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# Auckland, New Zealand

a case study from:

Migrant and Refugee Integration in Global Cities  
The Role of Cities and Businesses

| Georgina Sturge |



The Hague Process  
on Refugees and Migration



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## **Introduction of the Project and How to Read the Report**

In collaboration with Maastricht University's Graduate School of Governance, The Hague Process on Refugees and Migration (THP) initiated a research project related to the economic and social integration of migrants and refugees in cities, focusing specifically on efforts undertaken by the private sector and city governments – both separately and in partnership – to provide protections and create greater opportunities in employment markets and communities.

The aim of this project is to ascertain how businesses and governments in eight global cities are contributing towards the integration of migrant and refugee populations, either through specialized outreach programmes, the provision of services or targeted funding of non-governmental organizations, and to what extent these contributions can be deepened or expanded. Perhaps a more important goal is to determine whether and how business and cities are currently working together to create opportunities for migrants and refugees and deepen their integration into society. If collaboration between the private and public sectors does not currently exist, the research identifies barriers and opportunities for potential partnerships.

The project consists of a number of components including a literature review highlighting the importance of urban migration flows, as well as the reality that it is at the local – increasingly city level - whereby migrants interact and experience the process of integration. In this context integration is defined at its most pragmatic, as a process in which migrants are empowered to thrive within the context of their destination – in part - with the help of a number of different local stakeholders. In addition to the literature review, fieldwork in eight countries was carried out to identify relevant stakeholders for qualitative semi-structured interviews. In total 56 interviews were conducted.

The results of the research will be released in a number of different formats. Firstly the main report - 'Migrant and Refugee Integration in Global Cities' presents an overview of the research process and draws together the key findings of the project using data gathered from all cities. It is also intended to be a repository of information for interested parties and thus the good practices and partnerships identified are presented in accordance to the policy dimension to which they are most applicable. For example, if a reader is interested in looking at what stakeholders in other cities are doing to facilitate the cultural integration of migrants, the reader can check this section for clear examples of what is happening in the cities of study.

If the reader requires further information about a good practice or wishes to understand if there are enough similarities between cities to be a viable option to consider for policy transfer, then they can consult the accompanying case study reports. These are intended to act as stand-alone reports for an audience interested in the particular case of a city. For ease of reference, the cities included in the study are: Auckland (New Zealand), Buenos Aires (Argentina), Chicago (United States), Kuala Lumpur (Malaysia), Lisbon (Portugal), Nairobi (Kenya), Rotterdam (The Netherlands), and São Paulo (Brazil).

## Introduction

Auckland is the largest city and the economic centre of New Zealand. The name Auckland is used to refer both to the metropolitan urban area of Auckland and the region within which the city is situated. In this report Auckland refers to the extended metropolitan area of Auckland, unless specified otherwise.

New Zealand has a national policy to attract migrants so as to sustain economic growth and avoid a demographic deficit caused by an ageing population. Auckland is by far the most popular destination for migrants to this country and the number of overseas-born residents is almost twice as high as the national average. Auckland too has a policy to attract migrants, chiefly the highly skilled and their dependents and diversity management is a priority for policy makers and, increasingly, for businesses.

Table 1: Key Statistics on New Zealand and Auckland

Variable	New Zealand	Auckland
Size (km <sup>2</sup> )	263,310	482.9
Population	4,443,700 <sup>a</sup>	1,529,400 <sup>a</sup>
Migrant Population	962,072 <sup>b</sup>	456,030 <sup>c</sup> (2006)
Migrants as % Total Population	22% <sup>b</sup>	37% <sup>c</sup> (2006)
Number of Refugees	1,517 <sup>d</sup>	-

Note: All figures are for 2013 unless specified otherwise.

<sup>a</sup>(Statistics New Zealand, 2013a, 2013b, 2013c, 2013d), <sup>b</sup>(World Bank, 2013a), <sup>c</sup>(Auckland Council 2013),

<sup>d</sup>(UNHCR, 2013)

## Migration History

New Zealand is a country of immigration and has been characterized by different waves of immigration over time, from various global regions. The main areas of origin for migrants in New Zealand, as a whole, are the UK, Australia, the South Pacific Islands, and East and South-East Asia.

The most prominent immigrant group is from the United Kingdom, followed by Australia, Western Samoa, China, South Africa and Fiji (Migration DRC, 2007). The major regions from which migrants come to New Zealand are Europe, the Pacific Islands and South-East Asia, although more recent migration flows have been reported from Middle Eastern, Latin American and African (MELAA) countries (ESALT, 2013).

The World Bank estimates the total international migrant stock in New Zealand at 962,072 as of 2010, which it also estimates as making up 22 per cent of the country's population (World Bank, 2013a). Auckland is the main migrant destination in New Zealand and 131 nationalities are represented in its population (anecdotal reports have put this figure at up to 170). In Auckland 45.6 per cent of the working age population were born abroad and it has been forecast that over the next twenty years, first and second generation migrants will make up the majority of the city's population, with the largest increase to be seen amongst Asian inhabitants (ESALT 2013). In the 2012/13 period, the most common source country for approved residence applications was China (for the first time in ten years) (Department of Labour, 2013).

