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Hon Priyanca Radhakrishnan, Minister for Diversity, Inclusion and Ethnic Communities

Proactive release of Cabinet material about Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

11 August 2022

These documents have been proactively released:

8 December 2021 – SWC-21-SUB-0213 Cabinet Social Wellbeing Committee Summary

8 December 2021 – Cabinet paper: Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

8 December 2021 – Appendix 1: Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

8 December 2021 – Appendix 2: What we know about the barriers and challenges for former refugees, recent migrants and ethnic communities

8 December 2021 – Appendix 3: Proposed Actions under the Action Plan

8 December 2021 – Appendix 4: Key Themes from Targeted Engagement

8 December 2021 – SWC-21-MIN-0213 Cabinet Social Wellbeing Committee Minute of Decision

13 December 2021 – CAB-21-MIN-0525 Cabinet Minute of Decision

Some parts of this information release have been withheld as it does not relate to the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (FRRMEC EAP).

Some parts of this information would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982. Where this is the case, this information has been withheld. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

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Cabinet Social Wellbeing Committee

Summary

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Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

Portfolio Diversity, Inclusion and Ethnic Communities

This paper seeks approval of the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (the Plan), attached as **Appendix 1**. The Plan has been informed by community and stakeholder engagement undertaken in September and October 2021 and is guided by seven objectives (listed at **paragraph 21**). It is intended to be a living document that is continually monitored and reviewed to continue to meet the needs of target communities, and to potentially take account of wider policy changes (such as the Immigration reset).

The Plan is one of six that support the Employment Strategy. A summary of the 22 proposed actions included in the Plan, their lead agency, and timeframes is attached as **Appendix 3**. Some actions focus directly on placing people into employment, while others focus on improving the employment system to make it easier for former refugees, recent migrants and ethnic communities to find meaningful employment.

Under active consideration

The Minister for Diversity, Inclusion and Ethnic Communities recommends that the Committee:

- 1 note that the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (the Action Plan) is one of the Plans that supports the Employment Strategy [CAB-19-MIN-0385];
- 2 approve the contents, including the objectives and actions, and public release of the Action Plan, attached as Appendix 1 under SWC-21-SUB-0213;

Under active consideration

- 3
- 4 note that an evaluation and monitoring framework will be developed following the release of the Action Plan;
- 5 authorise the Minister for Diversity, Inclusion and Ethnic Communities to make final editorial and design changes to the final Action Plan prior to publication;

- 6 note that simplified summaries will be published alongside the full Action Plan to make the content more accessible for the public, including a summary of the Actions, a timeline for the Actions, and a summary of engagements;
- 7 note that ongoing progress on the implementation and development of the Action Plan will be provided to the Employment, Education and Training Ministers Group.

Rachel Clarke
Committee Secretary

Hard-copy distribution:

Cabinet Social Wellbeing Committee
Minister for Economic and Regional Development
Minister for Workplace Relations and Safety

Proactively released by the Minister for Diversity, Inclusion and Ethnic Communities

[IN-CONFIDENCE]

Office of the Minister for Diversity, Inclusion and Ethnic Communities
Cabinet Social Wellbeing Committee

Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

Proposal

- 1 This paper seeks agreement to the content and public release of the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (the Action Plan).

Relation to government priorities

- 2 The Action Plan supports the Government's broader Employment Strategy in building a skilled workforce, supporting industries and regions to thrive, supporting workers to be resilient and adaptable in the face of the changing nature of work and, specifically, supporting a more inclusive labour market to better enable people to grow their skills and careers, and have decent and stable work.
- 3 The Action Plan is an important work programme that supports the Government's broader social cohesion objectives. The Action Plan helps to contribute to lifting socio-economic and wellbeing outcomes for former refugees, recent migrants and ethnic communities, so that they can thrive in Aotearoa New Zealand.
- 4 The Action Plan also supports Labour's 2020 Election Manifesto to improve employment outcomes for ethnic communities.

Executive Summary

- 5 I undertook targeted engagement with communities and key stakeholders on a draft of the Action Plan in September and October 2021. The Action Plan has been revised to take account of the feedback received, where appropriate.
- 6 The Action Plan aims to improve labour market outcomes for former refugees, recent migrants, and ethnic communities. It includes actions targeted specifically at each of these groups and cross-cutting actions to improve outcomes for all of them. It also includes actions to tackle temporary migrant worker exploitation.
- 7 The Action Plan is guided by seven key objectives and includes 22 specific actions that support these key objectives. Implementation has already begun on many of these actions, and there are new actions that have been specifically developed for the Action Plan. The Action Plan is co-led by the Ministry for Ethnic Communities, the Ministry of Business, Innovation and Employment (MBIE) and the Ministry of Social Development (MSD).
- 8 The Action Plan will be a living document. It will be regularly monitored and reviewed to ensure that it continues to meet the needs of former refugees, recent

migrants and ethnic communities, and to inform further work. The implementation of the Action Plan will take a phased approach. This proposed Action Plan outlines actions for Phase One of this ongoing work, with the development of Phase Two beginning around **Under active consideration**

- 9 My officials have begun working with other agency leads to ensure that this Action Plan is aligned with the other six Employment Action Plans that support the overall Employment Strategy and to ensure that mutually beneficial results are achieved for each of the target groups for the individual Employment Action Plans.

Background

- 10 In August 2019, the Government launched its Employment Strategy, and agreed to develop a series of Employment Action Plans to support the Employment Strategy [CAB-19-MIN-0385 refers]. The Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan is one of these.
- 11 The proposed Action Plan takes into account the impact of COVID-19 on the labour market outcomes of particular population groups, the recommendations from the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Masjidain, and the need to more effectively support women's employment outcomes.
- 12 Targeted engagement on a draft version of the Action Plan was carried out in September and October 2021. I am now seeking Cabinet's agreement to the content and public release of the final Plan. The full Action Plan is attached as Appendix 1.

Improving Employment Outcomes for Former Refugees, Recent Migrants and Ethnic Communities

- 13 Aotearoa New Zealand is one of the most ethnically diverse countries in the world. Based on Census 2018, ethnic communities make up almost 20 percent of New Zealand's population. For the purposes of the Action Plan, ethnic communities are defined as people who identify their ethnicity as Middle Eastern, Latin American, Continental European, Asian or African, and that this includes new and temporary migrants, former refugees, asylum-seekers, long-term settlers and those born in New Zealand. This is consistent with the Ministry for Ethnic Communities' mandated communities.
- 14 While most ethnic communities live in the three main urban centres of Auckland, Christchurch and Wellington, we are also seeing growing diversity outside our urban centres, as recent migrants and former refugees are increasingly settling in our regions – including through the expansion of refugee resettlement locations.
- 15 Ethnic communities already contribute substantially to Aotearoa New Zealand's economy and society. While many do contribute economically and socially, many continue to experience challenges to accessing and succeeding in the labour market. This leads to a large opportunity cost as the labour market is not fully unlocking the skills, knowledge and contributions of former refugees, recent migrants and ethnic communities.

- 16 We know that cohorts within this population face multiple barriers. Ethnic women are likely to face additional barriers to employment, including child care responsibilities, limited financial and social capital such as transport, money for uniforms or equipment and supporting families.
- 17 Anecdotally, ethnic women, particularly those on partner visas, are underutilised – meaning they are ready to work but are unemployed or are employed for fewer hours than they are available. Generally, women are more likely to work in lower-paid jobs and casual or part-time work – around 71.3 percent of part-time workers in New Zealand are women. Based on the Census 2018 data, there were around 165,324 women from ethnic communities in full-time employment, compared to 218,895 for men. There were 66,777 women from ethnic communities in part-time work, compared to only 39,079 for men.
- 18 We also know that improving the employment outcomes of former refugees, recent migrants and ethnic communities has wider flow-on benefits for families and other communities. Being employed means being economically independent, being able to support family, being able to contribute to Aotearoa New Zealand, and feeling a greater sense of belonging. Furthermore, there is a strong relationship between employment and other integration outcomes such as language proficiency, housing, social networks and health.
- 19 A summary of what else we know about the barriers for former refugees, recent migrants and ethnic communities is provided in Appendix 2.

The Action Plan

- 20 The Action Plan seeks to address long-standing issues in a co-ordinated and accountable way across relevant government agencies. The full Action Plan is attached as Appendix 1.
- 21 It is guided by the following objectives:
- **Objective 1:** Former refugees, recent migrants and ethnic communities thrive at every stage of their employment journey;
 - **Objective 2:** The skills and experiences of former refugees, recent migrants and ethnic communities are recognised, respected and valued;
 - **Objective 3:** The benefits of diversity and inclusion, are clear and well understood. Employers recognise and champion the benefits of a diverse workforce, and take steps to be more inclusive;
 - **Objective 4:** Former refugees, recent migrants and ethnic communities have informed and meaningful choices around their employment, and can work in a way that suits them and their employer;
 - **Objective 5:** Government continuously seeks to eliminate labour market exploitation and improve employment outcomes for former refugees, recent migrants, and ethnic communities through collaborative approaches to labour market policy and governance, including engaging with employers, regulatory and sector bodies;

- **Objective 6:** Interactions with government services are positive experiences and information on employment support is tailored to meet the needs of former refugees, recent migrants, and ethnic communities. It is easy to understand what services are available and how to access them;
- **Objective 7:** Government will communicate and work together with employers, regulatory and sector bodies to improve employment outcomes for former refugees, recent migrants and ethnic communities and to understand the long-term skill needs of Aotearoa New Zealand.

The proposed actions

- 22 The Action Plan includes 22 actions in 5 sections. The first three sections include actions to support former refugees, recent migrants and ethnic communities, respectively, followed by a section to address temporary migrant exploitation. The fifth section contain cross-cutting actions that support all the cohorts under the Action Plan. Appendix 3 provides a full list of the 22 proposed actions and indicative implementation timeframes.
- 23 Some actions focus directly on placing people into employment (for example, the Pathways to Employment Programme, Work Connect and the Ethnic Communities Graduate Programme), while others focus on improving the employment system to make it easier for former refugees, ethnic communities and recent migrants to find meaningful employment. These system improvements will focus on addressing structural barriers experienced by these communities in the labour market.
- 24 For former refugees, there are seven specific actions proposed, all of which have already started. Many actions were first developed in 2019 when the Action Plan was initially drafted, and have since progressed in their implementation. The actions provide support for areas such as information on living and working in New Zealand, English provision, driver licensing, support to place former refugees into employment (such as the Pathways to Employment and the Refugee Employment Outcomes Project). It also includes research on the barriers faced by former refugee youth.
- 25 For recent migrants, there are three specific actions proposed, all of which have already started. These actions provide skills matching and job assistance services and support for recent migrants arriving in Aotearoa New Zealand.
- 26 For ethnic communities, there are six specific actions proposed, with a mix of actions that are already being underway and new actions. The existing actions include the Ethnic Communities Graduate Programme, which has the potential to be expanded in future to include the private sector. The new actions relate to the possibility of promoting volunteering and adequately-paid work experience, working with relevant government agencies to identify actions to reduce both the ethnic pay gap and pay gap for ethnic women, and support career progression, developing insights and research to support understanding of employment challenges for ethnic communities and supporting ethnic communities' work readiness and employer networks.
- 27 There is a section on addressing temporary migrant exploitation. These actions are to progress Cabinet's approved legislative, operational and policy changes to address

temporary migrant worker exploitation, and implement the Plan of Action against forced labour, human trafficking and slavery.

- 28 Finally, there are four new cross-cutting actions. These proposed actions are intended to support all cohorts under the Action Plan, and target system shifts that will improve employment outcomes. Therefore, these actions seek to improve employment data collection and reporting on ethnic communities, improve information and access to government employment services, identify programmes to support women who are disadvantaged in employment and co-ordinate engagement with employers to demonstrate the benefits of diverse and inclusive recruitment, address unconscious bias and work with industry to increase employment opportunities. As part of these cross-cutting actions, there may be the potential to explore initiatives that support people moving directly into employment.
- 29 Some of the actions in the Plan will have eligibility criteria attached to them, in particular actions for former refugees. The New Zealand Refugee Resettlement Strategy (the Strategy) provides the framework for government agencies to work together to support successful settlement outcomes for former refugees and their communities. Through the implementation of the Strategy, across-agency programmes of work are underway to support refugees to live and work in New Zealand. These include the reception programme at Te Āhuru Mōwai o Aotearoa (Mangere Refugee Resettlement Centre) as well as the provision of a variety of settlement support services in the community. There are currently work programmes to support quota refugees, convention refugees and refugee family support category visa holders. The Strategy is currently undergoing a refresh and further opportunities to amend the scope and/or outcomes of the Strategy will be explored.
- 30 MSD has indicated that continued work will be done in respect of its actions to better reflect eligibility for those who will benefit from this Action Plan.

