Employment and Service Provision for Immigrants from Non-English Speaking Backgrounds in Central and Local Government Organisations in New Zealand

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EXECUTIVE SUMMARY

This report presents the findings of a study on the employment and provision of services for immigrants from non-English speaking backgrounds (NESB) by New Zealand public sector organisations. Conducted during the period March-May 1999, the study involved: (a) a mail questionnaire received by 321 central and local government organisations; and (b) follow-up interviews with 16 of these organisations to identify best practice features.

• Of the 157 central and local government organisations that responded, 101 (64.3 per cent) reported that they had NESB immigrants in their workforce: 65 out of the 95 (68.4 per cent) central government organisations and 36 of the 62 (58.1 per cent) local government organisations.

• Only 13 (8.3 per cent) of the 157 participating organisations reported an explicit policy concerning the recruitment of immigrants, the percentage being much higher in the case of central (12.6 per cent) rather than local (1.6 per cent) government organisations.

• Fifty (49.5 per cent) of the 101 central and local government organisations employing NESB immigrants reported that use was made at work of their native languages in some way. Greater use of NESB immigrant language skills was noted in central (63.1 per cent) rather than local (25.0 per cent) government organisations.

• Reported use of the cultural knowledge and understanding of NESB immigrant employees was lower than that of their native language skills: 38.5 per cent of central government compared with 2.8 per cent of local government organisations.

• Only 35 (22.3 per cent) of the 157 participating organisations had explicit policies on the provision of services in languages other than English for NESB clients. These organisations also tended to be in the central government (31.6 per cent) rather than local government (8.1 per cent) domain.

• Seventy-three (46.5 per cent) of the 157 participating organisations reported that they provided translation or interpreting facilities for their clients (58.9 per cent of central government organisations; 27.4 per cent of local government organisations), usually by contracting in fluent speakers of the languages concerned.
Thirty-five (62.5 per cent) of the 56 central government organisations which provided translation or interpreting services reported that these tasks were carried out by trained personnel, compared with 6 (35.3 per cent) of the 17 local government organisations that employed translators or interpreters.

Fifty-four (34.4 per cent) of the 157 participating organisations indicated that they provided informational material for clients in languages other than English or Maori: 46 of the central (48.4 per cent) and 8 of the local government organisations (12.9 per cent). The main languages employed were Pacific Islands languages (Samoan, Tongan), followed by Asian languages.

Best practice features in the recruitment and deployment of NESB immigrant staff included: the establishment of explicit recruitment and appointment policies identifying the advantages immigrants might bring; attempts to increase the number of staff members with language skills and cultural backgrounds that reflect those of the NESB client base; induction programmes that focus on the needs of immigrants and provide them with knowledge and understanding of the organisation and its role in New Zealand society; and identification and effective use of the linguistic skills and cultural knowledge of NESB employees in the work of the organisation.

Best practice in service delivery to NESB clients involved: collecting and analysing data on the cultural and linguistic backgrounds of clients; provision of competent, trained interpreters; preparation and dissemination of documentation in the main languages other than English used by client groups; use of broadcast technologies to communicate public service information; consultation with local NESB communities on issues which could impact on their cultural sensitivities; and close monitoring of the effectiveness of delivery systems in relation to meeting the needs of NESB clients.

The conclusion reached is that while some central and local government organisations make effective use of the language skills and cultural backgrounds of their NESB immigrant employees, in many others these resources are under-valued and under-utilised. There is also considerable variability in the range of services offered to NESB clients by public sector organisations. While a number of them are making constructive efforts to meet the needs of NESB clients, this is given low priority by others.

It is argued that there is a need for a comprehensive policy framework at the national level for planning and managing public sector services to meet the needs of immigrants from different linguistic and cultural backgrounds.
CONTENTS

Page

Introduction 1

Methodology 6

Results of the Survey 8

Interviews with Selected Organisations 22

Discussion 31

Conclusion 35

References 37

Appendix 42

Postal survey information sheet

Questionnaire on NESB immigrant employment and services for NESB clients in central and local government organisations in New Zealand

Authors 66

New Settlers Programme Publications 67
INTRODUCTION

The survey reported in this occasional publication forms part of the New Settlers Programme (NSP), a multidisciplinary research project primarily designed and conducted by Massey University staff. The main aim of the NSP is to contribute to the development of a balanced, well integrated institutional structure of immigration. For further details on the NSP, see Trlin et al. (1998). This particular study examines policies and practices concerning the employment of immigrants from non-English speaking backgrounds (NESB) in New Zealand's central and local government organisations and the provision of services for NESB clients by these organisations.

As a background to the study, we begin with a brief overview of key issues relating to immigrant recruitment, employment and access to government services.

Human Capital Issues in Immigrant Recruitment

Since 1986, when the preference for traditional immigrant source countries was removed, New Zealand's immigration policies have been directed at increasing investment and adding to the country's human capital by targeting skilled people wherever they may be found. This has resulted in a significant increase in the levels of immigration from regions where English is not the main language, particularly Asia. For example, the number of those born in Korea and resident in New Zealand grew from 801 to 12,192 over the intercensal period 1991-1996. Similar trends can be seen among those who stated their birthplace in the 1996 Census as Taiwan, Hong Kong or India (Statistics New Zealand, 1998).

The focus, as far as human capital is concerned, has been on qualifications and work skills that are considered to contribute to economic and social development (see, for example, New Zealand Immigration Service, 1995a; 1995b). However, such an interpretation of the concept of human capital may be overly narrow and conservative (Collins, 1996:75). Immigrants also bring personal attributes and experiences that contribute to the nation's development. These are the hidden bonuses of immigration. More specifically, the notion of human capital ought to encompass the native-speaker proficiency of immigrants in languages other than English and their understanding of other cultures.

To what extent is New Zealand tapping the reservoir of language skills and cultural understanding that immigrants possess, particularly those from non-traditional source countries? Although some research has been conducted into the use made of immigrant language resources in the private sector,
notably in the international business area (see Watts and Trlin, 1999), little research has been conducted in the public sector to answer this question (see Hoffmann and Chrisp, 1998; National Research Bureau, 1998). The paucity of research is surprising given the potential value of the language skills and cultural knowledge of NESB immigrants to the functions of central and local government organisations.

There are situations in which government organisations have dealings with people in overseas countries where English is not widely spoken. For central government this occurs on a regular basis in areas such as foreign affairs, trade, tourism, defence, law enforcement and border control. In local government, contact with overseas people occurs through business links, sister city relationships, sporting ties and conferences. Apart from these international associations, there is, on the domestic level, the reality that the client base has become increasingly diverse, both linguistically and culturally, as a result of changes to the composition of immigrant inflows.

**Employment Issues**

The State Sector Act 1988, Section 34, states that public service employers have an obligation to provide their employees with equal employment opportunities, including "recognition of the aims and aspirations, and the cultural differences, of ethnic or minority groups" (New Zealand Government, 1989:45). A similar general clause was inserted in the 1989 Amendment to the 1974 Local Government Act (New Zealand Government, 1990:108). At the Waahi Conference, convened by the State Services Commission to consider the role of the public service in an emerging multicultural society (State Services Commission, 1983), consensus was reached that staffing in the public service should aim at reflecting the population as a whole. Strategies have been proposed to achieve this goal (State Services Commission, 1993; 1996) and various initiatives have since been taken by individual organisations to address this issue, such as Social Welfare’s *Pate Lali Na‘a* (Department of Social Welfare, 1996). However, certain groups remain under-represented in the public sector. Figures relating to the participation rate of minorities other than Maori in government employment compared with the position of these groups in relation to the total population are given in Table 1. As can be seen, most of these groups have a lower participation rate in government employment than might be expected. The groups most under-represented are primarily Asian (Chinese, Korean and Japanese) and Polynesian (Samoa, Tongan, Cook Islands and Niuean).

**Access and Equity Issues**

The Public Service Code of Conduct states that public servants are expected to abide by the Human Rights Act (1993) and "to respect the cultural
backgrounds of ... clients in all official dealings” (State Services Commission, 1997:20). This implies that all eligible people, irrespective of their backgrounds, should have equal rights to services provided and that they should be treated fairly and evenly. It further implies that government institutions have a responsibility for ensuring that NESB people in the community do not have to face structural or institutional barriers to obtaining the services they are entitled to receive.

Table 1. Selected ethnic groups in New Zealand, 1996: percentage of total population compared with percentage of government employment

<table>
<thead>
<tr>
<th>Ethnic group</th>
<th>% of total population</th>
<th>% of govt. employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Samoan</td>
<td>2.31</td>
<td>1.45</td>
</tr>
<tr>
<td>Chinese</td>
<td>1.94</td>
<td>0.93</td>
</tr>
<tr>
<td>Dutch</td>
<td>1.11</td>
<td>1.28</td>
</tr>
<tr>
<td>Indian</td>
<td>1.00</td>
<td>0.89</td>
</tr>
<tr>
<td>Cook Islands</td>
<td>0.94</td>
<td>0.51</td>
</tr>
<tr>
<td>Tongan</td>
<td>0.72</td>
<td>0.33</td>
</tr>
<tr>
<td>Niuean</td>
<td>0.41</td>
<td>0.23</td>
</tr>
<tr>
<td>Korean</td>
<td>0.35</td>
<td>0.05</td>
</tr>
<tr>
<td>German</td>
<td>0.25</td>
<td>0.35</td>
</tr>
<tr>
<td>Filipino</td>
<td>0.22</td>
<td>0.19</td>
</tr>
<tr>
<td>Southern Slav</td>
<td>0.21</td>
<td>0.16</td>
</tr>
<tr>
<td>Japanese</td>
<td>0.20</td>
<td>0.11</td>
</tr>
<tr>
<td>Fijian</td>
<td>0.18</td>
<td>0.18</td>
</tr>
<tr>
<td>Sri Lankan</td>
<td>0.13</td>
<td>0.22</td>
</tr>
</tbody>
</table>

Source: Statistics New Zealand (1997a)

According to the 1996 Census, of 152,000 new immigrants (those who arrived in New Zealand between 1991 and 1996) who could hold a conversation about everyday things, 16.5 per cent could not do so in English: 29.7 per cent of Asian-born immigrants, 23.9 per cent of immigrants from the Pacific and 7.5 per cent of those who were European-born. (Statistics New Zealand, 1997b). Obviously, people who are not able to converse in English are the ones most likely to experience linguistic disadvantage in New Zealand. However, immigrants who have learnt English as a second language may also experience difficulties in communication with service providers. One should note the observation made by a working party set up to investigate hospital language services (Auckland Area Health Board, 1990:7), namely that: “In
times of stress or ill health the acquired language will be forgotten”. Similar comments on the way in which language acts as a barrier to services were made in the Health Funding Authority (1998:22) report on Asian people in the Auckland region. Many of the situations in which people have to deal with government agencies are stressful, relating not only to concerns over health but also to family crises, employment problems or litigation issues and hence are likely to exacerbate communication difficulties for second language speakers of English. A further complication is the ageing factor: elderly people may revert more to their first language (Parliament of the Commonwealth of Australia, 1996).

