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IMPLEMENTATION OF THE INTERNATIONAL COVENANT ON ECONOMIC,
SOCIAL AND CULTURAL RIGHTS

Reports submitted in accordance with Council resolution 1988 (LX)
by States parties to the Covenant, concerning rights covered by
articles 13 to 15

Addendum

AUSTRALIA

[20 January 1982]

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INTRODUCTION

The International Covenant on Economic, Social and Cultural Rights was signed by Australia on 18 December 1972 and was ratified on 10 December 1975. It entered into force for Australia on 10 March 1976.

In accordance with articles 16 and 17 of the Covenant, and with the programme set forth in Economic and Social Council resolution 1988 (LX), Australia hereby submitss its report on the measures it has adopted and the progress made in achieving progressively observance of the rights recognized in articles 13 to 15, contained in part III of the Covenant.

The material included in the report should be considered in the context of the general constitutional and legislative structures in operation in Australia. Under the Australian Constitution, legislative power is shared between the Federal (Australian) Parliament and the Parliaments of the six constituent States. The Constitution confers on the Federal Parliament specified legislative powers while the legislatures of the States exercise the residual powers and, concurrently with the Federal Government, may exercise some of the powers specifically given to the Federal Government. In the event of an inconsistency between a valid Federal and an otherwise valid State law, the Federal law prevails. Details of specific responsibilities of Federal and State governments as they relate to rights covered under articles 13 to 15 of the Covenant are provided in the report.

As requested in the note by the Secretary-General Australia has, in addressing itself to the rights covered under articles 13 to 15, given particular attention to the matters dealt with in parts I and II (arts. 1 to 5) of the Covenant concerning self-determination, discrimination, non-nationals, equal rights of men and women and limitations imposed upon the exercise of the rights set forth under articles 13 to 15. It should nevertheless be noted that Australia's respect for the right of all people to self-determination enshrined in article 1 of the Covenant is well established. Furthermore, a number of general administrative and legislative measures concerned with elimination of various forms of discrimination, in addition to the specific educational, scientific and cultural measures outlined in the report, have been introduced at Federal and State government levels in Australia in recent years. Details of most of these were provided in the introduction to Australia's earlier report on the implementation of articles 10 to 12 of the Covenant. Measures not mentioned in that report are those which have been adopted since Australia's report on articles 10 to 12 was submitted.

Among the most important of the measures which have been adopted by Australia in the area of human rights since Australia's report on articles 10 to 12 was submitted is the establishment of the Human Rights Commission.

The Human Rights Commission Act passed through both Houses of the Parliament early in 1981 and received the Royal Assent on 14 April 1981. The Act came into operation on 10 December 1981 (see the annex to the present report).

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The functions of the Human Rights Commission are set out in section 9 of the Act. Whilst the jurisdiction of the Commission is limited to matters of federal concern, provision is included in the Act for arrangements to be made with the States for the conferring of additional functions on the Commission with regard to matters of State concern. The principal point of reference for the Commission is the International Covenant on Civil and Political Rights.

In July 1980 Australia also signed the Convention on the Elimination of All Forms of Discrimination against Women. Subsequently the Convention was referred to the Meeting of Federal and State Ministers on Human Rights since the Convention deals with matters of both federal and state concern. Consideration of the Convention in this forum is progressing well and it is hoped that Ministers will be able to arrive at an agreed basis for ratification of the Convention.

In the first half of 1981, the South Australian Parliament passed the Handicapped Persons Equal Opportunity Act 1981 (see the annex to the present report) which is to come into operation on a date to be fixed by Proclamation. The Act proscribes certain kinds of discrimination based on physical impairment in areas such as employment, education and the provision of goods, services and accommodation. Australia's earlier report on articles 10 to 12 of the Covenant made note of the 1980 Amendments to the New South Wales Anti-Discrimination Act which makes similar provision in that State in regard to discrimination against physically handicapped persons.

It may be observed generally that in Australia three important principles have emerged in the development of legislative measures in relation to the maintenance of human rights. These are that:

(a) Legislation may be required in particular areas, after suitable research and enquiry, to supplement common law guarantees of human rights, and selective remedies developed for the enforcement of specific human rights;

(b) Formal administrative machinery needs to be established to investigate infringements of human rights and attempt to achieve a settlement of issues by conciliation;

(c) Facilities need to be established to foster programmes of education and research and other programmes on a systematic basis to promote human rights.

The first principle recognizes the fact that legislation can deal with specific problems relating to human rights with a particularity and comprehensiveness that could not be achieved through judicial interpretation of general guarantees alone. It recognizes also that comprehensive embodiment of rights in legislative form has an important educative value; it can make people more aware of their rights and make infringements of rights more obvious and conspicuous.

General legislative guarantees (apart from their use as an educative mechanism) are nevertheless of little value unless they can be given practical expression. The second principle reflects the view that it is not sufficient

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to rely merely on legal remedies and judicial review as a means of enforcement. Administrative machinery needs to be established to investigate infringements of rights on a systematic basis. Furthermore the utilization of processes of mediation and conciliation through such machinery is often a more satisfactory way of tackling individual infringements of human rights than reliance on legal processes.

The third principle recognizes the important role to be played by programmes of education and research and other programmes to promote human rights. Such programmes are designed to change community attitudes that result in the denial of rights and are important in the longer term to supplement action on individual complaints.

In the preparation of the present report, the format set out in the guidelines for reporting attached to the Secretary-General's note G/50 221/912 of March 1981 has been followed.

In Australia the national Government and Parliament, as distinct from the six constituent State Governments and Parliaments, are variously designated as the Australian, Commonwealth or Federal Government and Parliament. In the present report the term Federal is generally employed in the designation of the Australian Government and Parliament, and Australian Government programmes and institutions, to facilitate distinction between these and State Government institutions and arrangements.

Financial figures provided in this report have been expressed in Australian dollars.

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MAJOR AUSTRALIAN REPORTS REFERRED TO IN THE TEXT

- Auchmuty Report Report of the Inquiry into Teacher Education appointed by the Federal Government. The Report was released in 1980 (first major reference, sect. 13 E (3))
- CITCA Report Report of the Committee of Inquiry into Technological Change in Australia appointed by the Federal Government. The Report was released in 1980 (first major reference, sect. 15 B (4))
- Galbally Report Report of the Review of Post Arrival Program Services for Migrants commissioned by the Federal Government and released in 1978 (first major reference, sect. 13 C (1))
- Schonell Report Report of the National Survey of Special Education commissioned by the Federal Government and released in 1979 (first major reference, sect. 13 C (1))
- Williams Report Report of the Committee of Inquiry into Education and Training appointed by the Federal Government. The Report was released in 1979 (first major reference, sect. 13 E (1))

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ARTICLE 13. RIGHT TO EDUCATION

13 A. Principal laws and regulations

While the Federal Government and all State Governments have legislation to make provision for education, under the Australian Constitution State Governments have the major responsibility in this area. Federal Government legislation exists to provide assistance to students and to enable supplementary provision to be made to the States for education at all levels. 1/

A basic principle of the education systems in all Australian States and Territories is that all children be provided with an education between the ages of 6 and 15 (in Tasmania until the age of 16). State and Territory legislation requires that all children between the prescribed ages must attend either a government school or some other educational institution approved by the Government. Children may be exempted from the requirements of compulsory attendance if they live too far away from school or suffer a physical, mental or social disability. Alternative provision is made for these children, usually by means of correspondence tuition and other forms of distance teaching. Special education services are provided for handicapped children who may attend separate special schools, available in the larger centres of population; or special classes or units in regular schools; or they may attend mainly in regular classes, being withdrawn for periods of assistance by special staff.

Universities and colleges of advanced education in Australia are autonomous institutions established under acts of the appropriate Parliament. There is a separate act for each of the 19 universities. However, nearly all of the 80 colleges of advanced education are established under general legislation. Some States have legislation specifically for the provision of technical and further education, but in others this is included in the basic education act which provides for a system of primary and secondary schools. Each State has legislation (sometimes included in the Education Act) for the provision of government pre-schools. The legislation also sets out the conditions governing the licensing of pre-schools conducted by non-government organizations.

Education legislation and practice in Australia is based on the principle of equality of access to all levels of education and makes no distinction in this regard to race, ethnicity or religion.

The principal laws relating to the right of everyone to education in each State and Territory (with the exception of legislation for tertiary institutions) are:

1/ In the case of the Australian Territories, the Northern Territory Government assumed responsibility for education in the Northern Territory from 1 July 1979, but in the Australian Capital Territory and Australia's few small external territories where jurisdiction is held by the Federal Government, the latter has the direct responsibility for education.

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New South Wales

Education Act 1961 as amended
Public Instruction (Amendment) Act 1916 as amended
Technical and Further Education Act 1974 as amended
Colleges of Advanced Education Act 1975 as amended
Child Welfare Act 1939 as amended
Higher Education Act 1975
Education Commission Act 1980

Victoria

Education Act 1958 as amended
Institute of Colleges Act 1965 as amended
State College of Victoria Act 1972 as amended
Health Act 1958 as amended
Post-secondary Education Act 1978
Work Experience Act
Teaching Service Act

Queensland

Education Act 1975 to 1974
The Rural Training Schools Act 1975
The Grammar Schools Act 1975
Student Education (Work Experience) Act

South Australia

Education Act 1972-1976 as amended by Education Act, 1976
Further Education Act 1976
Board of Advanced Education Act 1972
Kindergarten Union Act 1975
Tertiary Education Authority Act 1979

Western Australia

Education Act 1928-1977
Pre-school Education Act 1973-1975 (repealed 1977)
Colleges Act 1978
Western Australian Post-Secondary Education Commission Act, amended 1978
and 1980

Tasmania

Education Act 1932 as amended
Advanced Education Act 1968 as amended

Australian Capital Territory

Schools Authority Ordinance 1976

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Northern Territory

Education Ordinance 1957-1973 (repealed 1979)
Education Act 1979

A good example of modern Australian legislation which reflects the spirit of the International Covenant on Economic, Social and Cultural Rights is the Northern Territory Education Act, an extract from which is reproduced as follows:

6 (1) The Minister may take all measures which, in his opinion, are necessary or desirable -

- (a) To assist parents of children in the Territory in fulfilling their responsibility to educate their children according to the individual needs and abilities of those children;
- (b) To make education services, provided by him, available to all people in the Territory; and
- (c) To assist all people of the Territory with their own education.

(2) The Minister shall establish and maintain education services in the Territory.

(3) The Minister has power to do all things that are necessary or convenient to be done in, or in connection with, the performance of his functions under this Act.

(4) Without limiting the generality of sub-section (3), the Minister may -

(a) Establish and maintain -

- (i) Such Government schools or institutions for the provision of primary and secondary education;
 - (ii) Such pre-schools, correspondence schools and schools of the air; and
 - (iii) Such post-school institutions,
- as he considers necessary or desirable;

- (b) In such manner and to such extent as he thinks fit, provide or arrange for the transport of children to and from any school and may pay the whole or any portion of the cost of transporting any children to and from any school;
- (c) Establish and maintain such residences for the accommodation of teachers or students as he considers necessary or desirable for the purposes of this Act;

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- (d) Undertake or cause to be undertaken research and investigation with respect to education generally, a specified field of education or the provision of education services in the Territory.

It should be noted that important changes in the education sphere may be effected through administrative instructions by the appropriate Ministers and therefore without recourse to new legislation. For example, three new non-statutory educational bodies have been established by Cabinet authorization in Tasmania: the Tertiary Education Commission of Tasmania, the State Council for Further Education and the North West Council for Community Education. New Federal Government programmes, such as the Transition from School to Work Program (see sect. 13 D (4)) and multicultural education programmes implemented since the Galbally Report (see sect. 15 A) have also been implemented without new legislation being passed.

13 B. Measures taken to promote the full realization of the rights of everyone to education

13 B (1) Development of personality

There is general acceptance in Australia that education must take account of individual interests, rights and responsibilities and that education and the democratic basis of Australian society are vitally interrelated. There is recognition that Australia is a multicultural society and that education should acknowledge the multicultural nature of that society by giving attention to ancestral roots and cultures while maintaining the importance of English as the language of communication.

The national Curriculum Development Centre's ^{2/} discussion paper, Core Curriculum for Australian Schools, published in 1980, outlines fundamental aims for Australian schools which reflect the democratic values held by Australian society as a whole:

"All individuals have the right to education freely, equally and with concern shown for their individuality and personality. School curricula, therefore, need to provide for and encourage the full and rounded development of all students for the whole period of schooling, for which there are, for all Australians, minimum legal entitlements and requirements."

Australian society sustains and promotes a way of life which values, inter alia:

^{2/} A statutory authority established in 1975 by the Federal Government with the co-operation of the States. The work of the Centre is at present being phased out and the Centre is being replaced by a unit within the Federal Government's Department of Education.

- (a) A sense of personal, group and national identity and unity in all its people;
- (b) Free communication amongst and between individuals and groups;
- (c) Responsible participation in community and civic affairs;
- (d) Tolerance and concern for the rights and beliefs of others;
- (e) Equality of access to and enjoyment of education, health, welfare and other community services;
- (f) Self-reliance, initiative and enterprise;
- (g) Personal and social development;
- (h) Rights to the ownership and use of property including property in the form of personal labour;
- (i) Productive and socially responsible work;
- (j) Conservation and development of a shared and dynamic heritage;
- (k) A sense of individual and group identity;
- (l) Membership of the international community.

