
Executive Summary

DIMIA-funded settlement services

DIMIA funds a range of services that target newly-arrived migrants and humanitarian entrants in recognition that the migration process can result in specific, on-arrival needs and that some new arrivals can experience difficulties gaining access to mainstream Australian services. DIMIA's settlement services include:

- services funded under the Integrated Humanitarian Settlement Strategy (IHSS);
- the Community Settlement Services Scheme (CSSS);
- Migrant Resource Centres (MRCs) and Migrant Service Agencies (MSAs);
- the Adult Migrant English Program (AMEP); and
- the Translating and Interpreting Service (TIS).

The review

The review report

This report of the *Review of Settlement Services for Migrants and Humanitarian Entrants* examines DIMIA-funded settlement services and their role in the broader social support network against the overall objective of ensuring that services assist migrants to participate equitably in Australian society as soon as possible. The overall aims of the recommendations found in this report are to:

- improve integration between settlement and mainstream services;
- strengthen partnerships among and between service providers and government;
- promote innovation and flexibility in funding models;

- develop principles for future delivery of settlement services; and
- enhance the performance and accountability framework for the delivery of funded outcomes.

The main findings of the review are summarised below.

Chapter One: The Policy Context

Over six million migrants have come to Australia since the end of World War II. The settlement services available to them have evolved in response to the increasing diversity of the migrant intake, recommendations from associated government reports and broader social policies, from the assimilation policies of the post-war era to contemporary Australian multiculturalism and associated access and equity strategies.

In the contemporary policy framework, the mainstream services available to all Australians should be accessible to all migrants, including new arrivals. DIMIA's specialist settlement services have developed an increasing emphasis on early intervention and targeting of high needs groups among new arrivals in their early years of settlement. They have also been modified by recent trends in government policy towards partnership between the government, private and community sectors; a whole-of-government shift towards an outputs/outcomes framework; and changes in technology.

Chapter Two: The Global Context

Australia's place in the global economy, its international relations and the diversity of its population mean that permanent and temporary people movements will be increasingly important to its future. The Organisation for Economic Cooperation and

Development has found that Australia's current immigration policies have been successful in improving the economic returns to Australia, and has attributed this success to Australia's emphasis on skilled stream migration and its approach to settling new arrivals.

Although international benchmarks for best practice in the delivery of settlement services have not yet been established, comparisons with other countries that have formal resettlement programs suggest that Australia's settlement services are advanced by world standards. It is in Australia's interests to participate in studies that will develop best practice models and international benchmarks for the delivery of settlement services and to be responsive to changes that may occur in the Migration and Humanitarian Programs over time.

Chapter Three: The Demographic Context

Immigration has been a major contributor to Australia's population growth and has helped to shape the size and composition of the population. The 2001 Census has shown that around 23% of Australia's resident population were born overseas. Population projections suggest that immigration is likely to continue to be a major contributor to population growth. As a result, the overseas-born will continue to be a significant group within the Australian population. The current overseas-born population is drawn from all the geographic regions of the world and is more diverse than at any other time in Australia's history. Associated with this increasing diversity are the lower concentrations of migrants from a wider range of birthplace countries than in the past.

The size and diversity of Australia's overseas-born population provides social, cultural and economic benefits for Australia and competitive advantages for the nation in the global marketplace. However, the diversity of the current immigration intake and the

different patterns of growth and ageing within different migrant communities have implications for service delivery by both DIMIA and mainstream agencies. The challenge is to ensure that service delivery by all agencies is responsive to the range of cultures, linguistic backgrounds and experiences within the community and that new arrivals are equipped to participate in Australian society as soon as possible after arrival.

Chapter Four: The Settlement Experiences of New Arrivals

All migrants face challenges in establishing themselves in Australia, however, some migrants face greater barriers than others. Research on the experiences of new arrivals indicates that recency of arrival, visa category and English language proficiency have a significant impact on settlement success. This is evident across a range of economic, social and wellbeing indicators.

Generally, improved early settlement outcomes have been achieved by reshaping the Migration Program to increase the proportion of skilled stream migrants and migrants proficient in English. However, data from the Longitudinal Survey of Immigrants to Australia (LSIA) reveals that outcomes for humanitarian entrants are generally poorer than for other groups of migrants. This reflects the fact that many current entrants under the Humanitarian Program have experienced profound emotional, physical and psychological distress, along with disruptions to their education and working lives.

