

# **Evaluation of Post Arrival Programs and Services – Summary**

Australian Institute of Multicultural Affairs, Evaluation of Post Arrival Programs and Services - A Summary, Melbourne, AIMA, 1982, pp 1-6 and 46-55.

## **Summary of Chapters**

Overview.

Approach and Methodology.

The Demographic Context.

Initial Settlement, Adult Migrant and Child Migrant Education Programs.

Multicultural Education.

Bilinguals, Translator and Interpreter Services.

Information.

Migrant Welfare.

Special Needs.

The Law and Civil Rights.

Broadcasting and The Arts.

Co-ordination.

1. On 31 August 1977, the Prime Minister announced the establishment of a Review of post-arrival programs and services for migrants to examine the changing needs of migrants and make appropriate recommendations to ensure that these were being met effectively. The Committee of Review comprised Mr Frank Galbally, CBE (Chair-man), Miss Francesca Merenda, MBE, Mr Nick Polites and Mr Carlo Stransky.

2. The Committee was presented with a complex and challenging task. During the previous three decades, migrants from almost every nation of the world had arrived in Australia. A series of disparate programs had been established to meet their needs.

3. The starting point for the Committee was to develop a perspective on Australian society from which to identify priority needs, evaluate the responses which had been made, and propose

action that should be taken. The perspective that emerged was based on a recognition of the multicultural character of the Australian community.

We believe Australia is at a critical stage in the development of a cohesive, united, multicultural nation. This has come about because of a number of significant changes in recent years - changes in the pattern of migration and in the structure of our population, changes in attitudes to migration and to our responsibilities for international refugees, changes in the needs of the large and growing numbers of ethnic groups in our community, and changes in the roles of governments and the community generally in responding to those needs (para. 1.1).

4. The Committee concluded that it was 'necessary for the Commonwealth Government to change the direction of its involvement in the provision of programs and services for migrants and to take further steps to encourage multiculturalism' (para. 1.6). The strategy which it devised to achieve these ends was presented to the Commonwealth Government on 27 April, 1978.

5. The *Report of the Review of Post-Arrival Programs and Services for Migrants*, generally known as the Galbally Report, detailed a program of action based on four guiding principles:

- (a) all members of our society must have equal opportunity to realise their full potential and must have equal access to programs and services;
- (b) every person should be able to maintain his or her culture without prejudice or disadvantage and should be encouraged to understand and embrace other cultures;

- (c) needs of migrants should, in general, be met by programs and services available to the whole community but special services and programs are necessary at present to ensure equality of access and provision;
- (d) services and programs should be designed and operated in full consultation with clients, and self-help should be encouraged as much as possible with a view to helping migrants to become self-reliant quickly (para. 1.7).

6. The Report comprised an integrated package of 57 recommendations and a number of related proposals to be introduced over the three-year period 1978/79-1980/81. The expenditure program involved two elements, additional expenditure of some \$50m over the three years, and the continuation of expenditure made in 1977/78 on programs the Report concluded were valuable, albeit often requiring a re-definition of priorities. On 30 May 1978, the Government announced its decision to accept the proposals and the associated financial outlay.

7. The Government's acceptance of the Report and all its recommendations committed it to a major task of implementation. Directly or indirectly, the Report's proposals touched on activities in almost every Commonwealth department. The three-year timetable was demanding and required establishing new and innovative schemes and programs. Moreover, several recommendations called for the co-operation of State governments, and the participation by a variety of organisations and groups. Arrangements had to be made to commence a number of projects simultaneously and to co-ordinate and maintain impetus across a wide area.

8. On 15 September 1981, the Minister for Immigration and Ethnic Affairs requested the Australian Institute of Multicultural Affairs, under Section 17 of its Act, to prepare an evaluation of the objectives and implementation of the Report of the Review of Post-Arrival

- Programs and Services for Migrants which will:
- (a) assess the effectiveness of the implementation of the report;
- (b) determine whether the overall objectives are being achieved;
- (c) determine whether the Report's objectives and recommendations remain valid; and
- (d) recommend whether the objectives and recommendations should be pursued in the future and what changes (if any) should be made.