There is recognition in official documents of the difficulties experienced by clients whose first language is not English, but pronouncements on measures to be taken to address this problem tend to be advisory rather than mandatory. The State Services Commission, for instance, acknowledges that the public service has a duty to provide clients with clear information so that they can check on services and entitlements. However, its recommendation is that information should be in plain language and in minority languages “if possible” (State Services Commission, 1995:10). Similarly, although there is legislation that establishes the right to free assistance of an interpreter (notably in health and justice), this assistance is not necessarily automatic. In health care, for example, provision of an interpreter can be limited to cases where this is “necessary and reasonably practical” (New Zealand Government, 1996:2).

To sum up, decisions on what information is to be made available in languages other than English or to whom and when the assistance of an interpreter should be provided are left, in many cases, to the discretion of individual organisations.

Issues Relating to Cultural Pluralism

Apart from its specific role in providing services for people with diverse backgrounds, the public sector has a wider role in promoting the concept of cultural pluralism by demonstrating a willingness to support and maintain the rights and aspirations of ethnic groups. This involves working in partnership with these groups, consulting with them on issues of policy and practice, and including their perspectives in decision making. Consider, for example, the Department of Social Welfare’s Pate Lali Nafa document in relation to services for Pacific Islands people (Department of Social Welfare 1996:7):

The Department of Social Welfare aims to be an organisation that is culturally aware and sensitive to the needs and aspirations of Pacific Islands people. It accepts that this involves a shift of attitudes and a revision of the cultural assumptions
which underpin social policy and the planning of service delivery. It is not simply a matter of adding a Pacific Islands flavour to existing assumptions. The challenge is to ensure that our advice to Government, and our service delivery planning, addresses Pacific Islands people’s needs in ways that are appropriate for each Pacific Island grouping.

The extent to which individual central and local government organisations recognise these issues and implement effective strategies to address the needs of employees and clients with diverse language and cultural backgrounds is investigated in the present study.
METHODOLOGY

The organisations included in this study are New Zealand public sector entities that come within the jurisdiction of the Audit Office, following the definition and classification used in Boston et al. (1996: 59). They comprise both central government organisations (departments, ministries and crown entities) and local government organisations (regional councils, city councils and district councils). Educational agencies were the only major group excluded from this study; the provision of English language learning opportunities and services is of such major importance to successful immigrant resettlement that it warrants a separate, focused investigation.

A 46-item questionnaire was devised to elicit information on policies and practices concerning the employment in central and local government organisations of NESB immigrants and the ways in which their native language skills and cultural knowledge were being used in service delivery to NESB clients. Questions were also framed on the range of language-related services available to support the activities of the organisations, particularly in the areas of interpreting and translation of documentation into languages other than English and Maori. The services and activities targeted were those that formed part of the core work of public sector organisations. Those services/activities carried out primarily by other agencies or community groups (such as Home Tutors of English, Citizen's Advice Bureaux, local ethnic associations) which may receive some financial support from central or local government, were excluded from the survey but they also warrant separate investigation.

The questionnaire was trialled among Palmerston North public sector organisations in February 1999. Following this trial, 321 central and local government organisations throughout New Zealand received the mail questionnaire at the beginning of March 1999. These included: (a) the head offices of central government organisations listed in The New Zealand Government Directory 1999 (Network Communications, 1999) as well as branch offices in the main centres, and hospitals and public health providers included in The Health and Disability Sector in New Zealand: A Directory (Ministry of Health, 1998); and (b) all regional councils, city councils and district councils listed in A Directory of Local Government in New Zealand (Department of Internal Affairs, 1997).

A reminder mail out was made at the end of March 1999 to increase the response rate. One hundred and fifty-seven completed and 12 uncompleted questionnaires were returned by the close-off date of 12 April 1999. This represented a response rate (for the completed questionnaires) of 49 per cent.
To identify best practice features in immigrant employment and the provision of services, follow-up interviews were conducted in April-May 1999 with 16 of the organisations that responded. These organisations were selected on the basis of their innovative use of NESB immigrant employee resources and/or their range of language-related services for NESB clients. The interviews, which involved a semi-structured format, were held in Auckland, Wellington, Palmerston North and Wanganui and included head offices and branch offices of central government organisations as well as city councils and regional councils.
RESULTS OF THE SURVEY

Profile of the Organisations Surveyed

1. **Main types and activities**

Of the 157 organisations that participated in the postal survey, 95 were central government and 62 were local government organisations. A more detailed breakdown of these organisations is given in Table 2. For the purposes of this classification, "head offices" are identified as those which have responsibility for overall policy and/or administrative oversight of "branches" which operate at the regional or local level.

**Table 2. Central and local government organisations participating in the survey, 1999**

<table>
<thead>
<tr>
<th>Organisations</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Government:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Head Offices (Ministries, Departments)</td>
<td>41</td>
<td>26.1</td>
</tr>
<tr>
<td>Branch Offices (of Ministries, Departments)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>general</td>
<td>18</td>
<td>11.5</td>
</tr>
<tr>
<td>justice</td>
<td>11</td>
<td>7.0</td>
</tr>
<tr>
<td>social welfare</td>
<td>12</td>
<td>7.6</td>
</tr>
<tr>
<td>Other Organisations (e.g. hospitals)</td>
<td>13</td>
<td>8.3</td>
</tr>
<tr>
<td>Local Government:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Head Offices (Regional, City, District Councils)</td>
<td>56</td>
<td>35.7</td>
</tr>
<tr>
<td>Branch Offices (of Councils)</td>
<td>6</td>
<td>3.8</td>
</tr>
</tbody>
</table>

2. **Staffing**

The number of staff employed was typically between 50 and 99. However, 34 (21.7 per cent) out of the 157 participating organisations had less than 26 employees. These, in the main, were central government policy units or small branch offices. At the other end of the scale were 27 organisations (17.2 per cent) with 200 or more employees, including nine with a workforce of 1000 or more. These latter organisations were, in the main, large city hospitals or base hospitals in provincial regions.
The CEOs/senior managers tended to be aged 40 or over (90.9 per cent), New Zealand-born (86.0 per cent), and of New Zealand European ethnicity (see Table 3). Only a quarter of the CEOs/senior managers were able to speak a language other than English, though not necessarily with a high level of competency. The main languages (other than English) spoken were, in order of frequency, Maori, French and Samoan.

### Table 3. Ethnicity of CEOs/senior managers: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Ethnic Group</th>
<th>Central govt. (N=95)</th>
<th>Local govt. (N=62)</th>
<th>Total (N=157)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>NZ European</td>
<td>67</td>
<td>70.5</td>
<td>47</td>
</tr>
<tr>
<td>Other European</td>
<td>11</td>
<td>11.6</td>
<td>5</td>
</tr>
<tr>
<td>NZ Maori</td>
<td>5</td>
<td>5.3</td>
<td>1</td>
</tr>
<tr>
<td>Pacific Islands</td>
<td>2</td>
<td>2.1</td>
<td>0</td>
</tr>
<tr>
<td>Asian</td>
<td>0</td>
<td>0.0</td>
<td>2</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
<td>1.1</td>
<td>0</td>
</tr>
<tr>
<td>Unspecified</td>
<td>9</td>
<td>9.5</td>
<td>7</td>
</tr>
</tbody>
</table>

### Employment of NESB Immigrants

1. **Composition of the workforce**

Of the 157 participating organisations, 101 (64.3 per cent) reported that they had NESB immigrants in their workforce; that is, 65 (68.4 per cent) of the 95 central government and 36 (58.1 per cent) of the 62 local government organisations (see Table 4). Although the majority of those that employed NESB immigrants indicated that such employees made up 10 per cent or less of their workforce, in 5 central government organisations NESB immigrants accounted for a quarter of their staff. The latter were mostly agencies in areas with large Pacific Islands communities.

2. **Main areas of employment of NESB immigrants**

NESB immigrant employees tended to be found more in professional and clerical/secretarial positions in both central and local government organisations (see Table 5, and note that respondents were able to indicate more than one category of employment). Relatively few organisations indicated that their immigrant employees were in semi-skilled or unskilled
positions. This result is unsurprising as the majority of positions in both central and local government organisations are office-related.

Table 4. **NESB immigrants as a percentage of the workforce: participating central and local government organisations, 1999**

<table>
<thead>
<tr>
<th>Percentage of workforce</th>
<th>Central govt. (N=65)</th>
<th>Local govt. (N=36)</th>
<th>Total (N=101)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>1-2</td>
<td>21</td>
<td>32.3</td>
<td>20</td>
</tr>
<tr>
<td>3-10</td>
<td>28</td>
<td>43.1</td>
<td>14</td>
</tr>
<tr>
<td>11-25</td>
<td>10</td>
<td>15.4</td>
<td>1</td>
</tr>
<tr>
<td>26-50</td>
<td>4</td>
<td>6.2</td>
<td>0</td>
</tr>
<tr>
<td>51-100</td>
<td>1</td>
<td>1.5</td>
<td>0</td>
</tr>
<tr>
<td>Unspecified</td>
<td>1</td>
<td>1.5</td>
<td>1</td>
</tr>
</tbody>
</table>

Table 5. **Main areas of employment of NESB immigrant employees: participating central and local government organisations, 1999**

<table>
<thead>
<tr>
<th>Central govt. (N=65)</th>
<th>Local govt. (N=36)</th>
<th>Total (N=101)</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Managerial</td>
<td>14</td>
<td>21.5</td>
</tr>
<tr>
<td>Professional</td>
<td>44</td>
<td>67.7</td>
</tr>
<tr>
<td>Clerical/secretarial</td>
<td>42</td>
<td>64.6</td>
</tr>
<tr>
<td>Skilled trade</td>
<td>7</td>
<td>10.8</td>
</tr>
<tr>
<td>Semi-skilled</td>
<td>10</td>
<td>15.4</td>
</tr>
<tr>
<td>Unskilled</td>
<td>4</td>
<td>6.2</td>
</tr>
</tbody>
</table>

3. **English language skills**

The participating central and local government organisations were almost unanimous in reporting that they had no difficulty or problem with the English language competency of their NESB immigrant employees. Their
English language proficiency was considered adequate for work and social purposes by respectively 93.1 and 95 per cent of the organisations concerned.

