

**RESPONSE TO THE QUEENSLAND GOVERNMENT'S STATEMENT ON
YOUTH AFFAIRS: AUGUST 1997**

by

**the Non English Speaking Background Youth Issues Network
October, 1997**

INTRODUCTION

The Non English Speaking Background Youth Issues Network

The Non English Speaking Background Youth Issues Network (NYIN) was formed seven years ago by concerned people in the youth and ethnic minority sector.

Workers formed the NYIN to ensure that the needs of non-English speaking background (NESB) young people in Queensland were being addressed by the government and the community. Members of the NYIN were aware that the needs and issues around NESB youth affairs were rarely acknowledged in community organisations or government policy making. Although the situation is changing incrementally, NESB youth affairs continue to be largely overlooked by service providers and government decision makers.

The NYIN now has a membership of 122 people from diverse areas: people in the youth sector from mainstream services, people from ethnic community groups, government workers from relevant departments and young people. (Please see Attachment 1 for a current membership list of the NYIN.)

The NYIN is sponsored by the Youth Affairs Network of Queensland (YANQ) which is the umbrella organisation for the Queensland community youth sector.

Outline of this response

This submission is our response to the Queensland Government's Draft Statement on Youth Affairs. The submission highlights points of concern and gaps in the main body of the Draft Statement, and makes a response to the questions at the end of the Draft Statement. The reason that we have made comments about the main body of the document is that we are very concerned about the lack of focus on young people from NESB. There are some points where special mention should be made about particular issues in order to ensure that the framework for youth affairs (policy and program implementation) reflects the needs of *all* young Queenslanders.

Time frame for consultation

The NYIN is pleased to make a response to the Draft Statement. However, we believe that the consultation time frame was far too short to provide the most comprehensive response. We applaud the Queensland Government's stated commitment to community consultation but we would like to draw your attention to the fact that community groups need more time to respond optimally to such important policy documents.

Background material with this response

As mentioned above, a current membership list is Attachment 1. Attachment 2 is a literature review about NESB young people's needs and issues which we must be read in conjunction with this response. It provides an overview of the situation for young people from non-English speaking backgrounds in Queensland and which is the context for our submission. Attachment 3 is a more comprehensive literature review (*Mission Possible*) which provides an overview of the landmark reports about NESB youth issues before 1994.

RESPONSE

This part of the submission relates to the dot points of the Draft Statement on Youth Affairs and comments on the numbers in turn.

INTRODUCTION

The NYIN commends the Queensland Government for beginning the process of developing a framework for responding to youth affairs. Given the importance of the Statement and the far reaching effect it will have on policy and program development, it is crucial that the statement make reference to young people from non-English speaking backgrounds and refugee young people in particular, in the same way that young people from Aboriginal and Torres Strait Islander backgrounds have been named.

We presume that young Aboriginal and Islander people have been named throughout the document as they have special needs and issues due to being a members of particular cultural groups with certain experiences of life in Australia which other young people do not necessarily share. The NYIN agrees whole heartedly that Aboriginal and Islander young people should be referred to specifically in the document and we understand the reasons. In the same way, we believe that young people from non-English speaking backgrounds, and refugees should also be named as a specific group.

Attachment 2 and 3 highlight some of the needs and issues specific to young people from NESB. The Draft Statement does not ensure that NESB young people will be covered in new government initiated programs and policies relating to young people as they have not been named as a specific target group.

Young people in Queensland

points 10 and 11

There should be a category which demonstrates the numbers of NESB young people and refugees in Queensland. For example: the *Youth Profile* (1995) says that there are approximately 10 000 to 12 000 Australian South Sea Islanders living in Queensland. Nearly 55 percent are under the age of 25. Many live in North Queensland. Nearly nine percent of all young Queenslanders speak a language other than English in their homes. Five point six percent of young Queenslanders come from a country where the first language is other than English. (pp9-10)

Population flows: Immigration aspects (1997) states that the main source countries for young migrants from NESB are: Hong Kong, Taiwan and Former Yugoslavia. (p43)

Population Flows (1997) says that interstate migration has been the 'major contributor to the significant overall population gains in Queensland in recent years'. (p43)
Many of these young people are from non-English speaking backgrounds.

points 13 and 14

In 1996, the NYIN worked with the then Youth Bureau to ensure that young people from NESB and refugee young people in particular had a voice in the state youth advisory forum process. Two groups of refugee young people were run at a local level. Many other mainstream groups had NESB young people involved (eg Gold Coast and Logan).

The reasons that the Youth Bureau worked with the NYIN was in acknowledgment that NESB young people had been largely left out of the preceding forums as they needed specific strategies to ensure inclusion. The Youth Bureau realised that without inclusion, NESB young people's issues would not be represented in that process.

Therefore, the NYIN is extremely disappointed that NESB young people have not been included in point 14.

Point 14 should read:

...meaningful opportunities for employment and training; access to information and services, particularly for young people in rural and remote areas and **non-English speaking background young people...** (p2)

FOCUS

points 19, 20 and 21

The NYIN agrees with the importance of early intervention and prevention to address young people's difficulties. For NESB young people, it is particularly important to ensure that there is a partnership with NESB communities and community networks such as the NYIN as NESB young people and community members do not have strong linkages with either mainstream services or government policy makers.

We believe that there should be an added dot point after 21 reading:

This policy statement recognises the importance placed on addressing NESB youth issues through partnerships with NESB community groups and members.

If this point is not included there is no way of ensuring that the complexity of service provision cross culturally will be reflected in policies and programs.

point 22

This point should read:

...youth policies and programs will include a focus on young people in rural and remote communities; indigenous young people, **young people from non-English speaking backgrounds...**(p4)

NESB young people are one of the groups of young people who suffer multiple levels of disadvantage; especially those living in rural and remote Queensland. They are consistently left out of any strategies to address the needs of young people in rural and remote areas.

The NYIN has recently run a consultation for young people living in Mt Isa who are from NESB. Young people in Mt Isa experienced the same difficulties as other isolated young people in the region. They are exacerbated by lack of any knowledge of youth services; the racism they endure; the lack of employment opportunities due to lack of English language skills etc. The Draft Statement must make reference to NESB young people in this point which discusses 'multiple disadvantages'.

KEY POLICY DIRECTIONS 1997-2000

Valuing young people

Point 27

This point should refer to ethnic minority community groups as well. Governments and mainstream services often consult with 'the community' but do not seem to be aware that the community is not an homogenous group. Mention needs to be made to consulting with **diverse communities** to ensure that NESB communities, and NESB young people's needs are included in decision making.

