Submission to the

Parliamentary Joint Standing Committee on Migration

with regard to its reference relating to

Multiculturalism in Australia

by

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Cross Cultural Communications and Management

Cross Cultural Communications and Management is a management consulting business established in Canberra in 2006 with international and academic consulting experience in the field of cross cultural communications. Its lead consultants have worked as Australian Embassy staff specializing in international education and in media relations.

Tony Mitchener was a senior Australian diplomat at the Australian Embassies in Thailand (1998-2002) and in Indonesia (2002-2005) where he was responsible for government to government relations in the area of education and the coordination of Australian marketing to recruit international students to study in Australia.

Tony has also been a rapporteur for a UNESCO conference (1998), a member of the Second Education Commission for UNESCO-PROAP (1998-2000) and a member of the international advisory board of the Journal of South East Asian Education (2000-2002). He was a member of the international election observer team for the 2004 Indonesian general and Presidential election.

Tony has been a lecturer in comparative education (Assumption University in Thailand), marketing (Universitas Kristen Indonesia), international marketing (University of Canberra), international human resources management (University of Canberra and Australian National University), business leadership (Institute of Technology, Bandung in Indonesia) and corporate strategy (Trisakti University in Indonesia and the University of Technology, Sydney).

Tony has also worked as General Manager (South East Asia) for the University of New South Wales (2005-2006) and as a Trade and Investment Commissioner for the Queensland Government (2007-2009). In the later role, he assisted Indonesian business people seeking to migrate to Queensland under the State Sponsored Migration schemes.

Amanda Mitchener is a former dentist, community health educator, radio program announcer and producer, journalist, public affairs adviser and cultural diplomacy promotions adviser for the Australian Embassy in Indonesia (2003-2009) and the communications advisor for a major Ausaid project. She is also a marketing communications specialist and has designed marketing communications messages for a number of organizations that appeal to consumers in different international markets.

Amanda is herself a migrant to Australia and understands the issues faced by culturally diverse audiences in a new country and culture. She has extensive experience with designing surveys for migrant groups and the cultural mores and behaviour of various migrant groups in Australia. Amanda is also the President of a large ethno-specific families association, based in Canberra.

The senior consultants of *Cross Cultural Communications and Management* have extensive experience in:

- facilitating access to new markets;
- design of marketing communications messages for different international markets;
- design of marketing communications messages to appeal to culturally diverse audiences in Australia;
- advising on international human resource management issues including:
  - advising companies on cross cultural issues (ie with local employees, leadership and negotiations);
  - advising companies about recruitment and staffing for their international operations;
- pre-departure briefings on cross cultural issues for staff posted overseas; and
- culture shock briefings for newly arrived expatriates at Embassies in Canberra.

Cross Cultural Communications and Management is a member of the Australia Indonesia Business Council and the ACT Exporters Network.

Executive Summary

Multiculturalism, Social Inclusion and Globalization:

- Australia's migration program enjoys overwhelming support from most cross sections of the Australian community.

- the Australian community appreciates the significant contribution in business, culture and the arts that has been made by generations of migrants to Australia.

Settlement and Participation:

- public support for the migration program and for multiculturalism, can be enhanced through undertaking assessments of migrants to ensure that the 'cultural distance' from the Australian national culture is minimized:

- the Australian Government needs to undertake psychological assessments of potential migrants to determine whether they have the preparedness or readiness to learn and adapt to life in Australia and have the flexibility, open-mindedness and tolerance for ambiguity in order to integrate into the Australian community;

- the Australian Government needs to ensure that all migrants to Australia (including refugees) meet the character, education and skill requirements and be given appropriate support to find employment or to up-skill in order to minimize the probability of particular migrant cohorts figuring prominently in crime statistics;

- the Australian Government needs to expand the amount of public funds available to community groups to better integrate into the Australian community;

- the Australian Government needs to encourage migrants overtime to move away from excessive dependence on ethnic specific support systems;

- the Australian Government needs to expand public funding of English language classes and cultural understanding training for migrants;

Skilled Migration:

- recognizing the multicultural nature of the Australian community and the need to harness public goodwill, future migration programs should be focussed on those categories with high levels of skills that can make a lasting and significant contribution to the Australian economy and to the community;

- migration categories that assist refugees, should continue and be skewed towards the highly skilled refugees;

Introduction

Cross Cultural Communications and Management is pleased to make this submission to the *Parliamentary Joint Standing Committee on Migration* with regards to its reference relating to *Multiculturalism in Australia*.

The submission of *Cross Cultural Communications and Management* relates to the key areas of the Terms of Reference for the Inquiry:

Multiculturalism, Social Inclusion and Globalisation

• The role of multiculturalism in the Federal Government's social inclusion agenda; and
• the contribution of diaspora communities to Australia's relationships with Europe, the UK, Middle East and the immediate Asia-Pacific Region.

Settlement and Participation

• innovative ideas for settlement programs for new migrants, including refugees, that support their full participation and integration into the broader Australian society; and
• Incentives to promote long term settlement patterns that achieve greater social and economic benefits for Australian society as a whole

National Productive Capacity

• The role migration has played and contributes to building Australia's long term productive capacity;
• The profile of skilled migration to Australia and the extent to which Australia is fully utilising the skills of all migrants; and
• Potential Government initiatives to better assist migrant communities establish business enterprises

This submission will briefly discuss *Multiculturalism, Social Inclusion and Globalization*, but will mainly focus on the other matters in the Terms of Reference.

Multiculturalism, Social Inclusion and Globalization

Despite the recent public rejection of multiculturalism by the elected leaders of Germany, France and Britain, the experience in Australia has been somewhat different and better managed from a Government (at all levels) and community perspective.

