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Immigration Research Programme

Settlement Assistance Needs of Recent Migrants

March 2000



**SETTLEMENT ASSISTANCE NEEDS
OF RECENT MIGRANTS**

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EXECUTIVE SUMMARY

The following is a summary of a survey conducted with community, ethnic and migrant groups working with or providing services for migrants in the Auckland region. The primary objective of the study was to obtain information to assist with the development of settlement services for recent migrants. Its specific objectives were to: (1) describe the broad settlement and employment needs of recent migrants in the Auckland region; (2) describe the characteristics of non-government organisations providing settlement services to migrants; (3) identify the key features of settlement services that are regarded by key informants as achieving good outcomes; and (4) identify the types of settlement services that would need to be established, revised or expanded to meet the needs identified. Twenty key informant interviews were conducted.

1. SETTLEMENT SERVICES NEEDS OF RECENT MIGRANTS

Four main areas of needs outweigh any others for the successful settlement of recent migrants. These are:

- everyday needs;
- learning English (for non-English speaking background migrants);
- employment; and
- supportive connections.

2. SETTLEMENT SERVICES FOR RECENT MIGRANTS

Different types of settlement services are provided by community, ethnic and migrant groups to help meet the variable needs of recent migrants. Citizens Advice Bureaux (CABs), ethnic associations and community groups currently provide a range of services that assist migrants to cope with their everyday needs. However, the access of these services to migrants is limited. Many recent migrants are either not aware that these services exist, or they do not have the English language skills to make proper use of them, or they do not have the transport available to get to the service providers.

Services that assist migrants to improve their English language skills include: English language courses provided by formal institutions, one-on-one English tuition provided by the

Home Tutor Society, and informal English language assistance provided by community and ethnic groups. However, many migrants cannot afford to pay the fees to attend formal English language classes, and some do not have any means of transportation to enable them to get to classes. For informal English language courses, current demand exceeds its supply and many migrants have to wait a long time to be placed in a class.

With regard to employment assistance services, the most significant employment service provider is Work and Income New Zealand (WINZ). A number of programmes (ESOL classes, practical work experience, Enterprise Allowance) have been developed to help recent migrants gain employment. However, the employment assistance services currently provided by WINZ mainly benefit the low skilled migrants. Few services are available, either from WINZ or from community and ethnic groups, that help highly skilled migrants gain employment in the New Zealand labour market.

Finally, ethnic associations, community and church groups play an important role in building supportive connections for recent migrants. However, older migrants, ‘astronaut’¹ families, migrants from rural backgrounds, teenagers and refugees are groups that are considered to encounter more problems in building up supportive connections. Few services are currently available to address the special needs of these groups.

3. KEY FEATURES OF SETTLEMENT SERVICES THAT COULD ACHIEVE GOOD SETTLEMENT OUTCOMES

Key features of settlement services that could help recent migrants cope more successfully in New Zealand include: groups employing bilingual workers to overcome major cultural and linguistic barriers when helping their clients; developing culturally appropriate services; training staff and volunteers to deal sensitively with people from different linguistic and cultural backgrounds; having adequate funding to run the services; and obtaining participants’ feedback to improve future services.

4. SERVICES THAT WOULD NEED TO BE ESTABLISHED, REVISED OR EXPANDED

This survey highlights some gaps in existing settlement services for recent migrants. The following suggestions are made to assist with the development of settlement services.

Developing services that assist migrants to cope with their everyday living

- One-stop shops to cater for migrants' everyday needs;
- Orientation seminars for all new migrants; and
- Casework service for migrants with special needs.

Developing services that assist migrants to improve English language skills

- Making English language training more readily available and accessible to migrants;
- Provision for more translation and interpreting services; and
- Distribution of pamphlets and information in ethnic languages.

Developing services that assist migrants to gain employment in the labour market

- Provision of employment assistance services for migrants seeking employment from all age groups, different skill levels and various cultural backgrounds; and
- Promoting to employers of the benefits of a diverse workforce.

Developing services that assist migrants to build supportive networks in the new society

- Provision of information on support groups and social services in pre-migration information kit;
- Provision of information on post-migration migrant assistance services; and
- Provision of community education programmes.

¹ 'Astronaut' families refer to families which contain members who return to their countries of origin to work while part of the family, usually the women and children, remain in New Zealand.

1. INTRODUCTION

1.1 Research aim and objectives

The aim of this research was to provide information to assist with the development of settlement services for recent migrants. Specifically, the New Zealand Immigration Service (NZIS) required qualitative research to:

- i) describe the broad settlement and employment needs of recent migrants in the Auckland region, where possible by type of migrant (i.e. characteristics such as region of origin, ESB/NESB, age, gender, education level, skilled/unskilled, etc.);
- ii) describe the characteristics of non-government organisations providing settlement services to migrants, what they provide, and where they currently receive their funding;
- iii) identify, where possible, the types of settlement services that are regarded by key informants as achieving good outcomes, and identify the key features of those services; and
- iv) identify the types of settlement services that would need to be established, revised or expanded to meet the needs identified (i.e. what are the gaps) and some likely costs of establishing the services.

The Migration Research Group at the University of Waikato was commissioned to conduct key informant semi-structured interviews among community, ethnic or migrant groups working with or providing services for migrants, as well as informants from relevant service delivery agencies in the Auckland region such as Work and Income New Zealand, Citizens Advice Bureau and the Department of Internal Affairs. The research was required to focus on the needs of, and services for, recent migrants. Recent migrants are defined as people who have migrated to New Zealand within the previous five years. This definition excludes people in New Zealand on temporary permits.

Overall, 20 key informant interviews were conducted. A small scale literature review was also conducted to provide supplementary information. This report presents the research findings and key conclusions.

1.2 Structure of the report

This report is structured as follows. Section 2 is a literature review giving an overview of the main problems and difficulties encountered by recent migrants to New Zealand, and examines how some of their needs have been addressed. This literature review points to the important role played by community groups and ethnic associations in assisting settlement. Yet there is a lack of information on the many services these organisations currently provide. The remaining part of this report details a survey aiming at providing some preliminary information on the topic. Section 3 describes the research methodology. Sections 4 to 6 present the main findings. Specifically, Section 4 describes four main areas of needs perceived by our key informants as most significant for the successful settlement of recent migrants. They are: everyday needs, learning English, employment and supportive connections. The special services needs of some specific migrant groups are also discussed. Section 5 is concerned with settlement services currently available to address these issues. The key features of settlement services that could achieve good settlement outcomes are explored in Section 6. Finally, our conclusions and suggestions are presented in Section 7.

2. AN OVERVIEW OF SOME SETTLEMENT ISSUES FACING RECENT MIGRANTS

2.1 Assimilation, integration and settlement

This section contains a review of the literature relating to the concept of migrant settlement, and some settlement issues facing recent migrants to New Zealand. Most migrants face enormous challenges when they arrive in a new society: securing a place to live, coping with language barriers, finding a job, adapting to new systems and expectations. At the same time, members of the host society face challenges in accepting and accommodating the needs and backgrounds of migrants.

There are two extremes on a continuum which describe the settlement and participation of migrants in society (Berry, Kim and Boski, 1988). One extreme encourages *assimilation*, meaning that it is primarily up to the migrant to adjust and adapt, if necessary, by abandoning any cultural differences, in order to fit into the new society. The other encourages *segregation*, meaning that migrants are separated or marginalised from society and denied equal access to its institutions and entitlements. The host environments within which migrants' adaptation take place play an important role in influencing the outcomes of migrant adaptation and settlement.

Host societies differ in their policies towards migrants. Sometimes, these policies also change over time. Until the late 1960s, migrants to Canada, the United States, Australia and New Zealand were expected by their host countries to become assimilated into the dominant community (Fletcher, 1999). Since the 1970s, the assimilationist perspective has been variously criticised while a differing approach concerning migrant settlement has been promoted by scholars and policy reformers (Berry, Kalin and Taylor, 1977). This approach, known as *integration*, encourages a process of mutual adjustment and accommodation by both migrants and society. New migrants are expected to understand and respect the values of their host society, but the host society is also expected to understand and respect the cultural differences newcomers bring to their new society. Rather than expecting new migrants to abandon their own cultural heritage, the emphasis is on finding ways to integrate differences within a pluralistic society.