Social responsibility and participation in community life

point 30

As above. This point should read:

...making decisions which involve **diverse** community consultation and participation;...(p5)

Employment through training and economic growth

point 31

This point would benefit by an elaboration of what is meant by 'removal of inequities and restrictive practises'. It should make specific mention of the inequities experienced by young people from NESB. NESB young people have higher rates of unemployment than their Anglo-Australian counterparts, mainly due to lack of English language skills. If you can't speak English, you can't get a job. NESB young people also experience racism in the work force which limits their job choices. The point should read:

...a fair and safe work place. **Inequities relating to young people from NESB will be examined and strategies put in place to ensure redress.** (p5)

point 32

Again, NESB young people should be named in this point as they face documented higher rates of unemployment than other young people. It should read:

...such as rural young people, young offenders, **young people from NESB who have limited English skills**, the homeless and early school leavers with basic literacy and numeracy problems. (p5)

Point 33

This point should read:

It is acknowledged that some young people do not have the necessary ability, **English language skills**, and interpersonal skills...(p5)

Lack of English language skills is a major barrier to the employment of young people from NESB. Please refer to the literature reviews included with this document.

point 36

The Economic Development Strategy should have English language learning opportunities as one of its key priority areas. If it doesn't, this should be included under point 36. This Draft Strategy should not be limited by a previous oversight.

Young people and their families

points 36 and 37

The NYIN agrees with the principle of working with families when addressing youth issues relating to families. However, this is not always appropriate eg when families break down to the point that it is damaging, or literally unsafe, for young people to be further involved.

This point is also problematic as it does not define 'families'. The notion of 'family' differs from culture to culture. For many young NESB people, family means the whole community.

For others, family is a term synonymous with pain. For instance, refugee young people often arrive in this country by themselves after fleeing a nation at war. Many will have been forced to leave family members behind knowing their lives are in danger. A major settlement difficulty for refugee young people is the *lack* of family members and the pain and guilt they face having left family behind. Other refugee young people arrive in fragmented families which are highly likely to break down due to the stress of dealing with the effects of torture and trauma and an apathetic, and discriminatory reception in this country. See the literature review (Attachment 2) for further details.

There should be an extra point under 'young people and their families' referring to these issues.

Early intervention

point 42

This point needs further elaboration in respect to the term 'access'. NESB young people face major barriers in accessing services. See Attachment 2 for further information about these barriers. 'Access' needs to be defined so that policies and programs of the Queensland government can reflect principles of equity of access.

Young people in rural and remote areas

point 43

This point should read:

...that the particular needs of young men and young **women from diverse cultural backgrounds** in rural and remote...(p6)

It is important to stipulate cultural diversity or it will be easy to overlook *who* faces multiple disadvantage.

Holistic approach to youth programs

point 48

The NYIN applauds the inclusion of 'culturally appropriate' services. However, this should be emphasised in the other points mentioned above or it is not substantiated throughout the Draft Statement.

The NYIN also congratulates the government in ensuring cross over between state and federal governments as, in the past, there has been a convenient gap that NESB young people fall through eg 'NESB young people are the Department of Immigration's responsibility', and the reply, they should be covered through the same channels as other young people'. Young NESB people have special needs which need a combined approach of mainstream resources and specific projects addressing particular needs. There needs to be close collaboration across both tiers of government.

REPORTING ACHIEVEMENTS

Under:

Young people and their families;

- non-English speaking background young people, and
- refugee young people

must be included in this list. If they are not included, they will be continually overlooked and responses to their needs ad hoc, reactive or non existent.

QUESTIONS

- (I) prevention and early intervention

What type of programs are needed to address youth issues which are best addressed through preventative approaches?

There are three services currently in existence in Queensland to address the needs of NESB young people in particular. Two are federally funded, one is funded under FISP through DFYCC:

- the youth homelessness pilot program (Peace Centre) funded recently for two years through the federal Department of Health and Family Services. This program is a pilot program focusing on early intervention and prevention strategies for young NESB people at risk of homelessness. The program is the only NESB specific one in Australia and was funded in recognition of the fact that many NESB young people do not feel comfortable accessing mainstream services. This has been confirmed by young people using the service.

The service uses a community development, youth participatory process to reach out to young people in need. Much of the time has been spent trying to create networks within young people's communities to ensure that NESB young people know about the service. Part of the role of the service is to document good practise with NESB young people in the target group and to pass on this information to mainstream services in yet another effort to encourage mainstream youth services to meet NESB young people's needs.

- Job Placement and Employment Training Program (JPET) also funded federally.

This project provides a support service for refugee young people in particular. It operates out of the Logan Multicultural Neighbourhood Centre (LMNC). It seems that the federal government has begun to recognise that refugee young people require specific services to meet their needs. Intensive support is offered to refugee young people at risk of homelessness and needing help in finding work. This is a new project as well.

- Multicultural Youth project funded through FISP funding (DFYCC) and the refugee minors funding provided by the Department of Immigration and Multicultural Affairs (DIMA).

This is a community development project aimed at providing support and information to NESB young people currently marginalised from the mainstream.

These are the only NESB specific youth projects. They are currently experimenting with best practise cross cultural youth work. The NYIN believes that a community development approach is necessary as many NESB young people are extremely reluctant to use services. Please see Attachment 2 re access to services by NESB young people.

Programs and projects

Ideas are as follows:

- There needs to be a specific information strategy to inform NESB young people about available mainstream services. The best way of informing NESB young people is through a youth participatory process. This would ensure that the strategy was appropriate cross culturally.
- There needs to be bi-lingual, bi-cultural workers placed within mainstream services to help services break down barriers to working with NESB young people and to help young people access services. It would be ideal to have a pool of workers like the 'SUPS' workers who are a team of NESB workers trained to provide support to NESB children in child care centres.
- Training of youth workers around anti-racist work, cross cultural issues, use of interpreters, and refugee young people is imperative. Workers still do not have the training they require to work effectively cross culturally. The Youth Sector Training Council needs funding to continue their 'train the trainer' anti-racism training program. There are so few accredited cross cultural trainers in Queensland that it is even hard to develop accredited curriculum.
- English language learning programs. The education system is extremely under resourced regarding English as a second language (ESL) programs. Young NESB people continually say that lack of English is the number one barrier to their participation in Australian life. The Education Department must look at increasing the level of funding it gives to ESL in Queensland schools.
- The State Government must require all mainstream services to have access and equity policies in place and implemented as a funding requirement. The Draft Statement talks a lot about access. The experience of the NYIN is that services will continue to neglect the needs of NESB young people unless governments make this a requirement of funding.

