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DEVELOPING A NEW ZEALAND SETTLEMENT KNOWLEDGE BASE:

Phase One Working Paper -
A Framework and Initial Indicators





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1 INTRODUCTION

This working paper reports on Phase One of a three phase research project to establish a New Zealand settlement knowledge base platform. Phase One involves the development of a Settlement Knowledge Base framework and an initial identification of indicators relating to the New Zealand Settlement Strategy.

The New Zealand Settlement Strategy (NZSS) was first launched by the Government in December 2004. It is an integrated framework that focuses on proactively supporting newcomers through the challenges of settlement so that they can take up opportunities and make a positive social and economic contribution to New Zealand. This strategy is a whole-of-government framework to achieve agreed settlement outcomes for migrants, refugees and their families.

The Settlement National Action Plan (SNAP) sets out what will be done at a national level under each of the NZSS's high-level goals to support the achievement of this vision. The development of the Settlement Knowledge Base (SKB) is Action Point 4.2 of the SNAP. It is a cross-agency government initiative led by the Department of Labour (DoL).

The aim of the overall SKB project is to build an improved understanding of settlement outcomes for newcomers to New Zealand across central government agencies through a work programme which:

- a. identifies outcome-related measures and indicators at a range of levels,
- b. maps the knowledge base and identifies research gaps, and
- c. identifies research investment strategies and collaborative opportunities to enhance research knowledge and capacities.

Following completion of the SKB framework and initial indicators (Phase One), the knowledge base (or prioritised components of it) will be mapped and an indicator report developed (Phase Two) and research investment strategies identified (Phase Three) by June 2009. The SKB framework forms the basis for developing a matrix of settlement focus areas to map the current evidence base. Mapping the evidence base will enable us to identify and prioritise information gaps for developing research approaches to further build our understanding of the settlement of newcomers. It is envisaged that key findings from the mapping exercise will be disseminated through working papers which will be made publicly available. It is expected that the completion of this initial SKB project by June 2009 will form the basis for further building of the SKB in subsequent years.

The SKB project and follow-on activities will be useful for:

- monitoring progress towards achieving the goals of the NZSS through the activities of the SNAP¹
- understanding the extent to which New Zealand settlement practice leads or is aligned with international best practice

¹ Although the primary monitoring aims of the SKB project are related specifically to the NZSS and SNAP, information from this work may also be useful for informing other settlement-related initiatives outside the formal auspices of the NZSS and SNAP.

- contributing to other government-related work such as the Connecting Diverse Communities Project which has research and evaluation as one of its themes
- informing evidence-based policy development and review
- capturing synergies and identifying tensions, gaps or overlaps between different forms of settlement research activity.

2 APPROACH TO DEVELOPING THE FRAMEWORK AND INDICATORS

The SKB framework is being developed using a consultative approach. This is to ensure that perspectives across central government agencies and relating to substantive regional initiatives are taken into account. The settlement process is complex and it is not the intention of the framework to resolve different perspectives about this process. However, as a tool, the framework can provide a common platform for identifying and discussing both differences and commonalities in perspective.

This platform will be used to map our current knowledge and to inform future planning for research investment about the settlement process. It is positioned as a *living* document such that as our understanding of the process changes over time, it is expected that the framework will continue to evolve.

An SKB Steering Group provides oversight and guidance on the development of the SKB and ensures that it meets the strategic intent and needs of the NZSS. This Steering Group has provided feedback at each stage of the framework and indicator development. The Steering Group is made up of members from the Department of Labour, Ministry for Social Development, and the Office of Ethnic Affairs.

Key tasks undertaken to develop the framework and identify initial NZSS indicators were:

1. A review of substantive national settlement-related initiatives and readily available national and international literature (see Appendix A) was undertaken. A preliminary framework (the Newcomers Settlement Continuum) was developed and an initial pool of all potential indicators identified (regardless of availability of data) from the literature. These indicators focused primarily on the intermediate level goals of the NZSS.
2. Following feedback from the Steering Group, consultation workshops and meetings were held in Auckland and Wellington to discuss the draft framework and the initial list of potential indicators. A preliminary analysis of the feasibility and relevance of the total pool of potential indicators was completed based on criteria used for the Quality of Life publications. A list of these criteria is provided in Appendix B. Invitations were extended to central government, local government and settlement-related agencies, and academics. In total 74 people participated in the workshops and meetings. A list of participant agencies is provided in Appendix C.

Background information was sent to invitees to the workshops. The aims of the workshops were to:

- identify related strategies or initiatives that the SKB should align with
- gain feedback on the draft framework
- identify key sub-groups that may need to be considered separately in the framework (for example, family versus employment based newcomers)

- gain feedback on the list of indicators, and
 - identify potential indicator information sources.
3. A revised draft framework and initial list of relevant indicators (including areas where available data has and has not been sourced) has been developed on the basis of the workshops/meetings. These are presented in this working paper. A draft of this paper was sent out to workshop and meeting attendees as well as invitees who were not able to attend, seeking further feedback and comment prior to being finalised to complete this phase of the SKB project.

3 THE NEW ZEALAND SETTLEMENT STRATEGY AND RELATED STRATEGIES

The SKB work is positioned within the New Zealand Immigration Policy framework and aligns with immigration policy-related work such as the review of refugee resettlement policy and the cross-agency agreed “common direction” relating to refugee resettlement. As previously mentioned, it is being developed as part of the DoL led NZSS SNAP.

A key focus of this framework development phase has been to ensure that it is positioned appropriately to reflect and align with existing settlement-related national and regional level (Auckland and Wellington) strategies as well as substantive initiatives of relevance. Relevant initiatives include the development of the Human Rights Commission *New Zealand Diversity Action Plan*, and the Ministry of Social Development and Office of Ethnic Affairs Connecting Diverse Communities programme.

This section overviews these strategies and positions the SKB project among them.

3.1 New Zealand Immigration Policy Framework

In 2006, a **New Zealand Immigration Policy Framework** was developed as part of a substantive Immigration Change Programme. This framework identified immigration objectives for government. These are presented on the next page.

Skills, security and settlement were identified as three key areas of focus if New Zealand was to proactively meet the challenges of increasing global mobility, increasing global competition for skilled migrants, heightened security issues, and the on-going need to meet the challenges of a diverse society. The SNAP is a key platform for proactive settlement activities to meet these challenges. In addition, the framework identified the need for an on-going strategic knowledge base involving both research and evaluation to inform immigration-related work.

More recently the Department of Labour has been working on a review of the **refugee resettlement policy to provide a common direction** at a national level to support the ongoing collaboration by government, regional, non-government and communities in refugee resettlement. This work has involved consultation across government and with key stakeholders at local and community levels.