In recent years, both Australia and Canada have adopted official policies which seek to promote cultural pluralism and foster full and equal participation of migrants and ethnic minorities (Fletcher, 1999). In New Zealand, there has been no adoption of a pluralist policy. The 1986 *Immigration Policy Review*, however, committed the Government to encourage migrants “to participate fully in New Zealand’s multicultural society while being able to maintain valued elements in their own heritage” (Burke, 1986: 11). The Review also rejected “the old notion of assimilation” and noted that “our society clearly now sees a positive value in diversity and the retention by ethnic minorities of their cultural heritage” (Burke, 1986: 48).

As noted by Fletcher (1999), the concept of integration focuses on wider and longer-term issues than ‘settlement’. The definitions of the two terms provided in the Canadian Council for Refugees’ 1998 report were used to illustrate this point. Whereas integration is concerned with “the longer-term process through which newcomers become full and equal participants in all the various dimensions of society”, settlement refers to “acclimatization and the early stages of adaptation, when newcomers make the basic adjustment to life in a new country, including finding somewhere to live, beginning to learn the local language, getting a job and learning to find their way around an unfamiliar society” (Canadian Council for Refugees, 1998:9). It was also noted that there is the necessity for mutual adjustment and accommodation by both the individual migrant and the host society if successful settlement is to be achieved (Fletcher, 1999).

2.2 Problems and difficulties for newcomers

For many years, the majority of migrants to New Zealand were Europeans. Since the 1970s, increasing numbers of both refugees and migrants have come to New Zealand from other parts of the world. Major changes in immigration policy in the mid-1980s, especially the removal of the traditional source country preference and the establishment of a business immigration programme, have resulted in a substantial increase in the number of non-English speaking background (NESB) migrants coming to New Zealand (Lidgard, Bedford and Goodwin, 1998a). In the 1998/99 financial year, 37% of the people who were approved for residence in New Zealand came from Asia, 22% from Europe and 16% from the Pacific Islands (New Zealand Immigration Service, 1999a). In terms of their countries of origin, the United Kingdom still contributed the highest number of people approved for residence

(accounting for 14% of total approvals). Other top immigration source countries were South Africa (12%), China (11%), India (10%), Samoa (6%), Fiji (6%) and Tonga (4%) (New Zealand Immigration Service, 1999a). It is important to note that migrants from the largest single source of net migration gains in recent years, Australia, who are Australian citizens do not need approval to reside in New Zealand.

There have also been changes in the types of migrants coming to New Zealand. With the introduction of a points-based immigration programme in the early 1990s, growing numbers of migrants to this country are people with experience, skills and qualifications, but do not necessarily have an immediate job to go to (Fletcher, 1999). In the 1998/99 financial year, 47% of the people approved for residence were under the points system, while Family Reunification accounted for 38 percent (New Zealand *Immigration* Service, 1999a).

These changes in immigration source countries and types of migrants have stimulated considerable research in recent years (Bedford, Spragg, Goodwin, 1998). Some studies looked specifically into the settlement experiences of migrants from non-English speaking backgrounds (Friesen and Ip, 1997; Ho, Lidgard, Bedford and Spoonley, 1997; Lidgard, 1996; Lidgard *et al.*, 1998b). There were also studies conducted amongst migrants who came under the points system (Trlin and Henderson, 1998) and business immigration programmes (Beal and Sos, 1999; Ho, Bedford and Goodwin, 1999; Forsyte Research, 1998a). Not surprisingly, these studies reported many problems and difficulties encountered by recent migrants during their settlement process.

For migrants from non-English speaking backgrounds, language barriers can pose serious problems in many aspects of their lives. In a report prepared for the New Zealand Immigration Service in 1999, Fletcher identified English proficiency as a key factor in the successful settlement of new migrants and their integration into the labour market. Proficiency in the dominant language of the receiving country “provides a means of learning about society and engenders a sense of being part of that society” (Fletcher, 1999: 49). He also cited research across many migrant-receiving countries which show that host society language proficiency has a positive effect on migrants’ relative earnings, labour market opportunities and occupational status.

Unemployment and under-employment are important issues for the skilled migrants, and especially those from non-English speaking backgrounds. Apart from a language barrier, some migrants have felt that they were given unrealistic impressions of their occupational chances in New Zealand prior to migration (Ho and Lidgard, 1996; Lidgard and Yoon, 1999). The difficulties in obtaining acceptance of qualifications, and thus registration to practice, from professional associations have been most notable for health professionals and engineers (Barnard, 1996; Department of Internal Affairs, 1996). There are also concerns that some employers may have difficulties in determining the authenticity and quality of overseas-gained qualifications, and their applicability to the New Zealand environment (Fletcher, 1999; Ho and Bliss, 1999).

In the case of the experiences of business migrants, Forsyte Research (1998a) reported that there were a number of key differences between those migrants from similar (United Kingdom, USA, South Africa and Europe) and dissimilar (particularly Asian) countries. With reference to the latter group, they noted that:

Most notably, differences related to the ability to source information, to understand market operations, to communicate in English and to understand and work with the regulatory environment. There was also a greater tendency for this group to call for increased intervention and assistance from government to enhance their business performance in this country (Forsyte Research, 1998a: 72).

In addition, a number of micro-level studies have explored the settlement experiences of 'astronaut' families which contain members who return to their countries of origin to work while part of the family, usually the women and children, remain in New Zealand. A major reason for many migrants becoming 'astronauts' was the difficulty in securing employment or setting up a business in New Zealand (Boyer, 1996). But research has found that the 'astronaut' strategy has placed great strain both on the married couples who are separated (Ip, 1993), and on their children who are themselves struggling to cope with being in a new society (Ho, 1995).

Clearly, settling in a new society is not easy for many new migrants. They require understanding, tolerance and assistance from people in the receiving country to cope with the issues they face.

2.3 Addressing migrant settlement needs

Currently, New Zealand does not have an official policy to provide settlement services to new migrants. In comparison with other major migrant-receiving countries such as Australia, Canada and the United States, New Zealand provides only a limited range of publicly funded settlement assistance services or programmes for migrants (Fletcher, 1999).

In recognition of the need to help non-English speaking migrants overcome their barriers in seeking employment in New Zealand, the New Zealand Employment Service established a small targeted English for Speakers of Other Languages (ESOL) programme for long-term unemployed tertiary qualified migrants in 1996. An evaluation of this programme in 1998 showed that, compared with a similar group of registered unemployed non-English speaking background non-participants, programme participants were significantly more likely to move into training or employment after completing the course (New Zealand Employment Service, 1998). In addition, Fletcher's (1999) report noted that in 1998/99, \$8.1 million was provided for ESOL courses in the school sector and \$1.7 million of post-compulsory education ESOL training was purchased from the National Association of Home Tutors, which provides one-on-one adult literacy assistance.

In 1997, the New Zealand Immigration Service set up a Settlement Information Programme to provide settlement-related information to potential migrants and new migrants. The Settlement Information Programme has three strands. First, there is the provision of information for potential migrants to assist in their decision whether or not to apply for residence in New Zealand. Second, a Settlement Kit is provided to new migrants. The Kit contains more detailed information about different aspects of life (employment, housing, health, education and daily living) in New Zealand. Third, ongoing post-arrival information for migrants is available while they are settling in this country. This includes the publication of a quarterly magazine, *LiNkZ*, which is focused on informing migrants about how to access services. This magazine is available to all migrants for a period of up to two years after

arrival. Other publications also include the *National Ethnic Communities Directory* and *The Local Government Migrant Services Guide*.

Since 1998, the NZIS has commissioned a number of studies to identify settlement information gaps which need to be addressed. The first report was an evaluation of the Settlement Kit and LiNkZ by CM Research (1998). The evaluation found that although the Settlement Kit provides 'good basic information', migrants generally expect more detailed information. For example, CM Research recommended that in order to increase the usefulness of the Kit, the information provided in the Contact Book should be expanded to include names, functions and phone numbers (both head office and branches) of community organisations relevant to the new migrants (CM Research, 1998: 15). Other key recommendations included providing the Settlement Kit in other languages, especially for migrants from Taiwan and Mainland China; and providing a separate guide targeting teenagers, as the Kit was not addressing the information needs of this group.

In relation to the last recommendation, Forsyte Research was commissioned to conduct research into the information requirements of teenagers (Forsyte Research, 1998b). Their research clearly showed that the information needs of this group are quite different from those of the adult migrants. They suggested that a booklet targeting teenagers should include information on education, entertainment, part-time employment and legal issues, which is most relevant to assist with teenagers' settling in process. Subsequently, *The Teenagers Guide to Living in New Zealand* was published in 1999.