There are numerous projects and programs that NESB young people could benefit from. The NYIN would like the opportunity to discuss these further.

How and where should the services be situated

Where there are high populations of NESB young people, or where there are extremely isolated young people in small communities.

- high populations: Logan, Ipswich, Inner City Brisbane, Gold Coast, Townsville, Cairns.
- isolated populations: Sunshine Coast, Mt Isa

(ii) Coordination

Which are the program areas which need to be better linked?

There needs to be far more effective links across federal and state departments eg:

- Department of Immigration and Multicultural Affairs (DIMA); federal and state departments responsible for employment, education and training; the Qld Education Department; the federal Department of Health and Family Services; state DFYCC, and the health Department. It is impossible at present to have a coordinated strategy to meet the needs of NESB young people because of the political ping pong like behaviour of state and federal departments, each saying that these issues should be picked up by the opposite.

What have been the barriers?

- lack of interest on the part of government departments. No-one seems to want to take responsibility for NESB youth affairs,
- lack of awareness on the part of government departments that NESB young people are part of the population, and deserve services and policies which reflect their needs and issues. The lack of focus in this document about NESB youth issues is a case in point!
- lack of consultation with NESB communities as governments do not have networks with many of the communities; and there are very few service providers that are interested in discussing NESB youth issues.

How can young people's input to government and community policies be improved at local and strategic levels?

- The NYIN has received funding to set up a youth participatory project which will link NESB young people's groups together to ensure a stronger voice for NESB young people in decision making processes. This project will link with the YANQ youth participation process. The government could be aware that this project is happening and seek to respond to suggestions made about how to consult more effectively.
- The NYIN can be used more fully by government to consult around NESB youth issues. However, we need further funding to take on more work. We would be open to negotiations with government about how to be used more effectively in the consultation process.

(iv) key policy directions

Please see the two literature reviews regarding the needs of NESB young people in each of these areas. Once again, NESB young people, and refugee young people, should be added into these target groups.

Main issues to be addressed

- valuing young people:

An anti-racism campaign as a matter of urgency. NESB young people cannot feel valued members of this society if they are constantly told to 'go back to their own countries'.

- social responsibility and participation in community life:

As above

- employment and training through economic growth:

English language provision. This is urgently needed and is the single biggest barrier to getting jobs and accessing further training.

- young people and their families:

Further support of the Youth Homelessness Pilot Program after its two year pilot funding runs out. The project is just getting underway and can continue to provide valuable information about how to effectively address NESB youth needs. Without the project, we go back to the drawing board about providing culturally appropriate services.

- early intervention and prevention:

a. An exploration about what this means for young refugees arriving by themselves or in fragmented families after experiencing horrific torture and trauma. That is, further funding for research into this to advise services how to respond more appropriately.

b. Access and equity policies as a requirement of funding for any new services.

- rural and remote young people

NESB young people should be included in any rural and remote strategy the state government prioritises otherwise they fall into the 'multiple disadvantage' category.

- Holistic approach

The NYIN applauds this whole heartedly. The government needs to look at how NESB young people, families and communities can be included in an holistic approach to service provision.

Thankyou for the opportunity to respond to the Draft Strategy. We look forward to further discussions with you about how to ensure the strategy is inclusive of all young Queenslanders in need.

References

Youth Bureau. Department of Tourism, Sport and Racing. 1995. *Youth Profile 1995: Queensland Young People facts and figures*. Department of Tourism, Sport and Racing, Brisbane.

Department of Immigration and Multicultural Affairs. 1997. *Population Flows: Immigration Aspects*. Commonwealth of Australia, Canberra.

ATTACHMENT 2

Literature review

Introduction

The following is a summary of the project literature review and reveals a number of disturbing problems facing young people from non-English speaking backgrounds.

Young people from non-English speaking backgrounds

All reports stress that 'NESB young people' are a diverse group. Individuals come from different countries, are familiar with different customs, traditions, values, ways of life and languages. Young NESB people cover the full spectrum of class and come from the four points of the globe. They have different pre-migration experiences and arrive under different migration programs. Some arrive in splintered families with horrendous experiences of civil unrest and war. Some have been through torture, and most of those arriving as refugees will have a traumatic history. Some have a say in the decision to leave their countries and others must flee to save their lives. Some have arrived peacefully, after planning to migrate and have educated parents with money. Others arrive literally in the clothes they are wearing, clutching their few possessions in a plastic bag.

All reports highlight the inherent difficulties in placing young people who have migrated from countries where the language is other than English, in one homogenous category.

O'Connor, Gowing and Macdonald, (1994) say that:

the concept of "NESB" is, after all, a category constructed for easy reference to a wide variety of different ethnic and language groups. Furthermore, writers point out that, within ethnic and language groups, individuals have different experiences, responses and needs - all of which must be incorporated into an understanding of "their" culture. (p3-1)

Culture

Gonzalez, Gilmore and Orlando (1992) offer an explanation of culture as:

the set of practises, traditions, behaviours, and values that distinguish one group of people from another; that is groups that coalesce around common experience, common interest, common ethnic background, common racial origin, common economic class, or common gender...It should be emphasised that culture is not a fixed or rigid state...Thus membership of a cultural grouping is not equivalent to, nor a guarantee of, common experience amongst its members. (p9)

Gilmore (1992) draws attention to the fact that people from NESB (here she is particularly referring to women from NESB) experience multiple layers of disadvantage, including a 'hierarchy of status which gives one culture more power than another'. (p2) That is, some groups within different ethnic groups such as women or young people already have less status than others within that ethnic group. Added to this is the fact that these groups then have less power than the dominant Anglo culture. Ferguson (1995-1996) says 'a white wealthy male will have more opportunity to be heard in our culture than a young woman who doesn't speak English.' (p29)

O'Connor et al further state that:

understanding stereotypes about ethnic groups or countries is not sufficient to understand the cultures, experiences or needs of individual NESB young people. Instead, it is vital to understand the multiple factors which may impact on NESB young people and the diversity of circumstances which may exist among them. (p3-2)

Intergenerational conflict

A number of publications refer to the difficulties young people from NESB face at home. Conflicts are often referred to as 'intergenerational conflicts'. This term is used to describe the particular form of generation gap specific to young people from NESB. In a study about the accommodation and support needs of young people from NESB, O'Connor, Gowing and Macdonald define this term in the following way:

Intergenerational conflicts occurs in most groups but, in NESB families, [this] is distinguished by the fact that it frequently stems from differences between the values held by parents and those dominant in Anglo-Australia...Whilst these values are neither intrinsically good or bad, most reports agree that they are very different from the values dominant in Australian society and, because of this, conflict arises as young people attempt to accommodate two sets of values. (pp3-3 to 3-4)

The authors go on to say that many young people have a positive experience of biculturalism and that many NESB families manage the conflict around cultural differences well and do not fall apart under the stress.