## ***Implementation of the Report***

9. The Evaluation has found an impressive record of implementation. Major achievements have included:

- establishing a new intensive program to provide English instruction and essential information to new arrivals
- doubling the number of grants to ethnic and voluntary organisations to undertake migrant welfare services
- extending the Telephone Interpreter Service to Canberra, Hobart, Darwin and several regional centres.

10. A related and major initiative has been the introduction of a multicultural television service in Sydney and Melbourne. The service had been foreshadowed before the Report completed its task, but the Report gave the proposal considerable impetus.

11. The Report proposed additional expenditures, over three years, of nearly \$50m above the 1977/78 base of \$45m. Spending on post-arrival programs and services for migrants increased to more than \$220m over the three years, an average of more than \$70m per year. In real terms, total expenditure in this area has matched that envisaged by the Report.

12. Set against these achievements are instances where expectations have not been realised. In some areas, the recommendations required agreement with other parties that could not be concluded. In others, circumstances changed, necessitating adjustment to recommended activities. Occasionally there were shortcomings reflecting a lack of interest and commitment on the part of those responsible or a poor appreciation of the issues at stake.

13. The Evaluation concludes that implementation of the Report's proposals has been of substantial benefit to migrants both newly arrived and longer resident; to Australia's ethnic groups; and to the community as a whole. The years since the Report have seen the establishment and extension of programs and services which together make up what is perhaps the most comprehensive system of migrant and multicultural services in the world. In several key areas, Australian provisions are unique.

## **Achievement of Objectives**

14. It is by no means a simple process to assess whether the Report's overall objectives have been achieved. The speed of progress towards such fundamental principles as equal opportunity and the ability to maintain valued aspects of one's cultural heritage, is almost impossible to measure over a brief period of three years.

15. Across the range of recommendations and associated proposals, the Evaluation has found evidence of tangible and significant gains in the direction of the central objectives. Extension of the Grant-in-Aid Scheme for welfare workers has been a major catalyst for ethnic self-help activities and has significantly increased the number of bilingual welfare staff able to provide assistance so frequently unavailable from general agencies. Interviews with recently arrived migrants point to the value of the new initial settlement program as an important source of information about essential services in Australia. Data on the use of the Telephone Interpreter Service, and community consultations throughout Australia, confirm the Service's

contribution to creating access to general services for people who are not fluent in English.

16. Detailed examination of specific areas shows considerable unevenness in the degree to which the pursuit of recommendations has served the intended objectives. This is most apparent where little or no significant activity has taken place. But it is also the case in some areas where much energy - and sometimes substantial resources - has been expended. Accounts of activity have sometimes been misinterpreted as records of achievement.

17. In terms of the pattern of progress, one feature stands out. Most movement appears to have occurred in programs and services which are relatively specific. Where the Report made broader proposals, calling on government departments and other bodies to make changes in their established general programs and policies, the evidence of responsiveness is less apparent. On occasion, objectives have been all but ignored, or pursued with little conviction.

## **Current Relevance of the Objectives**

18. The Evaluation has found the four guiding principles set down by the Report to be of continuing relevance and to constitute a clear and necessary basis for effective programs and services in a multicultural society.

19. The first principle, equality of opportunity, has long been fundamental to Australia's social philosophy. It is essential that all Australians, regardless of their ethnic or cultural backgrounds should have equal opportunity to participate in the political, economic and social life of the nation, and have equal access to the general programs and services that are established for the benefit of all members of the society.

20. The second principle is basic to a multicultural society which values the diverse cultural heritage of its members. The ability of all Australians to maintain valued aspects of

their heritage within the legal and political framework is important to individual identity and self-esteem. Increasingly, there is a recognition that Australia's diversity is not a threat to be contended with but a national resource offering all Australians new ideas and perspectives and fostering understanding and communication between groups from which all can benefit.

21. The third principle relating to the provision of specific programs and services for migrants has sometimes been criticised on the grounds that such programs are said to confer unusual benefits on migrants, and might sustain rather than change the neglect of migrant needs by general service providers. These views merit serious attention and were fully appreciated by the Report.

22. The Report's central and explicit thrust was that migrants should, as a matter of right, have access to the general programs and services available to the community as a whole. By far the most resources and greatest number of recommendations were directed toward that objective. As the necessary changes in and access to general programs would take time, special services were emphasised to be necessary for the many migrants in immediate and urgent need of assistance.