Australian education hopes to encourage students to understand, reflect upon and subscribe to these and other basic values of the culture.

Most of the State and Territory educational authorities have in recent years issued new statements or revised earlier ones on the aims and objectives of schools. All encompass the basic goal of providing a system of education to take into account the differing talents, interests and needs of individual students. They aim to promote the balanced development of the intellectual, social, artistic and career potential of each child to the fullest extent possible.

13 B (2) Respect for human rights

Learning about human rights and fundamental freedoms is part of the universal aims of education in Australia; it is basic to an understanding of the maintenance, development and renewal of the social, economic and political order - including its underlying values, fundamental structures and institutions. These universal aims of education are expressed within the context of Australian society and culture and are integrated as far as possible within school curriculum studies under the broad headings of social and cultural education.

Cultural and social education focuses on learning that is required for effective participation in social life, including the major political, social and cultural institutions and processes of Australia as a democratic and economically

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advanced society. It includes those school subjects grouped under the heading of social studies (history, geography, economics, social sciences, integrated studies, etc.). At primary level, social studies are included within the general elementary programme. In the junior years of secondary school, social studies usually form part of the basic core subjects studied by all students and, in more senior years, a wider range of optional subjects is also available.

Australia encourages and sustains free critical thought and fosters concern for the needs and rights of others, including subgroups in our society and other societies. (See also section 15 A (2) (c).)

13 B (3) Human rights teaching

In pursuance of the objectives of the United Nations Educational, Scientific and Cultural Organization (UNESCO), relating to human rights teaching, the Australian National Commission for UNESCO has supported a number of activities in this area.

In 1977, the Commission sponsored a seminar on Teacher Education for International Understanding which was organized on its behalf by the Torrens College of Advanced Education. The seminar drew attention to the nature of Australia as a multicultural society having complex relationships with the international community. The report of the seminar proposed that the multicultural and international dimensions were fundamental and not merely incidental to any adequate teacher education programme. As a result of the seminar, closer links have been established between educators already working in the field.

As the first Australian response to the International Conference on the teaching of Human Rights, held by UNESCO at Vienna in 1978 to mark the thirtieth anniversary of the Universal Declaration of Human Rights, the Australian National Commission organized in June 1980 a national seminar on the teaching of human rights at the tertiary and adult education levels. Participants included lawyers, parliamentarians, academics, teacher educators and representatives of community interests. Topics discussed included: What are rights? What ought to be taught about rights? Human rights and Australia's foreign policy; The role of adult education; Trade union and women's studies courses in teaching human rights; and Discrimination and affirmative action. The National Commission will publish the papers presented at the seminar during 1981.

In addition to the seminars mentioned above, Australia has supported the attendance of a number of Australian persons at overseas seminars and conferences concerned with human rights teaching, including a regional meeting on the role of Social Studies in Education for Peace and Respect for Human Rights, held at Bangkok in December 1980.

13 B (4) Participation in society

It is recognized that some groups in Australia experience relative social and/or economic inequalities and are proportionately under-represented both in educational enrolments and in less formal participation in education. These groups

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include women and girls, ethnic groups, aboriginals, low income groups, the handicapped and people located in isolated areas. As there is much support in Australia for the ideal of equal educational opportunity, action is taken to encourage and facilitate the participation in education of members of these groups involving forms of positive discrimination. Differential treatment which takes account of the distinctive needs of the individual is considered to be an important facet of Australian education. Measures taken to encourage the full and equal participation of these groups in Australia's education system are discussed in the various sections of this report, dealing with specific rights covered under articles 13 to 15.

13 B (5) Promotion of understanding

Australian schools play an important role in promoting understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups. As stated previously, tolerance and concern for the rights and beliefs of others is one of the basic cultural values of Australia. (The role of the Office of the Commissioner for Community Relations in promoting understanding and tolerance among racial and ethnic groups is discussed under section 15 A (2) c.)

13 B (6) United Nations activities

As a member State of the United Nations Educational, Scientific and Cultural Organization (UNESCO), Australia shares a concern that mutual understanding between peoples, respect for human rights, access to education and information and forms of development that are in harmony with human societies and the forces of the natural world are the foundations upon which a lasting peace may be built. The activities supported by the Australian National Commission for UNESCO in the fields of education, science, culture and communication are directed towards achieving those ends.

For some years the Federal Government has approved financial assistance to the United Nations Association of Australia (UNAA) in support of its community activities. The principal aims of UNAA include the dissemination of information on the United Nations, particularly in schools, the organization of community activities associated with special United Nations programmes and arrangement of seminars on matters relating to the United Nations.

13 C. Right to primary education

13 C (1) Measures

Primary education is compulsory in Australia and is free in government schools in all States and Territories. In recent years considerable efforts have been made at both Federal and State levels to discriminate positively in the provision of educational services for six major groups recognized as being at a relative disadvantage within Australian society:

- (i) Girls;
- (ii) Children from low-income families;

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These provisions cater for the needs of children with a wide range of disabilities in such areas as physical and intellectual handicap, hearing and visual impairment, emotional handicap, speech defects, social handicap and learning difficulties.

In Australia historical and environmental differences have produced a diversity of methods and approaches in the pursuit of the common objectives of maximum fulfilment and a useful, fully respected place in the community for all handicapped children. All States and Territories, however, subscribe to integration or mainstreaming which is seen as the maximum useful association between handicapped children and others, consistent with the interests of both.

For the first time, a national survey of special education in Australia was undertaken and a Report (known as the Schonell Report) was released in 1979. It was commissioned by the Commonwealth Schools Commission and carried out by the Fred and Eleanor Schonell Educational Research Centre of the University of Queensland. The study, undertaken in consultation with the States, had the broad aims of:

(a) Describing the numbers and types of handicapped children in Australia in both special and regular schools and ascertaining the number of students with learning and behavioural difficulties in regular schools;

(b) Reviewing the provisions made for handicapped and learning-disabled students in Australia and the philosophical, legislative and administrative bases for such provisions;

(c) Describing special education provisions in Australia and identifying gaps in services and areas of need; and

(d) Recommending on the future development of educational and related services for handicapped and learning-disabled children, and suggesting priorities for action.

The Schonell Report gives a comprehensive description of special education provision in Australia and provides a great deal of new information. Its 46 recommendations provide a foundation for the collection of further research data and for widespread discussion in a number of areas of special education. The recommendations are concerned with legislation, organization of services, children with special educational needs in regular schools, special schools, children outside the education system, extending the age range of special education services, professional qualifications and staff development, curriculum, the role and rights of parents, community education and involvement, research, and the availability of advanced study in special education to lecturing staff or tertiary education institutions. The report also takes up the matter of educational services for children living in institutions.

The Schonell Report will be useful for the planning and development of future policies, for the development of services according to the particular needs of individual States and Territories and, from a national point of view, for consultation and funding purposes.

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In the past five years, special education programmes in the States and Territories have included such activities as early diagnosis and intervention; provision of pre-school screening and developmental check lists; publication of a resources bulletin; social adjustment centres; and reading treatment and research centre; diagnostic-prescriptive services in cities for handicapped children living in remote areas; an isolated children's special education unit; the appointment of additional resource teachers to primary schools; the provision of support services; and the building of special schools within the grounds of regular schools incorporating facilities for community use.

Since 1974 the Federal Government has made available through the Commonwealth Schools Commission's Special Education Program supplementary funding to improve the quality and coverage of services provided by education authorities in the States for handicapped children of primary and secondary school age. Facilities assisted in this way include special schools, units and centres, special classes in regular schools, peripatetic services and services to children in hospital. The Federal Government has continued to assist also the assumption of responsibility by State Education Departments for special schools in which voluntary bodies wish to relinquish their interest. In 1981 additional funds were made available to assist the integration of handicapped children into regular schools and to develop educational programmes for severely handicapped children. An element of the Commonwealth Schools Commission's Special Education Program is providing funds for projects designed to improve the education prospects and to broaden the general experience of children living in institutions.

(v) Migrant and refugee children

Recognition of the numbers of non-English-speaking children in Australian education systems led to the provision of special support to migrant children in primary schools since the late 1960s, principally in the form of English language instruction in withdrawal classes and services to support this arrangement. However, such arrangements concentrated on the acquisition of competence in the English language and often did not taken into account a range of other social and cultural factors affecting the educational performance of migrant children. In more recent years, the concept of Australia as a pluralist society influenced attitudes towards ethnic groups in Australia and the change of emphasis was reflected in changes in administration, when the Commonwealth Schools Commission assumed responsibility for migrant education programmes in 1976; instead of Federal Government funding being directed exclusively to pay salaries of teachers giving English language instruction to migrant children in withdrawal classes and for support services, provision was made for extra English language assistance across the whole curriculum in regular classes as well as for withdrawal arrangements where necessary and for the adaptation of school programmes and operations to reflect the multicultural experience of migrant children. Following the Federal Government's acceptance of a Report of a Review of Post-Arrival Programs and Services (the Galbally Report) in 1978, action has been proceeding to implement its recommendations and the Migrant Education Program has been expanded.

A recent development has been a survey of every school in Australia, carried out for the first time in 1980, in co-operation with government and non-government

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education authorities in the States and Territories, which showed that approximately one fifth of total school enrolments was made up of students from non-English-speaking backgrounds. More than 60 different language backgrounds were identified.

Other developments in the States and Territories continue initiatives that have been undertaken in recent years, such as the availability of community languages as subjects in schools, the employment of bilingual teachers and teacher aides and the establishment of additional Intensive Language Centres for migrants and refugees. Most education authorities have established centres which bring together advisory services in multicultural education and community languages, in addition to English as a second language services. (Multicultural and migrant education are discussed further in section 15 A (2) (d).)

(vi) Aboriginal education

The Federal Government's policies in Aboriginal education seek to ensure that full educational opportunities are available to all people of Aboriginal and Torres Strait Islander descent and that they receive an education in harmony with their cultural values and chosen life-style which enables them to acquire the skills they desire.

As most young Aboriginal children attend government primary schools, the major proportion of Federal funding for this age-group is made available to enable State Departments of Education to provide special educational support services designed to meet the distinct needs of Aboriginal students. Direct grants are also made available to Aboriginal and other independent schools.

A particular feature of the support services is the funding of Aboriginal Teaching Assistant positions in most States and Territories. This has enabled Aboriginal adults to enter para-professional roles undertaking such responsibilities as home-school liaison, teaching of Aboriginal studies and assisting in general teaching. Considerable emphasis is being given to funding programmes aimed at increasing the numbers of Aboriginal teachers who, in addition to usual teaching skills, will bring to Aboriginal and non-Aboriginal students a unique Aboriginal socio-cultural contribution to educational philosophy and practice.

Other State programmes aimed at improving education services to Aboriginal primary school students include provision of advisory staff, in-service teacher education and curriculum development services in areas of language development, Aboriginal studies and bilingual materials in Aboriginal languages.

The Northern Territory Bilingual Education Program, started by the Federal Government in 1973, is being continued by the Northern Territory Government. It has introduced an assessment and accreditation programme aimed at placing the Program on a firmer footing. Continuing developments in bilingual education in government and Aboriginal independent schools have also occurred in Queensland, Western Australia and South Australia.

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The aims of such programmes involve maintenance of Aboriginal children's languages and cultures through programmes which include them as initial and continuing segments of the school curriculum as well as ensuring that Aboriginal children obtain the skills they will require to operate without disadvantage in the wider Australian community.

13 C (2) Percentage of children

Attendance at a government primary school or some other educational institution approved by the Government is compulsory for all Australian children. Special arrangements are made for children who cannot attend a regular school by reason of distance from home or disability (see section 13 C (1) (iii) and (iv)). In 1980, a total of 1,844,081 children attended primary schools, 80.0 per cent at government schools and 20.0 per cent at non-government schools.

13 C (3) Extent of free primary education

Primary education is free in government schools in all States and Territories. Fees are charged for children attending non-government schools but many denominational schools waive or reduce fees for low-income families wishing their children to have a religiously based education. In government schools parents are usually expected to meet voluntary fees for the hire of textbooks and other school equipment, to contribute towards transport costs where travel from home is necessary or for optional excursion costs. Various forms of financial assistance are available to assist low-income families meet these associated expenses (see section 13 C (1) (ii)).

13 C (4) Factors and difficulties

Efforts are continuing in an endeavour to meet the needs of special groups who do not attend neighbourhood government primary schools. Special educational programmes are being developed to meet the needs of children who are severely physically or mentally handicapped who are living in residential institutions.

While the majority of Aboriginal primary age students attend government schools, there is general recognition that more special programmes are needed to provide an education which affirms their cultural identity and personal worth and does not leave them disadvantaged in terms of skills and experience required to fully participate in Australian society.

There are also difficulties in providing education services to isolated Aboriginal communities, particularly those family groups or clans which have moved away from larger communities to return to their traditional lands. In the Northern Territory the Department of Education has responded to requests for education services from such communities by providing a "homeland centre education program", involving provision of a basic curriculum taught by a literate member of the Aboriginal family group with support from a visiting teacher and utilizing special programmed materials and instruction tapes.

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The provision of appropriate educational services to children of Aboriginal communities living on the fringes of country towns presents a challenge to education authorities. While special programmes and approaches are being introduced with Aboriginal people being involved to an increasing degree, many students and schools have yet to be reached by these services. This is an area which will continue to receive close attention from governments and education authorities.

