

National Youth Settlement Framework

A national framework for supporting the
settlement of young people from refugee
and migrant backgrounds in Australia

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Executive Summary

One in four Australian young people are from a refugee or migrant background.¹ This group of young people have enormous potential to be active participants in and contributors to Australian society. Their engagement as active citizens in Australian society has significant and long-term benefits for each young person, their families, communities, and a diverse and socially cohesive Australia.

However, young people from refugee and migrant backgrounds often face particular challenges in accessing the support and opportunities they need to navigate the demands of settling in a new country. The settlement process is complex and can be highly stressful for individuals and families and for young people, the challenges of settlement are compounded by the developmental tasks of adolescence. Their settlement needs are distinct from adults and they commonly face additional and more complex transitions than their Australian-born counterparts. These needs often go unrecognised as they are commonly seen as a sub-set of the broader youth and settlement sectors.

The Multicultural Youth Advocacy Network (Australia) has developed this National Youth Settlement Framework (NYSF) to support a targeted and consistent approach to addressing the needs of young people in the settlement context. This is Australia's first national framework to guide youth settlement policy and service delivery.

Informed by national consultations with young people, government and the non-government sector, the NYSF is designed for those engaged in policy development and service planning and delivery. It is intended to have broad application across a diversity of sectors including settlement, health, education, training and employment, housing, justice and sport and recreation. Achieving good settlement outcomes for young people is the responsibility of all services, not just those delivering settlement-specific services or programs.

The NYSF provides conceptual and practical information for achieving good settlement outcomes for young people. Good youth settlement is understood as active citizenship, where young people are supported to become active and engaged members of Australian society.

The NYSF consists of four components: understanding the refugee and migration experience for adolescents; understanding the Australian settlement context; facilitating good settlement through active citizenship; and facilitating good practice in youth settlement.

Achieving active citizenship requires building skills, knowledge and networks in the domains of economic, social, civic participation and personal well-being. Indicators are provided in each of these domains to guide application to practice.

A set of eight good practice capabilities sit at the foundation of the framework, providing guidance on facilitating good settlement at the service delivery level.

The NYSF also includes a range of supplementary resources that should be read in conjunction with this document. These are available on the MYAN website.

The NYSF will enable services to respond more effectively to the specific needs of young people from refugee and migrant backgrounds in order to support their active and sustained participation in Australian society.



Introduction

MYAN (Australia)

The Multicultural Youth Advocacy Network (MYAN) is Australia's national peak body representing multicultural youth issues. The MYAN works in partnership with young people, government and non-government agencies at the state and national levels to support a consistent approach to addressing the unique needs of multicultural young people in policy and practice. The MYAN works across the youth and settlement sectors because it is at the intersection of these sectors, that good settlement outcomes for young people are achieved. The MYAN has representatives from each of Australia's states and territories and facilitates a national approach to youth settlement through its affiliated state/territory-based organisations/networks.

Why have a National Youth Settlement Framework (NYSF)?

The need for a youth settlement framework to guide policy and service delivery for young people from refugee and migrant backgrounds has long been identified in the policy and advocacy work of both the non-government and government sectors.² Young people from refugee and migrant backgrounds are a diverse population group who face a unique and often complex set of challenges in settling in Australia - due to their age, developmental stage, position within the family and migration experience. Although they often face additional and more complex transitions than their Australia-born counterparts and their settlement experiences are different from those of adults, they are often considered and treated as a sub-set of the broader youth or multicultural/migrant populations.

While there have been some important youth initiatives in settlement services in recent years³ settlement services are often designed around the needs of adults and family groups on the assumption that adult-focussed programs can be readily applied to young people. Similarly, in the mainstream youth sector, services are designed around the needs of Australian-born young people, neglecting the cultural and migration/settlement experiences of newer arrivals and how these impact on their needs.

The NYSF will enable services to respond more effectively to the specific needs of young people from refugee and

migrant backgrounds and ensure that this group of young people receive the support they need to become actively engaged in all aspects of Australian society.

The NYSF builds on the policy and advocacy work of the multicultural youth sector, in particular, the work of the Centre for Multicultural Youth (CMY), Multicultural Youth South Australia (MYSa) and the MYAN (Australia). It is informed by national consultations with young people, government and the non-government sectors and the MYAN's Strategic Advisory Group.

What is the NYSF?

The NYSF is Australia's first national framework for understanding and responding to the needs of young people in the settlement context. It provides the foundation for improvements in service delivery across the youth and settlement sectors - supporting a more targeted approach to addressing the settlement needs of young people in all areas of their engagement with the service system. It is intended for government and non-government services, programs funded through Commonwealth, state and local government, as well as philanthropic organisations.

The NYSF reflects key aspects of youth work and settlement service delivery and draws on the work of the Centre for Multicultural Youth (CMY), Multicultural Youth South Australia (MYSa), government and the United Nations High Commissioner for Refugees (UNHCR) in relation to good practice in resettlement and achieving settlement outcomes for young people.⁴

The NYSF is comprised of 4 components that provide the basis for understanding and facilitating good settlement for young people. These are:

1. Understanding the refugee and migration experience for adolescents.
2. Understanding the Australian settlement context.
3. Facilitating good youth settlement through active citizenship.
4. Facilitating active citizenship through good practice capabilities.

A set of supplementary resources and tools have been developed to support the NYSF and are available on

the MYAN (Australia) website (myan.org.au). These supplementary resources provide further detail on each component of the framework and currently include:

- *Young people from refugee and migrant backgrounds*
- *Humanitarian and migrant youth arrivals to Australia 2014-2015*
- *Applying active citizenship indicators to practice*
- *Applying the good practice capabilities*
- *Useful resources for supporting good practice in youth settlement*

What underpins the NYSF?