The LSIA indicates that outcomes for humanitarian entrants have deteriorated in recent years and this appears to be largely as a consequence of changes within source countries for the Humanitarian Program, with the more recent intake appearing to have experienced greater instability and disruption to their lives before migrating to Australia. These entrants are finding it more difficult to

establish themselves than their earlier counterparts and, in particular, are experiencing lower levels of employment, lower workforce participation rates, lower levels of income, and more health problems and psychological distress. More needs to be done to target settlement assistance towards this group if they are to achieve full and active participation in Australian society, and further research should be undertaken to track the progress of humanitarian entrants in the future.

Chapter Five: The Role of DIMIA-Funded Settlement Services

Many of the on-arrival and longer-term needs of migrants are shared with the wider Australian community and, to the extent that a migrant requires government assistance, are most appropriately addressed through mainstream services. DIMIA's settlement services provide some additional assistance to help new arrivals to orient themselves to life in Australia, including to the mainstream service environment. For individual migrants, this includes the provision of pre-embarkation and on-arrival information about life in Australia, as well as more specialised support services for arrivals in need of more assistance. In addition, DIMIA plays a broader advocacy role in the settlement process through funding projects that facilitate capacity building within migrant communities and helping mainstream service providers to plan for and respond effectively to the needs of migrants and humanitarian entrants.

As they have a specific and limited role, DIMIA's settlement services focus on building self-reliance, developing English language skills and fostering connections with mainstream services in the early settlement period. They are not intended to become an alternative service network for all migrants.

DIMIA's settlement services for individual migrants are targeted towards migrants in greatest need of settlement assistance. The

intersection of settlement need indicators – English Proficiency group, visa category, length of establishment of the migrant community and new arrivals to resident population – can help to pinpoint the new arrivals who are likely to need a higher level of assistance in settling in Australia. The settlement services target group comprises permanent residents who have arrived in the last five years as humanitarian entrants or as family stream migrants with low levels of English proficiency. Within this target group, priority is given to providing assistance to migrants and humanitarian entrants from small and emerging communities and to those in rural and regional areas. Funding for community capacity building may extend beyond this five-year period in instances where a community still requires considerable assistance to plan, organise and advocate for services to meet its needs, and where it is receiving significant numbers of new arrivals who are in the settlement services target group.

Chapter Six: Mainstream Services

Mainstream organisations, whether they are acting as direct service providers or as funders of services, have a responsibility to provide appropriate services for migrants and humanitarian entrants as part of their services to all Australians. Their responsiveness to a culturally and linguistically diverse clientele is a key service issue for both new arrivals and longer-resident migrants, and has a major impact on their capacity to fully participate in the economy and within the Australian community. This is particularly the case in the key service provision areas of employment, skills recognition, housing, health, education and youth services, family support and aged care.

The community has expressed considerable cynicism about the Commonwealth Government's commitment to the *Charter of Public Service in a Culturally Diverse Society* (the

Charter) and about agencies' achievements in relation to people from diverse cultural and linguistic backgrounds. The threshold issues of concern in relation to performance against Charter principles appear to be that:

- agency data collections are often inappropriately focused and insufficiently disaggregated to facilitate an accurate understanding of client needs and to account for the performance of services (for example, non-English speaking background or country of origin data does not provide an accurate reflection of the extent of disadvantage of a client);
- some programs are not always sufficiently responsive because of this imperfect understanding of client needs, and program design may not be optimally effective (for example, humanitarian entrants with little or no formal education have indicated that they would find more value in practical work experience rather than resumé and interview preparation); and
- the full reality of providing social services in a culturally and linguistically diverse society is not accurately reflected in agency budget allocations (for example, the limited availability of material in community languages and limited budgets for translating and interpreting services impede effective consultation and communication and preclude effective use of complaints mechanisms).

There would, therefore, be benefit in a stocktake of the performance of service delivery agencies to more accurately assess the current state of play in relation to the implementation of access and equity principles; the extent to which the costs of meeting the needs of a diverse client base are factored into agency budgets; the adequacy of data collections; and the scope to develop a more effective reporting framework. Such a stocktake would help to

clarify whether perceived deficiencies represent a preference for ethno-specific service delivery, an inadequate provision of access and equity, or simply a high demand for rationed services across the broad Australian community. Where needs are or could be met within mainstream programs, it would also position agencies to communicate this convincingly to the community.