Contributing to the success of Australia's acceptance of multiculturalism has been:

• community goodwill that Australia, with significant space and a limited population in a remote corner of Asia and the Pacific, needs to expand its population;
• appreciation of the significant contribution in business, community, culture and the arts that have been made by migrants over generations; and
• the economic imperative by skilled migrants sustaining the Australian economy and way of life by addressing skill shortages and in generating taxation receipts for Government, stimulating employment and export income through the establishment of new businesses.

The acceptance of multiculturalism by the Australian community should not be taken for granted and will be challenged and threatened from time to time by the extent of the integration of migrants. Migrants need to be fully integrated into the Australian community and yet, at the same time, be proud of their heritage, culture, arts and language which can be displayed to others.

Australia's acceptance of multiculturalism, however, does not mean that Australia should necessarily accept as migrants into Australia, migrant cohorts which do not integrate, tend to have a low skills base and tend not to assist with Australia's integration into the world community. These migrant cohorts often feature prominently in the use of Government services and do not make a valuable economic contribution. There is even evidence that members of these migrant cohorts contribute to many social problems in the community through the lack of sustainable employment (mainly attributable to their lack of skills).

Many migrant communities in Australia from Asia, Pacific, Europe and south Asia tend to integrate well. Many refugee communities and some other migrant cohorts do not integrate as well. It would be a shame to threaten the Australian public's support for multiculturalism by seeking to have the most diverse ethnic community in the world. That would be a disservice to the existing migrants who have integrated and adapted to their new life in Australia. Australia would be better placed to focus its migration effort on those communities which historically have experienced positive and rapid integration into the Australian community: this would include migrants from most countries in Asia, south Asia and many countries in the Pacific and Europe.

There is a further imperative to focus on Asia, south Asia and the Pacific countries, since these countries are our 'near neighbors'. The people-to-people contacts that are generated will be significant to sustain the important links for Australia's trade, economic, defence and foreign affairs relationships.

Settlement and Participation

The main recommendations to the Inquiry relate to:

• 'cultural fit';
• personality traits;

- minimum entry requirements for all migrants (ie character checks, education and work skills);
- continuing health and medical assessments;
- public funding;
- excessive dependence on ethnic support systems; and
- language and cultural training.

Cultural Fit

Community support for multiculturalism in Australia is often challenged by public perceptions that certain categories of migrants do not seem to 'fit in' and often seek to remain separate in their own migrant communities. The Australian community also notes public displays of 'separateness' and the lack of willingness by certain migrant cohorts to integrate into the Australian community. These migrant cohorts, therefore, challenge the concept of multiculturalism by attempting to remain mono-cultural in Australia. These migrant cohorts are often intolerant of Australian cultural values, while expecting that Australians and other migrants are tolerant of their cultural values.

The extent of 'cultural fit' is often culturally pre-determined since each national culture has its own unique approach and preferences.

Research by Geert Hofstede has found there are certain dimensions of culture which hold valid for all cultures. [1] These dimensions are whether the national culture has a tolerance or preference for:

- individualism versus collectivism;
- acceptance of uncertainty avoidance;
- masculinity versus femininity;
- low or high power distance; and
- long term orientation.

An explanation of each of these cultural dimensions and range of national cultural dimensions scores is at Attachment A.

Australia has a unique place on each of these dimensions, as do other national cultures. These unique places are plotted on an index which demonstrates the national cultures relative position to other cultures. Research over the past 30 or more years has also demonstrated the validity of these culture dimensions as national cultures have evolved.

Kim (2004) and other experts in this field have written extensively about the use of Hofstede's dimensions to determine the 'cultural fit' of certain migrant cohorts into new communities. In particular, these experts have found that the most useful dimensions to determine 'cultural fit' are:

- individualism versus collectivism;

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[1] The research by Geert Hofstede, a Dutch sociologist has been extensively validated over the past 30 or more years. Hofstede initially undertook research on the cultural differences between 116,000 employees of IBM. This research revealed four main cultural dimensions for each national culture (later expanded to five dimensions). Hofstede's research is the most referenced and championed analysis of cultural dimensions. His work has been used to assist with interactions of individuals with other cultures when conducting international business or travelling and in addressing the needs of migrant communities. Hofstede's work has been adopted for extensive use in business, health, education, social services and diplomatic interactions.

- acceptance of uncertainty avoidance;
- masculinity versus femininity; and
- low or high power distance.

By relying on the index scores for each national culture, relative to Australia, the degree of 'cultural proximity' or closeness to the essential cultural dimensions of the Australian community can be derived. Attachment B identifies the Hofstede' scores for each cultural dimension as a difference from the Australian cultural dimension. These scores are added together to determine an overall position for cultural distance for the national culture. Attachment C utilizes the data from Attachment B and places each national culture within four groups on the continuum from being 'culturally close' through to those that are 'culturally distant'.

National cultures which are 'culturally distant' imply that most members of that national culture will find Australian cultural dimensions not only different to their own, but may also challenge long held beliefs and assumptions that have been derived from their upbringing in their national culture. Research has demonstrated the connection between 'cultural distance' and the ability of migrants to integrate and adapt to other national cultures. Where a national culture is 'culturally close' to another, migrants will have fewer challenges and cultural barriers to integration. The research has also demonstrated the connection that migrants from these national cultures, on average, tend to become more adaptive to the new national culture. [2]

It is significant to note that measuring the dimensions of national culture relates to the average national score on these dimensions for each national culture. As a national average, the cultural dimension scores mask great variability within national cultures due to individual experiences, mental programming and the role of sub-cultures. The national cultural dimensions, therefore, do not measure the score of individuals. The national cultural dimensions can, however, be a useful pointer to the *possible orientation* of each individual from that national culture.