4. Recruitment policies

Only 13 (8.3 per cent) of the 157 organisations reported an explicit policy concerning the recruitment of immigrants, the percentage being much higher in the case of central (12.6 per cent) rather than local (1.6 per cent) government organisations. The recruitment policy guidelines reported referred to the following:

(a) Need to recruit the best applicants

In general, the main consideration was to recruit people with the skills, qualifications and experience necessary for the particular position advertised, regardless of their country of origin.

(b) Recruitment for positions involving communication with ethnic groups

Some positions, however, were seen to be best filled by people with an ability to relate to particular ethnic groups. Language proficiency was seen as important in positions that involved direct contact with NESB clients, such as those of social workers responsible for liaison with community groups or field officers required to monitor compliance with health and safety regulations in factories with large numbers of immigrant employees.

(c) EEO requirements

EEO provisions were expected to be followed in the appointment and deployment of staff as well as in the establishment of workplace measures to combat discrimination and harassment. Cross-cultural seminars and workshops were seen as helpful in acquainting supervisors and other senior staff with the cultural backgrounds of NESB immigrants in the workforce. In turn, immigrant employees were encouraged to gain more understanding of New Zealand social and cultural issues, particularly those related to the Treaty of Waitangi and the place of te reo (Maori language) and tikanga Maori (Maori culture).

(d) English language requirements

Competency in English was emphasised as important, though the degree of competency expected depended upon the work activity concerned. For positions that involved a high degree of contact with native-speakers of English, advanced levels of English language proficiency were required in both the spoken and written mediums. Accented English was not seen as a communication impediment as long as a person’s speech was clear and not
excessively rapid. Assistance was provided for employees who fell short of these requirements.

(e) Affirmative action

Some organisations saw a need for affirmative action to bring staffing profiles more in line with the composition of the client base. This was particularly evident in organisations operating in areas with large concentrations of people with non-European backgrounds. Some of the measures taken included the establishment of training courses for targeted groups, payment of study fees and publicising opportunities for employment through seminars and workshops at the local community level.

(f) Immigration status

The participating organisations were strongly of the opinion that if NESB immigrants were selected for appointment, they should have work permits, permanent residence or New Zealand citizenship. This was partly to avoid possible problems connected with completing immigration formalities but also to ensure that applicants were familiar with the New Zealand social situation and possessed the skills and knowledge necessary to work with the general public.

(g) Special situations

Recent immigrants may not be eligible for employment in certain areas. This applies particularly in central government departments which deal with sensitive internal or external matters. As one central government organisation commented: “Under Ministry policy all staff must have a top-level security clearance and this is given only to New Zealand citizens.”

Language Use of NESB Immigrant Employees

1. Language backgrounds

The first language backgrounds of the NESB immigrant employees in the 101 organisations that employed them are set out in Table 6. Pacific Islands languages (particularly Samoan and Tongan) featured highly, along with Indian languages/dialects (Hindi, Gujarati, Punjabi etc.), and Chinese languages/dialects (Cantonese, Taiwanese, Mandarin etc.).

A comparison of the rank order of the eight main first languages of NESB immigrant employees in central and local government organisations is presented in Table 7. While Samoan, Indian languages/dialects, Chinese languages/dialects and Tongan were the main languages in the central government organisations, Indian, Chinese, Dutch and Afrikaans showed up
more strongly in the local government organisations, the latter (Afrikaans) reflecting the increasing number of South African immigrants finding employment in administrative and technical positions in the public sector. The higher ranking of Samoan in central government organisations is no doubt due to the number of Samoans employed in agencies in localities with large Samoan communities.

### Table 6. Main languages spoken by NESB immigrant employees: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Languages</th>
<th>Central govt. (N=65)</th>
<th>Local govt. (N=36)</th>
<th>Total (N=101)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Samoan</td>
<td>44</td>
<td>67.7</td>
<td>6</td>
</tr>
<tr>
<td>Indian</td>
<td>30</td>
<td>46.2</td>
<td>20</td>
</tr>
<tr>
<td>Chinese</td>
<td>30</td>
<td>46.2</td>
<td>14</td>
</tr>
<tr>
<td>Tongan</td>
<td>27</td>
<td>41.6</td>
<td>3</td>
</tr>
<tr>
<td>Dutch</td>
<td>14</td>
<td>21.6</td>
<td>14</td>
</tr>
<tr>
<td>German</td>
<td>11</td>
<td>16.9</td>
<td>6</td>
</tr>
<tr>
<td>Filipino</td>
<td>12</td>
<td>18.5</td>
<td>2</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>4</td>
<td>6.2</td>
<td>8</td>
</tr>
</tbody>
</table>

### Table 7. Main languages spoken by NESB immigrant employees (rank order): participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Languages</th>
<th>Central govt. (N=65)</th>
<th>Local govt. (N=36)</th>
<th>Total (N=101)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>Rank</td>
<td>No.</td>
</tr>
<tr>
<td>Samoan</td>
<td>44</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Indian</td>
<td>30</td>
<td>2=</td>
<td>20</td>
</tr>
<tr>
<td>Chinese</td>
<td>30</td>
<td>2=</td>
<td>14</td>
</tr>
<tr>
<td>Tongan</td>
<td>27</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Dutch</td>
<td>14</td>
<td>5</td>
<td>14</td>
</tr>
<tr>
<td>German</td>
<td>11</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>Filipino</td>
<td>12</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>4</td>
<td>8</td>
<td>8</td>
</tr>
</tbody>
</table>
2. Work use of languages other than English by NESB immigrants

Fifty (49.5 per cent) of the 101 organisations with NESB immigrants in their workforce reported that these employees used their native languages at work in some way. Greater utilisation of such language resources was noted in central government (63.1 per cent) as compared with local government organisations (25.0 per cent). This difference between the central and local government organisations is statistically significant (chi-square of 13.36 > chi-square critical value of 3.84, df = 1, p < .05; also significant at the .01 and .001 levels; contingency coefficient = 0.34).

Language use can be broken down further into work-related communication with other staff, use with customers or clients and social use with other staff. As shown in Table 8, the largest number of responses was for the use of languages other than English with customers or clients, particularly in central government positions.

Table 8. Use made of languages other than English at work by NESB immigrant employees: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Language use</th>
<th>Central govt. (N=41)</th>
<th>Local govt. (N=9)</th>
<th>Total (N=50)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>With clients</td>
<td>37</td>
<td>90.2</td>
<td>4</td>
</tr>
<tr>
<td>Work-related use with other staff</td>
<td>20</td>
<td>48.8</td>
<td>3</td>
</tr>
<tr>
<td>Social use with other staff</td>
<td>28</td>
<td>68.3</td>
<td>2</td>
</tr>
</tbody>
</table>

3. Tasks involving use of NESB immigrant language skills

Responses relating to the tasks involving use of immigrant language skills are set out in Table 9. The main tasks concerned the provision of spoken assistance for NESB clients and interpreting on either a one-to-one basis or on occasions when groups are involved (e.g. meetings involving New Zealand government officials and their counterparts from overseas). Less use was made of immigrant employee language skills in tasks involving the written medium; that is, translating documents, handling written enquiries and reading/writing reports.
Table 9. Tasks involving use by NESB immigrant employees of native-speaker proficiency in languages other than English: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Language use tasks</th>
<th>Central govt. (N=41)</th>
<th>Local govt. (N=9)</th>
<th>Total (N=50)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Spoken assistance</td>
<td>32</td>
<td>78.0</td>
<td>3</td>
</tr>
<tr>
<td>Written response</td>
<td>12</td>
<td>29.3</td>
<td>3</td>
</tr>
<tr>
<td>Reading/writing reports</td>
<td>8</td>
<td>19.5</td>
<td>0</td>
</tr>
<tr>
<td>Translating documents</td>
<td>16</td>
<td>39.0</td>
<td>1</td>
</tr>
<tr>
<td>Interpreting</td>
<td>33</td>
<td>80.5</td>
<td>1</td>
</tr>
<tr>
<td>Other</td>
<td>4</td>
<td>9.8</td>
<td>0</td>
</tr>
</tbody>
</table>

4. Importance of skills in languages other than English

Twenty-two (23.2 per cent) of the central government organisations agreed that it was "very important" or "essential" to employ people with an understanding of other languages and cultures, as against only two (3.2 per cent) of the local government organisations. Table 10 gives mean scores for responses to a question on the influence of proficiency in other languages on appointment decisions in the organisation. Respondents indicated their views on a scale ranging from "strong influence" (=4) to "no influence" (=1). Proficiency in other languages had a greater influence on appointment in all areas involving contact with speakers of other languages in central rather than local government.

Table 10. Mean scores concerning the influence of language proficiency in languages other than English on appointment decisions: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Specific work areas</th>
<th>Central govt. (N=95)</th>
<th>Local govt. (N=62)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contact with:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>immigrant clients in NZ</td>
<td>2.6</td>
<td>1.4</td>
</tr>
<tr>
<td>visitors temporarily in NZ</td>
<td>1.9</td>
<td>1.5</td>
</tr>
<tr>
<td>people overseas</td>
<td>3.2</td>
<td>1.2</td>
</tr>
</tbody>
</table>
However, only 28 of the 157 participating organisations (17.8 per cent) kept a register of those who possessed this proficiency (21 central government organisations; 7 local government organisations). Thirteen (13.7 per cent) of the central government organisations had policies on rewards for language skills while none of the local government organisations reported the existence of such reward systems. One central government department cited a contract clause which entitled employees to an extra allowance if they were asked to interpret and this did not fall into their normal job description. Other comments were that language facility could, in a general way, aid assignment selection or enhance promotion opportunities.