Another group which the NZIS has identified as having special information requirements were older migrants. A study of this group has found that their specific information needs can be influenced by a number of factors (Forsyte Research, 1998c). One factor relates to whether the older migrants come from cultures similar to or dissimilar from New Zealand's. In the case of migrants from dissimilar cultures, it was found that they are more likely to "have more difficulties communicating in English, have limited information search skills and tend to be less familiar with western information networks" (Forsyte Research, 1998c: 10). Consequently, they are likely to require more basic information on a broader range of "lifeskills" topics than those from similar cultures to New Zealand. Another factor concerns the older migrants' intentions for life in New Zealand. The study has found that those intending to work in New Zealand require additional information on employment, while those

intending an active retirement require additional information about activities and opportunities for older people to contribute to their community. Finally, older migrants' settlement information needs are also likely to be determined by their living situation in New Zealand, with those living separate from their family requiring additional information about housing/accommodation. Subsequently, *The 50 Plus Migrant Guide* was provided in 1999.

As part of the initiatives announced in the 1998 immigration policy changes, a Business Migrant Liaison Unit was established in 1999. Currently, this Unit's main function is to provide business information for those who are interested in migrating to New Zealand. In addition to printed materials, some of the information can be obtained electronically.

Over the past three years, the Settlement Information Programme has built up useful resources to help meet the information needs of migrants. However, there has been little development in government policy in terms of the provision of direct services to assist migrant settlement. Much of this work has been left to community groups, the churches and ethnic associations. As with the situation in other migrant-receiving countries, community groups are important sources of assistance and support for migrants. They play an important role in helping new migrants during the settlement process. In Canada, the approach has been for the government to provide funding to community groups to run settlement programmes for migrants. This approach will be briefly reviewed in the next section.

2.4 The role of community groups and ethnic associations in assisting settlement

In Canada, the Immigrant Settlement and Adaptation Programme (ISAP) provides funds to non-government agencies to provide services to help migrants settle in Canada. Services funded under ISAP include: reception and orientation, translation and interpretation, paraprofessional counselling, referral to mainstream services and employment-related activities such as job-finding clubs, CV preparation and interview techniques. In addition, ISAP also funds projects designed to complement or improve the delivery of settlement services. These include planning improvements for the delivery of settlement programmes, research projects on settlement and integration, seminars and conferences to share information about settlement and integration activities, and training of ISAP workers (Fletcher, 1999).

In New Zealand, community and migrant groups also play an important role in providing assistance and support for new migrants, but little or no public funding has been provided for the services they run. As part of CM Research's (1998) study into migrants' settlement information and services needs, eight community groups were approached to provide information on the topic, as well as on the kind of services they provide. Their report showed that a high proportion of migrants using community groups were from non-English speaking backgrounds, particularly people of Asian ethnicities.

Unlike English-speaking migrants, who generally are more familiar with the range of sources for accessing information and services, non-English speaking migrants used community groups as an intermediate step to help meet their information and services needs. It was also found that the type of information migrants sought from community groups centred on daily living and personal issues (e.g. sources for obtaining English language lessons), education (e.g. how to proceed with upgrading qualifications), employment (e.g. how to find employment) and health (e.g. the types of specialist health care that are available). In addition to general information provision and referrals, some community groups also provide budgeting advice and assistance, interpreter services, run seminars (e.g. how to set up a small business), accompany clients to organisations to handle difficult issues (e.g. visit IRD to clarify taxation return details) and play an advocacy role (CM Research, 1998).

As the primary objective of this project was to provide information to assist with the development of settlement services for recent migrants, a better understanding of the settlement services currently provided by community groups would be required. The remaining part of this report details a survey aiming at providing the information required.

3. RESEARCH METHODOLOGY

3.1 Key informant interviews

As specified by the NZIS, key informant interview was the main research methodology used in this study. A total of 20 key informant interviews were conducted. In three of the interviews, more than one informant from the responding organisation participated. All of the interviews were conducted in the Auckland region, between November 26, 1999 and January 13, 2000.

Of the 20 interviews conducted, four involved informants in government organisations, such as the Department of Internal Affairs and Work and Income New Zealand (Table 1). The remaining interviews involved informants in non-government agencies – eight community groups and eight migrant groups. The eight community groups included a Citizen Advice Bureau, an educational institution which provides English language training, a Home Tutor group, a church group, an advocacy group for refugees, a family support and counselling services centre, an agency which provides services to women and an agency which provides services to the unemployed. All of the informants in the community groups had direct contact with migrants and were familiar with migrant issues.

Table 1 Type of responding organisations

Type of organisation	Number of interviews
Government	4
Non-government	
Community groups (e.g. school, church, etc)	8
Migrant groups	8
Total	20

Four of the responding migrant groups were Chinese. The Chinese is the largest Asian group in New Zealand. Substantial immigration of Chinese from China, Hong Kong and Taiwan has been the main factor in the growth of the Chinese population since the mid 1980s (Ho *et al*, 1998). There are close to 100 ethnic Chinese associations in the Auckland region. The four Chinese migrant groups that participated in the study serve very different functions. One group is a long established Chinese organisations in Auckland with members comprising both

old and new migrants and the locally born. The other three groups were set up more recently, including a community centre which provides services for Chinese new migrants, a Chinese business migrant group and a group which provides services for Chinese speaking youths.

The non-Chinese migrant groups that participated in the study included a Korean group, a Vietnamese group, a Pacific Islands group and a South African group. The sample of migrant groups showed a bias towards non-English speaking background migrants. As we have found in the literature review, the information and services needs of non-English speaking migrants were often much greater than those of the English speaking migrants (p.15). Because of their language barriers, non-English speaking migrants tend to get help from their ethnic fellows through various services provided by their ethnic institutions.

3.2 Procedures

Initially, there were six contact sources – four government organisations, one community group and one migrant group. After the first six interviews, a snow-ball technique was used to locate other relevant community, ethnic or migrant groups. This kind of technique is frequently used when it is necessary to reach a small, specialised target population. An attempt was made to ensure that the groups contacted represent different ethnic groups and a range of services.

After a community, ethnic or migrant group was identified, a letter of introduction was sent to explain the nature of the study (Appendix I). The potential respondents were later contacted by telephone. If they were interested in taking part, an interview was arranged. Most of the interviews were conducted at the respondents' workplace. If the respondents agreed, the interviews were tape-recorded in order to facilitate subsequent analysis.

The response rate was close to 90 percent. Only three potential respondents declined to be interviewed. Two declined because they could not find time for the interview. It must be noted that December is not a good month to do surveys, as it is usually the busiest month of the year in the workplace. The third declined because of the sensitive nature of the interview topics.

All interviews, except three, were conducted in English. The three interviews which were conducted in Chinese involved Chinese informants. Conducting these interviews in Chinese has the advantages of developing rapport and overcoming a language barrier.

On the average, each interview took about one hour to complete. Some interviews took longer, particularly if the interview involved more than one informant. The longest interview which involved four informants took 2 ½ hours.

3.3 Interview schedule

An interview schedule was developed in consultation with the NZIS (Appendix II). The interview schedule consisted of five sections. The first section contained some instructions to interviewers to ensure that all interviews would proceed in the same sequence and style. Definitions of terms such as “settlement” and “recent migrant” were also given.

The background information of the responding organisation, including its aims, target clientele and main services, was sought in the second section. The respondent’s position and responsibilities in the organisation were also noted.

The settlement services needs of the recent migrants were explored in the third section through two main questions. The first question asked the respondent to identify the main settlement services needs that recent migrants encountered and, if possible, to rank these needs in terms of their significance. The second question asked the respondent to identify the migrant group/groups that tend to face the most difficulties, and describe what the special needs of these groups were.

Section 4 was the main focus of the interview. For each broad area of recent migrants’ needs and special needs mentioned in the previous section, the respondent was asked to discuss what services are currently available in the Auckland region that can meet such needs. Other questions in this section included: Which organisations are providing these services? What are the key features of these services? What is useful / not useful about these services?

For the question on the usefulness of services, the respondent was also asked to identify indicators of success if a service provided by a particular organisation was considered to be useful. Factors that might have hindered the utility of a service were also identified by the respondent. The final two questions in the section asked the respondent to discuss the transferability of services (i.e. whether the services would be successful across a range of migrant groups or whether the success rate differ from one group to another) and to identify possible settlement services gaps that needed to be addressed.

Section 4a contained questions which only needed to be completed if the agency was providing direct services to recent migrants. Some government departments that participated in the study were not requested to complete this section because they do not provide direct services to migrants. In this section, specific information on the settlement services that were provided by the responding agency was sought. The information requested included the objectives and key features of the service, access to clients (i.e. if the service was advertised in the community), staffing (the number of paid staff and/or volunteers who provided the service), training (qualifications of paid staff, and whether training was provided to volunteers), programme costs and evaluation. Finally, the respondent was asked to identify the priority settlement services for recent migrants, and recommend other organisations for the research team to contact.