23. Beyond this, the warrant for special programs for migrants is no different from that applying to other groups with particular needs. Programs for specific groups are neither unusual in the context of the Australian system nor a source of privileged treatment.

24. The Report's fourth principle, the need for consultation between service providers and clients, and the encouragement of self-help is clearly desirable. Difficulties arise not so much with the principle but the practice - how much consultation is 'full consultation'? How much government assistance, and under what circumstances, is consistent with the encouragement of self-help?

25. The Evaluation has found considerable

support throughout Australia for the Report's view that 'ethnic communities themselves and the voluntary agencies can meet the welfare needs of migrants more effectively than government agencies' (para.l.28). In expressing this view, the Report also recognised some migrants preferred government rather than ethnic or voluntary agencies and that there was a need for a small government social and welfare work service. The Evaluation endorses this view and believes there are other groups for whom government should provide services, to 'those communities which are either too new, too fragmented or too small to be serviced through the voluntary sector'.

## **Future Developments**

26. Assessing the continued relevance of the Report's recommendations and the need for change occupies a considerable part of the Evaluation. The Evaluation's central conclusion is that the Report's essential relevance is undiminished. The package of programs and services it recommended, has made, and continues to make, a crucial contribution to the well-being of migrants and to the commitment to a multicultural nation. This conclusion rests upon the Evaluation's research, extensive contact with individuals, community groups and organisations throughout Australia, and a survey of post-arrival programs and services in a number of other countries receiving large numbers of immigrants.

27. Changing circumstances and experience however inevitably create the need for adjustment to maintain or enhance program effectiveness, and to take further steps to sustain, restore and initiate momentum towards objectives.

28. The Report faced a situation in which programs had developed with little coherence and drive, and where major gaps in services were evident. Its strategy was two-fold. A number of measures, seen as longer term in their effect, aimed to increase the general responsiveness of social institutions to the needs of migrants and ethnic communities. In the

short term, there were urgent areas of need and the Report devoted a great deal of its attention to the establishment and extension of programs and services in those areas.

29. To the extent that the Report was successful in the latter endeavour - and that appears to have been substantial - this Evaluation has been concerned to make those programs and services more effective and efficient. In some instances Report recommendations have proven ineffective or been overtaken by events, and their discontinuation is proposed. Beyond this, considerable attention is paid to the responsiveness to migrant needs of authorities which provide programs and services directed at the community as a whole.

30. With respect to special services for migrants, where these meet priority needs, and there is evidence of further needs, recommendations have been made to extend and enhance programs. Among these are the Grant-in-Aid Scheme, where recommendations to strengthen and extend the Scheme involve providing an additional \$6.25m over the next three years. Elsewhere substantial increases in the impact of programs is proposed through a re-organisation of arrangements to permit a more cost-effective basis of operation and greater program effectiveness. Thus, changes suggested to the On-Arrival Education Program will allow 38,000 more new arrivals to be taught English over the next three years for an additional \$1.5m. Under present arrangements an expansion of this order would have cost an additional \$15m.

31. In the area of general programs, the Evaluation emphasises the Report's first guiding principle - migrants' equality of access to general programs and services. The Evaluation shares the Report's view, endorsed by the Government, that each department and agency has the responsibility to take appropriate account of all members of the Australian community - whatever their ethnic and cultural background. This should be done as a matter of course and of principle, and not be dependent on extra or special funds.

32. A number of recommendations are directed at increasing the responsiveness of general institutions to the needs of a multicultural society. The Technical and Further Education (TAFE) Council for example, has acknowledged that migrants' needs are under-represented in TAFE activities. The Evaluation recommends that this awareness be acted upon, and that over the next three years TAFE direct \$8m from its existing funds to achieve these needs.

33. The Evaluation gives particular emphasis to the principle of equality before the law. The Report drew attention to several areas where statute and policy created unwarranted distinctions between migrants on the basis of their countries of origin. It regarded such discrimination as incompatible with the commitment to multiculturalism and proposed that it be removed.

34. Action in some of these matters has been slower than might be hoped, and recommendations are made to accelerate the pace of reform. Further areas of discrimination in Commonwealth legislation are identified, and proposals are made to remedy this situation.