In her landmark report, *Not seen, Not heard*, Seeto (1991) says that while *all* young people have arguments with their parents at times, some young people from NESB face added communication difficulties due to parents adhering to traditional customs which young people growing up in this country either no longer understand or follow.

Messages, both overt and subtle, bombard [young people] from both sides, each contradicting the other. (p38)

She goes on to elaborate that arguments between NESB young people and their parents can be to do with identity formation and can partly result from having family as the sole support system for NESB young people. Type of conflict areas, young people's desire for inter-cultural interaction, notions of youth, migration and settlement factors, the desire for independence, and NESB young people's issues about the church may all be tension areas. (pp38-43).

Gatbonton and Hughes (1994) add that language differences between young people and parents add to intergenerational conflict. Young women can face added cultural misunderstandings between themselves and parents based on the view of a young woman's position in the culture of origin. Meaning that young women growing up in Australia have more 'freedom' than in some cultures and parents can be extra protective of them which can lead to conflict.

Ganguly (1995) stresses that care should be taken when discussing intergenerational conflict in NESB families in order to avoid damaging stereotypes. She writes that:

Anglo-Australian and NESB communities are not simple opposites. Young people from NESB vary enormously, not only in their ethnicity, but also in their language, class, age, migration status, geographical location and disability, to name a few...The traditional modern dichotomy [between Anglo and NESB young people] creates a false image of societies being homogenous and static. (p3)

Family violence

In her study about young women and abuse, Gatbonton (1992) found that NESB young women experience the same type of family abuse and violence as their Anglo-Australian counterparts as well as extra difficulties due to the role proscribed for some young women within families. Sexually active young women, or young women who are pregnant outside of marriage may find themselves ostracised by family and community. She points out that, as with Anglo Australian families, 'threats or actual violence may be used, as necessary, to ensure that young women comply with family and community expectations.' (pp29)

Seitz and Kaufman (1993), like Ganguly (1995), warn not to stereotype when discussing family violence. In their study of ethnic communities perceptions of family violence, they found that for Vietnamese, Cambodian and Laos families: traditional patriarchal models of decision making and disciplinary roles were accepted by some, [although] a significant number of responses favoured a shared parental pattern. (pi)

Ganguly (1995), Seeto (1991), Ferguson (1996) all draw attention to the fact that family violence occurs cross culturally.

Homelessness and accommodation

The National Youth Coalition for Housing (1997) define 'homelessness' as: the absence of safe, secure, affordable and adequate shelter as perceived by the young person. (p4)

The Coalition goes on to state that homelessness can be a combination of:

- having no shelter
- being threatened with loss of shelter
- having to move constantly between residences
- having limited choices of alternative housing options
- having inadequate housing options due to reasons such as:
 - overcrowding
 - insecure occupancy
 - residence in poor or unsafe state of repair
 - lack of emotional support or stability
 - threat of physical, emotional or sexual abuse
 - eviction or threat of eviction
 - payment of a high proportion of rent. (p4)

Many reports detail the lack of available data about the numbers of homeless young people in general and homeless young people from NESB in particular.

Our Homeless Children (the national inquiry into Homeless Children by the Human Rights and Equal Opportunity Commission, 1989) identified a number of risk factors contributing to youth homelessness: family breakdown, including neglect and abuse of young people, family poverty and isolation, youth unemployment, young people in the care of the State, Aboriginal and Islander young people, and young refugees.

The Inquiry reported that refugee young people arriving by themselves or in fragmented families are at particular risk of homelessness. Upon their arrival, 'unattached' or 'detached' minors (a particular category of the immigration intake):
are taken to migrant hostels...where they are launched abruptly into Australian culture...For the luckier ones, it may be a few days before they are settled with uncles, aunts, cousins in an already overcrowded flat. For others, six months may pass...few young refugees arrive to a comfortable safe environment...these newly formed households are likely to break down...
(p139)

O'Connor et al (1994) say that a number of factors which may
Groups which are particularly vulnerable [to homelessness] include the overseas born, the recently arrived, those with limited English skills, unaccompanied refugees and young women. (p2)

They go on to state that racism and intergenerational conflict are added risk factors. This study, documented in *Accommodating Difference*, interviewed 131 young people from a variety of non-English speaking backgrounds. One hundred and five of these young people had been homeless or was currently at risk of homelessness. Of these 72 young people were, or had been out of home and 33 young people wanted to leave home. There were equal numbers of males and females interviewed.

Racism

Many reports document racism as an issue for young people from NESB. In an action research project in the southern suburbs of Brisbane (Gilmore, Piele with Ferguson, 1993) where over 600 young people were asked about their needs and issues, racism emerged as a 'pervasive form of oppression...festering in our community'. (p80)
High levels of racism towards young Chinese people were found leading the writers to conclude that the 'extent and depth of racist attitudes were remarkable.' (p85)

Seeto (1991) states that:

I consider racism by Anglo-Australians against non-English speaking background young people to be the biggest barrier to their successful social integration and personal growth. (p85)

Macdonald (1993) agrees that racism is a terrible problem faced by young people from NESB who are trying to enter the work force. She concludes from a project about barriers to employment for young people from NESB, that racism was a significant barrier to employment opportunities for young people from NESB.

Spencer (1995) argues in her article *Unpacking culture*, that NESB young people are marginalised and discriminated against in wider society and the youth sector in particular...[This is a] conclusion shared in the literature and substantiated in a number of NESB young people's distinct life experiences. (p18)

Gatbonton (1992) said in her report that racism is particularly rife at school, but also in public spaces where some young women she spoke to had been spat on, insulted and threatened.