To determine the *actual orientation* of each individual it is more reliable to use the *Revised NEO Personality Inventory* (NEO-PI-R) which is also known as the *Five Factor Model* which also has a very high correlation with Hofstede's dimensions. [3]

By ascertaining, an individual migrant's *actual orientation* towards these dimensions or factors will be fundamental in ascertaining the degree of 'cultural fit' and determining whether the migrant is likely to 'fit in' with the national cultural dimensions in Australia. Migrants that 'fit in' are more likely to adapt to their new life in Australia, less likely to 'fall between the cracks', less likely to place increased demands on government services and hence will play a valuable role in contributing to the economic development of Australia.

One example of not using an assessment tool to determine the 'cultural fit' and the ability to adapt for a migrant cohort, was the decision of the Australian Government in 1976 to

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[2] One national culture which appears as 'culturally distant' from Australia on this index is Singapore. There is a contention whether the scores for the cultural dimensions for Singapore are still valid considering the significant economic and social development in Singaporean society over the past 30 or more years. Most Singaporeans that migrant to Australia adapt to life in Australia quite easily and do not appear as a migrant cohort that experiences issues with integration, obtaining employment or placing significant demands on Government services. Since most Singaporean migrants are generally well educated, have a high proficiency in English and awareness of Australia, it may be that these characteristics militate against the impact of 'cultural distance'.

[3] The Five Factor Model measures neuroticism, extraversion, openness to experience, agreeableness, conscientiousness. See http://www.psych-it.com.au/Psychlopedia/article.asp?id=80

admit 4,000 migrants from a particular country without taking into account an assessment of their ability to adapt to life in Australia.[4] Against the advice of the Department of Immigration, Cabinet agreed to relax rules in September 1976 requiring migrants to be healthy, of good character and to have a work qualification. The Department of Immigration had expressed concern that most of the cohort were '…unskilled, illiterate, and of questionable character and standards of personal hygiene..." Cabinet agreed to re-impose the pre-September 1976 standards in November 1976.

When dealing with refugee intakes the Australian Government has a humanitarian obligation to assist with taking refugees. It is critical that in processing refugees for consideration by Australia that priority is given to refugees that possess good health, good character, English language skills and relevant work skills.

The Department of Immigration and Citizenship should be encouraged to prioritize research to ascertain the migrant groups that are most/least likely to integrate into the Australian community: it is recognized that the establishment of relevant indicators and measures for this could be quite difficult. This research should be used to inform the prioritization and allocation of quotas for migration from various countries.

Personality Traits

International research by Kim (2004) and others, has found that there are a number of individual pre-dispositions which contribute to the success of a migrant in another culture. These dispositions, or adaptive personality traits, include:

- a preparedness or readiness to learn and adapt to the new culture;
- openness which includes flexibility, open mindedness and tolerance for ambiguity personality strength which includes resilience, risk taking, hardiness, persistence, self directed centre of control; and
- positivity which includes an affirmative and optimistic outlook.

Migrants with a positive personality are able to better adapt to, and persevere through, adversity and stressful situations. These traits in migrants, in combination with the other traits of openness and personality strength, provide the ability for migrants to believe in themselves and to achieve.

Where migrants do not have these personality traits, they tend to be overcome with self doubt of their own ability in dealing with their environment and its cultural dimensions and ultimately become defeatist in outlook. These migrants generally consume more than their average share of limited government resources which are available for migrants.

Ultimately, these migrants as a cohort will threaten public support for multiculturalism: citizens, permanent residents and migrants will observe public resources being allocated to individuals who should never been considered for migration because they lack the fundamental traits to integrate and be successful in their new culture.

It is ironic that many national governments' place restrictions on migration on the basis of medical conditions, [5] but do not consider the personality traits or mental health of an individual to have the capacity to integrate into a community.

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[4] *Fraser was Warned on Lebanese Migrants*, The Australian, 1 January 2007, http://www.theaustralian.com.au/in-depth/cabinet-papers/fraser-was-warned-on-lebanese-migrants/story-e6frgda6-1111112763458
[5] Because of the consequential costs for the public health system.

There have been instances in Australia where migrants have caused self harm or committed suicide due to their inability to cope with life in Australia. One well known tragic case involved a Japanese wife who could not bear the challenge of life in Australia and killed herself and her four year old son, by driving her car off a jetty in Melbourne. [6]

Minimum Entry Requirements

Personality traits, along with the lack of education, questionable character and lack of work relevant skills, are a reason why some migrant communities are over represented in crime statistics. This has been noted in the media and by experts in the context of one group of migrants that entered Australia in the mid 1970s. It was observed:

> "...xxx (migrant group name omitted) crime sprang up among a community of mostly refugees from a war-ravaged society whose citizens had lost faith in police, government and the law.
>
> The xxx refugees who fled to Australia were mostly peasants and labourers, with poor education and little or no English. They retained strong ties to their homeland, where many had family, owned property and could still vote, leaving them less inclined to consider Australia home.
>
> Michael Humphrey from the department of sociology at the University of Sydney says the issues in the community were exacerbated by a "culture of masculinity". "Middle Eastern cultures are very patriarchal and masculine, [based on] the idea of being strong men. There is a theory that men become weak in migration, diminished, with less power and less control over their women. This leads to a loss of masculinity, authority and control." As a result, "violence can be an act of self liberation, the remaking of the self"...
>
> Australian Bureau of Statistics shows that xxx make up the fifth largest ethnic group in Australian prisons after Australians, New Zealanders, Vietnamese and British and Irish. [7]

While the volume of migrants from a particular culture can distort the incidence of crime, research and analysis of country of origin and the size of the migrant base in Australia has also been undertaken. The research found:

> "...Per head of population, Lebanese-born people had the seventh highest rate of imprisonment (after Samoans, Tongans, Sudanese, Vietnamese, Romanians and Indonesians)..." [8]

It is essential that the Australian Government ensures that all migrants to Australia (including refugees) meet the character, education and skill requirements and be given appropriate support to find employment or to up-skill in order to minimize the possibility of particular migrant cohorts figuring prominently in crime statistics.