35. In all, the Evaluation makes 89 recommendations. The net additional cost to the Commonwealth budget is estimated at approximately \$6m at current prices over the next three years. This outcome is the result of a number of significant expenditures, a number of savings where these are consistent with increased program effectiveness and a substantial reallocation of resources. The package will considerably enhance the total effective resources committed to equality of access and opportunity and direct assistance to those most in need.

36. To fully achieve this result it is essential to maintain the momentum of responsiveness by establishing formal mechanisms of monitoring and periodic, in-depth review. This was provided for by the Report as an integral part of its package. Similar arrangements are considered essential by the present Evaluation with respect to its proposals.

## **Conclusions**

37. The Report began with an outline of major social changes in Australia which necessitated new directions of programs and services for migrants and the need to encourage multiculturalism. The Government's acceptance of the Report was an explicit commitment to stimulate and support the processes of change which flowed from the Report's analysis.

38. This Evaluation has concluded that the commitment was necessary and worthwhile and recommends that it be renewed. As the demographic data presented in this Evaluation clearly demonstrates, this judgment would be warranted even if immigration into Australia were to cease tomorrow. It is all the more so in view of the virtual certainty that, for the foreseeable future, Australia will continue to be substantially enriched by people from every part of the globe.

39. Over the longer term however the achievement of overall objectives are not exclusively a matter of changes in particular policies, programs and recommendations. They depend upon the development of a recognition that the Australian community is a multicultural one, and a commitment to the principle that general programs must serve the community as a whole.

## **Summary of Recommendations**

### **The Demographic Context**

1. Future censuses should include a question on ethnic origin as well as questions on birthplace of parents and language usage.

### **Initial Settlement Program**

2. Tuition for the On-Arrival Education Program should be funded on a staff: student ratio of 1:16.7, comprising a teacher: student classroom ratio of 1:20; provision for supervision at the present ratio of 1:133; and

course designers at a ratio of 1:400. At 1981/82 levels, this would yield savings of \$2.7m which should be used to increase the number of new arrivals attending courses and to cover the costs of full-time Bilingual Information Instructors, whose tasks would include providing bilingual assistance to classroom teachers.

3. Funds should be provided for the On-Arrival Education Program on the basis of the recommended formula, with the objective of catering for 75% of adult new arrivals with little or no English by 1984/85. The annual targets should be:

Year	Percentage
1982/83	60%
1983/84	65%
1984/85	75%

4. The provision of the On-Arrival Education Program in the community should be increased to match more closely the distribution of new arrivals going into the community, as compared to hostels.

5. On-Arrival Education Program courses should comprise 20% full-time, providing for 240 hours of English tuition over 8-10 weeks; 80% should be provided on a part-time basis for 150 and 180 hours over a 10 to 12 week period. Priority for full-time courses should be given to new arrivals with least proficiency in English. The general priority presently given to migrants with an Australian Second Language Proficiency Rating of below 2 should be retained.

6. The information component of the On-Arrival Education Program should be provided to new arrivals by Bilingual Information Instructors as a separate course prior to the English language component.

7. The Department of Immigration and Ethnic Affairs should be responsible for the management and co-ordination of all services at hostels, including accommodation and catering, on the principles outlined in paras 70-73 [summarised in paragraph 68 above].

8. The Commonwealth Government should transfer its provision of settlement services provided at Community Settlement Centres, other than the On-Arrival Education Program, to Migrant Resource Centres.

9. Special benefit should be paid to new arrivals not in employment while attending On-Arrival Education Program courses. These courses should be so scheduled that new arrivals can commence them within 4 weeks of their arrival.

10. The Department of Immigration and Ethnic Affairs should extend its promotion of initial settlement services.

11. Migrant Settlement Councils should be allowed to lapse at the expiry of their present terms of appointment.

## **Adult Migrant Education Program**

12. The Joint Commonwealth-States Committee should review the present use of the Australian Second Language Proficiency Rating scale with a view to introducing, as soon as possible, the scale's use in all States and Territories to rate students' proficiency on entry to, and exit from, all classroom-based courses.

13. The Department of Immigration and Ethnic Affairs, in association with State Adult Migrant Education Services, should establish a uniform system of computer-based student records to be used for all courses and activities conducted within the Adult Migrant Education Program from 1983/84 onwards.