5. Lack of effective use of immigrant language resources

Nine (8.9 per cent) out of the 101 organisations employing NESB immigrants (6 central and 3 local government organisations) reported that they had immigrant employees whose language skills were not being utilised effectively. As examples, respondents referred to native speakers of languages not relevant to the organisation’s operations such as speakers of European languages in an agency where the client base was predominantly Polynesian.

Use of the Cultural Background of NESB Immigrants

Of the 101 organisations employing NESB immigrants, only 26 (25.7 per cent) made use of the cultural background of their employees. These were almost exclusively central government organisations, particularly those involved in social welfare, health and justice areas (38.5 and 2.8 per cent of central and local government organisations, respectively). This difference between central and local government organisations was statistically significant (chi-square of 15.57 > chi-square critical value of 3.84, df = 1, p < .05; also significant at the .01 and .001 levels; contingency coefficient = 0.39).

The input of NESB immigrant staff was considered to be useful in assisting other employees to appreciate the ethnic diversity of the workforce as well as that of the client base. Immigrant staff provided input in cultural awareness sessions and were called upon to assist in the development of packages for staff working with people of different ethnicities, covering areas such as customs and traditions, differences in family life and child rearing patterns, and cultural preferences and taboos.

Services for NESB Immigrant Clients

1. General policy regarding services for NESB immigrant clients

Only 35 (22.3 per cent) of the 157 participating organisations had explicit policies on the provision of services in languages other than English for
NESB clients. They tended to be in the central (31.6 per cent) rather than local government (8.1 per cent)) category. Some of the policy statements related to overall rights and obligations: for example, “Clients have a right to a culturally appropriate service”; “[We have] a commitment to consult and inform people from different ethnic backgrounds”. Other statements, as illustrated in the following example, referred to specific policy areas such as interpreting requirements for hospital patients who experience difficulty with English: “Patients must give informed consent for treatment etc. An interpreter will be provided for anyone who cannot comprehend this information”. Provision of written material in different languages was also required by legislation in some cases (e.g. “The Electoral Act requires that language posters are available in polling places to assist voters”). Finally, one local government organisation referred to the policy of its municipal library of collecting books in ethnic languages, books on teaching ESOL and books for adult new readers to serve the growing NESB immigrant communities.

2. Provision of translation and interpreting services

Seventy-three (46.5 per cent) of the 157 participating central and local government organisations reported that they provided translation or interpreting facilities for their clients. Again, this was primarily a feature of central (58.9 per cent) rather than local (27.4 per cent) government organisations. The kinds of services provided are set out in Table 11.

Table 11. Translation and interpreting services available to clients: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Type of service</th>
<th>Central govt. (N=56)</th>
<th>Local govt. (N=17)</th>
<th>Total (N=73)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Translation of documents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>at no cost to clients</td>
<td>20</td>
<td>35.7</td>
<td>5</td>
</tr>
<tr>
<td>at cost to clients</td>
<td>7</td>
<td>12.5</td>
<td>1</td>
</tr>
<tr>
<td>Interpreter assistance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>at no cost to clients</td>
<td>48</td>
<td>85.7</td>
<td>15</td>
</tr>
<tr>
<td>at cost to clients</td>
<td>5</td>
<td>8.9</td>
<td>1</td>
</tr>
<tr>
<td>Other</td>
<td>5</td>
<td>8.9</td>
<td>0</td>
</tr>
</tbody>
</table>
3. Personnel involved in translation and interpreting services

The human resources used in translation and interpreting for the 56 central and 17 local government organisations that provided these services are identified in Table 12. The respondents were asked to indicate whether their own staff, paid outside personnel or unpaid outside personnel carried out interpreting and translation services for their organisations, and were able to indicate more than one category. In general, when interpreters or translators were required, the participating organisations showed a tendency to contract in outside personnel rather than make use of available on-site resources.

Table 12. Personnel involved in interpreting and translation services: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Staff categories</th>
<th>Central govt. (N=56)</th>
<th>Local govt. (N=17)</th>
<th>Total (N=73)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Own staff</td>
<td>38</td>
<td>67.9</td>
<td>7</td>
</tr>
<tr>
<td>Paid outside personnel</td>
<td>49</td>
<td>87.5</td>
<td>9</td>
</tr>
<tr>
<td>Unpaid outside personnel</td>
<td>20</td>
<td>35.7</td>
<td>8</td>
</tr>
<tr>
<td>Other personnel</td>
<td>2</td>
<td>3.6</td>
<td>1</td>
</tr>
</tbody>
</table>

Thirty-five (62.5 per cent) of the 56 participating central government organisations providing translation or interpreting services reported that those who carried out these tasks were trained, compared with only 6 (35.3 per cent) of the 17 local government organisations. The kinds of training reported were, in the main, specialist programmes run by tertiary institutions. In some cases, however, on-site training was provided and those involved in interpreting were given explicit guidelines for interpreting, including the code of ethics to be observed. In the opinion of a number of the participating organisations, the employment of trained and qualified translators or interpreters was essential to avoid: (a) difficulties if inaccurate or inappropriate information was given; or (b) disadvantage to clients if an incompetent interpreter prevented their clear communication of views and/or needs.

Of the 26 organisations which responded to a question on why they did not insist on training for interpreters or translators, some said that this was not needed as the tasks involved were minor and routine. It would appear, therefore, that a number of the public sector organisations seriously
underestimated the complexity of the translation and interpreting tasks and were over-reliant on untrained volunteers from local NESB immigrant communities.

4. Difficulties in meeting the demand for translation and interpreting services

Eight of the central and 4 of the local government organisations admitted that they were not able to meet current demands for translation or interpreting services. The main reasons given were a lack of resources and the difficulties involved in finding competent interpreters for less commonly used languages. For example, one central government organisation reported that: "We are able to meet the needs of most customer groups but not all e.g. some recent refugee groups". Another central government organisation commented: "The diverse range of customers means it is difficult to have access to interpreters for all languages." The same organisation also indicated that this had a negative impact on staff-customer relations: "It makes contact with customers with no English skills difficult and somewhat stressful". In the view of yet another central government agency, problems were compounded by the lack of clear policy guidelines in the organisation as a whole concerning the use of interpreters: "It is uncoordinated, left to individual units to resolve individually". As a result, the organisation suffered from an "...inability to provide a complete service".

5. Availability of documentation in languages other than English

Fifty-four (34.4 per cent) of the 157 organisations that participated in the survey reported that they provided material for clients in languages other than English or Maori. Here, also, these were predominantly central (48.4 per cent) rather than local (12.9 per cent) government organisations. The languages used in these publications were mainly Pacific Islands languages (principally Samoan and Tongan), followed by Chinese (see Table 13).

Eighteen (18.9 per cent) of the 95 participating central government organisations reported that they provided 10 or more types of publications in different languages, whereas none of the local government organisations published more than 5 kinds of printed materials in languages other than English or Maori (see Table 14). Many of the items - ranging from institutional rules for prison inmates, census help notes and health pamphlets through to advice on rights for people arrested, information on voting procedures and translations of regulations (e.g. fishing regulations, Residential Tenancies Act etc.) - were translations of material already available in English. In addition, some publications were specially produced for target groups in their own languages (e.g. promotional pamphlets for tourists from overseas countries and school readers on road safety themes in Pacific Islands languages).
Table 13. Main languages other than English or Maori used in documentation: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>Languages</th>
<th>Central govt. (N=46)</th>
<th>Local govt. (N=8)</th>
<th>Total (N=54)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Samoan</td>
<td>43</td>
<td>93.5</td>
<td>4</td>
</tr>
<tr>
<td>Tongan</td>
<td>36</td>
<td>78.3</td>
<td>4</td>
</tr>
<tr>
<td>Chinese</td>
<td>20</td>
<td>43.5</td>
<td>4</td>
</tr>
<tr>
<td>Cook Islands Maori</td>
<td>19</td>
<td>41.3</td>
<td>0</td>
</tr>
<tr>
<td>Niuean</td>
<td>9</td>
<td>19.6</td>
<td>1</td>
</tr>
<tr>
<td>Japanese</td>
<td>5</td>
<td>10.9</td>
<td>1</td>
</tr>
<tr>
<td>Korean</td>
<td>4</td>
<td>8.7</td>
<td>2</td>
</tr>
<tr>
<td>Tokelauan</td>
<td>4</td>
<td>8.7</td>
<td>1</td>
</tr>
<tr>
<td>Arabic</td>
<td>3</td>
<td>6.5</td>
<td>1</td>
</tr>
<tr>
<td>Fijian</td>
<td>2</td>
<td>4.3</td>
<td>1</td>
</tr>
</tbody>
</table>

Table 14. Number of different types of publications produced in languages other than English or Maori: participating central and local government organisations, 1999

<table>
<thead>
<tr>
<th>No. of publications</th>
<th>Central govt. (N=46)</th>
<th>Local govt. (N=8)</th>
<th>Total (N=54)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>1-2 only</td>
<td>13</td>
<td>28.3</td>
<td>6</td>
</tr>
<tr>
<td>3-5</td>
<td>11</td>
<td>23.9</td>
<td>2</td>
</tr>
<tr>
<td>6-9</td>
<td>3</td>
<td>6.5</td>
<td>0</td>
</tr>
<tr>
<td>10-15</td>
<td>4</td>
<td>8.7</td>
<td>0</td>
</tr>
<tr>
<td>More than 15</td>
<td>14</td>
<td>30.4</td>
<td>0</td>
</tr>
<tr>
<td>Unspecified</td>
<td>1</td>
<td>2.2</td>
<td>0</td>
</tr>
</tbody>
</table>

6. Meeting the demand for documentation

Of course, a key issue on this topic concerns the possible existence of an unmet need for materials in languages other than English or Maori. It should
be said, therefore, that 9 (9.5 per cent) of the 95 central and 3 (4.8 per cent) of the 62 local government organisations which participated in the survey admitted that there was a demand for written information in different languages that they were unable to meet, principally because of financial constraints. According to one organisation:

*Very small numbers of clients from a very wide variety of migrant groups are referred to us. The costs of making translated material available to all these groups is considered to be prohibitive.*

7. *Other language-related services*

Apart from printed documentation in different languages, various other media forms were used, such as bilingual signage in offices, multilingual telephone enquiry facilities, preparation of videos, and the use of television and radio (including information programmes on Access Radio and advertisements on regional television). Other language-related services mentioned included providing English classes for immigrants or acting as a clearing house for information on English language classes for those seeking assistance.
INTERVIEWS WITH SELECTED ORGANISATIONS

Interviews were conducted with 16 of the participating organisations during April-May 1999. These organisations represented a range of public sector service providers and employed a variety of strategies to make effective use of immigrant employee linguistic and cultural resources and to meet the needs of NESB clients.

