

New  
and  
Emerging  
Communities  
in  
Queensland



QUEENSLAND GOVERNMENT

**Multicultural Affairs Queensland**  
Department of the Premier and Cabinet

New

& **EMERGING** Communities

In

QUEENSLAND

**A profile and needs analysis  
of new and emerging communities  
in Queensland**

**Department of the Premier and Cabinet  
Multicultural Affairs Queensland**



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## **Foreword**

Queensland is a culturally and linguistically diverse society comprising over 120 ethnic communities. Some communities are large and well established, due to a long history of migration to Queensland. Other communities are relatively small and newly arrived and may lack the "critical mass" to develop ethno-specific organisations, information networks, services and advocacy strategies.

Such emerging groups may not be included in funding, planning and program development avenues, and may lack advocacy and assistance adequate to the communities' needs.

This report marks an important step in identifying emerging groups in Queensland, and including them in future program and policy development. The report will also serve as a useful resource tool for government and community workers alike.

I would like to acknowledge and thank the individuals who contributed to this report, notably the community workers who responded to the survey undertaken by Multicultural Affairs Queensland, the government agencies which supplied statistical information, Stephen Maguire who supervised the project, and Rachel Healy, who researched and prepared this report.



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## **Executive Summary**

This report arose from a growing awareness that new and emerging groups in Queensland may face unique settlement difficulties. The needs of these groups are cited as a funding priority in the Queensland Multicultural Assistance Program, administered by Multicultural Affairs Queensland. However, there is no Queensland Government definition of new and emerging communities, and only limited State-specific statistical or demographic data on these groups.

The purpose of this report is, therefore, threefold:

- to develop a conceptual and working definition of new and emerging communities, in a Queensland context;
- to identify, using available statistical data, new and emerging communities in Queensland, and their distribution across the State; and
- to undertake a needs analysis of new and emerging groups, based on the findings of a literature review in this area.

Overall, it is hoped that this report will serve the following three functions:

- to inform future policy and planning priorities across government;
- to provide a resource for government and community workers on new and emerging groups; and
- to serve as a basis for the development of formal strategies to meet the needs of emerging communities, preferably through a community development approach.

The chapter structure reflects the three purposes of the report. Chapter 1 explores the use of the term "new and emerging" communities in other jurisdictions, and concludes by offering a Queensland-specific definition. Chapter 2 uses available statistical data to identify emerging groups in Queensland, and to approximate their regional distribution. Chapter 3 analyses available research on new and emerging groups, and frames the needs analysis in the context of available settlement services.

Included in the form of an appendix are the results of a survey of settlement service providers undertaken by Multicultural Affairs Queensland (MAQ) in early 1999. The survey sought to supplement the limited statistical data available for new and emerging groups. The anecdotal survey results confirm the findings of the literature review, and provide a "grass roots" perspective on some of the issues canvassed in the report.

In broad terms, the report found that emerging groups tend to be from non-English speaking countries, which tend to be located in the following regional areas: the Horn

America and the Pacific Islands. The above regional groupings are used for ease of reference only, and the cultural and linguistic diversity of people residing within these regions is noted throughout the report. Many emerging communities are comprised of recent humanitarian arrivals, which may have particular needs, such as torture and trauma counselling or educational needs, including social living skills.

One of the limitations of a study of this type is that strategies to address the needs of emerging groups must take account of the diversity across and within the communities. Accordingly, one of the suggestions of this report is that the need for an umbrella group for emerging communities be assessed. If established, such a group could address the needs of members at a grassroots level, and with a level of cultural understanding and sensitivity which might be lacking in a formal government strategy. A New South Wales model is discussed to provide some suggestions for the direction of such an umbrella group.

The need for service providers to collect relevant data and include new and emerging communities in their planning will be pursued by MAQ through the implementation of the Multicultural Queensland Policy. MAQ will also disseminate information about new and emerging communities to ensure there is a better understanding of these communities and their needs.

# Chapter One

## Defining New and Emerging Communities

### 1.0 Overview

Any attempt to identify or define new and emerging communities must acknowledge from the outset that such groups are by nature diverse in terms of culture, religion, level of education, language(s) spoken, level of skills or qualification, and social or political background. New and emerging communities are consistently identified by governments and community groups alike as requiring highly targeted, highly specialised services and resources.

Such groups, often lacking earlier generations of settlers or an Australian-born second generation, generally lack organised advocacy or social networks, have difficulty accessing government services, and may require substantial assistance and time to settle effectively in Australia.

Consideration of new and emerging communities must be interlinked with an analysis of what constitutes the process of settlement. It can be argued that an ethnic group is no longer new or emerging when it has a majority of members who have become established, or “settled” in Australia.

This chapter analyses what constitutes successful settlement and, interlinked with this discussion, considers how best to define new and emerging communities. A range of references are used in this section, including material from other government agencies in Australia, and various texts considering settlement and emerging communities in the Australian context.

### 1.1 Defining Settlement

One of the seminal texts on settlement and emerging communities is the 1991 report undertaken by James Jupp, Andrea McRobbie and Barry York. The study considers past settlement policy, including some of the more influential reports in the field, such as *The Galbally Report (1978)* and *The Fitzgerald Report (1988)*. The report then considers settlement needs and existing provision of settlement services, outlines the new small groups in Australia, with a very helpful summary of their religious, social and/or political backgrounds, and analyses the service needs and settlement experiences of specific groups.

In defining small groups, the report uses as a benchmark groups with a maximum of 15,000 permanent residents at the time of the 1986 Census. Generally, these groups are drawn from the Balkans, the Middle East, South Asia, South-East and East Asia, Latin America, Africa and the Pacific. The report cautions against homogenising this diverse source of newly arrived communities, stressing that, even by region, few or no common cultural or social features will be found.

The report suggests that the key prerequisites for successful settlement include:

- access to English-language teaching at an appropriate level, taking both immediate ('survival') and long-term (effective literacy) objectives into consideration and making provision for workplace teaching and child care;
- effective information on services and programs in appropriate languages using accessible media;
- translating and interpreting services readily available at an appropriate level of proficiency;
- recognition and utilisation of work skills and access to the labour market and to labour market and training programs; on-arrival programs and (if necessary) accommodation to orient new arrivals and especially refugees;
- a network of ethno-specific and migrant resource facilities on a voluntary, grant-aided basis;
- the capacity to maintain language, religion and culture as a necessary psychological support;
- access to all public services through intermediary staff who are either competent in or sensitive to, the cultural and linguistic variety of their clientele;
- community relations which are not threatening or discriminatory; and
- meeting special requirements of refugees such as torture and trauma counselling or emergency economic support (Jupp 5-6).

The report later outlines two possible ways of measuring "successful settlement:" one is a "minimalist" approach, while the other is a "maximalist" approach. Both are reproduced below.

#### Minimalist Approach

A migrant is settled...

- who secures accommodation and employment;
- who does not become a charge on the public purse;
- whose physical and psychological condition does not inhibit employment;
- who is not alienated from society to the extent of becoming a social menace; and
- who can socialise with workmates and neighbours.

*(These conditions can be achieved within two or three years.)*

An ethnic group is integrated when...

- its members are not alienated from Australian society;
- its members' behaviour does not manifestly depart from mainstream norms; and
- it does not attract hostile attention from the majority.

*(These conditions presuppose a degree of cultural assimilation)*

#### Maximalist Approach

A migrant is settled...

- who is employed at the same level of qualifications and experience as before departure (or better);

- whose lifestyle is better than in the previous homeland by the migrant’s own judgement;
- who has full command of the majority language;
- who has full access to public services available to all;
- who has taken out citizenship and intends to remain; and
- who does not feel discriminated against.

*(These processes may take a lifetime)*

An ethnic community is integrated when...

- its broad social character is not significantly different from the norm;
- it can maintain its language and culture without hostility from the majority;
- its members feel free to identify with it while also feeling full citizens with the majority;
- its members are proportionately represented in positions of wealth, power and influence;
- community and media opinion-makers cease to query its legitimacy; and
- it can provide a range of social, religious and educational facilities directed at an ethnic clientele.

Clearly, the maximalist approach is the ideal way to measure successful settlement, as this approach is premised on the principles underlying multiculturalism: access, participation and equity. The focus is not upon assimilation, but upon inclusiveness and participation, combined with the right to cultural expression and respect. While this provides a useful ideal outline of what settlement might entail, it is unlikely to be achievable in two to three years.

Indeed, given the high unemployment rates of many refugee entrants, it would seem that a realistic timeframe for successful settlement involving humanitarian entrants would be five years at minimum. However, the high unemployment rates amongst more established communities, such as Vietnamese, Cambodian and Lao people, would suggest that settlement may take a considerable period of time for some communities.

Furthermore, settlement relies as much upon community attitudes as on individual motivation and support from the community and government sectors. Given the widespread hostility towards immigration, and the unfounded fears and prejudices which many Australians hold in this regard, policy makers must remain mindful of developing community relations as much as targeted services. Indeed, many community and volunteer workers identify friendship and community support as key needs of newly arrived migrants (see Appendix 1 for further discussion). This highlights the fact that settlement is both an individual and a community process.

## **1.2 Defining New and Emerging Communities - precedents in other jurisdictions**

The term new and emerging communities has been used fairly broadly by researchers, and its use is generally determined by the nature of the research being undertaken. Hurrivet Babacan interviews “emerging” communities in *I Still Call Australia Home*:

*An Exploration of Issues Relating to Settlement and Racism.* On several occasions, Babacan refers to the subject communities as “newly arrived,” and uses this term in its most literal sense. Newly arrived groups are seen as those which have arrived in the last five years and, in particular, within the last two years. The method by which the groups in question were identified is not made explicit, other than that they were seen to be newly arrived.

In its 1999 report, *New Country, New Stories*, the Human Rights and Equal Opportunity Commission (HREOC) considers the potential risks to human rights of people in new and emerging communities. For the purposes of that report, emerging groups were defined as “communities with less than 20,000 people in Australia most of whom had been in Australia for less than 10 years (HREOC 9).”

The definition offered by the Commonwealth Department of Immigration and Multicultural Affairs (DIMA) also rests upon a specific statistical assessment of communities. Those communities which number between 1,000 and 15,000 at the time of the 1996 Census, and which had grown by at least 15% since the 1991 Census, are included for the purposes of research.

Almost all post-Census arrivals had been in Humanitarian categories for the communities identified according to these criteria. This characteristic, combined with the fact that most of these groups comprised few, if any, long-term residents, suggested that the communities would be “high need” groups with respect to settlement assistance.

As a reference for identifying new and emerging communities in New South Wales, the Ethnic Affairs Commission (EAC) of New South Wales draws upon the work of Jupp et. al.

The EAC identifies new and emerging communities as those:

- lacking institutional resources and being unable to draw on collective experience;
- needing to attract members who are settling in and have growing family commitments;
- which are not part of existing networks of funding;
- where the numbers they can call on are small and newly arrived;
- which have not created a media and lack communications interstate and within a metropolis;
- where family networks are likely to form a substitute for formal organisations [due to lack of information about, or access to, wider services];
- which lack completed family networks (including a locally-born adult generation), numbers and collective resources, knowledge of existing services, or effective organisations within a national network; and
- which are unfamiliar with submission-based government funding and have little influence on political processes, while also having ineffective links with others in a similar situation.

The EAC identifies the following factors as being likely to influence the degree of vulnerability experienced by a group:

- lack of English;
- a refugee or uprooted background;
- low levels of education and skill;
- a high proportion of women;
- high visibility;
- cultural distance from the Australian majority (such as Muslim people);
- lack of consolidated structures and resources; and
- susceptibility to unemployment.

The EAC then lists communities which are seen to fall within the above categories, including Latin Americans, Afghans, Ethiopians, Iranians, Pacific Islanders, Tamils, Fijian Indians and people from the Balkans. Advice from the EAC as at February 1999 was that no specific research had been undertaken in New South Wales into the communities identified in this instance.

The Australian Capital Territory (ACT) Office of Multicultural and International Affairs identified a report produced in 1997, *The Needs of New and Emerging Communities in the ACT* as being useful for the purposes of this report in terms of methodology and scope.<sup>1</sup> This report also draws heavily upon Jupp et. al.'s definition of small and emerging communities. The report briefly identified the likely characteristics of these small and emerging communities, which included:

- small numbers in any one population centre;
- weakness of established support structures;
- lack of established family networks; and
- relative lack of familiarity with mainstream services.

The report did not offer any substantive definition of new and emerging communities: as in the EAC's unpublished reference tool, these communities were seen to have a set of common characteristics, but no conclusive statistical, demographic or social criteria were established with which to identify them. The report is based upon two rounds of community consultation and research with those groups identified as being new or emerging. However, the report does not outline how these target groups were selected, other than that they were seen to have the characteristics of small and emerging groups.

The final report which will be examined in the context of defining new and emerging communities is the *Request for Tenders for a Consultancy to Produce a Series of Victorian Community Profiles*, circulated by the Victorian Multicultural Affairs Unit. The document offers a comprehensive definition of new and emerging communities. The purpose of the consultancy was to facilitate the incorporation of social, economic and cultural characteristics of communities into policy development and planning, and

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<sup>1</sup> Galla, Amareswr. *The Needs of New and Emerging Communities in the ACT*. Canberra: ECC(ACT), 1997.

his purpose to a large extent informs the definition of new and emerging communities which is offered.

The Government identified five selection criteria, some or all of which would qualify a group as a new or emerging community:

1. the group must have recently entered Australia under a refugee or humanitarian program;
2. the group must have demonstrated a significant percentage increase in the number of people in the community between 1991-96;
3. the group must comprise over 500 permanent residents in the State;
4. the group must be a demonstrated high user of government services; or
5. the group must be unlikely to have been included in the national profile series undertaken by DIMA.

Here, the term “new and emerging communities” is used to identify those communities in need of government services, which are unlikely to have been identified in studies undertaken by other agencies. The definition of such communities is therefore linked pragmatically to the underlying aims of the Victorian Government’s consultancy.

### **1.3 Defining New and Emerging Communities in Queensland**

This report seeks to identify new and emerging communities for the purposes of informing future Queensland policy priorities, and as a possible basis for the development of strategies to address the needs of these groups. The definition offered in this report will, therefore, be informed by these two key objectives. For the purposes of this report, new and emerging communities will be seen as:

- communities which have only recently settled in Australia,
- communities whose numbers have increased significantly in the last five years and who are likely to have significant need for government services; and/or
- communities which do not yet have the resources or numbers to have established community infrastructure.

These communities will likely be in need of substantial, targeted government services and advocacy, and may well have entered Australia under the Humanitarian Program. To avoid including established communities whose numbers have continued to increase significantly, the second criteria stipulates that communities whose numbers are growing must also be likely to require government services.

Both DIMA and the Victorian Government excluded very small communities from their respective research, as these communities were considered too small and the numbers too volatile. In the case of Victoria, the minimum population base was 500 and, for DIMA, the minimum was 1,000.

As Queensland receives a smaller percentage of migrants than Victoria, particularly humanitarian entrants, some emerging communities in the State will comprise less than 500 people. These include groups from countries with a high proportion of humanitarian entrants, including Eritrea, Sudan and Somalia. To exclude these groups would be to ignore some of the most vulnerable groups in Queensland. Therefore, no minimum numbers have been set for the purposes of this study.

In the next chapter, new and emerging communities in Queensland are identified according to the criteria outlined above. Statistical data is used to identify groups

which have increased significantly in recent years, including a separate analysis of humanitarian source countries. Having examined statistics relating to arrivals and visa categories, the chapter concludes by considering statistical data provided by two government service providers. The level of demand for these services indicates, to some extent, the level of need within the groups identified as new and emerging. This cannot necessarily be taken as a definitive indication of levels of need in the community: it is possible that some groups may need these services but, for any number of reasons, may be unaware of the services or unable to access them. Nevertheless, the data provides a useful profile of those communities identified.



## Chapter Two

### Identifying New and Emerging Communities

#### 2.0 Overview

This chapter identifies communities, grouped by country of origin, which have experienced an increase in immigration to Australia in recent years. In most cases, this increase is indicative of the group's relatively recent migration history to Australia. Countries falling into this category include African countries, such as Somalia and Sudan, and Middle Eastern countries, including Iran and Iraq.