Health and Medical Assessments

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[6] *The Lonely Mother Who Chose Death Before Disgrace*, The Age, 25 October 1992, p 4.

[7] *Migrant groups going gang busters*, The Australian, 9 March 2011. http://www.theaustralian.com.au/news/features/migrant-groups-going-gang-busters/story-e6frg6z6-1226017998892

[8] It should be noted that the levels of imprisonment for various countries can be distorted by prisoner exchange agreements in place (ie many of the prisoners from that country may have already been repatriated and are serving time in a jail in their own country). Another distortion relates to the level of imprisonment for Indonesians: most of the Indonesians in jail in Australia are in the 'other' category rather than for serious and violent crimes. This group comprises Indonesian fisherman who detained and sentenced for illegal fishing in Australian waters: this group were never migrants but the incidence of the level of imprisonment has been calculated relative to the small Indonesian migrant population in Australia. See Australian Bureau of Statistics Publication: 4517.0 - *Prisoners in Australia*. See http://www.abs.gov.au/AUSSTATS/abs@.nsf/DetailsPage/4517.02010?OpenDocument

Research has demonstrated the positive impact of migration on Australia, including in the area of increasing longevity. Except for instances where entry requirements have been waivered in 1976 or in other instances of refugees, migrants to Australia have been required to undergo comprehensive health and medical checks. This has contributed to an overall increase in the average level of health for Australia. The World Health Organization has noted the 'migrant effect' on public health in Australia:

> "...The findings ... indicate that the increase in Australian life expectancy between 1981 and 2003 can be partly attributed to the effects of migration. Overall, life expectancy for males differed by 0.4 years and for females by 0.3 years between the Australian-born and the total Australian population.
>
> When life expectancies for the Australian-born and for the total Australian population were compared separately with rankings of life expectancies in other OECD nations, the ranking of Australia fell by an average of two ranks for males and females between 1981 and 2000, and Australia dropped out of the top five OECD countries in the most recent period examined. The effect of migration on Australian life expectancy is not trivial when compared with countries, such as Japan, that have low levels of migration...
>
> ...It is also conceivable that lifestyle factors such as diet that are shaped by the cultural mores of a given country of birth and retained by immigrants and, to a lesser extent, subsequent migrant generations may influence the overall life expectancy of the Australian population.
>
> In Australia, a large proportion of migrants have come from southern Europe and south-east Asia. The efficacy of the "Mediterranean diet" and Asian equivalents on common risk factors for high-prevalence diseases (such as cardiovascular disease and some cancers) has been noted previously. Such dietary factors include abundant consumption of vegetables, fruit and whole grains and lower intake of dairy foods, and are more likely to be evident in sections of the southern European and south-east Asian migrant populations in Australia. However, acculturation also has effects on health status over time, with previous studies in Australia and the USA indicating that health status can decrease with the length of stay and in second-generation migrants..."[9]

Migrants have played a valuable role in facilitating the discovery of healthy eating for much of the Australian population through the introduction of their food culture into Australian restaurants and for mainstream Australian families. Often, however, the take-up of healthy migrant diets is done by Australians who are more open and tolerant of new ideas. There is a role for Governments to consider greater promotion of migrant diets to encourage all Australians to focus on healthy eating habits. This will also assist in reinforcing the positive contribution that migrants make to Australia.

Expanded Public Funding

The Australian Government needs to expand the amount of public funds available to migrant and community groups to assist migrants during their first few years in Australia to better integrate into the Australian community. It is noted that in 2011-12, the Australian Government has allocated $112.145 m for humanitarian and community settlement services which involved:

- $38.710 m for Grants for Community Settlement Services; and
- $73.435 m for Humanitarian Settlement Services.

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[9] Andrew Page, Stephen Begg, Richard Taylor, Alan D Lopez, *Global comparative assessments of life expectancy: the impact of migration with reference to Australia*, in Bulletin of the World Health Organization, Volume 85 (2007), Number 6 (June 2007), pp. 421-500.

This funding amounts to approximately $1,910 per migrant in the Family Stream. [10] This level for funding for humanitarian and settlement services is insufficient and needs to be expanded. There is evidence to suggest that lack of appropriate support in the early stages of settlement can lead to alienation, lack of adaptation and subsequent social costs to Governments and the community.

Dependence on Ethnic Support Systems

International and domestic research has demonstrated the valuable role of ethnic specific support systems in assisting migrants to adapt to their new life in a new culture. Migrants have a natural affinity to rely on someone from their own culture and 'translate' events and issues around them. This is very useful in the first few years in a new culture as co-ethnics can understand their fears and frustrations (since have experienced similar issues themselves). This provides a very useful outlet and assists in providing a support system which culturally understands the new migrant and reduces stress and tension.

The pivotal role of the ethnic support system, however, should diminish over time for new migrants. The particular migrant community still has a useful role for providing cultural events, maintaining cultural traditions and social activities.