13 D. Right to secondary education

13 D (1) Accessibility of secondary education - measures

School attendance is compulsory throughout Australia from the age of six years until 15 years in all States and Territories except Tasmania, where it is 16 years of age. Following a general elementary programme lasting for seven or eight years until Year 6 or 7, secondary education is provided for five or six years, being entered at Year 7 in some State systems and at Year 8 in others. The final two years of schooling, Years 11 and 12, fall outside the compulsory stage of education, but at least half the students in Year 10 remain for a further year's study and over a third complete the full secondary course of study. In Tasmania and the Australian Capital Territory attendance for the final two years of schooling in the government system is at a separate secondary college.

At the end of Year 10, students may opt to continue their studies in a vocationally oriented course at a technical and further education (TAFE) institution or non-government business college or seek to enter employment. For those students continuing to the end of secondary education (Year 12), in addition to the usual course leading to matriculation to a university or college of advanced education or normal enrolment in a TAFE institution, there are now a number of transition education courses available, which are alternative courses, lasting one or two years, oriented to the skills required in the work place. These courses are discussed in section 13 D (4).

13 D (2) Accessibility of technical and vocational secondary education - measures

Most Australian secondary schools offer a comprehensive programme of studies. In Victoria, the only State with a significant number of secondary technical schools, these schools also offer a comprehensive programme, but provide a wide range of technical and practical subjects, taught by teachers who generally have industrial or commercial experience. The secondary technical schools maintain close links with TAFE institutions. In the other States and Territories, students would be more likely to enter a TAFE institution after Year 10.

13 D (3) Free secondary education

Secondary education is free in government schools in all States and Territories. However it is usual for voluntary fees to be charged for the hire of textbooks and other school equipment and for participation in certain activities such as school excursions, use of sporting facilities outside the school etc.

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State governments provide financial assistance to parents, especially low-income families, for such educational and associated expenses for secondary students, as well as for primary students. In addition, the Federal Government provides financial assistance for the final non-compulsory years of schooling in the form of means-tested allowances for senior secondary students. Non-means-tested allowances are also provided for Aboriginal secondary students and partially-means-tested allowances for both primary and secondary isolated students.

13 D (4) Factors and difficulties

Australians expect educational standards and practices in this country to approximate levels pertaining in similar countries overseas with which Australians have dealings. Concern has been expressed at the comparatively low proportion of Australian students who complete secondary education and pursue further studies. The final year of schooling sees a retention rate of about 35 per cent of the students who commenced secondary schooling five or six years previously. It is estimated that of the quarter of a million students who will leave school this year, about one quarter will proceed directly to further full-time study, a somewhat larger number will combine various forms of labour-force activity with part-time educational activity (either immediately or within a few years of leaving school) and about one third, and nearly half of all female school-leavers, will take no further part in the education system after leaving school.

In November 1979 the Federal Government announced that a comprehensive Transition from School to Work Program would be introduced for the next five years to assist students from 15 to 19 years of age in making the transition from school to the work place. The policy aims to provide all young people in this age group with options in education, training and employment, or any combination of these, either part-time or full-time, so that unemployment becomes the least acceptable alternative. The Program operated successfully in 1980 and 1981. State co-ordinating committees have encouraged initiatives in such fields as the development of pre-vocational and pre-employment courses, alternative courses in schools, link courses between secondary schools and TAFE institutions and the extension of vocational guidance and counselling services. These initiatives have been funded by the Federal Government under the Transition from School to Work Program. The Education Programm for Unemployed Youth (EPUY), which forms part of the Transition from School to Work Program, has been successful in increasing the employability of participants through its special courses. These students are drawn from young people for whom low or inadequate levels of educational achievement institute a primary barrier to their obtaining stable employment. In addition to restoring self-confidence and improving motivation, these courses are intended to be built round the improvement of literacy and numeracy, especially in relation to vocational skills, and to have an important counselling and guidance element, thus offering the opportunity to improve vocational and life skills in a supportive environment. The Australian Council for Educational Research undertook a field-based evaluation of EPUY which indicates that the scheme is achieving its major objective and proposed an ideal model for the operation of the Program, dealing with factors such as staffing arrangements, the selection of participants and the content of courses.

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Girls' special problems are being considered in the current review of guidance and counselling services being undertaken as part of the Transition from School to Work Program. Attention has been drawn to the concentration on non-technologically oriented subjects by female secondary students in the last years of secondary education and the consequent implications for career options. State Education Departments are looking at ways to encourage girls to continue their studies of mathematics and science and to widen their career aspirations beyond traditional sex stereotyped occupations, such as teaching, nursing and office work, which no longer provide the employment opportunities available in past years.

Another group which is experiencing particular difficulties in the transition from school to the work force is handicapped and disabled young people. In addition to the factors affecting youth employment opportunities generally, disabled youth face a number of particular problems, such as the scarcity of jobs once traditionally filled by disabled youth, attitudes held by society towards the employment of disabled persons and the difficulties in moving out of a sheltered workshop environment after initial placement and on-the-job training. Work experience programmes in schools are being adapted where possible to more closely suit the needs of the handicapped and new programmes are being devised in the States with funding under the Transition from School to Work Program.

The participation of Aboriginal and Torres Strait Islander children in the Australian education system beyond the compulsory years is also an area of considerable concern. The social and economic disadvantages which this section of the population has experienced, together with Western-oriented education systems and curricula often inappropriate to its needs, have resulted in relatively few Aboriginal children continuing in the education system beyond the compulsory period. A greater recognition of these factors by the Federal and State Governments has led to a variety of special educational provisions since the late 1960s and significant progress in developing more appropriate educational programmes has occurred. The number of students receiving assistance under the Aboriginal Secondary Grants Scheme administered by the Commonwealth Department of Education has increased substantially from 1976 to 1980: from 12,816 secondary school students to 15,592.

The Aboriginal Secondary Grants Scheme (ABSEG) aims at assisting Aboriginal and Torres Strait Islander secondary school students to gain maximum benefit from their education. ABSEG provides both financial and educational assistance to students and their families. Special educational services for secondary students include tutorial assistance, special homework facilities and access to counsellors and education officers.

An important milestone in recognition of the need to involve Aboriginal people in decision making at all levels of education was the establishment by the Federal Government of the National Aboriginal Education Committee (NAEC) in 1977. This all-Aboriginal and Torres Strait Islander Committee, comprising a full-time Chairperson and 18 part-time members, provides informed Aboriginal and Torres Strait Islander viewpoints on the educational needs and aspirations of their people to the Minister and Department of Education.

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NAEC, following nation-wide consultation, has developed its policy statement "Rationale, Aims and Objectives in Aboriginal Education". Published in 1980, the statement sets out the Committee's aims and a strategy for achieving them.

State Departments of Education have also recognized the crucial importance of Aboriginal involvement in decision making and Aboriginal education advisory groups have been established in all States and the Northern Territory.

13 E. Right to higher education

(In this section the term "higher education" is not defined narrowly, but is used broadly as the equivalent of the Australian usage of tertiary or post-secondary education, that is, education in any or all of the university, college of advanced education and TAFE (technical and further education) sectors.)

13 E (1) Accessibility of higher education - measures

Australia has a range of post-secondary institutions spanning the full range of education needs and interests. These institutions comprise universities, colleges of advanced education, and technical and further education (TAFE) institutions. Some of the latter further distinguish themselves as community colleges but there is no specific national categorization of community college education as such.

There are universities, colleges of advanced education and TAFE institutions in each of the six States and the Australian Capital Territory. In the comparatively sparsely populated Northern Territory, access to a limited range of university and advanced education courses is possible through TAFE institutions and, as will be explained below, external studies courses in each of the sectors are available to students resident in any State or Territory, although desirable or compulsory attendance at summer schools, vacation or weekend courses may sometimes represent a practical barrier to access.

In 1976 examiners of the Organisation for Economic Co-operation and Development (OECD) reported on Australia's education system and commented:

"After reviewing statistical information made available to us we came to the conclusion that there is no evidence in any State of a shortage of places in tertiary institutions for those who complete upper secondary education or a corresponding preparatory or tertiary orientation course in a technical or further education college."

They acknowledged, however, that some faculties in some institutions were heavily over-subscribed. The Tertiary Education Commission confirmed in 1978 that there did not seem to be significant numbers of qualified students seeking admission to universities and colleges of advanced education who were unable to gain entry. These comments provide a pointer to ease of access but cannot tell the whole story because potential students may have been deterred from making application believing there would be difficulties in the way of their undertaking higher education or because they had been unable to obtain the prerequisite qualifications.

The question of access to higher education was examined in detail by the national Committee of Inquiry into Education and Training, established by the Federal Government. The Committee's report was tabled in the Federal Parliament in 1979. The report (known as the Williams Report) drew attention to the emphasis that had been placed in the 1950s on extending general access to university education, in the 1960s on providing a wider range of courses that universities provided and on improving access for females, country students and children from working class families, and that had shifted in the 1970s to technical and further education. At the time of the Inquiry, TAFE was undergoing rapid expansion and development in Australia. The Report also noted that participation rates in secondary schools, universities and colleges of advanced education had all increased considerably in recent years. The comments made in the Williams Report on particular problems regarding access are dealt with in section 13 E (3).

Figures clarifying recent participation rates were given in the Tertiary Education Commission's Report of February 1981. The following table from that report shows that while there were increases in participation of the order of 20 per cent between 1975 and 1979, there was only the slightest increase in university participation. (Such participation rates are not a highly reliable guide to initial access as they can reflect such factors as variations in course length and the length of time actually taken by students to complete courses.)

Table 1. Participation rates in tertiary education by sector a/
(Percentage)

Sector	1975	1979
Universities	4.3	4.4
Advanced education	4.1	4.9
TAFE	13.6	16.5
Total	22.0	25.8

a/ Calculated for each sector by expressing the following as a percentage ratio of the population aged 17 to 29 years: universities - other than higher degree students; colleges of advanced education - all students; TAFE - estimated number of students in Streams 1-5.

Specific measures adopted in recent times to increase access to higher education include designation of TAFE as a priority area. As the Williams Report observed in 1979: "TAFE is the most accessible of the post-secondary sectors. There is a wide geographical distribution of TAFE colleges, prerequisite barriers are minimal and there are various patterns of attendance that facilitate the enrolment of part-time students." In 1977 there were about four times as many students in TAFE as in universities or colleges of advanced education. Since the

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mid 1970s, TAFE has been a priority area for both Federal and State governments. (Whereas the Federal Government has accepted responsibility since 1974 for the total funding of universities and colleges of advanced education, TAFE is financed principally by the States with additional funding provided by the Federal Government.) A very recent development is the establishment of a National Centre for Research and Development in TAFE. The Williams Report viewed this development as relevant to the reduction or removal of barriers to the use of opportunities in TAFE.

Another specific measure taken to improve access to higher education is the provision of courses by external or off-campus study. Such courses are provided in all sectors of higher education and some institutions specialize in them. At first these courses tended to be restricted to applicants who could not conveniently attend an appropriate institution on a regular basis. More recently, there has been a tendency to dispense with this restriction as experience with distance learning developed and students increasingly made it clear they would prefer to study in this mode. To assist external students some institutions have established study centres in a variety of locations. Another common development has been the provision of seminars, weekend and vacation schools in various locations where external students may conveniently gather. Many courses, however, and especially those offered in the TAFE area, are conducted completely by correspondence, although this method may include the provision of audio and possibly video tapes and other materials, as well as printed text.

Other specific measures adopted to increase access are noted in section 13 E (3) below, in which difficulties encountered in making higher education accessible to all are discussed.

13 E (2) Financial and other assistance

In 1974 the Federal Government abolished tuition fees for higher education. Fees were still levied, however, for some continuing education courses and general interest adult education programmes.

The forms of assistance available to students in higher education are listed under section 13 H, in which the Australian fellowship system is described.

13 E (3) Factors and difficulties

There is no discrimination in access or selection at any level of the Australian education system. It is, however, recognized that certain groups within Australian society experience relative social and economic inequalities, and in recent years considerable efforts have been made to discriminate positively in the provision of educational services for such groups.

In 1979 the Williams Report analysed the accessibility of higher education to various categories of people in Australia: Aboriginals, migrants and the handicapped. It also commented on access related to sex differences, age and birth.

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Regarding birth and access, the Report noted that because the processes of social selection in education have largely run their course by the time a student leaves school, a further increase in access to higher education is now dependent on (a) offsetting the cost of staying at school in the case of children of poorer families; (b) changing the attitude of many working-class families to education; (c) changing the attitude of many teachers to their role in advising and influencing the attitude of parents and changing their perceptions of the aspirations of working-class children; (d) evolving methods of teaching that are more likely to catch the interests of pupils disposed to leave early and to stimulate their levels of aspirations without raising their level of anxiety; and (e) providing imaginative "second chance" programmes in TAFE.

On the subject of age and access, the Williams Report supported the idea that there should be a greater diversity of courses and types of institutions and more provision for alternative time patterns of educational activity. An increased range of external study courses and more study centres would also extend access for women with families. While retention rates to the end of secondary school had become slightly better for females than males, there was still a need to improve on the very small numbers of females in post-secondary fields that were non-traditional for women. Recommendations made on improving access for the handicapped have received new attention during the International Year of Disabled Persons.

