

# NEW MIGRANT SETTLEMENT AND INTEGRATION STRATEGY

## Executive Summary

In July 2014 Government made decisions on an updated strategic framework for migrant settlement and integration in New Zealand and new governance arrangements to support the improved monitoring of settlement outcomes and targeting of migrant services, as recommended by the Controller and Auditor-General.

The New Zealand Migrant Settlement and Integration Strategy (the Strategy) approved by Government addresses recommendations made by the Controller and Auditor-General in a performance audit in November 2013 which identified that Immigration New Zealand and its government partners need to improve the targeting of resources to support new migrants based on an understanding of the outcomes being achieved.

The Strategy has a strong focus on employment and education as part of attracting highly-skilled migrants and graduate international students to address labour and skill shortages, and retaining them in New Zealand through their successful integration. The Strategy's five proposed integration outcomes (employment, education and training, English language, inclusion, and health and wellbeing) together contribute to the overarching settlement and integration outcome: *Migrants make New Zealand their home, participate fully and contribute to all aspects of New Zealand life*. Success indicators for each outcome will measure progress through existing data-sets and surveys.

New governance arrangements are proposed through the Skilled and Safe Workplaces Chief Executives' Group to monitor performance against these indicators, and a new Senior Officials' Group will collaborate on settlement-related policy, service purchase and effective delivery to migrants. Immigration New Zealand within the Ministry of Business, Innovation and Employment will lead the cross-government implementation of the Strategy. The first phase will focus on reviewing the information and services provided to migrants to ensure they support the strategic direction and to address any service gaps, particularly those that will help to overcome employment barriers. Immigration New Zealand is also introducing other significant changes to support the attraction and retention of migrants. These include increased support to attract and retain migrants in regions and sectors, and a new delivery model for settlement information services to broaden their reach and streamline delivery channels.

## Background

### Performance audit

The Government's Business Growth Agenda focuses on a more productive and competitive economy, including through the contribution of immigration. Immigration New Zealand is implementing a new operating model and system that will deliver more flexible and cost-effective immigration services to bring the people needed to contribute to our economic prosperity. Cross-government services, prior to and post-arrival, support migrants from diverse societies and cultures to understand New Zealand systems, settle well in their workplaces, participate in their communities and develop a sense of belonging so that New Zealand gets the full economic and social benefit of their migration.

The Controller and Auditor-General's performance audit *Immigration New Zealand: Supporting new migrants to settle and work*, presented to the House on 5 December

2013, looked at how effectively the funding to support new migrants was being used. It concluded that Immigration New Zealand and its government partners needed to better understand the outcomes being achieved from the delivery of settlement services and improve the targeting of resources, particularly in relation to known barriers to employment.

The Strategy addresses the report's recommendations that Immigration New Zealand:

- a. provide advice to the Government on an improved settlement governance structure and approach that supports the effective targeting and delivery of services to migrants by June 2014
- b. use the revised governance structure to work with government agency partners to make better use of resources across government towards measurable settlement outcomes for new migrants by December 2014
- c. implement evaluation and monitoring frameworks and outcome reporting for whole-of-government settlement activities by June 2015.

## Migration streams

New Zealand's population is diverse reflecting on-going migration flows. In 2013, 25.2 percent of all New Zealanders were born overseas. The five most common countries of birth were: England 21.5 percent; China 8.9 percent; India 6.3 percent; Australia 6.3 percent; and South Africa 5.4 percent. People who wish to migrate permanently to New Zealand must apply through one of the residence streams of the New Zealand Residence Programme.<sup>1</sup> Residence provides the right to live here indefinitely with access to all the rights and responsibilities available to New Zealanders.

A total of 38,961 people were approved for residence in 2012/13. The top source countries for residence approvals were: China 15 percent; and the United Kingdom and India each with 13 percent. The Skilled/Business Stream accounted for about half of approved residents in this period, and around 90 percent (18,156 people) were approved through the Skilled Migrant Category. The main source countries for skilled migrants in 2012/13 were: India 19 percent; the United Kingdom 15 percent; the Philippines 12 percent; China 9 percent; South Africa 7 percent; and Fiji 5 percent.