The underpinning assumptions of the NYSF are that:

- Young people from refugee and migrant backgrounds are a diverse group who are immensely resilient, with an array of strengths and resources.
- Young people from refugee and migrant backgrounds have specific settlement needs that are distinct from their Australian-born peers as well as those of adults in their own communities.
- Young people from refugee and migrant backgrounds require a targeted approach in policy and service delivery in order to most effectively capitalise on their strengths and address their particular circumstances and needs.
- Government plays a critical role in developing economic and social policy that supports an inclusive and socially cohesive Australia.
- Achieving good settlement outcomes for young people benefits the whole of Australian society – individuals, families and communities – and supports cultural diversity, social cohesion and inclusion.
- Achieving good settlement outcomes for young people is the responsibility of all services, not just settlement services that are funded through the Department of Social Services and the Department of Immigration and Border Protection. Mainstream services (e.g. those funded through Commonwealth, state and local governments), particularly those with a youth focus, have a critical role to play.

What informs the NYSF?

The NYSF positioned within:

- The Australian Government's *National Settlement Framework* and key principles for the settlement of migrants and refugees, including, "support based on need, fostering participation in Australian, fostering welcoming communities". These play an important role in the success of Australia's "multicultural society, supporting productive diversity and maintaining high levels of social cohesion."⁵
- Australia's policies of access and equity, including *Australia's Multicultural Access and Equity Tool Kit*.⁶
- Human rights frameworks, in particular the *Convention on the Rights of the Child*, the *1951 Convention relating to the Status of Refugees* and *1967 Protocol* and *Australia's Racial Discrimination Act 1975*.
- UNHCR resettlement frameworks, including *Refugee Resettlement: An International Handbook to Guide Reception and Integration* and *Resettlement Handbook: Division of International Protection*.
- Youth work frameworks, including Youth Work Code of Ethics; The National Definition of Youth Work in Australia and the Australian Youth Affairs Coalition *National Definition of Youth Work*.⁷
- Settlement service delivery frameworks, including the Settlement Council of Australia's *National Settlement Service Outcomes Standards*.⁸

How will the NYSF be implemented?

The MYAN will work with government, service providers and the NGO sector to support the implementation of the NYSF. This will include supporting the integration of the framework into policy, program planning and service delivery in commonwealth, state and local governments.

Implementation of the NYSF will be supported through the MYAN's sector development and capacity building work. The MYAN will provide training and support for organisations to position the framework into policy and service delivery.

It is hoped that the NYSF, in particular the key indicators and good practice capabilities, will be adopted into policy and programs across the NGO sector and within commonwealth and state/territory government.



Part 1: Understanding the refugee and migrant experience for adolescents

25% of Australia's 3.7 million young people are from a refugee or migrant background and 11% have arrived in Australia as refugees or migrants.⁹ Between 2010 and 2015, young people comprised approximately 20% of all those arriving through the combined Family, Humanitarian and Skilled migration programmes¹⁰ and approximately 30%, of the total intake through the Humanitarian Programme.¹¹ In the same period, approximately 1,650 unaccompanied humanitarian minors were referred to the Unaccompanied Humanitarian Minors Programme. Young people from refugee and migrant backgrounds make up an important proportion of the youth population in Australia and are a diverse group with varying needs and circumstances.

Young people from refugee backgrounds

Young people from refugee backgrounds generally arrive in Australia through the Humanitarian Programme, either via the off-shore or on-shore component.¹² This group of young people have been forced to flee their country of origin because of war or persecution and may arrive in Australia with or without immediate or extended family. The refugee and asylum seeking experience is characteristically traumatic, with many young people experiencing: a dangerous escape from their country of origin, often traveling long distances; separation from family members or significant others; and protracted periods living in unsafe and insecure environments with limited access to health care, education and safe or secure housing. Many young people live for extended periods in different countries (in camps or in the community); and for significant periods with fear and high levels uncertainty. The traumatic nature of the refugee experience can have a longstanding impact on a young person's physical and mental health and may have implications for the settlement journey.

Young refugees who have come to Australia through the on-shore programme (as asylum seekers) will have spent time in Australian detention facilities, in community detention, on temporary visas, or at an off-shore processing centre, while awaiting the outcome of their application for protection.¹³ The experience of seeking asylum is highly stressful and one of acute uncertainty, often compounding the effects of pre-arrival trauma and adding to the complexity of the settlement process.

Unaccompanied minors

Unaccompanied minors are young people (under 18) who have arrived in Australia with no close adult relative able or willing to care for them. Unaccompanied minors have become a more significant proportion of young people entering Australia through the Humanitarian Programme. Many of these young people have spent time in detention facilities and/or community detention while awaiting the determination of their refugee status.

Unaccompanied minors are a particularly vulnerable subgroup within the refugee and migrant youth population. Separated from their families, they face additional settlement challenges associated with their unaccompanied status, primarily, navigating the challenges of settlement in a new country as adolescents without the immediate support and care of family and/or significant others. Many have experienced lengthy periods without safety or stability in transit and detention, have histories of trauma and may have complex mental and physical health needs as a result.¹⁴

Many unaccompanied minors experience loneliness and on-going isolation as they manage feelings of intense loss and grief, insecure housing, lack of access to adequate sport and recreation opportunities. They are also navigating a complex service system and guardianship and/or care and support arrangements.¹⁵ Family separation, including concern for family still overseas in unsafe circumstances, can be the most pervasive source of emotional distress for anyone navigating the settlement journey, and can compound trauma reactions and the capacity to settle well. This is more pronounced for unaccompanied minors for whom family reunion is particularly uncertain. The lack of family reunion options often have significant implications for this group, adversely affecting their physical and mental health and impacting on their capacity to imagine a future and build connections to support settlement, such as participation in education, training and employment.

Young people from migrant backgrounds

Young people from migrant backgrounds generally have different pre-settlement experiences than those from refugee backgrounds, having arrived through Australia's broader migration stream rather than the Humanitarian



Programme. However, by virtue of their age and status within the family, most will have had little or no choice about leaving their country, culture, family and friends.

As such, they are impacted by the intersection of issues relating to dislocation, the impact of migration on family relationships, and family cultural values and practices.