Immigration to New Zealand began in earnest between 1850 and 1870 when the non-Maori population in the islands grew from 20,000 to 250,000, as a result of the discovery of gold and the British Government's promotion of settlement in its former colony. After 1945, nationals of other European countries, in particular the Netherlands, joined this settlement regime. Migration from Asia began in the 1950s with the arrival of migrants from Malaysia, Thailand and Indonesia and continued into the 1970s when tens of thousands of Pacific Islanders migrated to the country, largely without encouragement from the Government. With the abolition of the assisted migration programmes for Europeans in the 1970s and the passing of the 1987 Immigration Act migration flows from Asia increased substantially.

In 1991, a points-based immigration system was introduced as a result of which the number of Asian immigrants to New Zealand doubled in ten years, while a relatively small increase was observed from other regions. Currently Auckland has been receiving around 16,000 immigrants arriving on permanent and long-term (PLT) visas each year and a net increase in the migrant population of around 6,000. The last records (for 2011) indicate a net increase in PLT arrivals of 7,900 (Department of Labour, 2013).

Studies of the population distribution of Auckland by ethnicity indicate that the Rodney (in the north) and Franklin (in the south) districts of Auckland Region have the highest proportion of residents identified as having European ethnicity. Papakura district has the highest proportion of people with Maori ethnicity of anywhere in the region. In the Auckland urban area (Auckland City, Manukau, Waitakere and North Shore), the highest proportion of Pacific people is found in Manukau. Asian migrants increased from representing six per cent of the region's population in 1991 to 19 per cent in 2006 and they are clustered in the four city districts (Statistics New Zealand, 2013e).

Of all residence approvals in New Zealand, 60 per cent were under the Skilled Migrant Category (SMC) (21,212) in the financial year 2011/12 (ESALT, 2013). This category is divided into temporary and permanent visas – under the former type of visa the most common type of skilled migrants entering in 2011/12 were hospitality, retail and service managers, food trade workers, engineers, ICT and science technicians and health professionals. Under the permanent migration category, the most common occupation groups for the same year were arts and media professionals,

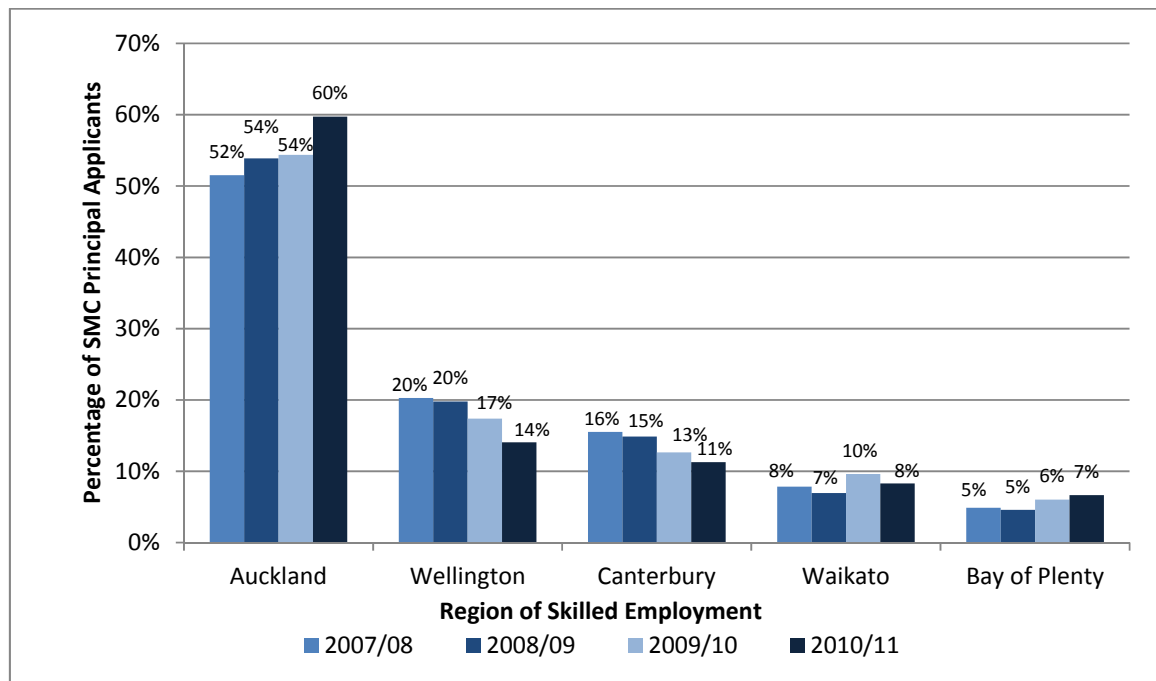
food trade workers, hospitality, service and retail managers, ICT professionals and health professionals.

The most common type of visa for settlement in New Zealand is the Skilled Migrant Category/Business stream, followed by the Family stream and the International/Humanitarian stream. In 2012/13, within the Skilled Migrant Category, India was the most common source country for principal applicants, which is attributed to the transitioning of large numbers of Indian international students into temporary work after graduation (Department of Labour, 2013).

In March 2012 there was a stock of 32,612 international students in New Zealand, the majority coming from Asia, in particular China, India, South Korea and Japan (ARSS, 2013).