Targeted engagement and the final Action Plan

- 31 Targeted engagement on the draft Action Plan was undertaken in September and October 2021. A summary of the key themes in the feedback received is provided in Appendix 4.
- 32 Changes have been made following the engagement process. The seven proposed objectives have been added, along with material on the value and contribution of former refugees, recent migrants and ethnic communities to Aotearoa New Zealand, and an explanation about which objectives each proposed action is supporting. The proposed objectives also now highlight the importance of collaborating with the private sector and employers, and other important labour market actors such as sector bodies and non-governmental organisations.
- 33 The proposed actions in the plan have also been revised post-engagement to better reflect what we heard, for example:

- 33.1 The addition of the assessment of overseas qualifications and experience as a sub-action under Action 1 (information to support living and working in New Zealand;

- 33.2 The addition of a sub-action under Action 6 (Refugee Employment Programme Project) seeking to address barriers to employment, support former refugees into meaningful and sustained employment and support ongoing training and skills development;
- 33.3 An additional action on Welcoming Communities for recent migrants;
- 33.4 A proposed expansion of the Ethnic Communities Graduate Programme into the private sector, and also to provide internships;
- 33.5 Expansion of the interagency work on ethnic pay gaps to also include support for career progression;
- 33.6 Refinement of the proposed research on ethnic communities' employment outcomes to include a wider range of research channels (including community researchers); and
- 33.7 Refinement of the action on volunteering and paid work to mitigate risk of exploitation.

Alignment with upcoming policy decisions

- 34 There are currently a number of active policy reviews which may impact the Action Plan - the Immigration Rebalance, the Productivity Commission's Inquiry into New Zealand's long-term immigration settings and the Active Labour Market Policies review.
- 35 To avoid pre-empting future decisions in these areas, my officials will work with the relevant agencies to ensure that the Action Plan is consistent with any potential policy changes.
- 36 For recent migrants, I also note that MBIE is currently working on refreshing the New Zealand Migrant Settlement and Integration Strategy. Implications for recent migrants in the Action Plan will be considered under this refresh.

Collaboration and alignment with other Employment Action Plans

- 37 The Employment Strategy is supported by seven population-specific employment action plans. The purpose of these Action Plans is to ensure that those who consistently experience poor labour market outcomes have the support they need to develop their skills, achieve their potential and experience fulfilling careers. The other six action plans will also have a positive impact on former refugees, recent migrants and ethnic communities and many include actions that specifically support these cohorts. These action plans have been collaboratively developed and will be aligned with the Action Plan.
- 38 The Action Plan also supports other cohorts that have a specific Action Plan – for example, Pacific migrants will be positively impacted by the actions related to recent migrants and temporary migrant exploitation, and women will be positively impacted by not specifically just Action 21, but through the Action Plan generally.

Support from private sector employers is key to improving employment outcomes for former refugees, recent migrants and ethnic communities

- 39 The successful implementation of the Action Plan also requires the support of the private sector. Private sector employers play an important part in promoting diversity and inclusion in the workplace and in providing employment opportunities for former refugees, recent migrants and ethnic communities.
- 40 Action 21 is a specific action to begin working with employers on aspects of diversity and inclusion. It is intended that further work be done while the current Action Plan is being implemented to identify additional future actions in specific sectors that can support diversity and inclusion that could be included in the next iteration of the Action Plan.

Ongoing Monitoring and Evaluation of the Action Plan

- 41 After the Action Plan is agreed and released, a monitoring and evaluation framework will be developed to track progress for each action and gather insights to feed into ongoing work. My officials will work with other Action Plan leads to ensure consistency and alignment in its monitoring and evaluation of the actions. The framework will also outline how regularly the Action Plan will be reviewed.

Implementation of the Action Plan

- 42 Many of the proposed actions are already underway as they were designed in 2019, when the first draft Action Plan was developed. Due to COVID-19 impacting engagement with ethnic communities on the Action Plan, many of these actions, which were new in 2019, have now progressed in their implementation (for example, the Ethnic Communities Graduate Programme).
- 43 For the new proposed actions, officials will begin scoping and developing work programmes from January 2022 onwards. Progress reports on the Action Plan will be provided to the EET Ministers Group.
- 44 I proposed that the Action Plan is reviewed around July 2023, with the intention of using the insights and evaluation data to inform the following version of the Plan and the next tranche of actions for Phase 2.
- 45 Where possible and for the new actions being proposed in the Action Plan, the intention is that communities, and groups such as women, youth, disabled peoples and former refugees, will be able to contribute to the scoping and design of these actions.

Financial Implications [BUDGET SENSITIVE]

- 46 Under active consideration
[Redacted text]

Under active consideration [Redacted]
[Redacted]

- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]

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[Redacted]

Legislative Implications

51 There are no legislative impacts arising from this paper.

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Impact Analysis

Regulatory Impact Statement

52 A regulatory impact statement does not apply to the proposals arising from this paper.

Climate Implications of Policy Assessment

53 A Climate Implications of Policy Assessment (CIPA) does not apply to the proposals arising from this paper.

Population Implications

54 The Action Plan is specifically aimed improving the employment outcomes for former refugees, recent migrants and ethnic communities. Additionally, the proposed cross-cutting actions will likely have a positive impact for the cohorts of focus across the other Action Plans, due to similar barriers experienced in the labour market.

55 This Action Plan will also positively impact employment and wellbeing outcomes for temporary migrants, particularly those experiencing migrant exploitation.

56 The table below provides information on the implications for specific groups within former refugees, recent migrants and ethnic communities:

Population group	How the proposal may affect this group
Women	The Action Plan has a specific action to identify programmes to improve their employment outcomes. 20 percent of the female labour market are women from ethnic communities. Currently, around 5 percent of women from ethnic communities are unemployed. Based on data from the Ministry for Women, New Zealand's national gender pay gap is 12.1 percent for Asian women and 6.9 percent for Middle Eastern, Latin American and African women.
Youth	Based on the Household Labour Force Survey from the September 2021 quarter, the estimated unemployment rate for the Asian group in the 15-24 age group was 9.6 percent. For the MELAA group, the estimated unemployment rate was 29.1 percent. We have heard consistently from communities that many ethnic youth face challenges gaining employment and managing the transition from school to work life, particularly if they arrived in Aotearoa New Zealand in their teenage years. There are a number of actions with a youth focus, and many of the cross-cutting actions will have a direct benefit for youth.
Older Workers	Anecdotally, we know that there are additional challenges for those aged over 50 (older workers) who come to Aotearoa New Zealand at an older age, do not speak English as a first language and, for former refugees processing trauma. Older workers may also find it more difficult to retrain. For example, former refugees aged 51 to 64 were considerably less likely to be employed than younger people. Only 15 percent were employed at three years on arrival compared with around a third of the younger counterparts. While there is no specific action identified for those aged over 50, as many of the actions are developed and implemented the specific

	needs of older worker in ethnic communities will be identified and responded to.
Disabled Peoples	We know that 24 percent of the New Zealand population identify as disabled people. We expect that there are significant numbers of disabled people in the ethnic and refugee communities. From the <i>Working Matters: Disability Employment Action Plan</i> , 74 percent of disabled people not in paid work would like to work if a job was available. While there is no specific action for disabled peoples, it is important that the initiatives included in this plan, are designed to be accessible and meet the needs of disabled people.
Regional Workers	The Action Plan recognises that there are differences between labour markets, and that support will need to be tailored to this. The cross-cutting actions will generally have a positive impact for those in the regions by improving information on what support is available in their region and supporting employers to recruit more diversely.

Human Rights

57 The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Consultation

58 The following agencies were consulted on the paper: Ministry of Business, Innovation and Employment, Ministry of Social Development, Department of Internal Affairs, Ministry for Women, Ministry for Pacific Peoples, Ministry of Education, Statistics New Zealand, Tertiary Education Commission, Ministry of Youth Development, Office of Disability Issues, Office for Seniors, New Zealand Qualifications Authority, Treasury, Public Service Commission, and the Department of the Prime Minister and Cabinet.

59 The Human Rights Commission will be provided a copy of the final Cabinet paper and proposed Action Plan.

Communications

60 I intend to publish the final Action Plan on the Ministry for Ethnic Communities’ website, and also issue a press release announcing the launch of the Action Plan early next year. I also intend to undertake targeted communications with key stakeholders about the release of the Action Plan.

61 The Ministry for Ethnic Communities will follow up with participants who contributed to the targeted engagement, informing them of the publication of the final Action Plan.

Proactive Release

62 I intend to proactively release this Cabinet paper within 30 business days after the public release of the Action Plan, but intend to withhold any Budget-sensitive material, and material which relates to decisions under active consideration.

Recommendations

The Minister for Diversity, Inclusion and Ethnic Communities recommends that the Committee:

- 1 **note** that the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan is one of the Plans that supports the Employment Strategy [CAB-19-MIN-0385 refers];
- 2 **agree** to the proposed contents, including the objectives and actions, and public release of the final Action Plan attached as Appendix 1;
- 3 **Under active consideration**
[REDACTED]
- 4 **note** that an evaluation and monitoring framework will be developed following the approval and release of the Action Plan;
- 5 **authorise** the Minister for Diversity, Inclusion and Ethnic Communities to make final editorial and design changes to the final Action Plan, consistent with the policy decisions made by Cabinet;
- 6 **note** that simplified summaries will be published alongside the full Action Plan to make the Action Plan content more accessible for the public, including a summary of the Actions, a timeline for the Actions and a summary of engagements; and
- 7 **note** that ongoing progress on the implementation and development of the Action Plan will be provided to the Employment, Education and Training Ministers Group.

Authorised for lodgement

Hon Priyanca Radhakrishnan

Minister for Diversity, Inclusion and Ethnic Communities



Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan





Minister's Foreword

To be added for final published version

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Part One – Introduction

Investing in the Skills, Knowledge and Experience of Former Refugees, Recent Migrants, and Ethnic Communities is a Government Priority

Former refugees, recent migrants and ethnic communities help create jobs, raise productivity and wages, lift capital returns, stimulate international trade and investment, and boost innovation, enterprise and growth.¹ They also bring skills, knowledge, innovation, and networks to their host nations, a core engine for economic growth and fill labour shortages.² They play a fundamental role in fostering international trade and investment. Since migrants and refugees have knowledge of the business environment in both sending and receiving countries, they can act as mediators between business people in both places, lowering transaction costs.³

In addition to financial flows, former refugees, recent migrants and ethnic communities can play a significant role in transferring technologies and knowledge across borders. This two-way transfer contributes to more competitive and diversified economies in both places. They contribute to the local economy not only as laborers, but as business owners and entrepreneurs.⁴

However, the potential of harnessing these skills, knowledge, and experience is not always optimised. Groups within these population groups continue to face systemic barriers to access, and success in the labour market. This presents a huge opportunity cost for New Zealand.

The Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (the Action Plan) specifically sets out actions to improve labour market outcomes for these cohorts. It is one of seven population-focused plans that sit under the Government's Employment Strategy.

The Employment Action Plan brings together current and planned programmes of work across government to support former refugees, recent migrants, and ethnic communities. The plan outlines several actions that have been informed by extensive consultation with these communities. There will also be a framework to monitor all the actions under the Action Plan.

The Government's Employment Strategy

In August 2019, the Government launched its Employment Strategy. The Employment Strategy will:


- build a skilled workforce, by ensuring the education, immigration and welfare systems meet business needs and engages in lifelong learning;
- support industries and regions to thrive, so that everyone gets a fair share of our prosperity;

1 Host International, Refugee Work Rights Report, 2019.

2 Bahar, D. & Dooley, M. No Refugees and Migrants Left Behind, 2019. See also Host international, Refugee Work Rights Report, 2019.

3 Bahar, D. & Dooley, M. No Refugees and Migrants Left Behind, 2019.

4 Bahar, D. & Dooley, M. No Refugees and Migrants Left Behind, 2019.

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- support workplaces to modernise, to create a landscape that supports productive and sustainable workplaces as we face a changing world of work; and
 - respond to the changing nature of work in an equitable way, by partnering with businesses and workers to ensure that our labour market is inclusive, and ensure that anyone who wants to participate in the labour market can access decent work.

The Strategy is supported by seven population-specific employment action plans. These Action Plans seek to ensure that those who consistently experience poor labour market outcomes have the support to develop their skills, achieve their potential and experience fulfilling careers. The other six action plans will also have a positive impact on former refugees, recent migrants and ethnic communities and many include actions that specifically support ethnic women, youth and older workers. These action plans have been collaboratively developed and will be aligned with the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (Action Plan).

Former Refugees, Recent Migrants and Ethnic Communities and their contributions to Aotearoa New Zealand

Most New Zealanders, including employers, feel former refugees, recent migrants and ethnic communities, make a positive impact on New Zealand's economy and culture and want to prioritise immigrants who can fill job shortages and value an integration approach.⁵ In a recent survey, three quarters of New Zealanders indicated it's a good thing for any society to be made up of people from different races, religions and cultures, and two thirds said migrants make New Zealand more productive and innovative.⁶

Former refugees, recent migrants and ethnic communities make a significant contribution to New Zealand's economic outcomes, and there are a number of independent studies that highlights the contribution of these communities. For instance, a recent study by the Auckland Business Chamber revealed that 88% of respondent employers reported a level of satisfaction with their migrant workforce as 'very good' or 'excellent', and described them as 'keen to work, respectful, keen to learn, highly skilled and appreciative of their employment'.⁷


We also know the integration of former refugees, recent migrants and ethnic communities also contributes to other benefits to Aotearoa New Zealand. Global connectedness is vital for prosperity, and welcoming migrants can help New Zealand improve those connections.⁸ Equitable labour market

⁵ New Zealand Red Cross, Migration Scoping Report: Identifying Current and Emerging Issues in Key Migrant Population Groups in New Zealand, 2021.

