

# Participation: Report to the Premier 1978

Ethnic Affairs Commission of New South Wales, Participation: Report to the Premier, June 1978 Sydney, Government Printer NSW, 1978.

## Preface

### The Way to Participation

The Commission in this Report has attempted to look beyond the concept of multiculturalism seen only as a need to preserve the cultural heritage of Australians with a non-English speaking background. It sees as the fundamental issue the right of minority groups to achieve total participation in the Australian and New South Wales political and social systems. Above all, the Commission has related this right to people. It has set out to show the very real contribution made by immigrants to the well-being of the whole Australian community. It has tried to find solutions to their problems ... the problems they face in the places where they work; the difficulties they have in striving for better jobs or to gain promotion; the tragedy of unemployment, particularly among the young; the need to create equal opportunity and equal expectations in education for their children.

For the first time a group of immigrants has been given the chance and the challenge of talking directly to Parliament through this Report. For the first time a group of immigrant women has been given the same chance and their views are contained in Part I.

This Report fulfils aims set by an Act of Parliament (1) for the Ethnic Affairs Commission of New South Wales to investigate and report on the functions and constitution of a permanent Commission, and on ethnic affairs.

The philosophy underpinning the Report and which provided the main yardstick to assess

courses of action, is the one adopted by the Government, as expressed in the following terms by the Premier: (2)

"... it is a basic human right that no individual or group in the community should be discriminated against or excluded from the fullest participation in the social, economic and cultural life of the community or from the fullest share of all the opportunities the community offers."

The Report attempts at providing guidelines for "planning" and "monitoring" (3) in the field of ethnic affairs and community integration.

It is mainly a "prescriptive" report, although descriptions of current situations are certainly included. Problems must be understood before remedies can be applied.

Criticism present in the Report is not aimed at "knocking" but at building on the positive aspects which have been revealed.

The scope of the Report has been determined, firstly by the nature of the Commission—a State Government statutory body—and, secondly, by time and resources constraints.

Far more than the Commonwealth Government, the State Government deals with matters which affect the lives of people every day. For this reason, the Commission has taken a practical technical approach to State ethnic affairs. The Commission has isolated, in the main, issues where such an approach was possible. The Commission, for instance, did not report on immigration and population policies, issues on which the Government of New South Wales provided its views to the Commonwealth in a response to the Green Paper "Immigration Policies and Australia's Population". (4) Moreover, at the time of writing this Report, the Commonwealth was preparing a Review of

Post-Arrival Services and Programmes, which no doubt will provide new broad policy guidelines. The States will have then the task of reconciling Commonwealth policies with the realities of each State.

As far as time and resource constraints are concerned, the Commission tried to turn these to advantage, by using them to further discipline its method. Over the past five years, at least a dozen Commonwealth Government reports have highlighted immigration and ethnic affairs. The action which followed was inadequate. The Commission prepared a synopsis of such reports, listing recommendations, vis-a-vis action taken. Under the heading "Recommendations", pages and pages were covered, but the corresponding sections under the heading "Action taken" remained virtually blank. The Commission felt therefore that its priority should not necessarily be in terms of digging up novel issues. Rather, it set itself to collect new evidence only when absolutely necessary to make a point more cogent, and concentrated in co-ordinating, rationalizing and correlating facts with the clear aim of encouraging action.

One of the factors which may hinder action by any Government is the concern that initiatives on behalf of ethnic communities and individuals might cause resentment in other sections of the community. "Why is so much being done for immigrants?" was the tenor of some submissions received by the Commission.

The Report is only an attempt at implementing the philosophy of equal opportunity and aims at rectifying imbalances and removing underprivilege, not at creating special advantages. Specific initiatives by government in the ethnic affairs field have so far tried to do just that. Moreover, ethnic affairs initiatives, as a rule:

- cost very little relative to levels of Government expenditure;
- only apparently serve the ethnic communities alone (any programme should be aimed at

considering the "ethnic" simply as an Australian).

In fact, they are bridges between two sides. No bridge sits only on one side of a river.

The elimination of certain particularly serious areas of underprivilege, such as mentioned below, is a priority for the whole community if it wants to avoid social conflict.

The Commission perceives as top priorities for action the following areas. They represent some of the most stimulating—albeit awesome—challenges to our society. The Commission does not presume to have all the answers; it has nevertheless made recommendations in these areas.

### Unemployment

The biggest single challenge ahead of our society is to ensure that unemployment does not become endemic for old and young alike; further, *that there are no pockets of unemployed of a given ethnic group or class*. An explosive situation might confront the nation if current trends are allowed to persist. Overseas, social upheavals are as a rule determined by situations where entire groups of people, with a common identification due to age, or economic status or creed, or nationality, lose hope in social justice, and in their own capacity to earn a living in dignity.

### Schools

For the education system, the biggest challenge is to create environments in the schools where all children are given an equal chance to prepare themselves to compete in life, regardless of their national origin or socioeconomic status. To achieve this goal the full support of teachers is essential. Disturbing rumours and some evidence have reached the Commission regarding alleged lower expectations that a few school principals and teachers may have of some students of non-English speaking background, and the consequences on the achievement of the children concerned. The Commission does not

want to single out teachers; they mirror community's views.

The extreme sensitivity of the issue and the far reaching implications suggest caution. The Commission in the time available could not carry out a serious investigation in this area or take action without having all the facts and statistical evidence. For instance, data should be collected on the relative presence of "ethnic" children in the so-called "non-achievers" classes; the links between this and the child's competence in English; the effects—if any—on future performance. It is recommended here, as the first of the Report's recommendations, that such an investigation be carried out as a priority.

### Access

Access to public services is in too many cases restricted for the underprivileged, especially when they do not speak English. It is in these areas of difficult access that unscrupulous people find room to operate. Sometimes these people—of all nationalities—hide under the respectable white jacket of a doctor or the wig of a barrister. Legislation must be tightened to avoid advantage being taken of loopholes and access must be improved. But at the same time new settlers must be helped to understand and appreciate the good side of the Australian people's way of life. Ethics in this country are more often based on interpersonal trust than in certain other countries. This method of community operation should not be abused.

### Careers

Efforts have to be made to ensure that upward mobility becomes a reality for many more people than it is today, not only over generations, but within the life span of one person. The Commission believes that extreme forms of affirmative discrimination by nationality in jobs allocation and promotions are impractical in the present Australian historical context. However, due weight should be given to other factors. For instance, knowledge of languages and direct experience of overseas cultures should be adequately

recognized as a qualification in New South Wales.

### Language

An all pervasive element in the preceding four priorities is the need to teach English to both children and adults. Inadequate resources are now allocated to programmes to teach English. Throughout the Report the Commission lays special stress on this point.

New South Wales has the credit for a number of innovations in the field of community integration and ethnic affairs. Among present and future innovations and initiatives, one should be mentioned in this Preface. For the first time in the history of Australia, a group of immigrants—the members of the Commission—has been given by law powers of investigation into Government administration to find and recommend legislative, administrative and other types of intervention to assist integration. Integration in its full-blooded meaning, as should be accepted by the participatory State. That is, a process through which the whole community learns to use, as powerful tools of progress and evolution, cultural differences to achieve common goals.

Moreover, for the first time in Australia, the task of activating the recommendations of a Report on ethnic participation is likely to be given to a body—the future Commission—whose functions and responsibilities have been laid out in the Report itself. It should be noted that many past recommendations in the field of ethnic affairs were never implemented, at least partly because the bodies in charge of recommending had little or no say in taking action.

The Report envisages the setting up of permanent and influential, though simple and flexible, structures within the State Government administration, with the aim of making community integration and participation an *all pervasive* element of public administration in New South Wales.

It must be stated that the Commission does not believe that Government intervention alone will ensure participation. In fact, the Commission members themselves have no uniform views on the desirable limits and extent of Government intervention in the field. Other factors not directly related to Government have fundamental importance in promoting participation.

Most powerful among such factors is the mass media. For some people it is contentious whether the mass media simply reflect or rather shape public opinion. For the Commission the two are part of one process. For example, discussion in the media about criminal activities of persons, and linking of such activities with ethnic groups, may both reflect community prejudices and help foster such prejudices. The Commission believes that the role of the media in community integration is an issue which should be explored by the media itself as a matter of priority.

Typical of the prejudices that can grow in the community is the common belief that "ethnic people" take advantage of workers' compensation. The Commission made a particular point of examining this area—and found quite another story. The facts are given at length in this Report.

Growing numbers of both native and overseas born Australians perceive the urgent need to ensure a more equitable representation of ethnic interests where decisions affecting the whole community are taken.

The Commission believes that, quite outside Government intervention, there is ample scope for the political parties, for the unions and community organizations generally to lend a more understanding ear to their ethnic members. For people whose mother tongue is not English, it is often very hard to have success in debate in the party room, or at the union meeting. An urgent effort is needed to identify talent and competence behind the foreign accents which—for complex reasons—seem often to be regarded with suspicion. The

Commission believes this effort to be indispensable and long overdue. The alternative will be the creation of ethnic groupings at the margins of, or outside, parties and unions. These might be, for members, the only hope and avenue for participation.

Some issues reported on by the Commission have implications so deeply seated in the state of the economy, and solutions so removed from the Commission's sphere of influence as perceived now, that to have attempted recommendations for new solutions would have been inappropriate. One such issue relates to the especially cruel way unemployment is hitting people who have settled in New South Wales over the past few years. In such cases, the Commission has tried to understand the problem, as well as the solutions so far proposed; an effort was made to relate to the Government the suffering people's own perceptions and points of view; some basic recommendations were formulated.

Regarding the Australian Aborigines, the Commission felt, during its first year of operation, that it had neither the competence nor the resources even to start tackling the first issue, that is whether the Aborigines would like to be included in the work of the Commission. The Commission felt strongly that any initiative taken in Aboriginal matters should be taken by Aborigines themselves, and it proposes to hold discussions with Aborigine representative groups in the future.

The Commission has received several hundred written and oral representations. A summary of recommendations received in writing and a list of submissions received is published at the end of the Report. These submissions constitute a most important community contribution to the work of the Commission. The Commission also held public meetings in Wollongong and Newcastle. An account of them is included in Chapters Thirty and Thirty-one.

Before going further, certain concepts must be clarified to understand the ideology of the Report.

The first is the concept of culture. For the Commission, "culture" is "civilization", or that "complex whole which includes knowledge, belief, art, morals, law, customs, language and any other capabilities and habits acquired by man as a member of a society". (5)

This definition excludes value judgments between more or less technologically advanced societies and has fundamental consequences in the many fields of human endeavour, such as the legal and the education system? (6)

Another relates to the Commission's view that in a country where many more than one hundred languages and dialects are spoken within families, in the workplace, and in leisure activities, people should not be made to feel inferior if they are less than proficient in that otherwise essential tool of communication, which is the English language. People—both Australian born and overseas born—must be helped to become articulate, because language is the essential skill to compete effectively in such fundamental aspects of life as jobs, political activities and so on,

The last concept relates to the Commission's belief that all Australians should be made to realize that the current upsurge of "ethnicity" (7) is probably a phenomenon with important historical implications. The long search for an Australian identity is taking a new turn. A new identity is now emerging, through huge shifts in community values, taste, style, norms. The products of this new Australian civilization include—side by side with the great gifts of the cultures from the United Kingdom and Eire—the contributions from the many other civilizations, now the ethnic "cultures" of Australia.