Various reports show that racism occurs both on an individual level for young people and also at an institutional level (for instance in schools and other government institutions *and* within youth services. (Macdonald, 1993 and Seeto, 1991)

English language and education

Many authors discuss the difficulties NESB young people experience at school as a result of lack of English language proficiency and the consequent inability to participate in school life. This in turn limits further education and training opportunities. Racism on the part of some teachers and students is also discussed in the literature. (Seeto, 1991; O'Connor et al, 1994; Gilmore et al, 1993; Macdonald, 1993)

Adele Rice (1996), principal of Milpera, a school providing intensive language and settlement services for newly arrived young people writes about an education department review of English as a second language which found that for:

high school students from other cultures...racism impacted on their lives to a very high degree, whereas teachers recognised its existence but did not perceive it as a high priority issues that needed to be addressed. Racism is a fact of day to day life for young people from language backgrounds other than English, because it is widespread in our community both in its overt forms and institutional forms. (p16)

Rice (1996) names other stresses for young people attending Milpera as:

- 'the intense sadness of homesickness,' 'the crying that goes on and on' even for those young people who were actively involved with the decision to leave their country
- loss of confidence relating to loss of status for students. That is, in their countries of origin, some students may have been high achievers whereas here, with lack of English language skills, unfamiliar school system coping with grief and loss or war trauma and torture, students may be struggling at school
- the heavy responsibility for some young people who, after migration, may step into the parenting role at home; being a translator for parents with less English language skills or knowledge of the system in Australia. 'They may be called on to act as the head of the household, which places a very heavy burden on them in addition to their own load of studying and understanding and fitting into their new social environment.' (pp14-16)

Refugee young people share the above difficulties of coping in their school environment as well as dealing with the effects of dislocation caused by war.

O'Connor et al (1994) say that 'NESB young people face specific difficulties in the education system which are not addressed by mainstream education. These difficulties face young migrants, and those young people who are born in Australia but whose parents come from a country where the first language is other than English. Lack of English language skills are identified and lack of sufficient resources in the school system to provide enough English as a second language (ESL) support. They go on to state that:

young people who have had minimal or interrupted schooling in their country of origin often find it difficult to understand the education system and are thus uneasy and unsuccessful in the role of "student". (p3-8)

Seeto (1991) and O'Connor et al (1994) highlight the pressure many NESB young people are under at home to do exceedingly well at school as education is often seen as the key to a better life for migrant parents who have given up everything in the hope that their children may tread an easier path. Young people are sometimes forced to follow a career path that they do not want in order to meet the expectations of their families. Gatbonton (1992) also highlights this point. O'Connor et al (1994) go on to note that 'parents may restrict NESB young people's participation in school activities which they perceive as unfamiliar or inappropriate'. (p3-9) Seeto (1991) says that this can become a major source of family tension as young people struggle to fit in with their Anglo Australian counterparts, and fulfil conflicting family expectations at the same time.

Despite these difficulties, some authors note that many NESB young people overcome these hurdles and do achieve their future dreams in employment or further education. (O'Connor et al, 1994; Rice, 1996)

Employment and training

Overseas born NESB young people have higher rates of unemployment. (O'Connor et al, 1994) They claim that some ethnic groups of young people are particularly unrepresented in the labour market, eg Vietnamese young people. Seeto (1991) claims that 'birth in a non-English speaking country, limited English language proficiency, recency of arrival and inappropriate educational qualifications for the Australian marketplace' are factors influencing the ability of young people to win jobs in this country. (p69)

Macdonald (1993) reveals that 'many employment, education and training agencies have minimal contact with NESB young people, even in areas with high NESB populations.' (in O'Connor et al, 1994, p3-11)

Racism by employers is named by many authors as a major factor in NESB youth unemployment. (Macdonald, 1992; O'Connor et al, 1994; Seeto, 1991)

Cultural tradition can influence a young person's choices in the work force. For instance, young women may have more restricted job opportunities. O'Connor et al (1994) note a report by Sweet (1982) which claimed that

young women are also likely to be over represented among the "hidden unemployed", as they "retreat into unpaid domestic labour in the home". (p3-12)

O'Connor et al (1994) highlight 'the importance of adequate education and training for young people: if initial disadvantages are not addressed head on in the early years, they will permanently lag behind, entering a cycle of disadvantage'. (p3-12)

Justice and the law

The crime rate amongst NESB young people is hard to measure due to lack of available data collection by government departments (Carr, 1997).

Whatever the crime rate, it is clear from the literature that NESB young people have particular issues when dealing with the justice system. These relate to:

- lack of use of interpreters in courts (Bureau of Ethnic Affairs and the Department of Justice, 1997)
- relations with the police which can often be negative due to racist attitudes of police officers, and lack of cross cultural awareness, lack of resource allocated to addressing these difficulties within the department etc (National Police Ethnic Advisory Bureau, 1995)
- lack of awareness by NESB young people about their rights under the legal system in Australia (O'Connor et al, 1994)
- fear of police which refugee young people bring with them due to police being closely associated with repressive regimes in war torn countries (O'Connor et al, 1994)

Each of these factors impact negatively on the relationship between young people, the police, and the juvenile justice system leading to incidences such as young people being stereotyped as a member of an 'ethnic gang' and open to being singled out by police in public spaces. Lack of use of interpreters within the legal system is a direct contravention on the United Nations Convention on the Rights of the Child (1989), articles 9.2; 12.2; 40.2.

Refugee young people

Each of the issues mentioned above may relate to all NESB young people. Refugee young people suffer the further effects of surviving war trauma and even torture.

Macdonald (1994) describes torture as:

always involving intentional suffering with official legitimation...torture is an official tool designed to crush political dissent through the disempowerment of individuals and thereby whole communities...Those subjected to torture may die during the process, or be imprisoned for long periods. In many cases, however, they are released back into the community, where others see what may become of those who attempt to resist. (p4)

She says that torture can include sexual molestation (eg stripping, touching, rape, rape by animals, insertion of objects such as bottles or truncheons into the vagina or rectum, electrical torture on the genitals); electric shocks to the most sensitive parts of the body; water (eg the head of the victim may be forced under water until near suffocation); burning (eg with cigarette butts, welding torches, corrosive liquids); suspension of the victim by their arms or legs; drugs (eg being forced to take drugs causing internal injury); mutilation (eg extraction of hair or nails, amputation of body parts; dental (eg teeth extracted); starvation; exhaustion (eg being forced to maintain a fixed body position for long periods of time).