14. A Joint Commonwealth-States Consultative Committee on the administrative aspects of the Adult Migrant Education Program should be established immediately. It should be composed of appropriate Commonwealth representatives and representatives from each of the States.

This Committee should be consulted on the terms of appropriate agreements on administrative responsibilities within the Program for consideration by the respective

Commonwealth and State Ministers. Thereafter, the Committee should be responsible, in the light of the agreement, for advice on:

- the development and adoption of the most appropriate techniques of financial management, accounting and control including the definition of the most appropriate accounting/reimbursement period, and the extent to which delegation of financial authority might be conferred on state officers, all to be consistent with appropriate standards of public accountability

- the definition, collection and maintenance of managerially oriented data to be collected on a uniform or comparable basis, including: student numbers; teacher numbers; numbers and types of courses; course lengths; course enrolments; course withdrawal and attendance rates; teacher: student ratios; course costs; student entry and exit proficiency ratings

- promotion of Adult Migrant Education Program provisions to priority target groups.

15. Each Adult Migrant Education Service should establish one or more positions for program monitoring and evaluation purposes, using funds provided through the On-Arrival Education Program funding formula.

16. An additional \$250,000 per year should be provided for course, teacher and materials development within the On-Going Phase of the Adult Migrant Education Program over the next three years.

Course, teacher and materials development should be conducted primarily at State level under the broad guidance of the Joint Commonwealth States-Committee on the Professional Aspects of the Adult Migrant Education Program.

17. Over the next three years, \$150,000 should be allocated to the Home Tutor Scheme, to be used for the employment of an additional co-ordinator in both Victoria and New South

Wales.

18. Priority for use of 'particular purpose' TAFE funding should be given to advanced English-language instruction for specific purposes for migrants. Support should be provided at a level of 15% of the allocation in this area: this being \$2.81m in 1982/83.

19. A formal review of the Adult Migrant Education Program should be conducted by the end of 1983, using data generated for management and evaluation purposes, to plan future development and activity.

### **Child Migrant Education Program**

20. The Schools Commission should initiate a research study to identify those factors which affect the development of English-language competence and to develop an index for the quantification of need. Suitable tests should be identified and developed by the Commission to assess the level of English-language proficiency and to measure the degree of improvement in English language proficiency of migrant children.

21. A survey should be commissioned by the Schools Commission to determine the actual level of English-language competence of students from non-English-speaking backgrounds.

22. The States Grants (Schools) legislation should include arrangements for the collection of data on financial and educational aspects of the English as a Second Language Program. The Schools Commission should report annually from 1983 onwards. Its report should indicate: expenditure; numbers of teachers and associated support staff employed; the number of students benefiting from the program; the number of students in need receiving no ESL assistance; and the outcomes of ESL programs in terms of proficiency gain.

### **Multicultural Education Program**

23. Guidelines for the Multicultural Education Program should be adjusted to allocate funds equally between community language and multicultural education activities, and should ensure that funds are used for seeding purposes only.

24. The present funding of Projects of National Significance should be transferred to the Schools Commission's Special Projects Program at a level of \$328,000 per annum; and it should support a multicultural education and community languages element.

25. The Schools Commission should broaden its current review of the operations of the Multicultural Education Program to include an evaluation of the impact of the Program on school curricula and programs including:

- an assessment of the developments undertaken in multicultural education through Multicultural Education Program funding
- an evaluation of the impact of these developments
- an assessment of future community language teaching needs
- a phased program for multicultural education and community language teaching to be met by recurrent funding to schools.

26. Cultural awareness and language courses should continue to be offered to professionals and para-professionals within the appropriate stream of Technical and Further Education.

27. The Commonwealth Tertiary Education Commission should pursue with tertiary institutions steps to ensure that multicultural perspectives and components are introduced into tertiary courses.

28. The Australian Research Grants Committee should assume responsibility for funding of research projects into multicultural education and should fund such projects from its allocations for research in the humanities, economics and social sciences.

29. A National Advisory and Co-ordinating Committee on Multicultural Education should be established with responsibilities outlined in paragraph 131 [summarised in paragraph 143 above].

### ***Bilinguals, Translator and Interpreter Services***

30. The Australian Public Service should extend its activities designed to recruit and effectively deploy bilingual staff. Issues which should be considered are set out in paragraphs 27 to 30 [summarised in paragraph 150 above].