P. TOTARO,  
Chairman.

## References

- (1) The *Ethnic Affairs Commission Act*, 1976, commenced on 2nd May, 1977, with the appointment of the Chairman of the Commission—nine other Commissioners were appointed between May and December, 1977. They are: Aid. W. Jegerow, Deputy Chairman; Rev. Fr N. Bozikis; M/s D. Buckland; Dr N. Chuchkovich; Mr J. Doueihy; Mr A. T. Duncan; Mr C. Karanges; Aid. F. Pangallo; M/s N. Skoroszewska. The Act is included as an Appendix.
- (2) Statement made by Mr N. K. Wran, Q.C., M.L.A., then Leader of the Opposition, in his policy speech delivered before the State Election in May, 1976.
- (3) Planning and monitoring (or controlling) are fundamental functions of management. Planning looks at the future, by studying and setting courses of action. Monitoring or controlling assesses past performances, with a view to correct course, if necessary. In large corporations, where tasks to further specific corporate goals have to be undertaken by many different departments, it is desirable to establish corporate plans, to ensure better management of resources. From certain aspects this Report can be seen as a first step towards corporate planning in ethnic affairs.
- (4) Report prepared in 1977 by an Interdepartmental Committee chaired by Mr G. Paciullo, M.P., Parliament Secretary to the Premier.
- (5) E. B. Tylor, *Primitive Culture* (1871).
- (6) The Commission has expanded further on the theme both in Chapter Five *Education for Cultural Interaction* and in Chapter Twenty-Four *The Law from an Ethnic Perspective*.
- (7) This expression, fashionable in certain countries and with certain people in Australia, literally hated by others, denotes a widespread movement everywhere in the world for minorities to assert themselves as cultural and economic entities.

# Part A - The Commission and its Future Role

## Chapter One

### Constitution and Functions

1.1 IT IS RECOMMENDED that the Ethnic Affairs Commission be confirmed, as a permanent statutory body. The Commission should be a "prime mover" to smooth the way for the whole of the N.S.W. Government administration in those areas which now go under the special name of "ethnic affairs". It should be a stable and strong body *within* the administration. It should not be seen as having a monopoly on "ethnic affairs". On the contrary its ultimate objective should be to ensure that all elements of the administration regard "ethnic affairs" not as some separate or exotic offshoot of their functions, but part of the ordinary, day-to-day attitudes and thinking.

1.2 By "ethnic affairs" the Commission here means those facets of Government administration specifically related to making services more responsive and accessible to the ethnic communities of New South Wales. The Commission firmly believes that in encouraging more awareness of these needs the whole community will ultimately benefit by more "people-oriented" services.

#### Objectives

1.3 The Commission sees its role of "prime mover" as its broadest objective. From the experience of its investigations over the past year, the Commission has also formulated these more specific objectives:

- (a) to plan, co-ordinate, evaluate and promote the ethnic affairs activities of the N.S.W. Government administration, under the direction of the Minister, but with independence in framing recommendations;
- (b) to monitor for the Government the

needs of the ethnic communities;

- (c) to provide a channel of communication between the ethnic communities and the Government;
- (d) to provide selected services to the ethnic communities and to new settlers, which either are not available elsewhere, or which, from an organizational viewpoint, are better managed by the Commission;
- (e) to maintain liaison and co-operation with all bodies involved in immigration and ethnic affairs;
- (f) to draw into Government decision-making the as yet largely untapped resources of the ethnic communities;
- (g) to help trade unions, public and private enterprise, professional bodies and others understand and develop the "ethnic" human resources available within their organizations;
- (h) to sponsor research in ethnic issues;
- (i) to produce an annual Report to be tabled in Parliament as well as reports on specific issues to be submitted to the Minister from time to time.

1.4 In addition to the above objectives oriented towards administrative tasks, the Commission believes three further objectives should be stated, centred around the need to promote integration by interchange and interaction between people, and between people and institutions:

to promote the fullest participation of all Australians in the social, economic and cultural life of the community, so that they may share in all its opportunities and responsibilities;

to promote a willingness on the part of all individuals to accept the

enrichment and stimulation provided by the ethnic communities;

to promote an acceptance in the whole community of the right of individuals to have different cultural identities.

1.5 The communication between the ethnic communities and the Government administration is one aspect of interaction which the Commission can positively influence. A permanent Commission, as envisaged in this Report, would assist in stimulating the Government to launch initiatives in all appropriate areas, after consultation with the ethnic communities.

1.6 Such a Commission would also facilitate interaction of ethnic communities at decision-making levels with the New South Wales Government administration. This interaction is seen by many people in the ethnic communities as an *indispensable step to give real meaning to the concept of integration*.

### Strategies of a future Commission

1.7 The objectives of a permanent Commission should be implemented through two main structures:

- (a) Planning Division.
- (b) Services Division.

### Planning Division

1.8 In its investigations, the Commission has found evidence of many good points, but also of:

- insufficient planning, consistency and co-ordination within the N.S.W. Government administration and between other tiers of government and independent agencies in the delivery of services to ethnic people;
- insufficient monitoring and evaluation of existing services;

- insufficient consultation with the public on ethnic issues;
- inadequate knowledge of ethnic affairs within many Government departments;
- inadequacy of statistical data and research upon which to base recommendations;
- lack of people from ethnic communities at decision-making levels in the Government administration.

1.9 The task of the Planning Division would be to help to overcome these deficiencies in a number of ways. Through the Division, the Commission should, in effect, become the corporate planner and consultant to the Government in ethnic affairs. The present Report could be regarded as a first step towards developing a corporate plan of sufficient scope to involve the whole machinery of government in re-thinking its rope in regard to ethnic communities.

1.10 Evaluating existing Government services and projects in the light of community suggestions and pressures should be an important, continuing task of the Planning Division.

1.11 Soon after the Commission was set up, the Premier accepted its recommendation that Ethnic Affairs Liaison Officers be appointed in all State Government departments and statutory authorities. These officers will have an important role in the development of consistent policies throughout the administration. It is envisaged that there should be continuing interaction between the Liaison Officers and the Commission. Departments should accept that these officers need adequate time to carry out their ethnic affairs duties and that, in selected cases, additional staff may be needed to assist them. The role of Liaison Officers is discussed in detail in Chapter Four.

1.12 The Commission proposes that the Planning Division should use advice from standing committees and short term task forces

appointed to investigate specific problems.

### Provision for Committees

1.13 Section 17 of the Act (the full text of which is attached as Part A—Appendix I) provides that it may, with the approval of the Minister, establish committees of Commissioners or of Commissioners and other people, to assist it. The Commission recommends retention of this provision and of its existing standing committees. These are the Grants Allocation Advisory Committee (1) and the Legal Committee (see Chapter Twenty-four, No. 8). The Legal Committee during 1978 assisted in the preparation of the Report's section on legal issues—Part F. The Grants Allocation Advisory Committee during 1978 advised on the disbursement of \$309,055. Details of grants appear as Part A—Appendix II. A further two committees in particular are envisaged under section 17. One, to include union and employer representation, would assist in the implementation of the Report's recommendations on industrial matters. The other, to include representatives of local government and voluntary welfare agencies, would assist in the implementation of the Report's recommendations in the welfare areas.

1.14 The Commission also recommends the appointment of community participation committees on a regional basis. These should replace the existing N.S.W. Consultative Council on Ethnic Affairs in Sydney and Regional Advisory Committees in Wollongong and Newcastle. Regional committees will provide the means to examine—among other things—the needs of ethnic communities in country areas. They should have independence in framing recommendations. They should work in close consultation with bodies such as the Ethnic Communities' Council of N.S.W. The members of the existing consultative bodies could make a valuable contribution not only to the work of the proposed regional community participation committees, but also other State—and Commonwealth—statutory bodies. The Commission envisages holding regular community forums at a regional and local level,

with the aim of hearing the views of a wider constituency and encouraging participation in the work of the Commission.

1.15 The Commission strongly recommends the consolidation of existing Commonwealth/State Co-ordinating Committees to ensure rationalization of resources and better service delivery.

1.16 In particular, the Commission advocates the use of ad-hoc committees of Commonwealth and State officers to ensure continuing liaison and advice to Ministers. Finally, the Commission does *not* advocate the creation of a committee on education for a multicultural society. It rather envisages continuing consultation and representation at appropriate Commonwealth, State and voluntary levels.

### Use of Task Forces

1.17 The Commission will need to work quickly and efficiently and, to do this, its Planning Division must use task forces to deploy Government and community expertise towards particular goals. It is proposed that these task forces would include members of the community to work side by side with Government officials. The objectives of task forces would include:

- determining, especially for the benefit of the Grants Allocation Advisory Committee, how Government financial aid can best be distributed to particular ethnic communities or for particular purposes;
- researching specific issues of an intergovernment nature, such as when local government is involved.

1.18 Task forces should be given a specific time for a specific job, but adequate resources should be made available to them.

### Widening the Community Participation

1.19 With regard to appointments not only to

ethnic committees and task forces, but to consultative and decision-making bodies in other areas, the Commission urges that a wider range of people be encouraged to come forward from the ethnic communities, especially women and young people. The issues confronting women and the younger generation must be seen from their point of view when making decisions. This is especially relevant in ethnic affairs. The future Commission should be totally committed to this type of participation, and should aim to combat tokenism in all of its overt and disguised forms.

1.20 Until recently, there has been comparatively little contact between Government and the ethnic communities. As a result, many people are not widely known outside their own community. Other men and women are not prepared to offer their services because they have been alienated by earlier Government attitudes and are sceptical of recent attempts to involve them.

1.21 Young people have been reluctant to participate because, as a result of some community pressures, they do not wish to be identified with their original cultural background.

1.22 The growth of a number of ethnic community groups has led to a small number of leaders being identified. However, there has been a tendency to appoint and re-appoint these few on an increasing number of advisory bodies. This not only places a burden on those willing to volunteer their services, but also prevents Government from hearing the widest possible point of view.

### **Demographic Unit**

1.23 Insufficient demographic data exist for accurate assessments to be made of communities' composition. If worthwhile studies are to be made by the Planning Division of such issues as housing, health and welfare services, education, employment and other needs of ethnic communities, detailed knowledge of population characteristics,

including ethnic origin, is essential. (See Part A—Appendix III.)

1.24 The Commission endorses the establishment of a Demographic Unit, as suggested by Professor Wilenski in the Interim Report of the Review of New South Wales Government Administration. This Unit should collect and distribute essential data for population forecasts as a service to all departments and agencies. Such a Unit should work in close co-operation with the Planning Division.

### **Interpretation of Economic and Social Trends**

1.25 The Commission also supports Professor Wilenski's view that economic and social trends should be interpreted for the Government by a semi-autonomous group which would include Treasury officials and outside economists. The Commission's view is that at least one highly qualified economist with competence in ethnic affairs should work with this group. Again, such a person should work in liaison with the Planning Division.

### **Contact with Bodies Outside the Government**

1.26 Mainly through its Planning Division, the Commission intends to keep close contact with organizations outside Government, which plan services for immigrants. In particular, it envisages links with trade unions, employer organizations, educational bodies and so on. Naturally, continuing liaison is envisaged with ethnic groups, especially those involved in research, such as the Ethnic Communities' Council of N.S.W.

### **Services Division**

1.27 Within the N.S.W. Government administration, certain community needs have been catered for by the Ethnic Affairs Division of the Premier's Department. The services provided by the Division are described in some detail in Part A—Appendix IV. In brief, they are:

- (a) interpreting facilities, especially for courts of law;
- (b) a translating service;
- (c) Community Interpreter and Information Services at Liverpool, Hurstville, Wollongong, Newcastle and the City;
- (d) contact with community groups through its liaison officers;
- (e) preparation and up-dating of publications such as the Migrant Assistance Directory.