Psychological torture can include being forced to witness a loved one being raped or killed; threats of death; humiliation or deprivation of light etc. (p5-6)

Effects vary from person to person but not only the victim is affected - whole populations are affected by the fear, distrust and feelings of powerlessness engendered by the torturers. People can suffer from post traumatic stress (leading to flashbacks, nightmares, depression, withdrawal from others and confusion) and physical damage from the torture itself. (Macdonald, 1994, pp7-8)

Macdonald (1994) states that 'torture of one family member will affect others, and children are likely to be particularly vulnerable.' (p7)

She defines trauma as

a powerful shock that may have long lasting effects...The use of "death squads", arbitrary detention, random kidnappings and "disappearances" are all forms of trauma which may affect not only survivors but the general population. (p5)

Young refugee people have without doubt undergone some combination of the above. They are also affected by family fragmentation as they may have to flee for their lives, leaving loved ones behind and in further danger. Rice (1996) says that young refugees may never be reunited with family members if they have been resettled by different host countries. Young people suffer constantly through the worry of not knowing what is happening to loved ones left behind. Many are 'numb with anxiety and guilt about having escaped the conditions, the country, the suffering' that others dear to them are enduring. (p15)

These kinds of anxieties continue without resolution and cause refugee young people to be particularly at risk of homelessness, unemployment and ultimately isolation and poverty. (O'Connor et al, 1994; Human Rights and Equal Opportunity Commission, 1989; Macdonald, 1994)

Access to services

Lack of access to services is discussed at length in the literature. (Seeto, 1991; Gatbonton and Hughes, 1994; O'Connor et al, 1994; Macdonald, 1993; Gatbonton, 1992; Ferguson, 1996; Nguyen, 1997) There is widespread agreement from these authors that young people from NESB, in great need, have limited access to services, for the following reasons:

- lack of knowledge that youth services exist, especially for young people who are newly arrived and lack English language skills
- the concept of 'youth service' may be foreign to many who come from countries which have few social services or a completely different system so wouldn't know what to look for here
- young people fear approaching a youth worker as they may not have confidence that the worker will understand their English
- young people without English may be unable to negotiate the youth sector as youth workers may not know how to use interpreters
- cultural mores that preclude asking for help outside the family
- a feeling that the young person will betray the family or the family will 'lose face' if the young person talks about family problems outside the family

- a debt of gratitude young people may feel towards family members who have sponsored them to Australia (saved their lives in some cases), leading to the young person not being able to 'betray' them
- justifiable fears on behalf of the young person that they may be rejected by their family and community completely if they seek outside help. (Seeto, 1991, states that, 'When battle lines are drawn between young people and their parents it is the young person who has the most to lose' p39)
- NESB young people may encounter racism from other young people using a mainstream service, or from workers
- young people may not be able to find services that are culturally appropriate (eg food, values and work practises solely reflect Anglo-Australian norms)
- workers may not be culturally sensitive to the young person
- NESB young women may be reluctant to use mixed sex accommodation.

In her study about domestic violence and women from NESB, Ferguson (1996) emphasises the enormity of the isolation surrounding women and children and young people who are survivors of domestic violence. Cultural views about the family as the primary support for community members, and fear of rejection from the community if women or children speak out often acts 'as a powerful disincentive for women to act against domestic violence'. (p40)

She highlighted that the notion of 'family' varied across cultures and that strong family connections could act both positively and negatively for women and their children. Fear of losing these connections by stepping outside the cultural norms of discussing violence sometimes acts to keep women and children in violence. On the other hand, extended family networks could eventually help a women to heal when the violence was in the past.

Despite the fact that young people would prefer to go to family members for help, when the conflict is between young people and families, the kind of help received may not be to the benefit of the young person.

A report by Nguyen (1997), *Housing Diversity*, details the steps three youth accommodation services went through to try and reduce barriers to NESB young people's accessing their resources. The project occurred in recognition that lack of access to mainstream services for support continues to be a major difficulty for NESB young people in crises. This is itself a form of racism.

Conclusion

The literature review demonstrates a wide range of issues and needs that NESB young people face including family conflict, racism, settlement difficulties, problems at school, lack of English language skills and access to services. Some groups of NESB young people are particularly vulnerable to settlement difficulties and face enormous problems in rebuilding their lives in Australia, including newly arrived young people, refugee young people and young women.

There is no doubt that some young people from NESB experience multiple disadvantages compared to their Anglo-Australian counterparts. They may suffer the same problems as other young people, compounded by being from an ethnic minority in a country which often overlooks their particular experiences, and consistently under resources responses to ease the suffering.

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ATTACHMENT 2

Literature review

Introduction

The following is a summary of the project literature review and reveals a number of disturbing problems facing young people from non-English speaking backgrounds.

Young people from non-English speaking backgrounds

All reports stress that 'NESB young people' are a diverse group. Individuals come from different countries, are familiar with different customs, traditions, values, ways of life and languages. Young NESB people cover the full spectrum of class and come from the four points of the globe. They have different pre-migration experiences and arrive under different migration programs. Some arrive in splintered families with horrendous experiences of civil unrest and war. Some have been through torture, and most of those arriving as refugees will have a traumatic history. Some have a say in the decision to leave their countries and others must flee to save their lives. Some have arrived peacefully, after planning to migrate and have educated parents with money. Others arrive literally in the clothes they are wearing, clutching their few possessions in a plastic bag.

All reports highlight the inherent difficulties in placing young people who have migrated from countries where the language is other than English, in one homogenous category.

O'Connor, Gowing and Macdonald, (1994) say that:

the concept of "NESB" is, after all, a category constructed for easy reference to a wide variety of different ethnic and language groups. Furthermore, writers point out that, within ethnic and language groups, individuals have different experiences, responses and needs - all of which must be incorporated into an understanding of "their" culture. (p3-1)

Culture

Gonzalez, Gilmore and Orlando (1992) offer an explanation of culture as:

the set of practises, traditions, behaviours, and values that distinguish one group of people from another; that is groups that coalesce around common experience, common interest, common ethnic background, common racial origin, common economic class, or common gender...It should be emphasised that culture is not a fixed or rigid state...Thus membership of a cultural grouping is not equivalent to, nor a guarantee of, common experience amongst its members. (p9)

Gilmore (1992) draws attention to the fact that people from NESB (here she is particularly referring to women from NESB) experience multiple layers of disadvantage, including a 'hierarchy of status which gives one culture more power than another'. (p2) That is, some groups within different ethnic groups such as women or young people already have less status than others within that ethnic group. Added to this is the fact that these groups then have less power than the dominant Anglo culture. Ferguson (1995-1996) says 'a white wealthy male will have more opportunity to be heard in our culture than a young woman who doesn't speak English.' (p29)

O'Connor et al further state that:

understanding stereotypes about ethnic groups or countries is not sufficient to understand the cultures, experiences or needs of individual NESB young people. Instead, it is vital to understand the multiple factors which may impact on NESB young people and the diversity of circumstances which may exist among them. (p3-2)

Intergenerational conflict

A number of publications refer to the difficulties young people from NESB face at home. Conflicts are often referred to as 'intergenerational conflicts'. This term is used to describe the particular form of generation gap specific to young people from NESB. In a study about the accommodation and support needs of young people from NESB, O'Connor, Gowing and Macdonald define this term in the following way:

Intergenerational conflicts occurs in most groups but, in NESB families, [this] is distinguished by the fact that it frequently stems from differences between the values held by parents and those dominant in Anglo-Australia...Whilst these values are neither intrinsically good or bad, most reports agree that they are very different from the values dominant in Australian society and, because of this, conflict arises as young people attempt to accommodate two sets of values. (pp3-3 to 3-4)

The authors go on to say that many young people have a positive experience of biculturalism and that many NESB families manage the conflict around cultural differences well and do not fall apart under the stress.