Concerning the access of migrants to higher education, the Williams Report noted that the recommendations of the Galbally Report (see section 13 C (1)) had been accepted by the Australian Government. The Committee made the additional recommendation that there should be further research into the education problems of inner city schools and other schools with significant number of migrant children with language problems. The results of such research and implications for teaching methods and curriculum development should be discussed with teachers, who should also try to involve parents in the education process. The implementation of this recommendation by school authorities can be seen to augment the chances of migrant children at school and thus enable them to take advantage of opportunities for higher education.

Access to education by Aborigines was seen by the Williams Report to be restricted by geographical, economic and cultural factors. Because of the diversity of geographical situations, differing life-styles and needs of differing age-groups the Report cautioned against centralization of action programmes and pointed to the importance of local initiatives in the choice and administration of programmes.

The particular access problems of Aborigines to universities and colleges of advanced education have recently been examined in the Federal Department of Education's Survey on Aboriginal Access to Tertiary Education (1981). Some indication of the typical situation of Aboriginal students in universities and colleges of advanced education is revealed by the following data for 1980 provided in the survey:

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Table 2. Situation of Aboriginal students in universities and colleges of advanced education, 1980
(Percentage)

Courses	Aboriginal student population	Over-all student population
Certificate Studies in universities and colleges of advanced education	39	Less than 1
Associate Diploma/Diploma Studies	39	19
Bachelor Degree Studies	21	66
Post-graduate Degree/Diploma	1	15

The figures highlight the need for continued monitoring of Aboriginal access to studies at this level.

Several special initiatives have been introduced to improve Aboriginal access to tertiary education and to provide special support services to students during their studies.

The Aboriginal Study Grants Scheme (Abstudy) administered by the Federal Government's Department of Education, aims to raise the educational, economic and social levels of Aboriginal and Torres Strait Islander people by assisting them to take up opportunities for further study after leaving school. The scope of the scheme ranges from assisting full-time tertiary students to full or part-time courses located at, and especially designed for, isolated communities.

Other special measures, to improve Aboriginal access to tertiary study include development of enclave programmes which are attached to normal Diploma/Degree courses. They may include such features as additional support and counselling staff, special study facilities, additional tutorial assistance, as well as modifications to usual length of courses and the inclusion of Aboriginal studies. Other strategies include development of bridging courses specifically for Aboriginal students and complete alternative courses, such as the teacher education programme at Bachelor College in the Northern Territory.

Most of the efforts to improve Aboriginal access to universities and colleges of advanced education (CAEs) have occurred in the areas of teacher education and social welfare. The National Aboriginal Education Committee's target of one thousand Aboriginal teachers by 1990 was endorsed in the report of a National Inquiry into Teacher Education, known as the Auchmuty Report, and released by the Federal Government in 1980. Special efforts in the area of health and legal professional training are currently under consideration by government.

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The problems of access to post-school courses is not confined to the universities and colleges of advanced education. The fact that many adult Aborigines have not, in the past, had access to primary or secondary education or have not completed sufficient schooling to enable them to achieve standards of literacy and numeracy required in the general society, has meant that they lack the necessary prerequisites for technical and vocational training and employment in these fields.

Government financial assistance has been provided to enable a range of special adult programmes to be developed. These include pre-employment courses, apprenticeship bridging programmes, technical skills training, general education leading to School Certificate or Adult Matriculation, specific vocational programmes, such as Community Worker training and Health Worker training and individual and group special interest courses. Such opportunities are conducted both by State Departments of Technical and Further Education and by independent Aboriginal community colleges. Despite such special provisions there are considerable difficulties yet to be overcome. These are related to lack of employment opportunities in areas where many Aboriginal people reside, communication difficulties in understanding needs, insufficient appreciation of community needs in addition to individual needs, location of courses and planning and co-ordination of services.

Recently new questions have emerged concerning the access of women to higher education. The percentage of women students as a proportion of total students increased steadily between 1974 and 1980 (35.3 to 41.8 in universities and 42.7 to 48.8 in colleges of advanced education). However, declines in intakes to pre-service teacher education courses have a particular significance as women have traditionally constituted a large proportion of teacher trainees. Consideration will have to be given to those students who in previous times would have enrolled in teacher education but who would now be excluded by the sharp reduction in permitted enrolments. Resources saved in the teacher education area are to be applied to business studies and the technologies, areas in which women have not traditionally enrolled and to which many would be unlikely to gain access with required levels of mathematical attainment. As places in preferred fields of study for women are likely to contract further in the short-term future and could unduly restrict access, there will be a need to monitor the future pattern of demand for places of all school leavers, especially females.

13 F. Right to fundamental education

13 F (1) Measures to encourage fundamental education

Because of the long history of compulsory schooling in Australia, the numbers of persons who have not received or completed the whole period of their primary education is comparatively low. People who have not received or completed primary education are mainly migrants who have spent the age of primary schooling in other countries and some Australian Aborigines. It is recognized, however, that a significant problem has arisen amongst adults living in Australia of numbers of people who for a variety of reasons have been unable to take full advantage of provisions during schooling for fundamental education. This has shown up most

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clearly in problems of adult literacy and numeracy. A survey conducted by an individual researcher in 1980 found that there were more than 179 adult literacy schemes in operation throughout Australia.

While primary responsibility for remedial adult education rests with the States, the Federal Government, through the Department of Immigration and Ethnic Affairs, exercises a specific responsibility for co-ordination and funding of the nation-wide Adult Migrant Education Program (AMEP).

The objective of AMEP is to provide opportunities for migrants and refugees from non-English-speaking backgrounds to learn English appropriate to their particular circumstances and needs, and to learn about Australia, its society and services. The aim is to facilitate orientation, settlement and employment. For the most part courses and classes are provided under arrangement with the Federal Government by Special Adult Migrant Education Services units established by State Governments within each State and Territory, or by tertiary education institutions.

The On-Arrival Education phase of AMEP provides courses for new arrivals at hostel and community settlement centres. These courses include orientation and basic English instruction during the first six months after arrival in Australia. Further learning opportunities are available for both recent and earlier arrivals at centres and classes established throughout the community under the On-Going Education phase of AMEP. This programme includes full and part-time courses, part-time evening classes, community day classes for women, courses-in-industry, vocationally oriented courses, special intensive courses for professionally qualified people, the Home Tutor Scheme, correspondence courses and migrant education television.

In addition to its specific responsibilities for Adult Migrant Education the Federal Government maintains a broad interest in problems of adult literacy among all Australians. Adult literacy was an important focus of the Report of the House of Representatives Select Committee on Specific Learning Difficulties which was tabled in Parliament in 1976. As a direct outcome of this report, the Federal Government's Department of Education convened in 1978 an interdepartmental working party to examine the co-ordination of existing Federal Government programmes under which support is provided for activities relevant to adult literacy and numeracy needs and the ways in which such programmes could, within available resources, be made more responsive to these needs. The working party's findings indicated that the Federal Government was providing significant assistance in the adult literacy field through a variety of programmes, particularly in technical and further education, Aboriginal education, adult migrant education and employment-related training and research.

The Australian Council for Adult Literacy had been formed in 1976 by the Working Party on Adult Literacy of the 1976 National Conference of the Australian Association of Adult Education.

The purpose of the Council is to contribute to the development of adult literacy by promoting co-operation among interested organizations, both governmental and non-governmental, and by undertaking and encouraging appropriate

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study, research and action. Its major functions are to provide an information service, to produce two publications, a newsletter and an annual literacy review, and to organize an annual conference. The papers presented at the conferences are also published.

In 1977/78, the Federal Government's Department of Education provided secretariat and support services to assist the Council in its initial year of operation.

A unique feature of adult literacy programmes (including the Adult Migrant Education Scheme) is the extensive use made of volunteer tutors to assist students on an individual basis or in very small groups. Many hundreds of students throughout Australia are being assisted in this way. Volunteers undergo an intensive training process and spend about two hours per week tutoring a student in their own home or that of the student. Co-ordination of these programmes is carried out in some cases by TAFE Colleges and in others by voluntary agencies. The confidential relationship between tutor and student helps to overcome the embarrassment many students feel about admitting their illiteracy. If one-to-one teaching exclusively by professional teachers were to be provided, the cost would be prohibitive, but the use of volunteers has proved very successful.

13 F (2) Factors and difficulties

The literacy problem amongst adult migrants has already been mentioned. The problem has two facets: occasional lack of literacy in a person's first language and inadequate literacy in English. The Department of Immigration and Ethnic Affairs has been conducting surveys and research into the English language needs of migrants. The survey and research programme was given impetus through recommendation 10 of the Galbally Report which provides additional funding to survey the needs of migrants for English language teaching and to collect information from which future programme developments can proceed. Since 1978 some 23 projects have been commissioned including demographic studies to identify needs by location; intensive studies of particular communities of high migrant density; methodological studies for the evaluation of the effectiveness of courses provided in course content development; and studies directed towards specific support services. It is expected that all studies will be completed by the end of 1982.

Problems of literacy and numeracy are probably far more serious for Aboriginals than for other sections of the adult population. The majority of Aboriginal adults today did not have full access to primary and secondary education opportunities which would have enabled them to gain the academic and technological skills provided by normal courses at technical and further education level. In the case of people living in remote communities, contact with the European type of education has occurred within people's adult years. Under past policies, when Aboriginal people were confined to reserves or missions, only the most basic educational services were provided in these communities.

This legacy has resulted in the educational needs of Aboriginal adults being of an entirely different dimension to those of the rest of the Australian community.

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There is now considerable demand from Aboriginal adults to have access to general education programmes which include literacy and numeracy and more advanced communication courses, current affairs and Aboriginal studies. In several States, general education courses leading to qualifications equivalent to secondary schooling are being provided for adult Aboriginals. However, the decentralized distribution of the Aboriginal communities limits the access of many adults from remote areas, whose family and community responsibilities would preclude their moving to a large centre to participate in such a course.

The need for increased access to literacy programmes is well recognized. Surveys conducted in 1977 in non-metropolitan Aboriginal communities by the Federal Government's Department of Aboriginal Affairs indicated that 21 per cent of Aboriginals lived in communities in which English is not the main language, while a further 41 per cent lived in communities in which Aboriginal languages were used for daily communication.

The literacy problems and needs of tradition-oriented Aboriginals who have had little experience in the use of the English language are obviously different in many ways from those of urban and fringe people with no remaining traditional language and who use forms of Aboriginal or non-standard English. A variety of approaches is obviously necessary to determine what constitutes functional literacy for different Aboriginal communities and to mount programmes which satisfactorily meet their needs.

Literacy courses are provided in several States and are usually integrated into courses based on other functional needs. Initiatives have been taken in Western Australia, South Australia and the Northern Territory to produce special adult literacy teaching materials, mainly utilizing the English language. However, materials in some Aboriginal languages for bilingual adult programmes have also been produced.

Recent research indicates that Aboriginal cultures place emphasis on learning styles which are significantly different from Western European modes. The implications of these findings are that the problem of literacy for Aboriginals will be compounded if inappropriate materials and methodology are used.

Efforts continue to be made to improve services and to research the most appropriate means of providing programmes. Federal and State Governments contribute funds in this area. For example the Federal Government's Department of Aboriginal Affairs provides funds for adult education programmes including:

(a) The establishment of positions and programmes with State Departments responsible for adult education including several positions specifically for literacy/numeracy;

(b) Assistance to organizations involved in general adult education, where there is varying direct emphasis in literacy; and

(c) Programmes in post-secondary education which do not deal directly with literacy but where there are, inevitably, benefits in terms of increased literacy.

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The Aboriginal Study Grants Scheme administered by the Federal Government's Department of Education provides allowances to Aboriginals undertaking a wide range of courses including literacy and numeracy courses and also funds special courses in literacy and numeracy in response to an expressed need by Aboriginals for such training. Details of this scheme are provided in section 13 H (1) below.

A National Workshop on Aboriginal Adult Literacy was conducted in Canberra in 1980. It was jointly convened by three Federal Government bodies. An indication of the difficulties in the area is given by the following two examples from among the 14 recommendations to emerge from the Workshop:

(a) Rationalization of production of materials between States/Territories to minimize duplication and leading to utilization of the existing but limited number of resource personnel and curriculum specialists (recommendation 4);

(b) That Aboriginal and Torres Strait Islander adult literacy programmes be based on the language or languages chosen by the people for whom the programmes are being produced (recommendation 14).

The Federal Government is currently funding a survey of select Aboriginal communities adult literacy needs. It is hoped that the findings of this survey will have relevance for the development and provision of adult literacy programmes in the future.

The problem of adult literacy is exacerbated in Australia because the population is spread over a very large land mass. Several States are now involved in developing distance literacy programmes. For instance, the New South Wales Adult Literacy Information Office has received funds from the Federal Government's Technical and Further Education Council to develop a programme and materials for use by isolated individuals, itinerant persons and people confined to home, hospital or prison, who do not have access to personal tuition.

Another difficulty, that of ascertaining the need for adult literacy programmes, is discussed in the next section.

13 F (3) Statistical data

The Federal Government's Interdepartmental Working Party on Adult Literacy and Numeracy reported in 1979 that assessment of the literacy or numeracy level of the population was difficult, especially if the concept of "functional literacy" was employed, because measurement of skills ranged along a continuum is required. A major difficulty is hesitancy on the part of adults to come forward and admit to these inadequacies.

The Working Party concluded that a significant problem did exist, justifying the concern being shown by governments, education authorities and the community. Following the Working Party's deliberations, the Government has approved consultations amongst its authorities on specific matters affecting adult literacy and numeracy, such as the development of comprehensive and accurate collections of statistics of the provisions of these services throughout Australia.