1.28 The Commission believes that the Division's functions should come within the administration of a permanent Commission, for these reasons:

- (a) to rationalize management of ethnic affairs;
- (b) to avoid public confusion, due to the existence of two separate agencies dealing with ethnic affairs within the Premier's Department.

1.29 It is proposed that the Ethnic Affairs Division be renamed the Services Division of the Ethnic Affairs Commission and form one of the two arms of the Commission referred to earlier. As a result of this reorganization, there may be a need for the Services Division to have additional resources to enable its functions to be expanded both to implement the recommendations of the Report and in the light of investigations mainly by the Planning Division. The Report's recommendations affecting the Services Division are, briefly:

- to consolidate the work of interpreters (Part B—Chapter Three);
- to become the Government administration's agent in distributing information on services for ethnic communities (Part E—Chapters 19-22; Part H—Chapter Thirty-five);

- to become a key link in a community welfare network (Part E—Chapters 19-22).

### Constitution

1.30 The Commission sees the need for a permanent body backed by legislation to bring the views of the ethnic communities into the ambit of government decision-making. The Commission recommends the appointment of twelve members to this body.

1.31 The position of Chairman could not be other than full-time. Concerning the other members, the Commission feels that in the main they should be part-time. However, if recommendations regarding the Commission's future are substantially adopted, there should be provision for the appointment of some full-time members, one of whom could be the Deputy Chairman.

1.32 The Commission has considered the desirability of members being selected on the basis of representing a particular ethnic group or of possessing particular professional qualifications. It has come to a conclusion that special qualifications with regard to ethnic or professional background should not be stipulated as a pre-requisite for appointment of members, but that the persons appointed should have demonstrated special knowledge, commitment and sensitivity in ethnic issues.

1.33 The interests of people outside Sydney should be kept in mind when the Minister recommends appointments.

1.34 With the exception of the Chairman, the tenure of members should be fairly short term, but not so short as to hinder the creation of a feeling of corporate solidarity or hinder development of expertise in terms of public expectations. However, it is felt that the tenure of the Chairman should recognize longer term executive responsibilities of the appointee.

1.35 As with most other statutory bodies, the Chairman and members should be able to act independently of the provisions of the Public

Service Act. A body of this nature would become involved in issues which might be looked upon as unpopular from a Government's point of view. There is a need for members to contribute to the decision-making process with the fullest freedom.

### Recommendations

1. THAT a permanent body be established by Act of Parliament to be known as the Ethnic Affairs Commission of New South Wales and be constituted as a body corporate.

2. THAT the Commission consist of up to twelve members to be appointed by the Governor.

3. THAT of the members—

one to be a person nominated by the Minister to be appointed as the full-time Chairman of the Commission;

the remainder be persons nominated by the Minister to be appointed as part-time members but provision be made for the appointment of full-time members, one of whom could be the Deputy Chairman.

4. THAT a full-time member be a member so designated by the instrument of his appointment.

5. THAT specific professional qualifications or ethnic background not be stipulated as a pre-requisite for appointment as a member, but that a person so appointed be required to have demonstrated, in the opinion of the Minister, special knowledge, commitment and sensitivity in ethnic affairs.

6. THAT of the twelve members at least three represent interests outside the area of the County of Cumberland.

7. THAT the full-time Chairman be appointed for a term of seven years and have direct access and be responsible directly to the Premier.

8. THAT other members of the Commission be appointed for terms between three and six years and as near as practical, half the number of members be required to retire every three years.

9. THAT the Chairman be the chief executive of the Commission, devote the whole of his time to the duties of his office, and have, exercise and perform the powers, authorities, duties and functions conferred or imposed upon him by the Act and such of the powers, authorities, duties and functions of the Commission as may be delegated to him by the Commission with the approval of the Minister.

10. THAT the Chairman be delegated all the administrative power and authority commensurate with his status.

11. THAT in the case of the illness or absence of the Chairman, the member so designated as Deputy Chairman, with the approval of the Minister act as Chairman, and in the absence of both the Chairman and the Deputy Chairman, a full-time member (if one is appointed) act with the approval of the Minister.

12. THAT in the absence of the Chairman from a meeting of the Commission, the Deputy Chairman act as Chairman and in the absence of both the Chairman and Deputy Chairman a full-time member (if one is appointed) act, and in the absence of the Chairman, Deputy Chairman and full-time member (if one is appointed), the members present elect one of their number to act.

13. THAT the provisions of the Public Service Act not apply to or in respect of the appointment of members and members not, in their capacity as members, be subject to the provisions of that Act.

14. THAT the person presiding as Chairman at a meeting of the Commission have a deliberative vote and in the event of an equality of votes, also a casting vote.

15. THAT four members constitute a quorum of the Commission.

16. THAT Aborigine groups be consulted to ascertain if they wish to be included within the definition of "ethnic groups" for future investigation by the Commission.

17. THAT special consideration be given to examining the needs of ethnic communities in country areas.

18. THAT provision be removed from the Act (section 8 (2)) that the Governor may, for any cause which to him seems sufficient, remove any member from office and instead provision be made for removal by the Governor for misbehaviour or incapacity or upon resolutions of both Houses of Parliament.

19. THAT staff of the Commission be appointed with prior reference to the Commission.

20. THAT a Planning Division be established to consist of a small number of professionals to assist the Commission in planning, co-ordinating, monitoring, evaluating and research.

21. THAT the administration of the Ethnic Affairs Division and its functions be transferred to the responsibility of the new Commission—to be renamed the Services Division.

22. THAT section 17 of the Act be retained enabling the establishment of committees.

23. THAT the existing Grants Allocation Advisory Committee and Legal Committee be retained.

24. THAT regional Community Consultation Committees be established under section 17 of the Act to replace existing consultative bodies.

25. THAT task forces be established consisting of members of the ethnic communities mounties to obtain the value of their experiences and recommendations on specific ethnic issues.

26. THAT action be taken by the Government to encourage a wider range of people, including

women and young people with ethnic backgrounds, to come forward and contribute to the process of Government.

27. THAT support be given to the recommendation made in the Interim Report of the Review of New South Wales Government Administration, for the establishment of a demography unit to collect and distribute essential economic and social data for population forecasts, and of a study group for the interpretation of economic and social trends; that the Commission be represented on and work in close liaison with these groups.

28. THAT it be taken that except where specific comment has been made in this Report to existing provisions of the Ethnic Affairs Commission Act, 1976, the Commission supports the existing provisions.

## References

- (1). Dr P. TOTARO, Chairman, Ethnic Affairs Commission.  
M/s D. Buckland, Commissioner, Ethnic Affairs Commission.  
Dr B. Goel, Senior Vice President, Ethnic Communities' Council of Newcastle and the Hunter Region.  
Dr C. Huang, President, Australian Chinese Association.  
M/s N. Lozzi-Cuthbertson, Executive Officer, Ethnic Affairs Division, Premier's Department. M/s C. Norman, Social Worker, Westside Centre, Balmain.  
M/s H. Ozcan, President, Turkish Association (Wollongong).  
M/s N. Skoroszewska, Commissioner, Ethnic Affairs Commission.

## Part B - The Immigrant and the Government

### Chapter Two

#### The Government as an Employer

##### Recommendations

1. THAT the following guidelines be communicated to all N.S.W. departments and instrumentalities:

"The advantages of fluency in a community language as well as English and an understanding of the community's varied cultural backgrounds should be highlighted, not only for positions involving direct public contact but also at decision-making levels to ensure that the needs, aspirations and special problems of more recently settled residents are brought into the ambit of Government thinking."

"Officers preparing advertisements are requested to bear in mind Government policy and directions that the fullest participation of all sections of the community be ensured. Due consideration should be given to the polyethnic nature of the public the administration serves, and steps taken to ensure that all residents of New South Wales are adequately served and equal employment opportunities offered to *all*."

2. THAT these guidelines be brought to the attention of officers preparing advertisements for vacant positions, culling applications, sitting on selection committees, running workshops in selection techniques, checking the conclusions and recommendations of selection committees and any other officers involved in recruitment and promotion processes within the N.S.W. Government administration.

3. THAT these guidelines be incorporated in the criteria for determining "the most efficient officer" to fill a vacancy and act as a reminder of government policy to ensure the full participation of all communities in N.S.W. Government administration.

4. THAT the Public Service Board's Administrative Research Committee and Job Opportunity Division continue consultation with the Ethnic Affairs Commission, the Anti-Discrimination Board and the Women's Co-ordination Unit to keep these policies under review and monitor compliance with the guidelines, including spot checks on culling from time to time.

5. THAT in many positions where there is direct contact with the public, competence in one of the major community languages and knowledge of the cultural background of one of the main countries of emigration be a desirable requirement for the performance of duties.

6. THAT advertisements for positions within the N.S.W. Government administration which do not require fluency in English or which require knowledge of community languages and cultures be placed in the ethnic press as well as the English language press.

7. That Ethnic Affairs Liaison Officers of the organizations advertising such vacancies consult with the Ethnic Affairs Commission on which positions would be appropriate for such advertising.

8. THAT advertisements to be placed in the ethnic press be translated by the N.S.W. Government Translating Service.

9. THAT the Public Service Board or others responsible for wording of advertisements for vacant positions for the English language press consult with the Ethnic Affairs Commission and Adult Migrant Education Service on wording comprehensible to applicants whose standard of English language is appropriate to the position advertised.

10. THAT Higher School Certificate passes in community languages be given adequate weighting in the basic entry requirements for clerks as either an approved subject or equivalent of an approved subject. This policy to be publicised to encourage all Australian school children to gain proficiency in community languages other than English,

11. THAT the Public Service Board in consultation with the Committee on Overseas Professional Qualifications, the relevant trade or professional associations and registering bodies and the Ethnic Affairs Commission conduct an urgent investigation into the recognition of overseas qualifications in N.S.W.

12. THAT the following statement be added to the introduction of the N.S.W. Public Service Application for Employment (Form 59):

"Applicants are reminded that overseas educational, professional and technical qualifications and work experience should be included under Sections B and C respectively."

13. THAT routine circularisation of positions available be extended down to the equivalent of Grade 5 Administrative and Clerical Division unless a department can establish a good reason for not doing so.

14. THAT the Public Service Board examine the feasibility of delegating powers of recruitment to certain Government organizations which have constant contact with immigrants and specialized knowledge of how to select the most appropriate officers to serve the community's needs in particular areas.

15. THAT the Job Opportunity Division of the Public Service Board, in consultation with the Department of Technical and Further Education and the Ethnic Affairs Commission, examine the results of the pilot in-service training course held by the Commission and the courses held by the Ethnic Affairs Division to evolve specialized training programmes for staff development officers, counter staff, supervisory

staff, personnel officers, public relations and press officers within the N.S.W. Government administration to acquire the skills necessary to serve the polyethnic public.

16. THAT the following guidelines be communicated to all N.S.W. Government organizations:

"So that new settlers employed by the N.S.W. Government can best realize their full potential and make a maximum contribution within our society, all government organizations are requested to examine the requirements of their employees in respect of basic level English, bridging courses for the English language levels required by skilled or professional employment, and for specialized English for public service purposes. Supervisors are requested to make time available for staff to attend such training programmes whenever possible."

17. THAT "Industrial English" recommendations made in Part D—Chapter Eighteen be implemented in respect of employees in the N.S.W. Government administration which would act as a pacesetter for the community in this regard.

18. THAT an interdepartmental working party comprising officers from the Job Opportunity Division or the Public Service Board, Adult Migrant Education Service, Department of Technical and Further Education and the Commission be established to devise specialist English courses for public service employees.