Internationally, it has been found that ethnic support systems, however, can become counter-productive to successful integration. If migrants have not been selected correctly on the basis of their personality traits and minimum entry standards (noted above) they become dependent on the ethnic support system without becoming more individually reliant on themselves and the broader Australian community. This scenario also reduces the need to become functionally literate in the community which in the long term further inhibits successful adaptation and integration of these migrants.

The situation is exacerbated when often the operators of the ethnic support services themselves have failed to adapt and integrate. Their role in providing advice and guidance, therefore, will be influenced by their own experiences in failing to adapt. This perpetuates the myth that new migrants do not need to adapt and integrate.

The prolonged dependence on ethnic support services can also have a debilitating impact on new migrants:

> "...when the ethnic community as a whole exerts various forms of social control, pressuring individuals to conform to an exclusive ethnic identity and criticizing nonconforming members as deserters..." [11]

Language and Cultural Training

The historical and current levels of funding for English language and cultural training for migrants are inadequate. [12] The significant pressures and demand for English language (ie Adult Migrant English Program: AMEP) and cultural training means that the volume and quality of training has been insufficient to meet the essential needs of migrants. Training programs have been cut to the 'bare essentials' and appear to be more of a 'face saving' mechanism to demonstrate that the Government has provided some training rather than

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[10] Skilled Stream migrants due to their education, skills, English language levels and their involvement with employer sponsorship arrangements have been excluded.
[11] Kim (2004), p 356.
[12] Competitive tendering was introduced in 1997 inorder to reduce the costs of English language training.

ensuring that the training is making a meaningful difference for migrants to help them engage with the Australian community.

The testing for 'cultural fit', minimum entry requirements and personality traits will go a long way to reduce the pressures and demand for Australian Government funding of basic migrant services. It will also permit the Australian Government to better direct funding into other areas to assist migrants. As an indication the level of funding for English language training in 2011-2012 is:

- AMEP (DIAC): $212.492 million;
- Language, Literacy and Numeracy Program funded by the Department of Education, Employment and Workplace Relations (DEEWR): $97.593 m; and
- Workplace English Language and Literacy (WELL) (DEEWR): $29.413 m. [13]

The AMEP funding amounts to an average of $3,620 per migrant in the Family Stream [14] for a minimum of 510 hours per migrant. [15] This level of funding is equivalent to 9-11 weeks of English language training at most English language colleges, which is insufficient for most migrants. [16]

The AMEP funding and the language and numeracy deficit can be substantially reduced by requiring that Family Stream migrants to Australia have functional English language levels of a least equivalent to IELTS 6.0 or 6.5 prior to their arrival in Australia. Any savings from this proposal to require English language skills prior to arrival in Australia, could be used to fund more advanced English language and cultural training for migrants once they have arrived and settled in Australia.

The savings from the redirection may not be sufficient to ensure that all migrants are brought up to the required level of English proficiency, hence there may be a requirement for the Australian Government to expand public funding for AMEP and for cultural understanding and adaptation classes for migrants.

The delivery of English language and cultural training is essential for all new migrants to Australia (and any other country for that matter). There are concerns that:

- migrants from 'culturally close cultures' or migrants with good English language skills, usually do not access the AMEP and cultural training that is available;
- the cultural training is too superficial and requires more in-depth understanding by the migrants; and
- the timing and regularity of cultural training.

Some migrants to Australia (including those from 'culturally distant' countries) may already speak the English language and may not appreciate that the cultural differences between Australia and their country may contribute to their lack of adaptation to Australia due to stress and tension.

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[13] Portfolio Budget Statements: Immigration and Citizenship 2011-2012 and Portfolio Budget Statements: Education, Employment and Workplace Relations 2011-2012, AGPS 2011

[14] Again the Skilled Stream has been excluded since skilled migrants generally have more than adequate English language skills.

[15] Welcome to Adult Migrant English Program, see http://www.immi.gov.au/living-in-australia/help-with-english/amep/learning-english/_pdf/welcome-amep-english.pdf

[16] It generally requires at least five weeks of English language training to improve English language proficiency by 0.5 of an IELTS level (ie from IELTS 5.5 to IELTS 6) Funding English language training for approximately 10 weeks per migrant will only improve their English language proficiency by one IELTS level which is insufficient for most migrants that are not in the Skilled Stream.

The assumption that migrants will *automatically* adapt because they speak English is an assumption that has failed to be supported empirically. While it appears intuitive, there is no evidence to support the contention that learning English in another culture (where English language training often underpins a desire to be more global, not necessarily to migrate to Australia), will assist those people who migrate to Australia to understand Australian idiomatic expressions. This cohort of migrant with English language skills still requires access to advanced AMEP and culture training.

Migrants from 'culturally close' cultures to Australia (ie where the 'cultural fit' is similar), and who observe that there are many obvious superficial similarities, often presume that 'they are the same as us' and hence do not participate in any cultural training:

• This is unfortunate since cultures can often mask and hide its most important unwritten rules, to the detriment of uninformed migrants; and
• The migrants and host nationals make assumptions about the level of cultural understanding of each other and this leads to mis-communication challenges.

For other migrants, the limited government funds have reduced the scope of AMEP and cultural training programs. It is critical that migrants have more opportunities to develop skills and strategies to address cultural matters of concern. These skills will assist the migrants with adapting to their new life in Australia. As part of this training, migrants need to appreciate that they cannot avoid stress, but need to learn to engage with it because it is normal part of the adaptation process. It is essential for further learning and adaptation.

As with other expatriates moving to new cultures, migrants to Australia will experience 'culture shock' at some stage after their arrival. The traditional model of culture shock, suggests that the initial period after arrival, whilst often stressful and challenging, is also a time when much of the excitement of the new experience in the new culture prevails over most other feelings.