Priority should be given at a whole-of-government level to early intervention strategies for school children, young people in transition to employment and families who face particular difficulties due to their pre-migration experiences, the further disruption that is inherent in a move to another country, low English proficiency and recency of arrival in Australia.

Chapter Seven: Settlement Planning

The National Integrated Settlement Strategy (NISS), which was established in 1991, was intended to foster coordination and cooperation across levels of government in meeting migrant service needs and to address access and equity and service integration issues within the Commonwealth.

Commentary to the review has confirmed that the role envisaged for the NISS remains valid, but that much of the early impetus, focus and energy have dissipated. There is no shared understanding of the objectives of NISS and the stated national priorities are of limited assistance. The NISS framework should focus more strategically on services of particular relevance to DIMIA's settlement services target group. Objectives should be clarified and should more directly reflect directions under the Migration and Humanitarian Programs such as supporting regional settlement. They should be pursued through the most effective mechanisms available. In some instances, this may be through existing Settlement Planning Committees, but in other

cases, alternative regional or national mechanisms may be more appropriate.

There is also a need for a more focused, regionally-based, needs-based planning process for DIMIA-funded settlement services, which is supported by improved data analysis capacity and more open communication and consultative arrangements. Such a planning process would support more proactive and accurate targeting of DIMIA-funded services through grants advertisements and would facilitate the increased settlement of humanitarian entrants in regional locations offering appropriate employment opportunities.

Chapter Eight: The Integrated Humanitarian Settlement Strategy

The IHSS is a relatively new service model that provides intensive, on-arrival assistance for humanitarian entrants. Compared with previous arrangements for humanitarian entrants, the IHSS provides greater certainty that entrants are actually receiving support services and greater potential for achieving consistency in the standard of support. The professionalisation of IHSS service delivery has been essential to enabling adequate management of the increasingly difficult circumstances being encountered among current Humanitarian Program caseloads.

There is a need to strengthen overall needs assessment and case management within the IHSS and to improve integration between the IHSS and other settlement and mainstream services. DIMIA should seek further opportunities to settle humanitarian entrants in regional areas where employment opportunities exist and appropriate services and community support exist or can be developed. Pre-embarkation cultural orientation classes could assist entrants to prepare themselves for life in a new country and help to dispel unrealistic expectations. Post-arrival mechanisms to reinforce this

advice and training would also help to equip new entrants to face a range of on-arrival challenges. DIMIA should increase the level of financial assistance available to entrants moving from Accommodation Support to longer-term accommodation and enhance the package of basic household goods provided to entrants.

Commentary to the review and further analysis has indicated that the Early Health Assessment and Intervention (EHAI), Community Support for Refugees and Proposer Support service types require further development. In particular, the respective roles and expectations of Initial Information and Orientation Assistance providers and EHAI providers in ensuring that humanitarian entrants requiring medical attention within the first two weeks of arrival receive the necessary assistance to access medical services should be clarified. Volunteers supporting humanitarian settlement should be linked more directly with funded service providers. Given that many proposers of Special Humanitarian Program entrants are not well placed to meet the needs of these entrants, and that the needs of these entrants can be indistinguishable from those of refugees, DIMIA should consider options for increasing support to this group.

Chapter Nine: The Community Settlement Services Scheme

The CSSS provides grants funding to not-for-profit community organisations and local government bodies to deliver settlement information and referral services to individuals, facilitate community capacity building, and promote client needs to mainstream service providers.

A range of ethno-specific, multi-ethnic and generalist organisations currently receive funding under the scheme. The growth in the number of smaller and diverse migrant

groups in Australia is likely to see generalist organisations playing an increasingly important role in service delivery as the small size of some communities in some locations will preclude ethno-specific or multi-ethnic services. Broadening eligibility for CSSS funding would enable a wider range of organisations to seek CSSS funding, opening up opportunities for more innovative partnerships in service delivery, streamlined access to services delivered from a single location, and greater efficiencies in making use of existing infrastructure.