Figures from recent years indicate that by far Auckland is consistently the most popular destination in New Zealand for applicants in the Skilled Migrant Category (SMC). While the absolute number of principal SMC applicants wishing to go to Auckland is not necessarily increasing. Data from 2007/08 to 2010/11 indicates that out of all the applicants in this category, the percentage applying to go to Auckland has been increasing every year and in 2010/11 stood at 60 per cent (Figure).

Figure 1: Region of skilled employment for Skilled Migrant Category principal applicants, 2009/10 – 2011/12



Source: Author's own calculation using data from Ministry of Business, Innovation and Employment (2013)



New Zealand accepts a quota of 750 refugees each year for settlement and up to 300 family members of refugees. A small number of ‘onshore’ asylum applications are also made each year. On arrival in New Zealand, refugees are accommodated at the Mangere Refugee Resettlement Centre in Auckland for six weeks where they go through a cultural orientation programme before being resettled in one of six locations, including Auckland (Department of Labour, 2011).

## **Policy Framework**

New Zealand has a national policy to attract highly skilled and medium skilled migrants to match skill shortages. Immigration New Zealand (INZ) is the department responsible for the settlement of immigrants on a national level. INZ is the department responsible for issuing visas and thus responsible for determining whether a candidate has met the conditions for a visa, based on the points system and the associated Essential Skills in Demand lists.

There are other types of visa which have no skill requirements and are aimed at nationals of particular countries: the Pacific Access Category and the Samoan Quota. INZ is responsible for the selection of individuals under these visa categories. Additionally, New Zealand has fairly generous conditions for dependents and other family members to accompany a migrant or reunify with a current resident of New Zealand. INZ actively manages the settlement of individuals and families and does so through three Settlement Strategies – one for the country as a whole and two regional strategies for Wellington and Auckland.

Separate from the Settlement Strategy, INZ takes an active role in the recruitment of overseas workers and the matching of skilled migrant workers to jobs within New Zealand. In Auckland, it funds the Auckland Chamber of Commerce, a prominent business association, to provide recruitment-related services to migrant job-seekers in the city and elsewhere.

INZ is also responsible for refugee settlement in terms of managing the arrival, orienteering and housing of refugees. New Zealand settles *Convention* refugees on the basis of an annual quota but also occasionally accepts asylum applications from within the country.

The following table indicates the institutional framework which forms the structure of immigration and integration policy in New Zealand.

Table 2: Institutional framework at the National Level

<b>Government Institution</b>	<b>Mandate</b>
<b>Immigration New Zealand</b>	<ul style="list-style-type: none"> <li>• Responsible for the management of visas to enter New Zealand</li> <li>• Provides information about visa requirements, the points system, and advice for incoming migrants.</li> <li>• Hosts skill-matching platform for employers and jobseekers</li> <li>• Runs National Settlement Strategy and two regional Settlement Strategies</li> <li>• Refugee Settlement</li> </ul>
<b>Ministry of Social Development</b>	<ul style="list-style-type: none"> <li>• Responsible for community and individual access to support services and social benefits, including ethnic minority and migrant issues.</li> </ul>
<b>Office of Ethnic Affairs</b>	<ul style="list-style-type: none"> <li>• Diversity management on the community and regional level.</li> <li>• Advises on policy relating to ethnic minorities</li> </ul>
<b>Housing NZ</b>	<ul style="list-style-type: none"> <li>• Responsible for social housing and the management of housing affairs, relating also to migrants.</li> </ul>
<b>Ministry of Pacific Island Affairs</b>	<ul style="list-style-type: none"> <li>• Provides policy advice to Government on issues affecting migration from the Pacific Islands and relations with these states.</li> </ul>
<b>Department of Health</b>	<ul style="list-style-type: none"> <li>• Specific initiatives to target migrants and ethnic minorities.</li> </ul>

The Settlement Strategies implemented by INZ are on-going projects which are aimed at addressing the demands of new migrants in key areas of the country, in terms of access to public services and certain types of support. Each Settlement Strategy is coordinated by its own team of personnel and contracts service providers from the public, private and charity sectors to implement this strategy.

The Auckland Regional Settlement Strategy (ARSS) is the strategy for Auckland as a region, although within the region migration is chiefly concentrated in the metropolitan area of Auckland city. The ARSS is implemented in partnership with other national level government departments – Housing New Zealand, the Ministry of Education, the Ministry of Pacific Island Affairs, the Department of Labour, the Office of Ethnic Affairs, the Ministry of Social Development, the Ministry of Economic Development, Te Puni Kokiri (the department for Maori affairs) – and other government subsidiaries such as the Tertiary Education Commission. At a local level, the ARSS is

coordinated in partnership with Auckland Council (the central municipal authority), Auckland Regional Public Health Service and the District Health Boards.

In the Auckland case, city-level governance is in a period of transition i.e. being reduced from seven separate district councils to one ‘super city’ council. This amalgamation occurred in 2010 and, at the time of writing, elements of the joint Auckland Council are still being consolidated. Therefore ARSS has interaction with the Auckland Council as a centralized body but also with the vestiges of the previous district councils which are still in place.

The implementation of the Settlement Strategy in Auckland involves the Auckland Regional Migrant Service, a public sector charitable trust and several NGOs, amongst them the Association of Citizens Advice Bureaux, the Mental Health Foundation and Red Cross New Zealand (Auckland Sustainable Cities Programme 2006, Department of Labour 2010).