⁶ Ministry for Business Innovation and Employment, Community Perceptions of Migrants and Immigration, 2020.

⁷ Auckland Business Chamber, New Kiwis Employers' Survey, 2021.

⁸ The New Zealand Initiative, The new New Zealanders: why migrants make good Kiwis, 2017.



outcome is a significant indicator of inclusion and legitimacy and helps create mutual understanding across cultures.⁹

Who the Action Plan is For

This Action Plan was developed for former refugees, recent migrants and ethnic communities, and supports work to address temporary migrant exploitation.

Despite the significant contribution of former refugees, recent migrants and ethnic communities to the New Zealand economy, we know they continue to face multiple barriers and challenges in the labour market. For instance, although Ethnic communities are generally more likely to have formal qualifications when compared to the general New Zealand population, they continue to experience poor labour market outcomes, with considerable differences in labour force participation and income. Most recent migrants and former refugees often feel over-qualified and report difficulties in getting initial entry into the labour market.¹⁰ Those in employment report of discrimination in both internal and external recruitment processes which impact their career progression, while others face pay disparities, where they are paid significantly less compared to their counterparts from other ethnicities, despite being in the same position or having the skills, knowledge and experience to perform the role.¹¹

These barriers and challenges reduce opportunities and career progression for former refugees, recent migrants and ethnic communities and in the longer long term affect the inclusive society we aspire to achieve as a country.

The Government also consulted on proposals to take serious action on temporary migrant worker exploitation. Migrant exploitation leads to negative outcomes for migrants, businesses, and our international reputation, and the proposals are aimed at preventing the occurrence of conditions that enable exploitation by protecting migrant workers and enabling them to leave exploitative employment, as well as ensuring better enforcement of immigration and employment law to deter and detect non-compliance.

There is an opportunity for this Action Plan to reduce the barriers and challenges faced by former refugees, recent migrants and ethnic communities and lay the foundations for the inclusive society.

⁹ Allen & Clarke, Refugee background women, their connections, sense of belonging, acceptance and inclusion in the Greater Wellington region, 2021.

¹⁰ Ward, C. et alia, Meeting the needs and challenges of migrants and former refugees in the Nelson and Tasman regions, 2018

¹¹ Malatest International, Drivers of migrant New Zealanders' experiences of racism, 2021.



How the Action Plan has been drafted

This Action Plan is made up of five sections, which group actions based on specific cohort(s). These sections are:

- Actions that support former refugees
- Actions that support recent migrants
- Actions that support ethnic communities
- Actions that tackle temporary migrant exploitation
- Actions that cut across all cohorts (“cross-cutting actions”)

There will be overlap to a certain extent across the different cohorts, but for the purposes of the Action Plan, these distinct sections are used to group the various actions proposed.

The Action Plan recognises that policy work targeting these different cohorts is at different stages, with consultation and stakeholder engagement completed for refugees and recent migrants. Work on the migrant exploitation work program is underway, and an emerging work programme for ethnic communities is being consulted on in this Employment Action Plan.

There are some actions which focus directly on placing people into employment (for example, the Pathways to Employment Programme, Work Connect and the Ethnic Communities Graduate Programme), and most of the other actions focus on improving the employment system to make it easier for former refugees, ethnic communities and recent migrants to find meaningful employment. These system improvements will ensure that structural, long-term changes are made to ensure that we can unlock the full potential of the labour market. The Government is committed to improving employment outcomes, as both an employer in the public service, and as an implementor of the policies in this Action Plan.

The successful implementation of the actions requires the support and contribution of the private sector. Private sector employers play an important part in promoting diversity and inclusion in the workplace and providing employment opportunities for former refugees, recent migrants and ethnic communities. There is a specific action in this Plan that seeks to begin working with employers on diversity and inclusion and the Action Plan is guided by objectives that signal its intention to partner and work with the private sector.



The Action Plan is guided by seven key objectives

This Action Plan is guided by seven key objectives that shape the direction and desired outcomes of the Action Plan. The objectives focus on strengths and opportunities and each action will support one or more objectives.

These objectives are long-term – the actions in this Action Plan will make a start towards achieving these initiatives, and the Action Plan will develop and change over time to ensure it continues to progress towards these objectives.

The seven objectives are:

- **Objective 1:** Former refugees, recent migrants and ethnic communities thrive at every stage of their employment journey.
- **Objective 2:** The skills and experiences of former refugees, recent migrants and ethnic communities are recognised, respected and valued.
- **Objective 3:** The benefits of diversity and inclusion are clear and well understood. Employers recognise and champion the benefits of a diverse workforce, and take steps to be more inclusive.
- **Objective 4:** Former refugees, recent migrants and ethnic communities have genuine and meaningful choices around their employment, and can work in a way that suits them and their employer.
- **Objective 5:** Government continuously seeks to eliminate labour market exploitation and improve employment outcomes for former refugees, recent migrants, and ethnic communities through collaborative approaches to labour market policy and governance, including engaging with employers, and regulatory and sector bodies.
- **Objective 6:** Interactions with government services are positive experiences and information on employment support is tailored to meet the needs of former refugees, recent migrants, and ethnic communities. It is easy to understand what services are available and how to access them.
- **Objective 7:** Government will communicate and work together with employers, regulatory and sector bodies to improve employment outcomes for former refugees, recent migrants and ethnic communities and to understand the long-term skill needs of Aotearoa New Zealand.

Summary of Actions

Cohort	Action #	Action	Lead	Timeframes ¹²
Former Refugees	Action 1	Information to support Living and Working in New Zealand	Multi-agency approach	Already underway ¹³
	Action 2	English Language Provisions	TEC	Already underway
	Action 3	Refugee Driver Training Programme	MBIE	Already underway
	Action 4	Pathways to Employment	MSD	Already underway
	Action 5	Refugee Pathways and Careers Initiative	MoE	Already underway
	Action 6	Improving Refugee Employment Outcomes Project	MBIE	Already underway
	Action 7	Research on the barriers faced by younger former refugee youth connecting to further education and training, focused on youth with less than 5 years in the New Zealand education system before age 18.	Multi-agency approach	Already underway
Recent Migrants	Action 8	Regional Skills matching and job assistance services	MBIE	Already underway
	Action 9	Work Connect Programme	TEC	Already underway
	Action 10	Welcoming Communities	MBIE	Already underway
Ethnic Communities	Action 11	Explore the possibility of working with volunteering organisations to promote volunteering and adequately-paid work experience to improve employment readiness as well as provide recognition for volunteers	MEC, MBIE, DIA, MSD	Scoping – Q1 2022 Design – Q3 2022 Implement - Q1 2023
	Action 12	Provider support to graduates from ethnic communities to move into their first work opportunity within the public service	MEC	Already underway
	Action 13	Research on the barriers faced by younger former refugee youth connecting to further education and training, focused on youth with less than 5 years in the New Zealand education system before age 18. ¹⁴	Multi-agency approach	Scoping – Q4 2021 to Q2 2022
	Action 14	Work with relevant government agencies to identify actions to reduce both the ethnic pay gap and pay gap for ethnic women, and support career progression	Multi-agency approach	Scoping – Q1 2022 Design – Q3 2022 Implement – Q1 2023

¹² Q denotes Quarter. Please also note that for actions which are new, these are the indicative timeframes and may change.

¹³ Some actions are already underway as they were designed in 2019, when the first draft Action Plan was developed.

¹⁴ This is the same as Action 7; it has been repeated in both sections to make it clear that this research will also support other youth from ethnic communities who have been in the New Zealand education system for less than 5 years.



	Action 15	Development of insights and research to support understanding of employment challenges for ethnic communities and to support further investment in employment initiatives	MEC	Scoping – Q1 2022 Design – Q2 2022 Implement – Q4 2022
	Action 16	The Ministry for Ethnic Communities will continue to investigate and implement initiatives to support ethnic communities with employment-readiness and strengthen their employment networks	MEC	Already underway
Temporary Migrant Exploitation	Action 17	Progressing work to implement Cabinet’s approved legislative, operational and policy changes to address temporary migrant worker exploitation	MBIE	Design – Q4 2021 to Q1 2022 Implement – Q2 2022
	Action 18	Implementation of actions in the Plan of Action against forced labour, human trafficking and slavery	MBIE	Already underway
Cross-Cutting Actions	Action 19	Improve employment data collection and reporting for ethnic communities, including intersectional data	Multi-agency approach	Scoping – Q4 2021 to Q1 2022 Design – Q2 2022 Implement – Q1 2023
	Action 20	Support ethnic communities to access all-of-government services information about employment services, including building the capability of staff to be responsive to employment needs, and tailoring information and channels for ethnic communities	MSD and MEC	Scoping – Q4 2021 Design – Q1 2022 Implement – Q4 2022
	Action 21	Work with the Ministry for Women, and Ministries of Education, Social Development and Business, Innovation and Employment to understand specific barriers, and to identify and tailor education and employment programmes for women from who are disadvantaged in employment	Multi-agency approach	Scoping – Q1 2022 Design – Q3 2022 Implement – Q1 2023
	Action 22	Work with MBIE and leads for other action plans to coordinate engagement with employers; demonstrate the benefits of inclusive and diverse recruitment for businesses; and to develop tools and resources for discrimination free recruitment practices and addressing unconscious bias. This includes working with industry to increase employment opportunities for people from ethnic communities	Multi-agency approach	Scoping – Q1 2022 Design – Q3 2022 Implement – Q1 2023

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Engagement on the Action Plan

Since the initial development of the draft Action Plan in 2019, the landscape within which it was drafted developed has changed. This includes the COVID-19 pandemic and the recommendations from The Royal Commission of Inquiry into the Terrorist Attack on Christchurch masjidain on 15 March 2019 (The RCOI).


After delays due to COVID-19, targeted engagement on the Action Plan was undertaken between 28 September 2021 and 31 October 2021 to seek feedback from communities on whether they think the actions planned will help to make a tangible impact on employment outcomes, and support these groups into quality work.

During the consultation period we held 13 focus group sessions with stakeholders. Nine of these sessions were regional hui for stakeholders in Whāngarei, Auckland, Hamilton, Tauranga, Palmerston North, Wellington, Blenheim/Nelson, Christchurch and Dunedin/Southland. The remaining four sessions were national hui specifically held for women, youth, NGOs/service providers and former refugees. We also met separately with the Human Rights Commission (HRC) and the Equal Employment Opportunities Commissioner, Chambers of Commerce, and the New Zealand Red Cross. Aside these meetings, we also received a range of survey responses and separate email submissions.

What we heard

The following are a summary of the feedback participants provided on the Action Plan:


- **Recognition of overseas qualifications:** some participants shared that their overseas qualifications were not easily recognised in New Zealand, and that employers preferred having some level of New Zealand work experience. Registration and certification bodies can also be a barrier. This was one of the most common issues raised by participants during engagements.
- **Biases with employer recruitment:** Participants highlighted the importance of addressing biases with employer recruitment process and the promotion of diverse recruitment and inclusive and non-discriminatory workplaces culture that will lead to confidence in employing ethnic communities and provide opportunities for leadership.
- **The role of the private sector:** participants noted that most of the actions in the Plan were government-led and suggested more the consideration of how government can work with the private sector to deliver the actions. They noted that unlocking diversity and inclusion in the private sector is an important key change to realising better employment outcome our communities.
- **Skills matching and understanding the pipeline of skills in the regions:** a number of participants raised that job matching could be more easily facilitated if there was a way for employers to understand what skills are in their region.
- **Understanding New Zealand's long-term skills needs:** a number of participants noted that New Zealand needs to have a clearer indication of what its post-COVID-19 long-term skills needs are, so that they can attract key talent from overseas, and that this can also be signalled to migrants and partners.