In her landmark report, *Not seen, Not heard*, Seeto (1991) says that while *all* young people have arguments with their parents at times, some young people from NESB face added communication difficulties due to parents adhering to traditional customs which young people growing up in this country either no longer understand or follow.

Messages, both overt and subtle, bombard [young people] from both sides, each contradicting the other. (p38)

She goes on to elaborate that arguments between NESB young people and their parents can be to do with identity formation and can partly result from having family as the sole support system for NESB young people. Type of conflict areas, young people's desire for inter-cultural interaction, notions of youth, migration and settlement factors, the desire for independence, and NESB young people's issues about the church may all be tension areas. (pp38-43).

Gatbonton and Hughes (1994) add that language differences between young people and parents add to intergenerational conflict. Young women can face added cultural misunderstandings between themselves and parents based on the view of a young woman's position in the culture of origin. Meaning that young women growing up in Australia have more 'freedom' than in some cultures and parents can be extra protective of them which can lead to conflict.

Ganguly (1995) stresses that care should be taken when discussion intergenerational conflict in NESB families in order to avoid damaging stereotypes. She writes that:

Anglo-Australian and NESB communities are not simple opposites. Young people from NESB vary enormously, not only in their ethnicity, but also in their language, class, age, migration status, geographical location and disability, to name a few...The traditional modern dichotomy [between Anglo and NESB young people] creates a false image of societies being homogenous and static. (p3)

Family violence

In her study about young women and abuse, Gatbonton (1992) found that NESB young women experience the same type of family abuse and violence as their Anglo-Australian counterparts as well as extra difficulties due to the role proscribed for some young women within families. Sexually active young women, or young women who are pregnant outside of marriage may find themselves ostracised by family and community. She points out that, as with Anglo Australian families, 'threats or actual violence may be used, as necessary, to ensure that young women comply with family and community expectations.' (pp29)

Seitz and Kaufman (1993), like Ganguly (1995), warn not to stereotype when discussing family violence. In their study of ethnic communities perceptions of family violence, they found that for Vietnamese, Cambodian and Laos families: traditional patriarchal models of decision making and disciplinary roles were accepted by some, [although] a significant number of responses favoured a shared parental pattern. (pi)

Ganguly (1995), Seeto (1991), Ferguson (1996) all draw attention to the fact that family violence occurs cross culturally.

Homelessness and accommodation

The National Youth Coalition for Housing (1997) define 'homelessness' as:
the absence of safe, secure, affordable and adequate shelter as perceived by the young person. (p4)

The Coalition goes on to state that homelessness can be a combination of:

- having no shelter
- being threatened with loss of shelter
- having to move constantly between residences
- having limited choices of alternative housing options
- having inadequate housing options due to reasons such as:
 - overcrowding
 - insecure occupancy
 - residence in poor or unsafe state of repair
 - lack of emotional support or stability
 - threat of physical, emotional or sexual abuse
 - eviction or threat of eviction
 - payment of a high proportion of rent. (p4)

Many reports detail the lack of available data about the numbers of homeless young people in general and homeless young people from NESB in particular.

Our Homeless Children (the national inquiry into Homeless Children by the Human Rights and Equal Opportunity Commission, 1989) identified a number of risk factors contributing to youth homelessness: family breakdown, including neglect and abuse of young people, family poverty and isolation, youth unemployment, young people in the care of the State, Aboriginal and Islander young people, and young refugees.

The Inquiry reported that refugee young people arriving by themselves or in fragmented families are at particular risk of homelessness. Upon their arrival, 'unattached' or 'detached' minors (a particular category of the immigration intake):
are taken to migrant hostels...where they are launched abruptly into Australian culture...For the luckier ones, it may be a few days before they are settled with uncles, aunts, cousins in an already overcrowded flat. For others, six months may pass...few young refugees arrive to a comfortable safe environment...these newly formed households are likely to break down... (p139)

O'Connor et al (1994) say that a number of factors which may
Groups which are particularly vulnerable [to homelessness] include the overseas born, the recently arrived, those with limited English skills, unaccompanied refugees and young women. (p2)

They go on to state that racism and intergenerational conflict are added risk factors. This study, documented in *Accommodating Difference*, interviewed 131 young people from a variety of non-English speaking backgrounds. One hundred and five of these young people had been homeless or was currently at risk of homelessness. Of these 72 young people were, or had been out of home and 33 young people wanted to leave home. There were equal numbers of males and females interviewed.

Racism

Many reports document racism as an issue for young people from NESB. In an action research project in the southern suburbs of Brisbane (Gilmore, Piele with Ferguson, 1993) where over 600 young people were asked about their needs and issues, racism emerged as a 'pervasive form of oppression...festering in our community'. (p80) High levels of racism towards young Chinese people were found leading the writers to conclude that the 'extent and depth of racist attitudes were remarkable.' (p85)

Seeto (1991) states that:

I consider racism by Anglo-Australians against non-English speaking background young people to be the biggest barrier to their successful social integration and personal growth. (p85)

Macdonald (1993) agrees that racism is a terrible problem faced by young people from NESB who are trying to enter the work force. She concludes from a project about barriers to employment for young people from NESB, that racism was a significant barrier to employment opportunities for young people from NESB.

Spencer (1995) argues in her article *Unpacking culture*, that NESB young people are marginalised and discriminated against in wider society and the youth sector in particular...[This is a] conclusion shared in the literature and substantiated in a number of NESB young people's distinct life experiences. (p18)

Gatbonton (1992) said in her report that racism is particularly rife at school, but also in public spaces where some young women she spoke to had been spat on, insulted and threatened.