In other cases, however, the increase is indicative of a new wave of migrants coming to Australia from the source country. For instance, entrants from the Balkans have a 50 year history of immigration to Australia, yet recently there has been a marked increase in arrivals, due to the high numbers of humanitarian entrants fleeing turbulence in the region.

Arrival patterns are analysed by year of arrival, as well as visa category. Following the analysis of recent immigration patterns, some statistical data relating to government services is also analysed, to provide an indicator of need amongst the communities identified as new and emerging.

#### 2.1 Methodology - Statistical Data

The two main tools used for identifying new and emerging communities were statistical data and a survey undertaken by MAQ. In this chapter, statistical data is analysed, with the survey results included in Appendix 2 for comparison. The most comprehensive statistical data on ethnic communities, their location, and their settlement history, is contained in the 1996 Census statistics. However, these figures are now three years out of date, and will therefore fail to capture those groups which have settled very recently. The most recently arrived groups are considered to be those which would likely be in most need of immediate settlement support.

Another key statistical tool is DIMA's Settler Arrivals figures. The advantage of using these statistics is that they include every person immigrating to Australia legally (including those *not* entering under the Migration or Humanitarian Programs, such as New Zealand entrants). Entrants complete an arrivals card which asks them to indicate their intended State of residence, so the cards serve as a means of tracking the initial location of entrants. As DIMA publishes these figures annually, figures for 1997-98 have been available for use in this report, providing more current figures than the Census data. These figures provide a breakdown of entrants by visa category, enabling identification of communities with high numbers of humanitarian entrants.

For similar reasons, DIMA's Settlement Database provides statistical data on settlement patterns of immigrants, and can provide a breakdown of entrants by visa category. Information from the database on humanitarian settlement in Queensland is analysed in this chapter, after a general analysis of Settler Arrivals statistics.

Consideration was given to using DIMA's Longitudinal Survey of Immigrants to Australia (LSIA) data, which is based on exhaustive interviews with migrants in three successive waves: wave one was three to six months after arrival; wave two was 15-18 months after arrival; and wave three was approximately three and a half years after arrival. However, following consultation with the LSIA Data Manager, it was concluded that the sample was too small for a reliable estimate at fine levels of aggregation. For instance, even classification by region of birth would not yield reliable estimates for smaller groups, which are the very groups this report has sought to identify. Nevertheless, reports based on national LSIA data are discussed in chapter four.

## **2.2 Methodology - Grouping of Communities**

With regard to the way in which communities are identified, three options are available: grouping by country of origin, by language spoken at home, or by religion. Ideally, a combination of all three indicators would be used, as none of the three indicators will capture all ethnic groups.

First language is a means of identifying minority ethnic groups, or groups which cross national borders, such as Kurdish or Armenian people. In these instances, place of birth would not have been a useful cultural indicator.

In some instances, however, using first language as an indicator is not useful. For example, if one identifies a person as speaking Arabic, this could include people from Algeria, Egypt, Iraq, Jordan, Kuwait, Lebanon, Morocco, Palestine, Saudi Arabia, Syria, United Arab Emirates, Yemen and other countries. Conversely, first language would identify a Kurdish person, where country of origin would not.

Religion is also a means of identifying religious minorities, which would not otherwise be identified by country of origin. Given that religious networks play a crucial role in settlement for many people, identification by religion is important.

For instance, it may be more useful to know that someone is of the Baha'i faith, than knowing that they were born in Iran. Similarly, knowing that someone is Assyrian may be more useful than knowing that they were born in a Middle Eastern country, as many Assyrians would be likely to enter Australia to avoid religious persecution. People entering Australia as refugees, who have been persecuted in their former home countries for their religious faith, would be more likely to identify themselves by religion than by country.

Clearly, a comprehensive profile of communities in Queensland would require consideration of all three cultural indicators, and would need to be mindful of the political, religious, social and cultural backgrounds of the societies from which entrants have come. However, given the preliminary nature of this report, and the type of statistical data available, country of origin is the most reliable indicator for identifying communities in this instance.

It is acknowledged that this will fail to capture some vulnerable groups in Queensland, and it is hoped that, should further research be undertaken in the future, all three indicators of ethnicity will be used to provide more reliable profiles than can be done here.

### **2.3 Settler Arrivals Statistics - by Country of Origin by Year of Arrival**

The following countries are those where a percentage increase in arrivals has occurred in the 1996-98 financial years, in comparison to the financial years 1991-96. The list is considerably shorter than the later lists which are compiled using Census data, as the Settler Arrivals statistics list fewer countries. However, the benefit of these statistics is that they cover the years 1996-98, which are not covered by Census data.

In some cases, it was impossible to make meaningful deductions from the statistics. For instance, numbers of settlers from Afghanistan were consistently small, but there was too much variation in the years being compared for any meaningful pattern of migration to be deduced.

All listings of countries are grouped by global regions for ease of perusal, although it is acknowledged that there will be significant diversity between groups from every region.

<b>Settler Arrivals - Most Recent Arrivals by Country of Origin, 1996-98</b>	
Cook Islands	Ethiopia
Western Samoa	Somalia
Bosnia-Herzegovina	Indonesia
Croatia	Pakistan
Iraq	
Iran	
Sudan	

### **2.4 Settler Arrivals Statistics - Humanitarian Entrants by Country of Origin, 1997-98**

The table below outlines countries with a substantial proportion (greater than ten percent) of people entering under the Humanitarian Program in 1997-98. The table shows the number of humanitarian entrants by country of origin, as well as the proportion of humanitarian entrants as compared with other visa categories for each birthplace group. These groups could be considered the high priority new and emerging communities settling in Queensland.

Recent Arrivals by Visa Category 1997-98			
Country of Origin	Number of Humanitarian Entrants	Total Entrants across all Visa Categories	Percentage of Humanitarian Entrants
Bosnia-Herzegovina	277	288	96%
Croatia	91	107	85%
Iran	10	44	23%
Iraq	24	27	89%
Sudan	35	38	92%
El Salvador	6	8	75%
Ethiopia	9	20	45% (Eritrea not listed)
Kenya	9	23	39%
Somalia	45	48	94%
Vietnam	44	172	26%
Afghanistan	18	21	86%
Pakistan	15	25	60%

Note that under the “other” category for Europe and the Former USSR, 100 out of 270 entrants were humanitarian entrants. It is likely that most of these people were from the Former Yugoslavia and recorded themselves under one of the other possible listings for this region. Accurately tracking entrants from the Former Yugoslavia is almost impossible. One officer working for a Commonwealth Government agency related that clients from within the same family group had recorded themselves variously as Serbian and Former Yugoslavian. This highlights the difficulty of recording accurate data on arrivals from this area of Europe.

This report at times refers to entrants from the Former Yugoslavia. It is acknowledged that this term is not the preferred way to describe people from this region (which now comprises separate countries). Nonetheless, the way in which data is collected and presented means that this term is sometimes unavoidable.

### **2.5 Recent Humanitarian Entrants – Settlement Database**

This table shows country of origin and region of settlement of humanitarian entrants arriving in Queensland between 1 January 1997 and 11 March 1999. The Settler Arrivals statistics (above) captured humanitarian entrants intending to settle in Queensland within the 1997-98 financial year (ie 1/7/97 to 30/6/98). This table therefore gives a more current overview of humanitarian entrants, and their settlement patterns.

Countries with very small numbers of humanitarian entrants (less than five) are not included in this list. Such countries include Austria, Hong Kong, Kuwait, Norway, Philippines, Switzerland, Thailand, Tibet, the Former USSR and two entrants from an unknown source country.

<b>Humanitarian Entrants by Birthplace and Region of Settlement</b>									
<b>Birthplace</b>	Not specified or Invalid	Brisbane	Moreton	Darling Downs	Fitzroy	Mackay	Northern Queensland	Far North Queensland	<b>Total</b>
Afghanistan		41							41
Bosnia-Herzegovina	6	469	81		2	4		4	566
Burma		5							5
Croatia		135	38			7		3	183
Arab Republic of Egypt		7	1	2					10
Eritrea		20							20
El Salvador		7							7
Ethiopia	3	16							19
Federal Republic of Germany/Germany/Germany/		20	5						25
Iran		9	4		5				18
Iraq		70	10				1		81
Kenya	1	7					2		10
Pakistan		49							49
Slovenia		1	4						5
Somalia	1	85					30		116
Sri Lanka		6			3				9
Sudan	17	94		15			9		135
Vietnam	1	54	1				6		62
Former Yugoslavia	8	448	49					2	507

The total number of humanitarian entrants for the period was 1,868.

### **2.6 New and Emerging Communities - 1996 Census Data**

Using 1996 Census data, the following countries were identified as the birthplace of people who had arrived only recently to Queensland, or whose numbers had increased in the last five years (1991-96), as compared with the previous five years (1986-91). The countries in the first list recorded arrival numbers over 100. Those which appear in the second list recorded arrival numbers under 100 - while this data is not reliable, it has been used due to a lack of statistical alternatives.

All of the countries identified by the Settler Arrivals statistics are captured again in the Census data below. The Census therefore confirms the findings from the Settler Arrivals data cited in section 2.3. Where total numbers of arrivals in any given year were below 10, the countries were not cited, due to extremely small and unreliable numbers.

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**Increase over 1991-96, as compared with 1986-90**

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<i>More than 100 arrivals per year</i>	Indonesia
Western Samoa	Malaysia
	China
Former Yugoslavia (not further defined)	Hong Kong
Bosnia-Herzegovina	Japan
Croatia	Republic of Korea
	Taiwan
Iran	India
	Singapore
Zimbabwe	Thailand
	Sri Lanka
<i>Less than 100 arrivals per year</i>	Kuwait
Solomon Islands	Saudi Arabia
Vanuatu	Turkey
Nauru	United Arab Emirates
Cook Islands	Morocco
French Polynesia	Sudan
Tokelau	Iraq
Tonga	Jordan
Albania	Ghana
Former Yugoslav Republic of Macedonia	Nigeria
Slovenia	Somalia
Former Yugoslav Republic of Serbia/Montenegro	Tanzania
Bulgaria	Eritrea
Slovak Republic	Ethiopia
Former USSR and Baltic States (not further defined)	Burma
Russian Federation	Macau
Ukraine	Afghanistan
Kazakhstan	Bangladesh
	Maldives
Argentina	Nepal
Brazil	Pakistan
Colombia	

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Some European communities listed above are not new to Queensland: rather, they are experiencing a second (or third) wave of migration. This is the case even with people from the former Yugoslavia, although they are still considered as new and emerging because this newer wave of arrivals typically comprises humanitarian entrants, and therefore requires significant support, particularly counselling for people who have experienced torture and trauma.

Listed below are countries of origin which registered a percentage increase in settler arrivals in Queensland, in the decade 1986-96, as compared to the period prior to 1986. These countries did not appear on the list above, but are included due to their relatively recent history of migration to Queensland.

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Increase over 1986-96, as compared with the period prior to 1986 (not including countries listed above)

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*More than 100 arrivals per year*

Fiji  
Philippines

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*Less than 100 arrivals per year*

Slovak Republic  
Bahrain  
Laos  
Peru  
Mexico

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## **2.7 Analysis of Statistical Data**

Appendix 1 provides a detailed breakdown of new and emerging communities identified in the analysis above, by Local Government Area. This provides some indication of the regional distribution of groups, although the analysis is limited by the difficulties in reliably dis-aggregating Census figures at the local area level. These issues are discussed in more detail in the appendix.

This raw data is simply a first step in identifying new and emerging communities. Some of the countries listed here are precluded as emerging groups according to the definition offered in chapter one. For instance, although arrivals from Japan, Hong Kong and Singapore have increased significantly in recent years, these communities in Australia do not comprise significant numbers of disadvantaged entrants, such as refugees, and do not have the levels of need which are identified in other groups. Most entrants from Hong Kong and Singapore arrive under the business or skilled category, and are therefore more self-reliant than many small communities. Entrants from Hong Kong, the Republic of Korea, Japan, Singapore and Taiwan are not considered in this report. Similarly, statistical data on entrants from Anglo-Celtic countries, such as the United Kingdom, the United States of America and Canada were not considered at all in compiling the above lists, as such entrants do not fall within the profile of emerging groups.

Other groups have experienced a decrease in recent arrivals and have significant numbers, yet have been identified by government departments and community workers as continuing to require significant levels of assistance. The Vietnamese community falls into this category.

In chapter one, new and emerging communities were identified as:

- communities which have only recently settled in Australia;
- communities whose numbers have increased significantly in the last five years and who are likely to have significant need for government services; and/or
- communities which do not yet have the resources or numbers to have established community infrastructure.

The statistical analysis in this chapter has identified groups which meet the first criteria (recency of settlement). A comprehensive assessment of new and emerging communities in Queensland would need to examine these groups, and determine which ones also meet the criteria of needing government services and lacking community infrastructure.

Of the many countries of origin identified in this chapter, the priority groups would be:

- those with high numbers of humanitarian entrants, as identified in sections 2.4 and 2.5;
- those with very small numbers and little community infrastructure; and
- those identified as requiring high levels of settlement assistance.

Any future research in this area should examine the groups identified in this chapter against the above indicators of priority, to reduce the list to a manageable size.

## **2.8 Use of Government Services**

### **Translating and Interpreting Service**

The Commonwealth Translating and Interpreting Service (TIS) was able to provide a list of the top 50 requested languages for on-site interpreting in Queensland. This list provides an indication of which groups most require interpreting services (and, therefore, are most likely also to require English language assistance). This list should be treated with caution, however, as it is possible that those most in need of such services are not accessing them for a variety of reasons.

For ease of reference, the list has been converted into tabular form, including a list of the countries where each language is spoken, and the number of people in Queensland who spoke that language in 1996, according to the Census table, “usual residents in Queensland by language spoken at home.” The main refugee source countries and languages appear in bold.

<b>Language</b>	<b>Countries where language is spoken</b>	<b>Population in Queensland which speaks the language</b>
1. Vietnamese	Vietnam, Cambodia, Laos	11,850
2. Bosnian	Bosnia-Herzegovina	1,182
3. Spanish	Spain, Central and South America	8,508
4. Serbian	Serbia	2,271
5. Cantonese	Hong Kong, China, Taiwan	15,956
6. Mandarin	China	11,483
7. Croatian	Croatia	4,019
8. Somali	Somalia, Kenya, Ethiopia	not identified in Census statistics
9. Arabic	Algeria, Egypt, Iraq, Jordan, Kuwait, Lebanon, Morocco, Palestine, Saudi Arabia, Syria, United Arab Emirates, Yemen and others	3,435
10. Farsi/Persian	Iran, Iraq, Afghanistan, Assyria	1,189
11. Russian	Russia	2,482
12. Korean	North and South Korea, Japan, China	2,473
13. Khmer	Cambodia, Vietnam, Thailand	772
14. Polish	Poland	5,334
15. Italian	Italy, Switzerland, San Marino	24,807
16. Greek	Greece	11,266
17. Thai	Thailand	1,641
18. Japanese	Japan, Brazil, USA	6,271
19. Romanian	Romania	1,261
20. Tagalog/Filipino	Philippines	8,211
21. Macedonian	Macedonia, Bulgaria, Greece	830
22. Samoan	New Zealand, Samoa Island	not identified in Census data
23. Turkish	Turkey, Bulgaria	1,174
24. Indonesian	Indonesia	2,129
25. Tigrinya	Ethiopia	not identified in Census data
26. Amharic	Ethiopia	not identified in Census data
27. Finnish	Finland	2,462
28. French	France, Canada, Belgium, Netherlands, Luxembourg, Monaco	6,050
29. Hindi	India, Africa, Fiji, Surinam	4,089
30. Hungarian	Hungary	2,840
31. Sinhalese	Sri Lanka	1,106
32. Portugese	Portugal, Brazil	1,307
33. Hmong	Laos	not identified in Census data
34. Lao	Laos	632
35. Kurdish	Turkey, Iraq, Iran, Syria	54
36. Assyrian	Assyria	not identified in Census data
37. German	German, Austria, Switzerland	16,426
38. Albanian	Albania	279
39. Bulgarian	Bulgaria	not identified in Census data
40. Ukrainian	Ukraine	796
41. Urdu	Pakistan, India	477
42. Czech	Czech Republic	1,047
43. Tongan	Tonga Island	980
44. Malaysian	Malaysia, Singapore, Thailand	917
45. Punjabi	India, Pakistan	not identified in Census data
46. Dutch	Netherlands, Belgium	7,666
47. Slovak	Slovak Republic	513
48. Dari	Afghanistan	not identified in Census data
49. Fijian	Fiji	774
50. Pidgin	Papua New Guinea	not identified in Census data

Severable notable points may be deduced from this list. First, the top interpreter request was for Vietnamese, yet the Vietnamese community is not really newly arrived, having been immigrating to Australia for over 20 years. This supports

anecdotal evidence from service providers, and other government statistics, which suggest that the Vietnamese community continues to be disadvantaged, in spite of not being a newly arrived group.