Also at a national level and in parallel with the INZ’s initiatives, the Ministry of Social Development funds certain projects to socially and economically integrate migrants into the communities. The Ministry of Social Development is responsible for social services and has its own on-going project - Settling In -devoted to the social integration of migrants in host communities.

The Office of Ethnic Affairs (OEA) is also involved in migrant integration, with a mandate to achieve social cohesion with a particular focus on various ethnic communities. It has an Intercultural Advisory Team based in Auckland which coordinates its work in the city.

New Zealand has a good record of respecting human rights and upholding anti-discrimination policies. Reconciliation between Maori culture and the dominant ethnic-European culture is still fairly recent history and successive New Zealand governments have continued to build intercultural dialogue and cooperation into the framework of governance (there are specific Ministries for Maori affairs, Pacific Island affairs and Ethnic affairs in general). This is discussed in further detail in the section on findings. With regard to migrant workers, anti-discrimination legislation affords them the same protection from discrimination as nationals. New Zealand is a signatory of various international conventions. However, it has neither signed nor ratified the United Nations Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. Table 3 provides an overview of the national normative legal framework.

Table 3: National normative legal framework

Law	Content
<b>Immigration Act 1987</b>	<ul style="list-style-type: none"> <li>• Ended preference for migrants from Europe and North America on the basis of race and introduced a points system based on skills and capacity to contribute to the economy and society.</li> </ul>
<b>New Zealand Bill of Rights Act 1990</b>	<ul style="list-style-type: none"> <li>• Grants civil and political rights equally to citizens and non-citizens.</li> </ul>

<b>Human Rights Act 1993</b>	<ul style="list-style-type: none"> <li>• Prohibits discrimination on the grounds of personal characteristics, amongst them race and ethnicity.</li> </ul>
<b>Immigration Advisers Licensing Act 2007</b>	<ul style="list-style-type: none"> <li>• Required anyone providing immigration advice to be licensed with the newly-created Immigration Advisers Authority.</li> </ul>
<b>Immigration Act 2009</b>	<ul style="list-style-type: none"> <li>• Reinforced active policy to attract skilled migrants.</li> <li>• Increased border security, for example through biometrics.</li> </ul>

### City-level framework

The Auckland Council (the amalgamated council established in 2010) has pursued its own policy agenda to facilitate the settlement and integration of migrants. In 2012 Auckland Council adopted its ‘Auckland Plan’, a vision for the city’s future that acknowledged the indispensability of skilled migrant labour. At the same time, Mayor Len Brown stated his intention to make Auckland ‘the world’s most liveable city’ which was explicitly related to the intention of attracting global talent. The new Council’s economic vision – the Auckland Economic Development Strategy – also places immigration at the heart of economic and social development.

Recently, there have been various local level initiatives to manage diversity, amongst them the Waitekere Council’s Project Twin Streams – an environmental sustainability project intended to facilitate inter-ethnic communication – the Auckland Walking School Bus, the Auckland District Health Board’s free telephone interpreting service (Maytree Foundation, 2012a, 2012b). The latter of these is a service allowing migrants to receive information on how to access health services, as well as basic health advice, over the telephone in a wide range of languages.

Innovation has also come from the private and voluntary sectors. Until it closed down in 2012, due to insufficient funding, OMEGA (Opportunities for Migrant Employment in Greater Auckland) provided a mentoring service for prospective immigrants and immigrant job-seekers. It also offered a paid internship programme in partnership with large private companies, such as Vodafone, to overcome the difficulties faced by many immigrants of not having any experience with a New Zealand employer. Many non-profit organizations operate services for immigrants in Auckland, amongst them the high-profile Chinese New Settlers Services Trust (CNSST) which addresses the specific needs of Auckland’s large and growing Chinese population.

## Methodology

Key departments and stakeholder agencies were identified through various literature and contacts were identified through the websites of these bodies and the publications used in the policy review. The public sector bodies deemed relevant were: Immigration New Zealand, Auckland Regional Settlement Strategy, the Auckland office of the Office of Ethnic Affairs, the Mayor’s office at Auckland Council and the Auckland Settling In project of the Ministry of Social Development. Past publications from the Auckland Sustainable Cities Programme were consulted and the contact details of key personnel located so as to follow up on their subsequent involvement in integration work.

Relevant private and voluntary sector entities were the Auckland Chamber of Commerce, Auckland Regional Migrant Services, Chinese New Settlers Services Trust, Refugee Services Auckland (the Red Cross), New Zealand Newcomers Network and OMEGA. Due to the closure of the latter, efforts were made to source the contact details of the project’s former personnel through their places of current employment.

In the first phase of sampling, respondents were purposively sampled and in the second phase snowball sampling was used, based on the recommendations of the initial respondents. An attempt was made to make initial contact with each respondent or a representative of their organization by telephone, although this was not always successful. Subsequently, an invitation to participate was sent out via e-mail and followed up with a telephone call after five days in the case of non-response.