It is also important to note that there are many young people who, while not arriving in Australia as refugees through the Humanitarian Programme, have had refugee-like experiences. Some of these young people arrive through the Family Stream Migration Programme on Orphan Relative or Remaining Relative visas. This means that even though their experiences prior to arrival in Australia and in the settlement context may be similar to refugee or humanitarian entrants, they may not have access to settlement services available to those arriving through the Humanitarian Programme.

Adolescence

In Western and Westernised countries, adolescence is viewed as a distinct transitional stage in a young person's life, characterised by separation and individuation from parents and caregivers, major physical changes such as growth spurts and sexual maturation, identity formation, and emotional and cognitive development. It is also a time where young people are expected to determine and plan for career and other life goals. The Centre for Multicultural Youth describes adolescence as:

*"a time where young people explore what kind of adults they want to be, for example: what roles they wish to take in society, what work they may wish to do, what relationships they wish to form, what kind of friendships they wish to have with peers, and how they wish to present themselves to others. In Western industrialised societies such as Australia this is often a prolonged period. This is not necessarily always the case in other cultures, which may not even see adolescence as a significant stage or individualist aspirations as a marker of maturity."*¹⁶

Adolescence is however, regardless of how it is marked or expressed across cultures, a universal developmental stage. For young people from migrant or refugee backgrounds, these developmental tasks are often compounded by the refugee and migration experience

and experiences of trauma and loss, and the challenges of settling in a new country – in particular, negotiating identity development and finding one's place in the world in a new culture and society. As UNHCR notes:

*"The process of identity formation which is part of adolescence may be particularly complex for young people being affected by the overlay of the refugee experience, cultural adjustment and the practical demands of resettlement."*¹⁷

Strengths

Despite the challenges of the refugee and migration experience, young people from refugee and migrant backgrounds are immensely resilient. They have a range of strengths and resources, including broad international and cross-cultural knowledge, multilingual skills, adaptability, a strong sense of family and community, high educational aspirations and a desire to enjoy and uphold the rights and responsibilities of Australia's democratic processes.¹⁸ They are eager to embrace the opportunities to actively participate in Australian society.

For more information, see NYSF supplementary resource: *Young people from refugee and migrant backgrounds*

Part 2: Understanding the Australian settlement context

Settlement

Settlement is the process of developing skills and social/cultural capital to understand and navigate Australian society. It can also be understood as the process of integration, defined by Valtonen as:

“the ability to participate fully in economic, social, cultural and political activities, without having to relinquish one’s own distinct ethnocultural identity and culture. It is at the same time a process by which settling persons become part of the social, institutional and cultural fabric of a society”¹⁹

The Australian government describes settlement as:

“the time of adjustment as migrants and new arrivals seek to become oriented, established, integrated and independent in their communities (and is multifaceted and complex)”²⁰

The Australian Government provides a range of services to support the settlement process at the Commonwealth and state levels, acknowledging the importance of targeted support for new arrivals.²¹ At the Commonwealth level, these services include pre-arrival training through the AUSCO programme, Humanitarian Settlement Services to support eligible arrivals in the first six months of settlement, and Settlement Services and Complex Case Support for support beyond the first 6 months, as well as English language support and translating and interpreting services. The Australian government also supports a multicultural Australia and facilitates social cohesion through its broader multicultural policies, programs and structures.²²

The process of settling in Australia can be complex and protracted for all refugees and migrants, regardless of age, and is best understood as non-linear, dynamic and not necessarily defined by the number of years since arrival in Australia. The experience of settling in Australia is shaped by many things, including the interaction between settlement and mainstream services, the broader community, peers, and the private sector.

Common challenges faced during settlement include

learning a new language, understanding and navigating an unfamiliar culture and society (including complex social systems and structures such as education, health, welfare and the law) that require a high level of accountability, understanding and managing pre-migration trauma and low or changed socio-economic status.

Many new arrivals, particularly those from refugee backgrounds, have limited or no relevant (ie. Australian) social capital and lack the culturally and contextually distributed forms of knowledge essential to daily living. In Australia this includes: how to rent a house, catch public transport, apply for a job, grocery shop, pay a bill, participate in a Western-based education and employment system, access healthcare and engage with Medicare, Centrelink and other government services, banks and real estate agents.²³

There are also a number of factors in the host country environment that affect settlement outcomes, including government policy (e.g. immigration detention, restrictions on family reunion); community and media attitudes towards migrants, refugees and asylum seekers; access to employment, education, housing and community services; and racism and discrimination.²⁴ Racism can be an ever-present reality for many young people, manifesting as implicit or explicit experiences, and can have a detrimental impact on a young person’s sense of identity, belonging, physical and mental health.²⁵

Youth-specific settlement needs and issues²⁶

For young people, there are additional settlement challenges that are either distinct from the experience of adults or are experienced differently due to their age, developmental stage and position within the family. These include:

- Adapting to new family forms, structures and dynamics, where many young people live in families significantly altered as a result of the migration or refugee experience and often take on roles of responsibility that can impact on power and authority previously held by adult family members.
- Negotiating family relationships in the context of newly introduced Western concepts of independence,

autonomy, freedom and child/youth rights, as well as faster rates of acculturation within families and fears from family and community about loss of culture.²⁷

- Negotiating intergenerational conflict – commonly resulting from the issues listed above as well as expectations surrounding education and employment/career transitions.
 - Negotiating identity and belonging in the context of a new culture and society which places high value on individual choice in terms of relationships, study and career.
 - » Many young people have grown up in a cultural context where the well-being of the whole family and community is prioritised above individual aspirations. As such, they are often juggling a range of pressures and complex relationships - negotiating family, cultural and peer obligations or expectations while simultaneously establishing their own identity and place in a new culture and society.
 - Managing additional and more complex transitions than their Australian-born counterparts, including the transition into a new culture and society, new peer relationships, into a new schooling system and from English Language Schools to mainstream schools.²⁸
 - Adjusting to a new education and employment system, often with disrupted or limited formal schooling prior to arrival in Australia.
- Unfamiliarity with, or lack of trust in, youth services and programs, including from parents/family members.
 - Gender.
 - Age.
 - Racism and discrimination – explicit, implicit, structural or individual.
 - Settlement pressures (i.e. practical demands and responsibility for parents and family members).
 - Lack of culturally competent or responsive practice within organisations.