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- **COVID-19 and seasonal industries:** participants observed that industries dependent on seasonal workers were unable to find employees. Participants suggested support for former refugees and recent migrants to (re)train to meet skills shortages in regions with seasonal industries, e.g. in horticulture or aquaculture sectors.
 - **Immigration settings and process:** there was the perception that the immigration system does not value the skills that migrants bring, mostly due to barriers they faced in gaining meaningful employment. There were suggestions for detailed pre-departure information to help with expectations of the New Zealand labour market and work culture.
 - **Continued, but cautious, support for (paid) volunteering:** most participants were supportive of volunteering and other work experience as a stepping stone to employment, but were firm that this had to be managed tightly to ensure that people were not being exploited for free labour.
 - **More actions for recent migrants and ethnic youth:** participants highlighted that more actions were needed with a focus on recent migrants and youth.
 - **Positive reframing of the opportunity:** some participants requested that the Action Plan acknowledge the successes and contributions of former refugees, recent migrants and ethnic communities in New Zealand and in employment. They also noted the importance of greater education on the benefits of diversity and inclusion.
 - **Investments and improved communication of Government Services:** Participants emphasised the need for continuous investment to fund and grow awareness of employment support services among ethnic communities.
 - **Implementation of the Action Plan:** while participants were generally positive about the Action Plan, some had questions on the delivery, implementation and monitoring of the actions.
 - **From surviving to thriving:** One key change that participants want to see was the transitioning of former refugees, recent migrants and ethnic communities from surviving to **thriving** in employment. To achieve this, actions needed to focus on supporting people throughout their employment journey and assisting them with pathways to career progress.
 - **Actions shaped by communities:** some participants suggested that the actions should be shaped by communities. Participants also suggested partnership between government and community organisations in the implementation of the Action Plan.

How the feedback from the engagement shaped the Action Plan

The feedback received from the consultation has been analysed and key findings and changes incorporated into the Action Plan where possible. Generally, the Action Plan and proposed actions were well received during the consultation process with many participants indicating that it was encouraging to see that an Action Plan had been specifically developed for former refugees, recent migrants and ethnic communities.

We have added new actions, amended actions, and reviewed actions where possible. This includes the addition of new sub-actions to reflect feedback during the consultation. For example, we included a new action on *Welcoming Communities* under the recent migrant section, and included the assessment of overseas qualifications and experience as a sub section under Action 1: Information to support living and working in New Zealand.



We have also strengthened the narrative of the Action Plan to include the contributions of former refugees, recent migrants and ethnic communities to Aotearoa New Zealand. Seven objectives have been added to make it clear that the Action Plan also aims to partner with employers, the private sector, other agencies and regulatory and sector bodies to improve employment outcomes.

Some new actions suggested through consultation, including mental health support for former refugees and more actions for recent migrants, were not incorporated at this stage due to upcoming and ongoing policy work and reviews. Officials have taken note of these and will consider them during the next phase of the Action Plan.

We did not incorporate suggested actions where similar outcomes are contained in the other six Employment Action Plans to avoid duplication of actions and ensure greater coordination across the other Action Plans. Some of these proposals were the inclusion of actions for population groups like ethnic youth, women and older workers. Officials will work with relevant agencies and, where possible, partner to implement those actions to ensure it delivers better outcomes for these groups.

The Proposed Actions are Just the Beginning

The Action Plan is currently in its first phase. As the first phase progresses, we will continue to build the evidence base to consider the development of new actions for the next phase of the Action Plan. We intend to begin this work around July 2023.

In the Summary of Actions above, all actions are intended to be implemented by July 2023 – therefore, the second phase will focus on changes to existing actions or which new actions could be added.

Monitoring and Evaluation of the Action Plan

The Action Plan as a whole will be monitored by the Ministry for Ethnic Communities. The progress of the Action Plan will be reported to the Employment Education and Training Ministers. Each agency will be responsible for the delivery, implementation and monitoring of its assigned actions, as signalled in the Summary of Actions above.

The Action Plan is a living document that will respond to ongoing change. Regular monitoring of the individual actions and the whole plan will ensure that we are delivering on the expected outcomes outlined in this plan, as well as identifying opportunities for the government to do more to improve outcomes. Monitoring will also ensure that we identify changes in the labour market that we need to respond to and to prevent the development of any new potential barriers.

Agencies across government will also continue to work together to make sure the Action Plan takes a coordinated, cross-system approach that leverages off all available and relevant levers to make sure that the Action Plan is targeting clear gaps, avoiding duplication of services, and ensuring our former refugee, migrant and ethnic communities are empowered.



Part Two – Former Refugees

Who Are Former Refugees

Refugee Quota Programme

Through New Zealand's Refugee Quota Programme¹⁵, quota refugees are resettled in the country. In September 2018, the Government agreed to increase the Refugee Quota to 1,500 annually from July 2020, however this programme has been disrupted by COVID-19, with fewer refugees entering New Zealand due to border closures. In May 2021 the Government announced that 100 managed isolation and quarantine (MIQ) places would be reserved for 100 refugees every six weeks between July 2021 and March 2022. However, this limitation means that the quota of 1500 refugees per year will not be met in 2021/2022.

The New Zealand Government makes decisions every three years on New Zealand's Refugee Quota Programme including the international regions from which refugees will be resettled. The United Nations High Commissioner for Refugees refers refugees with priority protection needs to New Zealand to consider for resettlement under the Refugee Quota.


“Convention Refugees”

New Zealand is a signatory to the 1951 Convention relating to the Status of Refugees, 1984 Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and the 1966 International Covenant on Civil and Political Rights. As a signatory to these international Conventions and Covenants, New Zealand has an obligation to determine claims for refugee and protected person status claim made by people in New Zealand. People who are determined to be a refugee or protected person are sometimes known as “Convention refugees”. Around 150-250 people are determined to be Convention refugees each year.

What We Know About the Barriers and Opportunities for Former Refugees

For many former refugees their initial focus in settling in New Zealand is on rebuilding their new lives – moving into new communities and getting to know their local neighbourhood, learning English, setting up homes, enrolling with GPs and enrolling and supporting their children into early childhood centres and education, and accessing medical and mental health treatment and supports.

¹⁵ <https://www.immigration.govt.nz/about-us/what-we-do/our-strategies-and-projects/refugee-resettlementstrategy> (accessed 25 October 2019)



Employment is critical for successful settlement and part of a former refugees' settlement journey. Employment contributes to self-sufficiency and independence and provides networks and opportunities for greater participation and contribution to the community. Employment also supports all other integration and settlement outcomes.

Gaining sustainable and meaningful employment is part of the former refugee settlement journey. Former refugees may face a number of challenges and barriers in gaining employment in New Zealand.

These challenges and barriers may include, at the outset, potential bias within the employment environment, understanding and navigating New Zealand's employment culture, context and systems (including process for recognition of skills and prior work experiences and accessing ongoing skills development and vocational training) and the requirement for English language skills to access employment. Some former refugees also have barriers in accessing employment due to traumas they have experienced.

The 2018 Dashboard⁴ shows that the proportion of former refugees in paid employment increased over time, with some variability from cohort to cohort; on average approximately, 26 percent are in paid employment after two years, 35 percent after three years and 43 percent after five years.

Former refugees aged 51 to 64 are also considerably less likely to be employed than younger people. Only 15 percent were employed at three years after arrival compared with about a third of younger groups. A lack of sufficient English language skills is particularly significant for this population.

In addition, where former refugees are ready to connect to employment they continue to face barriers as employers may not recognise their prior work experience and skills while also requiring New Zealand work experience. There are also disparities in access to specific resettlement services between convention and quota refugees. Convention refugees do not have access to the same wrap around support quota refugees receive and some may be in greater need of employment support. An INZ pilot of a Navigator role designed to support convention refugees was recently evaluated, and an update on this can be provided shortly.

The New Zealand Refugee Resettlement Strategy (the NZRRS)¹⁶ was agreed to by the New Zealand Government in 2012. It is a whole-of-government approach to delivering improved refugee settlement outcomes so that refugees achieve self-sufficiency, social integration and independence.


The overarching outcome for the NZRRS is:

Refugees are participating fully and integrated socially and economically as soon as possible so that they are living independently, undertaking the same responsibilities and exercising the same rights as other New Zealanders and have a strong sense of belonging to their own community and to New Zealand.

This outcome is supported by the following five integration outcomes:

¹⁶ <https://www.immigration.govt.nz/documents/refugees/nzrrs-dashboard.pdf>

[1] INZ administrative data.

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- *Self-sufficiency*: all working-age refugees are in paid work or are supported by a family member in paid work.
 - *Participation*: refugees actively participate in New Zealand life and have a strong sense of belonging to New Zealand.
 - *Health and wellbeing*: refugees and their families enjoy healthy, safe and independent lives.
 - *Education*: refugees' English language skills enable them to participate in education and achieve qualifications, and support them to participate in daily life.
 - *Housing*: refugees live independently of government housing assistance in homes that are safe, secure, healthy and affordable.

Progress in improving the integration outcomes is measured annually against seven success indicators and one target (Education) approved by the Government. Baseline data has been established as a basis for assessing subsequent progress. A review and update of the NZRRS outcomes and indicators that monitor them has begun.

Which groups we are working with

The NZRRS provides the framework for work programmes and approaches to be developed across agencies, settlement service providers and former refugee communities.

Under the NZRRS, the initial priority is to support working age former refugees into sustained and meaningful employment through the development of an integrated approach utilising and building on services and the connections across government agencies. This approach covers:

- strategic engagement with employers to reduce barriers
- assessment and recognition of former refugees' skills and prior experience in relation to the New Zealand labour market
- continued skills development and learning when in employment, including numeracy, literacy and skills development.

The second phase will focus on younger former refugees who have been in New Zealand's education system for less than 5 years before the age of 18 years. The focus for this group will be on continued education and training to build their skills for a future career.

Actions for Former Refugees

Action	Barriers addressed	Outcomes	Responsibility
<p>1. Information to support living and working in New Zealand</p> <ul style="list-style-type: none"> • Off-shore orientation • Reception programme at the Te Āhuru Mōwai o Aotearoa • Orientation programme in the settlement locations • Assessment of overseas qualifications and experience 	<p>Limited knowledge of the New Zealand labour market.</p> <p>Mental health concerns stemming from trauma, resettlement difficulties, isolation. Limited knowledge or awareness of available mental health services and supports.</p>	<p>Supports quota refugees to live and work in New Zealand.</p> <p>This action aligns with objectives 6 and 7 of the Action Plan</p>	<p>Multi agency approach, including Ministry for Business, Innovation and Employment (MBIE), Ministry of Education (MoE), Ministry for Social Development (MSD), Ministry of Health, NZ Police, Ministry for Housing and Urban Development, Kāinga Ora, NZQA, Ministry for Ethnic Communities (MEC)</p>
<ul style="list-style-type: none"> • English language provisions • Funding Tertiary Education Providers to deliver English language courses within adult community education, literacy and numeracy support and towards formal ESOL qualifications (Levels 1 &2) • Refugee English Fund – for former refugees studying towards ESOL qualifications at levels 3 to 5. 	<p>Limited language skills for refugees.</p>	<p>Ongoing support for former refugees to develop English language skills to enable them to participate in education and daily life, and access employment opportunities. This action aligns with objectives 1 and 6 of the Action Plan.</p>	<p>Tertiary Education Commission (TEC)</p>



Action	Barriers addressed	Outcomes	Responsibility
<p>3. Refugee Driver Training Programme – provides driving lessons and driver training to enable former refugees to obtain their Restricted Licence</p>	<p>Limited mobility for refugees.</p>	<p>Former refugees obtain their Restricted licence This action aligns with objectives 6 of the Action Plan</p>	<p>MBIE</p>
<p>4. Pathways to Employment – prepares refugees for employment and connects them to job opportunities</p>	<p>Limited knowledge of the service provided, to ethnic communities. Limited knowledge of the benefits to ethnic communities, and support to secure employment.</p>	<p>To support former refugee, plan their employment, education, training, and career goals. This action aligns with objectives 3 and 6 of the action plan.</p>	<p>MSD</p>
<p>5. Refugee Pathways and Careers Initiative – supports Year 10-13 students from refugee Backgrounds to prepare for further education/employment</p>	<p>Limited knowledge of the service provided, to ethnic communities. Limited knowledge of the benefits to ethnic communities, and support to secure employment.</p>	<p>To support former refugee, plan their employment, education, training, and career goals. This action aligns with objectives 1, 4 and 6 of the Action Plan</p>	<p>MoE</p>

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<p>6. The Refugee <i>Employment Project</i> Pre-employment Development of integrated services to support skills assessment in the context of the New Zealand labour market</p> <p>Connecting to Employment Ongoing careers advice, English language learning in the workplace; preemployment training; mentoring programmes; matching skills to employment opportunities</p> <p>In employment Services to support continued training and development once in employment including numeracy and literacy and continued learning of English language in work training</p> <p>Strategic engagement with employers To reduce barriers to employment, support former refugees into meaningful and sustained employment and support ongoing training and skills development</p>	<p>Limited access to career pathway planning after initial settlement period support ceases</p> <p>Limited English and literacy skills</p> <p>Limited knowledge of New Zealand education and training systems</p> <p>Ease key barriers to obtaining employment including through working strategically with employers.</p> <p>Limited understanding of refugee employee population and employment needs amongst employers.</p>	<p>To support former refugees to prepare for and connect to sustainable meaningful employment that is relevant to their skills and aspirations.</p> <p>This action aligns with objectives 1, 3 and 6 of the Action Plan</p>	<p>MBIE lead with MSD, TEC, MoE, NZ Qualifications Authority and MEC support</p>
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<p>7. Refugee Forum 2019 Pledge work – to support former refugee youth who have less than 5 years in the New Zealand education system before the age of 18 years</p> <p>Research on the barriers faced for younger Refugee Youth in connecting to further education and training</p>	<p>Limited use of secondary school networks and development opportunities</p> <p>Limited knowledge of training options available</p>	<p>Support former refugee youth into further education and/or training to build their skills for future career pathway.</p> <p>This action aligns with objectives 1, 5, 6 and 7 of the Action Plan</p>	<p>Multi agency approach</p>
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Further work items will be developed after the scheduled refresh of the NZRRSS is completed.