Table 4: Sample size by category in Auckland

<b>Respondent Type</b>	<b>Number of Interviews</b>
Policy Maker	3
Practitioner	0
Businesses	1
Civil Society	1
International Organizations	0
<b>Total</b>	<b>5</b>

Table 5: Response rates for Auckland

<b>City</b>	<b>Stakeholders contacted</b>	<b>Rejections</b>	<b>Non-replies</b>	<b>Stakeholders interviewed</b>	<b>Interview response rate</b>
<b>Auckland</b>	18	3	2	5	38%

## Findings

The main results from the policy review and interviews are synthesized in Table 6, so as to show the programmes and services offered by the interviewed institutions, aimed at facilitating the integration of migrants and refugees. The initiatives are categorized according to the policy dimensions as determined for this study: social, cultural, legal, political, and economic.

According to results, the most common dimensions were economic, followed by social and to a lesser extent cultural. Within the economic dimension, programmes tended to focus on facilitating migrants' entry into the labour force and helping them to build skills and knowledge, so as to be more employable (n=2) or on helping ethnic businesses to prosper (n=2). This area was also fruitful for partnerships, largely public-private or public-non-profit. There were many instances of private sector entities being engaged in consultation, or rather the 'steering' of government policy (n=3); although this is less of a programme or project and seen more as a governance technique aimed at facilitating integration.

The social dimensions primarily include institutions which bring about consultation and dialogue between stakeholders in the area of migrant integration, but also include small local initiatives aimed at community cohesion. One initiative was placed in the legal dimensions because it represents a case where local level work influences the shaping of government policy, which is close to the area of legislation. There were no programmes or projects found which fitted into the political dimensions, although some projects do have an element of cross-over into this dimension, such as refugee empowerment, which is related to expanding the political capacity of social minorities.

Table 5: Policies, programmes and services provided to facilitate the integration of migrants and refugees according to policy dimensions obtained from interviews in Auckland

Type	Stakeholder	Social	Cultural	Legal	Political	Economic	Observations
Policy-makers	Immigration NZ	Consultation with local stakeholders	Refugee empowerment			Consultation with local stakeholders  Labour market integration services <sup>a*</sup>	Distributes Migrant Levy Fund
	Ministry of Social Development	Social services specifically for ethnic minorities					
	Office of Ethnic Affairs (Department of Internal Affairs)	Language line	Intercultural dialogue	Policy advice		Business network for small and medium ethnic businesses <sup>c*</sup>	
			Employer capacity-building <sup>b*</sup>			Capacity building and assistance for ethnic businesses  Facilitating ethnic businesses to invest <sup>*</sup>	
	Auckland Council	Consultation/ dialogue with local stakeholders					
		Policy advice to INZ					
	Housing NZ	Participation in consultation on migration issues					
Businesses	Auckland Chamber of Commerce	Small grants to local service providers for integration work				Labour market integration services*  Capacity building for	

	Employers and Manufacturers Association		migrant professionals
	Human Resources Institute NZ		Consultation with government on migrant employment
	Skills Organization		Consultation with government on migrant employment
	ARMS	English language teaching (formerly funded by Tertiary Education Committee)*	Employment assistance <sup>d</sup> *
NGOs/ Civil Society	Red Cross NZ	Refugee Resettlement	
	CAB	Multi-lingual advice	
	Economic Development Agencies of New Zealand		Facilitating ethnic businesses to invest <sup>e</sup> *

\* Occurs in partnership

<sup>a</sup> In partnership with Chamber of Commerce

<sup>b</sup> In partnership with New Zealand Institute of Management

<sup>c</sup> In partnership with ANZCBC

<sup>d</sup> Ministry of Social Development

<sup>e</sup> In partnership with Office of Ethnic Affairs



The following table (Table 7) lists and describes all of the partnerships identified through the interviews.

Table 6: Partnerships for migrant and refugee integration programmes and/or services obtained from the interviews in Auckland

Stakeholder	Partner	Typology of partner	Benefit / Service	Description of Partnership	Established
<b>Immigration NZ (Public)</b>	Auckland Chamber of Commerce	Business	Skill-matching and employability training	New Kiwis Career Success Business Professional Programme	
	ARMS	NGO	Integration Services	Funds work on Auckland Regional Settlement Strategy	
	Auckland Council	Public	Settlement provision consultation	Auckland Sustainable Cities consultation programme	2003-2006
				Action Plan	2007-2010
<b>Auckland Regional Settlement Strategy (Public) (Part of INZ)</b>	Employers and Manufacturers Association	NGO/Business	Consultation/policy	Economic Strategic Action Leadership Team	
	Human Resources Institute NZ	NGO/Business			
	Skills Organization	NGO/Business			
	Auckland Council Department of Community Development	Public	Consultation/policy	Community Strategic Action Leadership Team	
	Auckland Regional Migrant Services	NGO	Integration services	Implementing ARSS	
<b>Office of Ethnic Affairs (Department of Internal Affairs)</b>	New Zealand Institute of Management	Business		Capacities-building for employers	
	Looking for a private sector partner to take over		Skill-matching	Ethnic People in Commerce EPIC-NZ website	
	Economic Development Agencies of New Zealand	NGO		Connecting the Regions	

