

Executive Summary

The research presented in this report has been carried out as part of the research component of the Culturally Equitable Gateways Strategy. The report is divided into four parts:

1. A literature review,
2. An account of current and projected patterns of ageing in culturally and linguistically diverse communities in Victoria,
3. Profiles of ageing in culturally and linguistically diverse communities in the four metropolitan regions, and
4. Detailed data profiles for each Local Government Area in the metropolitan region.

The central findings of this research concern the impending and sustained growth in Victoria's culturally and linguistically diverse (CALD) population over the next two decades. This growth calls for a range of strategies for delivering culturally oriented community care; these strategies must involve a mix and match of roles for ethno-specific, multi-cultural and mainstream agencies.

The current and future cohorts of the older CALD population are widely dispersed across all LGAs in the Melbourne metropolitan area, but numbers in regional and rural Victoria are very small.

Variations in the size, proportion and characteristics of the present and future older CALD population in each Local Government Area mean that community care providers must continue to adapt their strategies to suit local CALD communities.

Proficiency in English on the part of individuals and across different CALD communities must be given greater consideration in planning and delivery of community care services. Beyond the community care system, access to community-based English language teaching should be expanded to attract middle aged and older members of CALD communities, not in order to contain the demand for culturally oriented community care services at some time in the future, but in order to enhance people's everyday participation in the wider community over the many years before that time.

Some definitions: The original research carried out for the project drew on data from the 2001 Census. The *culturally and linguistically diverse population* was defined as those born in a non-English speaking country who also spoke a language other than English at home. Two common abbreviations – CALD for culturally and linguistically diverse and LOTE for languages other than English – are used throughout this report; a list of all abbreviations follows this Summary. The *aged population* is defined as those aged 65 years and over, and the *ageing population* as the 45-64 years age group.

Is the CALD population under-reported in the Census? This question is addressed in the regional profiles in Part 3. The proportion not stating their CALD status in terms of whether or not speaking a LOTE at home was low overall, at less than 5%. If under-reporting was associated with speaking a LOTE, it would be expected that the proportion of people not stating their language use at home would be higher in LGAs with higher proportions of their population born in a non-English speaking country. No consistent relationship was found in any region: markedly higher proportions “not stated” were found in only a small number of LGAs and appear to be due to other factors, such as overall population mobility.

PART 1: LITERATURE REVIEW

The literature review is structured around five broad themes to be found in recent and readily accessible material on ageing in CALD communities in Victoria and Australia. Each thematic section concludes with the implications for community care; these are summarised below. Citations are in the References at the end of this report.

Theme 1: Trends in the growth of the CALD population

The starting point was to establish how the CALD population can best be defined. Following a review of definitions used in a wide range of Australian health and community care data collections, *speaking a language other than English at home* and *proficiency in English* were selected to define the CALD population for the current project.

Projections based on both language and country of birth, using 1996 Census data, have been detailed in a comprehensive report compiled by the Australian Institute of Health and Welfare. Victoria had Australia's highest proportion CALD in its aged population in 1996. This share will grow until 2011 but will then be overtaken by the ageing of the Australian-born baby boom cohorts. The Italian and Greek communities remain dominant over the whole period, with the balance made up of a large number of smaller communities.

The trends in growth of the older CALD population point to four considerations for community care. First, *language spoken at home* is identified as the most relevant basis for defining the CALD population for the purposes of planning community care; *proficiency in English* also has importance for planning and warrants consideration for inclusion in the HACC Minimum Data Set.

Second, the *diversity* in the composition of the overall CALD population has to be taken into account in regional and local planning.

Third, *ageing is occurring at different rates* in different CALD communities.

Fourth, the size of the CALD population, the diversity within it, and its changing composition and age structure over the next two decades will call for *continuing expansion* in the volume and range of responses in the delivery of community care services.