Government Immigration Objectives

Globally competitive firms & Innovative and productive workplaces	<ol style="list-style-type: none"> 1. Attract and retain quality people to meet our labour market needs 2. Build New Zealand’s corporate capacity and promote productivity 3. Facilitate the strengthening of the security of New Zealand’s border 4. Facilitate the entry of tourists and quality students 5. Attract entrepreneurs and investors 6. Support New Zealand’s international trade 7. Support good settlement for migrants and their families (including their children) through responsive services, a welcoming environment, and a shared respect for diversity
Better health for all	<ol style="list-style-type: none"> 8. Prevent entry by people who are a public health risk or a burden to the health care system
Safe communities	<ol style="list-style-type: none"> 9. Prevent entry by people involved in unlawful activities
Strong families and healthy, confident kids	<ol style="list-style-type: none"> 10. Enable family connections and reunification, including with adopted children
Where we live	<ol style="list-style-type: none"> 11. Promote regional dispersion of migrants
How we are seen by the world	<ol style="list-style-type: none"> 12. Fulfil New Zealand’s international obligations 13. Pursue New Zealand’s international immigration and related security interests 14. Promote the wellbeing of Pacific nations through working together on immigration, workforce and security issues 15. Promote international connectedness and recognition of New Zealand’s place in the world.

The SKB project comprises one of the key planks for developing an on-going strategic knowledge base to inform immigration-related work. A key focus of the SKB project is to support and inform the settlement-related government immigration objectives and refugee resettlement policy. Therefore, it is important that the SKB framework aligns strongly with the immigration framework that has been developed as well as the inter-agency agreed *common direction* for refugee resettlement.

3.2 The New Zealand Settlement Strategy

The New Zealand Settlement Strategy (NZSS) provides a whole-of-government framework aimed at achieving a consistent nation-wide approach to settlement-related policies and services. It was developed using a collaborative approach in recognition of the importance of working in partnership across government and also with those who work directly in the settlement area. Development of the NZSS was undertaken in consultation with migrants and refugees.

Following its launch in 2004, the NZSS was revised in 2006 and re-launched in 2007. The revised NZSS places a greater focus on the two way nature of the settlement process. It more clearly articulates the important roles that both New Zealanders (and New Zealand communities) and people new to New Zealand (newcomers) have in this process. The NZSS identifies newcomers as people who come to New Zealand to work, live and/or learn either on a temporary permit basis or as new permanent residents.

The NZSS vision is:

New Zealand's prosperity is underpinned by an inclusive society, in which the local and national integration of newcomers is supported by responsive services, a welcoming environment and a shared respect for diversity.

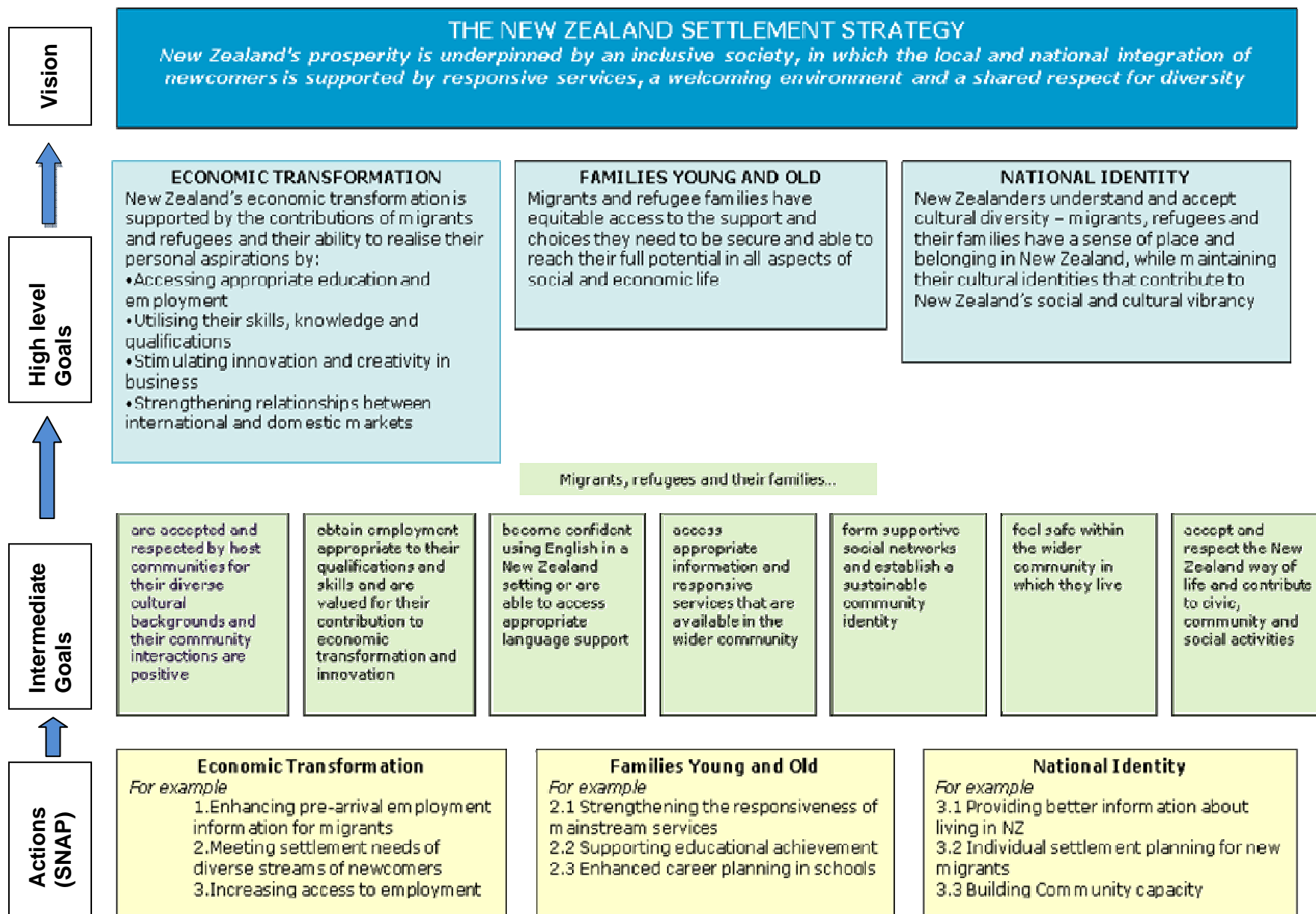
The NZSS identifies high level goals which describe how settlement contributes to the government priorities of Economic Transformation, Families – Young and Old, and National Identity. The intermediate level goals in turn contribute to the high level goals. The Settlement National Action Plan (SNAP) identifies central government initiatives that will contribute to meeting these intermediate level goals. This framework is depicted on the next page.

The SKB project aims to establish a strategic knowledge base framework that can inform the work of the NZSS at a central government level and at a regional level where possible. This framework provides the basis for further work to develop a comprehensive monitoring and evaluation platform for the NZSS. In the first instance, this work focuses on the identification of indicators that are aligned with the stated goals of the NZSS.