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One of the objectives of the Australian Council for Adult Literacy is to promote and undertake research to ascertain the levels of knowledge and competencies necessary for adequate standards of literacy.

The following statistics are available for the two major phases of the Adult Migrant Education Scheme, the On-Arrival or Initial Settlement Phase and the On-Going Program:

On-Arrival Phase a/

(a) Participants

Year	Number of participants		Total
	Hostel	Community	
1977/78	3 000	50	3 050
1978/79	8 000	800	8 800
1979/80	9 750	2 000	11 750
1980/81	12 000	3 000	15 000
1981/82 (estimate)	12 000	3 000	15 000

(b) Operational expenditure (millions of dollars)

Year	Tuition and associated costs	Living allowances for persons attending full-time courses	Total
1977/78	0.95	0.48	1.43
1978/79	3.12	2.88	6.00
1979/80	4.41	3.87	8.28
1980/81	6.41	5.11	11.52

a/ The On-Arrival Phase is conducted by State Adult Migrant Education Services and includes Bilingual Information Instructors.

On-Going Phase

(a) Estimated annual enrolments are around 105,000 to 110,000.

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(b) Operational expenditure (millions of dollars)

Year	Tuition and associated costs including the cost of administration of State Adult Migrant Education Services a/	Living allowances	Total
1977/78	8.06	1.76	9.82
1978/79	8.79	1.70	10.49
1979/80	11.30	2.04	13.34
1980/81	12.43	2.75	15.18

a/ Excluding Migrant Education Television payments which in 1977/78 were \$755,523 and in 1978/79 \$224,041.

Total Adult Migrant Education ProgramExpenditure on tuition, living allowances and support services

<u>Year</u>	<u>Millions of dollars</u>
1976/77	8.82
1977/78	12.42
1978/79	17.98
1979/80	23.34
1980/81	28.77
1981/82 (estimated)	31.32

13 G. Development of a system of schools13 G (1) Principal laws and agreements

There is no one system of schools in Australia wholly dependent on centralized planning, although various steps have been taken at the national level to support schools on a systematic basis.

Each State and Territory accepts responsibility for the provision of a system of government schools. Within these State systems a variety of schools may be encouraged. A good if rather extreme example is the Northern Territory where, in the words of a Government Green Paper for discussion:

"Perhaps more starkly than in other places, the translation of ... aims into classroom practice will depend upon the characteristics of individual schools and the localities they serve. Generalisations between schools are difficult given the multicultural nature of Northern Territory society and extremely remote situations. The role of the community (as embodied in the Northern Territory Education Act 1979) must be taken into account. It could be said

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that education has a more central role to play here than in other Australian States because the Northern Territory has many of the characteristics of a developing country, e.g., a dependence on distance teaching methods for isolated students."

While encouraging some degree of diversity in government schools, the States still wish to promote a systematic approach to the provision of resources. A recent development in New South Wales, for example, has been the creation of the New South Wales Education Commission, which began operations on 20 October 1980. The Education Commission advises the New South Wales Minister for Education on the formulation of policy and on the implementation of policy decisions, emphasizing the provision of a comprehensive and balanced public education service for the State and the effective and co-ordinated use of public education services and resources.

In each State and Territory there are also non-government schools. An indication of the comparative extent of the provision of these non-government schools may be gathered from the fact that about one in four of Australian children attend such a school at some time in their school life. Systemic Catholic Schools have a loose State/Territory organization but other non-government schools tend to be created and run by their own independent councils, sometimes within the oversight of a larger authority such as a denominational religious body. Both Federal and State Governments contribute funds to non-government schools, the former making the larger contribution.

During the 1970s the Federal Government assumed a new level of financial responsibility for education in the States, and this led to closer co-ordination between the Federal and State Government authorities in improving the over-all quality of schooling and providing for educational need. This is reflected in the composition of the Commonwealth Schools Commission. It includes representatives of the Federal Government, the tertiary educational sector, State Government school systems and non-government schools, and parent and community organizations for both government and non-government schools. The need for Federal Government support for primary and secondary education to complement State patterns of provision has led to the creation of a highly developed network of communication between the Commonwealth Schools Commission and State bodies through systems of committees and other types of formal and non-formal contact.

The school systems that have developed in the various States and Territories differ from each other in numerous respects, a major principle underlying the differentiation being that types of schools are developed and maintained that are considered relevant to the particular needs of the State or Territory in question. Victoria is distinctive, for instance, in maintaining a government system of secondary technical schools as well as secondary high schools. Western Australia differs from other States in that children are not admitted to Year 1 of school until the beginning of the year in which they turn six years of age, as distinct from other States which enrol children at younger ages. A notable feature in a Territory system can be found in the Australian Capital Territory where the final years 11 and 12 in government secondary education are provided in separate secondary colleges.

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Such distinctive features are consciously developed and maintained by the State/Territory authority concerned. As will be explained in the following section, however, the Federal Government has provided funds to reduce unwanted differences between Australian schools, for example, by providing additional funding to disadvantaged schools.

13 G (2) Comprehensive schemes

(i) The provision of finance

The fundamental objective of the public financial subvention of Australia's schools, whether from the Federal or State Governments or from private sources, is to provide physical and human resources at levels which will allow all students to obtain a quality education. This necessitates concern not only with the adequacy of total resources but also with their distribution. Resources need to be provided in ways which will bring educational services to particular groups of students in the forms and quantities which best suit them.

For all schools in the States (including both government and non-government schools) the States provided 83 per cent of public expenditure and the Federal Government 17 per cent, for the year 1979/80.

The funds provided to the States by the Federal Government are recommended and distributed under the various programmes of the Commonwealth Schools Commission. The Commonwealth Schools Commission has the multiple objectives of achieving:

- Adequate regular schools;
- Additional assistance to meet particular needs where required;
- Economic use of resources;
- Development of personnel connected with schools; and
- Qualitative improvement of schools.

The major programmes are the Government Schools General Resources Program and the Non-Government Schools General Resources Program. In recommending levels of support for non-government schools, the Commonwealth Schools Commission has taken two factors into account. One is the degree of need of each school as reflected by the level of recurrent resource use per student; the other is the prevailing average level of such resource use in government schools. Hence, the general recurrent support for non-government schools is at different levels, the neediest schools receiving the most generous subvention, but all levels being tied to a fixed percentage of the average running costs for government schools. Assistance under the provision of capital facilities is also provided on the basis that the most needy cases receive the highest priority and that the degree of subvention in each case is assessed according to the school community's ability to contribute.

Other funds have been distributed under the Commonwealth Schools Commission's Special Populations Programs in the areas of Disadvantages Schools, Country Areas, Special Education, Migrant and Multicultural Education. There are also Services and Development and Special Projects Programs.

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Such programmes have been developed under the Schools Commission Act of 1973. The following extract is taken from Section 13 of this Act.

"In the exercise of its functions, the Commission shall have regard to such matters as are relevant, including the need for improving primary and secondary educational facilities in Australia and of providing increased and equal opportunities for education in government and non-government schools in Australia and the need for ensuring that the facilities provided in all schools in Australia, whether government or non-government, are of the highest standard, and, in particular, shall have regard to -

- "(a) the primary obligation, in relation to education, for governments to provide and maintain government school systems that are of the highest standard and are open, without fees or religious tests, to all children;
- "(b) the prior right of parents to choose whether their children are educated at a government school or at a non-government schools;
- "(c) the needs of disadvantaged schools and of students at disadvantaged schools, and of other students suffering disadvantages in relation to education for social, economic, ethnic, geographic, cultural, lingual or similar reasons;
- "(d) the need to encourage diversity and innovation in education in schools and in the curricula and teaching methods of schools;
- "(e) the interest to stimulate and encourage public and private interest in, and support for, improvements in primary and secondary education and in schools and school systems;
- "(f) the desirability of providing special educational opportunities for students who have demonstrated their ability in a particular field of studies, including scientific, literary, artistic or musical studies; and
- "(g) the need, in relation to primary and secondary education and in schools and school systems, to promote the economic use of resources."

(ii) The building of schools

The provision and maintenance of government school buildings in the States is a State responsibility although the Federal Government makes contributions towards the capital costs of both government and non-government schools.

A number of avenues have been developed for investigation and the provision of advice on a nation-wide basis. In 1973, for instance, Australia joined the OECD Program on Educational Building. A Working Party was established in 1978 in order to expand the breadth and depth of Australian involvement and to co-ordinate Australian activities.

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Being involved in the funding of capital facilities, the Commonwealth Schools Commission is interested in the requirements for, and costs of, school buildings. In 1974, in conjunction with the States, it undertook a survey of school building needs in Australia. Since then it has co-operated with government and non-government educational authorities in the States and Territories in further analyses of school building needs. It has been particularly concerned with new demands generated by population changes and changes in educational policies, such as reduced class size, consolidation of schools, community use of school facilities, changes in patterns of school organization (e.g., the integration of handicapped children into the ordinary school situation) and the demands made by changed approaches in curriculum and teaching. A Buildings Committee was established in 1975 and this led to the publication of a number of documents, including the "Guidelines for General School Buildings".

The Australian Education Council, which comprises the Federal, State and Northern Territory Ministers for Education, also is concerned in developing nation-wide perspectives on school building. In 1977 it agreed to co-operate in a major study initiated by the Federal Government. This led to the publication in 1978 of Comparative Capital Costs of Government and Non-Government Schools in Australia, a document that made recommendations on a range of areas and costs per pupil for whole schools or parts of schools which could be readily used by education authorities as the basis for the briefing and design of school projects. (The Federal Government decided in 1981 that from 1982 its grants for the construction of both government and non-government school building projects should not exceed standards developed in the co-operative Federal Government/Australian Education Council study. The Australian Education Council itself decided that each State/Territory authority should develop and implement methods for containing educational building costs on the basis of the joint study, and the Council's School Building Officers' Group was asked to identify and exchange means of containing educational building costs.)

Additional comments on school building are included in section 13 G (4) below, on the factors involved and difficulties encountered in the development of a system of schools.

(iii) Provision of educational material

In each State or Territory a curriculum development unit works closely with syllabus and examination boards, where these exist, to produce syllabus guides, curriculum materials and professional advice to teachers.

In recent years, however, significant developments affecting curriculum and educational materials for schools have included:

The devolution of greater responsibility within guidelines to regions and schools (to varying degrees among States and Territories) for curriculum development and adaptation and the rationalization and improvement of infrastructures to assist school-based curriculum development;

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Growing diversity in the types of school programmes offered, and the adaptation of curricula to suit local school populations;

Greater involvement by teachers, parents, employers and the community in developing or influencing curriculum content.

Consequently, while educational materials are still frequently provided at the State/Territory level, they are also provided at the local and regional levels, especially by teachers, who normally have experience in the development of materials from the time of their pre-service education.

During the 1970s, it also became accepted that some curriculum and materials development could be undertaken most effectively by co-operative activity at the national level. In 1975 a national Curriculum Development Centre was established. It had no power to determine the curriculum of schools. In close association with State and other curriculum bodies, it developed an important role in co-ordinating curriculum development in Australia, sponsoring and participating in the production and publication of materials and improving the flow of information among people working in curriculum development. Projects have been undertaken or supported in areas such as language development, cultural, multicultural and social education, environmental education, expressive arts and visual education, health, physical and recreational education, international education and science and mathematics education (see foot-note 2).

13 G (3) Statistics/data

In the government school sector the number of schools has increased steadily since 1975, while in the non-government sector, school numbers declined gradually to 1977 before undergoing a sharp increase in 1978 and 1979. Trends in primary school numbers in both sectors generally mirrored this pattern, while secondary schools have experienced a steady growth in numbers throughout the period. The following table shows trends in school numbers for selected years from 1972 to 1979.

Table 3. Number of schools in Australia, 1972-1979

Year	Government	Non-Government	Total
1972	7 362	2 190	9 552
1975	7 266	2 140	9 406
1977	7 325	2 125	9 450
1979	7 392	2 200	9 592

Source: Australian Bureau of Statistics, Catalogue No. 4202.0.

The decline in government schools in the period prior to 1975 reflected a policy adopted by State Education Departments of closing very small primary schools

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in rural areas and consolidating enrolments in larger central units. Since 1975, however, the number of government primary schools has increased, reflecting both increases in the student population and the necessity of providing new schools in the expanding outer suburban fringes of large cities. This latter factor has also required the provision of new secondary facilities. Trends in non-government school numbers were influenced by varying factors in the 1970s. Numbers have been affected by a series of amalgamations and closures as well as by the opening of new schools. The upturn in non-government school enrolments in recent years can be expected to add to the demand for additional capital facilities over the next few years at least.

13 G (4) Factors and difficulties

Possibly the greatest difficulty faced by the Australian education systems has been the provision of quality educational facilities and programmes over the vast land mass of the Australian continent. To overcome extremes of isolation distance learning methods are commonly employed. In less isolated situations publicly funded transport services convey children to centrally provided facilities. Allocating funds in terms of relative isolation and size of settlements, the Country Areas Program of the Commonwealth Schools Commission complements the various strategies employed by the State/Territory authorities to compensate for varying degrees of isolation.

The Australian population has relatively high residential mobility patterns. An official survey in 1975 showed that more than 50 per cent of families with children under 18 had moved residence at least once in the previous five years. This mobility, coupled with the aging of the population, has led to declining requirements for schools in some areas and new demands for schools in others. Another complication has been a recent increase in enrolments in the non-government school sector and new demand for non-government school buildings, sometimes in areas where government school facilities are no longer fully utilized.