A stronger needs-based planning framework for DIMIA settlement services, as outlined in chapter seven – Settlement Planning, should in the future inform the advertising and assessment criteria for the annual grants round and should result in better targeting of services to those most in need. In addition, application of the settlement services target group, described in chapter five – The Role of DIMIA-Funded Settlement Services, should limit CSSS-funded services for individuals to clients resident in Australia for up to five years, and should also focus funding for community capacity building on those communities most in need of assistance. Consideration could be given to creation of a separate grants program that assists longer-resident migrant communities to establish or maintain relationships with mainstream providers with a view to clarifying their needs, participating in the development of culturally-responsive mainstream services, and enhancing their willingness to access available services.

A range of issues impact on the adequacy of grant levels, including the relatively higher costs of delivering services in regional areas. The report indicates that better alignment of the size of grants with the actual cost of delivering work programs should result in an overall improvement in service delivery outcomes, but could mean a smaller number of larger grants.

Chapter Ten: Migrant Resource Centres and Migrant Service Agencies

Commentary to the review has highlighted the wide range of views on the role and effectiveness of MRCs/MSAs. Some roles, such as service coordination, information and referral services and community capacity building, when performed effectively, are clearly beneficial and represent a valuable resource.

However, in other instances, well-intended attempts to fill gaps or provide a resource for mainstream service providers have the potential to be counterproductive to service delivery for clients in the long term. For some, the desire to focus on promoting multiculturalism has also represented a loss of focus on the core role of settling new arrivals in Australia.

MRC/MSA funding should be more tightly linked to specific work outputs and outcomes rather than to inputs such as rent and staffing. Following the development of the regional, needs-based planning model outlined in chapter seven - Settlement Planning, MRCs/MSAs and CSSS-funded organisations should respond to identified needs under a new combined grants program. Adoption of a combined grants program would introduce greater contestability and responsiveness for MRC/MSA funding, improve targeting of services, provide incentives for good performance, and overcome inequities and inefficiencies in the current distribution of MRC/MSA funding. To position themselves for this change, MRCs/MSAs should further develop their role as a resource for building the capacity of less-experienced community organisations.

Organisations receiving DIMIA funding need to be able to demonstrate that they have the skills and qualifications required in management committees and can manage real or potential conflicts of interest.

Chapter Eleven: The Adult Migrant English Program

Learning English is one of the most important steps that non-English speaking people can take towards full participation in Australian society. Participation in the AMEP should therefore be a priority for all new migrants and humanitarian entrants who do not have functional English. In this context, existing requirements in relation to registration and commencement in the AMEP provide an appropriate balance between providing an incentive for early participation and allowing flexibility to respond to individual circumstances.

Take-up rates by entrants in different visa categories of the current individual entitlement of 510 hours of English language tuition through the AMEP, together with the availability of other English language programs (including the Language, Literacy and Numeracy program funded by the Department of Education, Science and Training and State/Territory-funded English as a Second Language programs) suggest that the 510 hour limit is not the key barrier to achieving good English skills. A blanket increase in entitlement therefore seems unwarranted.

There would be benefit, however, in research to identify the characteristics of the relatively small number of clients who may not gain access to any options for further language tuition beyond the AMEP. For these clients, the report recommends extending the five-year timeframe for completion of tuition to accommodate particular circumstances and/or to vary targeting of the Special Preparatory Program to provide increased tuition hours to some entrants.

Tuition options available under the AMEP provide a flexible and responsive approach to meeting the needs of participants, including those in rural and regional Australia. There is also scope to augment the considerable

contribution made by volunteers under the Home Tutor Scheme.

Submissions to the review have strongly supported the general orientation function of the AMEP and the importance of close working relationships between AMEP providers and other settlement and mainstream service providers. A number of stakeholders identified scope to make better use of the AMEP's extensive client reach, significant geographic spread and service delivery infrastructure. It was recognised, however, that co-location would not be appropriate in all circumstances and, where it did occur, would require a clear delineation of the role of various services and providers.

Chapter Twelve: The Translating and Interpreting Service

TIS provides telephone and on-site interpreting, and translations, and is an important safety net for people facing language barriers to successful participation in the community. TIS is also an important tool which assists government agencies and government-funded services to meet their access and equity obligations to non-English speaking members of the community. TIS interpreting services are available on a user-pays or fee-free basis depending on circumstances. TIS provides fee-free translations of settlement-related documents to permanent residents within the first two years of arrival or of the grant of permanent residency, whichever occurs later.