This first phase of the SKB project focuses on indicators relating to the NZSS intermediate level goals. It is envisaged that indicators relating to the high level goals will be further examined through the mapping exercise taking into account substantive initiatives that are currently being undertaken such as the:

- three-year research programme on the economic impacts of immigration to New Zealand being led by the Department of Labour
- work on social cohesion indicators led by the Ministry of Social Development
- research regarding the perspectives of quota refugees who arrived here ten or more years ago and have settled in New Zealand led by the Department of Labour and funded by the Cross Departmental Research Pool
- recently commenced five-year research programme on the Integration of Immigrants led by a multi-disciplinary team of researchers from Massey University and the University of Waikato funded by the Foundation for Research, Science and Technology.

At a project level, it is expected that each SNAP initiative will have its own evaluation approach to understand the extent that it has achieved its expected outcomes.



3.3 Regional Settlement Strategies

Regional settlement strategies have been launched in Auckland and Wellington that focus on the regional context and complement the national level focus of the NZSS. These strategies have been developed in partnership with central and local government, non-government organisations and other stakeholders with settlement-related interests including migrants, and refugees. They include a vision and identified regional settlement goals. Both strategies have associated Plans of Action that outline regional initiatives aimed at improving settlement outcomes for newcomers.

The **Auckland Regional Settlement Strategy** was launched in 2006 and was developed under the umbrella of the Auckland Sustainable Cities Programme. Auckland region is a primary point of arrival to New Zealand and a key place of settlement for migrants and refugees.

The Strategy's vision is that:

Migrants, refugees and their families have a sense of belonging through opportunities to fully participate and contribute economically and socially in the Auckland region; and by being recognised and respected as equal and valued New Zealanders.

The **Wellington Regional Settlement Strategy** was launched recently this year. It aims to improve settlement outcomes for newcomers in the Wellington region over the next five years. The Wellington Regional Settlement Strategy vision is that:

The people of the Wellington region welcome and support newcomers to settle successfully and newcomers participate, prosper, connect and contribute to the well-being of our communities.

The Wellington strategy and Plan of Action complements the Wellington Regional Action Plan for Refugee Health and Well-being which was launched in 2006.

Although **the SKB project** primarily has a national level focus, it is essential that its development aligns with and complements these regional initiatives. The development of the strategic knowledge base and indicators will be undertaken with a view to ensuring that, where possible, regional level knowledge and information of value is gained. It will also be important that knowledge and information gained through work undertaken in the regional strategies is reflected in the national knowledge base picture.

3.4 Social Cohesion and Diversity

In recent years there has been an increased New Zealand government (and global) focus on social cohesion and understanding (and managing the potential risks) of diverse societies. The **Connecting Diverse Communities project** was launched in March 2007. It is a whole-of-government approach that aims to improve and better co-ordinate initiatives across government agencies to promote social cohesion and stronger relationships between diverse ethnic, cultural and religious communities. This project is jointly led by the Ministry of Social Development and the Office of Ethnic Affairs.

The project goal is for New Zealand to *be a cohesive society where relations between diverse communities are strong and valued*. It has identified five areas of primary focus which involve cross-government activity:

- strengthening intercultural relationships
- addressing discrimination and promoting respect
- improving connections with cultural identity
- capacity building and community development
- building the knowledge base.

Part of this programme of work has included a focus on indicators of social cohesion where social cohesion has been framed according to the five dimensions identified by Jensen.² These are:

- belonging (as opposed to isolation)
- participation (as opposed to non-involvement)
- inclusion (as opposed to exclusion)
- recognition (as opposed to rejection)
- legitimacy (as opposed to illegitimacy).

Projects include the recently completed report 'Diverse Communities – Exploring the Migrant and Refugee Experience in New Zealand' which brings together existing data and research on migrant and refugee outcomes in New Zealand.

The New Zealand Diversity Action Programme is facilitated by the New Zealand Human Rights Commission. It connects organisations that value cultural diversity and promote positive race relations in New Zealand. Participants in the Programme register one or more projects each year that support cultural diversity and positive relationships. Participants are wide ranging and include community organisations, government agencies, local authorities, educational institutions, faith communities, media, sector groups, libraries, and museums. A New Zealand Diversity Forum is held annually in August as part of the Programme.

The SKB project is positioned to complement and augment current initiatives focusing on social cohesion and diversity. To ensure that there is no undue duplication of resource and effort, the first phase of the SKB project will focus on identifying indicators relating to the intermediate level goals of the NZSS. The contribution of existing social cohesion and diversity initiatives to understanding settlement outcomes in relation to the NZSS high level goals will be examined in the latter stages of this project (mapping phase) and an approach to any further work required relating to these goals can then be developed.

² Jensen, J. (1998). *Mapping Social Cohesion: The State of Canadian Research* CPRN Study No. F 03, Ottawa: Renouf Publishing Co.

4 THE FRAMEWORK – NEWCOMER SETTLEMENT CONTINUUM (NSC)

This framework has been developed as an initial research platform for discussion and for mapping the settlement-related evidence base. The framework is depicted on the next page. It has been titled the Newcomer Settlement Continuum (NSC) to signal the fluid nature of the settlement process. Newcomers increasingly understand and engage in New Zealand society throughout the settlement process. A key aspect of the New Zealand context is the relevance of Te Ao Māori (the Maori world), Te Tiriti o Waitangi (the Treaty of Waitangi) and Māori as Tangata Whenua.

It is emphasised that this is a high level framework. In the next phase of the SKB project, it is expected that each of these areas would be more comprehensively mapped out including further examination of how newcomers contribute to New Zealand and the way in which factors such as expectations, attitudes, actions/experiences, knowledge and outcomes play a part in the settlement process.

Key elements of the NSC diagram are described below.

NEWCOMER

Newcomers are defined as non-New Zealanders coming to live, learn and work in New Zealand for a short (temporary) or long term (permanent residence) basis including :

- Non-New Zealanders who accompany returning New Zealanders and who intend to live, learn and/or work in New Zealand
- International students
- Non-New Zealanders who return repeatedly to live, learn and/or work in New Zealand over a period of time (eg. Recognised Seasonal Employer workers).