Who we are working with

MBIE works in partnership with the Ministry of Social Development and with other agencies to deliver support to former refugees.

Key stakeholders include former refugee communities, non-governmental organisations, settlement service providers and funding government agencies such as the Ministry of Business, Innovation and Employment, Ministry of Social Development, Ministry of Education, Tertiary Education Commission, New Zealand Qualifications Authority, and the Ministry for Ethnic Communities.



Part Three – Recent migrants

Who Are Recent Migrants

Recent migrants are those who have been living in New Zealand for five years or less.

The New Zealand Migrant Settlement and Integration Strategy (the NZMSIS) is the Government's cross-agency approach to settle and integrate recent migrants in New Zealand. Work to support the NZMSIS focuses on recent migrants living in New Zealand on a permanent or long-term basis.

As at 31 May 2021, there were 275,800 recent migrants in New Zealand. Recent migrants on Resident visas constitute 32 percent of these number. Seventy five percent of recent migrants on Resident visas are from the working-age population (i.e. aged 15 years or over). The top five nationalities of recent migrants are: India, the Philippines, South Africa, China and the United Kingdom.

Immigration policy settings drive migrant employment. The employment rate of recent migrants shows an upward trend over time and, in general, is similar to the New Zealand-born population. In the year ended June 2018, 69 percent of recent migrants were in employment, which is similar to the New Zealand-born population (68 percent). The estimated number of recent migrants in employment is 163,000 (out of 237,000 in the working-age recent migrant population).

Recent migrants that may experience challenges in accessing employment are Pacific migrants (this group is included in the Pacific Peoples action plan) and secondary applicants (these are the partner and/or dependent children included in a principal applicant's residence application).

Secondary applicants are more likely to be female, which contributes to their lower employment rate and higher unemployment rate than male recent migrants.


What We Know About Barriers for Recent Migrants

In the 2019 Migrant Survey, 85 per cent of recent migrants were working for a wage or salary and 7 per cent of recent migrants were unemployed.¹⁷ A majority of recent migrants said their current role in their main job matched their skills and qualification.¹⁸ The key reasons recent migrants believed their role did not match their skills and qualification were because they could not get a job in the area of their skills / qualifications (35 per cent) or because they were over qualified for their current role (28 per cent).

Compared to the overall population of recent migrants, those who are less likely to be working for a wage or salary include those aged over 50 years and visa holders of skilled secondary applicants, family partners or family parents.

¹⁷ MBIE Settling in New Zealand: Migrant Survey Trends from 2015 to 2019.

¹⁸ MBIE Settling in New Zealand: Migrant Survey Trends from 2015 to 2019.



In addition, Family Stream migrants and skilled secondary migrants are more likely to report difficulty finding work including challenges related to the lack of New Zealand work experience.¹⁹

According to the migrant consultations undertaken in 2018, employment was identified as an area where migrants have experienced the most challenges while settling in New Zealand. These challenges include pursuing employment opportunities, understanding and adjusting to the New Zealand workplace. Partners of both resident visa and work visa holders were much more likely to have found employment challenging.²⁰

The key barriers identified by employers for employing migrants include workplace culture and communication, highlighting the importance of ongoing education and support for migrants and employers in this area.²¹

Recent migrants also experience challenges in the workforce due to exploitation. Recent migrants tend to experience exploitation in the forms of threatening behaviour from employers such as employers holding back or threatening to hold back entitlements like holiday pay or sick leave and employers asking migrants to pay money to get or keep their job.²²

What Works for Recent Migrants

The NZMSIS identifies five measurable outcome areas that are key for successful settlement: employment, education and training, English language, inclusion and health and wellbeing. Each area has a high-level outcome statement that contributes to the Overarching Outcome: *Migrants make NZ their home, participate fully and contribute to all aspects of NZ life.*

While MBIE leads the implementation of the NZMSIS, a number of Government agencies collaborate on the development of an annual cross-government workplan of settlement services and projects that support each of the NZMSIS' five outcome areas. The actions/services outlined in the 'work underway' section below support the NZMSIS employment outcome, and contribute to the high-level outcome statement for Employment: Working-age migrants have work that matches their skills and NZ-ready qualifications.

A review and update of the NZMSIS measurable outcomes is beginning in the second half of 2021.

Internationally and nationally, recent migrant settlement is recognised as a two-way process.²³

¹⁹ MBIE, *Migrants Survey*, 2016.

²⁰ MBIE, *National Migrant Consultations*, 2018.

²¹ Auckland Chamber of Commerce, *New Kiwis Employers' Survey*, April 2018.

²² MBIE *Settling in New Zealand: Migrant Survey Trends from 2015 to 2019*.

²³ For example, OECD, *Settling In 2018: Indicators of Immigrant Integration*, 2018 and MBIE, *National Survey of Employers 2017/18*, February 2019.

Increasing employers' awareness of the settlement process and the benefits of employing migrants positively influences migrants' employment outcomes and work experiences. Assisting employers to leverage and retain the skills and talents of migrants, once employed, is also important. MBIE undertakes an annual National Survey of Employers.²⁴ The Survey asks questions about the hiring of recent migrant staff and employer attitudes towards the economic benefits that migrants bring. Knowing and understanding the difficulties experienced by employers helps to target two-way settlement services and resources, and ultimately helps them to retain migrant staff.

Actions for Recent Migrants

The following actions support the NZMSIS Employment outcome.²⁵

Action	Barriers Addressed	Objectives / indicators	Responsibility
<p>8. Regional Skills matching and job assistance services: Six service providers (in seven regions) provide face-to-face and/or online assistance to migrants, along with advice and support for employers registered in the databases.</p>	<p>Limited connections to regional job opportunities. Limited understanding and access to migrant skills and labour pool for regional employers</p>	<p>Job-seeking migrants and secondary applicants are matched with businesses that need their skills.</p> <p>This action aligns with objectives 4, 6 and 7 of the Action Plan</p>	<p>MBIE</p>
<p>9. Work Connect Programme: Provides skilled migrants with career management competencies to understand and promote their unique set of skills, experience and qualifications in a New Zealand context.</p>	<p>Limited awareness of New Zealand employment context or opportunities. Limited access to New Zealand employment networks</p>	<p>Programme participants are equipped to locate, secure and remain in employment.</p> <p>This action aligns with objectives 2, 6 and 7 of the Action Plan</p>	<p>TEC</p>

²⁴ MBIE, *National Survey of Employers 2017/18*, February 2019.

²⁵ It should be noted that there are a number of settlement services that support one NZMSIS outcome, but contribute to other outcomes. For example, the Ministry of Education funds a Bilingual Support Workers programme in schools that supports the NZMSIS Education outcome for migrant children; but it can also lead to employment outcomes for the bilingual support workers involved.

Action	Barriers Addressed	Objectives / indicators	Responsibility
<p>10. Welcoming Communities Program: brings together local government councils and communities to make towns welcoming for everyone (all outcomes, but specifically the Economic Development, Business and Employment outcome).</p>	<p>Communities not as welcoming and inclusive of newcomers as they could be.</p> <p>Lack of awareness about benefits of diversity or economic opportunities that newcomers can offer.</p>	<p>Increased community capability to welcome newcomers and recognise the economic and social benefits of diversity. Higher levels of social inclusion.</p> <p>Communities, including businesses, thrive on diversity and are culturally vibrant and invigorated.</p> <p>This action aligns with objectives 1, 2 and 3 of the Action Plan</p>	<p>MBIE</p>

Further Planned Actions

Further work will be planned after the scheduled refresh of the overall NZMSIS strategy in the second half of 2021. The proposed cross-cutting actions in this Action Plan will also support improving outcomes for recent migrants.

Who we are working with

A NZMSIS Interagency Reference Group collaborates on the provision of advice to Senior Officials and Ministers on settlement-related policy, annual workplans, service purchase and delivery. Membership of the Group comprises approximately fifteen Government agencies. The agencies that are responsible for current work supporting the NZMSIS Employment outcomes include MBIE, MSD and TEC. The Ministry of Business, Innovation and Employment leads this work and works with an interagency reference group (outlined above) to deliver support for this population.

Part Four – Ethnic Communities

Who Are Ethnic Communities

According to the 2018 Census, ethnic communities make up 20% of people in New Zealand. When the Office of Ethnic Communities (OEC) was established, Cabinet agreed that its mandated communities include new migrants, refugees, long-term settlers, and those born in New Zealand who identify their ethnicity as Asian, Continental European, and Middle Eastern, Latin American and African (MELAA). Temporary migrants are also included under this definition. The Ministry for Ethnic Communities, which supersedes the former Office of Ethnic Communities, has the same mandated communities.

What We Know About Barriers for Ethnic Communities


Ethnic Communities are not a homogenous group. They are made up of over 200 different ethnic groups, and a mix of people who have recently arrived in New Zealand including international students and workers, people who have been living here most of their lives, and families who have been living here for several generations. It also includes a proportion of refugees and recent migrants, discussed in the previous two sections above.

The diversity within ethnic communities in New Zealand creates challenges for collecting and monitoring data for this group. The best source of data is the Census, and administrative data on subgroups within the community – however, the collection of both ethnicity data and data on ethnic communities is not comprehensive, which means that it is difficult to measure the outcomes of employment policies on ethnic communities.

Understanding and identifying the challenges, barriers and opportunities to get into work, is complex because subgroups of ethnic communities have different experiences, which may also relate to their gender, cultural and religious practices, and expectations about employment.

While there are data gaps, there is rich qualitative information from ethnic communities about the barriers and support they require, and a need to respond to the issues raised by these communities. Over time, the common challenges and barriers that have been consistently raised with government by ethnic communities include:

- Skills and experience:
 - Limited English language skills
 - Lack of relevant skills and education
 - Non-transferable or not easily recognised overseas qualifications and experience
 - Confidence and employment readiness
 - Limited knowledge of New Zealand labour market and pathways to employment, and understanding of their rights as employees
- Discrimination and cultural differences:
 - Workplace and community discrimination, stigma, and stereotyping
 - Employer unconscious bias and fear of the unknown

- 
- Employers' views that they need New Zealand qualifications and work experience
 - Family/ cultural/ religious expectations which impact on employment (e.g. gender separation)
 - Lack of employer understanding of the benefits of diversity
 - Financial or social capital barriers:
 - Personal and family resources (clothes, transport etc)
 - Limited social, community, and employment networks
 - Less understanding of New Zealand systems (such as safe and reliable transport)
 - Lack of culturally appropriate services to support people into work.


Research from the then Office of Ethnic Affairs in 2013 on migrant women entrepreneurship noted that many ethnic women face the prospect of being discriminated against on the basis of factors such as appearance and juggle further challenges, such as the demands of their young and growing families, infants and aging dependants, who are themselves often facing the demands and challenges of settling in a new country.

In June and July 2019, the then Minister for Ethnic Communities hosted a series of dialogues with Muslim communities, including Imams and male leaders, and women and youth. We heard very clearly that Muslims, especially women who wear the hijab or burqa, face additional barriers entering and progressing in the labour market, particularly in the private sector. There was a strong feeling that employers have limited understanding of Muslim employees' needs. Other ethnic groups, such as the Sikh community report similar experiences in the labour market around their wearing of turbans.

In April and May 2021, the then Office for Ethnic Communities undertook engagement on the priorities for the new Ministry for Ethnic Communities. Reducing the barriers to employment for Ethnic Communities was a strong theme that was raised by the community. Responses discussed the importance of gaining more equitable employment and trade opportunities, and many held a strong desire for overseas qualifications to be recognised more easily in Aotearoa New Zealand. The ability for employers and society to support ethnic communities to enter and flourish in workplaces was also cited as a key desire, including correct name pronunciation, education on the value of migrant workers and finding opportunities for migrant workers.²⁶

²⁶ Ministry for Ethnic Communities (2021): Engagement on the Ministry for Ethnic Communities, p. 17.

Accessible at: [Engagement-on-the-Ministry-for-Ethnic-Communities-1-7-21.pdf \(ethniccommunities.govt.nz\)](https://www.ethniccommunities.govt.nz/engagements/engagement-on-the-ministry-for-ethnic-communities-1-7-21.pdf)



Applications for the Ethnic Communities Graduate Programme (Programme) illustrate the enormous talent and experience within ethnic communities. The number of applications also highlight the high demand for opportunities within the public service. For the first two intakes of the Programme (which began this year), 449 applications were received for an estimated 40 placements. While 152 applications were not progressed because they did not meet other assessment criteria(s)/eligibility criteria though their background, qualifications and experience more closely match the criteria sought, 136 applicants were assessed as suitable but were not considered because there were not enough placements.²⁷

Getting an initial opportunity through paid work experience like the graduate programme, volunteering, or employment can make the difference for individuals to prove their capability and overcome some of the challenges and barriers above.