Problems in the funding of capital facilities have been exacerbated by inflation, leading to the determinations to contain educational building costs mentioned above in section 13 G (2).

In the area of the development of curriculum materials, a problem has been that materials produced by some national working parties have not proved acceptable to all States.

13 H. Establishment of an adequate fellowship system

13 H (1) Fellowship system - principal laws

Scholarships, fellowships and grants for educational purposes are provided in Australia by governments, tertiary institutions, colleges and schools, business houses and individuals, but the major responsibility for establishing and maintaining a comprehensive system of awards has been assumed by the Federal Government. In 1980 the Federal Government through its Department of Education paid about \$215 million to 167,000 students. Details of the various schemes are given in section 13 H (2).

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The Tertiary Education Assistance Scheme and the Postgraduate Awards Scheme operate under the Student Assistance Act 1973 and its Regulations. A review of these schemes is available in the Report on the Operation of the Student Assistance Act in 1980. The Act required the establishment of Student Assistance Review Tribunals. These deal with appeals against administrative decisions concerning grants of assistance or applications for a particular benefit provided by the Act.

The other student assistance schemes do not yet operate under legislation but under Ministerial discretion on the basis of Cabinet decisions. These schemes are the Aboriginal Secondary Grants Scheme, Aboriginal Study Grants Scheme, Secondary Allowances Scheme, Assistance for Isolated Children Scheme and the Adult Secondary Education Scheme. In contrast to the tertiary schemes they do not have an appeal system.

13 H (2) Measures to overcome obstacles

The various educational awards administered by the Federal Government are outlined in the following tables:

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Table 4. Australian Government: major student assistance schemes
Primary and secondary education

Scheme	Conditions of award	Number of students receiving assistance	
		30 June 1979	30 June 1980
Secondary allowances	Means-tested benefits to parents of full-time students under 19 years of age to complete last two years of secondary education	19 400	20 735
Adult secondary education assistance	Means-tested benefits to full-time students over 19 years of age after at least a three-year break from previous matriculation level or tertiary study	1 873	1 799
Assistance for isolated children (primary and secondary)	Partially means-tested boarding (or second home) assistance and correspondence allowances provided for students whose home is beyond a specified distance from the nearest school and school transport service; assistance may also be made available for children with disabilities, children undertaking remedial or other special courses and children from itinerant families	15 060	14 889
Aboriginal secondary grants	Non-means-tested allowances for full-time students of Aboriginal or Torres Strait Island descent who are under 21 years of age and attending an approved secondary course; awards are available for students attending primary school if the student is at least 14 years of age	14 543	15 592

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Table 5. Australian Government: major student assistance schemes
Tertiary education

Scheme	Conditions of award	Number of students receiving assistance	
		30 June 1979	30 June 1980
Postgraduate awards	Non-means-tested competitive awards for post-graduate study at Australian universities (some places reserved for students in colleges of advanced education)	1 910	1 849
Tertiary education assistance	Means-tested allowances for full-time students enrolled at universities, colleges of advanced education, and technical and further education institutions who are studying for a first tertiary qualification	83 617	81 915
Pre-school teacher education allowances	Non-means-tested allowances payable to full-time students enrolled in approved courses of pre-school teacher education at colleges of advanced education (phased out from 1977 and replaced by tertiary education assistance)	47	5
Aboriginal study grants	Non-means-tested allowances payable to persons of Aboriginal descent undertaking approved courses of training or study in Australia after leaving school	4 449 ^{a/}	6 551 ^{a/}

^{a/} These figures represent the number of students in training under the scheme during the first half of the years specified.

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In addition to the normal student assistance schemes described in the above tables the Federal Government pays living allowances to people undertaking special education programmes. For example, a living allowance is paid under the Adult Migrant Education Programs to adults undertaking a full-time English language course.

Living allowances may also be paid to young people who are experiencing employment difficulties and who need to undertake additional education or training courses of a short-term nature. A major scheme in this area is the Education Program for Unemployed Youth (EPUY). This program for people of 15 to 24 years of age was established by the Federal Government's Department of Education in 1977. Its objectives have been identified as being to improve the employability of young unemployed persons through the improvement of self-confidence, work education, literacy, numeracy, life-coping and human relationship skills.

13 H (3) Factors involved and difficulties

Allowance levels are reviewed annually and periodically adjusted to take account in full or in part for movements in costs. For instance, in its 1980 Budget the Federal Government announced new rates and conditions for awards in the Tertiary Education Assistance Scheme. In addition to a 10 per cent increase in living allowances for 1981, the levels of adjusted family income at which minimum and maximum levels of benefit would be payable were increased, as were the amounts students could earn before their allowances become affected and rates for a dependent spouse and child or children.

13 I. Improvement of the material conditions of teaching staff

13 I (1) Principal laws and regulations

This section may be conveniently divided into (i) improvement of material conditions; and (ii) provision for continuing education.

(i) Improvement of material conditions

Systems for reviewing salaries and conditions of employment of teaching staff in Australian schools are complicated by the division of responsibility for the provision of educational services between State and Federal Governments with a significant sector of independently funded and organized schools, as described in detail elsewhere in the present report. The following general comments apply to Australian administrative arrangements designed to improve material conditions of teaching staff.

Minimum standards for salaries and conditions of employment for the vast majority of teaching staff (those employed in State and Federal schools and in some independent schools) are set out in Awards or Determinations of the various State Industrial Commissions, Teachers' Tribunals and the Commonwealth Conciliation and Arbitration Commission. The minority of teachers in "award-free" independent schools in general receive improvements in salaries and conditions in line with and following changes in conditions in State schools.

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Most teachers have access, therefore, through their collective organizations, to independent conditions-fixing authorities. Provisions also exist for appeal against decisions of such bodies by employee (and employer) organizations - for example to a Full Bench of the Commonwealth Commission against the decision of a single member of the Commission.

(ii) Provision for continuing education

While continuing education for teachers is widespread in Australia, it is not normally the case that employers are required to make provision for continuing education opportunities or for teachers to be required to take part in continuing education. The Auchmuty Report recommended in 1980 that authorities should ensure that every teacher has the opportunity to participate in five days of in-service education outside of school hours in each year. It was recommended that every teacher should be eligible for full-time paid release for one school term, or its equivalent, after every seven years of service in order to follow an approved programme of professional development. These recommendations have not been taken up and embodied in legislation or regulations by the Federal and State governments. However, it is clearly the case that in practice many teachers are able to participate in five days or more of in-service education outside of school hours each year.

13 I (2) Measures adopted

(i) Improvement of material conditions

Teacher organizations have sought (and obtained) a range of improvements in salaries and conditions through the established machinery (see the section above). During 1979 and 1980, most teachers in Australia sought and obtained a general salary increase based on changes in the value of work performed by teachers (curriculum changes, greater decentralization of administrative matters to local schools etc). The vast majority of Australian teachers have also received regular salary increases derived from the operation of a centralized system of wage fixation based on indexation. Under this system, most teachers (and most other Australian workers) received wage adjustments, initially each quarter and subsequently each half-year, broadly in line with increases in the Consumer Price Index (CPI).

Although the centralized wage indexation system has now been discontinued, National Wage hearings are to continue in the Commonwealth Conciliation and Arbitration Commission, and most teachers would receive any general increase awarded on economic grounds. The next such hearing is scheduled for February 1982. In the meantime, teacher organizations are, of course, free to seek improved salaries and conditions through the established Tribunal or Commission mechanisms and a number of such claims are currently being processed.

(ii) Continuing education

There is a multitude of ways in which in-service education is provided for teachers. Education authorities, professional associations, tertiary institutions

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and individual schools make programmes available. To facilitate teacher development the States have set up widely dispersed teachers' centres and the Federal Government funds 34 autonomous education centres which cater for the development needs of teachers and other members of school communities.

Where such activities involve teachers leaving their classes, there is a cost for replacement staff. Through the Commonwealth Schools Commission the Federal Government provides funds for staff replacement costs. This funding will be continued in 1982, although the Federal Government sees in-service education as the responsibility of the employing authorities.

Given the complexity of arrangements and the array of sources responsible for the financing of in-service education, it is difficult to derive figures which accurately reflect the scope and nature of provision. The following table gives an estimate of expenditure in 1977 but it excludes indirect costs, such as those borne by tertiary institutions, the costs of staff development programmes organized in schools on pupil-free days and incidental costs borne by teachers themselves.

TABLE: Estimated expenditure on in-service education
in Australia, 1977

Source of funds	Types of costs	Estimated expenditures (millions of dollars)
State and non-government school authorities	Salary costs for teachers on part-time or full-time study leave	35.0
	Salaries of in-service education branches and consultants not met from Schools Commission Services and Development funds	17.0
	Replacement costs for teachers attending short courses	15.0
Federal Government	Schools Commission Services and Development Program funds	18.7
Total		85.7

Source: Commonwealth Schools Commission.

For a further comment on the funding of in-service education, see section 13 I (4) below.

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13 I (3) Teacher participation in planning

It has been the practice for the national Commonwealth Schools Commission to include members representing teachers' interests. At the State/Territory level the situation varies but it is normally the case that subject associations and professional associations play a strong initiating role. The teacher associations that are more concerned with industrial and broader educational issues are consulted by education departments and often have representation on policy making and executive groups. In schools and colleges teachers customarily participate with the principal in general planning and in determining such matters as the allocation of teachers to classes, developing the details of the curriculum and school-based teacher development. Teachers are much involved in the development of teaching materials in their own schools and in the curriculum development bodies at State/Territory level and their experience and skills have been much utilized by the national Curriculum Development Centre. Secondment of teachers to these State/Territory and national bodies has been the common practice.

13 I (4) Factors and difficulties

(i) Improvement of material conditions

Factors and difficulties affecting improvement of the material conditions of teaching staff in recent years have included demographic trends leading to reduced student enrolments. This has caused some short-term restrictions on the employment opportunities available to newly qualified teachers and has also caused teacher organizations to concentrate, in their industrial negotiations with employing authorities, on such matters as security of tenure, class sizes and hours of face-to-face teaching rather than purely "salary and leave" issues.

(ii) Continuing education

Faced with rising costs for the provision of educational services and limited resources for education, governments in Australia have in recent years been concerned to find areas in education where economies could be exercised. In this endeavour it would seem that the in-service education of teachers has been restricted more than some other areas of educational expenditure. In 1980 the Auchmuty Report noted that public expenditure on in-service education had been reduced from a brief high peak in the mid 1970s. The Report cited reductions in expenditure at both national and State levels but pointed out that increased efficiency in the provision of in-service education could be a contributory factor.

13 J. Right to choice of school

13 J (1) Right of choice - regulations etc.

Parents' freedom of choice of government or non-government school for the education of their children is limited only by State/Territory legislative requirements that children attend schools meeting minimum educational standards and by financial considerations in relation to the fees charged by non-government

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schools. (As was explained in section 13 G (2) above, the Federal Government and the State and Northern Territory Governments support non-government schools which therefore do not need to obtain all their funding from fees and public appeals. Moreover, some denominational non-government schools waive or reduce fees for low-income families wishing their children to have a religiously based education. The Commonwealth Schools Commission is required by the Act to have regard to the prior rights of parents to choose whether their children are educated at a government or a non-government school.)

13 J (2) Right of moral/religious education - measures

Public contributions to the funding of non-government schools by the Federal Government and the Governments of the States and the Northern Territory represent the principal measure taken to promote the right of parents to ensure the religious and moral education of their children in conformity with their own convictions (see section 13 G (2) above).

Recently a challenge in the High Court against the constitutional validity of the Federal Government legislation providing for grants to the States in respect of denominational schools was resolved. The action was begun in 1973 by a group of citizens, but lapsed for some years. It was later revived and hearings were conducted in 1979 and 1980. The decision of the High Court on 10 February 1981 confirmed the capacity of the Federal Government to assist with the cost of educating children in denominational schools throughout Australia.

Within the government school systems provision has commonly been made to allow members of a religious denomination or group of denominations to conduct periods of religious instruction. The onus on providing instructors has rested with the denominations, often acting in co-operation. It has been the accepted practice that children not of the denominational persuasion involved could withdraw from such periods of religious instruction. In recent years there have been attempts in some States to develop religious studies programmes, and to some extent these have replaced the traditional forms of religious instruction.

13 J (3) Measures to promote respect for this right

Bilingual teaching is not widespread in Australia and the number of non-government schools giving instruction in native languages (considered here as Aboriginal languages or languages other than English) is quite small. There would be probably fewer than 20 non-government schools teaching in Aboriginal languages. Some of these have government funding for the bilingual parts of their programmes. Concerning other languages, a governmental study found in 1980 that a few Catholic schools in Victoria, South Australia and Western Australia had adopted a bilingual approach. With one exception, these programmes were offered at kindergarten and junior primary school levels and were essentially transitional in nature, the expectation being that eventually the child's sole language of instruction will be English. The one exception was found to be a bilingual high school programme in Western Australia where there was an integrated programme of social studies, religious education and Italian units.

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These programmes attempt to cater for local community need, but there is no general provision of non-government schools that also teach in native languages. The Commonwealth Schools Commission commented in its 1981 report: "The Commission believes that where parents desire it, the opportunity for their children to be educated in a bilingual setting should be provided. It strongly supports the few bilingual schools which have been started in various States." The Commission went on to say that while bilingualism may be successful in individual schools there is no real prospect in the near future of a general policy of bilingualism. Two reasons for this are likely resource limits and the lack of a widespread desire in the community for all students to have a second language.