	ASEAN New Zealand Combine Business Council.			SME Business Network Annual Conference
<b>Auckland Regional Migrant Services (NGO)</b>	Ministry of Social Development	Public	Employability training	Employment services
	Auckland Chamber of Commerce	Business	Employability Training	Collaborate on skills and employability training
	Auckland Regional Settlement Strategy (INZ)	Public	Integration services	Implementing ARSS
<b>Auckland Council (Public)</b>	Auckland Regional Migrant Services	NGO	Integration services	Small grants
	CAB	NGO	Advice	Small grants
	CNSST	NGO	Integration services	Small grants
<b>Ministry of Social Development (Public)</b>	Auckland Chamber of Commerce	Business	Employability training	Migrant Work Experience
	Auckland Regional Migrant Services	NGO	Employability training	Employment services
	Auckland Chamber of Commerce	Business	Employability training	Migrant Work Experience
<b>Auckland Chamber of Commerce (Business)</b>	Ministry of Social Development	Public	Employability training	Migrant Work Experience
	Immigration NZ	Public	Skill-matching and employability training	New Kiwis Career Success
	Auckland Regional Migrant Services	NGO	Employability training	Business Professional Programme Collaborate on skills and employability training

Auckland is remarkable for the open attitude of practitioners and policymakers towards the discussion of integration, or settlement as it is consistently referred to. The term embraces and even suggests the possibility of permanent residence, which is attainable after five years of lawful residence in New Zealand. Moreover, it is also intended to avoid the connotations of one-way acculturation or assimilation suggested by the term ‘integration’.

Auckland’s economic growth has for some time been sustained by the continuous arrival of skilled migrants. However the debate around integration and the development of integration policies only began to take place around 15 years ago. According to the respondents in this study, the impetus for this policy development and discussion was the unprecedented arrival and settlement of Asian and South-East Asian migrants and the challenges caused by the delay in New Zealanders to embrace cultures far more distant from their own historical migration sources, Europe and the Pacific Islands.

Several of the respondents noted that biculturalism – the sharing of the space of mainstream culture between Maori culture and that of the primarily white ethnic-European community – has aided the integration of newer migrants. One respondent stated that biculturalism offers migrants a ‘second way’, meaning that should they feel alienated by the elements of culture that stem from European customs there is an alternative construction of New Zealand identity around Maori culture which they may identify with to a greater extent. Moreover, New Zealand also has the advantage of having, very recently gone through a process of reconciliation for the atrocities committed against the Maoris. This kind of ‘soul-searching’, as one respondent put it, contributed to a debating culture that is open, frank and respectful and which can be observed now in the debate around multiculturalism. The process of nation-building which has occurred to solidify biculturalism also provides policymakers and practitioners with experience and examples of good integration practices.

The bulk of the Government’s settlement-related activity is coordinated through the Auckland Regional Settlement Strategy, which is an agenda for service delivery in a broad range of areas. The Settlement Strategy is implemented by a specific Settlement Unit which is also responsible for one other regional settlement strategy (in Wellington) and one for the country as a whole.

The Auckland Regional Settlement Strategy (ARSS) came about as a result of a multiagency public sector consultation – the Auckland Sustainable Cities Programme – which ran from 2003 to 2006. This endeavour was the brainchild of the Auckland Councils (at that time there were seven independent district councils) and involved input from various central government departments which also had a stake in ensuring the sustainability of New Zealand’s financial hub. The outcome of the consultation was an Action Plan which ran from 2007 to 2010. In Auckland Sustainable Cities, migration and settlement had been included as key areas of relevance for sustainability policy and in the Action Plan settlement continued to be identified as a main area for action. Following the Action Plan, settlement-related action was placed on a separate agenda – the Auckland Regional Settlement Strategy – to be funded and officially coordinated by INZ. At the same time as the

creation of the ARSS, the seven independent city councils of Auckland amalgamated into one ‘super city’ council.

The ARSS has a fairly complex structure for implementation. Its management is divided into three pillars – economic, community, and mainstream services – each of which has a delivery steering group known as a Settlement Action Leadership Team (SALT). Using their full names, these leadership teams are known as Economic-SALT, Communities-SALT, and Mainstream Services-SALT. Each of these teams can be thought of as a board made up of stakeholders from relevant industries and organizations, which represent the needs of particular sectors so as to establish a settlement solution that benefits all.

The Economic-SALT (E-SALT), for example, includes representatives from the Chamber of Commerce, the Employers and Manufacturers Association, the Human Resources Institute NZ, and the Skills Organization – all business associations or incorporated societies. None of these actors are funded to participate in the Leadership Team, but do so because they have a stake in there being an effective and coordinated system to integrate migrants into the labour force.

The ARSS is implemented through contracts with NGOs, businesses and public sector entities. Tendering for contracts is semi-competitive but there are few providers with the resources to implement some of the services, so competitive tendering is, in general, not feasible.

The Settlement Strategy is funded by Immigration New Zealand which allocates a portion of the Migrant Levy Fund to it – this is a pool of funding sustained by a one-off tax charged to migrants (for a migrant in the SMC this can be up to \$2,400 NZ)<sup>1</sup>. The work being conducted in each of the areas of the Settlement Strategy is currently being reviewed by an independent third party.

Within its Department of Internal Affairs, New Zealand has an Office of Ethnic Affairs (OEA) which has its own Minister (for Ethnic Affairs) and is responsible for providing certain services in the areas of social and economic integration. The OEA is not only for migrants but for all ethnic minorities and has the mandate to uphold inter-ethnic equality and understanding rather than to cater only to minority ethnicities.