Best Practice Features in the Employment of NESB Immigrants

Best practice features reported included the following:

(a) Recruitment policies

Specific policies were in place in regard to the appointment of staff who had an affinity with the linguistic and cultural backgrounds of NESB client groups. The policies recognised that ideally the best person to engage in dialogue with NESB clients is someone who identifies with them and who not only has an intimate knowledge of their culture and tradition but who can also communicate with them in their own language.

(b) Staff training policies

NESB immigrant staff were involved in both induction programmes for new staff and staff development programmes designed to assist employees to become more aware of cultural and language issues related to the organisation's work amongst people of different backgrounds. They also assisted in the preparation and dissemination of information to aid personnel involved in working with NESB clients.

(c) Staff deployment policies

Efforts were made, whenever possible, to match staff who had native speaker skills in particular languages with clients who were speakers of those languages. NESB staff were also involved in interpreting duties to facilitate the work of other staff in face-to-face interaction with clients as well as carrying out translation of documents.

(d) Rewards policies

Best practice also included providing incentives and rewards for staff called upon to use their language skills in the work of the organisation. These rewards involved extra remuneration if the tasks fell outside their normal work.
Best Practice Features in the Provision of Services for Immigrant Populations

(a) Data collection

In addition to maintaining databases on the language backgrounds of staff members in the organisation, efforts were made to collect and analyse data on the cultural and linguistic backgrounds of clients. Profiles were drawn up of existing and potential clients. Close attention was also paid to immigration trends and demographic changes to assist with forward planning.

(b) Provision of interpreters

The provision of interpreters was seen as an important issue. In cases where clients had difficulties in communicating in English, a competent interpreter was employed. Protocols were drawn up concerning procedures to be followed in the selection and appointment of interpreters, including the requirement that interpreters have high fluency in both English and the language of the client, that they are trained and qualified, and that they have a clear understanding of ethical considerations relating to confidentiality and neutrality. The organisations concerned also acted as good employers by ensuring that the payment and working conditions of interpreters were fair and reasonable.

(c) Documentation in languages other than English

Written material describing the organisation and its services was available in the main languages other than English used by NESB client groups. Dissemination of information was carried out through a variety of formats ranging from leaflets and pamphlets to audio recordings and videos. In addition, bilingual or multilingual signage was provided in office reception areas and on directory boards.

(d) Use of communication technologies

Programmes on mainstream radio or television which target specific ethnic audiences, such as Asia Dynamic\(^1\), were used to communicate information about services available, in addition to broadcasts in languages other than English on Access Radio\(^2\), or radio stations such as 531 PI\(^3\). Multilingual CALL systems and computer touch screen technologies were also explored.

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\(^1\) Asia Dynamic is a programme on TV One at 8.30 am on Saturday mornings that focuses on issues and events that concern the Asian population in New Zealand.

\(^2\) See Tohill (1990) for a discussion of the role of Access Radio in meeting the needs of minority groups.

\(^3\) 531 PI is an Auckland AM radio station that targets Pacific Islands communities.
(e) Cultural sensitivity in service delivery

Apart from use of the languages of NESB clients, the organisations endeavoured to be culturally sensitive in dealings with people with different cultural backgrounds. This involved consulting with local NESB communities on issues which could impact on their cultural sensitivities and taking into consideration in service provision their attitudes and feelings on various issues.

(f) Monitoring the effectiveness of service provision

Specific measures were in place to monitor the effectiveness of delivery systems in relation to the needs of NESB clients. Feedback from these clients was used to ascertain whether the delivery mechanisms were appropriate. The advice of NESB community organisations was also sought on ways of improving access, treatment and outcomes for clients.

Case Studies of Selected Organisations

Case Study A

An example of an organisation that provides a specialist language service is a unit whose primary role is to provide interpreting services for city hospitals. It also acts as a interpreting resource for other agencies such as the Child, Youth and Family Service and Occupational Safety and Health as well as Police and Customs. The unit can call on 350 interpreters and covers 75 languages.

The unit recognises the importance of having trained, qualified staff and has been closely involved in the training and development of interpreters. The investment in interpreter training and support extends to paying course fees.

Interpreters are carefully screened and monitored. Quality controls are seen as a priority in view of the sensitive nature of the interpreter's role in the hospital context4. These standards not only apply to the bilingual competence of the interpreters but also to ethical issues related to confidentially and impartiality.

We will only recruit and deploy people with key competencies - they are qualified as well as skilled. We first of all look at their key qualifications and what they may have been doing before

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4 For further discussion on the development of interpreting services in hospitals, see Fenton (1991) and Sua’a (1991).
they came here and what they may have [done] here already in New Zealand. We also insist that they do the Certificate of Health Care Interpreting and, in fact, now this is a bare minimum. They must have that before we will even talk to them.

Culturally sensitive issues such as the expectation in certain ethnic groups that only female interpreters should be used in situations concerning female patients are viewed very seriously: "It is our policy to be gender specific for a client."

As a good employer, the unit is working to establish a better career structure for interpreters by increasing the number of full-time positions. This also makes it easier for the unit to monitor the effectiveness of its interpreting service. Overall, the director of the unit is very satisfied with his staff (who in the main came to New Zealand as immigrants or refugees) and remains strongly supportive of them and their career aspirations.

I was directed to take over this organisation. I came under duress, and now I would leave under duress. They are fantastic people. They are loyal, good staff and we get very supportive of them. And some of them have been to hell and back just to get here - to come to a strange country and start a new life.

As far as future developments are concerned, the unit is working with Telecom to establish an 0900 interpreting service. This would provide nationwide access to interpreting services in different languages for GPs and other medical professionals who require interpreters to facilitate consultations with patients with limited English. However, it is intended that the computerised telephone access service would also be available to anyone requiring language assistance.

Case Study B

A further exemplar of services to people from different linguistic and cultural backgrounds is a central government organisation concerned with promoting land transport safety. Although the organisation does not specifically target immigrants in recruitment, it is mindful of the advantages that immigrants might bring. In particular, the authority sees that the overseas work experiences of immigrants can be very useful in bringing international perspectives on road safety matters. The languages of immigrants are also important in accident investigation cases where the victims are overseas visitors. Skills such as competence in other languages are noted in the human resources database.

The organisation is aware that some traffic accidents occur because overseas tourists or newly arrived immigrants may not be familiar with New Zealand
road conditions or traffic rules. As far as tourists are concerned, apart from fact sheets in English which highlight the different road rules in New Zealand, the organisation has prepared a booklet, *Driving Safely in New Zealand*, which is published in German and Japanese versions. These booklets are made available to rental car companies for distribution to overseas visitors.

The organisation has also produced videos and booklets under the title of *New Zealand: New Culture, New Licence*. The videos have been available in Samoan, Cook Islands Maori, Korean, Vietnamese, Cantonese and Mandarin while the booklets have been printed in Samoan, Cook Islands Maori, Tongan, Niuean, Tokelauan, Fijian, Korean, Vietnamese and Mandarin. As a result of recent changes to drivers' licensing legislation these materials are to be revised. Similarly, the organisation is updating the test papers for drivers' licences. The aim is to have each of the 20 test papers translated into a range of languages. As a strategy for maintaining language services within a tight budget, the authority draws on NESB people in the community to assist in the preparation of draft translations but ensures quality control by employing a translation agency to check on the authenticity of translated materials and to carry out editing, where necessary.

*The problem is that if you send these to a translation agency it costs between $4000 and $8000 for each test. What we have done is involve people in local communities in translating the test papers into their language. Then we send it to a agency for checking. This is a much cheaper option. And this check is important from the security angle as well as to ensure the accuracy of the translation.*

**Case Study C**

An example of effective use of staff with skills in languages other than English is a central government branch office involved in occupational health and safety in a major centre. The officer in charge is well aware of the importance of Pacific Islands staff because of the high percentage of Pacific Islands factory workers in the area. The agency is endeavouring to increase the number of Pacific Islands staff members. “When vacancies come up from time to time, I really want to advertise in the Pacific Islands communities to see who is available.”

Use of the languages of employees from immigrant backgrounds is an essential means of breaking down communication barriers and conveying important messages regarding health and safety.

*Quite a lot of Pacific Islands workers don’t really comprehend instructions...The majority of Pacific Islands people in the*
workplace are very dedicated workers...their mind is set on their work, so regardless of the risk or whatever piece of equipment, they just go ahead. When I talk to them I always try to make them more assertive: "You've got to look at what you're getting yourself into and think about your health and safety". They are very loyal to their job even when they are sick. They say "No, I must go to work". They have to learn about this too.

Staff with native speaker skills in languages other than English are invited to give seminars to workers and are called upon to carry out investigative work if an accident involving a NESB worker has occurred. If a suitable staff member is unavailable, a competent interpreter is hired to assist in the workplace interviews.

I remember there was one case - a fatality - when I had to engage an interpreter because we had to interview quite a few workers who were working with this person. A lot of them were Tongans and their understanding was very limited. In cases like this, especially if they are heading for a prosecution, we have to be very careful to get our facts right.

In general, the officer-in-charge saw that progress was being made in improving occupational health and safety for people from different ethnic groups in the workplace, as well as in helping employers to become more aware of wider issues relating to the general well-being of NESB employees.

...It's good that [the organisation] is really supporting now the Maori and Pacific Islands strategies for reducing accidents in the workplace. Although it is an enforcement agency there are opportunities to educate employers and work in partnership with employers.

Case Study D

The importance of having staff who can identify with NESB communities is also well recognised by another central government organisation which has primary responsibility for administering the taxation regime.

We take the best applicants, though we do tend to look towards those who can converse with the Pacific Islands community. And now we also have a very large Asian community in Auckland so there's a slight tendency to try to pick out people from the Asian community.