Barriers to accessing support

Young people from refugee and migrant backgrounds commonly face a range of barriers to accessing services and opportunities that are not experienced by Australian-born young people. Some of these barriers are structural, some relate to the challenges associated with settling in a new country, and others relate to general vulnerability to social exclusion at key transition points during adolescence and young adulthood. Barriers include:²⁹

- Limited or low English language skills.
- Different cultural norms and values surrounding help-seeking or accessing government support.
- Lack of social and cultural capital (e.g. information, networks and conceptual and practical knowledge of the service system or youth-focussed programs).

Part 3: Facilitating good youth settlement - active citizenship

Active citizenship

The optimal settlement outcome for young people is active citizenship. This is understood to be inclusive: not just about formal citizenship status with associated legal rights and responsibilities, but a proactive approach to engagement and participation in Australian society. Active citizenship applies to all young people regardless of formal citizenship status in Australia.

The Centre for Multicultural Youth describes active citizenship as:

“the formal and informal ways that young people engage and contribute to the community and broader society.”³⁰

It encompasses concepts of participation, power, agency, identity and belonging, and includes activities such as community service and volunteering.³¹ It includes structured forms of engagement with political processes, as well as more day-to-day forms of participation in society.³²

The National Youth Affairs Research Scheme (NYARS) describes active citizenship as:

“a set of rights and duties concerned with participating in society...about membership of a community, and participating in decisions which affect you.”³³

Youth participation expert Roger Hart describes active citizenship as:

“(the) process of sharing decisions which affect one’s life and the life of a community in which one lives. It is the means by which democracy is built”³⁴

Active citizenship assumes the acquisition of social capital and agency, where young people are supported to become active agents of change and in shaping their own futures.³⁵ Developing a sense of agency is particularly important for refugee and migrant young people as this group of young people have had their capacity for agency diminished by the refugee and migrant experience. This occurs through the development of skills, knowledge

and networks. Active citizenship also reflects one of the key developmental tasks of adolescence – negotiating identity, independence and interdependence with family and community.

Facilitating active citizenship

Active citizenship is comprised four key domains (see Figure 1):

1. Social participation
2. Economic participation
3. Civic participation
4. Personal well-being

All domains intersect, reflecting the dynamic process of settlement and the developmental stage of adolescence. ‘Personal well-being’ is understood to be fundamental to the others.

Within each of these domains are key ‘indicators’ or aspects of a young person’s life that need to be supported in order to achieve active citizenship. This support is fundamentally about building a young person’s knowledge, skills, confidence and networks. As such, these indicators can be understood as the key ‘tasks’ or ‘competencies’ for achieving active citizenship. It is important to note that this is not an exhaustive list – it does not include all the indicators relevant to a young person’s settlement journey - but reflects those most fundamental for achieving active citizenship.

These domains and indicators are described in detail in the NYSF supplementary resource: *Applying active citizenship indicators to practice*.

The indicators reflect and address the particular circumstances of young people from refugee and migrant backgrounds in the settlement context (as described in Parts 1 and 2). This includes the developmental context of adolescence, the family/community context and the migration/settlement experience.

A range of structural and individual demographic factors will shape these indicators, reflecting the individual, family, community and broader societal contexts for each young person. Demographic factors include gender,

cultural background, age of arrival in Australia, settlement location (metropolitan, regional or rural), family structures and dynamics, mode of migration to Australia and migration experiences and level of education prior to arrival in Australia.³⁶ Structural factors include access and equity to services and support which may be influenced by availability of services in rural and regional areas.

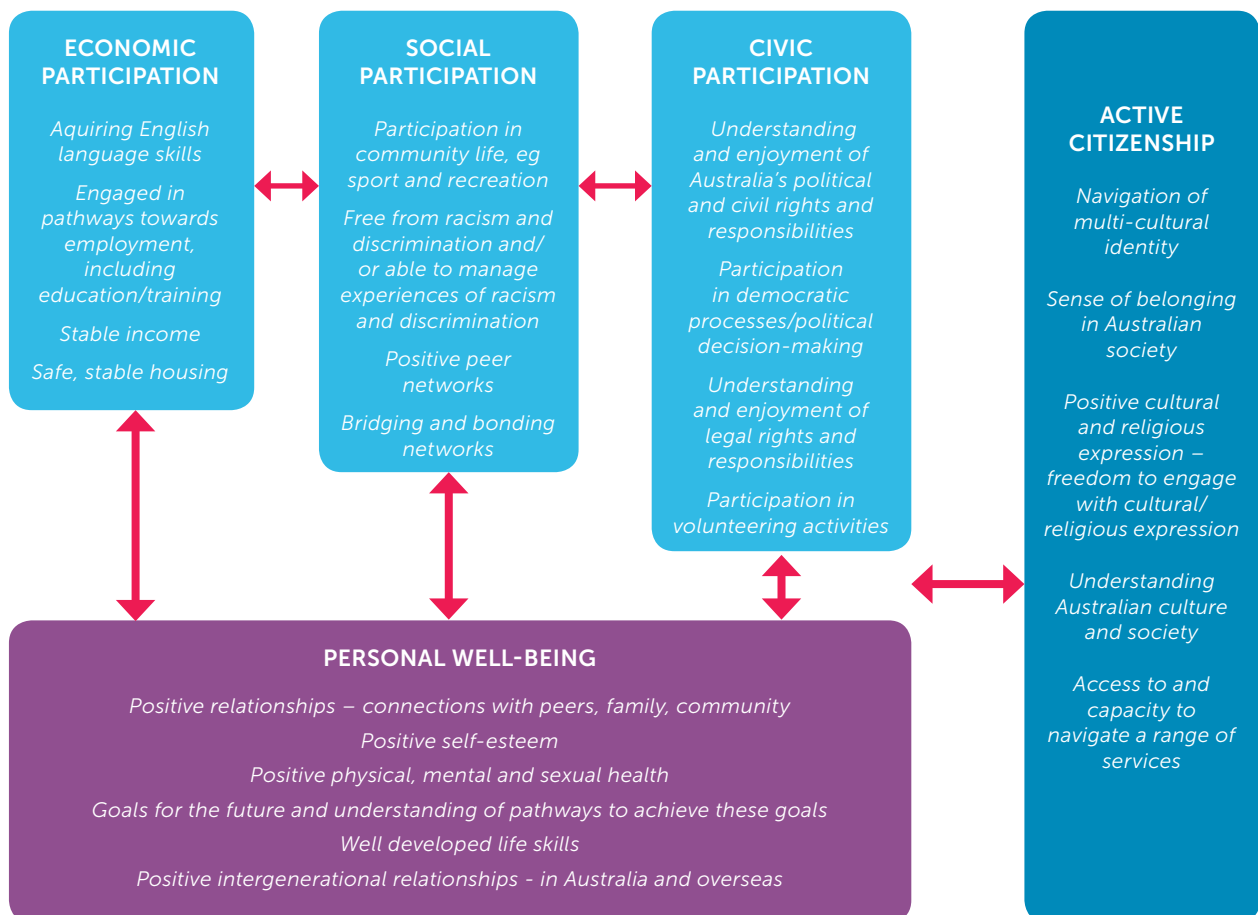
Some of these indicators are complex tasks that will take time. Some young people will accomplish these more quickly than others and some will revisit a number of areas, as they require more targeted support at different times in their settlement journey and their journey to active citizenship.

