2. Address the policy of overcrowding
3. Monitor sponsors prior to and after immigration
4. Provide information packs for local communities to hand out
5. Better educational programmes on housing by Ministry of Ethnic Affairs
6. The Immigration Service should audit sponsors
7. More effective housing policy linked with more effective immigration policy
8. Fund temporary accommodation
9. Develop and introduce policies based on needs
10. Provide affordable healthy housing
11. Legislation on certification of standards
12. Keep 'healthy homes' project going
13. Provide low interest rent to buy schemes
14. Stop selling state houses
15. High profile ongoing assessment of housing needs of migrants

How could this happen?

1. Buy, build and lease more houses
2. Design a process to check and monitor housing, numbers of tenants and facilities, education on household maintenance
6. Increase fees on sponsors to enable housing accommodation to be checked
7. More communication between departments
10. Communicate and dialogue with local communities, local authorities and researchers
15. Resource for research and ongoing monitoring in communities

WHAT WOULD YOU LIKE LOCAL GOVERNMENT TO DO?

1. Provide emergency housing
2. Issue rental certificates
3. Provide council flats
4. Clarify their role in housing provision
5. Develop a minimum standard for rental housing
6. Work with central government on housing policy
7. Implement housing regulations
8 Provide refuges for men
9. House refugees from same ethnic groups in same location
10. Guarantee accommodation for migrants

How could this happen?

1. Provide rental housing
5. Local government to inspect and issue certificate of fitness
7. Monitoring tenancies

WHAT WOULD YOU LIKE BUSINESS TO DO?

1. Undertake sponsorships
2. Provide good quality construction
3. Support rental certificates
4. Be aware of section 45 Residential Tenancies Act
5. Be socially responsible in housing
6. Landlords to be culturally sensitivity
7. Design a rating scheme for landlords
8. Provide basic information for migrants on how to use appliances
9. Facilitate first home ownership
10. House migrant workers they bring to New Zealand

How could this happen?

1. Through Habitat for Humanity initiatives
2. Through more stringent standards for high density e.g. noise
4. Inform tenants of rights
5. Code of ethics for landlords
6. Offer information and training
7. Star system so good landlords

WHAT WOULD YOU LIKE TO SEE HAPPEN IN THE COMMUNITY?

3. Advocacy
4. Tenants to be aware of rights and responsibilities re tenancy issues
5. Assume more responsibility
6. Local community take greater responsibility for housing
7. Education of community groups re housing
8. To be a watchdog on sub standard accommodation and overcrowding

How could this happen?

2. Inform neighbours of tenants' rights
3 voluntary and paid workers
5. Social services aware of migrants' needs to refer them appropriately.