Various reports show that racism occurs both on an individual level for young people and also at an institutional level (for instance in schools and other government institutions *and* within youth services. (Macdonald, 1993 and Seeto, 1991)

English language and education

Many authors discuss the difficulties NESB young people experience at school as a result of lack of English language proficiency and the consequent inability to participate in school life. This in turn limits further education and training opportunities. Racism on the part of some teachers and students is also discussed in the literature. (Seeto, 1991; O'Connor et al, 1994; Gilmore et al, 1993; Macdonald, 1993)

Adele Rice (1996), principal of Milpera, a school providing intensive language and settlement services for newly arrived young people writes about an education department review of English as a second language which found that for:

high school students from other cultures...racism impacted on their lives to a very high degree, whereas teachers recognised its existence but did not perceive it as a high priority issues that needed to be addressed. Racism is a fact of day to day life for young people from language backgrounds other than English, because it is widespread in our community both in its overt forms and institutional forms. (p16)

Rice (1996) names other stresses for young people attending Milpera as:

- 'the intense sadness of homesickness,' 'the crying that goes on and on' even for those young people who were actively involved with the decision to leave their country
- loss of confidence relating to loss of status for students. That is, in their countries of origin, some students may have been high achievers whereas here, with lack of English language skills, unfamiliar school system coping with grief and loss or war trauma and torture, students may be struggling at school
- the heavy responsibility for some young people who, after migration, may step into the parenting role at home; being a translator for parents with less English language skills or knowledge of the system in Australia. 'They may be called on to act as the head of the household, which places a very heavy burden on them in addition to their own load of studying and understanding and fitting into their new social environment.' (pp14-16)

Refugee young people share the above difficulties of coping in their school environment as well as dealing with the effects of dislocation caused by war.

O'Connor et al (1994) say that 'NESB young people face specific difficulties in the education system which are not addressed by mainstream education. These difficulties face young migrants, and those young people who are born in Australia but whose parents come from a country where the first language is other than English. Lack of English language skills are identified and lack of sufficient resources in the school system to provide enough English as a second language (ESL) support. They go on to state that:

young people who have had minimal or interrupted schooling in their country of origin often find it difficult to understand the education system and are thus uneasy and unsuccessful in the role of "student". (p3-8)

Seeto (1991) and O'Connor et al (1994) highlight the pressure many NESB young people are under at home to do exceedingly well at school as education is often seen as the key to a better life for migrant parents who have given up everything in the hope that their children may tread an easier path. Young people are sometimes forced to follow a career path that they do not want in order to meet the expectations of their families. Gattaboni (1992) also highlights this point. O'Connor et al (1994) go on to note that 'parents may restrict NESB young people's participation in school activities which they perceive as unfamiliar or inappropriate'. (p3-9) Seeto (1991) says that this can become a major source of family tension as young people struggle to fit in with their Anglo Australian counterparts, and fulfil conflicting family expectations at the same time.

Despite these difficulties, some authors note that many NESB young people overcome these hurdles and do achieve their future dreams in employment or further education. (O'Connor et al, 1994; Rice, 1996)

Employment and training

Overseas born NESB young people have higher rates of unemployment. (O'Connor et al, 1994) They claim that some ethnic groups of young people are particularly unrepresented in the labour market, eg Vietnamese young people. Seeto (1991) claims that 'birth in a non-English speaking country, limited English language proficiency, recency of arrival and inappropriate educational qualifications for the Australian marketplace' are factors influencing the ability of young people to win jobs in this country. (p69)

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Justice and the law

The crime rate amongst NESB young people is hard to measure due to lack of available data collection by government departments (Carr, 1997).

Whatever the crime rate, it is clear from the literature that NESB young people have particular issues when dealing with the justice system. These relate to:

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- fear of police which refugee young people bring with them due to police being closely associated with repressive regimes in war torn countries (O'Connor et al, 1994)

Each of these factors impact negatively on the relationship between young people, the police, and the juvenile justice system leading to incidences such as young people being stereotyped as a member of an 'ethnic gang' and open to being singled out by police in public spaces. Lack of use of interpreters within the legal system is a direct contravention on the United Nations Convention on the Rights of the Child (1989), articles 9.2; 12.2; 40.2.

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- cultural mores that preclude asking for help outside the family
- a feeling that the young person will betray the family or the family will 'lose face' if the young person talks about family problems outside the family

- a debt of gratitude young people may feel towards family members who have sponsored them to Australia (saved their lives in some cases), leading to the young person not being able to 'betray' them
- justifiable fears on behalf of the young person that they may be rejected by their family and community completely if they seek outside help. (Seeto, 1991, states that, 'When battle lines are drawn between young people and their parents it is the young person who has the most to lose' p39)
- NESB young people may encounter racism from other young people using a mainstream service, or from workers
- young people may not be able to find services that are culturally appropriate (eg food, values and work practises solely reflect Anglo-Australian norms)
- workers may not be culturally sensitive to the young person
- NESB young women may be reluctant to use mixed sex accommodation.

In her study about domestic violence and women from NESB, Ferguson (1996) emphasises the enormity of the isolation surrounding women and children and young people who are survivors of domestic violence. Cultural views about the family as the primary support for community members, and fear of rejection from the community if women or children speak out often acts 'as a powerful disincentive for women to act against domestic violence'. (p40)

She highlighted that the notion of 'family' varied across cultures and that strong family connections could act both positively and negatively for women and their children. Fear of losing these connections by stepping outside the cultural norms of discussing violence sometimes acts to keep women and children in violence. On the other hand, extended family networks could eventually help a women to heal when the violence was in the past.

Despite the fact that young people would prefer to go to family members for help, when the conflict is between young people and families, the kind of help received may not be to the benefit of the young person.

A report by Nguyen (1997), *Housing Diversity*, details the steps three youth accommodation services went through to try and reduce barriers to NESB young people's accessing their resources. The project occurred in recognition that lack of access to mainstream services for support continues to be a major difficulty for NESB young people in crises. This is itself a form of racism.

Conclusion

The literature review demonstrates a wide range of issues and needs that NESB young people face including family conflict, racism, settlement difficulties, problems at school, lack of English language skills and access to services. Some groups of NESB young people are particularly vulnerable to settlement difficulties and face enormous problems in rebuilding their lives in Australia, including newly arrived young people, refugee young people and young women.

There is no doubt that some young people from NESB experience multiple disadvantages compared to their Anglo-Australian counterparts. They may suffer the same problems as other young people, compounded by being from an ethnic minority in a country which often overlooks their particular experiences, and consistently under resources responses to ease the suffering.

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