TIS operates within a limited budget and faces rising costs of service provision. The main source of budget pressure is growth in demand for fee-free on-site interpreting. There is therefore a need to promote more strongly the use of the more cost-effective option of telephone interpreting, including in relation to the Doctors' Priority Line and in rural and remote areas.

Shortages of interpreters in particular languages or regions continue to be a

challenge for TIS. Although TIS and the National Accreditation Authority for Translators and Interpreters (NAATI) already have methods in place for recruiting new translators and interpreters, there would be benefit in DIMIA funding subsidies to pay fees for appropriate bilingual people from small and emerging communities to gain NAATI accreditation.

There is also a need to promote the role of language services to new arrivals and service providers, and to clarify the boundaries between TIS and State/Territory language services.

Chapter Thirteen: Performance and Accountability

DIMIA has an obligation to monitor the performance of the service providers it funds and to ensure that appropriate accountability mechanisms are in place. A successful performance and accountability model for DIMIA-funded settlement services is one that will:

- ensure the accountability of government expenditures;
- monitor service delivery;
- evaluate the effectiveness of services and programs in meeting the settlement needs of clients; and
- provide valuable information that can be used for future planning and improvement of service delivery.

It will incorporate mechanisms to measure performance and effectiveness and for continuous improvement in relation to each service type. These elements are already reasonably well developed for AMEP, TIS and IHSS, but require further development in the case of MRCs/MSAs and CSSS.

Feedback to the review has confirmed that DIMIA should streamline reporting requirements for MRCs/MSAs and for organisations receiving CSSS grants, develop

a more robust, integrated data collection system for performance reporting, and incorporate periodic evaluations of client satisfaction and outcomes in the MRC/MSA, CSSS and IHSS programs. DIMIA should also produce service standards for funded organisations, develop a risk-assessment tool in MRC/MSA and CSSS programs, and put in place the Commonwealth standard funding agreement with MRCs/MSAs and all new CSSS grant recipients. These changes can be made prior to the transition to the new combined grants program and feed into the development of this program.

Chapter Fourteen: Investing in Settlement

Australia's immigration program aims for an intake that has the capacity to contribute to Australia's economic objectives, recognises the value of family migration and meets Australia's humanitarian commitments. It also makes an important contribution to Australia's population future. The ageing of the Australian population and the increasing ratio of dependents to working population make it essential that all members of the Australian community, including new arrivals, are equipped to participate fully in the economic and social life of the community.

While settlement outcomes for most migrants are generally improving, there is a need for earlier, more focused, whole-of-government intervention to improve settlement outcomes for the settlement services target group (especially for newly-arriving humanitarian entrants) and to support community harmony over the longer-term. In the light of community concerns about the welfare of children and young people from the settlement services target group, the report makes a number of recommendations to enhance education, employment and other relevant mainstream services.

Settlement in rural and regional Australia

Issues relating to the settlement of migrants and humanitarian entrants in rural and

regional Australia are discussed in a number of chapters throughout the report. The review findings reflect consultation on DIMIA's June 2002 exposure paper *Supporting Settlement in Rural, Regional and Remote Australia*. The report recommends addressing the underfunding of grants-funded services in rural areas and broadening the eligibility for grants particularly in rural and regional areas, to encourage more innovative and flexible service delivery arrangements such as making better use of existing regional infrastructure for the planning and delivery of settlement services. The report also recommends that, where appropriate, unlinked refugees arriving in Australia be directed to parts of regional Australia in order to address the demand for less skilled labour in regional economies and to assist humanitarian entrants to achieve early employment. Managed effectively, and supported with the right services, this strategy will help to build sustainable regional communities.

The way ahead

This report provides the basis for further consultations with mainstream agencies and settlement service stakeholders on how best to implement the findings of the review.

Recommendation 1

That Australia participates in the proposed Organisation for Economic Cooperation and Development Working Party on Migration's review of integration policies and contributes to the development of international benchmarks for successful settlement.

Recommendation 2

That further research be undertaken on the settlement experiences of newly-arrived humanitarian entrants against the indicators for successful settlement.