After this initial 'honeymoon' period (which can last up to six months for many migrants), the reality of the cultural differences and the 'culture shock' sets in. The new migrant is concerned that they are not performing as well as they would expect and appreciate that their limited knowledge about Australia reveals more questions than they care to consider. This is the time that the migrant feels most vulnerable and concerned that they will not be able to adapt to life in Australia.

In determining when to deliver the cultural training, it is crucial that it is available at the time that it is most relevant to the migrant. Cultural training needs to be delivered:

• near the end of the 'honeymoon period' after first moving to Australia (this will vary for each migrant, but preferably no later than six months after arrival);
• after one year of residence in Australia; and
• after three years of residence in Australia.

The first stage of cultural training should be delivered near the end of the 'honeymoon period' just prior to the reality of the new life in Australia sets in, the initial euphoria begins to subside and what is often an emotional roller coaster ride begins. Unfortunately, while the first stage of cultural training should be delivered at the beginning of the 'honeymoon period', this will be a wasted investment by Government since most migrant families are busy with other issues. These include:

- locating the most appropriate temporary and/or accommodation;
- settling children into school (s);
- adjusting to the new workplace;
- waiting for and supervising the delivery of their goods from overseas;
- making new friends; and
- locating markets and shops to source ingredients to make their traditional meals, et al.

Cultural training, therefore, should be delivered later in the 'honeymoon period' when it is not competing with other distractions and demands on migrants.

Cultural training programs in stage 1 need to address culture shock, prior to its onset leads to debilitating effects on the migrant and their family. The cultural training needs to discuss culture shock, the various stages of culture shock and the common strategies in addressing culture shock. The culture training also needs to assist migrants with understanding national cultural dimensions (ie from Hofstede or other internationally recognized commentators in this field) in general terms and how their own national culture interacts with the Australian national culture. Once migrants are aware of the fundamentals relating to the differences in national culture they will be better equipped to consider and develop further strategies to overcome any cultural stress points.

Migrants require at least six months to enter into the voyage of discovery in addressing their concerns about life in Australia, apply the strategies they learnt during the stage 1 cultural training and implement and test those strategies that they have developed themselves. At the end of one year of residence in Australia, it is important that the migrants are brought together to review progress with addressing their cultural concerns and adaptation. Cultural training during stage 2 should focus on re-affirming what the migrants had been previously taught, identifying areas of difficulty and re-equipping the migrants with the strategies to address those areas of difficulty.

After a further two years, where migrants continue to have challenges with adapting to life in Australia, another refresher course should be made available.

While all migrants are equal, it is incorrect to suggest that are all entitled to the same amount of cultural training. The quantum of cultural training that is required for each migrant will vary from migrant to migrant and from one national culture to another.

National Productive Capacity

Focus on Higher Level Skills

The 2011 federal budget highlighted the Australian Government's intent to increase the Skilled Stream of migration to 68 per cent of the 185,000 visas to be granted in 2011-12. This initiative is consistent with demonstrating the valuable contribution that skilled migrants can make to underpin economic growth. It is imperative that this cohort of migrants (the skilled worker and spouse) have good English language skills so that they quickly integrate into the workforce and community. Good English language skills are also important for workplace occupational health and safety reasons.

The Australian Government needs to also work with industry associations, professional bodies and unions to assist skilled migrants to have their qualifications recognized in Australia. There are instances where skilled migrants with professional skills are unable to work and practice in Australia.

The 2011 budget also proposes to grant 58,600 visas in the Family Stream: it is important that the Australian Government establishes the requirement for functional or higher English language skills so that this cohort can also quickly integrate into the workforce and community. By requiring functional or higher levels of English of migrants by this cohort, before they arrive in Australia, the Australian Government can redirect basic language funding to higher level English language and cultural skills training. Quickly gaining employment also assists the migrants and their family and reduces the demand on social services.

Migrant Businesses

Government initiatives to better assist migrant communities to establish businesses should include:

* increase the Business Skills component of the Skill Stream of migration:
    * The 2011-12 federal budget reduced the Business Skills component from 7,800 to 7,200 (a reduction of 9 per cent);
    * the Business Skills component should be increased to 10,000 places per annum;
* provide self assessment materials for people overseas who are interested in migrating, so that can determine whether they have the ability to start and operate a business in Australia;
* provide mentoring and other forms of support for migrants seeking to establish businesses (both those from the Business Skills component and migrants who entered Australia under other components). This mentoring could include training and business support similar to that provided under the New Enterprise Incentive Scheme to assist migrants to establish a business.

It is essential that Government expand the Business Skills component since it will generate balanced economic growth in terms of taxation, employment and exports (including diversification away from the resources sector). Research has found a substantive link between business migrants and exports back to their country of origin.

Unfortunately, Australia is over dependent on the resources sector which is not sustainable; particularly when those resources are exhausted. Research has indicated that Business Skills migrants within one year of arriving in Australia:

* 56 per cent were engaged in business employing, on average, five staff;
* 52 per cent generate export earnings;
* 31 per cent of those businesses had a turnover of of over $1 m; and
* migrants in business had transferred to Australia capital worth, on average, just under $1 m per business.

Conclusion

In conclusion, Cross Cultural Communications and Management submits that migrants have made a significant contribution to the economic, business, social and community development in Australia.

It is imperative that the goodwill and public support for multiculturalism is harnessed and maintained. It is also important that the Australian Government puts in place appropriate selection processes and support mechanisms for migrants and their families so that they

can continue to make a valuable contribution to Australia in the 21st Century.