In order to assist immigrants to cope with the complexities of the New Zealand income tax system, tax fact sheets are provided in languages such as
Samoan, Tongan, Cook Islands Maori and Mandarin. The organisation also employs officers who liaise with ethnic communities on a semi-regular basis, and it has run a pilot language phone-in system which proved very successful, particularly for Asian communities. However, the latter initiative was not followed up because of resourcing constraints.\(^5\)

Use is made of different communication technologies to disseminate information to the wider community. However, a staff member interviewed considered that New Zealand could learn from Australia with respect to effective utilisation of broadcast media to transmit information to targeted groups in their own languages.

*In Australia they’re very pro-active...Channel 31, I think it is, in Melbourne has a lot of ethnic programmes on it and mixed up with that is tax information. The government has encouraged it to be on those stations...I think we’ve got to decide to be smarter in this. Our audience is becoming very diverse, very multicultural. It’s gone the days when we could think of English or Maori as our primary languages.*

**Case Study E**

An example of service provision for NESB immigrants at the local level is a regional council which covers a predominantly rural area. The Human Resources Manager described the organisation as having a strong customer focus. This is demonstrated in the use of languages other than English, when required, to convey essential information to a target group. A case in point was the need to prepare information in Mandarin for Chinese market gardeners.

*This was a matter of trying to get a message across about the use of water...and so it was a consent compliance issue concerning water quantity and quality. There are a lot of Chinese landowners there, English is their second language, so staff decided that one way of getting the message across was to present the brochure in Chinese.*

The regional council employs immigrants, mainly in professional areas, and has a policy of assisting employees whose first language is not English with further English training when required. The Human Resources Manager was not convinced, however, that immigrants have always enjoyed equal opportunities to participate in the broad spectrum of activities and considers that in many organisations they may be inequitably treated as far as recruitment and appointment procedures are concerned. He was of the view

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\(^5\) For more information on the tax problems of immigrants see Trigg (1990).
that some tightening of employment rules should be made by government to ensure that immigrants are not subject to covert discrimination.

I think there is still inherent prejudice amongst the white New Zealand males who are the primary managers in New Zealand, and so in order to change behaviour maybe some rules need to be set and a code or charter is probably as close as you can get at this particular time. It’s too easy for managers, at the moment, to think of excuses, reasons, for not employing people, despite EEO.

Case Study F

Another local government authority which maintains close links with NESB immigrants is a council in a large urban area. The demographics of the area covered by this council are somewhat different to those of some other North Island urban centres: “We don’t have a high Pacific Islands group...we tend to have more Europeans and Asians and a lot of South Africans as well”. The council has a small number of staff members with an Asian background and has recruited a number of South Africans, particularly for their technical expertise.

In regard to services for NESB immigrants, the council has supported initiatives to assist Asian immigrants who wish to set up businesses. For example, it has participated in the organisation of seminars that are intended to provide opportunities for them to make contact with local business people.

The council has, at times, provided documentation in the languages of ethnic groups, such as Mandarin. Newspapers, journals and books in languages other than English, are also provided through its city library. These library resources are well utilised by NESB people in the community6. Finally, through its financial support of 11 community centres, the council encourages the establishment of study groups where NESB immigrants can extend their English language skills as well as develop a greater understanding of the New Zealand way of life.

In general, the council’s spokesperson felt that there was an important role for local government in facilitating the successful settlement of immigrants, particularly as, in his opinion, there are deficiencies in New Zealand’s current immigration policies.

...You’ve got to come back to the government’s policy at this time of pretty much open floodgates - they don’t have an

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6 Discussion of the importance of library services for NESB immigrants is found in Carroll (1990) and Yen (1992).
infrastructure in place...The attitude is 'get them in, take their money and drop them in there'.
DISCUSSION

The 1990s have seen growing public sector awareness and interest in the use of NESB resources and service provision for NESB immigrant clients (see, for example, State Services Commission, 1993; Kasanji, 1995; Department of Social Welfare, 1996; Banda and Beaglehole, 1998; Health Funding Authority, 1998; New Zealand Immigration Service, 1998). Since the call made at the Waahi Conference (State Services Commission, 1983) for greater attention to be paid in the public sector to the needs of people from different cultural and ethnic backgrounds, a number of initiatives have been taken to address this issue. The initial focus was bicultural, as exemplified in Social Welfare's Te Punga strategy to increase awareness of Maori issues and include Maori perspectives in service provision (Department of Social Welfare, 1993). However, more recent initiatives, such as Pate Lali Nafa which addresses employment and service delivery concerns in relation to Pacific Islanders (Department of Social Welfare, 1996), indicate a shift to a more multicultural perspective that recognises and responds to the needs of immigrant populations.

The questionnaire responses and interview data have also highlighted differences in the policies and practices of individual central and local government organisations. These relate both to the recruitment and deployment of NESB immigrants in the public sector and to service provision for NESB clients.

Recruitment and Deployment of NESB Immigrants

In the public sector, differences in policies and practices relating to NESB immigrants can be grouped into two broad categories: perceptions of the potential value to the organisation of employing NESB immigrants; and the actual use made of available NESB immigrant resources. In general, central (rather than local) government organisations tend to have more positive views of the advantages that NESB immigrant employees could bring, particularly in regard to the value of proficiency in languages other than English. However, these views are influenced by factors such as spheres of activity and demography.

Differences in the functions and primary activities of central and local government organisations are likely to have an effect on recruitment policies. For example, some central government departments require staff competent in the languages of other countries to facilitate diplomatic links or to promote overseas trade relationships, whereas such external contacts are not a priority for other (especially local) government organisations. Similarly, organisations charged with delivering services in areas such as health, justice, employment, social welfare, housing and occupational safety - all of which involve
frequent, direct contact with a diverse clientele - are more likely to recognise the advantages of bilingual/bicultural staff than those with relatively restricted service provision functions and/or little direct contact with the public.

Similarly, according to the population mix, there is a greater or lesser need in different regions for staff from a particular language background. For example, in predominantly rural areas there is little opportunity for NESB immigrant public sector employees to use their skills in other languages. This may be contrasted with the situation in Auckland, Wellington and other urban areas where there are concentrations of Asian or Pacific Islands immigrants.

There are also factors within individual organisations which affect the degree to which employees have opportunities to use their native language skills. For example, staff members in the head offices of state agencies with primary responsibility for providing policy advice to government have considerably less involvement on a regular basis with NESB clients than front-line colleagues in branch offices. Even in local offices, NESB employees in administrative, clerical or technical positions may have fewer opportunities than other employees to use their native languages in interaction with clients. Work demands may also make it difficult or indeed impossible for NESB staff to work exclusively with clients who share their linguistic and cultural backgrounds.

**Provision of Language-related Services to NESB Clients**

Considerable variation has been noted in the extent and type of language-related services provided for NESB clients by central and local government organisations. Similar observations have been reported in two other recent studies (Hoffmann and Chrisp, 1998; National Research Bureau, 1998). Major areas of variance in service provision are highlighted below.

A limited amount of printed information is prepared for NESB clients by both central and local government organisations, either in the way of translations of materials available in English or materials written specially for a particular language group. There is, nevertheless, variability in the nature of these materials in that some are prepared relatively cheaply on an ad hoc basis using local skills, while others are carefully planned, designed and make use of professional translation services. Only a few of the participating organisations appear to make determined use of the public media (local and national newspapers, ethnic publications, radio and television) to disseminate information to target ethnic groups.

Although the Secretary for Internal Affairs emphasised the importance of trained interpreters "if people from non-English speaking backgrounds are to
have equal opportunity in obtaining services and information” (Blakely, 1995:5), the survey has revealed little consistency in the provision of translation and interpreting services. As is noted in the Local Government Migrant Services Guide (New Zealand Immigration Service, 1998:8): “services and fees...vary from council to council”. In some situations translation and interpreting services are provided free while in other cases user-pay principles apply. Whereas some organisations make considerable efforts to provide interpreters for clients, others do not. Furthermore, it must be noted that even when interpreters are enlisted (either voluntarily or because of statutory obligations) to assist clients who have difficulty in communicating in English, quality control is not always a major priority. This could be prejudicial to the interests of NESB clients, as Kasanji (1995) maintains, and might adversely affect not only their rights to access relevant information but also medical (Health Funding Authority, 1998), legal (Banda and Beaglehole, 1998) or other outcomes.

Factors Influencing the Provision of Services for NESB Immigrants

Funding is undoubtedly the major determinant for individual public sector organisations as to the types of services offered and whether or not languages other than English are used in service provision to effectively meet the needs of NESB clients. In general, however, the needs of NESB immigrants do not appear to be regarded as major priorities in resource allocations by either central or local government organisations. Ultimately, this suggests an underlying attitude that immigrants do not merit special assistance, and that they can and should adapt quickly to an English-medium environment.

Evidence of this attitude can be discerned in the lack of coherent, comprehensive policies for dealing with immigrant language issues, a shortcoming which has been commented upon in a number of previous studies (see, for example, Peddie, 1991; Waite, 1992; Kaplan, 1993; Holmes, 1996; Roberts, 1997; Watts, 1997; Hoffmann and Chrisp, 1998). Problems of coordination have been exacerbated by the decentralisation of government activities as the result of state sector reforms, with consequent devolution of service provision (Kelsey, 1995). Restructuring of departments and staff mobility have also added to planning problems.

It is not surprising, then, that although some public sector organisations may have developed their own codes and protocols relating to the provision of culturally responsive services, overall there is an absence of integrated top-level policies that could provide a consistent approach to addressing the requirements of new settlers with different linguistic or cultural backgrounds. The Race Relations Conciliator criticises the present situation where: “without a comprehensive settlement programme, new arrivals are largely left on their own to make a transition to life in New Zealand” (Office of the Race Relations Conciliator, 1998:10) and adds:
As a country we need to develop a much more comprehensive programme to assist new migrants to settle. Such a programme should make English language classes readily available. Other settlement services should be offered to new settlers as well as the communities in which they settle.