Although bilingual teaching is not common in schools, institutions run by and for particular ethnic groups have a history dating back at least to 1839 when the Lutheran Church introduced German-speaking day schools for the children of German settlers. Today the standard model of the ethnic school is an institution supported by a local ethnic community and offering classes in community languages and cultures. Ethnic schools of this type range in size from 10 students to 800. They usually operate after regular school time or during weekends and are supplementary to the regular government and non-government schools.

A governmental study estimated that there were 1,413 ethnic schools in Australia in 1980 with 97,270 enrolments. Some States have allocated grants to these schools or to their supporting communities. Following the study the Federal Government has made available support at the level of \$A 30 per capita per annum. To qualify for the grant schools are required to meet certain criteria, including a requirement that they be open to any student regardless of ethnic background. The Commonwealth Schools Commission has reported its intention of establishing a support programme for part-time ethnic schools and in 1981 announced the decision to conduct a national survey of part-time ethnic schools.

Another type of ethnic school is the day school, offering comprehensive full-time education with a significant component of ethnic language and culture. There were 48 such schools in 1980 at both primary and secondary levels, with roots in community groups of Jewish, German, Lebanese, Japanese and Greek origin. They are an integral part of the non-government school system and are eligible to receive government funding on the regular basis for non-government schools.

13 J (4) Factors and difficulties

The foundation of new non-government schools is an indicator that members of the community have educational requirements that are not fully satisfied by the provision of education in the governmental systems. This matter is considered in section 13 K (1) and (2) below.

13 K. Liberty to establish and direct educational institutions

13 K (1) Liberty to establish institutions - laws etc.

While Australia has no legislation designed specifically to prevent interference with this liberty, attention is drawn to the comments in the

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introduction to this report concerning the preservation of human rights generally and Australia's anti-discrimination legislation.

Non-government schools operate under conditions determined by government authorities, usually registration boards, in each State and Territory. In most States and Territories they cannot be opened or continue to operate until they are registered. Provided they meet minimum educational standards, there is no interference in their governance and they are eligible for support from the State and Federal Governments in both the areas of capital and recurrent expenditure.

The following figures give the number of non-government schools in Australia from 1972 to 1979:

1972	2 190
1973	2 176
1974	2 157
1975	2 140
1976	2 138
1977	2 125
1978	2 145
1979	2 200

During these years some non-government schools closed but others were amalgamated. The upturn in numbers in recent years has included the emergence of a relatively high number of small, non-denominational schools and schools without religious affiliation.

A recent study has shown that for Australia as a whole the proportion of students attending non-government schools in the last few years has increased, and that the rate of increase appears to be accelerating. The Commonwealth Schools Commission believes that a contributory factor here has been the policies of successive State and Federal Governments since 1973 on the funding of non-government schools. It considers that the current growth in the non-government sector is likely to continue for at least the next few years.

Concerning the control or direction of non-government schools, Catholic schools are systemic or non-systemic. The systemic schools form a sector integrated with the State or Territory Catholic Education Office but are diocesan in nature and a high level of control is vested in the principal. The non-systemic schools are directed by religious orders. Other non-government schools are normally directed by their own school councils or boards.

13 K (2) Practical measures

It is possible to envisage circumstances where the enjoyment of the liberty to establish and direct educational institutions could be affected. For instance, a local authority might decline to issue a building permit for a proposed non-government school. As far as can be ascertained, however, there are no practical measures specifically designed to prevent interference with this liberty.

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ARTICLE 14. PRINCIPLE OF COMPULSORY EDUCATION, FREE OF CHARGE FOR ALL

As explained in sections 13 A and 13 C of the present report, Australia has long enjoyed the provision of compulsory primary education, free of charge.

ARTICLE 15. RIGHT TO TAKE PART IN CULTURAL LIFE AND TO ENJOY THE
BENEFITS OF SCIENTIFIC PROGRESS AND THE PROTECTION
OF THE INTERESTS OF AUTHORS

15 A. Right to take part in cultural life

General comment

In general the objectives of cultural activities in Australia are the promotion of access, the promotion of excellence and promotion of national identity.

The promotion of cultural values in Australia at the present time is encouraged by a growing awareness of an emerging national cultural identity. Over the past decade cultural activity has flourished to an unprecedented extent. There are indications that, as the government-promoted concept of a multicultural society becomes firmly established in the community at large, cultural involvement will become even more widespread.

In 1975 the Federal Government became committed to the preservation and development of a culturally diversified but socially cohesive society, free of racial tensions and offering security, well being and equality of opportunity to those living in Australia. In May 1978 the Prime Minister stated, when announcing the Government's acceptance of the Galbally Report, that the Government fully endorsed the Report's guiding principles, among which were the following:

- (a) That all members of society must have equal opportunity to realize their full potential and must have equal access to programmes and services;
- (b) That every person should be able to maintain his or her culture without prejudice or disadvantage and should be encouraged to understand and embrace other cultures.

Government funding of cultural programmes in Australia reflects the three-tier system of Government. While the main sources of funding are the Federal and State/Territory Governments, municipal governments are beginning to increase their contributions to the arts and culture. This is most evident in community arts - projects initiated by community groups, e.g., festivals and multi-arts activities - a development which offers strong support for the concept of multi-culturalism.

Many municipal councils attach value to the erection of cultural and civic centres and have adopted an enlightened attitude towards the preservation and conservation of local heritage.

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15 A (1) Principal laws and regulations

Cultural matters at the national level are the responsibility of the Minister for Home Affairs and Environment who, in turn, is responsible to the Federal Parliament. Within his portfolio, the Minister is responsible for the activities of several specialist statutory bodies, each established by Parliament to deal with one aspect of cultural activity.

The legislation upon which these institutions are based is:

Australia Council Act 1975
Australia Film Commission Act 1975
Australian Film and Television School Act 1973
Australian Heritage Commission Act 1975
Australian War Memorial Act 1980
Museum of Australia Act 1980
National Gallery Act 1975
National Library Act 1960

In addition, the Minister is responsible for cultural programmes which are administered by the Department of Home Affairs and Environment, some of which are provided for in the following legislation:

Australian Bi-centennial Authority Act 1980
Australian Institute of Aboriginal Studies Act 1964
Historic Shipwrecks Act 1976
Income Tax Assessment Act 1978 (for Taxation Incentives Schemes)
Income Tax Assessment Act 1981 (for Taxation Incentives Schemes)
Urban and Regional Development (Financial Assistance) Act 1974
(for the National Estate Grants programme)

By administrative arrangement, the Department of Home Affairs and Environment administers a range of schemes which promote cultural development and conservation.

In the States the right of the individual to participate in cultural life is recognized in relevant legislation and administrative arrangements. Three of the six States and two Territories have a legislative base for arts support activities. Several State institutions have legislative bases. The legislation most directly relevant to cultural participation and conservation is:

New South Wales

Cultural development

Archives Act 1960
Art Gallery of New South Wales Act 1980
Australian Museum Act 1902
Australian Museum Trust Act 1975
Library Act 1939
Museum of Applied Arts and Sciences Act 1945

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New South Wales Film Corporation Act 1977

New South Wales State Conservatorium of Music Act 1965

Protection of heritage

Heritage Act 1977

Sydney Cove Redevelopment Authority Act 1968

National Parks and Wildlife Act 1974 (provides, inter alia,
for the protection of Aboriginal heritage)

The National Trust of Australia (New South Wales) Act 1960

Victoria

Cultural development

Geelong Performing Arts Centre Trust Act 1972

Libraries Act 1958

Ministry for the Arts Act 1972

National Art Gallery and Cultural Centre Act 1966

National Gallery of Victoria Act 1966

National Gallery of Victoria (Development Collection) Act 1976

Science Museum of Victoria Act 1970

State Library, National Gallery National Museum and Institute
of Applied Science Act 1960

Victorian Film Corporation Act 1976

Protection of heritage

Anzac Day Act 1958

Archaeological and Aboriginal Relics Preservation Act 1972

Historic Buildings Act 1974

Swan Hill Pioneer Settlement Act 1974

Victoria Conservation Trust Act 1972

Queensland

Cultural development

Education Act 1971 (includes provision for the Conservatorium
of Music)

Libraries Act 1943

Queensland Art Gallery Act 1959

Queensland Cultural Centre Act 1976

Queensland Film Industry Development Act 1977

Queensland Museum Act 1970

Queensland Performing Arts Trust Act 1977

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Protection of heritage

The Aboriginal Relics Preservation Act 1967
The National Trust of Queensland Act 1963

South Australia

Cultural development

Adelaide Festival Centre Trust Act 1971
Adelaide Festival Theatre Act 1964
Art Gallery Act 1939
Libraries and Institutes Act 1939
Libraries (Subsidies) Act 1955
Regional Cultural Centres Act 1976
South Australian Film Corporation Act 1972
South Australian Museum Act 1976
State Opera of South Australia Act 1976

Protection of heritage

Aboriginal and Historic Relics Preservation Act 1965
Aboriginal Heritage Act 1979
National Trust of South Australia Acts 1955
South Australian Heritage Act 1978-1979
The Heritage Act 1978
The National Trust of South Australia Act 1955

Western Australia

Cultural development

Art Gallery Act 1959
Library Board of Western Australia Act 1951
Museum Act 1969
Western Australian Arts Council Act 1973

Protection of heritage

Aboriginal Heritage Act 1972
National Trust of Australia (Western Australia) Act 1964
Maritime Archaeology Act 1973

Tasmania

Cultural development

Archives Act 1965
Libraries Act 1943

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Tasmanian Arts Advisory Board Act 1975
Tasmanian Film Corporation Act 1977
Tasmanian Museum Act 1950

Protection of heritage

Anzac Day Observance Act 1929
Aboriginal Relics Act 1975
Environment Protection Act 1973
National Trust of Australia (Tasmania) Act 1975
West Coast Pioneers' Memorial Museum Act 1965

Northern Territory

Cultural development

Local Government Act 1954 (provides for library services)
Museum and Art Galleries Act 1980
(South Australia's) The Public Library, Museum and Art Gallery
and Institutes Act 1909

Protection of heritage

Aboriginal Sacred Sites Act 1978
Arts and Cultural Trust Act 1979
Conservation Commission Act 1980
National Trust (Northern Territory) Ordinance 1976
Native and Historical Objects and Areas Preservation Act 1955

Queensland, Western Australia, Tasmania, the Northern Territory and the Australian Capital Territory are moving towards the introduction of specific heritage preservation legislation.

In Victoria and in the Australian Capital Territory the National Trust bodies are incorporated under companies registration procedures.

15 A (2) Practical measures for realization of this right

15 A (2) (a) Availability of funds

Funding arrangements for cultural activities in Australia may conveniently be classified into funds for cultural projects and funds for capital works.

(i) Cultural projects

Government funding for the promotion of, and participation in, cultural projects reflects the Federal system of Government in Australia. While the main sources of funding are the Federal and State/Territory Governments, local government activity in this area is increasing.

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State funds are provided primarily through the State arts bureaucracies. Reliable figures for individual State programmes are not available, but the following table, based on data published by relevant authorities, is indicative of funding trends.

Table 7. Arts projects funding for 1980-81 through
Federal/State/Territory arts authorities

<u>Government sector</u>	<u>Thousands of dollars</u>
Federal Government (through Australia Council)	24,179
State Arts Authorities	
New South Wales	4,855
Victoria	7,600
Queensland	3,356
South Australia	3,685
Western Australia	3,070
Tasmania	452
Northern Territory	459

Cultural activities also benefit from indirect Government assistance in the form of taxation concessions.

Organizations formed for the purpose of promoting and encouraging the arts, and not for profit-making purposes, are exempt from income tax; this covers most performing-arts organizations. Government bodies and agencies, such as public libraries, galleries, museums, cultural centres and educational organizations are exempt from both income tax and sales tax, the latter being a Federal Government tax levied on goods purchased.

Gifts and donations from the private sector to cultural organizations are encouraged by the Federal Government through allowing certain of these sums to be deducted from income before the levying of income tax. This deduction is not automatic, however, and applies only to gifts and donations made either to an institution specified in the Income Tax Assessment Act or to an activity that comes under the general provisions of that Act. Gifts and donations to public libraries, museums, galleries and some cultural centres are allowable as a deduction from income in the year in which the gift is made (see under Taxation Incentives for the Arts Scheme, section 15 A (2) (b)). The provision applies also to gifts and donations to government-approved educational institutions and the cultural activities and facilities encompassed by these institutions (which include the vital field of professional training) benefit substantially. Unconditional gifts to the Australian Elizabethan Theatre Trust are also an allowable deduction; this organization then distributes these gifts to artists, performing-arts companies and other arts organizations as permitted by its charter.

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Any business organization that provides funds for cultural activities can classify this as business expenditure and claim it as a deduction from income for taxation purposes, provided the expenditure helps the business to earn income by way of public relations or advertising. Cultural events of special importance or quality, such as the new opera productions, international touring exhibitions and festivals, attract significant corporate sponsorship.