Recommendation 3

That DIMIA-funded settlement services be directed to new arrivals and concentrate on building self-reliance, developing English language skills and fostering connections with mainstream services.

Recommendation 4

That DIMIA-funded settlement services focus on:

- the provision of services to individual migrants in the settlement services target group, ie permanent residents who arrived in the previous five years as humanitarian entrants and family stream migrants with low English proficiency; and
- communities that require assistance to develop their capacity to organise, plan and advocate for services to meet their own needs and which are receiving significant numbers of new arrivals who are in the settlement services target group.

Recommendation 5

That DIMIA-funded settlement services continue to give priority within the settlement services target group to providing assistance to members of small and emerging communities and to those in regional areas.

Recommendation 6

That the Commonwealth Government request the Auditor-General to consider undertaking an audit of:

- the current state of play in relation to implementation of access and equity principles under the *Charter of Public Service in a Culturally Diverse Society*;
- the extent to which costs of meeting the needs of a diverse client base are factored into the budgets of service provision agencies;

- the adequacy of data collections; and
- the scope to develop a more effective reporting framework, which would identify best practice in service provision.

Recommendation 7

That DIMIA, other Commonwealth Government service delivery agencies and the Australian Bureau of Statistics work together to improve the adequacy of existing indicators of disadvantage for potential use in mainstream data collections.

Recommendation 8

That Job Network management and performance reporting have the capacity, from the commencement of the Third Employment Services Contract, to count and report on:

- the services purchased through the Job Seeker Account, including the extent of use of interpreter services;
- employment outcomes by visa category and country of birth;
- referrals to complementary programs including the AMEP, the Personal Support Program and use of Personal Advisers; and
- participation in Intensive Support arrangements.

Recommendation 9

That the Department of Family and Community Services continue to monitor the reach of the Personal Support Program to humanitarian entrants and consider, with DIMIA, how to coordinate it with IHSS services in order to avoid overlaps in service provision.

Recommendation 10

That agencies funded under the Commonwealth's *Australians Working*

Together initiative develop new service options for migrants and humanitarian entrants, including mature-aged workers, which allow them to gain work experience early on in their job search, with scope to combine work experience with English language and other training elements.

Recommendation 11

That DIMIA, AEI-NOOSR and Trades Recognition Australia seek to engage key stakeholders in the development of streamlined arrangements for obtaining information about skills assessment in all States/Territories.

Recommendation 12

That AEI-NOOSR and Trades Recognition Australia consider the scope to provide more targeted assistance to groups of permanent Australian resident overseas-trained professionals and tradespeople, including humanitarian entrants.

Recommendation 13

That DIMIA, in collaboration with AEI-NOOSR, Trades Recognition Australia, the Department of Family and Community Services and Centrelink review information provision, including pre-embarkation information, about skills recognition processes to prospective and newly-arrived migrants, particularly family stream and humanitarian entrants.

Recommendation 14

That the Department of Family and Community Services and State/Territory housing authorities canvass the implications of the changing demographics of public housing applicants, including humanitarian entrants, for the type and amount of public housing stock in each State/Territory, in their negotiations for the Commonwealth-State Housing Agreement in 2003.

Recommendation 15

That early intervention strategies at a whole-of-government level recognise and support school children and young people at risk of not making successful transitions due to their pre-migration experiences, low English language proficiency, and recency of arrival in Australia.

Recommendation 16

That the Ministerial Council on Education, Employment, Training and Youth Affairs consider the transition needs of newly-arrived migrant and humanitarian entrant youth and develop approaches to support them in the work of its Transition from School Taskforce.

Recommendation 17

That DIMIA work with local educational authorities, bilaterally or through Settlement Planning Committees, to plan for timely responses to the needs of newly-arrived humanitarian entrants of school age.

Recommendation 18

That the Department of Education, Science and Training review New Apprenticeships Access Program eligibility criteria to ensure that the program considers the needs of newly-arrived migrants and humanitarian entrants to improve their access to pre-vocational training and support.

Recommendation 19

That the Department of Health and Ageing review its existing arrangements for consultation with migrant communities with ageing populations and its arrangements for facilitating access to services for all ageing communities from diverse cultural and linguistic backgrounds.