The indicators are designed to be used by service providers or programs to measure how a young person is 'tracking' in achieving active citizenship. More detail, including guidance on measuring these indicators, is provided in the Youth Settlement Framework Audit Tool.

Indicators for active citizenship are listed under each domain and should be understood as outcome-focused. That is, young people who are engaged as active citizens are able to:

- Successfully navigate their multi-cultural identity.
- Feel a sense of belonging in Australian society.

Figure 1. Domains and indicators of active citizenship



- Engage with cultural/religious expression.
- Understand Australian culture and society (as complex, dynamic and multi-layered).
- Successfully navigate and access a range of services.

As such, they have acquired social capital, have a sense of agency, and have achieved a sense of interdependence in relation to peers, family, community, and the broader society.

For more information, see the NYSF supplementary resource: *Applying active citizenship indicators to practice*



Part 4: Facilitating active citizenship through good practice capabilities

This section provides an overview of eight good practice capabilities for application in service delivery.³⁷ These capabilities are designed to be applied across all sectors, including the health, youth, education, employment and settlement sectors, in both government and non-government settings.

These capabilities reflect best practice in responding to the particular circumstances of young people from refugee and migrant backgrounds in the settlement context (outlined in Part 1 and 2). When applied, they address the range of barriers young people face in accessing the support and opportunities they need to become active citizens in Australian society.

They represent the key components of a targeted approach to supporting young people in the settlement context and also reflect the intersection between youth work and settlement service delivery. It is at this intersection that good practice with young people from refugee and migrant background lies.

More detail on applying the capabilities to practice is provided in the NYSF resource: *Applying the NYSF good practice capabilities*.

The good practice capabilities are:

1. Cultural competency
2. Youth-centred and strengths-based
3. Youth development and participation
4. Trauma informed
5. Family-aware
6. Flexibility and responsiveness
7. Collaboration
8. Advocacy

Cultural competency

Cultural competency recognises that cultural dislocation is a significant factor in the migration and settlement experience. It also recognises the fundamental role that culture and cultural identity play in a young person's life, and the significance of negotiating cultural differences in the settlement process – both for young people and service providers.

Cultural competency is not a point that is reached but something that individual workers and organisations work towards, continually improving and refining skills and knowledge. It involves reflection, at a personal and organisational level, on the cultural assumptions that shape our worldview and work practices. It also involves developing and implementing policies at all levels of an organisation to support cultural diversity and inclusiveness.

Youth-centred and strengths-based

A youth-centred approach recognises the specific needs and circumstances of young people and the distinct ways in which young people experience the settlement process.

Youth-centred service delivery involves identifying and responding to a young person's particular needs, distinct from those of adults or children.

A strengths-based approach recognises that young people from refugee and migrant backgrounds come to Australia with enormous strengths, resources and capabilities.

A strengths-based approach in service delivery involves supporting young people to identify and utilise their strengths, resources and capabilities in navigating settlement and becoming active citizens in Australian society. It also involves affirming young people's strengths in a range of aspects of their lives, across each of the domains of active citizenship.

Youth development and participation

A youth development approach recognises that young people require targeted support to acquire and develop the skills, knowledge, support and resources to meet their needs, and achieve their potential as active participants in their community.

It is the process by which young people acquire and develop a sense of agency over their lives – the skills, knowledge, support and resources to meet their psychosocial needs and achieve their potential.

Youth participation approaches recognise the right of young people to participate in decision-making that

affects and shapes their lives, and that they are often best placed to identify their needs and should be supported to identify and advocate for solutions. It also recognises that the voices of young people from refugee and migrant backgrounds are often marginalised in policy, advocacy and service delivery.

Meaningful youth participation is not just about opportunity; it is about seeing young people as partners and equipping them with the knowledge, skills, and resources to effectively participate and influence policy and service delivery models.

Trauma-informed

Trauma-informed practice recognises the trauma of the refugee experience and the significant ways in which it can impact on settlement and adolescence.

Trauma-informed practice recognises the importance of core recovery goals as fundamental to supporting young people to manage and recover from trauma.³⁸

Family-aware

Family-aware practice recognises the critical role that family play in a young person's life – wherever they are located. Relationships with family and community often provide young people with a sense of belonging, support in negotiating difficult challenges and transitions, connection to shared values, culture and history, and play a key role in decision-making regarding a young person's choices.³⁹ This is particularly important for young people from refugee and migrant backgrounds given the impact of the migration experience and settlement on family configurations and relationships.