Theme 2: Distribution of the CALD population

Studies have been done on the distribution of the CALD population between capital cities and regional areas, and the distribution between metropolitan LGAs. The overwhelming majority of Victoria's CALD population lives in Greater Melbourne. A few LGAs have substantial concentrations of CALD population, with large numbers of people forming a large number of communities. However, the outstanding characteristic of the distribution of the CALD population is its *wide dispersion*, with all LGAs having some representation of almost all CALD communities.

The main implication of this pattern is that enhancing access to community care services for CALD clients is *a concern for all LGAs*. A variety of strategies will be needed to respond to the needs of different communities of different sizes in different LGAs.

The geographic patterns of ageing in CALD communities give rise to two challenges:

- ▶ It may be more difficult for ethno-specific agencies to reach members of their respective communities who are spread across many LGAs than it is for any Council to respond to the cultural diversity of communities within its own boundaries.
- ▶ It may be easier to respond to the needs of large numbers of CALD clients in many metropolitan LGAs than to the needs of very small numbers in rural and regional areas.

Theme 3: Factors affecting use of community services

This theme takes up the nature of special need arising from cultural and linguistic diversity. Studies identify some characteristics associated with propensity to use care services that are *similar* to the rest of the population, some that are *more pronounced* in CALD communities, and some that are *specific* to particular groups. There have been studies of age, gender, marital status and living arrangements, studies of disability and health status, indicators of well-being and studies of carer roles. These point to as much *variation between particular CALD communities* as there is variation between the overall CALD population and the rest of the population.

Culture is a dynamic concept. Changes over time are reported in studies of different communities, and are indicated by broader social trends such as intermarriage and language maintenance or loss. Rather than suggesting that the effects of cultural and linguistic diversity are diminishing, these studies indicate that the nature of special need will become increasingly diverse in future. While there will be some convergence to a common set of Australian norms (which are themselves changing) regarding beliefs and practices, it is likely that some distinctive norms will be maintained in other aspects of culture. Again, there will be variations in the mix and pace of change between different CALD communities.

Theme 4: Service planning and delivery

The studies reviewed under this theme are very diverse. A variety of approaches to community care for CALD communities are described by reports on projects sponsored by HACC Service Development Grants in Victoria. These include the Better Ethnic Access to Services initiative in Primary Care Partnerships, and an evaluation of the implementation of the HACC Cultural Planning Tool.

Commonwealth initiatives have focused on residential care. Access to HACC services for CALD clients has been addressed in recent work in Queensland and Tasmania. In South Australia, a wider range of health and aged care services have been covered in strategic planning for the Italian and Polish communities.

Taken together, these reports reveal the diverse approaches to service delivery for CALD clients in Victoria and the growth of partnerships between CALD agencies and other agencies, notably Local Government. Strategies for optimising the cultural skills of staff and information services in community languages are also reviewed.

The range of options now in place demonstrate that the early divide between ethno-specific and mainstream services has been bridged. Ethno-specific, multicultural and mainstream agencies are now all involved in different ways. Strategies that mix and match the roles of different agencies provide a sound basis for further development across the range – from intensive, one-to-one client assessment, care planning and service delivery, through agency-based service development, training and workforce development, to community-based information and access strategies. These strategies need to be underpinned by a population-based strategy to provide expanded access to English language teaching; the aim here is not so much to facilitate access to services if and when the need arises, but to enhance the everyday participation of older individuals of CALD backgrounds in the life of the wider community.

Theme 5: Researching CALD communities

The literature review concludes with an examination of the extent to which the available research provides a sound basis for planning the future of community care. While the studies of ageing in CALD communities provide a rich and varied information base, there are limitations in the design, data quality and methods of some studies. These limitations will best be addressed by developing a more structured research agenda on ageing in CALD communities; it should promote a mix of methods that complement each other, and should enable comparisons with ageing in the total population.

PART 2: CURRENT AND PROJECTED PATTERNS OF AGEING IN CALD COMMUNITIES

1. The mosaic of ageing in CALD communities

The pattern of ageing in CALD communities in Victoria can well be described as a mosaic, made up of different age groups in different language groups spread across different Local Government Areas. The mosaic is examined using data from the 2001 Census for the 20 main groups defined on the basis of languages other than English spoken at home.