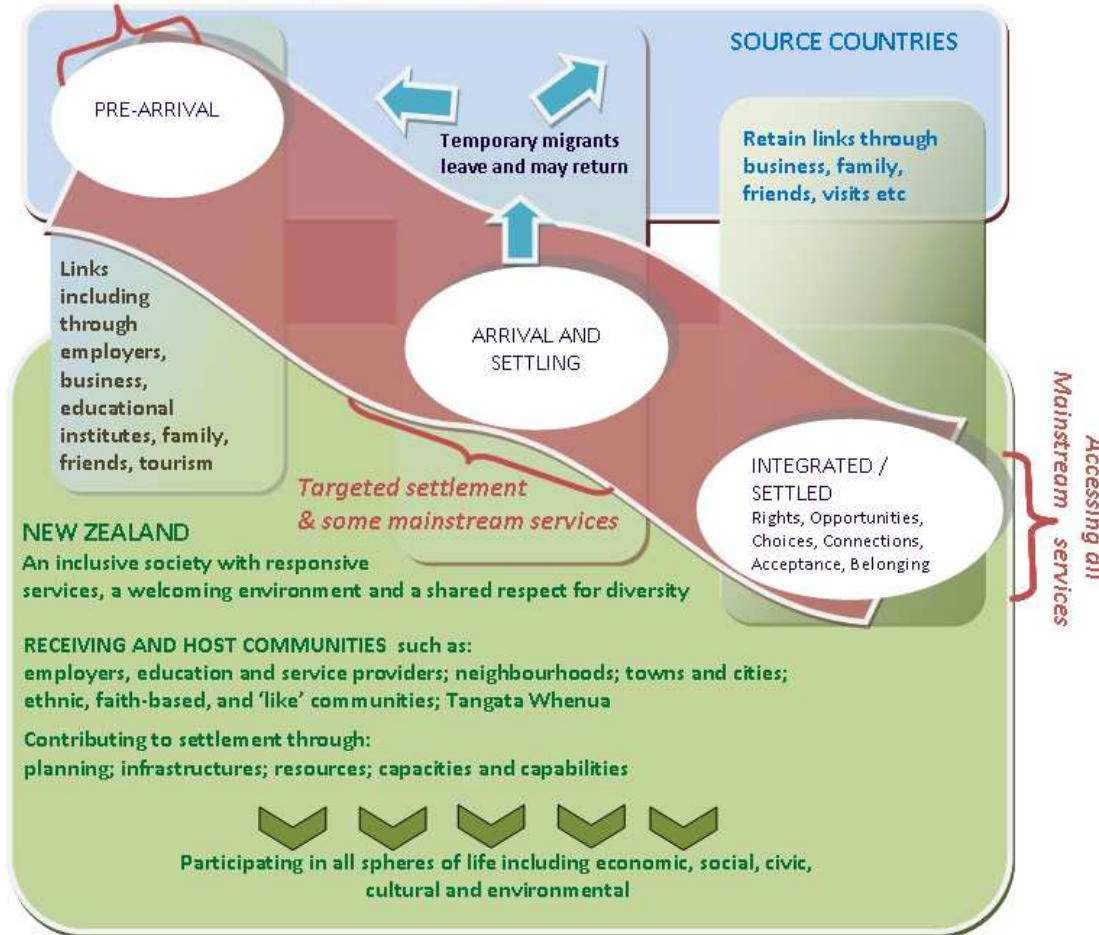
For the purposes of this project, the term newcomer does not include:

- Expatriates returning to New Zealand
- People visiting New Zealand (tourists) – as they are not intending to live, learn and work here
- New Zealanders by descent coming to live in New Zealand for the first time
- Non-New Zealanders who have fully settled in New Zealand as permanent residents, leave the country and then return (as they are considered to fall within the category of “expatriates”).

The Newcomer Settlement Continuum (NSC)

TIMEFRAME: Emphasis on services available for first five years

Targeted pre-arrival information & activities



FACTORS AND MEASURES

Newcomers and New Zealand communities

- Expectations
- Attitudes
- Knowledge
- Actions/Experience
- Outcomes

RECEIVING AND HOST COMMUNITIES

Both the terms *receiving* and *host* are used in this descriptor to depict both active community activities relating to the settlement of newcomers (host activities) and passive responses (receiving community). The receiving and host communities can be characterised in a range of ways and some of the key groups are noted in the diagram. The term '*like*' communities has been used to more generally refer to groups that have something in common with the newcomer that acts as a potential point of connection. Receiving and host communities and newcomers are all positioned as central actors in the framework.

The NSC signals key factors that enable communities to contribute to the positive settlement of newcomers including informed planning, strong connected infrastructures, and sufficient resources, capacities and capabilities.

TIMEFRAME

The main focus of the framework is on the provision of services that facilitate settlement in the first five years post arrival. This includes targeted pre-arrival activities such as information provision. It is recognised that for some newcomers, the settlement path will be shorter and for others longer. In particular, it is recognised that the settlement path for refugees may be longer.

SETTLEMENT PATHWAY

Settlement is a non-linear journey. For the purposes of the framework, three key areas of focus have been identified. These are *Pre-arrival*; *Arrival and settling*; and *Integrated/settled*.

- **Pre-arrival:** refers to a period leading up to moving to New Zealand. Prior to arrival, newcomers may have a range of links with New Zealand and New Zealand communities may have a range of links with them. Pre-arrival information and activities provide an early context for the settlement journey for both newcomers and potentially New Zealand communities.
- **Arrival and Settling:** refers to a period post-arrival in New Zealand where there is high settlement focused activity for both newcomers and New Zealand communities. Newcomers will have access to targeted settlement services and some mainstream services. As knowledge, understandings and connections increase, it is expected that settlement activities will decrease and an increasingly wider range of mainstream services will be able to be accessed as newcomers move along the NSC. A subset of newcomers with temporary residence status will not be entitled to access all mainstream services and do not proceed further along the NSC. Some of this sub-group may repeatedly return to New Zealand for temporary periods, and some may transition to a permanent residence status and proceed further along the NSC.³

³ It is noted that a substantive proportion (75% or more) of approved permanent residence applicants have previously been to New Zealand on a temporary permit basis.

- ***Integrated and settled***⁴: refers to newcomers who can access all mainstream services should they wish to and do not require targeted settlement services to do so. This is depicted as the final period of the NSC and is ideally characterised by newcomers who understand their *rights*; have equal access to *opportunities*; and have *choices* and *social connections*. Essentially, these newcomers are no longer *newcomers* and have transitioned to feeling *accepted*, having a sense of *belonging* and being part of New Zealand communities. This outcome is facilitated through an inclusive New Zealand society with responsive services and a shared respect for diversity.

Links between source country and New Zealand

A component of the newcomer experience is the connections that are made between the source country and New Zealand. These connections will be evident to varying levels throughout the settlement process. Even if they do not permanently settle here, the connections that a newcomer makes may provide on-going benefits to New Zealand by increasing international networks and our global connectedness.

Participating in all spheres of life

Realising the positive contribution that newcomers can make to New Zealand and our national identity can only be achieved in a society that promotes and facilitates participation in all spheres of life. This includes enabling newcomers to contribute to New Zealand's national identity by expressing their diverse cultural identities and practices.

Factors and measures: the role of expectations, attitudes, knowledge, actions/experience, and outcomes

Five key factors have been identified relating to both newcomers and New Zealand communities that influence the settlement pathway. These are expectations, attitudes, knowledge, actions/experiences, and outcomes. There is a complex relationship and interplay amongst these factors throughout the settlement continuum for both newcomers and New Zealand communities. For example, a newcomer's knowledge of New Zealand (and New Zealanders) will inform their expectations prior to arrival, which will influence their actions and experiences and subsequent outcomes. These in turn may influence expectations and attitudes and so on.