Recommendation 20

That DIMIA, in consultation with National Integrated Settlement Strategy stakeholders, seek to focus the National Integrated Settlement Strategy on services of particular significance in achieving early settlement outcomes for clients in the settlement services target group.

Recommendation 21

That DIMIA, in consultation with National Integrated Settlement Strategy stakeholders, establish a process for identifying and articulating clear, outcomes-focused, priorities for action within the National Integrated Settlement Strategy framework that are consistent with Migration Program and Humanitarian Program policies and with broader national social policies.

Recommendation 22

That the National Integrated Settlement Strategy have a stronger focus on outcomes with greater attention being paid to articulating and pursuing objectives through the most appropriate and effective mechanisms available, including regional committees and networks.

Recommendation 23

That DIMIA develop an improvement plan for the Settlement Database, including development of options for facilitating greater regional-level use of this resource.

Recommendation 24

That DIMIA develop and implement, by October 2004, a more proactive, thorough, consistent, transparent, consultative and regional needs-based planning process for its own services and to inform the planning of mainstream agencies.

Recommendation 25

That the needs-based planning process support the direction of humanitarian entrants to regional locations offering appropriate employment opportunities and access to specialist and mainstream services.

Recommendation 26

That the needs-based planning process enables DIMIA to:

- assess client needs on a geographic and demographic basis (and make this analysis publicly available); and
- advertise and assess CSSS grants on the basis of this analysis.

Recommendation 27

That DIMIA develop a communication and consultation strategy for settlement planning, incorporating regionally-based communication mechanisms as well as feedback on issues progressed at State/Territory, Commonwealth and national levels.

Recommendation 28

That DIMIA:

- develop a model that strengthens case management and coordination across IHSS service types and minimises the number of agencies that humanitarian entrants must deal with on arrival in Australia; and
- specify in the next Request for Tender for IHSS services a requirement for providers to liaise with providers of other DIMIA-funded settlement services.

Recommendation 29

That DIMIA:

- seek further opportunities to settle humanitarian entrants in regional Australia; and

- liaise more closely with relevant stakeholders regarding regional locations where employment opportunities exist and appropriate services and community support exist or may be developed.

Recommendation 30

That DIMIA trial the introduction of pre-embarkation cultural orientation classes for African humanitarian entrants in the light of the difficulties being experienced by current Humanitarian Program caseloads.

Recommendation 31

That the financial assistance be increased for humanitarian entrants to move into longer-term accommodation and for utilities bonds, if required, as part of future tenders.

Recommendation 32

That DIMIA develop mechanisms for ensuring that humanitarian entrants receive post-arrival advice, training and reinforcement of pre-embarkation information on household maintenance, budgeting and living in Australia.

Recommendation 33

That DIMIA enhance the package of household goods available under the Household Formation Support service in the light of the significantly greater needs of current Humanitarian Program caseloads, a reduction in the availability of and restrictions on the use of donated and second-hand goods, and the need for flexibility to accommodate varying family compositions.

Recommendation 34

That DIMIA ensure that the respective roles and expectations of Initial Information and Orientation providers and Early Health Assessment and

Intervention providers are clarified to ensure that humanitarian entrants requiring medical attention within the first two weeks of arrival receive the necessary assistance to access medical services.

Recommendation 35

That DIMIA develop, in consultation with IHSS providers and volunteers, revised arrangements for volunteer involvement in humanitarian settlement which connect volunteers with funded service providers and clarify the roles and responsibilities of each.

Recommendation 36

That DIMIA explore options for increasing support to Special Humanitarian Program entrants and proposers to improve settlement outcomes.

Recommendation 37

That projects funded under the CSSS do not include counselling requiring specialist qualifications and skills, and continue to focus on one or more of the following activities:

- delivering settlement information and referral services to individuals and groups;
- building community capacity by helping communities to be self-reliant in planning, organising and working together to advocate for their needs to be met; and
- promoting/representing individual client needs to service providers and networking/building strong relationships with local settlement and mainstream agencies.

Recommendation 38

That DIMIA broaden eligibility for CSSS funding, particularly in rural and regional areas, to encourage more innovative and flexible service delivery arrangements

which make better use of existing infrastructure.

Recommendation 39

That consideration be given to the creation of a separate grants program that assists longer-resident communities to establish or maintain relationships with mainstream providers, with a view to:

- clarifying their needs;
- participating in the development of culturally responsive mainstream services; and
- enhancing their willingness to access the available services.