Some 21% of Victoria's total aged population speak a language other than English at home; 43% of this older CALD population are not proficient in English. They comprise 9% of Victoria's total aged population.

The CALD population is very unevenly distributed. In the metropolitan area, 28% of the aged are of CALD background, compared to only 2% in regional Victoria.

The target population for community care services can be regarded as those people within the CALD and total population who are living at home and have a moderate, severe or profound disability affecting activities of daily living. The studies reviewed in Part 1 indicate that rates of disability in the CALD population overall are similar to those in the wider community. Based on these rates, it is estimated that between a minimum of 10% and a maximum of 20% of the total CALD population is in need of culturally oriented services.

The picture seen in the mosaic changes as it is examined in progressively finer detail. Four more detailed patterns are summarised below.

2. Ageing in CALD communities now

The total CALD population is distinguished by having a *higher proportion in the 55 to 70 years age group* than does the English-speaking population, as at 2001. It is this distinctive age structure that signals the impending growth of the older age groups in the near future and the consequent increase in demand for culturally oriented community care services.

There are marked variations in the absolute size and age structures of different CALD communities. The Italian and Greek speaking communities together account for close to half of the total CALD population in both the ageing (45–64) and aged (65-plus) cohorts.

The balance is made up of many smaller groups, none of which account for more than 5% of the total, except the German-speaking community at 6%. In relative terms, the Dutch community is the oldest with over 40% of its members aged 65 and over, followed by the German and Polish communities. The Vietnamese, Sinhalese and Turkish communities are the youngest, with less than 5% aged.

Twelve percent of the total CALD aged population speak a language other than one of the 20 main languages. These communities are relatively young; just under 10% of all speakers of these other languages are aged 65 and over. By way of comparison, almost 13% of the English-speaking population was aged 65 and over in 2001.

3. Ageing in CALD communities in the future

Future ageing of CALD communities reflects the timing of migration waves. Comparison of the size of the current cohorts aged 45–64 and 65 and over indicates three distinct patterns of ageing, and these are confirmed by projections to 2021 made specifically for the project.

Ageing is already advanced in five communities. The number of older people *has already peaked* in the Dutch, German and Polish communities, which have fewer than 10,000 people aged 65 and over and are now declining. The older Italian community is still growing but will plateau at almost 45,000 around 2011 and then decline. The decline of the much smaller Russian community has been forestalled only by a second wave of immigration from the late 1980s.

Ageing will be *sustained* over the next two decades for seven communities whose migration peaked in the late 1960s and early 1970s and whose large middle aged cohorts will move into the older age range in the near future. They are the Greek, Macedonian, Maltese, Croatian, Serbian, French and Spanish speaking communities; ageing in the Greek community will peak at around 33,000 in 2016. Among the other communities, only the Macedonians will reach 10,000 people aged 65 and over by that time.

The remaining communities, whose migration has occurred more recently, and is continuing, have *very young age structures*. High rates of growth in older populations in these communities stem from the very small base populations now aged 65-plus, but their ageing cohorts are not large enough to bring about substantial increases in the numbers – even over the next two decades. The projected numbers aged 65 and over will exceed 8,000 only in the Cantonese and Vietnamese speaking communities, by 2016 and 2021 respectively. The projected numbers aged 65-plus in the Arabic, Mandarin, other Chinese language, Turkish, Tagalog (Filipino) and Sinhalese (Sri Lankan) communities range from around 7,500 to just on 2,000 by 2021.

4. Ageing in CALD communities in metropolitan and regional areas

Fully 93% of the older CALD population lives in Melbourne, another 3% in Geelong and only 3% in the rest of regional Victoria. The main communities represented in the total CALD population in rural and regional Victoria are the German, Dutch, Italian and Maltese; the Greek community and more recent migrant groups are markedly under-represented outside Melbourne.