19. THAT a survey be made by the proposed Central Statistical Collection and Analysis Unit in consultation with the Ethnic Affairs Commission to determine the current position of immigrants of non-English-speaking origin within the N.S.W. public service; that such a survey be devised in consultation with the Anti-Discrimination Board, the Job Opportunity Division of the Public Service Board, the

Women's Co-ordination Unit and the Commission.

## **Chapter Three**

### **The Government as a Provider of Services**

#### **Recommendations**

1. THAT the Ethnic Affairs Commission, in conjunction with the Policy Coordination and Review Unit of the Premier's Department, undertake a systematic review of all N.S.W. Government departments and statutory authorities to ensure that the Commission recommendations accepted by the Government in the areas of information, delivery of services and client feedback are implemented.

2. THAT task forces be set up by the Commission to investigate particular needs in these areas. The task forces should be given specific terms of reference and a strict time limit and should include representatives, where appropriate, of ethnic communities, community aid services, trade unions, employer organizations and local government.

3. THAT the N.S.W. Government consult with the Commonwealth Government on ways to co-ordinate activities in this area to avoid duplication.

4. THAT all N.S.W. Government departments and statutory authorities deal with information to non-English-speaking immigrants as a special need and consult with the Ethnic Affairs Commission in meeting this need.

5. THAT the Ethnic Affairs Commission supply ethnic radio and the ethnic press with a co-ordinated weekly service of N.S.W. Government information of interest to the ethnic communities.

6. THAT the Ethnic Affairs Commission establish a Resource Centre accessible to organizations and individuals within government and the community who are

concerned with ethnic issues to supply material (publications, cassettes, videos, films and speakers) about ethnic communities in Australia: contributions, cultural background, expectations, needs and information for immigrants.

7. THAT the Resource Centre keep Ethnic Affairs Liaison Officers in all N.S.W. Government departments and instrumentalities informed of ethnic issues and changing needs and assist them in the implementation of the Commission's recommendations.

8. THAT the Migrant Assistance Directory be updated annually and adapted, through working parties for ethnic editions, into a more consumer-oriented publication.

9. THAT interpreting services now separately administered by the N.S.W. and Commonwealth Governments be placed under the control of the N.S.W. Government, subject to funding arrangements being negotiated and agreed to.

10. THAT pending such rationalization, continuing liaison between Commonwealth and N.S.W. Government interpreting organizations be co-ordinated by a committee convened by the Ethnic Affairs Commission, to consider qualifications for employment as interpreters, training programmes, career structures, rational deployment of staff, recruitment priorities, language and sex ratios and other matters of mutual interest.

11. THAT consolidated information on the location and scope of all interpreting services be publicised through radio, television and the printed media including posters in public places such as in public transport, post offices, courts, shopping centres, etc.

12. THAT specialized interpreter/language services be established for the Department of Labour and Industry and the Education Department.

13. THAT the State Government through its

C.I.I.S. provide free interpreting services for all Workers Compensation applicants requesting such assistance.

14. THAT the State Government approach the Commonwealth Government for funding for the establishment of a Level 3 Course (as specified in the 1974 COPQ Report) for interpreters and translators in New South Wales. The establishment of such a course should not be conditional upon the cancellation of any established courses at any tertiary institution in New South Wales.

15. THAT the Commission further investigate the setting up of Level 4 and 5 courses for interpreters and translators in consultation with relevant university departments, bodies in other States and after examination of overseas models.

16. THAT the curriculum material and training methods be of an international standard for all interpreting/translating courses.

17. THAT the recommendations of the Report of the Interdepartmental Working Party on Interpreters-Translators, February, 1977, listed below, be adopted:

Departments to be required to locate and identify positions where at least 10 per cent of the working time of the occupant is spent dealing with clients in a language other than English, and that they be required to indicate, when advertising vacant positions of this type, that a knowledge of a language or languages is desired, and to specify the languages required. (Para. 50.)

The Public Service Board to give consideration to the introduction of an allowance system for bilingual staff who spend at least 10 per cent of their time dealing with clients in a language other than English. (Paras 52 and 53.)

All Commonwealth and State departments to be required to collect and maintain registers of staff with

language skills. (Para. 57.) Such list should be circulated within the department.

Tertiary institutions to be encouraged by the Commonwealth Government to provide language training to students undertaking vocational courses, particularly in the medical, para-medical, legal, educational and related areas.

All relevant concessions to be made available each year to approved employers who are prepared to release employees on full salary to attend interpreting and translating courses. (Para. 69.)

Training institutions to be encouraged to give enrolment preference in COPQ Level 3 interpreting and translating courses to persons who are already employed as interpreters and then to those who have completed training in some other public contact discipline, e.g., teaching, social work, nursing.

18. THAT the N.S.W. Government give prompt attention to extending the C.I.I.S. to Newtown, Blacktown, Chatswood and Bankstown and that the feasibility of housing the C.I.I.S. offices in premises which could also be developed as community centres be further explored.

19. THAT all new C.I.I.S. offices be located on shopfront or ground floor levels, clearly identified with appropriate signs; that the existing C.I.I.S. offices be transferred to such locations as soon as practicable.

20. THAT a social worker be recruited for the C.I.I.S. to provide training in community resources, referral methods and crisis intervention for all interpreters and counter staff. The social worker's function should include investigation of future needs and development of the C.I.I.S.

21. THAT the possibility of appointing and training specialist information officers for those departments and instrumentalities most involved with public contact be investigated.

22. THAT information counters in government offices dealing with the public in areas of high migrant density be equipped with a dual handset telephone connected with the Telephone Interpreter Service and staff be trained in their use.

23. THAT public contact staff and those supervising the polyethnic work force be informed of the services of C.I.I.S. and Health Commission interpreters for more specialized interpreting services than those catered for by T.I.S. or bilingual employees.

24. THAT all N.S.W. Government departments and instrumentalities in consultation with the Commission compile (and update annually) a list of employees who are fluent in languages other than English.

25. THAT public contact staff and those supervising the polyethnic work force in all departments and instrumentalities be informed that these lists are lodged with the appropriate Ethnic Affairs Liaison Officers and Personnel Officers as well as with the Commission.

26. THAT the location of service delivery outlets in more accessible areas be given urgent consideration; the possibilities of "shop front" offices in suburban shopping areas or in industrial areas to be examined as well as mobile units taking government information to places like shopping centres, markets, factories, community health centres and other areas accessible to potential clients of government services.

27. THAT urgent consideration be given to keeping government service delivery and information and referral outlets open outside normal office hours preferably on Thursday evenings and/or Saturday mornings.

## **Part C - The Immigrant and the Education System**

### **Chapter Six**

#### **Community Languages in Schools**

##### **Recommendations**

1. THAT a stated objective of the N.S.W. Department of Education be the provision of facilities within schools for the study of community language and culture by all children who desire such study from the earliest years of primary school.

2. THAT in pursuit of this objective, the Department of Education at central, regional and school level should -

- (a) encourage and assist in the development of community language and culture programmes in schools;
- (b) encourage and assist in the development of intercultural studies programmes;
- (c) where appropriate, co-operate in the development of bilingual education programmes, particularly in primary schools with significant enrolments of pupils of immigrant background;
- (d) stimulate and assist in the production of school-based community language teaching materials;
- (e) develop mechanisms to facilitate co-operation between day schools and part-time ethnic schools and ethnic communities in general;
- (f) develop in-service programmes to sensitise school administrators and classroom teachers to the community language needs of children.

3. THAT in the implementation stage, where the staffing of community language classes on the normal class teacher basis proves to be impractical it is recommended that a variety of options be explored including -

- (a) designation of certain schools with a significant enrolment of a particular ethnic group as a special language centre for that community language;
- (b) use of flexible working hours provisions for community language teachers to permit special language centre schools to be open after normal school hours;
- (c) use of itinerant teachers to service a number of classes in different schools within a restricted geographical area;
- (d) the expansion of correspondence courses for children beyond the reach of in-school language classes;
- (e) the designation of further Saturday School centres as a short term measure for languages with insufficient numbers in any particular school.

4. THAT recognition for the purposes of the School Certificate and Higher School Certificate be given to all community languages for which a demand can be demonstrated and for which appropriate language specialists are available to develop syllabus documents.

5. THAT the Department of Education seeks to recruit teachers of community languages and cultures, both from teachers working in the system and from that pool of teachers with overseas qualifications and experience who have been given appropriate orientation and pedagogical training in Australia (see Recommendations on Overseas Teachers.)

## **Chapter Seven**

### **The Use of Overseas Teachers**

#### **Recommendations**

1. THAT the Classifiers' Committee of the Department of Education accepts the guidelines for recognition of teachers with overseas qualifications who are seeking employment as Community Language teachers as outlined by the N.S.W. teachers Federation; that is, that their status be permanent casual, 2-year trained, specialist conditionally certificated provided that::

- (a) they had completed at least two years initial professional training overseas prior to 1st January, 1974 and have at least three years teaching experience in other than a specialist area;
- (b) they had completed at least three years initial professional training since 1st January, 1974 and have at least two years teaching experience in other than a specialist area.

2. THAT following employment by the Department of Education, a six month full time or equivalent part time course be developed by the Department of Education in conjunction with a tertiary institution for teachers with overseas qualifications who intend to teach community languages in schools. That such a course includes -

- (a) a component on the methodology of teaching community languages as a first language;
- (b) a component on the methodology of teaching community languages as a foreign language;
- (c) a component on immigrant groups in Australia; and
- (d) a component on educational goals and

structures in New South Wales. It is further recommended that while attending such a course participants be paid an adequate allowance.

3. THAT a six month, full time intensive course be mounted by the Adult Migrant Education Service or an appropriate tertiary institution in conjunction with the Department of Education, for teachers with overseas qualifications who have some grasp of English. The aims of this course would be to improve the oral and written capacities of teachers in English and to create an awareness of, educational structures and practice in New South Wales. Further, that the N.S.W. Government seek Commonwealth Government support to have participants paid while doing the course under the provisions of the NEAT scheme.

4. THAT conversion courses of a similar nature to that mounted at Sydney Teachers College in 1977, be mounted for teachers with overseas qualifications of at least two years' teacher training and who have an adequate knowledge of English, to enable them to upgrade their qualifications to three year trained certificated level.

## **Chapter Eight**

### **Training of Teachers**

#### **Recommendations**

1. THAT a series of in-service programmes directed at classroom teachers and administrative staff in schools with a significant ethnic enrolment be developed and started as soon as possible. These programmes - developed in consultation with parents - should attempt to inform participants about the cultural backgrounds of pertinent ethnic groups and develop strategies based on teaching English as a Second Language which will enable the classroom teacher to participate in a total school approach to language learning problems.

2. THAT a task force consisting of people from ethnic communities and officers of the

Department of Education and the Ethnic Affairs Commission be established to develop possible in-service programmes for education in a multicultural society. That the members of such a task force also act as animators among personnel working in the field. Further, that the task force work in close liaison with the In-service Education Section of the Directorate of Services of the Department of Education which would be responsible for the organization of such programmes.

3. THAT all institutions concerned with teacher education be encouraged to include a significant compulsory segment on immigrant and multicultural education in their pre-service courses.

4. THAT the establishment of diploma-type courses open to qualified teachers (whether graduates or not) wishing to acquire knowledge of cultural, sociological, linguistic or practical language aspects of immigrant and multicultural education be encouraged at tertiary institutions.

5. THAT the Department of Education consider the possibility of offering preference in employment to teachers who have completed a pre-service training course with a significant multicultural component.

6. THAT consideration be given to the development of a multidisciplinary programme for education in a multicultural society funded and staffed across a number of tertiary institutions. To this end, a seminar on this subject should be arranged, jointly sponsored by the Ethnic Affairs Commission and the Higher Education Board.