These factors also relate to New Zealand and New Zealand communities in terms of responses to newcomers. This may be especially the case if newcomers are from a source country which the community has had little connection with previously⁵.

⁴ Differences in perspectives in preferred use of terminology (eg – inclusion, integration, settled) are acknowledged. It is also noted that it is outside the scope of this project to fully define, articulate or debate what the *ideal* New Zealand society looks like. It is also noted that although presented as a final period of the NSC, it is recognised that the integration process does not come to a clearly definable end, but is on-going.

⁵ It is noted that a New Zealand community (*settlement-related*) pathway could also be depicted on this framework which leads to communities that are increasingly able to be socially inclusive of newcomers from increasingly diverse backgrounds. For the sake of parsimony, this has not been included as a pathway at this time.

Key variables

An initial set of key variables that need to be taken into account for understanding newcomer and New Zealand community differences in the settlement pathway have been identified. These are listed below. These key variables will be taken into account as part of mapping our current understanding of the settlement of newcomers. They have also been used generally as the basis for considering the level of sub-group disaggregation that potential indicators may be able to provide (see Section 5 below).

Newcomer

- Age
- Gender
- Sex
- Place of Birth
- Ethnicity
- Family composition
- Length of time since arrival in NZ
- English speaking ability
- Migrant stream eg investor, family parent, refugee quota
- Pre-migration experience of New Zealand
- Existing support available from family, relatives, friends and others
- Job offer specific to skills
- Qualifications
- Years of education

New Zealand Community

- Regional Demographics
 - Ethnicity
 - Age
 - Generations in NZ
- Business, Education, Voluntary Sector

5 NEW ZEALAND SETTLEMENT STRATEGY INDICATORS

This section presents work undertaken to date on identifying an initial series of indicators relating to the intermediate level goals of the NZSS. An initial summary table is provided below which presents the indicator areas identified for each of the intermediate goals and indicates whether or not some relevant and available data sources have so far been identified.⁶ It is noted that there is also the potential for new indicator data to be collected as part of an immigration-related survey monitoring programme currently being developed by the Department of Labour.

Table One: Relevant indicator areas identified for the NZSS intermediate level goals

NZSS Intermediate Level Goal	Indicator areas – some information identified	Indicator areas - information yet to be identified / developed
Migrants, refugees and their families are accepted and respected by host communities for their diverse cultural backgrounds and their community interactions are positive	<ul style="list-style-type: none"> ○ Attitudes towards ethnic/immigrant communities ○ Representation in mass media ○ Social interactions outside group ○ Able to express identity 	<ul style="list-style-type: none"> ○ Public respect for migrants ○ Sense of belonging ○ Intention to stay in NZ ○ Satisfaction with life in NZ ○ Personal assessment of satisfaction with one’s achievements and situation in the receiving society
Migrants, refugees and their families obtain employment appropriate to their qualifications and skills and are valued for their contribution to economic transformation and innovation	<ul style="list-style-type: none"> ○ Labour market participation ○ Underemployment ○ Income levels ○ Welfare receipt 	<ul style="list-style-type: none"> ○ Occupational/industry distribution ○ Match between employment and qualifications/skill levels ○ Quality of employment and job satisfaction ○ Employer attitudes to migrants ○ Barriers to employment ○ Home ownership ○ Household size and composition ○ Perceived issues with obtaining appropriate accommodation ○ Access to home telephone and internet ○ Health
Migrants, refugees and their families become confident using English in a New Zealand settling or are able to access appropriate language support	<ul style="list-style-type: none"> ○ Engagement in learning and speaking English ○ Availability of ESOL 	

⁶ It is noted that the indicators presented here are those that are closely related to the stated objectives of the NZSS. It is anticipated that the SKB framework evidence mapping may highlight additional indicator areas (for example, remittances back to source country) that it may be worthwhile to further examine as part of an overall settlement monitoring approach.

NZSS Intermediate Level Goal	Indicator areas – some information identified	Indicator areas - information yet to be identified / developed
Migrants, refugees and their families access appropriate information and responsive services that are available in the wider community	<ul style="list-style-type: none"> ○ Personal assessments of availability, quality and adequacy of assistance programmes and services provided 	<ul style="list-style-type: none"> ○ Settlement initiatives of key government departments in cities and rural areas ○ Level of participation in programmes/initiatives
Migrants, refugees and their families form supportive social networks and establish a sustainable community identity	<ul style="list-style-type: none"> ○ Regular contact with family and friends ○ Participation in arts/cultural activities within immigrant communities ○ Membership and involvement in co-ethnic groups, clubs and organisations ○ Language retention and use inside/outside home 	
Migrants, refugees and their families feel safe within the wider community in which they live	<ul style="list-style-type: none"> ○ Perceptions of safety ○ Discrimination (perceived and actual) 	
Migrants, refugees and their families accept and respect the New Zealand way of life and contribute to civic, community and social activities	<ul style="list-style-type: none"> ○ Unpaid work outside home ○ Active participation in local community ○ Participation in arts/cultural activities ○ Voter registration and voting 	<ul style="list-style-type: none"> ○ Participation in sports teams and leisure ○ Acquisition of citizenship ○ Barriers to participation ○ Involvement in crime

Key issues identified in the investigation of information sources for settlement indicators include that:

1. the level of disaggregation varies between information sources with most sources able to be disaggregated down to age, gender/sex, place of birth, ethnicity, qualifications and time in New Zealand. However, very few information sources can be disaggregated down to migrant stream/category, English-speaking ability, pre-migration experience, family support or job offer.
2. information sources outside the Department of Labour are unlikely to distinguish migrants into their different categories (eg investor, family, humanitarian).
3. currently, regular information is captured for permanent and skilled migrants but not for temporary migrants or refugees.

Table Two below provides further detail about the indicator areas where some information sources have so far been identified. It is recognised that this information, although able to be readily used, is limited in its scope and only provides a partial picture of the settlement area. Further work is to be undertaken to examine its usefulness and

limitations, and how it could be presented appropriately in the next phase of the SKB project. Although limited, it does provide a useful starting point for building an overall monitoring approach relating to settlement⁷.

In some indicator areas where partial information is available, suggestions have been made for additional data collection which is yet to be further investigated. These suggestions have also been indicated in Table Two. Further brief information about the surveys is presented in Appendix D.

⁷ A detailed list of potential sub-group disaggregation that would or would not be available for each indicator question has not been provided in this working paper as this current phase of work focuses on confirming the indicators which will then be further developed for reporting purposes.

Table Two: Key information sources for indicator areas where some available data has been identified.