The proportion of people who live and work in New Zealand before applying for residence continues to be high. Over the last two years, 79 percent of approved applications were for migrants already in New Zealand. Since 2002, 59 percent of principal applicants issued a work-to-residence visa transitioned to permanent residence, with nearly two-thirds gaining residence through the Skilled Migrant Category.

Graduate international students are also an important source of future skilled migrants who may adapt more quickly to local opportunities and conditions because of their experience while studying here. As a result many countries, including New Zealand, are focusing on increasing the "stay rate" of talented international students.<sup>2</sup> Over the last decade 22 percent of international students gained permanent residence in New Zealand within five years of being issued their first student visa. In 2012/13, 42 percent of skilled migrants were former international students. The top source countries for international students in 2012/13 were: China 27 percent; India 13 percent; and South Korea 8 percent.

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<sup>1</sup> These are the Skilled/Business Stream, Uncapped Family Stream, Capped Family Stream, and International/Humanitarian Stream.

<sup>2</sup> Goal Three of the Leadership Statement for International Education is to increase the transition rate from study to residence for international students with Bachelor's-level qualifications and above.

## New focus needed

The New Zealand Settlement Strategy was last reviewed in 2006 and does not reflect the current focus on attracting highly-skilled migrants and international students to address labour and skill shortages.

A refreshed approach was needed that reflects a stronger focus on supporting migrants to meet the country's economic needs. It also needed to provide the basis for improved monitoring and outcome reporting for whole-of-government settlement activities and for decisions about the best use of resources to support migrants as recommended by the Controller and Auditor-General. It will also provide a basis subsequently for aligning services and prioritising funding across government to improve outcomes.

## New Zealand Migrant Settlement and Integration Strategy

The proposed outcomes of the New Zealand Migrant Settlement and Integration Strategy (the Strategy) give stronger recognition to the economic contribution of migration, and reflect that both successful settlement initially as well as integration into communities are both important if migrants are to make New Zealand their home. The success indicators are a new means of measuring progress.

Employment and Education and training are the primary integration outcomes reflecting their importance to the Government's Business Growth Agenda. However, the five integration outcomes are strongly interconnected and contribute to the achievement of the overarching outcome as well as to other outcomes. For example, English language and good health support migrants' participation in employment, education and training and community activities, while migrants' employment and education and training help them to make social connections that support their wellbeing and inclusion.

## Outcomes

The Strategy identifies the following outcomes for migrant settlement and integration:

- an overarching outcome that:
  - Migrants make New Zealand their home, participate fully and contribute to all aspects of New Zealand life.
- five integration outcomes:
  - Employment** – working-age migrants have work that matches their skills and New Zealand-ready qualifications
  - Education and training** – migrants achieve educational and vocational qualifications
  - English language** – migrants confidently use English in their daily lives
  - Inclusion** – migrants participate in and have a sense of belonging to their community and to New Zealand
  - Health and wellbeing** – migrants enjoy healthy lives and feel confident and safe.

## Success indicators

The success indicators will measure progress against each outcome and provide a strong basis to improve monitoring and reporting, as recommended by the Controller and Auditor-General.

All of the recommended indicators can be measured through existing data-sets and surveys, except for the health indicator related to enrolment in primary health organisations where the feasibility of a data-match between health and immigration data is still being explored. The frequency of reporting on individual indicators will vary. While the employment and education and training indicators will be reported annually, others will be reported at two, three and five-year intervals depending on their data-source.

Specific migrant-related targets are not proposed. However a number of the success indicators are linked to and will contribute to the achievement of existing Better Public Services targets for the wider population (for instance, NCEA Level 2 achievement and increased achievement at Level 4 and above on the New Zealand Qualifications Framework).