7. THAT education resource centres in appropriate localities be used to display materials suitable for use in immigrant education and to act as focal points for exchanging ideas and developing new techniques.

8. THAT scholars with an expertise in contemporary culture of the source countries of Australia's newly arrived population be invited,

whenever possible, from overseas to work with teacher educators involved in ethnic studies and those personnel working in the field of curriculum and resource materials development.

9. THAT in the preparation of educational material on source countries great care is exercised both to avoid the inclusion of irrelevant material - such as ethnic stereotypes - and to ensure that information is historically up-to-date.

## **Chapter Nine**

### **Teaching English as a Second Language**

#### **Recommendations**

1. THAT the Department of Education remodel its policy on immigrant education so that the education of ethnic children becomes the responsibility of the whole system rather than of specialist staff alone; that in the implementation of this goal, which cannot but be a medium term one, any withdrawal of resources from the specialist area be linked to a commensurate increase for the mainstream system; that the Ethnic Affairs Commission, if necessary in conjunction with a community task force, monitor such a re-allocation of resources to ensure the needs of ethnic children in English language learning are being met.

2. THAT the language needs of ethnic children learning English for the first time (first phase learners) be distinguished from the needs of ethnic children who may speak English but experience difficulties with writing and reading English (second phase learners); that the English language needs of first phase learners be met initially at language centres operated by the Department of Education with intensive English language programmes and then in integrated English as a Second Language programmes within schools where language support programmes will continue to be offered to the child during his/her first years in the school system; that the language needs of second phase learners be met in mainstream classes by

appropriately trained and supported class teachers; that to meet this goal the philosophy of language learning across the curriculum be implemented.

3. THAT a medium term (3 to 5 years) objective of the Department of Education be the provision of in-service courses for all classroom teachers on the concept and practice of language learning across the curriculum.

4. THAT in the short term (1 to 2 years), there be in-service courses for several representatives of each school of high immigrant enrolment demonstrating how language teaching techniques can be applied across the curriculum.

5. THAT as far as teacher training is concerned

- (i) there be a compulsory English as a Second Language component in all pre-service courses;
- (ii) a specialist training programme be designed for teachers working as English as a Second Language Teachers in schools to prepare such personnel to work in a supporting and co-ordinating role with their colleagues in implementing a language learning across the curriculum philosophy.

6. THAT the Department of Education initiate research to-

- (i) better-define the educational needs of children from different ethnic groups;
- (ii) evaluate existing English as a Second Language programmes, in-service and pre-service training for English as a Second Language teaching, resources and accommodation.

7. THAT bilingual teachers-

- (i) be encouraged to seek placement in appropriate schools so that they can use their bilingual skills;

(ii) be encouraged to take E.S.L. positions where they can develop bilingual and community language programmes.

8. THAT the Board of Senior School Studies in conjunction with the Secondary Schools Board give urgent consideration to the possibility of introducing English as a Second Language as an approved course of study at both the School Certificate and Higher School Certificate level.

9. THAT the Department of Education increase the number of bilingual counsellors working in the field of testing and placement of English as a Second Language students.

10. THAT the Department of Education increase the number of English as a Second Language consultants; that these consultants be located in the regions of high immigrant density on the basis of one primary and one secondary consultant per region.

11. THAT a course be developed at a tertiary institution to train English as a Second Language teacher educators and, if necessary, experts from relevant countries of emigration be consulted.

12. THAT in general, personnel working in the field of teacher training in English as a Second Language at tertiary institutions and within the Department of Education not be divorced from E.S.L. classroom experience for long periods of time, preferably not longer than three years.

13. THAT English as a Second Language teacher training courses include a sociologically-oriented study of N.S.W. immigrant groups.

14. THAT English as a Second Language teaching materials be developed for first and second phase learners-

(i) with Australian content and style;

(ii) in relation to all subject areas.

15. THAT programmes be developed within the Department of Education-

(i) to assist teachers in improving their skills of diagnosis of English language learning difficulties in children;

(ii) to assist teachers in evaluating the appropriateness of existing language teaching materials for their particular classroom situations.

16. THAT in-service conferences involving teachers from all appropriate regions be organized to facilitate the wider dissemination of information on successful school level innovations in teaching English as a Second Language.

## **Chapter Ten**

### **Ethnic Aides**

#### **Recommendations**

1. THAT ethnic aides be recognized as part of the school establishment and that they be given permanent appointments in schools of high immigrant density on the basis of need.

2. THAT the Department of Education with the co-operation of the Ethnic Affairs Commission develop a duty statement for those persons working in schools as ethnic aides. That such a duty statement recognizes the special skills and experiences that bilingual/bicultural personnel bring to the school situation. Subsequently that there be an upgrading of salary and conditions for such staff. In this context, it is suggested that a change of title be considered, possibly to "multicultural school assistants".

3. THAT an extended training programme be developed, based at a tertiary institution and available both to those now working in schools as ethnic aides and possibly to people wishing to become ethnic aides. That the programme contain both formal classwork and an in-school experience component. Further, that the course be so devised that graduates from the course would be able, if they so desired, to continue their tertiary studies to become bilingual class

teachers or other bilingual welfare personnel in schools. Additionally, that successful graduates of such a programme be recognized by education authorities in the State for recruitment into schools as "Multicultural School Assistants."

4. THAT a series of two day seminars be developed jointly by the Department of Education and the Ethnic Affairs Commission for ethnic aides, school administrators and classroom teachers. The aim of such programmes would be to discuss methods and develop strategies to use ethnic aides more efficiently to offset disadvantage of ethnic pupils and parents in the school situation.

## **Chapter Eleven**

### **Involving the Parents**

#### **Recommendations**

1. THAT those personnel working in the field of school and community relations within the Department of Education adopt, as a special focus project for one year, the development of programmes and strategies for the greater involvement of ethnic parents and communities in school activities.

2. THAT in collaboration with the Ethnic Affairs Commission, the Federation of Parents and Citizens Associations, the Federation of the Infants' School Clubs, and the Department of Education establish a working party to:

- (a) investigate existing school-based programmes for the involvement of ethnic parents;
- (b) publicize such successful programmes as are found in New South Wales schools;
- (c) design an in-service programme for school administrators and parents and citizens association executives on integrating members of ethnic communities into school-based,

decision-making bodies;

- (d) examine the Brunswick Girls High School programme to involve parents in Victoria and other relevant interstate programmes as possible models for parental involvement.

3. THAT ethnic aides be properly trained in community liaison work and that one of their major functions be to act as home-school co-ordinators.

4. THAT all appropriate educational bodies in the State be encouraged to cooperate with the Schools Commission funded Education Information Service for Ethnic Communities to ensure the widest possible distribution of material from that source to all interested groups and individuals. To this end, it is suggested that there be regular consultation and exchange of information between the Service and other bodies. Further, it is suggested that articles made available by the Information Service be published, where appropriate, in the journals of these bodies.

## **Chapter Twelve**

### **Teaching Adult Immigrants**

#### **Recommendations**

1. THAT the N.S.W. Government consult with the Commonwealth Government with a view to having the State allocation for adult migrant education increased by \$2 million for 1978-79.

2. THAT within the Adult Migrant Education Service in New South Wales in 1978-79 emphasis be placed on the expansion of the following programmes:

- (a) accelerated programmes;
- (b) teaching English in the workplace;
- (c) Home Tutor Scheme.

3. THAT the Adult Migrant Education Service

day and evening continuation programmes be re-assessed to present a more highly client oriented programme under a considerably changed format.

4. THAT an Advisory Body be established to assist Adult Migrant Education Service in identifying the language and information needs of non-English speakers and of determining appropriate strategies to meet those needs: the composition and frame of reference of this body to be determined at a Joint Conference of the Ministry of Education, the Adult Migrant Education Service and the Ethnic Affairs Commission.

5. THAT in co-operation with the appropriate Commonwealth departments and with the assistance of consultants from a tertiary institution and the Ethnic Affairs Commission, the Ministry of Education in New South Wales develop the necessary mechanisms to permit a continuing professional evaluation of Adult Migrant Education Service courses. Further that a professional evaluation of the "living skills" components of Adult Migrant Education Service courses be made aimed at the development of programmes to facilitate the greater participation of immigrants in Australian society.

6. THAT the Ministry of Education in collaboration with the Ethnic Affairs Commission design and administer a research project to establish the number of non-English speakers in the community, their distribution in the State, willingness to attend English language classes and other educational needs.

7. THAT a specific effort be made within the Adult Migrant Education Service to develop teaching/learning strategies and materials for those immigrants illiterate in their first language. That specialist staff be deployed to support such a programme and that the use of bilingual personnel as counsellors and initial phase teachers be explored.

8. THAT pre-service orientation training for Adult Migrant Education Service teachers be

expanded and that Adult Migrant Education Service classes be opened to a teacher training institution to provide trainee English as a Second Language teachers with teaching practice.

9. THAT negotiations be started immediately to allow Adult Migrant Education Service staff access to State in-service networks and funding, so that they can initiate in-service courses on the teaching of English as a Second Language to adults.

10. THAT procedures for diagnosis and placement of students in English language classes be re-assessed to ensure where practicable that class members share a similar level of educational experience and a comparable level of English fluency.

11. THAT the provision of child care facilities for Community Day classes be seen as an integral part of that programme, and that these facilities be extended to other programmes wherever a need can be demonstrated.

12. THAT the provision of curriculum support services to Adult Migrant Education Service teachers be reviewed to provide greater access for classroom teachers to an expanded range of support services, particularly in syllabus implementation and resource materials preparation and development.

13. THAT consideration be given to the development of a guidance and counselling service within Adult Migrant Education Service staffed by personnel who have a demonstrated bilingual capacity and experience of working with members of ethnic communities.

14. THAT any re-organization or re-location of the Adult Migrant Education Service in the State educational structure take account of the need to enhance the Service's capacity to be highly client oriented and to provide flexible, educationally sound programmes tailored to the expressed needs of ethnic communities.

## **Chapter Thirteen**

### **Ethnic Schools**

#### **Recommendations**

1. THAT ethnic schools continue to be assisted financially, under the present arrangements, in improving the range of materials and equipment available in such schools.

2. THAT financial assistance to ethnic schools be continued on the basis of need provided some undertaking to improve standards is made by the recipients of the grants.

3. THAT to meet the short-term needs of ethnic schools, special measures be taken to provide some training for teachers in these schools. This training could take the form of:

- (a) intensive courses in pedagogical skills;
- (b) access to in-service courses available to day school teachers;
- (c) language and culture extension courses. It is envisaged that teachers from ethnic schools could attend in-service courses under provisions laid down by the State Development Committee for participation by community members.

4. THAT day schools be encouraged to offer use of their facilities to ethnic schools. It is recognized that the expanded use of the day school may require additional expenditure on such items as lighting, storage space, security and cleaning. Therefore it is further recommended that day schools which offer their facilities to ethnic schools be recompensed from funds available under the Schools Commission General Recurrent Grants Programme.

5. THAT a series of workshops involving officers of the Community Languages Materials Project of the N.S.W. Department of Education and teachers associated with the development of language teaching materials in ethnic schools be

organized by the Department of Education. The objectives of such workshops would be to foster co-operation between teachers in both systems and to facilitate exchange of information of mutual benefit.

6. THAT special encouragement should be given to projects or efforts, the aims of which are to achieve co-operation and co-ordination between the activities of day schools and ethnic schools. Education authorities could play a part in encouraging and co-ordinating local co-operation.