NZSS Intermediate Level Goal: *Migrants, refugees and their families are accepted and respected by host communities for their diverse cultural backgrounds and their community interactions are positive*

Potential indicator	Source	Question asked
Attitudes of New Zealand residents towards ethnic/immigrant communities	Human Rights Commission Survey Yearly Last run in 2007	<p>Would you say there is a great deal of discrimination, some discrimination, only a little discrimination or none at all against the following?</p> <ul style="list-style-type: none"> ○ Asians ○ Pacific ○ Recent immigrants ○ Ethnic minorities in general ○ Refugees <p>Which group of people do you think are generally most discriminated in NZ today?</p> <ul style="list-style-type: none"> ○ Asians ○ Pacific ○ Recent immigrants ○ Ethnic minorities in general ○ Refugees
	Quality of Life Survey Bi-yearly Last run in 2006	<p>New Zealand is becoming home for an increasing number of people with different lifestyles and cultures from different countries. Do you think this makes [City Name]..</p> <ul style="list-style-type: none"> ○ a much worse place to live ○ a worse place to live ○ Makes no difference ○ A better place to live ○ A much better place to live <p>Why is that? <i>Examples of negative response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Lack of integration into NZ society</i> ○ <i>Too many foreigners</i> <p>Why is that? <i>Examples of positive response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Diversity is good</i> ○ <i>Good to learn about other cultures</i>
	General Social Survey (GSS) Two yearly First time in 2008	<p>Please choose a response that best expresses how you feel about the following statements:</p> <ul style="list-style-type: none"> ○ It is good that people in NZ can have different values ○ It is good that people in NZ can have different ways of living ○ It is good for NZ to be made up of different ethnic groups ○ It is good for NZ to have immigrants who are from many different cultures.
	NZ Values Survey Five yearly Last run in 2005	<p>What level of trust do you have in various groups:</p> <ul style="list-style-type: none"> ○ People from other countries living in NZ ○ People from another religions <p>Which of the following do you think the government</p>

		<p>should do:</p> <ul style="list-style-type: none"> ○ Let anyone come who wants to ○ Let people come as long as there are jobs available ○ Place strict limits on the number of foreigners who can come here ○ Prohibit people coming here from other countries <p>When jobs are scarce, should employers give priority to NZers over immigrants?</p>
Representation in mass media	New Zealand on Air/Creative NZ Human Rights Race Report	To be investigated further
Social interactions outside group (eg intermarriage, inter-ethnic friendship, talking to neighbours)	Quality of Life Survey Bi-yearly Last run in 2006	<p>New Zealand is becoming home for an increasing number of people with different lifestyles and cultures from different countries. Do you think this makes [City Name]..</p> <ul style="list-style-type: none"> ○ a much worse place to live ○ a worse place to live ○ Makes no difference ○ A better place to live ○ A much better place to live <p>Why is that? <i>Examples of negative response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Lack of integration into NZ society/don't mix</i> ○ <i>Inability to communicate/don't speak English</i>
Able to express identity	GSS Two yearly First time in 2008	<p>People in New Zealand have different lifestyles, cultures and religions that express their identity. Here is New Zealand, how easy or difficult is it for you to express your own identity?</p> <ul style="list-style-type: none"> ○ Very easy - very difficult <p>What things make it difficult for you [to express your identity?]</p> <p><i>Examples of response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Some people won't accept it</i> ○ <i>I worry about what some people would think</i> ○ <i>I worry about what other people might do</i>

NZSS Intermediate Level Goal: *Migrants, refugees and their families obtain employment appropriate to their qualifications and skills and are valued for their contribution to economic transformation and innovation*

Potential indicator	Source	Question asked
Labour market participation rates (eg paid employment rates, unemployment rates, employment distribution by occupation and industry, self-employed)	Settlement Experience Feedback Survey (SEFS) Yearly Last run in 2007	Do you currently work for pay or profit in a job, business or farm? Which option best describes your main job? <ul style="list-style-type: none"> ○ Working for salary or wages ○ An employer of other person(s) in my own business ○ Self-employed and not employing others ○ Working without pay in a family business or farm In your main job, do you usually work for: <ul style="list-style-type: none"> ○ 30 hours or more per week ○ Less than 30 hours per week What is your occupation? What is your industry?
	Census Data Five yearly Last run in 2006	In the last 7 days, which of these did you do? <ul style="list-style-type: none"> ○ I worked for pay, profit or income for an hour or more ○ I worked for a family business or family farm without pay ○ I work in a job, business or farm but was not working last week for some reason In that job, which of these were you? <ul style="list-style-type: none"> ○ A paid employee ○ Self-employed and not employing others ○ An employer of other person(s) in my own business ○ Working in a family business or family farm without pay What is your occupation? What tasks or duties did you spend the most time on? What is the main activity of the business/employer?
	GSS Two yearly First time in 2008	During the last seven days, did you have a job, business or farm that you were away from because of sickness, holidays or any other reason? How many jobs do you currently have? Including overtime, how many hours a week did you usually work in your job? What is your occupation? What tasks or duties did you spend the most time on?
Underemployment	SEFS Yearly Last run in 2007	What are the main reasons you are dissatisfied with your main job? <i>Examples of response options include:</i> <ul style="list-style-type: none"> ○ Not using skills or experience ○ Job is not in preferred occupation
Income levels and median hourly earnings	SEFS Yearly Last run in 2007	What is the annual amount that you earn in your main job before tax is taken out?

	Census Five yearly Last run in 2006	Show all the ways you got income in the last 12 months? <i>Examples of response options include:</i> <ul style="list-style-type: none"> o Waged, salary, commissions, bonuses etc paid by an employer o Self-employment or business o Interest, dividends, rent, other investments What will the total income be?
	GSS Two yearly First time in 2008	What are all the ways that you got income in the last 12 months ending today? <i>Examples of response options include:</i> <ul style="list-style-type: none"> o Waged, salary, commissions, bonuses etc paid by an employer o Self-employment or business o Interest, dividends, rent, other investments What was your total income?
Welfare receipt	Immigration New Zealand /Ministry of Social Development Administrative Data Yearly	To be investigated further <i>(eg number of newcomers receiving benefits and length of time on benefits)</i>
	GSS Two yearly First time in 2008	What are all the ways that you got income in the last 12 months ending today? <i>Examples of response options include:</i> <ul style="list-style-type: none"> o Unemployment Benefit o Domestic Purposes Benefit o Invalids Benefit
Discrimination (perceived and actual)	SEFS Yearly Last run in 2007	Since gaining residence or work to residence, have you had any difficulties in getting work in NZ? What was the reason for this difficulty? <i>Examples of response options include:</i> <ul style="list-style-type: none"> o discrimination because of being a migrant
	GSS Two yearly First time in 2008	In the last 12 months, have you been treated unfairly or had something nasty done to you because of the group you belong to or seem to belong to? How many times has this happened? What situations were you discriminated about? <i>Examples of response options include:</i> <ul style="list-style-type: none"> o At work or while working o Applying for or keeping a job or position Why do you think people discriminated against you when you were in that situation? <i>Examples of response options include:</i> <ul style="list-style-type: none"> o My skin colour o My nationality, race or ethnic group o The language I speak