Recommendation 40

That grants funding levels better reflect the cost of delivering work programs to meet identified needs.

Recommendation 41

That funded work programs from 2004-05 more clearly articulate the role of MRCs/MSAs to include:

- the provision of orientation in the form of information assistance and referrals services to new arrivals;
- assessment and review of settlement needs;
- strategic planning and coordination of DIMIA-funded settlement services in partnership with mainstream and other settlement service providers;
- the development and maintenance of strong links with other DIMIA-funded settlement services;
- fostering, advising, auspicing and coordinating community organisations involved in community capacity building; and
- the provision of appropriately targeted outreach services to ensure optimum

coverage to meet client needs, without duplicating existing services.

Recommendation 42

That MRC/MSA funding be more closely aligned in work programs to outputs and outcomes and settlement needs.

Recommendation 43

That, within two to three years, MRC/MSA core funding be combined with CSSS funding, with all grants applicants to compete for one, two or three-year funding to meet service delivery needs identified through needs-based planning processes.

Recommendation 44

That, during the transition to the combined grants program proposed in recommendation 43, performance be assessed on the basis of potential client numbers, physical accessibility, ability to promote community capacity building and mainstreaming, ability to network, and effective management.

Recommendation 45

That community organisations receiving DIMIA funding be able to demonstrate that:

- their management committees include appropriate skills and/or qualifications, particularly in relation to management knowledge and expertise; and
- real or potential conflicts of interest can be managed, particularly those that relate to relationships between staff and management committees.

Recommendation 46

That DIMIA undertake research to identify the availability, eligibility requirements and use of English as a Second Language courses provided by State/Territory governments.

Recommendation 47

That DIMIA commission further research to profile the characteristics of clients who are not eligible for the Language, Literacy and Numeracy Program and who do not take up the options presented by State/Territory-specific English as a Second Language programs following completion of their AMEP entitlement.

Recommendation 48

That DIMIA be given discretion to extend beyond five years the timeframe for completion of English language tuition under the AMEP to those with no access to the Language, Literacy and Numeracy Program or other English language programs.

Recommendation 49

That DIMIA vary the targeting of the Special Preparatory Program where necessary in order to provide increased hours of preparatory tuition for some specifically targeted humanitarian entrant clients of the AMEP.

Recommendation 50

That DIMIA, through the AMEP Research Centre, undertake a project to identify effective strategies for service providers to recruit volunteer tutors to assist AMEP delivery.

Recommendation 51

That DIMIA continue to support the development and maintenance of community language assistance programs through the Home Tutor Scheme Enhancement Program.

Recommendation 52

That DIMIA further promote the use of telephone interpreting services, including the Doctors Priority Line, as a more efficient and equitable service than on-site interpreting.

Recommendation 53

That DIMIA pilot a program to fund subsidies for National Accreditation Authority for Translators and Interpreters (NAATI) accreditation fees for appropriate bilingual people from small and emerging communities to gain *NAATI accreditation* or *NAATI recognition* in languages of small and emerging communities for which interpreters are in short supply.

Recommendation 54

That DIMIA work with State/Territory governments to clarify the different Commonwealth and State/Territory responsibilities in provision of interpreting and translating services, and to disseminate this information to clients (particularly service providers).

Recommendation 55

That DIMIA more actively educate service providers and newly-arrived migrants and humanitarian entrants on the role and availability of TIS.

Recommendation 56

That DIMIA streamline reporting requirements for MRCs/MSAs and for organisations in receipt of CSSS grants.

Recommendation 57

That DIMIA develop a more robust, integrated statistical data collection system for performance reporting for DIMIA-funded settlement programs.

Recommendation 58

That DIMIA incorporate periodical evaluations of client satisfaction and outcomes in its settlement programs.

Recommendation 59

That DIMIA produce service standards for funded organisations to be incorporated into contractual obligations under service agreements.

Recommendation 60

That DIMIA, by the end of 2003, in conjunction with stakeholders, develop a risk assessment tool for use in MRC/MSA and CSSS programs.

Recommendation 61

That, from June 2004, DIMIA put in place the Commonwealth standard funding agreement with MRCs/MSAs and all new CSSS-grant recipients.