Also notable is that some of the most demanded languages in the this list were from communities which are newly arrived and have relatively small populations bases, indicating a high level of need. Examples include requests for Bosnian, Serbian, Croatian, Arabic, Farsi and Russian. Kurdish was the 35<sup>th</sup> most requested language, yet Queensland has a population of only 54 Kurdish speakers, as at 1996.

Particularly significant is that Somali was the eighth most requested language - if arrivals from Somalia, Kenya and Ethiopia are totalled using 1996 Census population statistics, then 1,176 people in Queensland may speak Somali (other languages are spoken in Ethiopia, while many Kenyans would be likely to speak English given the country's colonial history). Also notable is that Tigrinya and Amharic numbered 25<sup>th</sup> and 26<sup>th</sup> most demanded languages, yet the population base from Ethiopia in Queensland is 153 as at the 1996 Census population statistics (this would certainly have increased in recent years, but would nonetheless be a small number).

#### **Adult Migrant English Program (AMEP)**

AMEP is a Commonwealth funded English language tuition service, which offers newly arrived immigrants up to 510 hours of free tuition. The program offers full-time and part-time courses, as well as home tuition and distance learning. Free childcare is offered for all clients.

The list below indicates the rate at which eligible clients from different countries are accessing AMEP, for the period between 1 July 1996 and 26 February 1999. Only countries which appear in the list of TIS users above, and which have been identified as recently arrived, are cited in this list, as the complete list of AMEP users is very long.

Some of the countries which recorded high dependence on TIS are not accessing AMEP in large numbers. This suggests that either information services are not adequately reaching these potential clients, or that AMEP is not delivered in a way which is culturally appropriate for these countries.

Unreliable data may be attributed to the fact that collection of some data relating to AMEP is not mandatory.

Country of Birth	Participation Rate in AMEP
Albania	43%
Argentina	84.6%
Barbados	no eligible clients
Bolivia	0%
Bosnia-Herzegovina	63.5%
Botswana	no eligible clients
Brazil	87.5%
Cambodia	30%
Chile	57.1%
China	54.3%
Colombia	54.2%
Congo Republic (formerly part of Zaire)	unreliable data
Costa Rica	unreliable data
Croatia	62.5%
Cuba	unreliable data
El Salvador	54.3%
Eritrea	71.4%
Ethiopia	36%
Federal Republic of Yugoslavia	50%
Fiji	15.5%
Former USSR	50.3%
Former Yugoslav Republic of Macedonia	35.3%
Former Yugoslavia	63%
Ghana	unreliable data
Guatemala	unreliable data
Indonesia	38.6%
Iran	70.8%
Iraq	60.2%
Jordan	62.5%
Kenya	unreliable data
Korea	41.9%
Kuwait	40%
Laos	unreliable data
Malawi	no eligible clients
Mexico	83%
Morocco	unreliable data
Namibia	no eligible clients
Nepal	66.7%
Nigeria	no eligible clients
Pakistan	80.4%
Panama	no eligible clients
Paraguay	no eligible clients
Peru	72.7%
Philippines	17.4%
Romania	47.3%
Russian Federation	35%
Samoa	unreliable data
Saudi Arabia	0%
Slovenia	66.7%
Somalia	52.0%
Sri Lanka	53.8%
Sudan	45.9%
Syria	81.8%
Taiwan	43.6%
Tanzania	unreliable data
Thailand	38.6%
Tonga	25%
Trinidad and Tobago	no eligible clients
Turkey	72.4%
Uganda	unreliable data

Ukraine	53.6%
United Arab Emirates	0%
Uruguay	no eligible clients
Venezuela	64.3%
Vietnam	53.3%
Yemen	no eligible clients
Zaire	no eligible clients
Zambia	unreliable data
Zimbabwe	no eligible clients

The above statistics indicate that some groups of settlers who require translating and interpreting services also have poor participation rates in English language tuition. Some had a nil participation rate, including Saudi Arabia, United Arab Emirates and Bolivia.

Countries with participation rates below 60% include: Fiji, Tonga, Albania, the Federal Republic of Yugoslavia, the Former Yugoslav Republic of Macedonia, Romania, the Former USSR, the Russian Federation, Ukraine, Kuwait, Sudan, Cambodia, Indonesia, the Philippines, Thailand, Vietnam, China, Korea, Taiwan, Sri Lanka, Chile, Colombia, El Salvador, Somalia, and Ethiopia.

Once again, several countries with high levels of humanitarian entrants appear on this list, including the Former Yugoslav countries, Sudan, Vietnam, Sri Lanka, El Salvador, Somalia and Ethiopia.

### **Other Government Services - Data Collection**

It was hoped that this report could analyse levels of use of other government services, particularly State public housing, given the significance of accommodation for newly arrived entrants. However, the Queensland Department of Housing does not collect client ethnicity data. Comprehensive data collection is a crucial means of identifying levels of need, and thereby targeting services appropriately. The issue of data collection was raised by several community service providers, which noted that some general community agencies, such as neighbourhood centres, did not collect ethnicity data and, therefore, did not have a clear idea of client's needs.

The issue of collecting ethnicity data is currently being addressed by the Australian Bureau of Statistics (ABS), which is developing designators for a culturally diverse society. Once these designators have been developed, Queensland may wish either:

- to adopt the designators in full, and implement the recommended method of data collection in all relevant agencies; or
- to modify the designators for use in Queensland government and communities agencies.

MAQ is monitoring progress in this area, and will work to implement the ABS designators in some form, once they have been finalised.

## Chapter Three

### Literature Search

#### **3.0 Overview**

This chapter will outline the needs of new and emerging communities, as identified through the literature search. Needs are listed by category (eg, housing, employment, trauma counselling), in the interests of clarity. The bibliography provided in this report is annotated, and therefore provides an overview of the material discussed in this chapter.

The needs analysis is placed in the context of the types of assistance currently available, and seeks to identify gaps in the current state of affairs. Therefore, the chapter begins with an overview of current settlement services, as many of the needs identified in this chapter are familiar to government and community service providers. In many instances, service providers are already seeking to address these issues.

#### **3.1 Settlement Services**

There are two types of formal services available to newly arrived migrants, although it is worth noting that a 1998 report by Don Plimer and Roger Jones found that most newly arrived entrants rely on informal settlement assistance, such as friends and family. The two types of services are outlined below.

##### **1. Mainstream Government Services**

Like Australian-born people, migrants may need to access government services. The report by Plimer and Jones found that most newly arrived migrants relied initially on family and friends for settlement assistance and, upon becoming more familiar with Australian systems, later accessed mainstream government services. These services included the then Commonwealth Employment Service (now the privatised JobNetwork), the then Department of Immigration and Ethnic Affairs (now the Department of Immigration and Multicultural Affairs), the then Department of Social Security (now Centrelink) and Medicare. Key settlement needs included looking for work, learning English and accessing social security and health services.

Since the wave one and two LSIA interviews took place, the waiting period for eligibility for social security benefits has increased to two years. The high use of social security and job-seeking services noted in the report suggests that this change will have an impact on newly arrived migrants. Being ineligible for social security payments may cause hardship for those migrants who are unable to find work soon after arrival.

The waiting period may also present a double disadvantage, in that eligibility for intensive JobNetwork services is contingent upon eligibility for social security benefits.\* Therefore, those people unable to find work will be without government job-seeking assistance, and may be at risk of long term unemployment and poverty. This hypothesis is borne out in the 1997 study undertaken by Rita Kritikos et. al.

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\* Those not in receipt of social security benefits are eligible for base level JobNetwork services, which involve job-matching. However, access to other types of assistance, such as job search training or a 12 month package of intensive assistance, are conditional upon being in receipt of social security

Research is currently being undertaken to assess the impact of the two year waiting period in Queensland. The research is being auspiced by ACCESS Inc, Logan.

Although most of the services cited in the report by Plimer and Jones are Commonwealth services, migrants would also be likely to access State government services such as housing, hospitals, training, and education (both general schooling and specific tuition, such as ESL).

## **2. Government-funded Settlement Services**

The Commonwealth Government has responsibility for immigration and, therefore, settlement services. The Commonwealth funds a range of services, including:

- Migrant Resource Centres (MRCs), which provide resources and referral services to migrants;
- torture and trauma services, which provide counselling to people who have come from disturbed and traumatic situations;
- the Translating and Interpreting Service (TIS), which provides as a free community service:
  - telephone interpreting to individuals wishing to speak with certain community organisations;
  - limited face to face interpreting to individuals, medical practitioners and community organisations on migrant settlement-related matters; and
  - extract translations of personal documents for migrants during their first two years of residence in Australia;
- the Adult Migrant English Program (AMEP), which provides up to 510 hours of English language tuition for newly arrived migrants;
- a range of worker-based and project-based awards for community organisations funded under the Community Settlement Services Scheme (CSSS); and
- services specifically tailored to meet the needs of humanitarian entrants, funded through the Integrated Humanitarian Settlement Scheme (IHSS).

In Queensland, there are MRCs, or equivalent services, in Cairns, Townsville, Logan and Brisbane. Torture and trauma services are provided by the Queensland Program of Assistance to Survivors of Torture and Trauma, or QPASTT. QPASTT is funded by both the Commonwealth and Queensland Governments. TIS services are administered by a central office in Sydney, and services available include telephone or face-to-face interpreting, and translation of documents. CSSS is subject to competitive tendering by non-profit community organisations.

The AMEP was recently subject to a competitive tendering process for the first time. TAFE Queensland and two private providers now deliver AMEP, which was

previously delivered exclusively by TAFE. As TAFE remains the primary service provider in Queensland, the impact of the tendering process has not been as great as in other States, where significant numbers of private providers have entered the program.

Changes are also occurring to the IHSS. Until June 2000, the strategy comprises two key services:

- the On-Arrival Accommodation (OAA) Program, which provides 13-26 weeks of initial accommodation for refugees; and
- the Community Refugee Settlement Scheme (CRSS), through which volunteer groups provide initial accommodation and settlement assistance.

Under the changed system, the above services will be replaced by six service types, including accommodation support, initial information and orientation assistance, early health assessment and intervention, household formation support, service support and proposer support. These six services will be subject to a request for proposal process, as distinct from a request for tender. In addition, a Community Support for Refugees (CSR) service will also operate, subject to a separate registration process. This outline should not be taken as definitive, as the proposed changes to the IHSS have been revised, and may yet be revised again.

The recent changes to settlement services need to be monitored closely, to ensure that their rationale (ie, to improve service quality) is realised in practice. Disturbingly, the report by Plimer and Jones found that very few recently arrived migrants accessed funded settlement services provided by community and ethnic organisations. Accordingly, the report recommended a review of DIMA-funded services. However, given the high caseload of funded workers, it would seem that those migrants who *do* access settlement services have significant need for this type of assistance.

In addition to the government-funded settlement services listed above, there are also other non-government organisations which provide settlement assistance, although they are not specifically funded to do so. These groups include welfare agencies, crisis accommodation providers, and support services for women and young people. In addition to QPASTT, the Treatment Rehabilitation Service for Survivors of Torture and Trauma (TRUSTT) also operates a torture and trauma service in Brisbane. Such services are not separately identified here, as they are not government funded for the purposes of settlement support.

### **3.2 The Settlement Needs of New and Emerging Groups**

The 1991 report by Jupp et. al. is essentially the baseline analysis of the needs of emergent groups in Australia. Its only limitation in the context of this report is its almost exclusive focus on New South Wales and Victoria, which means that the community profiles do not necessarily reflect the Queensland situation.

In the discussion which follows, there is no attempt to summarise the report, as it has been analysed in almost all other reports on settlement services. Nevertheless, the report makes some suggestions regarding policy and planning which are highly relevant

to the needs of emerging communities, and which do not appear in other reports. These recommendations are considered in the relevant sections below, along with other studies identified in the literature search.

The needs analysis which follows is structured according to the issues identified through the literature search. The different needs are listed separately in the interests of clarity, but are not listed in any order or priority.

### **Housing**

The HREOC report identifies two key barriers facing emerging groups in terms of accessing housing. The first is the experience of direct and indirect racial discrimination. This was reported in both the public and private housing sectors. The second barrier is the lack of affordable and appropriate accommodation for large families. Many individuals in emerging groups live in poverty and are, therefore, limited in terms of accommodation options. This is further exacerbated by the need in many cases to secure housing that can accommodate large or extended families.

Some solutions suggested in the HREOC report include implementing a policy of priority public housing allocation, targeting in particular humanitarian arrivals. Rental subsidy schemes targeting members of small and emerging communities was suggested as a means of making private rental accommodation more affordable. The report also notes that community members need to be better informed of their rights under tenancy and anti-discrimination law, while compliance with anti-discrimination legislation needs to be improved in the real estate industry.

The Tenants Union of Queensland recently translated a tenancy law publication into seven community languages, including Samoan, Arabic, Bosnian and Somali. This will help to address the information issue for people within these language groups.

In addition to the HREOC report, there are two local needs analyses of housing issues: *Housing Needs Assessment Gold Coast City*, and a report on the Logan area, *Alone, Homeless and in a strange country...* These reports suggested that the following accommodation needs were of importance to new and emerging migrant groups:

- Accommodation which is culturally appropriate in terms of size (catering to large or extended families) and layout (some groups may require different types of living space such as places for worship);
- Accommodation which is located in close proximity to other settlement and government services;
- Transitional and emergency accommodation for recently arrived migrants who experience family or relationship breakdowns;
- Providing recently arrived migrants with consumer information (in appropriate media and languages), such as awareness of tenancy rights and agreements; and
- Providing housing services staff with cross cultural training, and ensuring that clients are provided with interpreters as necessary.

Anecdotal evidence from community workers suggests that the need for transitional accommodation is particularly acute for sponsored family reunion and humanitarian entrants. Many proposers of family and humanitarian entrants are themselves recently arrived, and may not be in secure or affluent situations. The additional burden of newly arrived family members can result in irrevocable family breakdowns, leaving the new arrivals homeless.

The Logan community profiles undertaken by Elin Azra found that the newest communities were most reliant on housing assistance. Newly arrived entrants from Iraq and El Salvador relied on government housing assistance, while for the Persian community, accommodation was a crisis issue. The problem facing the Persian community was that there was no link between the DIMA On-Arrival accommodation service (for humanitarian entrants) and private rental accommodation.

This situation should change under the revised IHSS, as the accommodation service provider will be held responsible for facilitating the transition from initial DIMA housing to the private rental market. Nevertheless, it is reasonable to assume that some humanitarian entrants would require government housing assistance or subsidised private rental accommodation, after accessing initial on arrival housing services. People entering as family or skilled migrants may also require accommodation assistance in the early stages of settlement.

The Logan report found that family breakdown and domestic violence were the major reasons why people sought transitional or crisis accommodation. The report also found that the two year waiting period for social security benefits was impacting on migrants who became homeless after family breakdown, or failing to find employment. The absence of a safety net for such entrants left them without the means to support themselves, including renting accommodation.

The above issues have obvious policy and planning implications for government housing services.

### **Employment**

The issue of employment for the overseas born in Australia has been widely researched and discussed. Conclusions and explanations of labour market outcomes for migrants vary according to the ideological or conceptual framework used, and it is not within the scope of this report to analyse the various hypotheses in any detail.