	Human Rights Commission	To be investigated further <i>(eg number of complaints made by migrants due to discrimination)</i>
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NZSS Intermediate Level Goal: *Migrants, refugees and their families become confident using English in a New Zealand setting or are able to access appropriate language support*

Potential indicator	Source	Question asked
Engagement in learning and speaking English	Tertiary Education Commission (TEC)	To be investigated further - includes <i>Number and composition of newcomers who attend English language tuition under the English for Migrants Programme</i>
	Ministry of Education - English for Speakers of Other Languages (ESOL)	To be investigated further - includes <i>Number of grants given to newcomers ESOL provision in schools</i>
	Department of Internal Affairs (DIA) - Citizenship	To be investigated further - includes <i>Assessment of proficiency for citizenship application</i>
	DIA – Language Line	To be investigated further - includes <i>Use of Language Line by newcomer groups</i>
Availability of ESOL	TEC	To be investigated further - includes <i>Number of service providers and course up-take</i>

NZSS Intermediate Level Goal: *Migrants, refugees and their families access appropriate information and responsive services that are available in the wider community*

Potential indicator	Source	Question asked
Personal assessments of availability, quality and adequacy of assistance programmes and services provided	SEFS Yearly Last run in 2007	In the last twelve months, have you tried to get help from a government or private organisation for any of these things in NZ? <i>Examples of response options include:</i> <ul style="list-style-type: none"> ○ Looking for work ○ The tax system ○ Getting community or local services (eg rubbish collection) ○ Finding a general practitioner (GP) or family doctor ○ Getting a drivers licence <p>Did you get the help you needed?</p>
	Settlement Support NZ information	To be investigated further includes <i>information from administrative data</i>
	Ministry of Social Development Information	To be investigated further includes <i>information from administrative data</i>

NZSS Intermediate Level Goal: Migrants, refugees and their families form supportive social networks and establish a sustainable community identity

Potential indicator	Source	Question asked
Regular contact with family and friends	GSS Two yearly First time in 2008	<p>In the last four weeks, have you seen any family or relatives [who don't live with you]?</p> <p>In the last four weeks, how often have you seen them?</p> <ul style="list-style-type: none"> ○ Everyday ○ Around 3-6 times a week ○ Around 1-2 times a week ○ At least once in the last four weeks <p>In the last four weeks, have you seen any friends [who don't live with you]?</p> <p>In the last four weeks, how often have you seen them?</p> <ul style="list-style-type: none"> ○ Everyday ○ Around 3-6 times a week ○ Around 1-2 times a week ○ Around once a fortnight ○ At least once in the last four weeks
Participation in cultural and arts activities within immigrant communities	SEFS Yearly Last run in 2007	<p>What social clubs or groups are you involved in?</p> <p><i>Examples of response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Ethnic association</i> ○ <i>Cultural/hobby group</i>
Membership and involvement in co-ethnic groups, clubs and organisations	SEFS Yearly Last run in 2007	<p>What social clubs or groups are you involved in?</p> <p><i>Examples of response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Ethnic association</i> ○ <i>Cultural/hobby group</i>
Language retention and use inside/outside home	Census Five yearly Last run in 2006	<p>In which languages could you have a conversation about a lot of everyday things?</p> <ul style="list-style-type: none"> ○ English ○ Maori ○ Samoan ○ NZ Sign Language ○ Other language (give example)

NZSS Intermediate Level Goal: *Migrants, refugees and their families feel safe within the wider community in which they live*

Potential indicator	Source	Question asked
Perceptions of safety	Quality of Life Survey Bi-yearly Last run in 2006	<p>Please tell me how safe or unsafe you would feel in the following situations:</p> <ul style="list-style-type: none"> ○ In your home during the day ○ In your neighbourhood after dark ○ Walking along in your neighbourhood after dark ○ In your city centre during the day ○ In your city centre after dark? <p>Why is that? <i>Examples of response options include:</i></p> <ul style="list-style-type: none"> ○ <i>Dark/poor lighting</i> ○ <i>People who are dangerous to be around</i>
	GSS Two yearly First time in 2008	<p>In your day-to-day life, overall how safe do you feel in the following situations?</p> <ul style="list-style-type: none"> ○ At work ○ Waiting for or using public transport such as buses and trains during the day ○ Waiting for or using public transport such as buses and trains at night ○ Walking alone during the day in your neighbourhood ○ Walking alone at night in your neighbourhood
Discrimination (perceived and actual)	GSS Two yearly First time in 2008	<p>In the last 12 months, have you been treated unfairly or had something nasty done to you because of the group you belong to or seem to belong to? How many times has this happened?</p> <p>What situations were you discriminated about? <i>Examples of response options include:</i></p> <ul style="list-style-type: none"> ○ <i>At home</i> ○ <i>On the street or in a public place of any kind</i> <p>Why do you think people discriminated against you when you were in that situation? <i>Examples of response options include:</i></p> <ul style="list-style-type: none"> ○ <i>My skin colour</i> ○ <i>My nationality, race or ethnic group</i>
	Human Rights Commission	To be investigated further includes <i>Number of complaints made by migrants due to discrimination</i>

NZSS Intermediate Level Goal: *Migrants, refugees and their families accept and respect the New Zealand way of life and contribute to civic, community and social activities*

Potential indicator	Source	Question asked
Unpaid work outside home	Census Five yearly Last run in 2006	In the last 4 weeks, which of these have you done without pay? <i>Examples of response options include:</i> <ul style="list-style-type: none"> ○ Helped someone who is ill or has a disability ○ Other help or voluntary work
	GSS Two yearly First time in 2008	In the last four weeks, did you do any voluntary work for a group or organisation? How often? Did you give any help that you did not get paid for? How often did you give that help to them?
Active participation in local community	GSS Two yearly First time in 2008	Apart from the voluntary work you've just told me about, in the last four weeks, did you take part in any [other] activity organised by a group or organisation? How often did you take part in those activities?
Participation in arts/cultural activities	SEFS Yearly Last run in 2007	What social clubs or groups are you involved in? <i>Examples of response options include:</i> <ul style="list-style-type: none"> ○ Ethnic association ○ Cultural/hobby group
Voter registration and voting	GSS Two yearly First time in 2008	Did you vote in the last election? What is the reason you didn't vote? <i>Examples of response options include:</i> <ul style="list-style-type: none"> ○ I didn't know about the election ○ I didn't know enough about how to vote The last time you can remember a local government election in an area you were living, did you vote? What is the reason you didn't vote? <i>Examples of response options include:</i> <ul style="list-style-type: none"> ○ I didn't know about the election ○ I didn't know enough about how to vote