It is a principal objective of the New Settlers Programme (of which this study is a part) to demonstrate the need for settlement policies, programmes and services, and thereby to contribute to the development of a balanced, well integrated institutional structure of immigration (see Trlin et al., 1998).
CONCLUSION

This study has identified both under-representation of NESB immigrant employees in certain areas of the public sector and under-use of the resources that NESB immigrant employees bring to the workplace. If the public sector is to reflect the New Zealand population as a whole, a higher priority must be placed on developing strategies to attract people with skills in immigrant languages and a close association with the cultures of the different ethnic groups that have settled in New Zealand. It is also important that existing staff with these backgrounds are identified in databases and that their language skills and cultural knowledge are used effectively in service provision for NESB clients. These are valuable resources which deserve greater recognition.

On the basis of information received from participants and presented in this study, there is an urgent need for greater co-ordination and monitoring of the language-related services provided by central and local government organisations for NESB immigrant groups. Clear policy statements are required to ensure that government services are effective, inclusive and meet the language and cultural needs of NESB clients. In this respect, policy and practice in New Zealand are quite different to the situation in Australia where considerably more attention has been paid to immigrant access and equity issues (see Parliament of the Commonwealth of Australia, 1996; Ruddock, 1996). The Australian Charter of Public Service in a Culturally Diverse Society (Department of Immigration and Multicultural Affairs, 1998a; 1998b), which has been endorsed by the Commonwealth, State and Territory governments and the Australian Local Government Association, is based on the seven principles of access, equity, communication, responsiveness, effectiveness, efficiency and accountability.

Urgent consideration needs to be given to a similar, comprehensive policy framework for public sector services provision in New Zealand. This framework should include guidelines on the following: (a) gathering accurate information about client groups and their particular linguistic and cultural backgrounds; (b) identifying the special needs of NESB clients; (c) developing appropriate programmes and services to meet these needs; (d) ensuring that NESB clients have equitable access to relevant information in their own languages and to interpreting and translation services; (e) training staff to deal sensitively with people from different linguistic and cultural backgrounds; (f) recruiting staff with skills in immigrant languages and contacts with ethnic communities; (g) developing databases of staff with these skills and recognising and rewarding them for use of such skills; and (h) setting in place mechanisms to monitor the appropriateness and effectiveness of the services provided for NESB clients. Until such a framework is operational, the possibility remains that a significant number of New Zealand citizens and
residents could continue to suffer inequitable access to, treatment in and outcomes from public sector services.
REFERENCES


Department of Immigration and Multicultural Affairs 1998a: Charter of Public Service in a Culturally Diverse Society, Department of Immigration and Multicultural Affairs, Commonwealth of Australia, Canberra.


Department of Internal Affairs 1997: A Directory of Local Government in New Zealand, Department of Internal Affairs, Wellington.


Health Funding Authority 1998: *New Zealand's Asian Population: Views on Health and Health Services*, Health Funding Authority, Auckland.


Settlers Programme Occasional Publication No. 1, Massey University, Palmerston North.

APPENDIX

- Postal survey information sheet.
- Questionnaire on NESB immigrant employment and the provision of services for NESB clients in central and local government organisations in New Zealand.
Massey University

New Settlers Programme

Immigrant employment and services for immigrants in central and local government organisations in New Zealand

Please see Information Sheet on next page
MASSEY UNIVERSITY

NEW SETTLERS PROGRAMME

INFORMATION SHEET

IMMIGRANT EMPLOYMENT AND SERVICES FOR IMMIGRANTS IN CENTRAL AND LOCAL GOVERNMENT ORGANISATIONS IN NEW ZEALAND

This project is part of a research programme into the experiences of immigrants in New Zealand. In this particular survey we are concerned with policy and practices involved in employing immigrants and providing services for immigrants. More specifically, we are focusing on the language-related policies and practices that affect immigrants from countries where English is not normally spoken as a first language. The survey targets a range of central and local government agencies and affiliates.

You are invited to participate in this survey by completing the questionnaire on behalf of your organisation. Your response is confidential and will not be traced to you. The code number on the first page of the questionnaire is simply to assist us in any follow-up, if necessary. The raw data will be seen only by those closely involved in the research project. Findings from the postal survey will be reported in aggregated form only and published in professional journals. All other rights of participants are safeguarded. It is assumed that filling in the questionnaire implies consent. You have the right to decline to answer any particular question.

This is the first time that a comprehensive survey of this kind has been conducted in New Zealand. We expect that the results will facilitate a greater understanding of immigrant needs. We also believe that the findings will provide a basis for the development of policies and practices in this area.
The project is part of the New Settlers Programme which is funded by the Foundation for Research, Science and Technology as part of the Public Good Science Fund. The Programme Leader is Associate Professor Andrew Trlin, School of Policy Studies and Social Work, Massey University, Palmerston North.

For this survey the principal researcher is Associate Professor Noel Watts and he can be contacted at:

School of Language Studies
Massey University
Palmerston North
Tel: 06 3504982
Fax: 06 3502269
Email: N.R.Watts@massey.ac.nz

If you wish to obtain a summary of the overall findings please indicate this in the section at the end of the questionnaire.

Please return the questionnaire in the self-addressed envelope enclosed by 25 MARCH 1999 whether or not it has been completed (note: postage has been pre-paid).
First, we would like to ask you some general questions about your organisation.

Note: In this questionnaire the term “organisation” refers to the particular agency in which you are working. If it is a head office please answer this questionnaire in terms of the areas of responsibility of the head office. If it is a branch office, or if it is locally or regionally based, please answer this questionnaire in terms of your agency at the local or regional level.

1. What is the main activity of your particular organisation?

.................................................................

2. Approximately how many staff are employed in your particular organisation?

Less than 5  
6-9  
10-25  
26-49  
50-99  
100-199  
200-499  
500-999  
1000 and above  
Don’t know
3. Do you have immigrants from countries where English is not normally spoken as a first language on your staff payroll?

Yes □ 1 (Please go to Question 4(a))
No □ 2 (Please go to Question 23)
Don't know □ 3 (Please go to Question 23)
Not applicable, □ 4

because ...........................................................................................................
(Please go to Question 23)

4(a). Does your organisation have an explicit policy on recruiting immigrants?

Yes □ 1 (Please go to Question 4(b))
No □ 2 (Please go to Question 5)
Don't know □ 3 (Please go to Question 5)
Not applicable □ 4 (Please go to Question 5)

4(b). If you answered yes to Question 4(a), what is this policy?

........................................................................................................
........................................................................................................
........................................................................................................

47
5. Please estimate the proportion of staff in your organisation **at present** who are immigrants with native speaker skills in languages other than English.

<table>
<thead>
<tr>
<th>Percentage</th>
<th>Number</th>
</tr>
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<tbody>
<tr>
<td>1-2% only</td>
<td>1</td>
</tr>
<tr>
<td>3-10%</td>
<td>2</td>
</tr>
<tr>
<td>11-25%</td>
<td>3</td>
</tr>
<tr>
<td>26-50%</td>
<td>4</td>
</tr>
<tr>
<td>51-100%</td>
<td>5</td>
</tr>
<tr>
<td>Don’t know</td>
<td>6</td>
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</tbody>
</table>

6. Please indicate the languages, apart from English, in which your immigrant employees have native speaker skills.

(Please tick all boxes that apply.)

<table>
<thead>
<tr>
<th>Language</th>
<th></th>
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<tbody>
<tr>
<td>Arabic</td>
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<tr>
<td>Chinese languages/dialects</td>
<td></td>
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<tr>
<td>Please specify, if possible</td>
<td></td>
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<tr>
<td>Dutch</td>
<td></td>
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<tr>
<td>Filipino/Tagalog</td>
<td></td>
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<tr>
<td>French</td>
<td></td>
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<tr>
<td>German</td>
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</tr>
<tr>
<td>Indian languages/dialects</td>
<td>20</td>
</tr>
<tr>
<td>Please specify, if possible</td>
<td></td>
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<tr>
<td>Indonesian</td>
<td></td>
</tr>
<tr>
<td>Japanese</td>
<td></td>
</tr>
<tr>
<td>Korean</td>
<td></td>
</tr>
</tbody>
</table>
Malay  
Samoa  
Spanish  
Thai  
Tongan

Other (please specify):  

Don't know  
(If don't know, please go to Question 8).

7. If you have indicated more than one language/dialect in Question 6, please place these in order (up to five) beginning with the language/dialect that you believe has the largest number of native speakers amongst your employees.

1. .................................................

2. .................................................

3. .................................................

4. .................................................

5. .................................................

8. Which of the following categories apply to immigrants with native speaker skills in languages other than English who are currently employed in your organisation?

(Please tick all that apply.)

Managerial  
Professional  
Clerical/secretarial  
Skilled trade

49
9. If you have ticked more than one category in Question 8, please indicate the main category that applies to most of the immigrant employees who have native speaker skills in languages other than English.


10. Do immigrant employees in your organisation, who come from countries where English is not the first language, use their native languages at work in any way?

Yes □ 1 (Please go to Question 11)
No □ 2 (Please go to Question 14)
Don’t know □ 3 (Please go to Question 14)
Not applicable, □ 4

because........................................................................................................
(Please go to Question 14)

11. If you answered yes to Question 10, please indicate whether your immigrant employees use their native speaker skills in one or more languages other than English in the following situations at work:

(a) In work-related communication with other staff

Yes □ 1
No □ 2
Don’t know □ 3

50
(b) In communication with customers or clients

Yes

No

Don’t know

(c) In social communication with other staff

Yes

No

Don’t know

12. If you answered yes to either Question 11(a) or Question 11(b), please indicate the tasks carried out in your organisation by immigrant employees in their native language(s)/dialect(s) other than English.

(Please tick all that apply.)

Providing spoken assistance

Handling written enquiries

Reading/writing reports

Translating documents

Interpreting

Other (please indicate)

Don’t know

Not applicable

60
13. If you indicated more than one of the tasks in Question 12, what is the main task that is carried out by immigrant employees in their native language(s)?

..............................................................................................................

14(a). Are you aware of immigrant employees in your organisation whose native speaker skills in a language other than English are not being effectively utilised?

Yes □ 1  (Please go to Question 14(b))
No □ 2  (Please go to Question 15)
Not applicable □ 3  (Please go to Question 15)

14(b). If you answered yes to Question 14(a), please give an example.

..............................................................................................................

15. Are immigrant employees rewarded by your organisation in any way for their capabilities in languages other than English?