Nonetheless, there are several observations which seem to be universally agreed upon as indicators of disadvantage in terms of gaining employment.<sup>2</sup> Humanitarian entrants are particularly vulnerable to unemployment as are, to a lesser extent, family reunion entrants. Proficiency in the English language is seen to correlate positively with labour market outcomes. Similarly, qualifications gained in Australia or English speaking countries are seen to provide an advantage in gaining employment, while qualifications

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<sup>2</sup> For a comprehensive analysis of the issues relating to immigration and employment, see the 1996

gained in non-English speaking countries are generally held to be less widely recognised. Length of residency is also related to employment rates, with more established migrants found to have lower unemployment rates than newly arrived entrants. However, there is significant variation across ethnic groups, and these observations are by no means universal.

The study by Deborah Cobb-Clark and Bruce Chapman, based on LSIA data, certainly bears out these general observations. Overall, the unemployment rate of newly arrived migrants decreased from 39% during the wave 1 interviews, to 22% at the time of the wave 2 interviews. There was significant variation across visa categories. By wave 2, business/skilled migrants experienced an unchanged, very low unemployment rate (3%), while humanitarian entrants experienced a decrease in unemployment rate, although this rate was still very high (56%). As requirements for family and independent categories have recently changed, it is difficult to compare unemployment rates in these groups. However, as a general comment, family entrants had a higher rate of unemployment than independent arrivals, but these rates of unemployment were not as high as those experienced by humanitarian entrants.

The report also demonstrated the correlation between employment and English language skills, with unemployment rates higher for those people who did not speak English well, or at all. In terms of overseas qualifications, the report found that qualifications assessment did not appear to be an important impediment to the settlement process. Three in four migrants whose qualifications were recognised by the time of the wave 2 interviews, reported that their qualifications had been recognised at the same level. Furthermore, there was not a significant difference in the employment rate of those whose qualifications had and had not been recognised, while only a very small proportion of migrants stated that lack of recognition impacted on finding employment.

Given the above observations, it is reasonable to assume that new and emerging migrant communities would be likely to experience some difficulty finding employment, given the likelihood that these groups would come from non-English speaking countries, and be entering under the humanitarian or family categories. This assumption is borne out by the Plimer and Jones report, which identified the country of birth groups that most needed assistance in looking for work. These groups, commencing with the groups with the highest level of need, are listed below:

**Iraq**, Egypt, **Ethiopia/Eritrea** (not separately identified), **former Yugoslavia**, Peru, **Afghanistan**, Sri Lanka, former USSR (other than Russia and Ukraine), Syria, Lebanon, Burma and Turkey.

With the exception of Lebanon, all of these countries were identified as new and emerging in chapter two, while the countries which appear in bold have a high proportion of humanitarian entrants to Australia.

The specific employment or training needs of these groups will very likely differ between ethnic communities, with significant variations undoubtedly occurring within communities as well. One useful strategy for meeting the needs of communities with high employment assistance needs is to adopt a community development approach, and invite communities to identify their needs, and contribute to the development of appropriate training plans. This strategy is currently being used by the Department of Employment, Training and Industrial Relations.

In considering the issue of employment, it is important to recognise its significance in a social and personal welfare sense, as well as in economic terms. As the findings of the report by Erich Kliewer and Roger Jones indicate (see below, p. 31) being employed - particularly in fields where qualifications are used - is directly related to the experience of good health. This correlation between employment and health is particularly marked in males.

### **Transport**

The Logan community profiles prepared by Azra (*Visible but not Heard 1996*) found that transport was a major barrier for emerging groups seeking to access services and support. According to that report, the Logan area lacked sufficient public transport for migrants wishing to travel to various government and non-government agencies. Anecdotal evidence presented in Appendix 2 suggests that lack of transport is also a serious issue.

Although language barriers undoubtedly cause difficulty in accessing transport services, the key transport problem, based on the Azra study, appears to be availability and suitability of transport. The report cites some instances where people travelled from Logan to Brisbane to access services, because public transport routes did not enable them to access locally based services. In other cases, transport services did not run with sufficient regularity, or at appropriate times, for people to use public transport.

The difficulty with increasing availability and routes of public transport is that government providers require a critical mass of clients to warrant increased services. Two possible solutions might include presenting evidence to local transport providers that significant numbers of people require similar transport services, and lobbying for commensurate additional services. Alternatively, it might be possible for community groups to arrange a community bus service for groups wishing to travel to the same destination. Funds for services such as these could be sought from a range of grant programs.

### **English Language Tuition**

Ability to speak the national language clearly has a profound influence on a person's ability to access both settlement and general services, and to participate in the social, cultural and economic life of the wider community. In contrast to other settlement services, which may only be required in the initial period of settlement, learning English appears to be a long-term settlement need. In the study undertaken by Plimer

and Jones, the proportion of help needed by newly arrived migrants declined from wave 1 to wave 2 of the LSIA. However, the need for help in learning English remained stable over this period, suggesting that English language tuition should be considered as a long-term settlement requirement.

The Plimer and Jones report found that learning English was one of the most common needs of newly arrived migrants, and this need applied particularly to humanitarian entrants and people from countries where English was neither the national nor a major language. Given the language profiles of the major source countries of new communities, it is fair to assume that a large proportion of emergent communities would require help learning English.

Of the communities profiled by Azra, the Filipino and Hindi speaking communities did not have particular difficulty with English. This would also explain the low AMEP participation rates of people born in Fiji (where Hindi is spoken) and the Philippines (see p. 21). In contrast, the Persian community had significant problems with English, as did some people from the Iraqi, Salvadorean and Chilean communities. This is interesting given that Spanish, Arabic and Farsi were among the top ten requested languages by TIS (see p. 18).

A 1990 AMEP client survey by David Tait found that participants felt that AMEP courses "increased their job-seeking and employment skills, and provided information about social activities and community services." Clearly, AMEP not only provides English language skills, but also facilitates participation in other activities and services. It therefore plays a crucial role in the settlement process.

However, AMEP is limited by the fact that it offers a maximum of 510 hours of tuition. The intention of AMEP is to provide only "survival" English and, therefore, AMEP may not be sufficient for people to achieve a vocational or professional level of English. Under the Mutual Recognition initiatives recently announced by the Commonwealth Government, there is provision for additional English language training for migrants, under literacy training. So far, the take up rate has been very high for people of culturally diverse backgrounds. However, it would seem that this is due to a proportionally lower take up rate amongst Australian-born people, and this may be creating the appearance of a higher participation rate than is actually the case.

The take up rate of this service should be monitored carefully, to ensure that it offers English language training "beyond AMEP." In addition, it would be useful to ascertain why some communities have lower participation rates in AMEP, and to consult with the communities to identify ways in which participation could, if desired, be increased.

### **Interpreters**

The report by Plimer and Jones found that, of those people surveyed who required help of any kind, 12.5% required interpreting services. Queensland has the lowest level of need for interpreters, at 8.5%. This reflects the proportionally higher numbers

of entrants from English-speaking countries in the Queensland intake. Of those who did not receive help, only 3.7% did not receive assistance due to the absence of an interpreter. (The total sample was 11,668, of which 3.7% would be approximately 430 people.) While this is a very small proportion of the total sample, it nonetheless supports the anecdotal evidence that some people still are unable to access interpreting assistance when it is required. This presents a serious barrier in terms of equitable access to government services.

The profiles undertaken by Azra found that some newly arrived groups experienced difficulty in accessing interpreters. This reflects the anecdotal evidence presented in Appendix 2. It is hoped that the recently launched Queensland Government Language Services Policy, and the re-launched Interpreter Card, will increase access to interpreters at Queensland Government agencies. As part of the launch of the policy and the card, Multicultural Affairs Queensland has offered free training to government departments on the use of interpreters, to ensure that service providers are aware of the policy and able to use interpreters appropriately.

Nevertheless, it is equally important to develop recruitment strategies to ensure that more interpreters are accredited in minority languages. As Jupp et. al. note, with the current emphasis on the languages of business, the languages spoken by small emerging communities in Australia are not taught in schools or other educational institutions. This means that Australia's pool of potential interpreters in minority languages is limited to the small communities themselves. Accordingly, Jupp et. al. recommend that government agencies actively recruit and train educated new arrivals to work as translators and interpreters, broadcasters, and settlement officers (Jupp 68). This would provide a means of accessing expertise which is otherwise scarcely available in Australia.

MAQ is currently considering possible ways to increase training and professional development opportunities for interpreters.

### **Information**

Lack of information is clearly a barrier to accessing settlement services. Addressing this barrier requires consideration of two issues. First, information must be distributed through appropriate channels, so that it reaches its target audience and, second, information must be provided in appropriate languages so that it reaches a wider audience.

Given these considerations, it is worth noting the major finding of the Plimer and Jones report, that newly arrived migrants relied most on family and friends during the initial phase of settlement. Accordingly, it may be worth considering information strategies which target proposers of family reunion and humanitarian entrants, as well as ethnic and community service providers.

Another important finding of the Plimer and Jones report is that use of settlement services was higher amongst humanitarian and non-English speaking entrants. Again,

given the typical profile of emergent communities, it is likely that these groups are accessing information through settlement services providers to a greater extent than other migrant groups.

Jupp et. al. suggest several communication strategies to reach new and emerging groups. For instance, the authors suggest that, in addition to using ethnic radio, governments provide grants for newsletter production and distribution, targeting groups which speak neither English nor other major languages such as Spanish or the Chinese languages. It is also suggested that information material be translated into the languages of emerging groups, and that videos be prepared for distribution in MRCs. These strategies specifically target the emerging groups, which may otherwise lack the critical mass to develop their own information and service networks. These recommendations link in with the suggestion that educated newly arrived migrants be actively recruited as advocates and service providers for their communities.

Jupp et. al. also suggest that information be disseminated using existing community networks, such as social, religious, sporting and ethno-specific groups. Many churches provide settlement services and support to new and emerging groups which, although new to Australia, share a common religious background with more established migrant groups, including Anglo-Celtic people. Indeed, many CRSS groups have religious affiliations: in Queensland, there are over 30 CRSS groups which are affiliated with various denominations of the Christian faith, one Baha'i and one Islamic group.

These issues may be worth incorporating into government communication and information strategies.

## **Health**

The report by Kliewer and Jones, based on LSIA data, analysed the health of recently arrived migrants according to four health measures: self-rated health; mental health; long-term conditions; and service use. The report found that the percentage of people who rated their health as only fair or poor increased by 61% for males, and 38% for females, suggesting that the health status of some immigrants declines in direct proportion to length of residence in Australia. However, there were significant variations in the health status of respondents, according to visa category, birthplace, English language fluency, socio-economic status, satisfaction with their job and their life in Australia.

Humanitarian entrants had the poorest health status in all four health status measures, particularly in the self-rated health and long-term condition categories. By region and country of birth, there was no consistent pattern across the four health measures, although males and females from the former USSR tended to have the poorest scores on each of the four health measures. Except for mental health, females from Southeast Asia also tended to have the poorest health status.

Migrants who spoke English poorly or not at all had the worst scores on all of the health status indicators except for mental health. Those people whose English

language skills improved also experienced an improvement in health status, establishing a correlation between English language proficiency and health. Respondents who were employed recorded higher health measures than those who were unemployed, particularly amongst the male sample. Use of qualifications also impacted on health status, with males and females who used their qualifications often recording a better health status than those who did not.

Quality of life also served as an indicator of health status. In general, those who liked their job, were satisfied with their life in Australia and intended to remain in Australia experienced better health than those who did not. Females overall reported poorer health status, even after controlling for other factors.

The findings of the Kliever and Jones report suggest that people from new and emerging communities may be at risk of poor health, given the likelihood that entrants in these communities will enter under humanitarian visas and have poor English language skills. In Brisbane, there is a Commonwealth/State-funded health assessment and referral service for recently arrived humanitarian entrants. Under the proposed changes to the IHSS (see pp 24-25), an integrated health referral service will form one component of services to humanitarian entrants. It is hoped that this will also contribute to improved health outcomes for humanitarian entrants.

### **Community Attitudes**

The significance of community attitudes in the settlement process is self-evident. If newly arrived migrants experience racism or hostility in their new home, their ability to live in security and dignity will be seriously undermined. The impact of community attitudes is documented in the recent study by Hurriyet Babacan, which found that racism directly affected people's settlement experience, at a community, workplace and institutional level. Some of the people surveyed did not know how to complain about such treatment, or were reluctant to complain due to fear or lack of adequate English skills. This reluctance or inability to complain serves to entrench and perpetuate racist attitudes, as the perpetrators of racism are not brought to account for their actions.

The HREOC report also notes the reluctance of many emerging groups to redress racism or racial discrimination through official avenues. Some groups interviewed by HREOC reported a lack of confidence in institutions such as the police or anti-discrimination bodies, suggesting a need to build confidence in these agencies within small and emerging groups.

The study by Babacan also found that recent debates sparked by the rise of the One Nation Party left recently arrived migrants feeling unsafe. Some humanitarian entrants drew parallels between events and attitudes in Australia and their countries of origin. The feeling of fear and insecurity experienced by these newly arrived people would likely face the new and emerging communities identified in this report, as many of these groups would visibly be from a different cultural background due to appearance

or style of dress. These people would therefore be obvious targets for people with racist attitudes.

The findings of the reports by Babacan and HREOC highlight the need for community relations activities, such as those funded by Multicultural Affairs Queensland under the Local Area Multicultural Partnerships (LAMP) program. The Racial Vilification legislation currently under consideration will also play an important role in this regard.

### **Older People**

Ageing is a serious planning, infrastructure and economic issue for all developed countries. With falling fertility and mortality rates, the age structure of the community is expected to increase significantly in the next century. Most government departments have commenced planning for this proportional increase in older people. It is therefore important that the needs of older people from newer ethnic communities are factored into the planning process immediately, so that services for these people are not developed later in an *ad hoc* fashion.

Older people in general tend to have special needs arising from the ageing process. Being an older person in an emerging ethnic community can present a double disadvantage. As a 1996 report by Kate Barnett et. al. notes, these people may have difficulty accessing mainstream services for older people, while their ethnic community may lack the critical mass to develop ethnic-specific services. Accessing appropriate aged care services may therefore be particularly difficult for older members of emerging communities. As the age profile of migrants tends to be younger than the Australian average, it is likely that ageing in the communities identified in this report will become a more pressing issue in the next 20-30 years. It is therefore prudent to consider the future planning and policy implications of the ageing of these groups.

The study by Barnett et. al. offers several possible strategies to address the double disadvantage faced by smaller communities. These include ethnic groups forming partnerships with mainstream service providers, and developing facilities which cater to mainstream and relevant ethnic clients. This option has the advantage of developing culturally appropriate services at the planning level, and of seeking to employ bi-lingual staff from the outset.

A second suggestion involves clustering, whereby people of similar ethnic backgrounds are co-located in mainstream facilities, with culturally appropriate care provided for the group. The practice of clustering in aged care facilities is already encouraged by the Commonwealth Department of Health and Aged Care.

A further suggestion was a multicultural model, where different ethnic groups pool resources and develop a multicultural, multi-purpose hostel. Again, this model would enable development of culturally appropriate services from the planning stage. However, it assumes that ethnic groups would have the resources and expertise to develop a facility "from scratch." which in smaller communities may not be feasible.

The Berlasco Court facility in Brisbane is along these lines, as the facility welcomes people from all ethnic backgrounds.

The final suggestion was to develop group homes, whereby people of similar backgrounds share small group housing, and live as part of the general community. This has the advantage of combining independence with community participation, and enabling older people to pool their resources and reduce isolation. This option could also provide a cost-effective form of transitional accommodation for older people who find that living with their extended families becomes untenable, yet who lack the resources to live independently.

A further issue which impacts heavily on older people in general is lack of appropriate or available transport. Lack of transport can compound the problem of isolation for older people, who are already "at risk" of isolation and loneliness. As noted in the discussion of transport, above, it would be useful for ethnic communities to identify the transport needs of their older members, and then either lobby public transport providers or explore alternative community transport options.

Older people with a first language other than English are also likely to require interpreting services, or bi-lingual staff in aged care facilities. Even those people who learned English upon arriving in Australia may regress to speaking their native language as they age. Therefore, it should not be assumed that older people with some English language skills will maintain those skills as they age.