3.4 Limitations of the study

The key drawback of this study is the small sample size. As only 20 interviews were conducted, it cannot be claimed that a representative sample of the agencies providing services to recent migrants in the Auckland region was surveyed. Nonetheless, efforts had been made to ensure that the agencies selected for the study represented different ethnic / migrant groups and a broad range of services. Besides, all of the key informants are very knowledgeable about migrant issues and have worked in their field of expertise for many years. Thus while not ensuring representativeness, the survey can certainly highlight issues which are relevant for the development of settlement assistance services for recent migrants, thereby fulfilling the aims of the project.

Overall, the respondents were very interested in the topics raised in the interview and offered sincere and useful answers. Some respondents, however, found a few of the questions in the interview schedule difficult to answer. The question that the respondents had most difficulties with was the one about the usefulness of services (Section 4). This question asked the respondents' opinion about the services which they regarded as achieving good outcomes and those which were not. Most respondents were reluctant to answer this question, pointing out that it was beyond their capacity to judge. Besides, some respondents also refused to rank the needs of the recent migrants (Section 1), or to rank the priority settlement services required for these migrants (Section 5). They considered that all the needs they mentioned were essential and thus should all be addressed without setting a priority. Finally, many respondents also failed to provide information on programme costs (Section 4a). In the remaining part of this report, the main findings of the study are examined.

4. SETTLEMENT SERVICES NEEDS OF RECENT MIGRANTS

Four main areas of needs were perceived by our key informants as outweighing any others for the successful settlement of recent migrants. These are: everyday needs, learning English, employment and supportive connections. They are outlined in turn in this section.

4.1 Everyday needs

For many new migrants, the most important settlement issues that they face initially involve finding accommodation, sending children to school, getting a driver's licence, accessing health care, and coming to understand New Zealand's social systems, government services, taxation and other legislation, community and ethnic support groups and so on. Although there are services available to help migrants cope with their everyday living, many newcomers are either not aware that these services exist, or they do not have the English language skills to make proper use of them. One respondent pointed out that as many existing services are not advertised, most migrants have to seek the services out for themselves. She commented that current service providers "haven't even thought proactively about how people can access services".

There is also the concern that some migrants need practical help. At present some agencies, such as the Citizens Advice Bureau, only provide information to migrants to help them deal with their everyday requirements. Yet information about services is only useful for those who can access the services. Many migrants are unable to do this because they lack transportation, or because they lack financial resources. A respondent who had worked with NESB migrants for over ten years remarked:

Lots of people who need to access what services are available out there can't because they can't pay the fees, they can't even pay the transport to get there ... In Auckland if you haven't got your own independent transport or someone that can ferry you around, which is very demanding, it is very hard and very expensive to get to services.

All key informants consistently agreed that migrants from non-English speaking backgrounds face the most difficulties in everyday living in their new residential and work environments. In the next section, the language service needs of this group are explained.

4.2 Learning English

For NESB migrants, a language barrier makes the starting of a new life in New Zealand extremely difficult. The main reason for this is that the migrants simply do not have the skills to access the local information system. Some respondents considered that all other settlement problems of this group stem from the lack of English language skills. In their view, this is the reason why NESB migrants are more likely to have trouble dealing with their daily tasks, have difficulties finding employment, and are less likely to become integrated and ‘learn the local ways’.

Clearly, the language services needs of NESB migrants are as individual as each person. Some NESB migrants are illiterate in their native language. This makes the learning of a new foreign language all the more difficult for them. Some NESB migrants have sufficient English to cope with their daily living, but they need to improve their English in order to gain employment in the New Zealand labour market. There is also the situation of some NESB migrants who want to learn English but do not have any means of transportation to enable them to get to classes. The challenge to language services providers is that they have to identify the variable needs of the migrants and to provide services that address their various needs.

From interview to interview, the respondents pointed out that the language services needs of NESB migrants have not been met. The huge demand for services is reflected in the long waiting lists for English language training courses offered in formal institutions. The demand for community-based English classes is also huge. “Often classes are filled even before they are advertised”, some respondents remarked.

One respondent also pointed out that learning a new language takes time. This fact is often overlooked by migrants and members of the host society alike. Therefore, there is the need to give clear information to migrants, prior to their migration, about the consequences of what

life would be like if they do not have adequate English. At the same time, this respondent felt that “members of the host society need to have more understanding and tolerance towards the non-English speaking migrants”.

4.3 Employment

Whereas learning English and coping with everyday requirements can be regarded as the immediate settlement needs for many newcomers, finding work is also an early important step to take. The employment services needs of recent migrants are again, as unique as each individual. A number of respondents considered that non-English speaking migrants experienced the most difficulties in gaining employment. In their view, English language training is the most important service to provide to help these migrants overcome their employment problems.

Migrants who have little or no education also face serious problems finding a job. One respondent gave the example of migrants from the Pacific Islands. Many of these migrants were manual labourers before they moved to New Zealand. They cannot easily find work in their new country that requires a higher level of skills. Another respondent felt that some refugees also face similar problems finding employment:

Many refugees haven't got any education, some of them can't even read or write [in their native language], and most of them are not trained for anything other than farm work and fishing, and neither of those work are what they need in New Zealand [sic] ... They have got to be trained to be employable, by the government, not just language, but occupation.

For migrants and refugees with little education and limited skills, upgrading their skills is of paramount importance. Besides, there is the need to educate New Zealand employers. Some respondents pointed out that many employers are unwilling to employ migrants and refugees who do not possess local work experience, and some employers “are prejudiced against hiring people who are more qualified than themselves”. Employers’ prejudice increases the difficulties for migrants and refugees in gaining their first job. One respondent said:

A lot of employers will hire somebody in a way, [by] first impression ... I hear a lot of these when I used to do career counselling ..., especially with the older men and women ... They [the migrants] have been doing that, door knocking and on the phone, and of course when you are on the phone, your accent is not like a kiwi accent, then you are in trouble already ... They [the employers] say they will ring you later, of course they won't. Even if you front up, face-to-face, you will see the receptionist at the door first, they say 'I will ring you later', of course they won't.

These comments echo the findings of an earlier project led by the principal author that explores issues associated with diversity in the workplace (Migration Research Group, 1999). In both studies, the respondents felt that New Zealand employers "need to be more open minded". One respondent further remarked: "We need to promote an attitudinal change towards incorporating diversity, for example using the mass media".

The issue of qualification mismatch is also a major concern. Qualification mismatch means that a migrant's qualifications that were gained in his or her home country are not recognised by employers in New Zealand. This problem relates particularly to migrants who come with a qualification and substantive work experience. Several informants gave examples of newly arrived medical doctors who were unable to gain employment due to qualification mismatch.² Often these migrant doctors had to accept work that was unrelated to their field of expertise (e.g. taxi driving). One respondent said:

Programmes like 20/20 have raised the issue time and again, of what happened to those doctors who come, promised a job, but find on their arrival that they can't register. Down here [in Auckland], we have an Indonesian doctor who is a top paediatrician and can't get a job.

² Occupation registration, usually controlled by a registration board or a professional organisation, is a regulatory prerequisite for employment in certain occupations in New Zealand. A research undertaken by the Department of Internal Affairs in 1996 revealed that problems of recognition of qualifications were serious for migrants in the health professions, who could not gain entry to the profession without sitting New Zealand examinations.

On the other hand, some migrants were considered to be too inflexible in their career choice. A few respondents commented on those migrants who were reluctant to seek employment in a different field. One respondent commented that “the most difficult professional migrants to place are doctors and engineers because they don’t want to work anywhere else”. He gave the example of a professional migrant engineer who rejected all other employment or retraining opportunities. He just wanted to get a job in his specialist field. This respondent advised that “migrants need to be flexible and realistic”.

Many respondents believed that the idealistic attitudes of some migrants are due, in part, to the false or unrealistic information they received from immigration consultants in their home countries about their employment opportunities in New Zealand. Many migrants were led to believe that they are able to ‘walk into’ a job after they arrive in New Zealand. Consequently, they made no preparation to cope with the difficulties they might face in finding a job. Some migrants who entered under the points system also interpreted that the more ‘points’ they gained for their qualifications and professional work experiences, the easier it would be for them to get a job. These migrants are desperately disappointed when they arrive here and find that this is not the case.