The headquarters of the Office runs a multi-language information telephone line and has a policy advisory team and an intercultural advisory team. The latter of these teams has four main strands of work: the first focuses on initiating cross-sector collaboration, the second on capabilities-building for employers (in partnership with the New Zealand Institute of Management, a skills-training NGO), the third a network for small and medium enterprises (SMEs) and the fourth is the Auckland-specific programme Ethnic People in Commerce. More on Ethnic People in Commerce will be discussed in the next section.

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<sup>1</sup> More information on: For more information: <<http://glossary.immigration.govt.nz/migrantlevy.htm>>

Housing New Zealand is another government department which has been involved in integration in the past, having been a partner in the Auckland Sustainable Cities Programme and having been a funder of Auckland Regional Migrant Services Trust (ARMS) (an NGO which implements many elements of the Auckland Regional Settlement Strategy.)

Auckland Council is the local government body for the city which was created in 2010, following the consolidation of the former seven city councils. The Council initiated the Sustainable Cities consultation programme which led to the formation of the ARSS. It also funds NGOs (such as the ARMS, the CAB and the CNSST) to work on integration-related projects via small grants. Its Department of Community Development is closely linked to the ARSS and co-chairs its Strategic Action Leadership Team for mainstreaming services. The Economic Development Unit of the Council is responsible for developing the Auckland economic development strategy, of which migration is a key part, and also engages in research into SMEs.

## **Businesses**

It is important for Auckland to attract medium and high-skilled migrants, to fill an on-going skills shortage in certain sectors and to ensure future sustainability of economic growth. It is, therefore, not surprising that many programmes and projects of varying sizes exist to match overseas and current resident migrants to jobs and to help them to enhance their skills.

In Auckland, the only high-profile business organization that explicitly contributes to integration is the Chamber of Commerce, a city-wide business association. The Chamber acts in the interest of its members and is committed to promoting ethnic diversity in the workplace on the basis that it fosters innovation and contributes to the bottom line. The Chamber runs the recruitment website New Kiwis on which migrant jobseekers can register and businesses can browse and search for the skills they require and contact jobseekers who match their profile. The project is funded by Immigration New Zealand and has been a success in terms of the number of connections made between employers and jobseekers. The challenge for the Chamber is monitoring outcomes since the platform does not track the progress of members beyond the initial connection stage, so there is no data on how many successful job placements have resulted from the project.

The Chamber has also identified a need to assist the ‘backlog’ of migrants who have been established in New Zealand for some time, but struggle to find employment or to raise their skill profile. The Chamber runs the New Kiwis Career Success course for these migrants and the funding is supplied by the Ministry of Social Development, which has an interest in migrants being helped into employment so that they do not become reliant on welfare benefits. The MSD also funds the Chamber’s Migrant Work Experience project which places a jobseeker into one of its member business organizations to acquire experience with a New Zealand employer, which is often a requirement in job descriptions. A further programme exists – the Business Professional Programme – aimed primarily at migrant women who wish to return to work after having been out of the labour force for some time.

The Office of Ethnic Affairs' Ethnic People in Commerce programme is a parallel project which seeks to enhance the capabilities and strengthen the financial status of ethnic businesses (not only those owned by migrants). Ethnic People in Commerce is funded by a private bank and consists of several different projects. Some of the programme's work involves onshore and offshore preparation for new migrants, employer workshops and the project 'Connecting the Regions' (in partnership with the NGO Economic Development Agencies of New Zealand) which assists ethnic businesses in investing in the Auckland regions. The other major project under the Ethnic People in Commerce project is EPIC-NZ, an online platform for ethnic businesses to contact one another, collaborate and recruit personnel from non-mainstream ethnicities.

The OEA's SME Business Network was developed in recent years, in response to the perception amongst practitioners that New Zealand's SMEs (which, according to the respondents, make up between 94 per cent and 97 per cent of businesses in New Zealand) were struggling to recruit talent from overseas. Using the social networking platform LinkedIn, the OEA was able to bring together an SME network which now has 5,000 members and which holds an annual conference, in which good practices are exchanged and members are able to network with one another. The conference is run in partnership with the ANZCBC<sup>2</sup>, a bridge organization for Asian and South-East Asian enterprises and the New Zealand commercial sector.

Another central government department responsible for integration is the Ministry of Social Development (MSD) which primarily has a role in labour market integration as a funder of private organizations' projects to enhance migrants' employability and avoid unemployment. The MSD receives a budget from the Migrant Levy Fund which it can distribute for this purpose as it sees fit.

### **Third actors**

New Zealand has a culture of collaboration between the public sector and non-profit organizations or NGOs. NGOs which are not driven by a profit motive make more natural partners for the government, for the provision of settlement services to migrants, due to the fact that their goal is generally not to charge migrants for these services, but to ensure accessibility. A prominent provider of settlement services in Auckland is the Auckland Regional Migrant Services trust (ARMS). ARMS is a charitable trust established as a result of a three-year consultation project involving many public sector agencies (beginning in 1998) which led to the formation of a steering group which then recommended the establishment of a "one-stop shop" for settlement services in Auckland. In 2003, ARMS was established as a charitable trust for this purpose and originally shared office space with the Citizens Advice Bureau of Auckland which also provides a wealth of information and advice to migrants.