Based on the Public Sector Workforce data from 2020, there has been a steady increase in representation of employees from Asian and Middle Eastern, Latin American and African (MELAA) backgrounds. Māori, Pacific and Asian employees are overrepresented in the occupation groups that receive low pay. There was no data for the MELAA group. This indicates that there is still more to do to address the ethnic pay gap in the public sector for government as an employer. Asian public sector employees also tended to have a younger age profile than Pākehā employees, which highlights this growing diversity. While diversity is increasing amongst younger employees, career progression and development is crucial for this diversity to flow through to senior leadership level.

Which Groups We Are Focusing On

During the first phase of the Action Plan, we are prioritising work with:

- People from a range of ethnicities who experience multiple barriers to employment (such as English as a second language, lack of New Zealand work experience or qualifications, limited knowledge of the New Zealand labour market, transport, stable housing, childcare, or funding for work clothes or essential equipment (e.g. work boots), literacy and numeracy challenges, trauma, discrimination based on ethnicity or religion, or disability) and those who may also be socially isolated
- People who are transitioning from education into employment and have finished tertiary study in the last eighteen months
- People who are looking to progress in their careers and are experiencing barriers, such as lack of networks, discrimination based on ethnicity or religion, English as a second language, access to mentors and leadership development opportunities, and understanding of pathways for career progression.

²⁷ An unsuccessful candidate is someone who was not selected for an interview for Intake 1, or consideration for Intake 2 when they applied.

Actions for Ethnic Communities

Action	Barriers Addressed	Objectives / indicators	Responsibility
<p>Explore the possibility of working with volunteering organisations to promote volunteering and adequately-paid work experience to improve employment readiness as well as provide recognition for volunteers</p> <p>As part of this Action, we will work to ensure that volunteer or paid work does not result or exacerbate labour exploitation.</p>	<p>Limited social, community, and employment networks</p> <p>Limited work experience in New Zealand</p> <p>Limited knowledge of the New Zealand labour market requirements</p>	<p>Increased volunteering and paid work experience by ethnic communities</p> <p>Increased community connection and social inclusion</p> <p>Increased skills and work readiness</p> <p>Increased evidence base</p> <p>This action aligns with objectives 1,2, and 7 of the Action Plan.</p>	<p>MEC, MBIE, DIA, MSD</p>
<p>12. Provide support to graduates from ethnic communities to move into their first work opportunity: This includes:</p> <ul style="list-style-type: none"> • 18 months paid Graduate employment within the public service. • Exploring the possibility of expanding the graduate programme to the private sector through an ethnic communities private sector graduate programme, a 12-weeks paid summer internship and 6-month paid internship programme 	<p>Limited knowledge of New Zealand labour market and pathways to employment</p> <p>Limited social, community, and employment networks</p>	<p>Public and private sector paid graduate and internship opportunities.</p> <p>Improved confidence and employment readiness</p> <p>Increased diversity and inclusion and cultural competency across the public sector</p> <p>This action aligns with objectives 2,3 4 of the Action Plan</p>	<p>MEC</p>

<p>13. Former refugee youth²⁸ who have less than 5 years in the New Zealand education system before the age of 18 years</p> <p>Research on the barriers faced by younger Refugee Youth in connecting to further education and training</p>	<p>Limited use of secondary school networks and development opportunities</p> <p>Limited knowledge of training options available</p>	<p>Support former refugee youth into further education and/or training to build their skills for future career pathways</p> <p>This action aligns with objectives 1, 5, 6 and 7 of the Action Plan</p>	<p>Multi-agency approach – MBIE, MSD, TEC, MoE, NZQA</p>
<p>14. Work with relevant government agencies to identify actions to reduce both the ethnic pay gap and pay gap for ethnic women, and support career progression</p>	<p>Limited career progression and opportunities for senior leadership</p> <p>Women and ethnic public service employees are likely to be paid less compared to others in their roles</p>	<p>Measurable reduction in the ethnic pay gap and pay gap for ethnic women in the public sector</p> <p>This action aligns with objectives 1, 2, 5 and 7 of the Action Plan</p>	<p>Multi-agency approach, including Public Service Commission and Ministry for Women</p>
<p>15. Development of insights and research to support understanding of employment challenges for ethnic communities and to support further investment in employment initiatives</p>	<p>Limited detailed data on ethnic communities and specific issues in employment - in particular, current data gaps relate to underutilisation and underemployment, experiences of specific cohorts such as women, youth and disabled people, impact of prolonged COVID-19 on ethnic communities' employment and businesses, and understanding what policies and programmes work for ethnic communities in a New Zealand context</p>	<p>Improved understanding of the barriers to employment for ethnic communities</p> <p>Improved data on ethnic communities' employment and outcomes</p> <p>Support for ethnic community researchers</p> <p>Improved investment in policies and programmes which highest impact for communities.</p> <p>This action aligns with objectives 1, 3 and 6 of the Action Plan</p>	<p>MEC lead</p>

²⁸ This action is also included as action 7 in the former refugee section.



<p>16. The Ministry for Ethnic Communities will continue to investigate and implement initiatives to support ethnic communities with employment-readiness and strengthen their employment networks. This includes:</p> <ul style="list-style-type: none"> • Using the Ethnic Communities Development Fund to support community-led employment initiatives; • Partnering with community organisations to organise regional job fairs and forums to help people connect with prospective employers; and • Utilising cultural competency training to support employers to help with employees' work readiness. 	<p>Limited knowledge of New Zealand labour market, workplace culture and pathways to employment</p> <p>Limited social, community, and employment networks</p>	<p>Improved confidence and employment readiness</p> <p>Creation of tailored supports and networks for ethnic communities to engage with potential employers</p> <p>Support for employers to understand and appreciate the cultural values and experiences of employees from ethnic communities</p> <p>This action aligns with objectives 1,2 3 and 6 of the Action Plan</p>	<p>MEC lead</p>

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Further Planned Actions

Further actions for the next phase will be developed by the Ministry for Ethnic Communities, MSD, MBIE and other relevant agencies and in partnership with ethnic communities. For example, one area of potential action to explore is in relation to supporting ethnic communities with qualifications and overseas qualifications.

Who Our Key Stakeholders Are

The Ministry will work with MSD, MBIE and Education agencies to deliver the actions to improve employment outcomes for ethnic communities.

The Ministry for Ethnic Communities will work alongside ethnic community organisations across New Zealand who we have established connections with. This includes peak body associations, cultural groups, local councils, advocacy organisations, regional multicultural associations, service providers and charitable trusts.

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Part five – Migrant Worker Exploitation

Who Are Temporary Migrant Workers

The term ‘temporary migrant worker’ refers to migrants without residence status living in New Zealand. This may include migrants in New Zealand as working holiday makers, international students studying and working in New Zealand, Recognised Seasonal Employer (RSE) workers, essential skills and skilled migrant visa holders. ‘Temporary migrant worker in an employment context’ encompasses migrants without a permanent right to remain in New Zealand, and includes international students.


What We Know About the Barriers for Temporary Migrant Workers

Approximately 214,000 temporary migrant workers are currently in New Zealand (from Migration Data Explorer for year ending 30 April 2021). This number includes those holding work visas (around 187,500) and international students (around 52,000; approximately half of whom have visas with work rights). Workers from India, the Philippines and China currently form the largest groups of temporary migrant workers by country of origin. The number of temporary migrant workers at risk of exploitation, or who are being exploited, is difficult to determine due to the hidden nature of exploitation.

Migrant worker exploitation has serious, negative outcomes for migrant workers, the labour force more generally, businesses, and New Zealand as a whole.

- Migrants Exploited – migrant workers can suffer physical, psychological and financial harm. For example, some workers experience controlling and coercive behaviours from their employers, such as surveillance while working, control of their accommodation and movement, intimidation, and threats related to their immigration status. This harm extends to their families both within New Zealand and in their home country and compounds the financial losses suffered.
- Businesses and employers – Good businesses and employers are undercut by exploitative employers. This may make some businesses unsustainable.
- New Zealand citizens and residents – Exploitation undermines work and working conditions for all New Zealanders, and is associated with crimes that affect the wider community, such as fraud and money laundering. Exploitation also puts pressure on New Zealand’s tax and healthcare systems.
- New Zealand’s international reputation – Migrant exploitation damages our international reputation as a non-corrupt, safe place to work and live. It can damage our ability to attract and retain the migrant workers New Zealand wants and needs.

Independent research commissioned by MBIE identified several kinds of exploitation that temporary migrant workers may be subject to. Key types of exploitation identified in the research include the under-payment or non-payment of wages; non-compliance by employers with employment agreements and other documentation (such as by inflating job descriptions and wages for immigration



purposes); the non-payment of Pay as You Earn (PAYE) taxes; denial of entitlement to annual holidays; and the non-payment of holiday pay.

Several of the migrant workers participating in the independent research had been required to pay their employer to work for them, in return for the promise of employment that would qualify them for an essential skills or residence visa. The research found that exploitation appeared to occur most frequently with employer-assisted temporary work visas and student visas, including both essential skills and post-study work visas. This was prior to the November 2018 changes which replaced the employer-assisted post-study work visa with a post-study open work visa.

Migrants on employer-assisted temporary work visas can be vulnerable due to their dependency on their employer to maintain their visa status. For those on student visas, exploitation can begin in their home country where they are encouraged to come to New Zealand with promises of jobs leading to permanent residence. In practice, many then find it difficult to obtain a job and become vulnerable to exploitation. This may be exacerbated by debts they have incurred to travel to and study in New Zealand.

We are Working with All Temporary Migrant Workers

The review's changes are focused on reducing the exploitation of *temporary migrant workers*. This includes those on work visas and student visas with work rights. International students as a subset of temporary migrant workers are a particularly vulnerable section of the workforce working in New Zealand on a temporary basis.

Temporary migrant workers often work in industries or sectors where employers have had higher rates of non-compliance with minimum employment standards. Some of these sectors include retail, hospitality and horticulture. Migrant workers are more reluctant to report their exploitation for a number of reasons, including fear of losing their visa if they come forward, if their visa is connected to an employer or they are in breach of their visa conditions.

While the review focuses on temporary migrant workers, changes made to address this exploitation are expected to have a positive outcome for all workers, businesses and employers in New Zealand.

The Government recently announced a set of changes that will support its objectives for the labour market and the immigration system to:

- Ensure that migrants are only recruited for genuine shortages, and employers across New Zealand can access the skills and labour they need.
- Increase expectations on employers to employ and train more New Zealanders.
- Reduce exploitation of temporary migrants and misuse of the immigration system.
- Create better connections between the immigration, education/skills and welfare systems
- Make the labour and immigration system easier to navigate.

The Government's objective for temporary visas is to ensure that first priority should go to New Zealand workers and that temporary workers are only recruited when there are genuine shortages. This requires a system that checks whether a New Zealander is available for an individual job. There

will therefore continue to be a link between the employer and job recruited for, and the foreign worker being recruited. However, the recently announced changes will put more emphasis on ensuring that only compliant employers are able to be accredited to recruit migrant workers.

The Government is also in the process of preparing legislation to implement the changes in the Temporary Migrant Worker package and expects to introduce this legislation in 2022. The changes that have already been introduced, such as the new visa and reporting tools, have enabled migrants experiencing workplace exploitation to more easily report exploitative situations, as well as leave those situations and remain lawfully in New Zealand.

On 27 October 2021, the Education and Workforce Select Committee opened a further inquiry into migrant exploitation and is seeking public submissions. Among other things, this inquiry will likely include looking into the scale of migrant exploitation in New Zealand, the impact of exploitation on migrants and their families, and what more could be to address migrant exploitation. The submissions will close on 3 February 2022.