No matter whether the migrant needs to improve his/her language skills, receive skill upgrading or retraining, or get practical advice and assistance to improve his/her job searching skills, the overall comments from all informants indicated that currently, there is limited help available in these areas. For some migrants a lack of employment opportunities in New Zealand had driven them to leave the country either to return home or to re-migrate elsewhere. One respondent summed up the situation in these words:

Husbands working overseas, their families being left here [in New Zealand], you see a lot of that. Why? Because they are not able to work here and they don’t want to go onto the benefit, so they have gone back home, leaving their families behind.

Two years ago, a survey conducted by the Migration Research Group at the University of Waikato found that many young migrants from Hong Kong and Taiwan left the country when they finished their education. They did this partly because of the difficulties of finding employment in New Zealand, and partly because of better pay and employment prospects in

their country of origin (Lidgard *et al*, 1998). One respondent in the present study expressed great concern over this situation. She said: “We need to help them [the young migrants] to achieve in New Zealand. If not, they will leave New Zealand offering no return to government-subsidised resources”.

4.4 Supportive connections

Finally, the need for supportive connections was identified as one of the four most important success factors for settlement. It was felt that if migrants have strong supportive connections, the other three key factors for settlement - coping with daily living, language acquisition and employment – are easier to attain. One respondent said: “Migrants need to feel as secure and unified as possible in what [migration] is a dislocating process”. Another respondent pointed out that new migrants, in particular, need to be connected to appropriate services in the community:

Migrants’ settlement depends on how much information their community knows. Most of the time migrants live in their own community. They don’t have a link with the mainstream community.

Building relationships, both within and outside the migrants’ own ethnic communities, is essential in the connecting process. While building relationships within one’s own ethnic community can help the migrants maintain their ethnic identity and culture, there is the concern among a few respondents that some ethnic groups may function to hinder the connecting process of new migrants. This is because if migrants rely entirely on their own ethnic fellows to deal with their daily needs, there is no need for them to learn English, nor to start interacting with members of the dominant society. One respondent suggested that in this case, ethnic groups actually provide a place in which migrants can ‘hide’.

On the other hand, building relationships outside the migrants’ own ethnic communities is not easy. There are many reasons why some migrants found it difficult to start building relationships with the wider community. In the view of some respondents, the lack of language skills was the main reason. For others, the reason given was a lack of confidence on

the part of migrants to initiate contacts. Limited venues for socialising, as well as transportation difficulties and lack of resources were also mentioned as reasons.

Some migrant groups were perceived as having more problems in building up supportive connections. Apart from NESB migrants, older migrants, 'astronaut' families, refugees, teenagers, and migrants from rural backgrounds are groups that were identified as requiring greater assistance with the connecting process. The needs of the first three groups have been discussed elsewhere (see, for example, Christchurch City Council, 1997; Forsyte Research, 1998c; Ho, Bedford and Goodwin, 1997) and will not be repeated here.

In the case of teenager migrants, "the social isolation due to the migration process is paramount". This respondent also said:

Teenagers have to rely on others for transport. They don't always have access to a vehicle. To those people who don't, their activities are limited to their parents' circles and the immediate geographical vicinity. They are in many ways house bound.

Teenage years are the time when individuals are confronted with profound changes within themselves. It is also a time at which individuals are expected to develop new kinds of relationships with their community. As well as coping with their own developmental changes, teenage migrants have the added difficulty of being in a new society:

Sometimes they [the teenage migrants] are lost in all the new roles they are supposed to take up ... The assistance available is minimal. Traditionally parents play an important part in providing support to their children. However, since these teenagers' parents are themselves learning to cope with living in New Zealand, the assistance they can offer may not always be the most effective.

The special needs of migrants from rural backgrounds are also often ignored. This group tend to experience huge 'culture shock' when they move to technologically advanced countries such as New Zealand. Transportation poses a huge barrier to this group because migrants from rural backgrounds are used to 'going anywhere they like in the countryside'. Their use

of time is another area in which their cultural values seem to be at odds with New Zealand's. Because migrants from rural backgrounds are brought up to use time leniently, many tend to have trouble dealing with the more frenetic pace of life in New Zealand. However, if they fail to turn up punctually at their workplace, their New Zealand employer may consider them to be lazy. Because of the cultural differences, and possibly a language barrier, migrants from rural backgrounds require greater assistance with their connecting process. However, no services that address their special needs are currently available.

5. SETTLEMENT SERVICES FOR RECENT MIGRANTS

Services available in the Auckland region that address the four areas of needs identified previously are described in this section. Information on these services was obtained from the key informant interviews. However it must be stressed that this survey was restricted to 20 key informant interviews; hence the information provided in this section cannot claim to cover all of the available services for recent migrants. The New Zealand Immigration Service's *Ethnic Communities Directory* (1998) and *Local Government Migrant services* (1999b) list many of the ethnic and community groups which could provide some services for migrants. The discussion below only serves to highlight the sorts of services which are available to assist recent migrants, and more importantly, some gaps in the existing services.

5.1 Services that assist migrants to cope with their everyday living

Existing services that assist migrants to cope with their everyday needs are provided by the Citizens Advice Bureaux (CABs), ethnic associations and community groups.

5.1.1 Citizens Advice Bureau

One of the CABs most useful services to recent migrants is the range of information they provide regarding immigration application forms and guides. CABs hold information on citizenship, taxation, employment, education, police and medical certificates, and visa information. In addition to this, CABs provide interpreters on site, an advocacy service over the phone, and free legal advice. The CABs also hold a comprehensive database listing ethnic community groups in the Auckland region. This database allows migrants to gain contact information on other organisations available to help them in the settlement process.

The CABs are staffed by trained volunteers. Some CABs have volunteers who can speak other languages which are particularly useful to NESB migrants. Many migrants approach CABs for help to cope with daily requirements. Their feedback on the services they receive has been very positive. Migrants often say they feel very comfortable in the 'unofficial' environment of a CAB office when stating that they do not understand how to deal with a particular everyday task (e.g. how to write a letter). The CAB volunteer can either help them write their letter, or refer them on to the appropriate authority. Some migrants particularly

appreciate the time the volunteer workers give to explain things to them. However, because English is the primary language used in CABs, some NESB migrants have difficulties using their services.

5.1.2 Ethnic associations and community groups

Community and ethnic groups also provide services to meet the everyday needs of recent migrants. The services provided by these groups, as obtained from the informants, include information and advocacy services, education on basic life skills training, English language courses, interpreters and bilingual liaison services. In addition, some community groups also offer driver licensing classes, and provide legal information and health services.

Whereas CABs can provide information about how to obtain a driver's licence, some recent migrants need greater assistance – for example, they do not know what a driving test is, how to locate the nearest driver licensing centre, or where to find a driving instructor. One community group offers a small targeted driver licensing class taught by a driving instructor, who takes the clients to sit their driving tests and provides practical training on the road. The target clientele are migrants who have the greatest need to overcome a transport barrier (e.g. home bound women) and who cannot afford to go to a private driving school. This low-cost driver licensing service has proven to be very successful. By helping migrants to obtain a driver's licence, the programme also fosters self-help and independence and assists with the migrants' settling in process. It is evident that the demand for this kind of service is huge: over 200 migrants applied to get into the class which was restricted to only 40 participants. It is also evident that many migrants need practical help rather than just information to deal with their everyday requirements.

Some migrants and refugees also need low-cost health care, rather than just information about how to find a doctor or how to apply for a Community Services Card. One of the responding organisations in this survey was a community centre which runs a health and dental clinic for the unemployed and low-income people. According to the informant, a significant proportion of their members who use this clinic are recent migrants. Partially funded by the Health Funding Authority, this clinic is staffed by professional medical doctors, dentists and registered nurses. The migrants who use the clinic's services particularly appreciate the sensitivity of the medical team towards cultural and migrant issues. For example, they can bring a family member or an interpreter to see the doctor.

Recent migrants also need access to legal services. With an annual funding of \$4,700 from the Ministry of Justice, one community group started to provide a free legal information service to migrants two years ago. The programme is staffed by one paid social worker and three trained volunteers. They provide information on a number of legal matters that migrants are most concerned about, such as taxation, rates, house rental, driver licensing, immigration and family law (e.g. family reunification). If the migrants have serious legal problems, legal consultation is provided. It is evident that the demand for legal services among migrants is huge. When the programme was first established, there were two lawyers providing legal consultation. Two years later, the number of lawyers has increased to four. Yet our informant believed that there is still an issue of access to information – many men and women are still not aware of their legal rights and responsibilities.