7. THAT the State Government fund a research study of ethnic schools in New South Wales. That this study investigate the number of ethnic community schools, their aims and objectives, enrolment, structure and organization, their teaching force, teaching methodologies and materials and accommodation. Further, that this study investigate ways of achieving co-operation and co-ordination between the activities of day schools and ethnic schools.

## **Part D - The Immigrant in the Work Force**

### **Chapter Fourteen**

#### **Employment Patterns**

##### **Recommendations**

1. THAT a detailed analysis of the future employment patterns of immigrant workers be undertaken, initially in those industries where the employment crisis is most acute, to identify:

- (a) occupations in which employment opportunities will continue to decrease;
- (b) occupations where retraining will be required to keep abreast of changes in technology;
- (c) occupations which will become redundant;
- (d) occupations in which employment

opportunities will increase.

2. THAT on the basis of this analysis a comprehensive retraining and manpower policy for New South Wales be developed, giving detailed consideration to the employment situation of immigrant workers.

3. THAT such a retraining policy encompass the development of a range of options to include:

- (a) English language classes;
- (b) bridging courses for immigrants with overseas qualifications which are currently not recognized in the State;
- (c) courses that will enable unskilled workers to acquire trade skills needed by industry;
- (d) upgrading skills that will meet the needs of the new technology;
- (e) if required, retraining be given in community languages.

4. THAT a Committee be established within the Department of Technical and Further Education to examine the training needs of immigrant workers and to develop appropriate courses in trade areas.

5. THAT employers and a representative from the National Employment and Training Scheme be represented on this committee.

6. THAT one centralized unit be established to process all applications for recognition of overseas qualifications, possibly within the future Ethnic Affairs Commission.

7. THAT the Ethnic Affairs Commission in consultation with the Committee on Overseas Professional Qualifications, the relevant trade committee and professional associations give priority to an investigation into the recognition of overseas qualifications in New South Wales.

8. THAT an investigation be undertaken to determine the extent to which the failure rate of immigrants taking trade tests is influenced by a lack of English language skills.

9. THAT a living skills programme be developed for unemployed immigrants (later to be extended to all newly arrived immigrants) to better equip them to use community resources and to compete more effectively in the labour force.

10. THAT a programme of small work co-operatives be developed whereby unemployed immigrants can use skills they possess.

## **Chapter Fifteen**

### **Health and Safety at Work**

#### **Recommendations**

1. THAT a single piece of legislation be introduced covering all aspects of health and safety at work, which would include:

- (a) an obligation on employers to ensure that all employees understand safe practices and work systems;
- (b) the compulsory issue of written statements on safety policy to all workers;
- (c) establishment of safety practice review committees, including representatives of employers and employees, in all major workplaces;
- (d) development of guidelines for the practical implementation of safety and occupational health practices in industry;
- (e) introduction of approved safety symbols, mandatory use of which could be phased in over three to five years.

2. THAT the United Kingdom Health and

Safety Act, 1974, be studied to determine its effectiveness and its appropriateness for a polyethnic work force.

3. THAT until new legislation is developed, the Department of Labour and Industry ensure that:

- (a) greater emphasis is placed on compliance with the health and safety preventions of the Factories, Shops and Industries Act, 1962;
- (b) an examination is made of ways in which its inspectors could concentrate more on their accident prevention function;
- (c) staff of the inspectorate is increased, to include inspectors with direct knowledge of ethnic cultures and languages;
- (d) government interpreters and translators are used to enable inspectors to communicate directly with immigrants.

4. THAT a safety education programme, directed at the polyethnic work force, be developed by the N.S.W. Safety Education Service, in conjunction with the Ethnic Affairs Commission and, where appropriate, the N.S.W. Film Commission.

5. THAT an immigrant rehabilitation liaison bureau staffed by bilingual counsellors be established in the Workers' Compensation Commission's Rehabilitation Unit,

6. THAT insurance companies be required to:

- (a) report cases where injured workers have been receiving compensation payments for more than one month to the Workers' Compensation Commission Rehabilitation Unit so that delays in starting comprehensive rehabilitation are minimised;

- (b) give adequate notice of intention to cut off weekly compensation payments;
- (c) provide the worker with a multi-lingual "Statement of Rights" if his payments are to be cut off;
- (d) continue payments if the worker files an Application for Determination to the Workers' Compensation Commission until the case is finalised.

7. THAT the N.S.W. Government adopt the recommendations of the Conybeare Report on Rehabilitation and replace the present adversary system in the Workers' Compensation Commission with conciliation investigative hearings.

8. THAT further research be undertaken into the incidence of industrial accidents among immigrant workers aimed at developing appropriate safety induction and 'training programmes and also to determine why immigrants appear to receive lower redemption payments than Australian/U.K. born workers.

## **Chapter Sixteen**

### **Management and the Immigrant Worker**

#### **Recommendations**

1. THAT the Ethnic Affairs Commission develop and maintain a resource centre for use by industry and training organizations to-

- (a) bring to the attention of management the possible difficulties which exist;
- (b) assist management to analyse problems in the workplace and to assist them to develop appropriate responses;
- (c) develop both print and non-print media resources for use in induction and job training programmes covering such topics as health and safety at work, workers' compensation

procedures, entitlements;

- (d) develop models to meet the needs of the multi-cultural work force.

2. THAT the Ethnic Affairs Commission liaise with a variety of management training organizations with a view to developing appropriate components in courses.

3. THAT the Ethnic Affairs Commission develop a liaison and consultative role in relation to employer organizations to increase the awareness of employers of the special requirements of the multi-cultural work force.

## **Chapter Seventeen**

### **Trade Unions and Immigrant Workers**

#### **Recommendations**

1. THAT the Ethnic Affairs Commission develop its liaison and consultative role in regard to trade unions; a standing committee to be established in co-operation with the Labor Council of N.S.W. within the Commission, to advise on matters of policy.

2. THAT the Ethnic Affairs Commission continue to liaise and consult with the N.S.W. Labor Council on matters relating to immigrants in trade unions, especially through the Ethnic Affairs Unit at present being established within the Council with a N.S.W. government grant.

3. THAT the Ethnic Affairs Commission through its resource centre assist trade unions and training organizations to:

- (a) develop effective courses in communications with immigrant workers.
- (b) develop print and non-print material to disseminate information on such matters as workers' compensation procedures, health and safety at work,

industrial legislation;

- (c) improve the language competency of their bi-lingual delegates and union staff by encouraging them to enrol in level 2 interpreter training courses;

- (d) promote dissemination of information about community services, such as the Community Interpreter and Information Service to assist unions to help their immigrant members.

4. THAT a free translation service be provided within the Community Interpreter and Information Service for use by the community, including trade unions.

## **Chapter Eighteen**

### **Communication Training**

#### **Recommendation**

1. THAT an Industrial Language Training Unit be established within the Department of Labour and Industry.

## **Part E - The Immigrant and the Welfare and Health Services**

### **Chapter Twenty-two**

#### **Current Situation: Welfare Services**

##### **Recommendations**

1. THAT the New South Wales and Commonwealth Governments urgently consult to establish clear guidelines for the allocation of responsibility and rationalization of welfare services to immigrants in New South Wales. Responsibility to be defined in terms of:

- (i) the Commonwealth Government to provide new settlers with post-arrival information on community resources, English courses and general counselling

services;

- (ii) the N.S.W. Government gradually to take over specialized services and programmes aimed at the integration of immigrants at the local community level, provided the Commonwealth agrees to financial arrangements acceptable to the State.

2. THAT a mechanism for continuing consultation between the two governments be established to ensure coordination in the implementation of the newly-defined areas of responsibility.

3. THAT to rationalize welfare services and funding within the State, existing community agencies in both metropolitan and country areas which are viable, effective and with the potential to stimulate community development, be assisted to become a community information and service base to which ethnic and other local welfare organizations are linked:

- (i) to share common resources (premises, information systems, interpreters);
- (ii) plan joint activities to meet the needs of the local community;
- (iii) co-ordinate their financial needs, including eventually making joint submissions for funding.

4. THAT the Ethnic Affairs Commission and the Department of Youth and Community Services be responsible for the planning and implementation of the above programme for rationalization of local welfare services.

5. THAT a short term programme to rationalize the use of welfare resources in the ethnic field should ensure:

that assistance and funding be given to those ethnic welfare structures which are seen to be viable and have potential for cultural exchange with the wider community.

6. THAT additional resources be provided for the expansion of the information and referral role of the Community Interpreter and Information Service, including appointment of at least one experienced information-welfare worker in each branch, to enable the service to develop as a focal point on ethnic matters for local community welfare agencies.

7. THAT representatives of the main welfare funding bodies from the three tiers of government be invited to participate in the Commission's Grant Allocation Advisory Committee to reduce duplication and to foster understanding of the financial needs of ethnic and other community welfare organizations.

8. THAT to ensure equality of access to funding, a position be created in the proposed Services Division of the Commission to:

- (a) establish a register on sources of funding and subsidies in New South Wales;
- (b) disseminate the above information to ethnic communities;
- (c) assist in clarifying eligibility requirements and in making submissions for funding;
- (d) advise on registration requirements, setting up of administrative structures and accountability procedures.

9. THAT early consultation with departmental liaison officers, particularly those from service departments, be initiated by the Commission to ensure the principles and recommendations of the Report are examined and steps taken for their implementation. Regular consultation should also be encouraged within departments at the level where such policies have to be implemented.

10. THAT the Commission continue to work closely with the Public Service Board and the Review of New South Wales Government Administration, to ensure a continuing

evaluation of the administrative and staff requirements for the delivery of welfare services to immigrants. In implementing this recommendation:

- (i) new administrative structures should (when necessary) be created and the Government's policy on regionalisation be taken into account;
- (ii) the Job Opportunities Division of the Public Service Board should examine all positions in the ethnic welfare field to ensure they have normal promotional opportunities;
- (iii) the counsellor of the Public Service Board should advise and suggest on-going training for ethnic welfare employees to enable them to progress in the public service structure.

11. THAT the Commission initiate research into current and future ethnic welfare staffing needs in New South Wales and work with relevant training institutions to plan appropriate courses.

12. THAT negotiations be undertaken with relevant training institutions to establish intensive welfare courses to meet immediate needs, priority for enrolment to be given to ethnic welfare staff already employed but without formal welfare training and active ethnic volunteers sponsored by their organizations.

13. THAT the Schools of Social Work and the Australian Association of Social Workers be approached to develop bridging courses for the upgrading of overseas qualifications not fully recognized by the profession in Australia.

14. THAT the Commission support and give assistance to welfare training institutions to integrate into existing courses an appropriate programme related to welfare work in a multi-cultural society.

15. THAT welfare training institutions be

encouraged to enrol an adequate pro-portion of people of ethnic background.

16. THAT tertiary institutions examine the possibility of establishing post-graduate courses to provide training institutions and other bodies with teachers on multiculturalism.

17. THAT specialist migrant services, employing professional staff be approached to provide facilities for welfare student placement, making an essential contribution to the ethnic welfare training field.

18. THAT the Commonwealth Department of Immigration and Ethnic Affairs be approached to facilitate entry to Australia of qualified social workers from countries of emigration. Such workers should be recognized by the Australian Association of Social Workers and have an adequate knowledge of English.

19. THAT a social workers and social planners exchange programme between Australia and countries of emigration be considered.

## **Part F - The Immigrant and the Legal system**

### **Chapter Twenty-Five**

#### **Some Legal Aspects of Accommodation**

##### **Recommendations**

1. THAT a feasibility study be undertaken by the State Government to determine the possibility and desirability of introducing a scheme similar to the Housing Voucher Experiment whereby the private rental of suitable housing be subsidised.

2. THAT the Rental Bond Board should have power to act as a guarantor where the tenant is otherwise acceptable but is unable to raise necessary bond moneys.