Given the available information on new and emerging communities, it should be feasible for government and non-government service providers to plan strategically for the future needs of these groups. The issues canvassed above are by no means exhaustive. However, they provide examples of some of the planning considerations which agencies may wish to incorporate into general policy and planning frameworks.

### **Young People**

The report by Leanne Tu'ipulotu and Susan Ferguson focuses on young people living on the Sunshine Coast. Of the young people surveyed in the report, over half were recently arrived from overseas. The major findings of the report were that youth from non-English speaking backgrounds experienced the following difficulties:

- Isolation and loneliness brought about by geographical isolation, grief and loss, fragmented families, lack of English language skills and cultural differences;
- Difficulties at school due to difficulty with English and managing a different school system;
- Difficulty participating in "ordinary" Australian life, including further employment, education or training due to lack of English language skills;
- Experiences of racism;
- High risk of homelessness, due primarily to intergenerational conflict;
- Lack of access to services, due to lack of knowledge about the services, and lack of knowledge on the part of youth workers regarding the difficulties faced by youth from diverse cultural backgrounds: and

- Additional difficulties facing young people from refugee backgrounds, who may face the above difficulties while also dealing with torture and trauma and family dislocation or fragmentation.

In terms of youth, the notion of new and emerging communities becomes somewhat problematic, as the problems faced by this group are quite distinct from those faced generally by adult migrants. Young people may grow up in a household which settled in Australia some time ago, yet be faced with problems which could be seen as a form of “flow-on” settlement effect. This might include inter-generational conflict and the risk of homelessness arising from that, or a sense of isolation amongst peers due to racism or limited exposure to English in the family home.

Some of these problems are experienced by young people from communities which would be considered to be well established in Australia. It is likely that such problems will be even more pronounced for young people from some of the communities which have only recently arrived in Australia. Many recent arrivals are from cultural backgrounds that are vastly different from the majority experience. The acculturation tensions for young people from these groups will no doubt be significant issues well into the future, when these communities are less likely to be regarded as new or emerging. As with services for older people, youth service providers would be well advised to learn about the cultural backgrounds of new and emerging groups, so that they are better able to respond to the needs of young people from these backgrounds.

Despite the special needs of young people, there are nonetheless many similarities between the needs of recently arrived youth and the adults which form the focus of most studies. Again, the significance of community attitudes is highlighted as impacting upon settlement and participation in the wider community. Similarly, the impediments caused by lack of English language skills are seen to impact on youth, adding social stresses as well as creating difficulty in succeeding in studies and employment.

There is also clearly a need for improved information dissemination regarding the services available to young people from diverse cultural backgrounds, as well as increased awareness within the mainstream youth sector of the problems faced by this group. Here again, the need for transitional and crisis accommodation is evident, as young people from diverse cultural backgrounds are particularly at risk of homelessness, given the added inter-generational conflicts which may arise from cultural differences between parents and youth.

### **Women**

Like older people and youth, women in new and emerging communities are likely to have special needs. In particular, women in these communities may have special needs in terms of health care, access to transitional and crisis accommodation, and meeting their own needs while also fulfilling domestic and child care duties.

A 1998 article by Rossiter examines the health needs of women from diverse cultural backgrounds. The health needs identified in the article fall broadly into three categories. First, there are intrinsic reproductive health problems to which women from certain ethnic groups appear prone. Medical services must therefore be aware of, and alert to, these potential problems.

Second, women may experience difficulty in accessing health care due to cultural and linguistic differences. For instance, some women may be reluctant to seek help, particularly with reproductive illnesses, due to cultural practices or beliefs. To address this type of cultural barrier, medical staff need to be culturally sensitive, and alert to the likely preference amongst female patients for consultations with female practitioners. In a focus group held between the Commonwealth Government and Islamic women in Mildura, the women indicated not only a preference for female doctors, but also a desire to "encourage our daughters to become doctors" to increase the number of culturally sensitive female doctors (Cass 51).

Third, women from diverse cultural backgrounds may be at risk of problems which other women also experience, but be more vulnerable due to linguistic and cultural barriers and socio-economic status. Women from non-English speaking backgrounds are identified by Rossiter as being at risk of occupational illness, due to their high participation in underpaid factory or menial work, or outwork, often with poor conditions. These women are unlikely to feel that they can negotiate improved conditions with their employer.

Women from diverse cultural backgrounds are also found to have a higher incidence of mental health problems. However, this is particularly marked in women who have been longer residents of Australia than recent arrivals. Mental health problems do not, therefore, appear to be a significant concern for women in new and emerging communities, although this assessment of mental health did not appear to include the need for torture and trauma counselling, which is likely to be a pressing need for some recent entrants.

The incidence of domestic violence is also thought to be high among women from non-English speaking backgrounds. The silence which typifies most domestic violence experiences may be exacerbated by language barriers and lack of culturally appropriate services. Some women are identified in Rossiter's article as being particularly "at risk" of domestic violence, including Asian women marrying through networks, Muslim women in arranged marriages, and Filipino women who enter Australia as sponsored wives. These women would likely belong to the emerging communities identified in this report. Therefore, domestic violence must be regarded as a problem which may be of particular concern in some new and emerging groups.

Domestic violence has implications not only for health care providers, but also for women's support services, and for transitional and crisis accommodation providers. These services all need to ensure provision of culturally appropriate services and

inclusive information dissemination strategies, so that women from diverse cultural backgrounds can access crisis support.

Flexible services are particularly important for women from new and emerging communities. Many newly arrived women may be responsible for carrying out the household's domestic and child care work and may therefore have difficulty accessing services during standard working hours. This applies particularly to AMEP language classes. The flexible course times offered by providers are a crucial means by which women can participate in the broader community. Without such flexible services, women might otherwise remain isolated and, therefore, settle less successfully than other members of the household who participate in schooling, training or paid employment.

### **Refugee-Specific Services**

Increased global population movements, due to socio-economic or political instability, combined with changes to Australia's immigration policy, have resulted in migration intakes from an increasing number of source countries. Many of these entrants come from refugee backgrounds, although they may not necessarily enter the country under the refugee category.

As some humanitarian entrants settle in Australia, they may begin to sponsor relatives who wish to escape the disturbed or traumatic conditions in their homeland. These relatives may well enter the country under the family reunion migration program, and therefore not appear statistically as a humanitarian entrant to Australia. Nonetheless, these people may require some of the special assistance given to refugees entering the country, such as torture and trauma counselling.

Refugee settlement services in Australia are generally recognised as outstanding in comparison with other countries which accept significant numbers of permanent refugees. The recent revision of the IHSS has introduced some uncertainty to these services, and it remains to be seen whether these changes will improve the current service model. However, these services are restricted to humanitarian entrants.

In his 1994 study, Jupp argues that refugee settlement policy should take account of the potentially uprooted backgrounds of people entering the country under non-humanitarian categories, and suggests that a new "special needs program" replace the refugee-specific services currently in place. This program would be directed towards communities predominantly comprising refugees or migrants from disturbed or traumatic backgrounds. This idea may have some merit, as a needs based service delivery model could provide a safety net for people from disturbed backgrounds who enter the country under a non-refugee category. Such people are currently subject to the two year waiting period, yet may have high needs similar to humanitarian entrants.

This issue, particularly the impact of the two year waiting period, is also considered in the HREOC report, which notes that "the allocation of settlement services according to visa category does not appear to successfully guarantee the rights of all new arrivals

(HREOC 35).” Indeed, the report suggests that the hardship caused by the current system of allocating settlement services by visa category may constitute a breach of human rights legislation. The report notes, “If breaches of fundamental rights can be shown it may be that this system is contrary to both human rights principles and the *Racial Discrimination Act 1975*.”

## Chapter Four

### Conclusions and Future Directions

#### Conclusions

This report has identified the countries of origin of some of the emerging communities in Australia. In brief, analysis of statistical data confirmed what is generally acknowledged: that recent arrivals to Australia tend to come from the Balkans, the Horn of Africa, the Middle East, Latin America, Asia and Oceania. As evidenced in the analysis in chapter two, settlers from these regions come from many countries and cultural backgrounds - some through choice, and others due to disturbed conditions in their home country.

The diversity within these new and emerging groups must be appreciated when considering how best to identify the groups, their needs, and possible strategies to address those needs. This report provides a very preliminary survey of anecdotal and current research findings regarding the needs of new and emerging communities. Alone, this report will stand as little more than another reference tool for service providers, albeit with a specific Queensland focus.

There is a need for further research into the emerging communities in the State. This report has used available statistical and research data, and it is felt that any further research of this kind would be of little value. Instead, future research would best be in the form of focus groups, where community members are invited to identify their needs themselves. However, the way in which such focus groups are conducted should be given careful consideration. Some community members express understandable cynicism at the thought of more research or consultation, without the possibility of subsequent action.

To address this concern a community development approach should be adopted, whereby community groups are invited not only to contribute to initial research, but also to identify and participate in strategies to address the needs of their community. In this regard, activities in New South Wales could provide a useful guide. The Ethnic Minorities' Action Group (EMAG) is a network of, and peak body for, small and newly emerging ethnic communities in New South Wales. EMAG was established 15 years ago, and is essentially a loose coalition of small communities.

The group meets regularly, and invites politicians and government officers to address their meetings on issues such as funding. The group primarily has an information sharing function, but also holds regular consultations with relevant State and Commonwealth Ministers, Opposition spokespersons, the media and government departments. Currently, EMAG receives no funding, although the group receives support from an Anglicare CSS worker. Previously, the EMAG support role was shared between three funded settlement workers.

In 1995, EMAG received Commonwealth funding to run a pilot project involving five communities. The project sought to identify and respond to the needs of minority groups, and to explore effective ways of information and service delivery. The project co-ordinator noted, "the EMAG project has opened up communication channels between service providers, funding bodies and target groups... [and] has acted as a catalyst for community based activities and resulted in a significant increase in information, resources, skills development and participation levels (Trubenbach 11-12)." Such a project could potentially produce similar outcomes in Queensland, as it would serve at once to link government and community agencies with emerging communities, while also empowering ethnic communities through involving them in strategies to address their needs.

Aside from this project, EMAG has existed essentially as an unfunded information sharing network. Nevertheless, the body has been able to ensure that the needs of emerging communities remain on the agenda of governments at all levels.

If emerging groups in Queensland indicated an interest in establishing a similar coalition, a number of possible options could be considered, including:

- Establishing a loose information-sharing forum with support from Commonwealth and/or Queensland Government funded workers, along the lines of EMAG;
- Establishing an umbrella group which seeks funding for a paid worker, and functions as a peak body for smaller communities; or
- Establishing a network of interested communities which develop a funding proposal for a pilot project similar to the 1995 EMAG community development project.

It may be possible to implement all of the above options, in a staged approach over a period of several years. That is, once an information-sharing coalition was well established, it may then wish to aspire to a formal role as a peak body for emerging groups, and seek funding for innovative projects involving member communities.

## **Future Directions**

The research indicates four areas in which work needs to be undertaken.

### **1. Collection of Ethnicity Data**

It is clear that government agencies need to be more systematic in their collection of ethnicity data. This will enable more effective planning and service delivery.

### **2. Canvass Interest in Establishing a Coalition of Emerging Groups**

The need for a community-based organisation specifically representing the interests of new and emerging groups should be explored.

### **3. Incorporate Emerging Communities into Future Planning**

Service providers need to incorporate the future needs of new and emerging communities into their planning processes, particularly in the areas of housing and ageing.

### **4. Dissemination of Report within Government**

Service providers need more information on new and emerging communities. The distribution of this report be one useful step in this regard.



## Distribution of Emerging Communities by Local Government Area

The distribution of emerging groups throughout Queensland is outlined in the lists below, which were compiled using dis-aggregated Census figures which identify distribution of communities by birthplace by year of arrival by Local Government Area. Only major coastal areas were included in these tables. Groups which recorded **more arrivals** in the period 1986-96, as compared with prior to 1986, are listed below [the tables did not outline a finer dis-aggregation by year, as the numbers would become unreliable at that level].

In the lists which follow, the countries identified as having significant numbers of humanitarian entrants appear in bold. Countries are divided into three size groups, to give some indication of the relative size of communities. It should be noted that many of these statistics may have changed significantly due to further waves of migration since 1986. Statistics may not be entirely reliable at this level of dis-aggregation, and should be used as an indicator of settlement patterns only.

### **Brisbane**

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#### **Birthplace groups comprising over 1,000 recent arrivals**

Fiji, Malaysia, Philippines, Sri Lanka, El Salvador.

#### **Birthplace groups comprising between 100-1,000 recent arrivals**

Cook Islands, Western Samoa, **Bosnia-Herzegovina**, **Iran**, **Iraq**, Turkey, **Afghanistan**, Bangladesh, **Pakistan**, Thailand.

#### **Birthplace groups comprising less than 100 recent arrivals**

Solomon Islands, Vanuatu, French Polynesia, Bulgaria, Slovak Republic, Former USSR and Baltic States (not further defined), Kazakhstan, Kuwait, Saudi Arabia, Bahrain, United Arab Emirates, **Sudan\***, Macau, Maldives, Nepal, Brazil, Peru, Mexico, Ghana, Nigeria, **Somalia\***, **Eritrea**, **Ethiopia**.

\* based on DIMA statistics, these groups may now number above 100 in Brisbane.

Of the former Yugoslav countries, only Bosnia-Herzegovina recorded a majority of new arrivals, as compared with more established settlers. It should be noted however, that all of the former Yugoslav countries nonetheless recorded significant numbers of new arrivals, although these were outnumbered by earlier settlers. Similarly, Vietnam recorded large numbers of new arrivals between 1986-96 (3,757), as did India (1,418). Argentina, Colombia and Laos recorded significant numbers of newly arrived entrants also, with, respectively, 118, 114 and 71 recent arrivals between 1986-96.

Brisbane, as one would expect, has a diverse range of newly arrived entrants, and attracts all of the major refugee source countries. According to DIMA Settlement database statistics, there would now be an additional **900 refugees from the Former Yugoslavia**, including about 500 people from Bosnia-Herzegovina and over 100 people from Croatia. About 70 additional entrants from Iraq, as well as smaller numbers of entrants from Vietnam, Pakistan, Iran, Eritrea, Ethiopia and Afghanistan have also settled in Brisbane during this time. Nearly 100 refugees from Sudan and 85 from Somalia have also settled since 1997.

## **Logan**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Fiji, Western Samoa, **Bosnia-Herzegovina**, Cambodia, Philippines, Thailand, **El Salvador**

### **Birthplace groups comprising less than 100 recent arrivals**

Cook Islands, Tokelau, Slovak Republic, Russian Federation, **Iran, Iraq**, Laos, Argentina, Brazil, Colombia, Peru.

An unusual pattern here is the majority of new arrivals recorded in Logan from Romania (346). In most other areas there is a majority component of more established Romanian settlers.

There was also a substantial proportion of new arrivals from Former Yugoslav countries (368), Malaysia (124), **Vietnam (120)**, Tonga (78), Sri Lanka (70), Egypt (56), and Chile (42) although the number of more established people was greater in total.

## **Pine Rivers**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Fiji, Philippines.

### **Birthplace groups comprising less than 100 recent arrivals**

Solomon Islands, Western Samoa, **Bosnia-Herzegovina**, Thailand, Brazil, **El Salvador**.

Although there was a majority of more established settlers, the following countries also recorded small numbers of recently arrived migrants: Former Yugoslavia (not further defined), Indonesia, Malaysia, India, and Sri Lanka.

## **Caboolture**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Philippines.

### **Birthplace groups comprising less than 100 recent arrivals**

Fiji, Western Samoa, **Bosnia-Herzegovina**, Thailand, **El Salvador**.

Caboolture is clearly not as culturally diverse as Logan and Brisbane. Some entrants from emerging communities were recorded as newly arrived in the 1996 Census, however their numbers were too small to be reliable (ie, under 10). Even amongst

## **Caloundra**

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### **Birthplace groups comprising less than 100 recent arrivals**

Philippines.

Ethnic communities clearly have a small representation in Caloundra. Notable is the complete absence of new or emerging European groups. Even those people from the former Yugoslav countries are not represented in substantial numbers, with only 15 recent arrivals from the Former Yugoslav countries. The few new arrivals which are recorded in the Census tables are too small to be reliable.