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Hofstede's National Cultural Dimensions

Power Distance Index (PDI): measures the "...extent to which the less powerful members of organizations and institutions (like the family) accept and expect that power is distributed unequally. This represents inequality (more versus less), but defined from below, not from above. It suggests that a society's level of inequality is endorsed by the followers as much as by the leaders. Power and inequality, of course, are extremely fundamental facts of any society and anybody with some international experience will be aware that 'all societies are unequal, but some are more unequal than others'..."

Individualism (IDV) on the one side versus its opposite, collectivism, measures "...the degree to which individuals are integrated into groups. On the individualist side... societies in which the ties between individuals are loose: everyone is expected to look after him/herself and his/her immediate family. On the collectivist side...societies in which people from birth onwards are integrated into strong, cohesive in-groups, often extended families (with uncles, aunts and grandparents) which continue protecting them in exchange for unquestioning loyalty. The word 'collectivism' in this sense has no political meaning: it refers to the group, not to the state. Again, the issue addressed by this dimension is an extremely fundamental one, regarding all societies in the world..."

Masculinity (MAS) "...versus its opposite, femininity, refers to the distribution of roles between the genders which is another fundamental issue for any society to which a range of solutions are found. The IBM studies revealed that (a) women's values differ less among societies than men's values; (b) men's values from one country to another contain a dimension from very assertive and competitive and maximally different from women's values on the one side, to modest and caring and similar to women's values on the other. The assertive pole has been called 'masculine' and the modest, caring pole 'feminine'. The women in feminine countries have the same modest, caring values as the men; in the masculine countries they are somewhat assertive and competitive, but not as much as the men, so that these countries show a gap between men's values and women's values..."

Uncertainty Avoidance Index (UAI) "...deals with a society's tolerance for uncertainty and ambiguity; it ultimately refers to man's search for Truth. It indicates to what extent a culture programs its members to feel either uncomfortable or comfortable in unstructured situations. Unstructured situations are novel, unknown, surprising, different from usual. Uncertainty avoiding cultures try to minimize the possibility of such situations by strict laws and rules, safety and security measures, and on the philosophical and religious level by a belief in absolute Truth; 'there can only be one Truth and we have it'. People in uncertainty avoiding countries are also more emotional, and motivated by inner nervous energy. The opposite type, uncertainty accepting cultures, are more tolerant of opinions different from what they are used to; they try to have as few rules as possible, and on the philosophical and religious level they are relativist and allow many currents to flow side by side. People within these cultures are more phlegmatic and contemplative, and not expected by their environment to express emotions..."

Long-Term Orientation (LTO) "...versus short-term orientation: this fifth dimension was found in a study among students in 23 countries around the world, using a questionnaire designed by Chinese scholars. It can be said to deal with Virtue regardless of Truth. Values associated with Long Term Orientation are thrift and perseverance; values associated with Short Term Orientation are respect for tradition, fulfilling social obligations, and protecting one's 'face'..."[17]

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[17] Hofstede (1990), Hofstede (2010)

National Cultural Dimensions

Country	PDI	IDV	MAS	UAI	LTO
Arab World **	80	38	52	68	
Argentina	49	46	56	86	
Australia	36	90	61	51	31
Austria	11	55	79	70	
Bangladesh *	80	20	55	60	40
Belgium	65	75	54	94	
Brazil	69	38	49	76	65
Bulgaria *	70	30	40	85	
Canada	39	80	52	48	23
Chile	63	23	28	86	
China *	80	20	66	30	118
Colombia	67	13	64	80	
Costa Rica	35	15	21	86	
Czech Republic *	57	58	57	74	13
Denmark	18	74	16	23	
East Africa **	64	27	41	52	25
Ecuador	78	8	63	67	
El Salvador	66	19	40	94	
Estonia *	40	60	30	60	
Finland	33	63	26	59	
France	68	71	43	86	
Germany	35	67	66	65	31
Greece	60	35	57	112	
Guatemala	95	6	37	101	
Hong Kong	68	25	57	29	96
Hungary *	46	80	88	82	50
India	77	48	56	40	61
Indonesia	78	14	46	48	
Iran	58	41	43	59	
Ireland	28	70	68	35	
Israel	13	54	47	81	
Italy	50	76	70	75	
Jamaica	45	39	68	13	
Japan	54	46	95	92	80
Luxembourg *	40	60	50	70	
Malaysia	104	26	50	36	
Malta *	56	59	47	96	
Mexico	81	30	69	82	
Morocco *	70	46	53	68	
Netherlands	38	80	14	53	44
New Zealand	22	79	58	49	30
Norway	31	69	8	50	20

Country					
Pakistan	55	14	50	70	0
Panama	95	11	44	86	
Peru	64	16	42	87	
Philippines	94	32	64	44	19
Poland *	68	60	64	93	32
Portugal	63	27	31	104	
Romania *	90	30	42	90	
Russia *	93	39	36	95	
Singapore	74	20	48	8	48
Slovakia *	104	52	110	51	38
South Africa	49	65	63	49	
South Korea	60	18	39	85	75
Spain	57	51	42	86	
Surinam *	85	47	37	92	
Sweden	31	71	5	29	33
Switzerland	34	68	70	58	
Taiwan	58	17	45	69	87
Thailand	64	20	34	64	56
Trinidad *	47	16	58	55	
Turkey	66	37	45	85	
United Kingdom	35	89	66	35	25
United States	40	91	62	46	29
Uruguay	61	36	38	100	
Venezuela	81	12	73	76	
Vietnam *	70	20	40	30	80
West Africa	77	20	46	54	16

* Estimated values
** Regional estimated values:
  Arab World: Egypt, Iraq, Kuwait, Lebanon, Libya, Saudi Arabia, United Arab Emirates
  East Africa: Ethiopia, Kenya, Tanzania, Zambia
  West Africa: Ghana, Nigeria, Sierra Leone