31. The National Accreditation Authority for Translators and Interpreters or its successor should proceed, as a high priority, to consult with the Commonwealth Tertiary Education Commission and tertiary education institutions about the establishment of such courses, or the introduction of interpreting/translating units within existing language courses, and report progress to the government within 12 months.

The National Accreditation Authority for Translators and Interpreters or its successor should contract appropriate tertiary education institutions or expert individuals to assess, in accordance with the Authority's standards, all outstanding interpreter and translator courses.

32. As an urgent priority, the National Accreditation Authority for Translators and Interpreters or its successor should contract with tertiary educational institutions to set and mark interpreting and translating examinations for Levels I, II, III & IV in accordance with Authority guidelines. Costs incurred by these institutions should, as far as possible, be covered by charges levied on students who sit the examination. Where costs cannot be met in this manner they should be covered by the

Authority.

33. All persons employed as interpreters and translators within the Australian Public Service should be required to obtain Level II (or higher accreditation) within two years of an appropriate test becoming available.

Where the Commonwealth uses panels of contract interpreters and translators, preference should be given to persons possessing Level II or higher accreditation, not only in their initial acceptance on the panel, but also in the allocation of particular interpreting or translating tasks.

34. An additional \$500,000 per annum should be provided to the Telephone Interpreter Service in each of the next three years.

35. The Telephone Interpreter Service should charge Telecom for its services on a pro rata basis, that is, when Telecom-related matters constitute 9% of calls, the charge should be 9% of the operating costs. The revenue thus gained should receive proper recognition when the Service's budget is being negotiated.

36. A computerised information system incorporating relevant community and professional services should be developed for all Telephone Interpreter Service centres. Particular emphasis should be placed on identifying bilingual staff and service providers.

A Department of Immigration and Ethnic Affairs officer should be responsible for updating information on such community resources. This information should be regularly incorporated into the information system.

37. Where both Telephone Interpreter Services and Department of Immigration and Ethnic Affairs Translation Units exist, they should be co-located and combined into one administrative unit at the earliest opportunity.

38. The Commonwealth should continue for a further three years its existing agreements with States to provide State-operated translation and

interpreter services to meet needs in areas of prime State responsibility.

## **Information**

39. The new Department of Administrative Services (DAS) information group should at an early stage consult with the Department of Immigration and Ethnic Affairs Information Section to develop guidelines for departmental information programs to ensure that the information needs of migrant members of the community are met. Departments should submit their proposals for information programs to the DAS group outlining how the guidelines will be met. Where these are considered unsatisfactory, departments should be advised to consult with the Information Section.

40. The Department of Immigration and Ethnic Affairs Information Section, in liaison with the Department of Administrative Services information group, should publish an annual report on the range and effectiveness of community language information services provided by Commonwealth departments and authorities.

## **Migrant Welfare**

41. The funds available to the Grant-in-Aid program should be increased to enable 20 additional grants to be awarded each year over the next three years.

42. The practice of out-turn funding should be applied to the Grant-in-Aid Scheme and from 30 June 1982, the calculation of annual grant payments to agencies should be based on the out-turn principle.

43. The levels of Grants-in-Aid in 1982/83 should be increased by 25%, and then varied in such manner that the previous loading for ancillary costs of 15% is varied to 25% for agencies with no more than one paid full-time staff member other than the Grant-in-Aid worker, or which face exceptional costs because of their locations or services; and 20% in other agencies.

44. An establishment grant of up to \$2,000 should be provided for agencies which have not previously employed a full-time welfare worker.

45. Applications for grants should be publicised, called for once a year, and assessed at the same time; one-third of the total number of grants will be awarded each year.

46. The funding of Migrant Resource Centres should be adjusted annually on an out-turn basis.

47. The composition of Migrant Resource Centre Committees of Management should generally follow the guidelines in paragraph 161 [summarised in paragraph 207 above].

48. The location of Migrant Resource Centres should be reviewed.

49. Migrant Resource Centres should be evaluated in terms of their achievement towards objectives in 1985.

50. The functions of Migrant Services Units should be revised along the lines indicated in paragraph 195 [summarised in paragraph 216 above] so that their primary responsibility is direct social and welfare work with individuals and groups in hostels. In the community they should provide a significantly reduced casework and community work welfare role, complementary to the voluntary sector.