Clearly, many ethnic associations and community groups have identified areas of migrants' everyday needs that have not been met, and these agencies are providing services to try and help them meet these needs. However, unlike the CABs which has a network of branches throughout New Zealand, there is little or no coordination of the services currently provided by these agencies. Hence the assistance some community and ethnic groups provide to migrants is limited by their size, financial resources and knowledge. Funding problems also mean that few of their services are widely advertised. Consequently, many migrants do not know that these services exist.

5.2 Services that assist migrants to improve their English language skills

Because of the substantial increase in the number of NESB migrants coming to New Zealand in recent years, the demand for English language services is huge. Currently services that assist migrants to improve their English language skills can be divided into three categories: formal English language courses, informal English language assistance, and translation and interpreting services. Different types of language services meet the variable needs of the NESB migrants.

5.2.1 Formal English language courses

In the Auckland region, the Auckland University of Technology (AUT), UNITEC Institute of Technology (UNITEC) and Manukau Institute of Technology (MIT) all provide English

language courses. In addition to general English courses, specific courses are designed for professional migrants to re-enter the work force. Other special courses include a Low Level Adult English Literacy Programme provided by the AUT. This course is designed for people who are illiterate in their native languages.

The reputation of the courses provided in AUT, UNITEC and MIT is regarded to be high. One of the key factors making the formal institution courses a success is their recognition as an accredited programme. Participants are issued with certificates at the completion of their English training course. With this certificate, NESB migrants can prove their level of language skills to their potential employers or continue with their education. Another advantage of these formal institutions is that they provide follow up courses for their students, enabling them to go beyond a basic level of English proficiency. As a result, these courses are very popular.

However, formal institution courses are limited to people who can afford the fees and have the available transport to make regular trips. Long waiting lists are also a problem for entrance into some courses.

Some private language schools, that primarily provide services for overseas fee paying students, are also open to new migrants; however the quality of their services varies. For school children, most schools in the Auckland region now offer ESOL classes on site for NESB students irrespective of their immigration status.

5.2.2 Informal English language assistance

There are a wide variety of informal English learning groups based in Auckland. The Home Tutor Programme offers free English language tuition to people who cannot go to a class. Usually the participants receive one hour of one-on-one tuition a week in their homes. The Home Tutors are trained volunteers. Currently, the Home Tutor service in Auckland is staffed by one full-time coordinator, four part-time staff and 270 volunteers. The programme has an annual budget of \$100,000. In 1999, 75 percent of their programme costs were funded by the Ministry of Education.

There are also English language classes run by some church groups and ethnic communities. The content of these classes usually revolves around daily tasks, for example English for

going shopping or seeing a doctor. Through attending these classes many recent migrants can more readily handle daily tasks on their own.

Most of these English language classes are taught by volunteers, who are usually very friendly and helpful. Many migrants make new friends and gain a first hand experience of the New Zealand life and culture through the person-to-person contact with their tutors. In addition, as the classes are run by volunteers, the participants do not need to pay a lot for these classes. Finally, there is also the advantage of proximity. Since these classes are run by community associations, they are generally offered in areas close to the migrants' residences, reducing the significant issue of transport costs and availability. However, current demand for English language training provided by the Home Tutor programme and various community and ethnic groups exceeds its supply and many migrants have to wait a long time to be placed in a class.

5.2.3 Translation and interpreting services

A list of the translation and interpreting services available at a national level can be obtained from the Online Ethnic Communities Directory (www.immigration.govt.nz/ecd/), or from the New Zealand Immigration Service's *Ethnic Communities Directory* (1998). In the Auckland region, many of the listings are also CABs which offer translation services. In addition, the University of Auckland has a unit which offers interpreting and translation services to the general public, for a fee. The Middlemore Hospital provides interpreters for medical situations. Some ethnic groups, such as the Koreans and the Chinese, also have interpreters. They also publish newspapers and brochures providing information about New Zealand in their native languages.

5.3 Services that assist migrants to increase their chances of gaining employment

At present, services providing employment assistance to new migrants are minimal. Existing services that have been developed to deal with recent migrants' employment difficulties mainly provide English language courses and practical work experience programmes.

5.3.1 Work and Income New Zealand (WINZ)

Currently the most significant employment service provider is Work and Income New Zealand (WINZ). WINZ provides a number of programmes that are open to new migrants and

that attempt to help them gain employment. These programmes include ESOL classes and practical work experience. The ESOL classes are run under three different programmes; 8 weeks, 12 weeks and 19 weeks depending on the migrants' English proficiency level. One of the key features of this service is that if the participants do not achieve satisfactory results in the shorter training courses, they will be placed in the 19 week programme to continue their English training. Nevertheless, there are problems with these programmes, primarily that most migrants have to pay for the training course, and they are not able to obtain a student loan until they have been unemployed in New Zealand for two years.

The other principal initiative of WINZ to help migrants gain employment is practical training. This programme revolves around providing New Zealand employers with incentives for employing WINZ clients for a period of 6 to 12 months. The programme focuses primarily on providing work experience for unskilled migrants in small businesses within the Auckland region. According to our informant from WINZ, a key indicator of the success of this programme is that 60% of the migrants last for more than 6 months of the employment period.

WINZ has a third programme available to clients who have been unemployed for over 26 weeks providing training and an allowance to set up a business. This scheme, known as an Enterprise Allowance, involves sending clients to a WINZ approved Business Training Advice service provider where they receive business training, before developing a business proposal which is assessed by a WINZ approved bidding agency. Successful clients receive up to \$9,800 to help with the development of their business. One of the most significant features of this initiative is that a large number of successful clients are migrants. An informant in WINZ stated that out of the 250 businesses developed annually, 80-100 of them are developed by migrants.

In association with the WINZ Enterprise Allowance Scheme, a Pacific Island employment service has developed a pre-enterprise workshop for WINZ registered unemployed Pacific Island clients. This three-day workshop prepares the clients to enter the Enterprise Allowance Programme by assisting clients with personal issues, and providing business network opportunities. The three-day workshop is seen to be successful because it helps members prepare for the Enterprise Allowance Scheme, in turn enabling them to properly commit to the programme. The service is however restricted to people of Pacific Island descent.

So far, the employment assistance services provided by WINZ mainly benefit the low skilled migrants. Few services are available to help highly skilled migrants to gain employment in the New Zealand labour market. A major reason for this is that WINZ has been directed to offer assistance primarily to those who are dependent upon WINZ financially, it is thus constrained by its ability to deal with the specific problems of the highly skilled migrants.

5.3.2 Community and ethnic groups

A limited range of employment assistance initiatives are provided by community and ethnic groups. The Pacific Island communities in particular, provide a number of services to help Pacific Island migrants gain access into the New Zealand workforce. Business networking is another growing form of employment assistance. Once again it is the ethnic community groups that provide this service, in particular the Pacific Island, Chinese and South African communities. Business networking is seen to be a very useful method for migrants to establish contacts within their own ethnic group, and to link members with mainstream businesses in the wider New Zealand community.

English language courses with a job placement component, are offered in some institutions such as AUT and UNITEC. The English language component of these programmes usually focuses on teaching the participants job search skills, English in the workplace, and work culture in New Zealand. The job placement component is designed to help migrants gain employment through providing work experience. These programmes are regarded to be very successful, as most participants gain employment after completing their placement. However, current demand for work placement programmes exceeds its supply and many migrants have to wait a long time to be placed in a class.

5.4 Services that assist migrants to build supportive connections in the new society

At present, ethnic associations, community and church groups provide new migrants with many resources – experience, support, advice and friendship. They play an important role in building supportive connections for recent migrants.

Some church and ethnic groups provide an ‘airport reception’ service. This service involves meeting the migrants at the airport when they first arrive in New Zealand, helping them to

find accommodation and doctors, and providing non-professional interpreting services at the initial stage of their settlement. Although this kind of service is not formally organised, it is considered to be very useful by the new migrants.

From time to time, some ethnic groups put on social activities such as public functions and multi-cultural festivals, which allow the groups to showcase their cultures and interact with the local New Zealand community. Some groups also organise activities exclusively for their specific ethnic communities. These activities enable the groups to retain their own culture while adapting to the New Zealand environment.

An example of a cultural maintenance programme is the Korean School organised by the Korean Society in Auckland. This service has been established for five years and has a campus in Pakuranga and one in the North Shore. The School runs Saturday classes in the Korean language for Korean speaking children aged 3 to 16 years. The School teaches a full range of subjects from Korean culture to mathematics. Currently, the School is staffed by 50 paid teachers and 10 volunteers. All of their teachers are qualified teachers from Korea. The programme costs \$100,000 annually to run. It is funded by the Korean Government, local Koreans and tuition fees.