In the metropolitan area, both the northern and western sectors of the Northern & Western Region have larger shares of the older CALD population than of the non-CALD population, while in the Southern and Eastern Regions the shares of both populations are closely balanced. In absolute numbers, the northern sector of the Northern & Western Region has the largest CALD population, but CALD numbers in the western sector of that region are equalled by the Eastern Region, and exceeded by the Southern Region.

In all three regions, there are *wide variations between LGAs* in the size of CALD populations, in the proportion of total populations of CALD background, and in the balance of ageing and aged cohorts. Half the 32 LGAs (including Geelong) have more than 10,000 CALD residents aged 45 and over: the largest CALD population in this broad age group is almost 32,000 people in Brimbank, and the smallest is some 1,100 in Cardinia.

The proportion of CALD background is well above the 28% metropolitan average in six LGAs. Brimbank and Dandenong have the highest proportions: CALD communities in these two localities comprise *more than 60% of people aged 65 and over*. Darebin, Maribyrnong, Moreland, and Whittlesea are all above 40% for both the ageing and the aged cohorts.

The majority of metropolitan LGAs, 20 out of 32, are close to the 28% average. The proportion CALD is less than half the average in only seven LGAs: Bayside, Yarra Ranges, Frankston, Maroondah, Mornington, Nillumbik, and Cardinia.

5. Language spoken and proficiency in English

The proportion of the total population speaking a language other than English at home is remarkably constant across all age groups. By contrast, proficiency in English shows a steep age gradient. The proportion of the total population not proficient in English peaks at 10% in the 65-69 year age group, but falls to around 4% for those aged under 45.

There are very pronounced variations between CALD communities in levels of proficiency in English, and between the ageing and aged cohorts in any one community. By way of illustration, the Italian cohort aged 45-64 is four times larger than the Vietnamese, but some 63% of middle-aged Vietnamese speakers are not proficient in English; this means that the number of Vietnamese who are not proficient in English (around 6,500) is similar to the corresponding number in the Italian community, despite the fact that only 16% of Italians aged 45-64 are not proficient in English. Similarly, while the ageing Greek cohort is only three quarters the size of the Italian, twice as many Greeks in this cohort are not proficient in English.

Taking *proficiency in English* as a summary indicator of intensity of need for culturally oriented community care services, CALD communities can be grouped into three clusters.

Need for culturally oriented services can be expected to *wane* in communities in which the number in the ageing cohort who are not proficient in English is lower than in the aged cohort. In the Dutch, German, French, Tagalog and Sinhalese communities, there are only around 100 individuals aged 45-64 not proficient in English; the numbers are larger in the ageing cohorts in the Polish and Russian communities, and larger again in the Italian community, but lower than in the aged cohort in each community.

Need for culturally oriented services is likely to be *sustained* in communities in which the number not proficient in the ageing cohort exceeds the number in the aged cohort: these are the Spanish, Arabic, Croatian, Serbian and other Chinese language communities, where the number not proficient in English in the ageing cohort is below 2,200.

Need for culturally oriented services is expected to *increase* when there are much larger numbers in the ageing cohort compared to the aged cohort, and where persisting high proportions are not proficient: these are the Greek, Macedonian, Vietnamese, Cantonese, Mandarin, Turkish and “other languages” communities.

These variations signal the need to consider proficiency in English as well as language spoken at home as an indicator of need for culturally oriented community care services. Level of proficiency in English does not indicate any greater or lesser adherence to other aspects of immigrant culture, but does affect communication with service providers, access to information about services, and opportunities for participation in the wider community.

Limited proficiency in English provides a summary indicator of *depth of need* for culturally oriented services on the part of individuals within any CALD community, and of the *breadth of need* across different communities.