51. A community welfare unit should be established within the Department of Immigration and Ethnic Affairs to perform the duties outlined in paragraph 201 [summarised in paragraph 217 above].

52. The allocation for the Migrant Project Subsidy Scheme should be increased to \$200,000 per annum and grants should be available up to \$10,000 each.

## **Special Needs**

53. The Commonwealth Government should:

- as a matter of urgency negotiate new reciprocal pensions agreements with Great Britain and New Zealand, such agreements to provide a model for agreements with other countries, and
- give notice that if new agreements cannot be concluded within 12 months, the present agreements will be terminated.

54. The Department of Employment and Youth Affairs should give high priority to encouraging participation in training and related programs by migrant adults and youth from groups which have high rates of unemployment and low rates of participation in programs.

55. The Technological Change Committee of the Australian Science and Technology Council should give attention specifically to the impact on migrant groups of the introduction of technological change, in its more general study of the relationships between technological change and employment.

56. Surveys of community language skills of professionals in the health and medical areas should be conducted under the auspices of the Commonwealth Department of Health.

57. The Commonwealth Department of Health should give urgent consideration to means whereby the health interpreting services and the Ethnic Health Worker Scheme can be extended, especially in those States in which these services are seriously under-represented; and give particular attention to developing means whereby private practitioners in the health professions may, in their consultations with migrant clients, gain access to health interpreters and ethnic health workers, where they are needed.

58. The Commonwealth Department of Health should develop information on health care for ethnic radio and multicultural television in areas that supplement State activities.

59. Agreements under which Migrant Resource Centres are established should specify that a

major activity will be to contact newly arrived women who settle in their catchment areas, and provide appropriate services.

60. For the first two years of the expanded Grant-in-Aid Program, as recommended in Chapter 10 of this Evaluation, at least five each year of the new grants proposed in each of the next two years should be earmarked for the support of projects relating to women, particularly in industry (apart from child-care), and for the provision of services to migrant women involved in family conflict, family violence and family breakdown situations. The fact that a number of grants has been earmarked for these purposes should be widely publicised.

61. The National Women's Advisory Council should undertake a study of the feasibility of promoting the establishment of work-place child-care as proposed in Recommendation 40 of the Report.

62. Over the next two years, five Grants-in-Aid should be earmarked for the purposes of funding community development officers to assist in the development of appropriate child-care services in areas where there are large numbers of working mothers.

63. Within the grants provided for ethnic children's services workers, the number awarded to ethnic-based organisations or groups of organisations to undertake activities as proposed by the Report should be increased to 25 by 30 June 1983.

64. A grant of \$20,000 should be given to the National Advisory Council for the Handicapped to undertake a review of the activities of all Commonwealth departments and agencies involved with the ethnic disabled, including activities undertaken during the International Year of Disabled Persons, and publish a report of its findings.

## ***The Law and Civil Rights***

65. The Commonwealth Attorney-General should make reference to the Australian Law

Reform Commission to initiate a study into the circumstances in which interpreters are used in Australian legal systems, and to formulate principles which may provide a basis for Commonwealth legislation and a model for uniform practice throughout Australia.

66. The Family Law Council should prepare a report for Government on difficulties of people with low incomes securing interpreters for Family Courts and suggest how these might be overcome, including the option of a means-tested scheme of interpreting assistance.

67. The Commonwealth Government should request all legal bodies for which it is responsible to use interpreters, wherever practicable, whose competence is of an appropriate standard and has been independently assessed.

68. The Criminal Investigation Bill 1981 should be amended so that:

- all clauses touching on police communication, whether oral or in writing, with a person in custody should specify that it be conducted only in a language in which that person is fluent.
- Clause 28 should provide that people who cannot speak English fluently not be interrogated by a police officer unless the police officer conducts the interview in a language in which both he and the person can communicate fluently, or a person competent to act as an interpreter acts in that capacity during the questioning.
- Where an interview is conducted in a language other than English, the written record should be made in that language for acknowledgment by the interviewee and, where the interviewer is not literate in the language of interview, a sound-recording should be required.