## **Maroochy**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Philippines.

### **Birthplace groups comprising less than 100 recent arrivals**

Tokelau, Thailand, El Salvador.

Other countries which recorded small numbers (well under 100) of new arrivals between 1986-96 include Fiji, Indonesia, India, Sri Lanka, and Argentina. In total, there were less than 20 entrants from the former Yugoslav countries, while statistics for South America, Africa and the Middle East were too small to be reliable.

## **Cairns**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Philippines, Thailand.

### **Birthplace groups comprising less than 100 recent arrivals**

Cook Islands, Western Samoa, **Bosnia-Herzegovina**, Laos, Brazil, Chile.

The presence of people from Laos may reflect the Hmong population identified by Cairns service providers. Although having a majority of more established settlers, the following countries recorded some recent arrivals: Fiji, India, Indonesia, Sri Lanka and Former Yugoslavia (not further defined).

## **Townsville**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Philippines.

### **Birthplace groups comprising less than 100 recent arrivals**

Fiji, Western Samoa, Tokelau, **Bosnia-Herzegovina**, **Iran**, Thailand, **Vietnam**, Sri Lanka, **El Salvador**.

Townsville is quite diverse in terms of recent arrivals. Of note is the fact that the Vietnamese community comprises a majority of new arrivals, the only local government area to display this pattern. Townsville also appears to attract a greater proportion of humanitarian arrivals than other regional centres. According to DIMA Settlement database statistics, about 30 **Somalian** refugees, and 9 **Sudanese** refugees

## **Gold Coast**

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### **Birthplace groups comprising over 1,000 recent arrivals**

Philippines.

### **Birthplace groups comprising between 100-1,000 recent arrivals**

**Bosnia-Herzegovina**, Thailand.

### **Birthplace groups comprising less than 100 recent arrivals**

Vanuatu, French Polynesia, Western Samoa, Slovak Republic, **Iran**, Saudi Arabia, United Arab Emirates, **Afghanistan**, Bangladesh, **Pakistan**, Colombia, **El Salvador**.

In addition to Bosnia-Herzegovina, the **Former Yugoslavia** (not further defined) and **Croatia** also recorded significant numbers of newly arrived entrants (202 and 83 respectively). Indonesia, Malaysia, and India all recorded over 100 new arrivals in the Gold Coast area. Countries which recorded less than 100 new arrivals include Romania, the Russian Federation, **Iraq**, Sri Lanka, Argentina, Chile, Brazil, Peru and **Kenya**.

In terms of new arrivals, the Gold Coast is probably the next most diverse local government area after Brisbane, based on the above Census statistics.

## **Ipswich**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Fiji, Western Samoa, Philippines, **El Salvador**

### **Birthplace groups comprising less than 100 recent arrivals**

Cook Islands, Tonga, **Bosnia-Herzegovina**, Thailand.

**Vietnam** recorded a significant number of recent arrivals (over 300). Other countries which registered some new arrivals (but less than 100) include Indonesia, Laos, Malaysia, Romania, **Kenya**, India and Chile.

## **Redcliffe**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Philippines.

### **Birthplace groups comprising less than 100 recent arrivals**

None.

Redcliffe recorded comparatively few recent arrivals. Those countries which recorded some recent arrivals (but less than 100) include Sri Lanka, India, Indonesia, Malaysia and Vietnam, although all were outnumbered by more established settlers.

## **Redland**

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### **Birthplace groups comprising between 100-1,000 recent arrivals**

Philippines

### **Birthplace groups comprising less than 100 recent arrivals**

Cook Islands, Fiji, Western Samoa, **Bosnia-Herzegovina**, Romania, **Iran**, Turkey, Thailand, Peru, **El Salvador**.

In addition to Bosnia-Herzegovina, the **former Yugoslavia** (not further defined) and **Croatia** registered some numbers of new arrivals to Redland. Other countries which recorded some, but not a majority, of new arrivals include: Indonesia, Malaysia, **Vietnam**, India, and Sri Lanka.



## **Survey Analysis**

### **Overview**

As noted in chapter one, a survey was distributed among service providers in Queensland, in an attempt to supplement statistical data with information from workers in the multicultural sector. A list of service providers to whom the survey was sent appears in Appendix 3. This section outlines the communities identified by service providers as "new and emerging," and provides details of the location of these communities, based on survey results. This anecdotal "mapping" of the communities is by no means comprehensive, given the return rate of the survey (24%). However, it is interesting to compare the survey results with the location of communities by local government area, as outlined in Appendix 1, as there is some parity between the two.

The section concludes by analysing the needs of new and emerging communities identified by service providers. Again, it is interesting to note the parity between the anecdotal needs analysis presented here, and the needs identified through the literature search, which were presented in chapter three.

### **Identifying and Mapping New and Emerging Communities**

Respondents were asked whether country of origin or first language was the most appropriate means of identifying new and emerging ethnic communities. Of those who responded, 38.5% of providers felt that country of origin was the best indicator, 11.5% considered that first language was the best indicator, while 27% indicated that both should be used to identify ethnic communities. One respondent suggested that country of origin, first language and religion should all be used to identify ethnic communities, which reflects the issues discussed in chapter two regarding the different ways in which ethnic and cultural groups identify. A further 27% of respondents were not sure or did not give meaningful answers.

Respondents were then asked to identify those communities which they considered to be new and emerging, and to provide an estimated size and location of those communities, including details of support services available to these groups. Table 3.1, below, shows the communities identified by service providers. Table 3.2 provides a breakdown by region of those communities, as identified by respondents. Although respondents provided estimated numbers within each community, there was significant variance in the estimates and they have not been replicated here.

It is important to note that these findings do not necessarily reflect the extent of cultural diversity in different regions. The number of communities listed in each area reflects the knowledge of the service providers in any given area, rather than the actual diversity in that region. Furthermore, what some groups deemed to be new and emerging, such as the Finnish or Greek communities in Deception Bay, would undoubtedly be regarded as established by most other respondents. Therefore, the number of communities listed in some areas tends to reflect a more liberal view of emerging communities, rather than an exceptionally diverse community.

Some respondents classified communities by means other than country of birth, such as religion or ethnic minority. Examples include Kurdish or Islamic people. A number of respondents identified groups by region rather than country of birth. This was particularly notable in the case of Central and South America, the Pacific Islands, Africa and Former Yugoslavia. Communities are grouped by region for clarity, and reflect the manner in which service providers identified groups.

Interestingly, no service providers identified Afghan-born people as a new and emerging group, despite the increase in migration from Afghanistan in recent years, and the high proportion of humanitarian entrants from that country. This could be an oversight of service providers, or indicate that Afghanistan-born people are not accessing settlement services.

**Table 3.1**

<b>New and Emerging Communities Identified in the MAQ Survey</b>	
Africa	Pakistan
Somalia	Sri Lanka
Sudan	India
Eritrea	Bangladesh
Ethiopia	
Uganda	China
	Vietnam
Former Yugoslavia	Burma
Bosnia	Cambodia
Croatia	Taiwan
Serbia	Laos
	Hmong community
Iraq	Philippines
Iran/Persians	Thailand
Kurdish community	Korea
	Pacific Islanders
Romania	Samoa (not further specified)
Poland	Tonga
Finland	Fiji
Russia	Papua New Guinea
Greece	
Czech Republic	Latin America
	El Salvador
Islamic Community	

**Table 3.2**

<b>Ethnic Community *</b>	<b>Area</b>
<b><u>Sunshine Coast Region</u></b>	
Indochina/Vietnam	Caboolture
Pacific Islands (including Samoans and Tongans)	Redcliffe, Deception Bay
Former Yugoslavia (including Croatians and Serbians)	Sunshine Coast
South America	Sunshine Coast
Thailand	Sunshine Coast
Finland	Sunshine Coast
Greece	Sunshine Coast
Czech Republic	Sunshine Coast
<b><u>Pine Rivers</u></b>	
Sudan	Pine Rivers
Bosnia	Pine Rivers
South America	Pine Rivers
China	Pine Rivers
Papua New Guinea	Pine Rivers
Philippines	Pine Rivers
India	Pine Rivers
<b><u>Gold Coast Region</u></b>	
China	Gold Coast, Albert
Philippines	Gold Coast, Albert
Former Yugoslavia	Gold Coast, Albert
Croatia	Gold Coast, Albert
Bosnia	Gold Coast, Albert, from Southport to Labrador, Molendinar,
Persian community	Gold Coast
Iraq	Gold Coast, from Southport to Labrador, Molendinar
<b><u>Brisbane Area</u></b>	
Somalia	Brisbane suburbs, especially Yeronga, Mitchelton, Annerley, Stones Corner, Dutton Park and Moorooka
Eritrea	Brisbane suburbs, especially Yeronga, Annerley, Moorooka, Dutton Park and Stones Corner
Ethiopia	Brisbane suburbs, especially Annerley, Moorooka, Dutton Park
Sudan	Brisbane suburbs, especially Annerley and Stones Corner
Iran	Indooroopilly

Former Yugoslavia (including Croatia, Bosnia, Serbia)	Brisbane metropolitan area
Bosnia (in addition to above entry)	Greenslopes
Iraq	Brisbane suburbs
Thailand	Brisbane suburbs
Philippines	Brisbane suburbs (especially Aspley and Carseldine)
Taiwan	Sunnybank area
<b><u>Inala to Ipswich</u></b>	
Samoa	Inala
Indochina (including Vietnam, Cambodia, Laos, and Hmong communities)	Ipswich and suburbs, Inala
Islamic community (not further specified)	Inala
Iraq	These communities were identified by an Ipswich based group, although no geographic details were given
Pacific Islands	
Africa	
South and Central America	
<b><u>Logan and Beenleigh</u></b>	
Iran	Logan
Kurdish community	Logan
Islamic community	Logan
Samoa	Logan
Papua New Guinea	Logan
Romania	Logan
Africa	Logan
China	Logan
India	Logan
Indo-China (including Vietnam, Cambodia, Lao and Hmong communities)	Logan
Former Yugoslavia (including Bosnia and Croatia)	Logan
Philippines	Logan, Beenleigh
<b><u>Toowoomba</u></b>	
Sudan	Toowoomba
Ethiopia	Toowoomba
Eritrea	Toowoomba
El Salvador	Toowoomba
<b><u>Cairns and surrounds, North Queensland</u></b>	
Vietnam	Cairns and surrounds, including Salkaboo
Thailand	(scattered) Cairns and northern beaches, Mareeba, Atherton

Hmong community	Cairns and surrounds, Innisfail, Mareeba, Atherton, Ravenshoe, Mossman, Daintree and Northern Beaches  North Queensland
Philippines	
Croatia	
<b><u>Townsville</u></b>	
Somalia	Townsville
Sudan	Townsville
Ethiopia	Townsville
Eritrea	Townsville
Philippines	Townsville
Bosnia	Townsville
Latin America	Townsville
Korea	Townsville
Poland	Townsville
Finland	Townsville
Russia	Townsville
Vietnam	Townsville
India	Townsville
Fiji	Townsville
Pakistan	Townsville
Bangladesh	Townsville
Sri Lanka	Townsville
Uganda	Townsville

\* Groups are listed by country of origin, except where service providers identified groups by other means, such as ethnicity or religion.

### **Needs of New and Emerging Communities**

The survey asked service providers to identify the most significant needs of new and emerging communities. The needs identified by respondents can be grouped into several broad categories: community and social support needs; training needs; advocacy needs; and settlement services needs, including mainstream services. These categories are discussed below, with a more detailed analysis of needs identified through the survey.

#### Community and Social Support

Approximately 42% of respondents identified cultural and social connections and organised activities as a significant need of emerging groups. Several respondents noted that isolation was an issue facing small emerging groups. About 15% of the survey sample identified family and emotional support, and friendship, as a key need of new groups.

Community relations was identified by 27% of respondents as being important to emerging communities, noting that a friendly host society was important to create a sense of belonging. The impact of racism on settlement was discussed at length in chapter three. Racism is not limited to the host society: one respondent noted the need for reconciliation between factions and tribal groups from neighbouring home countries/regions. These points highlight the importance of promoting multiculturalism as a way to manage diversity.

### Training Needs

About 42% of respondents identified English language training as a significant need for emerging communities. Not surprisingly, therefore, bilingual and interpreting services were also identified as a significant need, with one respondent asserting that more on-site interpreters were required, as the Translating and Interpreting Service (TIS) was often unable to meet on-site requests.

In addition to language services, 38% of respondents identified assistance with employment and recognition of overseas qualifications as a significant need for emerging groups. A further 15% identified further education and training as needed by these communities. It is interesting that interpreting services and overseas qualifications are raised by service providers, as the Plimer and Jones report (discussed extensively in chapter three), suggests that these are not pressing issues for newly arrived migrants. However, this report also found that entrants seeking assistance from settlement service providers were more likely to be humanitarian entrants, or from countries where English was not the first or a major language. It is therefore possible that the profile of the clients in contact with the survey respondents is such that their needs in these areas are likely to be greater than other migrants groups.

### Advocacy and Information Needs

Several respondents suggested the need for organised community advocacy for new and emerging groups, while others suggested the need for more multicultural centres and ethno-specific support mechanisms. About 30% of respondents identified information as a key need of emerging communities. Information about immigration law, health services, and legal obligations (such as signing a lease, obtaining a driver's licence) were specifically identified by some respondents. Several noted the need for improved linkages between service providers. One respondent noted the need for help in purchasing office equipment, reflecting the need for ethnic groups to be supported in endeavours to develop ethno-specific and multicultural services.

### Settlement Services

About 27% of respondents identified accommodation as a key need for emerging communities, while financial and material aid (eg, furniture) and crisis support were cited as important needs by 15% of respondents. This may reflect the participation of CRSS groups in the survey, who would be likely to encounter significant numbers of humanitarian clients with basic material needs. One respondent noted the need for appropriate housing to be available in areas close to schools, transport and settlement services, to enable entrants to become independent. The planning implications for housing for emerging groups were discussed in chapter three.

Counselling, and family/relationship support were also identified as significant needs. Some respondents specified torture and trauma counselling, support for children, and support for people experiencing marriage breakdowns as being particularly important.

In terms of mainstream services, transport was identified as being an issue of concern by 12% of respondents. Not surprisingly, this particularly applied to people without driver's licences. Several respondents noted the need for culturally sensitive mainstream services, and suggested training for organisations on specific issues affecting new and emerging communities. One respondent suggested that an identification card be developed to enable people without a driver's licence to access services such as libraries and banks.

### **Special Needs within New and Emerging Groups**

Respondents were asked whether there were any needs particular to individual communities. Some responses simply identified specific ethnic groups, but did not indicate any needs which were substantially different from other emerging communities. Such responses are not recorded here, as they are captured in the section above.

Several groups were identified as requiring culturally appropriate services in the following areas:

- older people - culturally appropriate aged care services;
- children - culturally appropriate child care;
- women - culturally sensitive health services; and
- families - counselling services which are sensitive to diverse cultural values (in particular, cross-cultural marriage counselling for Filipino entrants was cited as important).

Not surprisingly, refugees were also identified as having special needs, including torture and trauma counselling. People from the former Yugoslavia were identified as being in particularly high need of trauma counselling. Unemployment was also identified as a critical issue, affecting not only the socio-economic status of refugees, but also their mental health, as many refugees were traumatised and in need of daily activity.

Refugees were also identified as requiring less intrusive on-arrival assistance. One CRSS worker noted that the current arrangements for refugees during their initial week in Australia can be overwhelming. The worker noted, "the biggest hurdle from our point of view is the refugees arrive tired, jetlagged and confused and must attend to Centrelink, banking, rental assistance, bond loan, Medicare and choosing accommodation all on the first day. The first week we need at least 10 people on duty to take care of immediate needs." The proposed changes to the humanitarian settlement services provided by DIMA (see overview of current services, chapter three, for further discussion) should address some of these problems, as CRSS groups will not bear the burden of providing all on-arrival services to refugees.

Communities from the Horn of Africa were identified several times as having a range of special needs. Tribal differences were cited as a serious issue facing the African community, although the respondent who made this comment noted that this was a general observation only and required further research. Women from the Horn of

Africa were also cited as having special needs, particularly those women coming from a rural background. Basic domestic living skills were seen as particularly crucial for these women.