ARMS receives the bulk of its funding from the public sector, but according to the respondent from ARMS, it is not considered to be a quasi-public agency, — because it has its own

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<sup>2</sup> ASEAN New Zealand Combine Business Council.

independent agenda and priorities. ARMS receives funding from the MSD, to offer employment assistance for the same reasons that it funds the Chamber of Commerce. Auckland Council gives small grants to ARMS; Housing New Zealand used to fund its core work, and the Tertiary Education Committee used to fund ARMS to provide English language teaching. The latter of these funding streams have been cut following the financial crisis in 2008. Also, the Council funding is precarious due to the fact that the Council is still in the process of converting its funding procedures to one central system.

ARMS is the lead service provider on four of the ten goals of the ARSS. It is not funded through the Strategy, but under contract directly from Immigration New Zealand. There is also collaboration between ARMS and the Chamber of Commerce on employment workshops. However there is less collaboration between ARMS and other charitable service providers, such as the CNSST which has a rather different set of aims and target clientele.

### **Partnerships**

The city Council is indirectly linked to the work of business towards migrant integration, as it was involved in the creation of the Regional Settlement Strategy which involves businesses as service providers and research and consulting partners.

The majority of large-scale public-private partnerships or funding arrangements, relating to integration, are with central government agencies, in particular the MSD, the OEA and Immigration New Zealand. This may be a consequence of the fact that New Zealand is relatively small in terms of its population and the number of large cities, so there is little call for devolution to local authorities for the funding of settlement services. Auckland Council is also very young, having only been centralized in 2010, so it is not a priority for the city to be taking on a bigger role in providing settlement services while it has a full agenda of administrative work to complete.

However the Mayor of Auckland, Len Brown, has expressed an intention to make Auckland the 'world's most liveable city' and has supervised the creation of the centralized economic development strategy for Auckland which places some emphasis on the priority of attracting new migrants with particular skills.

### **Refugees**

Immigration New Zealand has a separate Refugee Strategy which is managed and implemented at the national level by the Refugee Unit. A new initiative under this Strategy is the Strengthening Refugee Voices project which allocates funding to key refugee resettlement regions for organizations or individuals who can become spokespersons for the refugee community. One of the respondents noted that this initiative is likely to run into problems because most refugee community organizations are very small and unwilling or lacking the experience to collaborate so as

to successfully bid for this funding. The Refugee Unit also organizes conferences for refugee groups and has tried to combat the male-dominated character of these groups by contractually obliging member groups to invite a certain quota of women and youth to the national conferences.

## **Conclusions**

The attitude of the respondents towards the efforts being made in Auckland to integrate migrants was generally very positive. The wealth of literature published by Auckland Council and the New Zealand central government about the need to attract and welcome migrant labour also frames migration in a positive light. However, it was noted by several respondents that Auckland is still ‘catching up’ with cities such as Toronto, in terms of how diversity and migrant labour force participation are managed. There was also some mention of the persistence of negative attitudes and the possibility of a swing towards a more conservative immigration policy in the wake of the financial crisis. The financial crisis has also led to the shrinking of public sector budgets which has meant that some ‘soft’ services for migrant settlement have shrunk or disappeared.

Several of Auckland’s policies and institutions could be conceived of as good practices for migrant integration, based on the criteria designed in this study for the identification of good practices, namely: practicality, innovation, successfulness, transferability, sustainability, and strategic fit. Having a Regional Settlement Strategy provides a structure for identifying the need for services for migrants and bringing together service providers from different industrial sectors. The Strategic Action Leadership Teams are a key part of this institution since they essentially consist of a board of individuals from the public, private and non-profit sector, who collectively steer service delivery. Inviting non-profit enterprises to tender for contracts to provide these services is also a good practice, since this makes the best use of existing expertise and resources – however as noted earlier in the Auckland context the pool of contenders for providing services is very small, thus there is only a low element of competition in the tendering process.

The involvement of the central government department, the Office of Ethnic Affairs in settlement on the city level could also be considered as a good practice. Since New Zealand has a relatively small population concentrated heavily in certain parts of the country, it is relatively easy to apply projects at the regional or city level. The Office of Ethnic Affairs has an advantage in this respect in that most migrants and also most businesses are based in Auckland. Therefore, its Ethnic People in Commerce programme can be tailored to this particular context. The OEA also makes use of partnerships with private and public sector entities to deliver the Ethnic People in Commerce agenda which makes good use of existing resources and fosters a good working relationship between these sectors. The Auckland Chamber of Commerce’s involvement in migrant integration is also a positive practice, although a possible limitation of the current system is that partnership between the Chamber and government is only sustainable as long as there is interest from the business side and businesses are ultimately steered by and accountable to their stakeholders. In the Auckland case, business has a lot to contribute to migrant integration. However public-non-profit working



relationships and partnerships are more common. In this case this is likely to be down to the perception of shared goals and motivations; although this notion of common goals is likely to have been frayed by the shrinking of budget funding, following the financial crisis.

It was also noted that some practitioners and policy making bodies are weak on evaluation, or perceive themselves to be so. Stakeholders in Auckland could benefit in general from better sharing of data and information (although data collection is generally good) and more agreement as to the desired or expected outcomes of a policy intervention or partnership.

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