Family-aware practice acknowledges that for refugee and migrant young people, the concept of family may be broader and more complex than traditional Western constructs or understandings, and that family commitments, expectations and responsibilities are often key priorities in a young person's life.

Family-aware practice involves engaging with family wherever possible, as a key component of supporting a young person and facilitating positive connections with family (wherever they are located).

Flexibility and responsiveness

A flexible and responsive approach to practice recognises that that young people from refugee and migrant backgrounds have specific and often complex needs, but that this group of young people comprise numerous diverse subgroups. It recognises that their circumstances and needs vary, and that culture, as well as the settlement context, is dynamic and complex. Needs and issues vary substantially between and within groups according to cultural and religious background, English language proficiency, level of acculturation to Australian society, level of family support, migration experience and socioeconomic and demographic factors, such as age and gender.

Flexible and responsive service delivery involves adapting service delivery models to be responsive to a young person's needs and circumstances, rather than applying a 'one size fits all' approach. This includes taking into account specific demographic factors that contribute to disadvantage, including those specific to young people from refugee and migrant backgrounds. This may require adapting service delivery models to support flexibility and responsiveness.

Collaboration

Collaboration recognises the challenges that young people face in navigating a complex, unfamiliar and often disjointed service system. It recognises that these challenges can be addressed through coordination and collaboration between services. It recognises that settlement outcomes are affected by the type, nature, range and quality of services and programs available to young people and the extent to which these services are coordinated or linked.

A collaborative approach to service delivery involves workers, programs and organisations investing in working together – seeking opportunities and finding ways to work in partnership. A collaborative service delivery approach also acknowledges the value in sharing resources, knowledge, expertise and networks.

Advocacy

Engaging in individual and systemic advocacy recognises and responds to the range of individual and structural barriers that young people from refugee and migrant backgrounds face in accessing the support they need to become active citizens.

Advocacy involves actively promoting the needs, interests and rights of a young person - at both individual and systemic levels. As such, this may be with service providers, the education system, family members or sometimes peers. It also involves supporting young people to develop their skills, confidence and networks to engage in their own advocacy.

For more information, see NYSF supplementary resource: *Applying Good Practice Capabilities*



Part 5: Bringing it all together

Figure 2. Domains, indicators and practice capabilities for active citizenship

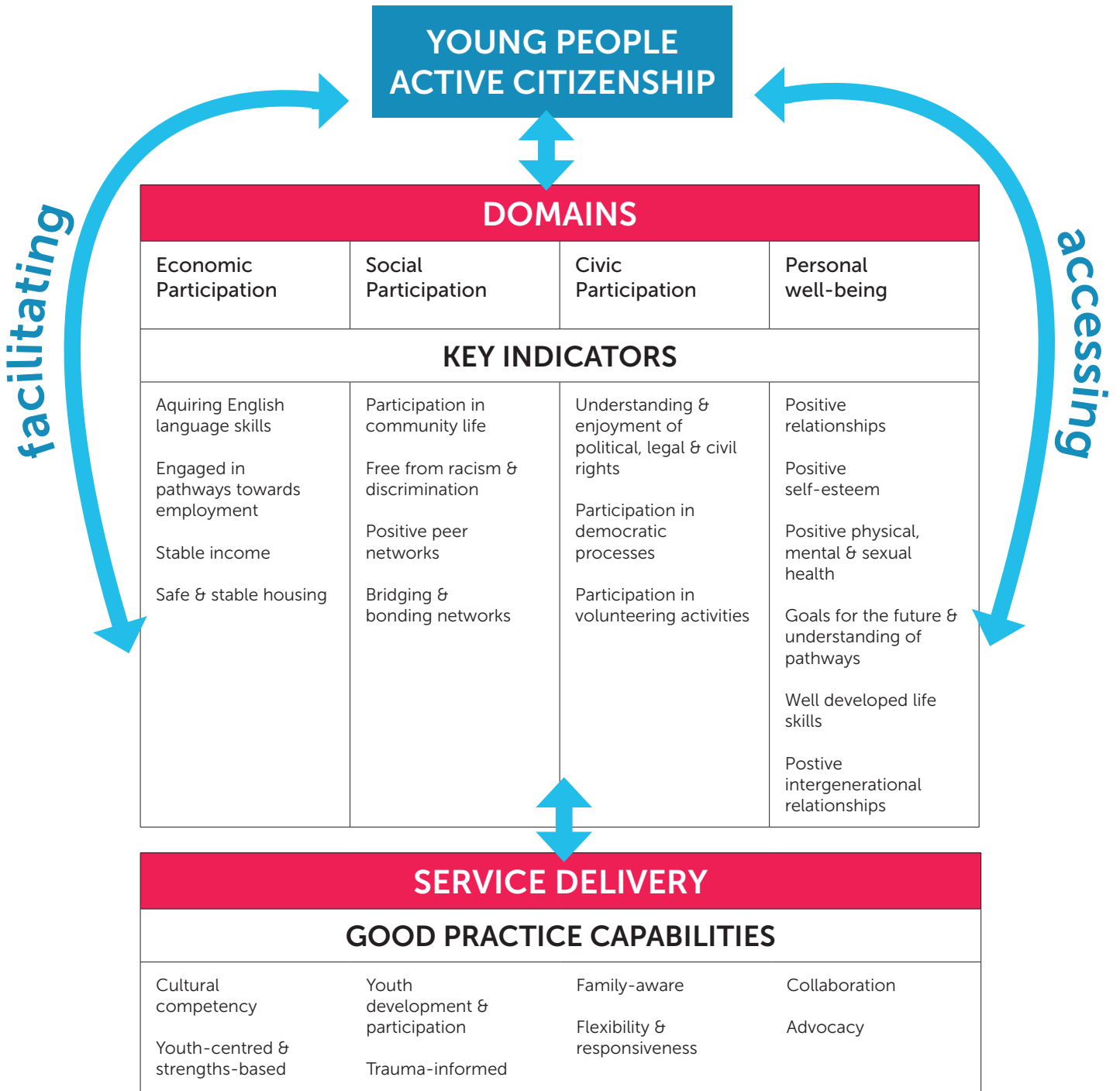


Figure 2 reflects the NYSF as a whole. It demonstrates how the optimum settlement outcome for young people, active citizenship links with the good practice capabilities.