Yes □ 1  (Please go to Question 16)
No □ 2  (Please go to Question 17)
Don't know □ 3  (Please go to Question 17)
Not applicable, □ 4

because ...................................................................................................
(Please go to Question 17)
16. If you answered yes to Question 15, please indicate the kinds of rewards that are given.

(Please indicate all that apply.)

- Financial reward
- Promotion
- Other (please specify):

17. Does your organisation maintain a list or register of the proficiency of immigrant employees in languages other than English?

- Yes
- No
- Don’t know
- Not applicable, because

18(a). Are the cultural backgrounds of immigrant employees in your organisation used in staff development programmes to assist other staff members to develop understanding of the needs and preferences of people from non-English speaking countries?

- Yes
- No
- Don’t know
- Not applicable, because

(Please go to Question 18(b))

(Please go to Question 19)
18(b). If you answered yes to Question 18(a), please give an example of the kind of contribution made by immigrant employees.

..........................................................................................................................
..........................................................................................................................

19. In general, would you say that in your organisation the English language ability of immigrant employees, who are native speakers of languages other than English, is adequate for the jobs they do?

Yes ☐ 1
No ☐ 2
Don’t know ☐ 3

20. In general, would you say that in your organisation the English communication skills of immigrant employees, who are native speakers of languages other than English, are adequate for social interaction with other staff members?

Yes ☐ 1
No ☐ 2
Don’t know ☐ 3

21. Does your organisation assist immigrant employees to improve their English skills?

Yes ☐ 1 (Please go to Question 22)
No ☐ 2 (Please go to Question 23)
Don’t know ☐ 3 (Please go to Question 23)
Not applicable, ☐ 4

because............................................................................................................
(Please go to Question 23)
22. If you answered yes to Question 21, please indicate the kind of assistance that is provided.

.................................................................

.................................................................

Now, we would like to ask some questions about the services provided by your organisation for people who come from countries where English is not the first language.

23. Does your organisation have customers or clients who come from countries where English is not the first language?

   Yes       □ 1  (Please go to Question 24)

   No        □ 2  (Please go to Question 43)

   Don’t know □ 3  (Please go to Question 43)

   Not applicable, □ 4  

   because.................................................

   (Please go to Question 43)

24. If you answered yes to Question 23, please indicate the main ethnic/national origins of your clients/customers (list up to five).

1. .................................................

2. .................................................

3. .................................................

4. .................................................

5. .................................................
25. Does your organisation have an explicit policy on providing services in languages other than English for immigrants from countries where English is not the first language.

Yes □ 1 (Please go to Question 26)
No □ 2 (Please go to Question 27)
Don’t know □ 3 (Please go to Question 27)
Not applicable, □ 4

because.................................................................................
(Please go to Question 27)

26. If you answered yes to Question 25, please indicate what this policy is.
..............................................................................................
..............................................................................................
..............................................................................................
..............................................................................................

27. In general, how important is it for your organisation to employ people with some understanding of the languages and cultures of immigrants who come from countries where English is not the first language?

Not important □ 1
Slightly important □ 2
Quite important □ 3
Very important □ 4
Essential □ 5
28. In general, what influence does proficiency in languages other than English have on the decision of your organisation when seeking to appoint someone for a position in each of the following categories.

a. Positions relating specifically to work with immigrant clients in New Zealand

   Strong influence □ 1
   Some influence □ 2
   Little influence □ 3
   No influence □ 4
   Don’t know □ 5
   Not applicable, □ 6
   because...........................................................................

b. Positions that involve contact with people from overseas who are temporarily in New Zealand

   Strong influence □ 1
   Some influence □ 2
   Little influence □ 3
   No influence □ 4
   Don’t know □ 5
   Not applicable, □ 6
   because...........................................................................

57
c. Positions that involve travel overseas to carry out duties in non-English speaking countries on behalf of your organisation.

Strong influence □ 1
Some influence □ 2
Little influence □ 3
No influence □ 4
Don’t know □ 5
Not applicable, □ 6
because ..............................................................

29. Does your organisation provide interpreting and/or translating services either by its own staff or through outside assistance for clients/customers from countries where English is not normally spoken as a first language?

Yes □ 1 (Please go to Question 30)
No □ 2 (Please go to Question 36)
Don’t know □ 3 (Please go to Question 36)
Not applicable, □ 4
because ..............................................................

........................................................................
(Please go to Question 36)
30. If you answered yes to Question 29, please indicate the kinds of interpreting and translating services that are available.

( Please tick all that apply.)

Translation of documents at no charge to clients

Translation of documents at cost to clients

Spoken interpreter assistance at no charge to clients

Spoken interpreter assistance at a cost to clients

Other (please specify):

.................................................................................................

.................................................................................................

31. Please indicate who carries out these translation or interpreting services.

(Please tick all that apply.)

Own staff

Paid interpreters or translators from outside the organisation

Unpaid interpreters or translators from outside the organisation

Other (please specify)

.................................................................................................
32. Are people (either on the staff or recruited outside) who carry out translation or interpreting duties for your organisation in the main trained for this kind of work?

Yes □ 1 (Please go to Question 33(a))
No □ 2 (Please go to Question 33(b))
Don’t know □ 3 (Please go to Question 34)
Not applicable, □ 4

because ..........................................................................................  
..........................................................................................  
(Please go to Question 34)

33(a). If you answered yes to Question 32, please indicate the kinds of training as translators/interpreters that people who carry out translation/interpreting tasks for your organisation have undertaken.

(Please tick all that apply.)

Specialist training in an educational institution □ □
Specialist training through a community-based organisation □ □
Other (please specify): □
..........................................................................................

Don’t know □ □

33(b). If you answered no to Question 32, please indicate why no training is needed for these tasks.

..........................................................................................
..........................................................................................

60
34. In general, would you say that your organisation is able to meet effectively the demand for such translation or interpreting services?

Yes □ 1 (Please go to Question 36)
No □ 2 (Please go to Question 35(a))
Don’t know □ 3 (Please go to Question 36)
Not applicable, □ 4

because..............................................................
(Please go to Question 36)

35(a). If you answered no to Question 34, please indicate why your organisation is unable to meet this need.

........................................................................................
........................................................................................

35(b). If you answered no to Question 34, please indicate the effect (if any) this has on staff etc.

........................................................................................
........................................................................................

36. Does your organisation prepare printed information in the languages of people from other countries?

Yes □ 1 (Please go to Question 37)
No □ 2 (Please go to Question 42)
Don’t know □ 3 (Please go to Question 42)
Not applicable, □ 4

because..............................................................
(Please go to Question 42)
37. If you answered yes to Question 36, please indicate in order of importance (up to five) the main languages that are used in such printed information.

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

38. How many different kinds of publications has your organisation prepared in these languages?

1-2 only  □ 1
3-5  □ 2
6-9  □ 3
10-15  □ 4
More than 15  □ 5

39. Please give an example of one of these publications. (If it is possible, please provide us also with some samples of pamphlets etc. in the languages of immigrants that your organisation has prepared.)

........................................................................................................

........................................................................................................

62
40. In general would you say that your organisation is able to meet effectively the demand for such printed information?

Yes  
No  
Don’t know  
Not applicable, 

because..............................................

(Please go to Question 42)

41. If you answered no to Question 40, please indicate why your organisation is unable to meet this need.

................................................................................

................................................................................

42. Please indicate any other language-related services that are provided by your organisation for clients/customers from countries where English is not the main language (e.g. English classes, reading or study materials in their native languages, bilingual signage).

................................................................................

................................................................................

................................................................................

................................................................................

Finally, we would like to ask you a few questions about your senior manager.
43. Age group:

- 29 years or less □ 1
- 30-39 years □ 2
- 40-49 years □ 3
- 50 and over □ 4

44. Country of birth:

...........................................

45. Ethnicity (please specify):

...........................................

46. Languages other than English spoken by the senior manager (please specify):

1.............................................

2.............................................

*Please see the important information on the next page.*

64
On the basis of this survey we are hoping to identify some of the best practice features in immigrant employment and provision of services for immigrants in their own languages.

Would you be agreeable to a possible follow-up interview to discuss further the way your organisation caters for immigrants and/or visitors from countries where English is not the main language?

Yes ☐

No ☐

If yes, please give contact details below:

Name:............................................

Address:............................................

............................................

............................................

Telephone (work):.........................

Fax:............................................

E-mail:............................................

Would you like a summary of findings arising from this questionnaire?

Yes ☐

No ☐

If yes, please write your name and address below (if not already provided above):

............................................

............................................

............................................


Thank you for taking the time to respond to this questionnaire.
AUTHORS

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Noel Watts is an Associate Professor and Programme Co-ordinator for Linguistics and Second Language Teaching in the School of Language Studies, College of Humanities and Social Sciences, Massey University. He is also the Deputy Leader for the New Settlers Programme. Noel’s research interests are in applied linguistics, particularly in the area of language policy and language use. Amongst his publications are: Foreign Languages in Exporting (Massey University, 1987); Language and Communication (Dunmore Press, 1989); The Use of French in Exporting and Tourism in New Zealand (report commissioned by the Ministère des Affaires Étrangères, Paris, 1992). Noel was awarded a life membership of the New Zealand Association of Language Teachers in 1999 and is a member of the Executive Committee of the Linguistic Society of New Zealand.

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The Programme Leader for the New Settlers Programme, Andrew is an Associate Professor and Research Co-ordinator in the School of Social Policy and Social Work, College of Humanities and Social Sciences, Massey University, Palmerston North. His main research interests are in the broad areas of social demography, social policy and programme evaluation in contemporary New Zealand, but he is best known for his work on immigration policy and immigrant settlement. Andrew’s numerous publications on aspects of international migration include: (as author) Now Respected, Once Despised: Yugoslavs in New Zealand (Dunmore Press, 1979); and (as co-editor) Immigrants in New Zealand (Massey University Press, 1970) and the series New Zealand and International Migration: A Digest and Bibliography (Department of Sociology, Massey University, 1986, 1992, 1997). A Council member for the New Zealand Population Association, he also served on the Ministerial Committee that produced the report Drawing on the Evidence: Social Science Research and Government Policy (Ministry of Research, Science and Technology, 1996).
NEW SETTLERS PROGRAMME PUBLICATIONS (TO NOVEMBER 1999)