Other ethnic groups, such as the Chinese and Indians, also run language schools to help young migrants maintain their culture and heritage. Cultural maintenance also serves to promote the migrants' social integration. Those migrants who are proud of their own culture tend to have a sense of belonging and self-worth, which is likely to facilitate their integration into the host society.

In Section 4, it was pointed out that some migrant groups, such as the older migrants and refugees, need greater assistance with their connecting process (see p. 26). However, few services are currently available to address their special needs. At present, some agencies provide a home visit and casework service to a limited number of clients when needs arise. Through the casework service, professional workers can better understand the unique nature of some of their clients' problems and offer practical assistance or counselling without having their clients coming in to the office. However, home visits are time and labour intensive. Training and supervision must be also provided if volunteers are used to provide the service.

6. KEY FEATURES OF SETTLEMENT SERVICES THAT COULD ACHIEVE GOOD SETTLEMENT OUTCOMES

The discussion in Section 5 showed that a wide variety of organisations and groups are currently providing services to assist the settlement process of recent migrants. In this section, key features of the settlement services that could help recent migrants cope more successfully in New Zealand are discussed. It must be stressed however that no attempt has been made to identify which agencies are providing useful services or not. Rather, the purpose is to identify strategies that were perceived by our key informants as effective ones for agencies to employ in order to achieve good settlement outcomes.

6.1 Bilingual workers

Many ethnic and community groups have workers or volunteers who are migrants themselves. Bilingual migrant staff are seen to be crucial to the success of these organisations because they overcome a major cultural or language barrier when helping their clients. As mentioned previously, many NESB migrants do not have adequate English language skills to make proper use of existing settlement services. These migrants often feel more comfortable when they receive services from a worker who can speak their native language. Besides, bilingual workers who are migrants themselves tend to have better understanding of the settlement difficulties these clients face. This in turn facilitates the development of rapport and trust.

6.2 Cultural appropriateness and sensitivity

The provision of culturally appropriate services is also seen as an important issue. One respondent commented that some refugees felt that “the settlement process was just as hurtful” if the services provided to them were not delivered in a culturally appropriate manner. Some migrants felt alienated and marginalised when the settlement services provided failed to address their specific linguistic or cultural needs.

Informants in this study considered that in order to develop culturally appropriate services, there is the need for service providers to consult with the respective ethnic communities. A

similar recommendation was made by Watts and Trlin (2000) in their recent study on the employment and provision of services for NESB migrants by New Zealand public sector organisations.

As the New Zealand's population becomes more ethnically and culturally diverse due to immigration, ethnic communities play an increasingly important role in raising awareness of cultural diversity issues among members of the mainstream society (see, for example, Panny, 1998). They also provide a number of resources to promote understanding of the cultural differences among New Zealand's many ethnic groups (Bell, 1997; Buckman, 1994a, 1994b, 1997). These resources should be very useful in assisting agencies to develop cultural appropriate services.

6.3 Volunteer training

Watts and Trlin (2000) recommended that in order to provide services that could effectively meet the needs of NESB clients, it is necessary to train staff to deal sensitively with people from different linguistic and cultural backgrounds. Volunteers are precious resources of most agencies providing settlement services. Providing proper training to volunteers is therefore also very important to ensure good service outcomes.

This study found that a few agencies do not provide any training for their volunteers. Most agencies provide volunteers with on-the-job training. This means that the volunteers are supervised by an experienced professional worker until such time that they can deliver the service on their own. However, some agencies have a more vigorous and structured volunteer recruitment and training programme. The agencies which provide formal volunteer training tend to be bigger organisations using a large number of volunteers, such as the CABs. The structured training programme ensures consistency and quality of the training provided.

The types of services volunteers provide range from information and enquiry services to English teaching classes and community projects (e.g. fun fair). While volunteer work provides opportunities for people to contribute to their communities, some agencies use volunteers because of a lack of financial resources.

6.4 Funding issues

Currently, inadequate funding is a key problem encountered by most of the participating organisations in this survey. Due to a lack of funding, some agencies are unable to widely advertise their services. Limited funding also means that some agencies cannot hire more paid staff to expand their services.

Funding sources are very limited for community and ethnic groups seeking to deliver settlement services. The Lottery Grant and the Community Organisation Grant (of the Department of Internal Affairs) are the two main funding sources. Competition is very keen among community groups for funding for their programmes. Yet some recently established ethnic groups (such as the Koreans) are not aware that they can apply for funding to run their services. Another funding issue raised by some informants in the survey is the difficulties experienced by service providers which rely entirely on annual funding from external grants in making longer term planning and staff training for their programmes.

6.5 Service evaluation

Evaluation is essential to ensure that the service provided is appropriate and effective. All of the responding organisations in this survey acknowledge the importance of evaluation, although the methods they use differ. Some agencies use structured questionnaires to collect feedback from participants, but most agencies conduct informal evaluations in the form of anecdotal customer feedback. Whether using formal or informal methods, inviting participants to provide feedback on the service they receive is very important, as this helps the service providers to find out whether the programme has achieved its aims, and whether some services should be strengthened or changed.

7. SERVICES THAT WOULD NEED TO BE ESTABLISHED, REVISED OR EXPANDED

This survey highlights some gaps in existing settlement services for recent migrants. The following are some suggestions that would assist with the development of settlement services.

7.1 One-stop shop

Currently, there are a number of organisations providing services to help meet the everyday needs of recent migrants. However, it was acknowledged in the interviews that often these services are not being utilised by migrants due to a lack of information about their availability.

Several respondents proposed that one-stop shops be established to cater for migrants' everyday needs. Migrants would be able to go to one place to receive settlement information, support and assistance. Besides, current services provided by community support groups can be made more effective by pooling resources. The respondents also stressed that the one-stop shops should not be just providing information. Practical assistance and casework services could also be provided to those migrants who need more help than others. Orientation seminars should also be organised to introduce to new migrants the New Zealand way of life, legislation, employment, health, housing and so on. This in turn should assist the migrants to integrate into their new society.

7.2 English language training

The issue of English language proficiency has been identified as a significant factor contributing to the successful settlement of recent migrants. Currently, Auckland University of Technology, UNITEC Institute of Technology and Manukau Institute of Technology all provide English language courses that assist NESB migrants to improve their English language skills, but high training fees and long waiting lists have significantly hindered the access of recent migrants to these courses. The demand for informal English language

assistance provided by the Home Tutor Programme, and some church and ethnic groups are huge as such classes are often filled even before they are advertised.

It is therefore recommended that funding to language service providers should be increased to enable them to make English language training more readily available and accessible to NESB migrants. Different language services (i.e. English language courses provided by formal institutions, one-on-one English tuition provided by the Home Tutor Scheme, and informal English language assistance provided by community ethnic groups) must be expanded as these services address migrants' various needs. There is also the need to expand the provision of interpreting and translating services to NESB migrants. Finally, government departments should prepare pamphlets and information in ethnic languages and more bilingual staff should be employed

7.3 Employment assistance services

The issue of difficulties in gaining employment is considered a major obstacle faced by recent migrants. At present, services that assist migrants to gain employment into New Zealand's labour market are not enough.

Employment assistance services for migrants seeking employment from all age groups, different skill levels and various cultural backgrounds should be expanded. Services should include English training, work placement programmes, job search skill development, CV preparation, interviewing skills development, and one-on-one career advice and counselling. There is also the need to promote to employers the benefits of a diverse workforce, and to provide career counselling to help migrants with professional skills to set realistic employment goals.

7.4 Access to information and support networks

Access to information and support networks is considered a vital part of the settlement process facing recent migrants. Information collected from this survey recognises the

importance of this issue. Only a small number of services have been identified which provide information to recent migrants about support groups that are available.

Information regarding migrant assistance services should be made available to all migrants, so that they know what these services are and where to get them. The pre-migration information kit should detail major ethnic and community support group services and contact details. While the kit is currently printed in both English and Chinese, it should also be printed in a range of other languages such as Korean. There is also the need for the provision of community education programmes such as seminars for new migrants to increase their understanding of New Zealand society, and seminars to service providers to learn about migrants' needs and promote understanding.

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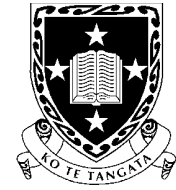
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Appendix I Researcher's letter to potential participants

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The
University
of Waikato
Te Whare Wānanga
o Waikato

Date

Dear

Re: Research Project on "Settlement Assistance Needs of Recent Migrants"

The Department of Geography of the University of Waikato is undertaking a research project to provide information to assist the New Zealand Immigration Service (NZIS) with the development of settlement assistance services for recent migrants in the Auckland region. This research project is funded by the NZIS and is carried out by researchers in the Department's Migration Research Group. I am the leader of this project.