Part 3: Profiles of ageing in CALD communities in metropolitan regions

The regional profiles for the four metropolitan regions follow a standard format in six sections:

The overview reports the size of the regional CALD population and compares the region's share of the state's CALD population to its share of the total population in both the ageing and the aged cohorts. The overview highlights the extent of variation between LGAs within each region: allowing for the relatively larger CALD population in the Northern and Western Region compared to the Southern and Eastern regions, there are greater differences between LGAs *within* each region than between regions as a whole.

The representation of the total CALD population across LGAs in the region is analysed in terms of total numbers and numbers not proficient in English in the two age groups, and as shares of the regional CALD population and shares of LGA populations.

Future shifts in CALD populations are indicated by graphs comparing the 45-64 and 65 and over CALD populations for each LGA. The general pattern in all four regions is for relatively stable CALD populations in inner LGAs, sustained growth and ageing of larger CALD populations in middle distance LGAs, and rapid growth (but small numbers) in the older CALD populations of the outermost LGAs.

The mix of the 20 main language groups shows that all CALD communities are widely dispersed across all LGAs in each region. Variations in the numbers in any one community in any LGA reflect the total size of the community and the size of the LGA's total population. Very few LGAs in any of the four regions have particular concentrations of particular communities.

The final analysis compares the proportion of the two age groups not proficient in English in each LGA. High proportions not proficient in English will persist in those LGAs that have a large ageing cohort and low levels of proficiency. However, in other LGAs, the ageing of cohorts from communities with high levels of English proficiency (such as the Germans and Dutch) will see declines in the older CALD population not proficient in English.

The LGAs in each Region and the tables presented in the LGA Profiles in Part 4 are listed at the end of each Regional Profile.

The similarities and differences between the regions can be summarised by reference to the key dimensions of ageing in CALD populations in each region set out in Table 1.0 below. This information emphasises the diversity of ageing of the CALD population within each region (read down the columns) and between regions (read across the rows).

Table 1.0: Key indicators of cultural and linguistic diversity among older people in metropolitan Melbourne, 2001

		Northern sector of N&W Region	Western sector of N&W Reg. (not incl. Geelong)	Eastern Metro Region	Southern Metro Region
Number and % population 45+ of CALD background		97,699 39%	76,913 33%	76,133 22%	82,174 22%
Largest number CALD in any LGA	45-64	13,638 Hume	22,508 Brimbank	13,715 Monash	14,446 Dandenong
	65+	10,689 Moreland	9,256 Brimbank	6,627 Monash	6,747 Dandenong
Highest % CALD in any LGA	45-64	56% Whittlesea	62% Brimbank	37% Manningham	51% Dandenong
	65+	64% Whittlesea	66% Brimbank	37% Manningham	45% Dandenong
Highest % CALD in any LGA	45-64	56% Whittlesea	62% Brimbank	37% Manningham	51% Dandenong
	65+	64% Whittlesea	66% Brimbank	37% Manningham	45% Dandenong
Smallest number CALD in any LGA	45-64	1,338 Nillumbik	1,664 Melbourne	2,248 Maroondah	733 Cardinia
	65+	394 Nillumbik	543 Melton	1,370 Maroondah	410 Cardinia
Lowest % CALD in any LGA	45-64	9% Nillumbik	22% Melton	8% Yarra Ranges	6% Mornington
	65+	12% Nillumbik	23% Melton	12% Maroondah	10% Mornington
Proportion of regional CALD population 45+ not proficient in English		38%	31%	25%	32%
Two largest language groups (45+) other than Italian and Greek		Macedonian, Arabic (incl Lebanese)	Maltese, Vietnamese	Cantonese, Mandarin	Russian, Cantonese

The implications of Table 1.0 for the planning and delivery of community care services for CALD communities can be summarised:

- ▶ The *absolute size* of CALD communities should translate into adequate volumes of service.
- ▶ The *proportion* CALD should be reflected in the degree of cultural orientation on the part of regional and local services.
- ▶ The *composition* of the CALD population, particularly the level of proficiency in English, should stimulate varied strategies to enhance access to care services for different groups.