Actions to Address Temporary Migrant Exploitation

Action	Barriers addressed	Outcomes	Responsibility
<p>17. Progressing work to implement Cabinet’s approved legislative, operational and policy changes to address temporary migrant worker exploitation, which includes:</p> <ul style="list-style-type: none"> • Introducing the Migrant Worker Protection Bill in 2022 • Changes to the employer assisted temporary work visa system • Establishing a new 0800 phone number for reporting exploitation (operational as of 1 July 2021) • Creating a new visa to enable migrant workers to leave situations of exploitation (operational as of 1 July 2021) 	<p>Migrant workers may not know how to report exploitation or find reporting exploitation to be difficult.</p> <p>Potential reluctance from migrant workers to report exploitation out of fear of adverse consequences</p> <p>Gaps in immigration and employment systems which might enable to employers to exploit migrant workers</p>	<p>The changes aim to:</p> <ul style="list-style-type: none"> • Prevent the occurrence of workplace conditions that might enable temporary migrant worker exploitation. • Protect temporary migrant workers in New Zealand and enable them to leave exploitative employment. • Enforce immigration and employment law to deter employer noncompliance through a fit-for-purpose offence and penalty regime. <p>This action aligns with objectives 1, 2 and 5 of the Action Plan</p>	<p>MBIE, International Labour Policy team (lead for Review)</p>

<p>18. Implementation of the actions in the Plan of Action against forced labour, human trafficking and slavery. The Plan of Action has a reference group made up of a wide range of key stakeholders who meet every 6 months to support the effective development, delivery and implementation of the plan</p>	<p>Coordinating government response to issues of forced labour, people trafficking and slavery</p>	<p>The Plan of Action aims to ensure:</p> <ul style="list-style-type: none"> • New Zealand implements measures to meet its international commitments and prevent the conditions that enable forced labour, people trafficking and slavery. • New Zealand works to proactively identify victims and supports them to safety and recovery by putting their needs at the heart of our responses • The enforcement tools available to disrupt exploitation and hold people to account, particularly through prosecution, are effectively used. • Updates on key achievements will be published annually. <p>This action aligns with objectives 1 and 5 of the Action Plan</p>	<p>MBIE lead</p>
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Who Our Key Stakeholders Are

A consultation group comprising of representatives from the migrant, business, union and international student sectors was established to support the Review through providing advice along with an independent view.

Part six – Cross cutting actions

What Are Cross Cutting Actions

There are a number of common challenges experienced across the target groups within the Action Plan and other Action Plans under the Strategy (for example, older workers or disabled people).

As a result, we have developed some actions that, if improved at a system-wide level, should maximise employment outcomes for former refugees, recent migrants, ethnic communities and migrants who experience or are at risk of exploitation. Many of these challenges will also be common for the other population groups which have a specific Employment Action Plan. These cross-cutting actions will involve employers and the private sectors in order to fully unlock the employment potential of our communities.

As these are system-wide initiatives, the lead agencies will work across government and sectors. During the first phase of the Action Plan, agencies will further scope out the initiatives that may fall within each of these actions. Where possible, opportunities to align any initiatives or programmes with those of other Employment Action Plans will be explored to ensure a connected all-of-government approach to addressing employment barriers.

As part of this next phase, we will undertake further analysis of the diversity of sectors in the labour market. This analysis will help government identify potential sectors that it could partner with to achieve greater diversity in its workforce, for example through training or apprenticeships.

Cross-Cutting Actions

Action	Barriers Addressed	Outcomes	Responsibility
19. Improve employment data collection and reporting for ethnic communities including intersectional data, particularly across government	<p>Limited and decentralised collection of data on ethnicity and ethnic communities, especially disaggregated data</p> <p>Limited evidence base for policy interventions</p> <p>Data is collected for other purposes and people do not always disclose their ethnicity (e.g. for a benefit)</p> <p>Where there is data available, it is often only available at high level ethnic groupings only, due to privacy</p>	<p>Common data standards in place across agencies</p> <p>Increased collection of ethnicity data, and data on ethnic communities by agencies</p> <p>Improved data for decision making and policy interventions</p> <p>Improved understanding of barriers specific to, e.g. sectors, subgroups, age groups, regions etc.</p>	Multi-agency approach

	considerations, which may mask issues for specific subgroups	This action aligns with objectives 1, 5 and 7 of the Action Plan	
<p>20. Supporting ethnic communities to access all-of-government employment services:</p> <ul style="list-style-type: none"> tailoring all-of-government employment information and channels to meet the needs of ethnic communities including building capability of staff to be responsive to the employment needs of ethnic communities 	<p>Lack of knowledge or understanding of services that are available</p> <p>Unconscious bias from government employees Language barriers</p> <p>Limited knowledge of how to support ethnic communities living in New Zealand</p> <p>Limited resources tailored to the needs of specific communities</p>	<p>Improved understanding of, and confidence to navigate, the employment services available</p> <p>Greater uptake in services by target groups</p> <p>Improved employment outcomes for former refugees, recent migrants and ethnic communities</p> <p>Increased information available in different languages and channels from sources that ethnic communities trust</p> <p>This action aligns with objectives 1, 6, and 7 of the Action Plan</p>	MSD, MEC
<p>21. Work with the Ministry for Women, and Ministries of Education, Social Development and Business, Innovation and Employment to understand specific barriers, and to identify and tailor education and employment programmes for women from who are disadvantaged in employment</p>	<p>We expect that women in these target groups experience intersectional challenges in accessing and engaging with employment, such as:</p> <ul style="list-style-type: none"> Limited knowledge of New Zealand labour market and pathways to employment, and understanding of their rights as employees Limited social, community, and employment networks Potentially limited financial or personal 	<p>Increased uptake of universal services (including childcare) by ethnic women</p> <p>Improved employment outcomes for women, including increase in number of women from target groups in quality employment</p> <p>Government services and programmes are more responsive to employment needs, of ethnic women</p>	Multi-agency approach

	resources to work (e.g. transport) or inflexible work if childcaring	This action aligns with objectives 1, and 6 of the Action Plan	
<p>22. Work with the Ministry of Business, Innovation and Employment and leads for other Action Plans to coordinate engagement with employers; demonstrate benefits of inclusive and diverse recruitment for businesses; and to develop tools and resources for discrimination free recruitment practices and addressing unconscious bias.</p> <p>This includes working with industry to increase employment opportunities for people from ethnic communities</p>	<p>Lack of awareness and understanding of the talent pool available within ethnic communities</p> <p>Non-transferable or not easily recognised overseas qualifications and experience</p> <p>Employers have unconscious bias and views that they need New Zealand qualifications and work experience</p>	<p>Improved understanding of the value of diversity and inclusion</p> <p>Removal of barriers in recruitment</p> <p>Increase in number of people from target groups in quality employment</p> <p>Reduced incidences of discrimination in the workplace</p> <p>This action aligns with objectives 1, 2, 3, 5 and 7 of the Action Plan</p>	Multi-agency approach

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Appendix 2: What we know about the barriers and challenges for former refugees, recent migrants and ethnic communities

While data on the employment outcomes for former refugees, recent migrants and ethnic communities can often be limited, there are rich insights from existing literature and engagement with communities about the challenges faced by former refugees, recent migrants and ethnic communities at every stage of their employment journey:

- Knowledge of the labour market and work culture:** particularly for those recently arrived, assistance is needed to help navigate the local job market particularly if they lack professional and social networks. For example, job vacancies are often known through word of mouth. Prospective job seekers may also need support with orientating their CVs, job applications, and interview skills to suit the New Zealand work culture, which will support their confidence and employment readiness.
- Recognition of overseas qualifications and work experience:** many report that they face challenges in getting employed due to difficulties in getting overseas qualifications formally recognised in New Zealand. Many also report feeling that employers may prefer hiring applicants with New Zealand work experience, even if their formal qualifications are recognised and they have comparable work experience overseas. Through the community hui held in response to the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Masjidain and the targeted engagement on this Action Plan, many told the government that a lack of recognition of lived experiences made it difficult for those from migrant communities to secure employment in New Zealand. For those who may not be able to have their overseas qualifications recognised, they may decide to retrain in another profession, often at a financial and personal cost.
- Discrimination in recruitment and in the workplace:** many have reported discrimination when applying for jobs due to potential factors such as ethnicity, visa status and other visible markers (such as their name or visible aspects of their faith, such as wearing a hijab). These perceptions can reduce opportunities for migrants and refugees. Many also felt that some employers did not value diversity and inclusion, and reported experiencing stereotyping, bias and stigma in their workplace. For example, StatsNZ's survey of working life from December 2018 suggested that Asian and Māori groups both reported a higher rate of discrimination and bullying. The StatsNZ's *Working Together: Racial Discrimination Report (2012)* noted that an estimated 143,000 New Zealanders said that they had been discriminated against, either while at work, or when applying for work.
- Limited knowledge of employment support:** many have noted that it is often unclear what employment support is available to them across government, which is often exacerbated by these services not being culturally responsive. Different programmes may be offered at a central, local and grassroots level, and have different eligibility criteria, and people may not understand how to access the support. This includes limited knowledge of New Zealand employment law and what their employment rights are.
- Career progression and understanding of career pathways:** for those in employment, many report limited career progression and understanding of career pathways. Many aspired to be senior leaders in their professions or undertake further

leadership and development opportunities, but noted limited professional networks and mentorship opportunities.

- **Language skills:** for many, language barriers may exacerbate the challenges identified above and impact their ability to also understand available support services and their rights as employees.

Particular groups within former refugees, recent migrants and ethnic communities face additional barriers in the labour market

Ethnic women are likely to face additional barriers to employment, including child care responsibilities, limited financial and social capital such as transport, money for uniforms or equipment and supporting families. This is also likely to be exacerbated as a result of COVID-19. Anecdotally, ethnic women, particularly those on partner visas, are underutilised – meaning they are ready to work but are unemployed or are employed for fewer hours than they are available.

Generally, women are more likely to work in lower-paid jobs and casual or part-time work – around 71.3% of part-time workers in New Zealand are women. Based on the Census 2018 data, there were around 165,324 women from ethnic communities in full-time employment, compared to 218,895 for men. There were 66,777 women from ethnic communities in part-time work, compared to only 39,079 for men.

Disabled people from ethnic, former refugee and recent migrant communities, are likely to experience heightened disadvantage in the labour market. Data from the 2018 census shows that only 24% of disabled people of working age are in employment. Although, there is no employment data on the number of disabled people from ethnic, former refugee and recent migrant communities, it is likely that this percentage is significantly lower due to the additional barriers they face over and above their disability.

Former refugees and recent migrants also experience additional employment barriers

Employment that is part time, casual or temporary tends to dominate former refugees' early years of working in New Zealand. Former refugees aged 51 to 64 were considerably less likely to be employed than younger people. Only 15 percent were employed three years after arrival compared with around a third of their younger counterparts.

Compared to the overall population of recent migrants, those who are less likely to be working for a wage or salary include those aged over 50 years and visa holders of skilled secondary applicants, family partners or family parents.

According to MBIE's national migrant consultations in 2018, employment was identified as an area in which migrants have experienced the most challenges while settling in Aotearoa New Zealand. These challenges include gaining employment opportunities, and understanding and adjusting to the New Zealand workplace. Partners of both resident visa and work visa holders were much more likely to have experienced challenges to find employment.

Migrants and former refugees often feel under or over-qualified and report difficulties in getting initial entry into the labour market.

Recent migrants also experience challenges in the workforce due to exploitation. Recent migrants tend to experience exploitation in the forms of threatening behaviour from employers such as employers holding back or threatening to hold back entitlements like holiday pay or sick leave and employers asking migrants to pay money to get or keep their job.¹

Some employers may also require support when employing former refugees, recent migrants and ethnic community members

Increasing employers' awareness of the settlement process and the benefits of employing migrants positively influences migrants' employment outcomes and work experiences. Assisting employers to leverage and retain the skills and talents of migrants, once employed, is also important.

For employers, some challenges they experience employing migrants include workplace culture and communication, highlighting the importance of ongoing education and support for migrants and employers in this area. Knowing and understanding the difficulties experienced by employers helps to target two-way settlement services and resources, and ultimately helps them to retain migrant staff and ensure that their workplaces are safe and culturally responsive to their employees.

Overall, former refugees, recent migrants and ethnic communities are more likely to experience poorer employment outcomes

Due to various challenges, people often accept jobs that do not match their skills, and may not appropriately remunerate them for the value of their work.

The literature also suggests that migrants may feel they have to work harder to prove their competency to potential employers in their new host country, even if they have the same qualifications, knowledge and experience as their non-migrant colleagues.

Based on the Public Service Workforce data from 2020, there has been a steady increase in representation of employees from Asian and Middle Eastern, Latin American and African (MELAA) backgrounds. However, the Asian pay gap was up slightly on the previous year, moving to 12.8 percent in 2020 (from 12.5 percent in 2019) and Asian employees are overrepresented in the occupation groups that receive low pay. There was no data on the public service pay gap for the MELAA cohort. This indicates that there is still more to do to address the ethnic pay gap in the public sector. While diversity is increasing amongst younger employees, career progression and development is crucial for this diversity to flow through to senior leadership level.

Due to the systemic barriers combined with the costs of living, this cohort may have limited choice but to accept poor and precarious employment conditions, or roles in which they are underpaid, with flow on implications to their holistic wellbeing.

Structural and systemic challenges remain in the COVID-19 landscape

Data from the September 2021 quarter of the Household Labour Force Survey shows that the seasonally adjusted unemployment rate fell to 3.4%, underutilisation fell to 9.2%, and the

¹ MBIE Settling in New Zealand: Migrant Survey Trends from 2015 to 2019.

employment rate rose to 68.8%. For women, the unemployment rate fell to 3.4 percent, down from 4.2%. This is broadly consistent with what we have heard about the impact of border closures resulting in labour shortages to be met from the domestic labour market. However, for the MELAA group, the underutilisation rate in the September quarter was higher at 11.3 percent and unemployment rate 4.7 percent. Therefore, certain groups within ethnic communities continue to experience poorer outcomes and this may be disguised if relying on aggregated data.