3. THAT all residential tenancies, whether public or private, be regulated by a Statutory

Lease, a copy of which should be supplied to the tenant immediately after the lease has been signed. A non-English speaking tenant should be given every opportunity of studying a leaflet in his own language explaining the implication of signing a lease.

4. THAT the *Local Government (Regulations of Flats) Act*, 1955, be amended or legislation be introduced to legalise "family dwelling" while it is in the ownership of the particular "extended family".

## **Chapter Twenty-Six**

### **Discrimination and Community Relations**

#### **Recommendations**

1. THAT the "British Subject" requirement be removed from the *Public Service Act*, 1902, as a condition for permanent appointment within the New South Wales Public Service.

2. THAT the New South Wales *Local Government Act*, 1919, be amended to enable all N.S.W. residents to vote in local government elections and to stand for civic office.

3. THAT the N.S.W. *Parliamentary Electorates and Elections Act*, 1912, be amended to enable persons who have resided continuously in N.S.W. for not less than one year to vote in State elections and to stand for civic office.

4. THAT this Commission work with relevant bodies to promote and to indicate means of promoting harmonious community relations, including conciliation in appropriate cases.

## **Chapter Twenty-Seven**

### **Legal Aid in New South Wales**

#### **Recommendations**

1. THAT the provision of legal aid services in New South Wales be rationalised under the jurisdiction of a State Legal Services

Commission. Such commission to have substantial consumer representation, including immigrants, and to be based mainly on the cost-efficient use of salaried lawyers who will develop expertise in assisting under privileged people, including immigrants.

2. THAT the Act constituting the State Legal Services Commission particularly make provision for legal services to be readily available to disadvantaged people, including immigrants, and educational programmes designed to promote an understanding of the services available.

3. THAT the operation of existing legal aid centres be individually reviewed to improve their liaison with community groups and to assess the quality of and the demand for the service they provide to immigrants.

4. THAT legal aid centres be established in areas containing concentrations of underprivileged people including immigrants.

5. THAT social workers be employed to work with lawyers in providing legal aid and related services. A close liaison to be maintained with voluntary and Government welfare and information agencies.

6. THAT the legal aid centres make every effort to employ lawyers and support staff with multi-lingual skills, having regard to the particular needs of the area.

7. THAT interpreter services be extended, improved and publicised to ensure that no one is deprived of legal aid because of communication difficulties and lack of knowledge. In particular, the Community Interpreter and Information Service of the Premier's Department be extended to assist legal aid centres.

8. THAT legal aid centres be funded to undertake a multi-lingual advertising campaign to publicize their services among ethnic communities.

9. THAT selected lawyers be encouraged and assisted to train in social work and the study of community languages. The availability of any such schemes to be widely publicised.

10. THAT a legal liaison officer be appointed to this Commission, to work in conjunction with and continually review the existing and proposed legal aid services ensuring that proper legal assistance is available to immigrants.

## **Chapter Twenty-Eight**

### **Role of Law Reform Commissions**

#### Recommendations

1. THAT the Attorney-General give the N.S.W. Law Reform Commission a standing reference on legal matters affecting ethnic communities and individual immigrants, and that the two Commissions co-operate on all relevant matters.

2. THAT the State Government make representations to the Commonwealth Government urging that the Australian Law Reform Commission be asked to undertake a comprehensive study from the ethnic perspective of relevant legal matters falling within the jurisdiction and the power of the Commonwealth.

## **Chapter Twenty-Nine**

### **Criminal Investigations**

#### Recommendations

1. THAT representations be made for the speedy re-introduction into the Federal Parliament of the *Criminal Investigation Bill* (Commonwealth), particularly the provisions relating to the protection of disadvantaged persons including immigrants and protection of their basic human rights.

2. THAT the State Government introduce similar State legislation in such a form that disadvantaged persons, including immigrants,

may have their basic human rights properly protected.

## **Part G - The Immigrant who Lives Outside Sydney**

### **Chapter Thirty-Two**

#### **Need for Further Review in Rural Areas**

##### Recommendations

1. THAT services provided by the State Government through the Ethnic Affairs Division in the urban areas of Sydney, Newcastle and Wollongong be extended to Queanbeyan.

2. THAT the Ethnic Affairs Commission undertake a further study to determine the needs, aspirations and problems of people of ethnic background in country areas of New South Wales.

## **Part H - The Immigrant and the Quality of Life**

### **Chapter Thirty-Three**

#### **Library Service to Ethnic Groups**

##### Recommendations

1. THAT a Co-operative Acquisition and Processing Unit be established within the State Library to:

- (a) select, catalogue and process material in community languages for both the State Library's Central Collection and for local public libraries throughout the State;
- (b) disseminate information in English and other languages regarding the existence of borrowing facilities for community language material, English classes and teaching methods;

- (c) develop multi-lingual pamphlets (including English) detailing how to borrow material and the availability of records, cassettes, etc.;
- (d) equip and administer a book mobile with print and non-print material in the six most-spoken languages with a view to bringing the library to the people;
- (e) administer in-service courses for local public library staff with a view to increasing awareness of immigrant reading needs, knowledge of immigrant cultures, knowledge of community services to immigrants and available reading resources.

2. THAT a management committee be appointed to administer the Unit consisting of representatives of the State Library, local public libraries, ethnic groups and the Ethnic Affairs Commission of New South Wales.

3. THAT the Unit's primary objective be the gradual expansion of the present central collection of foreign language books from the existing 37 000 to an eventual total of 150 000 volumes (5 000 x 30 languages) and the establishment of a small collection of audio visual material.

4. THAT the Unit make a survey of all foreign language material held in libraries throughout New South Wales with a view to:

- (a) improving the range of subject matter,
- (b) encouraging inter-library loans,
- (c) preparing a State-wide catalogue of ethnic reading material to be maintained by the Unit.

5. THAT the Unit make a survey of ethnic community reading needs in local council areas to determine:

- (a) the educational level of material,

- (b) subject matter,
- (c) social reading habits,
- (d) unmet needs,

and take steps to provide a library service consistent with the requirements of the different ethnic groups.

6. THAT in co-operation with the Public Library Division, School Library Service, Child Migrant Education Service and ethnic schools, the Unit make a survey of the needs of immigrant children for material in their native language with a view to providing an improved service.

7. THAT the Unit make a survey of the needs of immigrant women with a view to providing material pertinent to their special interests.

8. THAT the existing system of bulk book exchanges between the local public libraries and the State Library's Central Collection be upgraded to respond more directly to reader demand.

9. THAT the State Government provide financial assistance to local public libraries to expand their service to the ethnic community.

10. THAT professional schools of librarianship be encouraged to establish a structured, specialist post-professional course leading to a formally recognized qualification in library service to ethnic groups.

## **Chapter Thirty-Four**

### **Ethnic Radio and Television**

#### **Recommendations**

THAT the State Government makes representations to the Commonwealth Government for the following purposes:

- 1. Ethnic radio to broadcast a regular segment in each programme providing information to

improve access to community services. The Ethnic Affairs Commission plans to supply ethnic radio with information specifically relating to services provided by the New South Wales Government.

2. Ethnic radio to become fully involved in programmes aimed at increasing immigrants' awareness of their rights in their new country; to assist in programmes aimed at increasing safety at work, at enhancing knowledge of the need for training and retraining in programmes of continuing education and others mentioned throughout this Report.

3. To increase the professional input by tuition for ethnic broadcasters and exchanges with ABC staff and, if possible, overseas professional broadcasters.

4. To increase radio 2EA transmitter's facilities, to extend its range and allow use of additional frequencies for wider coverage. In particular, it is recommended that the expressed desire of communities in Newcastle, Wollongong and country areas to have access to ethnic radio reception be urgently met, and to start planning now another frequency on FM to ensure that all groups, including the smaller ones, have access to prime broadcasting.

5. To ensure that the new organization of Ethnic Radio be completed soon, that the responsibilities of co-ordinators and volunteer broadcasters be better defined to allow a smooth and quick evolution of Ethnic Radio from its pioneering stages to a period of consolidation and strengthening.

6. To establish a system of monitoring Radio 2EA programmes to ensure that information broadcast is balanced and that the suggested format is observed.

7. To examine the feasibility of establishing ethnic television stations.

## **Chapter Thirty-Five**

### **The Ethnic Press**

#### **Recommendations**

1. THAT the Ethnic Affairs Commission prepare and distribute a regular news service to the ethnic press and ethnic radio co-ordinators.

2. THAT the Commission establish a central file of information, photographs, etc., as back up information to stories and articles provided and related to events overseas and in Australia.

## **Chapter Thirty-Six**

### **The Film and Television Industries**

#### **Recommendations**

1. THAT the New South Wales Film Corporation, in conjunction with the Ethnic Affairs Commission, sponsors research aimed at understanding better the ethnic film audience.

2. THAT the Ethnic Affairs Commission, in conjunction with community groups, encourages private television stations to re-assess certain programmes, especially those aimed at children, with regard to their implications for community integration.

## **Chapter Thirty-Seven**

### **A "Centre of the Family of Nations"**

#### **Recommendations**

1. THAT the State Government approve funds for a feasibility study to consider the concept of a "Centre of the Family of Nations in Australia".

2. THAT the State Government approve funds for an Exhibition in 1980 featuring the variety of the Australian family, and how people

contribute to the growth and development of the State and the nation.

## **Chapter Thirty-Eight**

### **Funding of Cultural Activities Developments in Ethnic Arts**

#### **Recommendations**

1. THAT liaison be established between State, Commonwealth and other bodies which provide funds for ethnic cultural activities to rationalize their activities.

2. THAT the State Government continues to provide funds for ethnic cultural activities, with an increase to cover cost increases.

3. THAT a series of surveys be undertaken to gather the views of special groups which have received Government assistance on how such funds have been used, the benefits reaped and plans for the future.

4. THAT the Department of Education support ethnic efforts in Theatre-in-education.

## **Part I - The Immigrant Woman**

### **Chapter Forty**

#### **Immigrant Women and Education**

#### **Recommendations**

1. THAT at least half the members of the proposed Advisory Body 'to the Adult Migrant Education Service should be immigrant women. (See Chapter 12 - Recommendation 4).

2. THAT the Ministry of Education, in conjunction with the Adult Migrant Education Service, consider the following proposals:

(a) Adult Migrant Education Service English language programmes for immigrant women to be made more flexible in terms of subject matter,

teaching methods, times, venues and child-minding arrangements, to meet the needs of the various groups of immigrant women who reside in New South Wales;

(b) immediate steps be taken to ensure that immigrant women workers in industry receive special encouragement to attend on site; industrial English classes, to be held wholly in the time of the employing body. Particular attention to be paid to those factories where the majority of employees are immigrant women;

(c) intensive English courses be offered during the summer factory vacation season (in consultation with ethnic community organizations);

(d) particular attention should be given to the language needs of immigrant professional women;

(e) in view of the demand for the services currently offered to immigrant women to learn English on a one to one basis through the Adult Migrant Education Service and the Smith Family, immediate resources be earmarked to enable these services to expand to meet the needs of all women who wish to use them, and to develop appropriate teaching methods and materials, in consultation with the Ethnic Affairs Commission.

3. THAT the Department of Technical and Further Education, through its Outreach Programme, explore the possibility of running bi-lingual classes on living skills for immigrant women who have been in the country for some time.

4. THAT immigrant women with bi-lingual skills be encouraged to undergo training to teach these classes.

5. THAT literature and information produced

by the Department of Technical and Further Education on courses offered to adult women be translated into various languages and distributed throughout the institutions and centres which immigrant women frequent.