69. The Commonwealth should announce that amendments to the Commonwealth Electoral Act will be proclaimed on Australia Day 1983.

70. Action should be taken to amend all Acts covering Commonwealth employment which have a nationality requirement so that Australian citizenship is the only requirement for eligibility.

71. Commonwealth Acts discriminating between 'immigrants' and 'aliens' should be amended so that all migrants to Australia are accorded equal rights.

72. The Attorney-General's Department should prepare a report within six months for the Government on all Commonwealth legislation involving such discrimination, and a schedule of amendments necessary to remedy the situation.

73. In 1982/83, the Ombudsman's publicity program should make its major priority the dissemination in community languages of appropriate information about the office through ethnic radio, multicultural television and the ethnic press, emphasising that interpreting and translating facilities are available for non-English-speaking people. Migrant usage should be monitored to determine the effectiveness with which the Ombudsman's publicity reaches migrant members of the community.

## **Broadcasting and The Arts**

74. In 1982/83, the amount of funding for subsidies to public broadcasting services should be increased to \$650,000.

75. Over the next three years \$90,000 should be made available to public broadcasting stations to pay for the conduct of training courses for people involved in the production and presentation of ethnic programs. Guidelines for courses and the allocation of funds should be prepared by the Special Broadcasting Service/Public Broadcasting Association of Australia Liaison Committee.

76. Channel 0/28 should broadcast three minutes of community service announcements relevant to the needs of migrants and in languages other than English in each hour of

transmission. Where insufficient material is available, the Special Broadcasting Service should produce items using its own resources or should dub those available into community languages.

77. The Special Broadcasting Service should, as a matter of priority, commence the development and production of well-researched and entertaining English-language teaching segments for television. These segments should be made available to other television stations free of charge.

78. Greater emphasis should be given to the needs of groups with special needs in the allocation, design and purchase of programs.

79. A fundamental goal of multicultural television should be to encourage the use of community languages. Introductions by presenters should be in the language of the program broadcast, and in English. Community announcements should be presented in relevant languages with English subtitles; and interviews and discussions should, where appropriate to the context, be in community languages.

80. Greater emphasis should be given by multicultural television to a more equitable balance between languages reflecting the size of different language groups within the community.

81. The Government should allocate to multicultural television \$200,000 per annum over the next three years to commission the production of a series of short segments, utilising the most effective media techniques, to promote racial and ethnic tolerance in Australia. These segments should be made available to other channels free of charge.

82. Multicultural television should be shown in Canberra commencing in 1983.

83. The Australian Broadcasting Commission, in centres not receiving multicultural television, should allow multicultural television use of its facilities (when it is not otherwise broadcasting)

to show a variety of multicultural television programs in languages other than English.

84. Provision should be made for multicultural television to be carried by satellite so that the full service can ultimately be available Australia-wide.

85. The Australian Libraries and Information Council should give priority consideration to the development, at all levels of Government, of library and related information services appropriate to the needs of ethnic communities in Australia's multicultural society.

86. The Australia Council should undertake a review of its current policy and funding allocation, and take measures to ensure that in all areas of activity it is responsive to the needs of all groups within Australia's multicultural community. It should also make particular information efforts to advise artists of a non-English-speaking background that it is a source of support for individuals of talent.

## **Co-ordination**

87. A co-ordinating body to be known as the Committee on Post-Arrival Programs and Services should be appointed with the terms of reference outlined at paragraph 31 [summarised in paragraph 322 above]. The Committee should be composed of: the Deputy Secretary of the Department of Immigration and Ethnic Affairs (Chairman) and the First Assistant Secretaries of the relevant divisions of the Department of Finance, the Department of Prime Minister and Cabinet, and the Public Service Board.

88. There should be an evaluation of migrant and multicultural programs and services to commence in 1986.

89. Each Commonwealth department and authority should: ensure an Ethnic Liaison Officer is appointed from among its officers involved in policy areas and holding the position of First Assistant Secretary or its equivalent; establish appropriate mechanisms to

ensure that all relevant policy, program and information service proposals come to this Officer's attention; provide opportunities for the Ethnic Liaison Officer to gain adequate information on and understanding of ethnic groups, their needs, and the relevance of those needs to the department; and facilitate an on-going consultation between the Ethnic Liaison Officer and the department's ethnic client groups.