APPENDIX A: Key Settlement Knowledge Base and Indicator Review Documents

- Ager, A., & Strang, A. (2004). **Indicators of Integration: Final Report**. Home Office Development and Practice Report 28. London.
- Communities and Local Government (2007). **Citizenship Survey: April-June 2007, England and Wales**. Downloaded 25 March 2008 from: <http://www.communities.gov.uk/news/corporate/citizenshipsurveyaprjun2007>
- Department of Immigration and Multicultural Affairs (2007). **New Migrant Outcomes: Results from the Third Longitudinal Survey of Immigrants to Australia**. Author: Canberra.
- Department of Labour (2007). **Our Future Together: New Zealand Settlement Strategy**. Author: Wellington.
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- Fletcher, M. (1999). **Migrant Settlement: A Review of the Literature and its relevance to New Zealand**. Department of Labour: Wellington
- Gray, A. (2008). **Refugee Resettlement: A Literature Review**. Department of Labour: Wellington.
- Higgins, J. (2008). **Annotated Bibliography of New Zealand Literature on Migrant and Refugee Youth**. Department of Labour: Wellington
- Khoo, S-E., & McDonald, P. (2001). **Settlement Indicators and Benchmarks: Report submitted to the Department of Immigration and Multicultural Affairs**. Australian Centre for Population Research, The Australian National University: Canberra.
- Ministry of Social Development (2008). **Diverse Communities – Exploring the Migrant and Refugee Experience in New Zealand**. Strategic Social Policy Group: Wellington.
- Niessen, J., & Huddleston, T. (2007). **Setting up a System of Benchmarking to measure the Success of Integration Policies in Europe**. Migration Research Group: Brussels, European Parliament.
- Peace, R., Spoonley, P., Butcher, A., & O'Neill, D. (2005). **Immigration and Social Cohesion: Developing an indicator framework for measuring the impact of settlement policies in New Zealand**. Centre for Social Research and Evaluation Working Paper 01/05: Wellington.
- Richardson, S., Miller-Lewis, L., Ngo, P., & Lisley, D. (2002). **The Settlement Experiences of New Migrants: A Comparison of Wave One of LSIA 1 and LSIA 2**. National Institute of Labour Studies, Flinders University: Adelaide.
- Spoonley, P., Peace, R., Butcher A., & O'Neill, D. (2004). **Social Cohesion: A Policy and Indicator Framework for Assessing Immigrant and Host Outcomes**. Social Policy Journal of New Zealand, Issue 23.

APPENDIX B: Preliminary indicator selection criteria

(based on Quality of Life Indicator Criteria)

The selection criteria used for the initial list of potential indicators are:

Criteria	Explanation
Relevant	Relevant to social, environmental and economic settlement outcomes
Measurable	Quantifiable, with data existing to measure it
Cost effective	Obtainable at a reasonable cost in terms of time and financial resourcing
Valid	Providing a true reflection or measure of issues scientifically credible or otherwise defensible
Comparable	Able to be standardised or compared accurately with similar indicators
Understandable	Able to be presented in a simple and appealing way to the target audience
Responsive	Responsive to changing conditions
Time related	Repeatable, showing trends over time
Disaggregation	Able to be disaggregated or broken down by demographic or other characteristics
Leading/lagging	Providing leading indicators to give early warning or predictors of change; providing lagging indicators to show effects or outcomes

APPENDIX C: Consultation workshops/meetings – Settlement Knowledge Base draft framework: Participant agencies

Central Government and agency

Department of Internal Affairs

- Local Government and Community Branch
- Regulatory Policy
- Citizenship Office

Department of Labour:

- Settlement Division
- Work Directions
- Immigration Policy
- International Migration, Settlement and Employment Dynamics (IMSED) Research Group

Office of Ethnic Affairs

Human Rights Commission

Ministry of Education

Ministry of Pacific Island Affairs

Ministry of Social Development

New Zealand Qualifications Authority

Statistics New Zealand

Tertiary Education Commission

Auckland Regional agencies

Manukau City Council

Auckland City Council

Auckland Regional Council

Settlement Support New Zealand, (Waitakere Council)

Settlement Support NZ, Raeburn House

Auckland Regional Settlement Strategy Co-ordination Manager

Auckland Regional Settlement Strategy – Strategic Leadership Group

- Ministry of Social Development
- Department of Labour
- Ministry of Health
- Office of Ethnic Affairs
- Tertiary Education Commission
- Auckland City Council

- Auckland Regional Council
- Waitakere City Council
- Refugee Services

Opportunities for Migrant Employment in Greater Auckland (OMEGA)

English for Speakers of Other Languages (ESOL) Home Tutors

Auckland University of Technology, School of Languages

Tertiary Education Commission (Auckland)

Career Services

Auckland Refugee and Migrant Services (ARMS)

Citizens Advice Bureau

Department of Internal Affairs (Auckland)

Office of Ethnic Affairs (Auckland)

Housing New Zealand Corporation

- National Refugee Coordinator
- Community Development Advisor
- Project Co-ordinator

Department of Labour (Auckland-based)

- Refugee Branch
- Settlement
- Pacific Division

Wellington Regional Agencies

Settlement Support Co-ordinator, Hutt City Council

Community Development, Kapiti Coast District Council

Social Policy Manager, Citizens Advice Bureau

Wellington City Council

- Advisor
- Settlement Co-ordinator
- Settlement Information Officer

Programme Co-ordinator, ESOL Home Tutors

Settlement Co-ordinator, Porirua City Council

Regional Manager, Refugee Services

Academics

Robin Peace (Massey University)

Carina Meares (Research Manager, Massey University)

Elsie Ho (Senior Research Fellow, Waikato University)

APPENDIX D: Overview of indicator information sources (surveys)

Information Source	Description
Census Data	<ul style="list-style-type: none"> ○ Population census run every five years ○ Demographic information includes ethnicity, country of birth, and month/year of arrival
Settlement Experience Feedback Survey (SEFS)	<ul style="list-style-type: none"> ○ Survey of skilled migrants 12 months after they have received residence approval ○ Captures detailed information relating to migrants' initial settlement in New Zealand, experiences with interacting with INZ and any areas they could have used additional settlement assistance ○ Paper-based survey - 2005 response rate was 42% (1759 responses)
General Social Survey (GSS)	<ul style="list-style-type: none"> ○ Multidimensional survey of well-being which collects information on a range of social topics ○ Scheduled to run every two years; 8,000 face-to-face interviews ○ Demographic information includes ethnicity, country of birth, month/year of arrival and generation of New Zealander
Quality of Life Survey	<ul style="list-style-type: none"> ○ Partnership between 12 Quality of Life Project Cities and the Ministry of Social Development. ○ Conducted every two years since 2004 (2003, 2004 and 2006) ○ Topics covered includes Quality of Life; Health and Well-being; Crime and safety; Community, Culture and Social Networks; Public Transport; Lifestyle – Work and Study ○ Demographic information includes ethnicity, whether born in NZ and how many years in NZ
Human Rights Commission Survey	<ul style="list-style-type: none"> ○ Focuses on New Zealanders' perceptions of which groups they feel are discriminated against (such as new migrants and refugees) and personal discrimination ○ Omnibus survey undertaken regularly ○ Demographic information includes ethnicity, region, age, sex