This research will be based on key informant interviews, supplemented by a focused literature review. Key informants in both government agencies and non-government agencies will be interviewed to provide information on the broad settlement and employment needs of recent migrants in the Auckland region, and the characteristics of those organisations currently providing settlement services for migrants. A report summarising the findings from the key informant interviews and literature review will be submitted to the NZIS at the end of the project.

Your name has been provided to us as a potential key informant of this project. We would be much obliged if you agree to participate in this study. If you decide to participate, an interview will be arranged which will take approximately 45 minutes. With your permission, the interview may be taped to aid in putting together the information.

All data collected and processed in the course of the study will be treated as strictly confidential. Unless your permission is obtained, the name or any other identifying characteristics of your organisation will not be disclosed in any of the written reports produced in the course of the research.

We are counting on your collaboration to make this study a success. One of our researchers will give you a ring next week to learn about your decision on this project. If you have any questions about this study, please feel free to contact me.

Yours sincerely

Dr Elsie Ho
Research Fellow
Department of Geography

Appendix II Interview schedule

SETTLEMENT ASSISTANCE NEEDS OF RECENT MIGRANTS INTERVIEW SCHEDULE

1. Introduction

- Self introduction
- Explain purpose of interview (to provide information to assist the New Zealand Immigration Service with the development of settlement assistance services for recent migrants in the Auckland region)
- Define what is meant by “settlement” (the complex process of adjusting to a new environment following migration. It involves all aspects of the migrant’s life, including finding somewhere to live, learning the local language, getting a job and learning to find their way around in the new society. The process implies change both in the individual migrant and the host society)
- Define “recent migrants” (people who have migrated to New Zealand within the previous five years)
- Outline topics that will be discussed
- Explain purpose of tape recording
- Assure confidentiality and have the respondent signed the consent form

Turn Tape Recorder On

2. Background Information

- **Name of responding organisation:**
- **Respondent(s)’ position and responsibilities:**
- Overview of the aims, target clienteles and main services of the responding organisation (Note, in particular, if the services provided by the organisation have changed as a result of the growth of immigrant population in Auckland in recent years)

Aims:

Target Clienteles:

Main Services:

3. Needs of Recent Migrants

- Based on your experience with migrants, what are the common “settlement service” needs that recent migrants encounter? Which ones do you think are the most significant (Please rank settlement service needs 1-5)?

1	2
3	4
5	6
7	8
9	10

- Some migrant groups encounter more settlement difficulties than others. Based on your experience, which migrant group(s) tend to face more difficulties? What are their special needs?

- 1.
- 2.
- 3.
- 4.
- 5.

Summarise respondent’s perception of recent migrants’ needs (eg, Language training, employment, social integration, etc.) and the special needs of certain groups of migrants (eg, non-English-speaking migrants, seniors, women, youths, refugees). This should then lead into the next section, which is about services, currently available, which are designed to meet these needs.

4. Services Available to Recent Migrants

This section is the main focus of the interview. For each broad area of recent migrants' needs and/or special needs mentioned in 3, the respondent is requested to discuss what services are currently available that can meet such needs and where are the gaps. For agencies providing services to recent migrants, the respondent is also asked to complete 4a.

Area of Need 1

- For recent migrants with _____ (name one area of needs), what settlement services do these people require?

- What services are currently available in Auckland to meet this need?

- Which organisation(s) are providing these services? What are the key features of these services?

- In your opinion, what is useful / not useful about these services?

- *If the respondent thinks that a service provided by a particular organisation is very useful, ask: What are the outcomes of this service that make it successful? (Identify indicators of success)*

- *If a service is not useful, ask: What may have hindered the usefulness of these services (eg, lack of publicity)?*

- How transferable are these services from one migrant group to another (i.e, are these services successful across a range of migrant groups or does the success rate differ with various migrant groups?)

If transferable: What makes them easily transferable?

If not transferable: What makes them difficult to transfer?

- Overall, to what extent are recent migrants' _____ needs being met? Are you aware of any gaps between the provision of settlement services and their success in meeting this particular migrant need? *If yes, ask:* How could these gaps be overcome?

Area of Need 2

- For recent migrants with _____ (name one area of needs), what settlement services do these people require?
- What services are currently available in Auckland to meet this need?
- Which organisation(s) are providing these services? What are the key features of these services?
- In your opinion, what is useful / not useful about these services?
- *If the respondent thinks that a service provided by a particular organisation is very useful, ask: What are the outcomes of this service that make it successful? (Identify indicators of success)*
- *If a service is not useful, ask: What may have hindered the usefulness of these services (eg, lack of publicity)?*

- How transferable are these services from one migrant group to another (i.e, are these services successful across a range of migrant groups or does the success rate differ with various migrant groups?)

If transferable: What makes them easily transferable?

If not transferable: What makes them difficult to transfer?

- Overall, to what extent are recent migrants' _____ needs being met? Are you aware of any gaps between the provision of settlement services and their success in meeting this particular migrant need? *If yes, ask:* How could these gaps be overcome?

Area of needs 3

- For recent migrants with _____ (name one area of needs), what settlement services do these people require?
- What services are currently available in Auckland to meet this need?
- Which organisation(s) are providing these services? What are the key features of these services?
- In your opinion, what is useful / not useful about these services?
- *If the respondent thinks that a service provided by a particular organisation is very useful, ask: What are the outcomes of this service that make it successful? (Identify indicators of success)*
- *If a service is not useful, ask: What may have hindered the usefulness of these services (eg, lack of publicity)?*

- How transferable are these services from one migrant group to another (i.e, are these services successful across a range of migrant groups or does the success rate differ with various migrant groups?)

If transferable: What makes them easily transferable?

If not transferable: What makes them difficult to transfer?

- Overall, to what extent are recent migrants' _____ needs being met? Are you aware of any gaps between the provision of settlement services and their success in meeting this particular migrant need?

If yes, ask: How could these gaps be overcome?

Repeat the above questions for another area of needs. If time is a factor, explore no more than three areas of needs.

4a. Information on Each Relevant Service Currently Available (to be completed by agencies providing the service).

If time is a factor, obtain information on no more than three types of services.

(1)

Name of programme:

Dispensing organisation(s):

Description of service

Nature of programme (permanent or as the need arises)

Year of creation:

Programme development since its creation:

Target clientele:

Objectives:

Eligibility conditions:

Key features:

Access to Clients

What region in Auckland does this service cover geographically?

How do you approach your clients? Do you initiate the contact or do your clients come on their own?

Do you advertise the services you provide in the community? How?

Do you think your organisation is reaching out to your targeted group in the community?

Staffing

How many staff in your organisation is responsible for providing this service?

Are they paid staff?

Who are they (qualifications and experience)?

Do you have volunteer helpers? How many?

Are your volunteers trained to provide the services?

Who provides the training?

Programme Costs

Total:

Is this programme directly funded by the government?

If not, where is/are the source(s) of funding?

Evaluation

Has this programme been evaluated? (if yes, provide details)

Identify steps to improve the programme (provide details)

(2)

Name of programme:

Dispensing organisation(s):

Description of service

Nature of programme (permanent or as the need arises)

Year of creation:

Programme development since its creation:

Target clientele:

Objectives:

Eligibility conditions:

Key features:

Access to Clients

What region in Auckland does this service cover geographically?

How do you approach your clients? Do you initiate the contact or do your clients come on their own?

Do you advertise the services you provide in the community? How?

Do you think your organisation is reaching out to your targeted group in the community?

Staffing

How many staff in your organisation is responsible for providing this service?

Are they paid staff?

Who are they (qualifications and experience)?

Do you have volunteer helpers? How many?

Are your volunteers trained to provide the services?

Who provide the training?

Programme Costs

Total:

Is this programme directly funded by the government?

If not, where is/are the source(s) of funding?

Evaluation

Has this programme been evaluated? (if yes, provide details)

Identify steps to improve the programme (provide details)

5. Overall Comments

- What are the priority settlement services for recent migrants (Rank services 1-5)?

1.

2.

3.

4.

5.

- This research aims to provide information to assist the government with the development of settlement assistance services for recent migrants in the Auckland region.

Do you think you have told me enough so that I understand the services that your organisation is currently providing to recent migrants or would you like to add something else?

- Which other organisation(s) do you think I should contact to further my understanding of the situation?

Thank you very much for your help