Family and emotional support was identified as a significant need, particularly for people experiencing family breakdown. Somali, Sudanese and Eritrean entrants were cited as having a high need for social support, given the likelihood of family breakdown or dislocation due to trauma in the former home country, or relationship breakdown after arrival.

Unemployment within these communities was also identified as a critical issue. Other special needs of African entrants include health services and information, education (especially for women), parenting assistance (perhaps given the likelihood of single parent family units), and help in meeting dietary needs. The vast cultural differences between some humanitarian entrants from the Horn of Africa and settlement service providers can compound these difficulties. Service providers report difficulty in communicating with, and assisting some entrants, due to significant cultural differences. The Social Living Skills Project, being run by the Queensland chapter of the Australian Red Cross, may be able to address some of these issues for recent African arrivals.

Other ethnic-specific needs identified through the survey are employment training and English courses for Hmong people. It is difficult to identify Hmong people in Queensland using statistical data, as the Hmong are not identified through country of origin or by language spoken. Most entered Australia as refugees, and many appear within the Lao birthplace statistics. According to the survey results, (and confirmed by MAQ's knowledge of, and contact with, the community) there is a significant Hmong population in the Cairns region. The Department of Employment, Training and Industrial Relations has worked with the Hmong community in Cairns to develop a community training plan to address some of these issues.

Crime prevention and domestic violence prevention were also cited as being important for all emerging groups, although Filipino entrants were cited as having a high need for domestic violence prevention and services. This is consistent with research findings analysed in chapter three. Recognition of qualifications was also identified as a particular need of Filipino people, which is consistent with the findings of the Azra community profiles, discussed in chapter three.

Several respondents identified Chinese people as an emerging group in Queensland, as noted in the tables above. Many Chinese people enter Queensland as skilled or business migrants, hence there is a tendency to assume that they will have less need of settlement services than groups which tend to enter through the humanitarian or family reunion programs. One respondent identified advice on business development as a significant need of the Chinese community. It may be, therefore, that there is a need to identify the business/professional development needs of groups entering

predominantly as skilled or business migrants, with a view to facilitating entry into the labour market.

However, these types of advisory services are not considered to be within the ambit of this report, which focuses instead on the settlement and welfare needs of small, vulnerable groups. The size of the Chinese community in Queensland and its long history of migration to Australia, combined with the fact that there is a significant network of Chinese organisations and services, suggests that they do not fit within the definition of emerging groups offered in chapter one.

## **Additional Issues Raised by Respondents**

### 1. Regional Service Providers

Regional variations in service provision were highlighted by comments made by a Cairns service provider. This respondent noted that the region had significant numbers of people from diverse cultural and linguistic backgrounds. However, the respondent noted, "the geographical location is huge and transport is a big problem. Due to the distance...migrants do not have access to community resources and information." Regional service providers face an additional challenge in meeting the needs of their clients, given the large areas which they are required to serve, usually with limited resources.

### 2. Interpreting Services

As noted earlier, difficulties with accessing interpreters were identified as a significant problem by some respondents. Privacy is an additional issue facing small communities, as the small size of the community means that interpreters will very likely know their clients, which potentially compromises the interpreter's impartiality and presents a possible conflict of interest. One respondent also made the point that, where some interpreters work for more than one organisation, there is a danger that interpreter/advocate roles may become blurred. The issue of recruiting interpreters from small communities was discussed in chapter three.

Indeed, there is some parity between the issues identified in this section, and the needs analysis which occurs in chapter three. Possible actions for communities in Queensland are outlined at the end of that chapter, with a view to progressing community development research and solutions to the issues considered in this report.

*Note - italicised questions (questions 5-7) were sent to some respondents, for internal information gathering purposes, and were not analysed in this report.*

**QUESTIONNAIRE - NEW AND EMERGING COMMUNITIES**

*(please note - if you cannot answer any of these questions, simply leave blank and proceed to the next question - any information would be appreciated)*

For the purposes of this report, new and emerging communities are defined as:

- communities which have only recently settled in Australia, or whose numbers have increased significantly in the last five years;
- communities which are likely to require a high level of government services; and/or
- communities which do not yet have the resources or numbers to have established ethnic organisations or support agencies.

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1. Do you think that country of origin or first language is a more appropriate way to identify ethnic communities?

- 
2. (a) Using the above definition as a guide, which communities would you classify as new and emerging?  
 (b) As a rough estimate, what size would you estimate these communities to be (size ranges are indicated below).  
 (c) Are you aware of any specific ethnic organisations/advocacy services or voluntary organisations which have been established to serve the communities which you have listed?  
 (d) Where are the communities located?

<b>Community</b>	<b>Size of Community (0-100, 100-500, 500-1000, 1000-5000, 5000+)</b>	<b>Ethnic support services or agencies</b>	<b>Location(s) of Community</b>

Community	Size of Community	Ethnic support services or agencies	Location(s) of Community

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3. In general, what would you say are the most significant needs/issues for new and emerging communities?

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4. Are there any needs/issues which are particular to individual communities? If so, please list them.

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5. What would you consider are the major areas of public service delivery which require attention - through changes to policy, improved access and/or service delivery - for new arrivals to Queensland?

Please list in order from 1-10 most to least important services requiring attention:

- \_\_\_ *Counselling and Support Services*
- \_\_\_ *Education*
- \_\_\_ *Employment and/or Training*
- \_\_\_ *English Language Classes/Literacy Programs*
- \_\_\_ *Health*
- \_\_\_ *Housing*
- \_\_\_ *Interpreter Services*
- \_\_\_ *Legal Services*
- \_\_\_ *Police Services*
- \_\_\_ *Public Transport*
- \_\_\_ *Other, please specify: \_\_\_\_\_*

*Further*

*Comments:*

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6. Of all the areas listed in Question 5, which one(s) stand out as needing more attention? Give details of the issues in relation to the service for new arrivals (you can nominate specific service if relevant):

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7. *Do you have any suggestions as to how these services could be improved for new arrivals and/or how any additional issues which you may have raised in Questions 3 and 4 could be addressed?*

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8. Are you aware of any research which has recently been undertaken, or is currently in progress, in relation to new and emerging communities? If so, please outline below.

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9. A list of groups which have been consulted is attached. Can you suggest any other groups which might be able to assist in preparing this report?

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10. Additional comments:



## **LIST OF AGENCIES CONSULTED**

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### **GOVERNMENT AGENCIES**

- Department of Immigration and Multicultural Affairs
- Ethnic Affairs Commission of New South Wales
- Multicultural Affairs Unit (Victoria)
- Office of Ethnic Affairs (Northern Territory)
- Office of Multicultural and Ethnic Affairs (Tasmania)
- Office of Multicultural and International Affairs (Australia Capital Territory)
- Office of Multicultural and International Affairs (South Australia)
- Office of Multicultural Interests (Western Australia)
- Victorian Multicultural Commission

### **NON-GOVERNMENT ORGANISATIONS**

- African-Australian Association of Queensland
- Alliance-Communities Against Racism and Discrimination
- Annerley and District Community Centre
- Argentinian - Australian Group of Queensland
- Asylum Seekers Centre
- Australian Red Cross
- Australian-Cuban Friendship Society
- Australians Advancing Multiculturalism and Reconciliation
- Beenleigh Neighbourhood Centre
- Bosnian Welfare Centre
- Caboolture Neighbourhood Centre
- Cairns Neighbourhood Centre
- Caritas Brisbane (Croatian group)
- Centacare (Cairns)
- Centacare (Townsville and Mt Isa)
- Centre for Croatians on the South Coast
- Centre for Multicultural Pastoral Care
- Club Colombia
- Croatian Catholic Centre ‘Cardinal Stepinkc’ Inc
- Croatian Mental Health Program
- CRSS workers around Queensland
- Deception Bay Neighbourhood Centre
- Emerald Neighbourhood Centre
- Eritrean Community of Brisbane and Surroundings
- Ethiopian Multicultural Association of Queensland Inc
- Ethnic Communities Council Gold Coast
- Ethnic Communities Council of Queensland Ltd
- Gold Coast Multicultural Women’s Organisation
- Hervey Bay Neighbourhood Centre
- Hispanic Women’s Group of Gold Coast
- Inala Community House
- Iranian Community Association of Queensland

- Iraqi Association of Queensland Inc
- Islamic Women's Association of Queensland
- Kingston East Neighbourhood Centre
- Kurdish Association of Queensland Inc
- Latin American Housing Company Ltd
- Logan City Multicultural Neighbourhood Centre Inc.
- Logan East Neighbourhood Centre
- Logan Migrant Resource Centre
- Mackay Regional Council for Social Development
- Maroochy Neighbourhood Centre
- Multicultural Development Association
- Multicultural Information Network Service Inc.
- Persian Cultural and Education Centre
- QCOSS
- Queensland Program of Assistance for Survivors of Torture and Trauma
- Salvadorean Association Inc
- Samoan Advisory Council Brisbane Inc
- Silver Bridle Neighbourhood Centre
- South Brisbane Immigration and Legal Service
- Townsville Multicultural Support Group
- Youth Affairs Network

*52 agencies; 55 CRSS groups - total surveyed, 107*

*total returned: 26*

*return rate: 24%*



## BIBLIOGRAPHY

Anyoagu, Samuel. "Some emerging communities in Australia: an African point of view." *1998 FECCA Congress Report*. Canberra: FECCA, 1998. 143-45.

*This paper outlines the need for African communities to develop effective community organisations to assist with settlement issues and participating in Australian life. The author asserts that the Australian immigration program is racist in approach to African immigration, favouring South African and Middle Eastern migrants. Although the paper was presented over a decade ago, it is likely that African communities still need to form stronger community networks, given the comparatively low levels of migration which have occurred over time. Recent migrants from the Horn of Africa tend to be humanitarian entrants with fragmented family groups and likely need high levels of community support.*

Australian Bureau of Statistics (ABS). *The Social Characteristics of Immigrants in Australia*. Canberra: ABS, 1994.

*This study compares the social characteristics of the overseas born and Australian-born population. The study also investigates the differences in characteristics between people born overseas in English speaking and non-English speaking countries. The study concludes that those people born in non-English speaking countries are at a social disadvantage when compared with people born in Australia or an English speaking country. The level of disadvantage correlated to length of residency, **suggesting that newly arrived migrants were most likely to experience social disadvantage**. People from non-English speaking countries had, on average, a lower annual personal income, lower levels of educational qualifications, lower labour force participation rates for those with a degree, lower self-assessed health status (although this indicator is not entirely reliable given the self-assessment), and were more reliant on government benefits.*

Azra, Elin. *Visible But Not Heard: Profiles of Eleven Communities in Logan*. Logan: Ethnic Communities Council of Logan, 1996.

*This study profiles five communities, according to language spoken rather than country of origin. Communities studied are Arabic, Hindi, Spanish, Filipino and Persian speaking communities. At the time of the study (1996), only 1991 Census data was available. The method by which communities were selected therefore involved preliminary consultation with the human and community service sectors, to identify which community profiles would be most relevant to their work.*

*A literature search was then conducted, followed by interviews with ethnic agencies, key individuals in the community sector, and clients and members of organisations. A "snowball" technique was used for conducting interviews, whereby initial contacts were called upon to suggest additional contacts. The interview results were then used to compile profiles focusing on the immigration experience, settlement issues, demographic and socio-economic trends, and community resources. These profiles are comprehensive and would be invaluable to all service providers in the area.*

Babacan, Hurriyet. *I Still Call Australia Home: An Exploration of Issues Relating to Settlement and Racism*. Brisbane: Centre for Multicultural Pastoral Care, 1998.

*This study was undertaken in response to recent debates on race relations and immigration. The project examines "settlement and racism from the perspective of newly arrived immigrants and refugees coming to Australia" (5), with a view to identifying: settlement issues facing newly arrived migrants and refugees; barriers encountered in receiving services and from the wider community; and resources currently available to assist in settlement. The study also assesses the impact of race relations on successful settlement.*

*For the purposes of this report, newly arrived denoted migrants and refugees who had arrived within the last five years, in particular the last two years. The study was based upon a survey sample which consisted of people from 33 countries, representing a variety of visa categories. It is not clear what methodology was used to identify the sample, other than that*

*"the communities were identified as being the most numerous but also with emerging populations of newly arrived" (16). The sample was identified through "the snowball technique" (see above). Interviews were also conducted with settlement service providers. As the sample included people from Germany, Holland and Scotland, which are surely fairly established communities in Queensland, the notion of "newly arrived" is unclear in this report.*

Barnett, Kate, et. al. *Small ethnic communities and aged care: a literature review.* Curtin: Federation of Ethnic Communities' Council of Australia, 1996.

*This is essentially a review of current research and analysis of aged care for people in small or ethnic communities. The study analyses possible definitions of small ethnic communities, looking primarily to Jupp et. al. in this section. The study also identifies possible aged care service delivery models, including: partnerships; clustering; multi-ethnic, multi-purpose hostels; and small group homes. The study then examines ways of accessing and informing small ethnic communities, including community consultation, communication strategies, and community development. The study concludes by examining suggested policy and planning strategies, such as creating specific funding categories for small ethnic groups, and developing future population projections of these groups, to ensure adequate long term planning.*

Bureau of Ethnic Affairs. *Australian South Sea Islander Summit.* Mackay: Bureau of Ethnic Affairs, 1993.

*In 1993, 30 Australian South Sea Islander (ASSI) representatives met in Mackay to discuss issues affecting the lives and culture of ASSI people. The resultant report serves as an exhaustive needs analysis of ASSI people in Queensland and includes recommendations and strategies to address areas of identified need. While some of the recommendations have been progressed, there is still much work needed to redress the community and systemic discrimination which ASSI people have experienced. Since the summit, the Australian and Queensland governments have recognised ASSI people as a distinct ethnic group, and the Queensland government has responded to the 1992 Human Rights and Equal Opportunity Commission report, A Call for Recognition. The key issues identified at the summit as requiring attention were: development of regional councils; training and development; community housing, cultural revival; and a statewide newsletter.*

Cass, Naomi. "Muslim women in Australia: health, settlement issues." *BIMPR Bulletin.* 14(1995): 50-51.

*This article briefly outlines the outcomes of a seminar held in Mildura to discuss health needs of Muslim women. Key suggestions in relation to health care services for Islamic women were: provision of appropriate diet in hospitals; provision of female doctors; allowing privacy for women when breastfeeding; and provision of modest gowns during examinations. Muslim women expressed their hurt at being stereotyped in the media, by service providers and other communities.*

Castles, Stephen. "New Migrations in the Asia-Pacific region: a force for social and political change." *International Social Science Journal.* 156(1998): 215-28.

*This article is not directly relevant to this project. However, it is worth noting for the purposes of future research. Castles outlines the establishment of the Asia Pacific Migration Research Network, a network of researchers in Australia, the People's Republic of China, Indonesia, Japan, the Republic of Korea, Malaysia, New Zealand, the Philippines, Singapore and Thailand. The network will investigate the long term effects of emigration and immigration in the Asia-Pacific region, and should prove to be a valuable research network in the field.*

Coughlan, James E. and Deborah J. McNamara, eds. *Asians in Australia: patterns of migration and settlement.* Melbourne: Macmillan, 1997

*This book is a collection of articles relating to Asian migration. The book attempts to provide the necessary information to generate rational discussion of Asian migration, in response to recent, emotive debates on the issue. Because most Asian communities began immigrating to Australia within the last 20 years, there are few new communities. However, the book does contain a chapter profiling the “forgotten” refugees from Cambodia, East Timor and Laos.*

---, and Patricia Thatcher. “The forgotten Southeast Asian refugees: immigrants from Cambodia, East Timor and Laos.” in Coughlan, p243-273.

---, *Settler Arrivals 1997-98: Statistical Report No. 25*. Belconnen: DIMA, 1999.

Foster, William. *Immigration and the Australia Economy*. Belconnen: DIMA, 1996.