Applying the good practice capabilities at the service delivery level, across all four domains, provides the foundations for addressing the key indicators and achieving the settlement goal for young people – active citizenship.

As in Figure 1, each of the components intersect, reflecting the dynamic, complex and non-linear process of achieving good settlement. Many young people will access services or engage with programs several times, in different ways and to different degrees, as they navigate the settlement journey towards active citizenship.

Next steps

This youth settlement framework is designed to provide the basis for supporting young people from refugee and migrant backgrounds to become active participants in and contributors to the Australian community. The potential for this group of young people to be active citizens in the Australian community is high. However, young people cannot and should not do this alone. Their success as active and engaged participants in all aspects of Australian society is dependent on the ability of policy makers and service providers to design and deliver services and programs targeted to meet their needs. This framework will help achieve this aim and the MYAN looks forward to working with a range of stakeholders across the government and non-government sectors to support the implementation of the framework.

Glossary⁴⁰

Young person

According to the UN, 'youth' is defined as being between the ages of 15 and 24 years. In Australia, government and non-government organisations frequently broaden this definition to include 12 – 25 year olds, which is the definition used in this paper. It is important to recognise, however, that youth is not a universal concept and differs across cultures according to life stages, roles within the family and other social expectations.

Newly arrived young person

A newly arrived young person is someone who was born overseas and has lived in Australia a relatively short amount of time. According to the Federal Government, someone who is newly arrived has lived in Australia for five years or less. Other definitions vary according to the length of time it is considered to take to settle in Australia (up to 10 years). This paper refers to newly arrived young people using the Federal Government's definition.

Refugee

According to the United Nations 1951 Convention Relating to the Status of Refugees, of which Australia is a signatory, refugees are people who:

- are outside their country of nationality of their usual country of residence; and
- are unable or unwilling to return or to seek the protection of that country due to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion.

The UN's definition provides a restrictive definition based on proving a well-founded fear of persecution. The definition does not include people fleeing natural disasters or economic deprivation. Refugees have fled circumstances that have put their lives at risk and that have affected their psychological health and well-being. They seek new lives in Australia, not out of a free choice, but in order to be protected. They have often experienced torture and trauma, lost family members, and spent years in transit countries or in refugee camps, where access to services such as education and health care may be

limited. They have often had minimal information about the country in which they are resettling and the customs of that particular society.

Migrant

A migrant is someone who has moved to another country out of free-will, whether this is for educational, employment or other opportunities. The UN Convention on the Rights of Migrants defines a migrant as someone who has migrated freely, not due to any external compelling factor.

Asylum Seeker

A person who has applied for recognition as a refugee under the 1951 UN Convention Relating to the Status of Refugees but whose case for protection has yet to be determined.

Unaccompanied Asylum Seeking Minor (UAM)

UAMs are young people under the age of 18 years who have arrived in Australia without a parent or an adult relative and seek to remain permanently in Australia by making a permanent visa application.

Unaccompanied Humanitarian Minor (UHM)

UHMs are young people under 18 years of age who have arrived in Australia without a parent after being resettled under Australia's Humanitarian Program or granted a Protection visa following their arrival in Australia. The Australian government, state governments and contracted service delivery agencies work together to provide complementary settlement and support services to UHMs through the UHM programme.

Young people with refugee-like experiences

For some young people and their families, coming to Australia through the Humanitarian Programme Stream is not possible, despite their having had refugee-like experiences. Many of those who arrive on other visas are sponsored to Australia - e.g. as Orphan Relatives or Remaining Relatives through the Family Migration program. Some of these young people will have had experiences similar to those who settle in Australia through the Humanitarian Programme.

Culturally and linguistically diverse (CaLD/CLD)

People who were born overseas or who are Australia-born with one or both parents (or grandparents) born overseas. This term has generally replaced Non-English Speaking Background (NESB).

Citizenship

The Australian national curriculum defines citizenship formally as “(i) the legal relationship between an individual and a state and, more broadly, as (ii) the condition of belonging to social, religious, political or community groups, locally, nationally and globally. In the Australian Curriculum citizenship incorporates three components – civil (rights and responsibilities), political (participation and representation) and social (social values, identity and community involvement).”

Social Capital

Social capital is defined by the Organisation for Economic Co-operation and Development (OECD) as “networks together with shared norms, values and understandings that facilitate co-operation within or among groups”.⁴¹

Social capital is also described as something created when people join organisations, volunteer, socialise with friends and family, participate in learning activities or develop trust with their neighbour. These and similar activities represent social networks that produce norms of reciprocity, that is the inclination to act positively towards other.⁴²