**Table One: Success indicators**

<b>Outcome</b>	<b>Success indicators</b>
<b>Employment</b>	<ul style="list-style-type: none"> <li>Increased proportion of employed principal and secondary applicants whose occupations in New Zealand match their skills and New Zealand-ready qualifications</li> <li>Employment rates for migrants are similar to those for New Zealanders</li> <li>Increased transition rate from study to residence for international students with Bachelor's level qualifications and above.</li> </ul>
<b>Education and training</b>	<ul style="list-style-type: none"> <li>Increased proportion of migrant school leavers who achieve NCEA Level 2 or higher after five years in the New Zealand education system</li> <li>Increased proportion of 25-to 64-year-old recent migrants who have a level 4 or above qualification on the New Zealand Qualifications Framework.</li> </ul>
<b>English language</b>	<ul style="list-style-type: none"> <li>Increased uptake of pre-paid English language tuition</li> <li>Utilisation of school-funded English language support by migrant children</li> <li>Utilisation of TEC-funded English language support by migrants with English language needs</li> <li>Increased proportion of recent migrants who can have a conversation about everyday things in English.</li> </ul>
<b>Inclusion</b>	<ul style="list-style-type: none"> <li>Increased proportion of recent migrants who belong to social networks and groups (including sports groups)</li> <li>Increased proportion of recent migrants with residence who vote in local authority elections and in General Elections</li> <li>Increased proportion of recent migrants who feel a sense of belonging to New Zealand</li> <li>Reduced proportion of recent migrants who have experienced discrimination in New Zealand.</li> </ul>
<b>Health and wellbeing</b>	<ul style="list-style-type: none"> <li>Increased proportion of recent migrants enrolled with primary health organisations (if feasible)</li> <li>Increased proportion of recent migrants who feel safe in New Zealand</li> <li>Fewer recent migrants are victims of crime.</li> </ul>

## **Implementation**

The Controller and Auditor-General recommended that an improved governance structure and approach be implemented to support the targeting and delivery of services and better reporting on outcomes. New governance arrangements are proposed through the Skilled and Safe Workplaces Chief Executives' Group to monitor performance on the migrant success indicators. A new Migrant Settlement and Integration Senior Officials' Group of key agencies will support this oversight, and

collaborate on settlement-related policy, service purchase and delivery to improve effectiveness.

Immigration New Zealand within the Ministry of Business, Innovation and Employment is responsible for leading the cross-government implementation of the Strategy which will result in better targeted services, and improved cross-government planning, coordination and monitoring of settlement and integration outcomes. An early focus of the implementation phase will be a cross-government review of the information and services currently provided to migrants so that they are properly targeted and support improved outcomes. Information and service gaps, particularly those that will help to overcome employment barriers, will be addressed.

Other significant changes will be implemented concurrently. Immigration New Zealand is stepping up its regional support to attract and retain migrants. This will be driven through new Regional Partnership Agreements, the first of which will be with the Auckland Council. Immigration New Zealand skills attraction and retention staff will provide information and support to regions and sectors to attract and prepare for skilled migrants, as well as work with sectors and employer organisations to retain migrant skills.

A new delivery model for Immigration New Zealand's settlement information services is being introduced from July 2014 to broaden the reach to diverse new migrants and streamline delivery channels. The Immigration Contact Centre will provide a phone and email enquiry service for migrants six days per week (12 hours per day), and work with interpreters through Language Line.<sup>3</sup> New Zealand-wide and regionally-specific settlement information from numerous websites will be incorporated into one website ([www.newzealandnow.govt.nz](http://www.newzealandnow.govt.nz)) and linked to the new Immigration New Zealand website. This on-line service will be complemented by a new face-to-face information service for migrants that will be provided by the New Zealand Citizens Advice Bureau in 30 locations. These CAB offices will also provide settlement workshops, an important source of information about New Zealand systems and services for newly-arrived migrants.

## **A whole of Government approach**

A number of government agencies contributed to the development of the Strategy including the identification of its associated success indicators, which most will be responsible for delivering. They are the Ministries of Business, Innovation and Employment, Education, Health and Social Development; the Department of Internal Affairs (Office of Ethnic Affairs); Auckland District Health Boards; Careers New Zealand; New Zealand Police; Tertiary Education Commission; and the Treasury.

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<sup>3</sup> Language Line is a telephone interpreting service operated by the Office of Ethnic Affairs and partially funded from the Migrant Levy.