*This study assesses research undertaken to date in order to summarise the current understanding of immigration's effect on the national economy. The study looks at the demand and supply effects of immigration, and considers the impact of immigration on wages and unemployment. The study concludes that immigration has had a major impact on the rate of Australia's economic growth, but has had only small effects on the key economic indicators of economic wellbeing. The author cannot find evidence that immigration has adversely effected the economy and, in fact, concludes that it has had a favourable, but small, impact on the unemployment rate and the average income. The author concludes that the focus on the economic impact of immigration in public debate has been overdrawn by both critics and supporters.*

Gold Coast Housing Network. *Housing Needs Assessment Gold Coast City: a Partnership in Planning for the Future*. Gold Coast: Gold Coast Housing Network, 1998.

*This needs analysis looks generally at housing needs on the Gold Coast, including issues affecting young people, older people, people with disabilities, people with psychiatric disabilities, Aboriginal and Torres Strait Islander people, and people from diverse cultural backgrounds. The study offers as a conclusion suggestions on:*

- *ways to encourage healthy social planning to ensure community input into the housing issue;*
- *ways to facilitate the provision of access to affordable and appropriate housing for residents;*
- *ways to reduce the level of homelessness and increase access to emergency housing; and*
- *ways to promote a holistic view of new suburban developments by incorporating housing designs into the community at a local level.*

*The chapter on the housing needs of people from diverse cultural backgrounds is particularly useful for the purposes of this report.*

Galla, Amareswr. *The Needs of New and Emerging Communities in the ACT*. Canberra: ECC, 1997.

*This study analyses the needs of new and emerging communities in the ACT, and develops a series of recommendations aimed at establishing community based infrastructure for the ongoing provision of services. In terms of methodology, the study consulted with eight target communities, and undertook a qualitative survey of needs and issues for various other communities. How these groups were identified is not outlined anywhere in the report. The report identifies twelve areas of significant need facing new and emerging communities: cross-cultural awareness; cultural expression and maintenance; community infrastructure; language services; physical and mental health services; employment services and opportunities; access to other services; special needs of women; special needs of youth; special needs of older people; provision of information; and anticipating future needs. A Strategic Plan is then outlined which offers possible initiatives to address these areas of need.*

Human Rights and Equal Opportunity Commission (HREOC). *New Country, New Stories: discrimination and disadvantage experienced by people in small and emerging communities*. Sydney: HREOC, 1999.

*This study considers whether people from small and emerging communities are faced with particular risks to their individual human rights. The study does not identify a conclusive finding regarding the human rights situation of small and emerging ethnic communities. Indeed, the study acknowledges that “many of the factors which threaten the human rights of small and emerging communities are shared with other people in Australian society.” Nonetheless, the report suggests that, for small and emerging groups, these risk factors, such as the stress of the migration experience; discrimination and poverty “are exacerbated by the small number of people from a common ethnic group in Australia and their relatively recent arrival...(HREOC 59).”*

*The report uses the human rights instruments of the United Nations, and their equivalent expression in Australian legislation, as a framework for considering the human rights of people in small and emerging communities. Four key issues are discussed in the report:*

- The pressures of arrival and resettlement, and the associated risks to human rights;*
- The need for accommodation, and the difficulties faced by emerging groups in accessing acceptable housing;*
- The right to work, and the barriers to achieving equal employment outcomes that face emerging groups; and*
- Other significant barriers to protecting the human rights of small and emerging communities, including access to translating and interpreting services, protection from racism and access to complaints mechanisms.*

Jupp, James. *Exile or Refugee? The settlement of refugee, humanitarian and displaced immigrants*. Canberra: Australian Government Publishing Service, 1994.

*This study analyses past and current “uprooted” international situations of relevance to Australia, and compares Australian refugee policy with that of other developed nations. Jupp then provides an overview of past refugee settlement policy in Australia, and assesses the adequacy and utilisation of existing settlement services. The report argues that refugee settlement policy should take account of the potentially “uprooted” backgrounds of people entering Australia under non-humanitarian categories, particularly the family reunion categories. Under this model of needs analysis and service delivery, a new “special needs program” would be developed and directed towards communities predominantly comprising refugees or “uprooted” immigrants. These communities would be less likely to have developed effective support structures.*

Jupp, J., et. al. *Settlement Needs of Small, Newly Arrived Ethnic Groups*. Canberra: AGPS, 1991.

*This report is essentially the baseline analysis of settlement needs for new or emerging ethnic groups in Australia. It calls for an approach to emergent communities which recognises diversity at both the intra- and inter-community level. Consequently, it cautions against reifying emerging groups for policy or settlement planning purposes.*

*The report is cited at length throughout this work, and is therefore summarised only briefly here. Jupp et. al. commence with a review of past and current settlement policy, then outline the fundamental settlement needs of emerging groups. Particularly useful is the report’s outline of the major ethnic groups to be found in Australia. This outline highlights the need to avoid using birthplace as the sole indicator of membership of a cultural group.*

*The study then outlines newly arrived groups using Census data, and analyses current service delivery in the settlement area, the current spatial distribution of small ethnic groups, and the state and needs of community organisations and networks. A summary of previous studies into the settlement experience of specific groups is then provided, followed by an outline of*

*consultations undertaken by Jupp et. al., and a probing conclusion and outline of policy options.*

*The study's only limitation from a Queensland perspective is the almost exclusive emphasis on Sydney and Melbourne. Jupp et. al. discuss the issues of spatial distribution, gaps in service and thinly spread resources in a limited national context. These issues are far more pronounced in other states and territories, where settlement services are in a more developmental stage. This developmental stage coincides with a period of negative public debate on immigration issues, and a political climate of mainstreaming, outsourcing and privatisation of migrant services, which can potentially add another barrier to smaller groups seeking to establish organisations or services.*

Kliewer, Erich, and Roger Jones. *Changing Patterns of Immigrant Health and Use of Medical Services*. Belconnen: DIMA, 1998.

*This study assesses various aspects of the health status of immigrants surveyed in waves 1 and 2 of the LSI. The key finding was that the percentage of people reporting only fair or poor health increased between waves 1 and 2, while the percentage of people with long-term health conditions also increased in this time. However, there were substantial variations according to the respondent's visa category, birthplace, sex, English language proficiency, socio-economic status and satisfaction with their job and life in Australia. Humanitarian entrants tended to have the poorest health status, while those who spoke English poorly or not at all also tended to experience poor health. Employment status seemed to correlate to health, with those with jobs - particularly jobs using qualifications - recording a better health status than the unemployed. This was particularly pronounced amongst men. Women tended to rate worse than men across all health measures. Those respondents who were satisfied with their jobs and their lives in Australia tended to report better health status than those who were not satisfied with either.*

Kritikos, Rita, et. al. *Newly arrived migrants and the 'two year waiting period.'* Sydney: Ethnic Communities' Council of NSW, 1997.

*This study looks at the impact of the two year waiting period for social security benefits, enacted through Commonwealth legislation. A detailed questionnaire was distributed to service providers and clients in New South Wales, and an overwhelming 91.4% of service providers firmly believed that "the two year waiting period' has negatively affected their clients (sic) living standards in Australia." The report argued that the legislation was forcing many migrants into a cycle of poverty, including migrants with professional qualifications. Particularly disturbing was the fact that 40% of newly arrived migrants were dependent upon family, 26.3% upon charity, 10.5% upon a welfare agency, and 14.7% upon family payments, with only 21% in employment. This clearly suggests a strain on families of newly arrived entrants, as well as charity and welfare agencies. Clearly, this study has direct implications for profiles of new and emerging communities, the majority of whom are likely to have been affected by the legislation. This impacts directly upon settlement issues, services and needs.*

Logan and Beenleigh Migrant Resource Centre, et. al. *Alone, Homeless and in a strange country...the Crisis Accommodation Project for the NESB community of Logan City and Gold Coast Part A Region*. Logan: CSHA Consultation and Planning: 1997.

*This study in the Logan area draws its conclusions from a survey of service providers in area. The sample was not large, and therefore results cannot be taken as definitive. Nevertheless, the report provides useful anecdotal evidence, and suggests locally based accommodation strategies, such as allocation of public housing stock to ACCESS Inc. for transitional/emergency accommodation, with a full-time position to provide administrative support. The report highlights the impact of the two year waiting period for newly arrived*

migrants, suggesting that some people are experiencing severe hardship, including housing crisis, due to the policy.

Multicultural Affairs Unit, Department of the Premier and Cabinet (Victoria). *Request for Tenders for a Consultancy to Produce a Series of Victorian Community Profiles*. Melbourne: Victorian Government, 1998.

*This paper calls for tenders for a consultancy to facilitate incorporation of social, economic and cultural characteristics of communities into policy development and planning and, thereby, to provide appropriate and accessible services. The paper is useful in that it discusses at length criteria for new and emerging communities. Interestingly, new and emerging communities are taken to include "older" communities, which are "re-emerging," as it were. Examples include the Russian, Cambodian, Lao and Indonesian communities.*

McNamara, Deborah J. "Overview of Asian Immigration, 1982-1995." in Coughlan 49-74.

*This article provides an overview of patterns of migration from the 12 Asian birthplace groups which have featured in the Australian top ten source countries in recent years (accounting for over 90% of the Asia-born migration intake). The article is useful not so much for its subject matter, but for its methodology, which is to use the arrivals card questionnaire in compiling profiles of the communities. The advantage of this is that the arrivals card identifies all legal immigrants, their intended State of residence, and does not include visitors. As Census data is now out of date, arrivals card information will be used in this report to identify new and emerging communities, and will provide an estimate of numbers of migrants intending to settle in Queensland.*

Pebaque, Cristina. "Emerging communities in Australia: a Latin American point of view." *Multiculturalism: a Commitment for Australia*. Canberra: Federation of Ethnic Communities' Councils of Australia Congress Report, 1998, 151-58.

*This paper cautions against considering Latin American people as an homogenous group, and argues that, although there are more settlement support services now (1988) than in the seventies, it is nevertheless more difficult to settle in Australia due to economic downturns and changes to the points test for migration purposes. The author outlines some of the problems facing newly arrived Latin Americans, who have often suffered trauma and enter through the humanitarian program. Their needs include: trauma counselling; acquiring basic material possessions, including personal documents such as birth certificates; housing appropriate for large families; specialised health services for people who have experienced trauma; and assistance for those coming from rural or semi-rural backgrounds. These groups are also likely to be concerned for family members which were left behind in the former home country. The author also argues against placing time limits on the concept of settlement, noting that "Unless a community has some financial strength and independence, political clout and participation and the necessary infrastructure to address its needs, time plays a very small role in helping towards successful settlement (153)."*

Plimer, Don and Roger Jones. *Immigrants' Demand for, Utilisation of, and Level of Satisfaction with Support Services*. Canberra: DIMA, 1998.

*This study analyses immigrants' demand for, use of, and satisfaction with support services, based on waves 1 and 2 of LSIA data. There are some surprising and disturbing findings, particularly that the non-government community and welfare sector has provided almost no support to those in the survey sample. This includes DIMA-funded settlement services. Immigrants received help from relatives and friends, as well as mainstream government agencies. More help was needed by those with poor English skills and humanitarian entrants. The major initial settlement needs were looking for work, learning English and accessing social security and health services.*

Rossiter, Joh Chin. "The health of women of non-English speaking background." *Women's Health: a primary health care approach*. Sydney: MacLennan and Petty, 1998, 93-100 & 114-119.

*This article examines current research on the health of women from diverse cultural backgrounds, and argues that this group of women face distinctive health problems and difficulties in obtaining appropriate health care. These difficulties can be attributed to cultural and linguistic differences, as well as the likelihood of being socio-economically disadvantaged. The article outlines some of the specific health issues likely to face this group of women, including reproductive illnesses, occupational related illness and injuries, mental health problems, domestic violence and illnesses associated with ageing.*

Stevens, Christine. "Migration category and labour-force status: policy implications of the performance of refugees." *People and Place*. 6.1(1998): 34-43.

*This article confirms what is anecdotally accepted: that the highest unemployment rates for migrants are concentrated among humanitarian entrants and individuals sponsored by their families. Stevens suggests that policy development should focus on targeting information at new and emerging communities, and that the development of networks amongst these communities should be encouraged, not only for support, but also as an important means of gaining employment. Analysis is based on unpublished and published data from the Labour Force Status and Other Characteristics of Migrants survey undertaken by the ABS in November 1996.*

Tait, David, *et.al.* *Gateway to Australian Society: Migrants' Experience of the AMEP*. Wollongong: Centre for Multicultural Studies, 1990.

*This survey assessed migrants' experience of the AMEP. The study found that migrants were largely satisfied with the program, the main benefit identified by respondents being improving their spoken English. The program was also a significant source of information about post arrival programs, and therefore functioned as an important settlement service. Classes for women were particularly popular, although respondents requested more bilingual classes, and classes where students had similar ethnicity, education and English proficiency.*

Theophanous, Andrew. "Access and equity for smaller migrant communities: an overview." *Third National Immigration and Population Outlook Conference*. Melbourne: Bureau of Immigration, Multicultural and Population Research, 1995.

*This is the published speech by the Parliamentary Secretary to the Prime Minister at a 1995 conference. The paper provides a useful overview of government initiatives in the area of settlement services for small communities, and access and equity issues facing these groups. However, given the many changes to services and service delivery models since the change of government, much of this material is no longer current.*

Trubenbach, Annette. "The Settlement Needs of Five Minority Groups in Sydney: a new model for service delivery." *Proceedings of the Third National Immigration and Population Outlook Conference*. Adelaide, 1995.

*This article is highly relevant to this report, as it outlines the formation of the Ethnic Minorities' Action Group (EMAG) in New South Wales, and EMAG's development of a pilot project to identify and respond to the needs of five minority groups in the State. Commonwealth funding was received, which covered the employment of a project co-ordinator and part-time bilingual workers. The Bangladeshi, Burmese, Ghanaian, Indonesian and Thai communities were selected for the pilot. Key initiatives of the project were: improving access to information and services; developing and using minority media outlets for information strategies; increasing resources and community initiatives in the target groups; developing training initiatives and skills development; developing community profiles, which are made available to service providers; and increasing participation in decision making processes.*

Tu'ipulotu, Leanne, and Susan Ferguson. *Every Face Tells a Story: the Difficulties Faced by Young People from non-English Backgrounds Living on the Sunshine Coast*. Maroochy: Maroochy Neighbourhood Centre, 1997.

*This study investigates the needs and experiences of young people from diverse cultural backgrounds on the Sunshine Coast. The project involved young people in the research, and connected young people to appropriate service providers to raise awareness of non-English speaking youth issues with youth service providers in the region. Youth, parents, and service providers were interviewed, and a literature search of current studies in the area was also undertaken.*

*Of the young people surveyed in the report, over half were recently arrived from overseas. The major findings of the report were that youth from non-English speaking backgrounds experienced:*

- *Isolation and loneliness brought about by geographical isolation, and linguistic and cultural differences;*
- *Difficulty participating in school, employment, education or training due to lack of English language skills;*
- *Racism, making settlement very difficult;*
- *High risk of homelessness, due primarily to intergenerational conflict;*
- *Lack of access to services, due to lack of knowledge about the services, and lack of knowledge on the part of youth workers regarding the difficulties faced by youth from diverse cultural backgrounds; and*
- *Young people from refugee backgrounds, who may face the above difficulties in addition to dealing with torture and trauma and family dislocation or fragmentation.*

Western, John S., et. al. *Migrant Satisfaction: A Study of the Nature and Determinants of Satisfaction and its Role in Settler Loss*. Brisbane: Social and Economic Research Centre, University of Queensland, 1998.

*This study uses results from waves 1 and 2 of the LSIA to examine determinants of migrant satisfaction. The key finding is that migrant experiences are diverse. The study debunks some anecdotal assumptions related to settlement, namely that English proficiency and successful labour market performance underpin successful settlement. Young people had a relatively lower level of satisfaction, as did people with para-professional and trade qualifications, people with a high level of education, and people over the age of 70. The most satisfied were business skills and employer nominated entrants, males, those aged 40-69 years, people who were unemployed and not in the labour force, those with less than six years schooling, people in sales and personal services, and humanitarian entrants. The main predictor of emigration to the former home country was satisfaction with the former home country and good English proficiency. These findings suggest that participation in the labour market and economic capital are not necessarily the main contributing factors in settlement satisfaction.*