Feedback from engagement on the Action Plan was that, on one hand, unemployment was low and that people were being offered jobs due to the border closures reducing the supply of available labour. For example, the Red Cross reported that they were being approached by new employers wanting to hire employees and that employers were more open to working and offering part-time work. Anecdotally, individual participants also observed that migrants were receiving more job offers.

However, other stakeholders shared that they, or people in their community or whānau, had experienced job losses, particularly in the sectors heavily impacted by COVID-19, such as tourism and international education. We heard also from the Chambers of Commerce that, although unemployment was low and demand for certain skills were high (particularly in the construction sector), employers were still selective about who they employ. Participants from regions with seasonal industries (such as Nelson and Marlborough), noted that employers were struggling to meet labour shortages.

Furthermore, more data and information is required to understand whether people may have gone into new jobs that may not be as suitable as their previous roles (or for which they are overqualified), or may be now working in casual or part-time jobs instead of in full-time employment as a result of COVID-19.

Proactively released by the Minister for Diversity, Inclusion and Ethnic Communities

Appendix 3: Proposed Actions under the Action Plan

Cohort	Action #	Action	Lead	Timeframes ²
Former Refugees	Action 1	Information to support living and working in New Zealand	Multi-agency approach	Already underway ³
	Action 2	English Language Provisions	TEC	Already underway
	Action 3	Refugee Driver Training Programme	MBIE	Already underway
	Action 4	Pathways to Employment	MSD	Already underway
	Action 5	Refugee Pathways and Careers Initiative	MoE	Already underway
	Action 6	Improving Refugee Employment Outcomes Project	MBIE	Already underway
	Action 7	Research on the barriers faced by younger former refugee youth connecting to further education and training, focused on youth with less than 5 years in the New Zealand education system before age 18.	Multi-agency approach	Already underway
Recent Migrants	Action 8	Regional Skills matching and job assistance services	MBIE	Already underway
	Action 9	Work Connect Programme	TEC	Already underway
	Action 10	Welcoming Communities	MBIE	Already underway
Ethnic Communities	Action 11	Explore the possibility of working with volunteering organisations to promote volunteering and adequately-paid work experience to improve employment readiness as well as provide recognition for volunteers	MEC, MBIE, DIA, MSD	Scoping – Q1 2022 Design – Q3 2022 Implement – Q1 2023
	Action 12	Provider support to graduates from ethnic communities to move into their first work opportunity within the public service	MEC	Already underway
	Action 13	Research on the barriers faced by younger former refugee youth connecting to further education and training, focused on youth with less than 5 years in the New Zealand education system before age 18. ⁴	Multi-agency approach	Scoping Q4 2021 – Q2 2022
	Action 14	Work with relevant government agencies to identify actions to reduce both the ethnic pay gap and pay gap for ethnic women, and support career progression	Multi-agency approach	Scoping – Q1 2022 Design - Q3 2022 Implement - Q1 2023

² Q denotes Quarter. Please also note that for actions which are new, these are the indicative timeframes.

³ Some actions are already underway as they were designed in 2019, when the first draft Action Plan was developed

⁴ This is the same as Action 7 - it has been repeated in both sections to make it clear that this research will also support other youth from ethnic communities who have been less than 5 years in the New Zealand education system.

IN CONFIDENCE

	Action 15	Development of insights and research to support understanding of employment challenges for ethnic communities and to support further investment in employment initiatives	MEC	Scoping - Q1 2022 Design – Q2 2022 Implement – Q4 2022
	Action 16	The Ministry for Ethnic Communities will continue to investigate and implement initiatives to support ethnic communities with employment-readiness and strengthen their employment networks	MEC	Already underway
Temporary Migrant Exploitation	Action 17	Progressing work to implement Cabinet’s approved legislative, operational and policy changes to address temporary migrant worker exploitation	MBIE	Design - Q4 2021 to Q1 2022 Implement - Q2 2022
	Action 18	Implementation of actions in the Plan of Action against forced labour, human trafficking and slavery	MBIE	Already underway
Cross-Cutting Actions	Action 19	Improve employment data collection and reporting for ethnic communities, including intersectional data	Multi-agency approach	Scoping - Q4 2021 to Q1 2022 Design - Q2 2022 Implement - Q1 2023
	Action 20	Support ethnic communities to access all-of-government services information about employment services, including building the capability of staff to be responsive to employment needs, and tailoring information and channels for ethnic communities	MSD and MEC	Scoping - Q4 2021 Design - Q1 2022 Implement – Q4 2022
	Action 21	Work with the Ministry for Women, and Ministries of Education, Social Development and Business, Innovation and Employment to understand specific barriers, and to identify and tailor education and employment programmes for women from who are disadvantaged in employment	Multi-agency approach	Scoping – Q1 2022 Design – Q3 2022 Implement – Q1 2023
	Action 22	Work with MBIE and leads for other action plans to coordinate engagement with employers; demonstrate the benefits of inclusive and diverse recruitment for businesses; and to develop tools and resources for discrimination free recruitment practices and addressing unconscious bias. This includes working with industry to increase employment opportunities for people from ethnic communities	Multi-agency approach	Scoping – Q1 2022 Design – Q3 2022 Implement - Q1 2023

IN CONFIDENCE

Appendix 4: Key Themes from Targeted Engagement

Targeted engagement took place in September and October 2021. In total, the Ministry for Ethnic Communities, MBIE and MSD held 13 focus group sessions with stakeholders.

Nine were regional hui for stakeholders in Whāngarei, Auckland, Hamilton, Tauranga, Palmerston North, Wellington, Blenheim/Nelson, Christchurch and Dunedin/Southland. The remaining 4 sessions were national hui held for women, youth, NGOs/service providers and former refugees.

We also met separately with the Human Rights Commission and the Equal Employment Opportunities Commissioner, the Chambers of Commerce, and the New Zealand Red Cross.

In terms of the barriers and challenges experienced by former refugees, recent migrants and ethnic communities, the key issues raised by participants were:

- **Overseas qualifications and New Zealand work experience:** overseas qualifications were not easily recognised in New Zealand, and that employers preferred having some level of New Zealand work experience. Registration and certification bodies can also be a barrier. This was one of the most common issues raised by participants during engagements.
- **The role of employers:** participants highlighted the importance of employers in promoting diverse recruitment and inclusive and non-discriminatory workplaces. To quote from a participant, employers need to be encouraged to take the “leap of faith” in employing people from diverse communities and with overseas experiences, particularly if they are not already doing this.
- **Skills matching and understanding the pipeline of skills in the regions:** a number of participants raised that job matching could be more easily facilitated if there was a way for employers to understand what skills are in their region (either already located in the region or soon to be relocating/settling in the region).
- **Understanding New Zealand’s long-term skills needs:** a number of participants noted that New Zealand needs to have a clearer indication of what its post-COVID-19 long-term skills needs are, so that they can attract key talent from overseas, and that this can also be signalled to migrants and partners.
- **COVID-19 and seasonal industries:** unsurprisingly, one observation from participants was that industries dependent on seasonal workers were unable to find employees. Participants suggested support for former refugees and recent migrants to (re)train to meet skills shortages in regions with seasonal industries, e.g. in horticulture or aquaculture sectors.

Overall, several participants noted that there was the perception that the current immigration system does not value the skills that migrants bring, mostly due to barriers they faced in gaining meaningful employment – they spoke of many highly-motivated and highly-skilled people who have a strong desire to contribute to Aotearoa New Zealand.

Participants also noted that better system co-ordination was needed between employment policies, immigration policies and qualifications rules.

Regarding specific feedback on actions and the Action Plan itself participants noted their desire for:

- **More actions for recent migrants:** many participants noted the lack of actions for recent migrants, particularly as the two recent migrant actions (Work Connect and Regional Job and Skills Matching) have time limited funding to 30 June 2022. They also noted that partners of primary visa holders (who were more likely to be women) were another group that required further support. Another suggestion was to provide more pre-departure information to manage expectations about the New Zealand labour market and work culture.
- **A role of the private sector in improving employment outcomes:** participants noted that most of the actions were government-led but that unlocking diversity and inclusion in the private sector is the key change needed.
- **Continued, but cautious, support for (paid) volunteering:** most participants were supportive of volunteering and other work experience as a steppingstone to employment, but were firm that this had to be managed tightly to ensure that people were not being exploited for free or underpaid labour.
- **More focus on ethnic youth:** the ethnic youth hui participants highlighted that there could be more actions focussed on improving youth employment outcomes. They highlighted that this was an important group as youth also support their families and wider communities in gaining employment.
- **Positive reframing of the opportunity:** some participants requested that the Action Plan acknowledge the successes and contributions of former refugees, recent migrants and ethnic communities in New Zealand and in employment.
- **Actions shaped by communities:** some participants asked how the actions had been drafted, noting that they would like the actions to be shaped by communities. Participants also suggested partnership between government and community organisations in the implementation of the Action Plan.

Many participants noted that the Action Plan did not have assistance for small business owners, however this was currently out of the scope of the Action Plan, as its focus is active labour market policies and not economic support.

Lastly, the key change that participants want to see is that former refugees, recent migrants and ethnic communities transition from surviving to *thriving* in employment. To achieve this, actions also needed to focus on supporting people throughout their employment journey and assisting them with progressing in their career pathways.

A summary of engagements will be developed and published once the Action is published.



Cabinet Social Wellbeing Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

Portfolio Diversity, Inclusion and Ethnic Communities

On 8 December 2021, the Cabinet Social Wellbeing Committee:

- 1 **noted** that the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (the Action Plan) is one of the Plans that supports the Employment Strategy [CAB-19-MIN-0385];
- 2 **approved** the contents, including the objectives and actions, and public release of the Action Plan, attached as Appendix 1 under SWC-21-SUB-0213;
- 3 **Under active consideration** [REDACTED]
- 4 **noted** that an evaluation and monitoring framework will be developed following the release of the Action Plan;
- 5 **authorised** the Minister for Diversity, Inclusion and Ethnic Communities to make final editorial and design changes to the final Action Plan prior to publication;
- 6 **noted** that simplified summaries will be published alongside the full Action Plan to make the content more accessible for the public, including a summary of the Actions, a timeline for the Actions, and a summary of engagements;
- 7 **noted** that ongoing progress on the implementation and development of the Action Plan will be provided to the Employment, Education and Training Ministers Group.

Rachel Clarke
Committee Secretary

Attendance (see over)

Present:

Rt Hon Jacinda Ardern
Hon Grant Robertson
Hon Kelvin Davis
Hon Dr Megan Woods
Hon Chris Hipkins
Hon Carmel Sepuloni (Chair)
Hon Andrew Little
Hon Poto Williams
Hon Kris Faafoi
Hon Peeni Henare
Hon Willie Jackson
Hon Jan Tinetti
Hon Dr Ayesha Verrall
Hon Aupito William Sio
Hon Meka Whaitiri
Hon Priyanca Radhakrishnan

Officials present from:

Office of the Prime Minister
Office of the Chair
Officials Committee for SWC

Proactively released by the Minister for Diversity, Inclusion and Ethnic Communities



Cabinet

Minute of Decision

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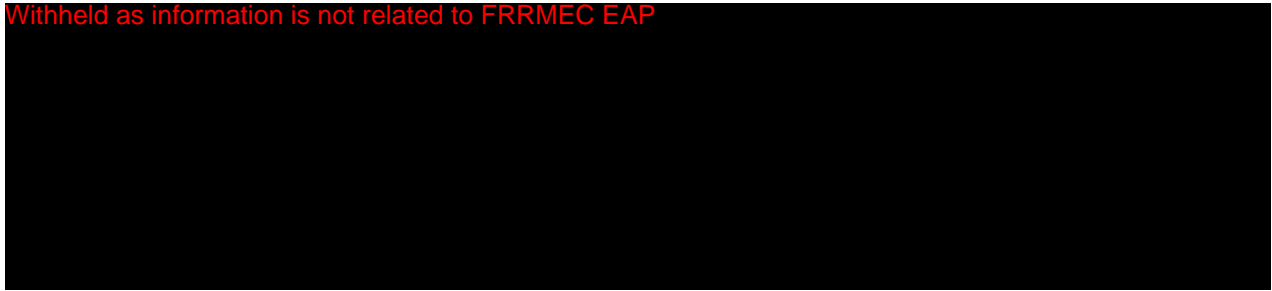
Report of the Cabinet Social Wellbeing Committee: Period Ended 10 December 2021

On 13 December 2021, Cabinet made the following decisions on the work of the Cabinet Social Wellbeing Committee for the period ended 10 December 2021:

Withheld as information is not related to FRRMEC EAP



Withheld as information is not related to FRRMEC EAP



SWC-21-MIN-0213 **Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan** CONFIRMED
Portfolio: Diversity, Inclusion and Ethnic Communities

Withheld as information is not related to FRRMEC EAP



Michael Webster
Secretary of the Cabinet

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