Endnotes

1. Centre for Multicultural Youth (2014a) The CALD Youth Census Report 2014: The First Australian Census Data Analysis of Young People from Culturally and Linguistically Diverse Backgrounds. Carlton, Victoria: CMY. This framework applies to those young people, aged 12-25, who settle in Australia through the Refugee and Humanitarian Programme or through the broader migration programme (e.g. skilled or family migration) and hold a permanent resident visa.
2. See Centre for Multicultural Youth Issues (2006) Settling In: Exploring Good Settlement for Refugee Young People in Australia. Carlton, Victoria: CMY; Refugee Resettlement Advisory Council (2002) Strategy for Refugee Young People. Canberra: Department of Immigration, Multicultural and Indigenous Affairs; and Multicultural Youth Advocacy Network Australia (2011) MYAN Policy Briefing Paper. Carlton, Victoria: MYAN.
3. For example, Youth Sub-Plans in the Humanitarian Settlement Services Programme, youth-specific services in the Settlement Grants Programme, and the Unaccompanied Humanitarian Minors Programme.
4. See Centre for Multicultural Youth (2006) above n 1; Department of Immigration and Citizenship (2012) The Settlement Journey: Strengthening Australia through Migration. Canberra: DIAC; and, United Nations High Commissioner for Refugees (2002) Refugee Resettlement: An International Handbook to Guide Reception and Integration, Part 3.3 Investing in the Future: Refugee Children and Young People. Geneva: UNHCR, p. 2; and Settlement Council of Australia (2013) National settlement standards: Discussion paper. Sydney: SCOA.
5. Department of Social Services (2015) Snapshots from Oz: key features of Australian settlement policies, programmes and services available for humanitarian entrants. Canberra: DSS.
6. This policy document is about ensuring that all Australians are able to access government programmes and services equitably, regardless of their cultural or linguistic backgrounds. This covers all engagement and communication with multicultural communities, not just direct service delivery. The policy also applies to engagement, communication, policy and program design and delivery from government agencies, as well as impacts of activities conducted on behalf of government by contractors and service delivery partners. See Department of Social Services (n.d.) Multicultural Access and Equity Policy Toolkit. Available at <https://www.dss.gov.au/our-responsibilities/settlement-and-multicultural-affairs/programs-policy/access-and-equity/multicultural-access-and-equity-policy-toolkit>.
7. See Youth Affairs Council of Victoria (2007) The Code of Ethical Practice for the Victorian Youth Sector (the Code). Melbourne: YACVIC. Available at <http://www.yacvic.org.au/code>; Australian Youth Affairs Coalition (2013) The National Definition of Youth Work in Australia. Melbourne: AYAC. Available at www.ayac.org.au/projects/youth-work-definition-2.html; and Youth Affairs Council of Western Australia & Western Australian Association of Youth Workers (2014) Supporting Ethical Youth Work: A guide for using the Code of Ethics for Youth Workers in WA as a tool for ensuring quality youth work. Perth: YACWA & WAAYW. Available at <https://www.yacwa.org.au/wp-content/uploads/2014/06/YACWA-CodeofEthics-WEB1.pdf>.
8. Settlement Council of Australia (SCOA), National settlement services outcomes standards, SCOA, June 2015
9. CMY (2014a) above n 1.
10. Department of Social Services (2015) Settlement Reporting Facility. Available at <https://www.dss.gov.au/our-responsibilities/settlement-and-multicultural-affairs/programs-policy/settlement-services/settlement-reporting-facility>, accessed 14/09/15.
11. Multicultural Youth Advocacy Network Australia (2016) Humanitarian and Migrant Youth Arrivals to Australia: A snapshot of the data, July 2014 – June 2015.
12. Australia's Humanitarian Programme offers protection for refugees and others in refugee-like situations and has two important functions: (i) the onshore protection/ asylum component fulfils Australia's international obligations by offering protection to people already in Australia who are found to be refugees according to the United Nations Convention relating to the Status of Refugees and (ii) the offshore resettlement component expresses Australia's commitment to refugee protection by going beyond these obligations and offering resettlement to people overseas for whom this is the most appropriate option. For more information see Department of Immigration and Border Protection (2015) Fact sheet – Australia's Refugee and Humanitarian Programme. Available at <http://www.border.gov.au/about/corporate/information/fact-sheets/60refugee>.
13. In recent years, policy managing the unauthorised arrival of people onshore in Australia has been subject to significant and regular change. For a current overview of policy in this area, see Refugee Council of Australia (2015) Policy Briefs. Available at <http://www.refugeecouncil.org.au/publications/policy-briefs/>. For further information see Department of Immigration and Border Protection (2015) above n 11.
14. An extensive body of research and literature has clearly established the unique developmental challenges that frequently manifest within this cohort. See Senate Joint Select Committee on Australia's Immigration Detention Network (2012) Final Report: March 2012. Canberra: Parliament of Australia, p.123; and Crock, M. & Kenny, M.A. (2012) Rethinking the Guardianship of Refugee Children after the Malaysian Solution. Sydney Law Review, 34(3), p.439, footnote 6.
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22. For further information on broader multicultural policy and programs, see Department of Social Services (2015) *A Multicultural Australia*. Available at <https://www.dss.gov.au/our-responsibilities/settlement-and-multicultural-affairs/programs-policy/a-multicultural-australia>.
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24. CMY (2006) above n 2.
25. Liddy, N. (2011) *Strengthening Belonging and Identity: The People of Australia, Multiculturalism and CALD Young People Mosaic*, 28, 6 – 8. Available at <http://www.fecca.org.au/images/stories/Australian-Mosaic/aus-mosaic-june-2011.pdf>
26. See also Centre for Multicultural Youth (2014b) *Migrant and Refugee Young People Negotiating Adolescence in Australia*. Carlton, Victoria: CYM. Available at <http://www.cmy.net.au/publications/negotiating-adolescence-australia>.
27. Acculturation explains the process of cultural change and psychological change that results following meeting between cultures.
28. Centre for Multicultural Youth (2011b) *Good Practice Guide: Youth Work with young people from refugee and migrant backgrounds*. Carlton, Victoria: CMY. Available at <http://www.cmy.net.au/publications/youth-work-young-people-refugee-and-migrant-backgrounds>.
29. See also Centre for Multicultural Youth (2007) *Inclusive Local Government: A guide to good practice strategies for engaging young people from refugee and migrant backgrounds in local services*. Carlton, Victoria: CMY. Available at <http://www.cmy.net.au/publications/inclusive-local-government>.
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31. CMY (2006) above n 2, p. 13. This concept of citizenship is intentionally inclusive and applies to all migrants (i.e. it is not only applicable to those with citizenship status in Australia).
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34. Hart, R. (1992) *Children's Participation: From tokenism to citizenship* (Innocenti Essays No. 4). Florence: UNICEF ICDC, p. 5
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