6. THAT appropriate organizations be made aware of the possibility of organising classes exclusively for women through the Adult Migrant Education Service or through the Outreach Section of the Department of Technical and Further Education.

7. THAT a pilot project using the telephone as a method of teaching immigrant women (a) English and (b) basic survival skills be evaluated.

## **Chapter Forty-One**

### ***Immigrant Women in the Work force***

#### **Recommendations**

1. THAT the recommendations adopted by the 1977 Australian Congress of Trade Unions and endorsed by the Commission on the rights of women in the work force be examined by the relevant N.S.W. Government departments and instrumentalities, for appropriate action.

2. THAT the attention of the proposed ethnic affairs unit of the N.S.W. Labor Council be drawn to the special needs of immigrant women from various ethnic groups, and also provide advice on award rates of pay and the interpretation of awards, in community languages.

3. THAT an objective of the Division of Industrial Relations of the Department of Labour and Industry be to gradually employ trained bi-lingual staff to provide telephonic and written advice on award rates of pay and interpretation of awards; and that, as an interim measure, three-way telephones be installed to facilitate the use of the telephone service provided by the telephone Interpreter Service. This information should be displayed in the workplace in community languages.

4. THAT an objective of the Division of Inspection Services, Department of Labour and Industry, be to gradually employ trained multi-lingual female staff for regular inspections of workplaces in which many immigrant women are employed; and that, as an interim measure, qualified female interpreters accompany inspectors when visits are made to workplaces where considerable numbers of immigrant women are employed.

5. THAT the Ethnic Affairs Commission take immediate steps to translate into major community languages for distribution to factories, ethnic organizations and media, information about occupational hazards, their symptoms and effects, especially likely to affect immigrant women, such as tenosynovitis.

6. THAT the use of the workplace for the dissemination or information about preventive health, especially breast and cervical cancer and occupation-related health problems, be studied by the Department of Labour and industry, the Health Commission and the Labor Council of N.S.W.

7. THAT the Ethnic Affairs Commission translate into major community languages information about such occupational hazards as tenosynovitis, their symptoms and effects, for distribution to factories, ethnic association and media.

8. THAT the right be established for all working women to take time off work for prenatal care, without loss of pay or fear of losing their jobs. Such a right to be incorporated into all industrial awards where it does not obtain presently, through negotiation by trade unions, the Commonwealth and State Governments and employers.

## **Chapter Forty-Two**

### **Immigrant Women and Unemployment**

#### **Recommendations**

1. THAT in framing new manpower and training policies (see Recommendation 2 - Chapter 14) special attention be given to the employment difficulties and training and re-training needs of women in such high immigrant density areas as the Hunter and Illawarra regions and some areas of metropolitan Sydney.
2. THAT N.S.W. Immigrant Women's Co-operatives be funded by the Commission in co-operation with the Crafts Board of the Australia Council to develop pilot crafts projects, to employ housebound women's skills in producing saleable goods.

## **Chapter Forty-Three**

### **Immigrant Women and Health**

#### **Recommendations**

1. THAT the N.S.W. Health Commission, in consultation with the Ethnic Affairs Commission and other relevant bodies, develop appropriate material for Community Health Education—both audio visual and simple printed material in community languages, preferably relying on graphic illustrations to convey the message. Such health education material should cover information on Baby Health Centres and Child Health Services, first aid, cancer checks, family planning, pre-natal care, diet, exercise, child behaviour and development matters, dental care, hygiene and similar appropriate topics. This material should be widely distributed, particularly through such channels as baby health centres, hospitals, municipal libraries and ethnic groups.
2. THAT the N.S.W. Health Commission include in its plans for interpreter services'

expansion, the provision of on-call interpreters to be available on a 24 hour basis in maternity and other hospitals with high non-English speaking clientele.

3. THAT the policies of the Baby Health Centres run by the Health Commission of N.S.W. be adapted wherever possible to concentrate as much on the health of the mother as on that of the child.
4. THAT the N.S.W. Health Commission take account of the demographic composition of the areas where Baby Health Centres are situated, in order to employ or reallocate immigrant health educators according to need.
5. THAT the N.S.W. Health Commission provide child care education in ethnic languages for mothers in maternity hospitals.
6. THAT the N.S.W. Health Commission encourage hospitals to place patients of the same ethnic group together if desired and possible, especially in maternity wards and in psychiatric hospitals.
7. THAT the N.S.W. Health Commission-
  - (a) establish pre-natal clinics to be conducted in appropriate community languages in maternity hospitals with immigrant clientele. Such clinics to operate in addition to the usual hours, on Saturdays or Thursday evenings;
  - (b) provide specialist ancillary services, such as physiotherapy for relaxation and preparation for motherhood classes to be conducted in community languages at key hospitals and/or Baby Health Centres located in areas of high immigrant density; where necessary, such services to be available after hours.
8. THAT funds be made available for further research on the situation of pregnant immigrant women, to determine how attendance at prenatal clinics and improved health of mothers

and babies can be secured.

9. THAT immigrant women be allowed the option of having a supportive person such as a mother, sister or women friend with them during confinement.

10. THAT research by tertiary institutions, in consultation with ethnic communities, into perinatal deaths be encouraged.

11. THAT to assist research into perinatal deaths provision be made for the Perinatal Death Certificate to include information on the ethnic origin of the mother.

12. THAT female ethnic workers be appointed to service a number of Health, Welfare, and Women's Centres, particularly in areas of high immigrant density, along the lines of Migrant Health Educators employed at present by the Health Commission in Baby Health Centres.

13. THAT the Home Help Service run by the Department of Youth and Community Services be extended to ensure greater participation of immigrant women, both as deliverers and recipients of this service; such participation to be encouraged through publicity on ethnic radio and in the ethnic press.

14. THAT the N.S.W. Health Commission:

- expand health programmes for immigrant women, involving health education officers and migrant health educators in consultation with the Ethnic Affairs Commission;
- initiate a pilot programme in an area of high immigrant density to develop the necessary skills among immigrant women to form information sharing and self support systems in matters pertaining to physical and mental health. This pilot programme should utilise health education officers and migrant health educators in consultation with locally based community and social workers; review hours of opening of all centres, clinics and hospitals controlled by it to ensure that they are open at times convenient to working women;

develop staff development programmes to sensitise its employees providing services to immigrant women, to the need to educate immigrant women in regard to preventive health care, especially relating to the illness of women; develop such programmes in consultation with appropriate medical personnel, as well as with people who are familiar with cultural attitudes to sickness and health of the various ethnic groups.

15. THAT the Ethnic Affairs Commission, in conjunction with the Health Commission of N.S.W. and the N.S.W. Council for the Aged encourage ethnic communities to establish and run centres for their elderly.

16. THAT the co-ordinators of community services such as House Help Service and Meals-on-Wheels ensure that non-English speaking people are made aware that such services are available, by advertising through the ethnic press and ethnic radio.

## **Chapter Forty-Four**

### **Isolation of Immigrant Women**

#### **Recommendations**

1. THAT the N.S.W. State Government approach the Commonwealth Government to co-fund the development of the Marrickville Community Centre as a multi-purpose, permanent one-stop centre which should provide various services, including family oriented leisure time activities, and community organized initiatives.

2. THAT the community be consulted and involved in the planning and development of the centre.

3. THAT in planning new suburbs or growth centres the State Government ensure that multi-purpose centres are included.

4. THAT in the planning of multi-purpose centres, the needs of the ethnic component of the community and those of women, families,

youth, and the aged are fully considered.

5. THAT wherever possible, the State Government considers developing such multi-purpose centres in established suburbs where social indicators show a need.

6. THAT "Lifeline" be encouraged to begin a recruiting campaign of immigrant volunteers from various ethnic groups. This should then be widely publicised, especially through ethnic radio.

7. THAT ethnic radio be encouraged to develop programmes especially aimed at women. That such programmes include explanations of ways to overcome emotional and social conflicts resulting from the migration process. Such programmes should be prepared by women, including young women, from the ethnic community concerned with advice—if needed—from the Ethnic Affairs Commission, the Women's Co-ordination Unit and experts on radio programming.

8. THAT programmes be prepared in community languages for young immigrant children under five, in consultation with experts in the field.

9. THAT the facilities on ethnic radio be extended to allow for "talkback" programmes in community languages on such topics as health, welfare, education, consumer affairs, legal aid and so on.

10. THAT each ethnic radio programme include a small segment of bi-lingual English language teaching.

## **Chapter Forty-Five**

### **Women's Refuges**

#### **Recommendations**

1. THAT the feasibility be studied of consolidating the present activities of the Department of Youth and Community Services regarding assistance to families in times of crisis

in a special Family Crisis Intervention Centre. Objectives of the Centre should be:

to support the work of the voluntary crisis centres, including financial assistance through grants programmes.

The Centre should also co-ordinate work within the Department in the fields of:

family counselling to help prevent family breakdown and promote reconciliation;

counselling to women who leave or have been forced out of the marital home because of violence or other untenable conditions in the home;

assistance to women and their children to find temporary accommodation in refuges or in other suitable places, and then to obtain more permanent accommodation;

assisting women to register for social benefits and to obtain other material assistance to which they may be entitled;

assisting women to establish contact with other women in similar circumstances and with relevant organizations, e.g. those which assist one parent families.

2. THAT an appropriate proportion of bilingual officers be trained through the Family Crisis Intervention Centre to work in the field.

3. THAT all officers of the Family Crisis Intervention Centre be trained to sensitise them to the needs and special problems of immigrant women and children.

4. THAT the Family Crisis Intervention Centre conduct a public education campaign to ensure that the community:

fully understands the scope and

purpose of the Centre;

comes to understand the long term consequences of parental violence on the emotional and behavioural development of children;

comes to understand the importance of the statistical relationship between parental violence and anti-social behaviour in juveniles and later in adults.

5. THAT the Family Crisis Intervention Centre, located within the Department of Youth and Community Services, be responsible to the Director of that Department through an Executive Council comprising representatives from the following organizations:

The Department of Youth and Community Services.

The Health Commission.

The Ministry of Education.

The Women's Co-ordination Unit, Premier's Department.

The Ethnic Affairs Commission.

6. THAT the person in charge of the Family Crisis Intervention Centre should be a member of this Council and be its Executive Officer.

## **Chapter Forty-Six**

### **The Immigrant Child**

#### **Recommendations**

1. THAT a conference on immigrant children be organized by the Health Commission, Department of Youth and Community Services, and the Ethnic Affairs Commission to examine the special problems of immigrant children and the effect of these problems on the psychological development of the child.

2. THAT encouragement be given to ethnic groups to organize pre-school and child care centres, with bi-lingual staff open to all children.

3. THAT the functions of Baby Health Centres be expanded, possibly through the help of volunteers to include services such as:

(a) advice to parents on community services available to them in the area;

(b) provision of effective support systems to women caring for children in their homes, advice and training in childrens' activities, health care and child development;

(c) alleviation of the isolation of women caring for children at home.

4. THAT where existing pre-school and child care centres draw their children from areas with high immigrant populations, they employ appropriate bi-lingual staff.

5. THAT pre-school and child care centres which provide only sessional care extend their hours to cater for the needs of women who work full-time and/or shift work wherever possible.

6. THAT a research project be undertaken into the child care needs of immigrant mothers with pre-school age children and of women who care for these children in their homes, in selected local government areas. Such research to be carried out by the Department of Youth and Community Services, in conjunction with the Council of Social Service of N.S.W. and the Ethnic Affairs Commission.

7. THAT the Health Commission of New South Wales instruct hospitals to inform mothers of its policies which allow them to stay with their children in hospitals in order to minimise distress.