Cultural Distance of Various National Cultures to Australia

Country	PDI	IDV	MAS	UAI	Cultural Distance from Australia
Arab World **	44	52	9	17	122
Argentina	13	44	5	35	97
Australia	0	0	0	0	0
Austria	25	35	18	19	97
Bangladesh *	40	70	6	9	125
Belgium	29	15	7	43	94
Brazil	33	52	12	25	122
Bulgaria *	34	60	21	34	149
Canada	3	10	9	3	25
Chile	27	67	33	35	162
China *	44	70	5	21	140
Colombia	31	77	3	29	140
Costa Rica	1	75	40	35	151
Czech Republic *	21	32	4	23	80
Denmark	18	16	45	28	107
East Africa **	28	63	20	1	112
Ecuador	42	82	2	16	142
El Salvador	30	71	21	43	165
Estonia *	4	30	31	9	74
Finland	3	27	35	8	73
France	32	19	18	35	104
Germany	1	23	5	14	43
Greece	24	55	4	61	144
Guatemala	59	84	24	50	217
Hong Kong	32	65	4	22	123
Hungary *	10	10	27	31	78
India	41	42	5	11	99
Indonesia	42	76	15	3	136
Iran	22	49	18	8	97
Ireland	8	20	7	16	51
Israel	23	36	14	30	103
Italy	14	14	9	24	61
Jamaica	9	51	7	38	105
Japan	18	44	34	41	137
Luxembourg *	4	30	11	19	64
Malaysia	68	64	11	15	158
Malta *	20	31	14	45	110
Mexico	45	60	8	31	144
Morocco *	34	44	8	17	103

Netherlands	2	10	47	2	61
New Zealand	14	11	3	2	30
Norway	5	21	53	1	80
Pakistan	19	76	11	19	125
Panama	59	79	17	35	190
Peru	28	74	19	36	157
Philippines	58	58	3	7	126
Poland *	32	30	3	42	107
Portugal	27	63	30	53	173
Romania *	54	60	19	39	172
Russia *	57	51	25	44	177
Singapore	38	70	13	43	164
Slovakia *	68	38	49	0	155
South Africa	13	25	2	2	42
South Korea	24	72	22	34	152
Spain	21	39	19	35	114
Surinam *	49	43	24	41	157
Sweden	5	19	56	22	102
Switzerland	2	22	9	7	40
Taiwan	22	73	16	18	129
Thailand	28	70	27	13	138
Trinidad *	11	74	3	4	92
Turkey	30	53	16	34	133
United Kingdom	1	1	5	16	23
United States	4	1	1	5	11
Uruguay	25	54	23	49	151
Venezuela	45	78	12	25	160
Vietnam *	34	70	21	21	146
West Africa	41	70	15	3	129

Cultural Distance of Various National Cultures to Australia

Country	PDI	IDV	MAS	UAI	Cultural Distance from Australia (closest-distant)
Culturally Close					
Australia	0	0	0	0	0
United States	4	1	1	5	11
United Kingdom	1	1	5	16	23
Canada	3	10	9	3	25
New Zealand	14	11	3	2	30
Switzerland	2	22	9	7	40
South Africa	13	25	2	2	42
Germany	1	23	5	14	43
Ireland	8	20	7	16	51
Italy	14	14	9	24	61
Netherlands	2	10	47	2	61
Luxembourg *	4	30	11	19	64
Finland	3	27	35	8	73
Estonia *	4	30	31	9	74
Hungary *	10	10	27	31	78
Czech Republic *	21	32	4	23	80
Norway	5	21	53	1	80
Trinidad *	11	74	3	4	92
Belgium	29	15	7	43	94
Argentina	13	44	5	35	97
Austria	25	35	18	19	97
Iran	22	49	18	8	97
India	41	42	5	11	99
Sweden	5	19	56	22	102
Israel	23	36	14	30	103
Morocco *	34	44	8	17	103
France	32	19	18	35	104
Jamaica	9	51	7	38	105
Denmark	18	16	45	28	107
Poland *	32	30	3	42	107
Malta *	20	31	14	45	110
East Africa **	28	63	20	1	112
Spain	21	39	19	35	114
Arab World **	44	52	9	17	122

Brazil	33	52	12	25	122
Hong Kong	32	65	4	22	123
Bangladesh *	40	70	6	9	125
Pakistan	19	76	11	19	125
Philippines	58	58	3	7	126
Taiwan	22	73	16	18	129
West Africa	41	70	15	3	129
Turkey	30	53	16	34	133
Indonesia	42	76	15	3	136
Japan	18	44	34	41	137
Thailand	28	70	27	13	138
China *	44	70	5	21	140
Colombia	31	77	3	29	140
Ecuador	42	82	2	16	142
Greece	24	55	4	61	144
Mexico	45	60	8	31	144
Vietnam *	34	70	21	21	146
Bulgaria *	34	60	21	34	149

Culturally Distant

Costa Rica	1	75	40	35	151
Uruguay	25	54	23	49	151
South Korea	24	72	22	34	152
Slovakia *	68	38	49	0	155
Peru	28	74	19	36	157
Surinam *	49	43	24	41	157
Malaysia	68	64	11	15	158
Venezuela	45	78	12	25	160
Chile	27	67	33	35	162
Singapore	38	70	13	43	164
El Salvador	30	71	21	43	165
Romania *	54	60	19	39	172
Portugal	27	63	30	53	173
Russia *	57	51	25	44	177
Panama	59	79	17	35	190
Guatemala	59	84	24	50	217