Since 1973/74 1,400 projects aimed at the conservation of buildings, places and sites of heritage importance have been supported by the Federal Government through the National Estate Grants Program at a total cost of \$20 million (details of this scheme together with institutional arrangements for heritage conservation in Australia are to be found in section 15 A (2) (f)). The Federal Government also supports the Australian Council of National Trusts through taxation concessions and provides administrative grants to the Trusts and to the Council to help with administration, survey and classification work. In 1980/81 the Federal Government provided \$260,000 to the Trusts to assist with these expenses.

All States contribute to National Trusts, the figures for 1979/80 being:

	\$
New South Wales	44,000
Victoria	45,000
Queensland	28,000
South Australia	2,000
Western Australia	60,000
Tasmania	4,000
Northern Territory	24,000

Some States contribute towards the operations of voluntary conservation bodies, in a similar manner to the Federal Government but recent figures are not available. Several States administer grant and loans schemes for conservation and heritage programmes (see 15 A (2) (b)).

With respect to private sector support for cultural initiatives, such support has relied until recent years, upon the entrepreneurial activities of the non-profit organizations, the Australian Elizabethan Theatre Trust, the National Trust and a small number of philanthropic foundations. However, the past five years have seen an upsurge in corporate sector support for arts and heritage projects and increased federal Government incentives for private initiative in the cultural fields.

In 1977 a national non-profit organization, Arts Research, Training and Support Ltd., was established in response to a recommendation of a report, "Building Private Sector Support for the Arts", undertaken by the Myer Foundation. It encourages private sector support to the arts by carrying out research and consultancy assignments for major arts institutions; organizing seminars and training courses for arts executives; counselling arts groups seeking private support and corporations considering making a financial contribution to the arts; and by running programmes to encourage such support.

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Comprehensive figures on private sector support for cultural activities in 1980/81 are not available. However, the Myer Foundation's 1977 survey referred to above indicated support in excess of \$2 million per annum, and there are indications that support has expanded since that time, both in terms of over-all contributions (to approximately \$10 million per annum) and an increase in the number of companies involved.

(ii) Capital works

Responsibility for capital works relating to the institutional infrastructure for the promotion of culture lies with State and local governments. The Federal Government is responsible only for national institutions such as the Australian National Gallery, the National Library of Australia, the Australian War Memorial, the proposed Museum of Australia and the Australian Ballet School (the institutional infrastructure in Australia for the promotion of the arts is described under section 15 A (2) (b)).

In each State there is at least one major State-run museum, art gallery and library. There are also many smaller museums, art galleries and libraries funded by municipal councils, universities, district societies, private trusts and private individuals. Most schools have libraries, financially supported by State funds. All tertiary institutions and many private companies and organizations have libraries. Increasing interest is developing in joint-users libraries, e.g., school/community libraries.

Theatre venues and cinemas abound in all main centres of population. Cinemas in Australia are, by and large, run as commercial enterprises, although the Australian Film Institute, which is subsidized by the Australian Film Commission, operates three cinemas which are dedicated to exhibiting quality films which are not necessarily "commercial". The Australian Film Institute also administers the National Film Theatre which exhibits films which may not necessarily have obtained commercial release.

The past five years have seen substantial State expenditure on performing arts centres in State capital cities and regional centres.

The figures provided below are for fixed capital funding - for arts venues, buildings and projects for which the State arts authorities have some responsibility. Funds for cultural institutions such as libraries and science museums are not included.

The considerable variation in figures is accounted for in part by two State Governments' funding of major performing arts complexes. Expenditures of this type tend to form peaks corresponding to construction activity; for example during the peak building stages of the Sydney Opera House, the New South Wales Government provided more than \$20 million in one year. The figures are based on data collected by the Australia Council.

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Table 8. Capital funding for the arts for 1980-81 through or under the responsibility of the State arts authorities

State authorities	Allocation (Thousands of dollars)
New South Wales	558
Victoria	28,500
Queensland	24,800
South Australia	1,728
Western Australia	1,650
Tasmania	302
Northern Territory	113

The establishment of facilities for the arts does not rely always on direct provision of funds by Government authorities; for example the Sydney Entertainment Centre is being built with minimal allocation of funds from the New South Wales Government.

There is no over-all established policy for municipal council involvement in the arts and heritage matters. It is for the individual municipal councils to decide what level of involvement, if any, they have with cultural and heritage activities. Municipal councils in general do attach value to the erection of cultural/civic centres and some are becoming more aware of local heritage and of the need to preserve and/or renovate buildings of local and historical significance and are using local ordinances to this end.

The pre-eminent role of government in the area of cultural development made it logical that there should be co-operation and communication at a political level and in 1979 the first conference of Federal and State Ministers with responsibility for arts and cultural matters was convened. This Cultural Council now meets annually and is supplemented by regular meetings of Government officials working in cultural areas.

15 A (2) (b) Institutional infrastructure

The major agencies in Australia established to implement policies for the promotion of cultural life may be divided into Federal, State and non-government institutions:

(i) Federal agencies

The relevant agencies established and run by the Federal Government are described below (further details may be obtained from the relevant Acts of Parliament, copies of which are attached to the present report).

/...

The Australia Council

The Australia Council is the Federal Government's agency for advice on, and support for, the arts. The Council develops policy initiatives for the arts and provides a forum for the co-ordinated planning of art forms. The Council comprises seven specialist Boards dealing with Aboriginal arts, community arts, crafts, literature, music, theatre and visual arts. The Australia Council provides both direct and indirect assistance to organizations and individuals, with project funding sometimes being made available on a matching basis with State or municipal authorities. The Australia Council provides the funding mechanism for Federal Government subsidy of the national opera and ballet companies and the orchestra of a national entrepreneurial body, the Australian Elizabethan Theatre Trust, which serve the national opera and ballet companies.

For 1981/82, \$29.3 million was appropriated to the Council, \$17.3 million of which is available for general arts support projects. From within its global appropriation, the Australia Council is required to make payments of \$1.6 million, \$3.3 million and \$2.7 million to the Australian Ballet Foundation, the Australian Opera and the Australian Elizabethan Theatre Trust Orchestras, respectively.

The Australian Film Commission

The Commission assists Australian film and television producers with funds and services for the production, distribution and exhibition of Australian films and television programmes, within Australia and abroad. It also provides assistance to film organizations, film-maker's co-operatives, media centres and film publications. Non-theatrical distribution in Australia of films produced through the Australian Film Commission is arranged with the National Library of Australia and State film distribution agencies. Film Australia, a branch of the Australian Film Commission, produces films which are required by Government Departments or which are in the national interest. The Australian Film Commission's budgetary allocation for 1981/82 is \$A 10.7 million, of which \$A 6.25 million is available for film industry development.

The Australian Film and Television School

The school, responsible for professional training for film, television, radio and audio-visual communications, received \$A 5.2 million to conduct its full-time training courses, nation-wide programme of short-courses and its National Graduate Diploma Scheme in 1981/82.

The Australian National Gallery

The Australian National Gallery develops and maintains a national collection of art and exhibits, or lends for exhibition works from the collection. Works in the collection are not yet on permanent public display in the Gallery building, now nearing completion. While \$A 15 million was appropriated to the Gallery for 1981/82, most of these funds are required for equipment for the building.

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The National Library of Australia

The National Library of Australia maintains and develops a national collection of library material which is representative of all the major countries of the world. The library is also responsible for assembling a comprehensive collection of library material relating to Australia and the Australian people including works on paper, film, sound recordings and other records. Under the requirements of the Copyright Act 1968, a copy of all library material published in Australia is deposited with the National Library. An appropriation of \$A 17.4 million was made for the library's operating expenses in 1981/82.

The Australian War Memorial

The Australian War Memorial commemorates Australian Servicemen and Women who died as a result of war. As well as being a national Memorial, it is also a museum and art gallery, containing war relics and works of art by leading Australian artists. In addition, the Memorial has an extensive library, operates an Education Service and is engaged in historical research. The Memorial has a budgetary allocation of \$A 3.3 million for 1981/82.

The Museum of Australia

The Museum of Australia is at the early stages of development and its acquisition and policy formulation is the responsibility of an Interim Council. The Museum's collection will have three themes: the history of Aboriginal man; the history of non-Aboriginal man; and the interaction of man and environment in Australia. The Museum has received \$0.4 million for acquisitions and administrative costs in 1981/82, the first full financial year since its inception.

The Australian Archives

The Australian Archives is a central agency for the preservation and administration of Federal Government records which are no longer required in the day-to-day business of government. The Archives administers official policy on access to Federal Government records, most of which are available for consultation by the public when they are 30 years old. Arrangements for access to records less than 30 years old are made in special cases. Its allocation from Parliament for 1981/82 is \$7.1 million.

The Australian Heritage Commission

The Australian Heritage Commission provides professional and technical advice to the Minister on the preservation and presentation of the National Estate. The Commission maintains a register of buildings and sites of heritage significance, promotes research and conducts an education programme. Its funding for 1981/82 is \$0.7 million.

The Australian Broadcasting Commission and the Special Broadcasting Service

The major role undertaken by the ABC on the SBS in the cultural life of the nation are described in section 15 A (2) (e).

The Australian Institute of Aboriginal Studies

The Australian Institute of Aboriginal Studies is constituted by Act of Parliament to promote Aboriginal studies, to publish, or assist in the publication of, the results of Aboriginal studies, to encourage and assist co-operation amongst universities, museums and other institutions concerned with Aboriginal studies and to assist these institutions in training research workers in fields relevant to Aboriginal studies. It has an Aboriginal principal and a governing council of 22 members, most of whom are prominent in the area of Aboriginal studies; five are Aboriginals.

The Australian Institute of Multicultural Affairs

The functions of this recently established body are discussed in section 15 A (2) (d).

Other institutional arrangements and programmes established by the Federal Government to assist the development of cultural life in Australia and which are administered by the Federal Department of Home Affairs and the Environment include the following:

Taxation Incentives for the Arts Scheme on the Taxation Incentives for Films Schemes

In 1978 the Federal Government introduced two taxation incentives for the arts support, through the Income Tax Assessment Act 1936. The Taxation Provisions for Films Scheme provides public support for private initiatives by allowing bona fide investors to claim 150 per cent of their investment in initial copyright in Australian films as a deduction from assessable income and a taxation exemption of up to 50 per cent of such initial capital expenditure for the purpose of income tax liability. It is aimed at stimulating private investment in a high-risk industry. The Tax Incentives for the Arts Scheme allows a gift of work of art to a public library, gallery or museum to be claimed by the donor as a deduction from taxable income, irrespective of the period for which the donor has held the work. The aim of this scheme is to enhance Australia's cultural and historical collections for the benefit of all Australians.

Artbank

Artbank was established in 1980 to foster awareness and an appreciation of Australian art by the general public. Artbank purchases and hires out works by Australian artists and crafts practitioners for display in public buildings where large numbers of people meet or transit. Funding for acquisitions for the Artbank is obtained direct from the Federal Government; \$0.43 million was allocated for 1981/82. It is expected that State Governments and private enterprises will, in due course, also assist financially. The donation of cultural works to Artbank entitles the donor to benefits under the Taxation Incentives for the Arts Scheme.

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The Public Lending Right Scheme

This scheme compensates authors, illustrators, translators, editors and publishers of Australian books for loss of income arising from the multiple use of copies of those books in Australian public lending libraries. In 1981/82, \$1.23 million will be paid to eligible claimants.

The National Australia Day Committee

The Committee advises on and co-ordinates the observance of Australia Day, commemorating the founding of European settlement in Australia in 1788. Its allocation for 1981/82 is \$0.35 million.

The Australian Bi-centennial Authority

The Australian Bi-centennial Authority, established by the Federal Government in close consultation with State and Territory Governments, is planning and arranging celebrations to commemorate, in 1988, the bi-centenary of European settlement in Australia. \$2.8 million has been allocated towards development in 1981/82 of appropriate activities.

The National Estate Grants Program

The National Estate Grants Program supports projects relating to the conservation and enhancement of sites and structures which are in, or are eligible for inclusion in, the Register of the National Estate. The operation of the Program is outlined in section 15 A (2) (a) and 15 A (f).

The Historic Memorials Committee

The Committee acquires and preserves visual representations of distinguished Australians and Australian historic events.

Museums policy

Museums policy includes the development of policy proposals to enable appropriate institutions to display and preserve all aspects of Australian history. The first phase concluded with the proclamation of the Museum of Australia Act 1980.

The Commemoration of Historic Events and Persons Program

The Program provides for the payment of costs associated with the commemoration of historic events and persons, including the maintenance of grave sites of former Prime Ministers and, where appropriate and necessary, the creation and maintenance of commemorative plaques.

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The National Maritime Archaeology (Historic Shipwrecks) Program

The Program is designed to protect historic shipwrecks in Australian waters or in the waters above the Australian continental shelf. The Program is also designed to protect wrecks of the Dutch East India Company which are subject to a treaty between the Australian and Netherlands Governments.

Indemnification of International Art Exhibitions Program

Under this Program, the Federal Government indemnifies against loss or damage material in international exhibitions, touring to or from Australia, which are sponsored by the Australia Council in conjunction with the Australian Galleries and/or the International Cultural Corporation of Australia Limited.

The Preservation of Movable Cultural Property Program

The Program aims to prevent the export of items of national cultural significance and seeks to ensure that proper controls are exercised in determining materials whose export should be prohibited.

The International Cultural Corporation of Australia Ltd.

The Corporation was established in May 1980, by the Federal Government, as a private company to manage international art exhibitions touring abroad. Its programmes are determined in association with the Australia Council, State art galleries and Federal Government departments. Exhibitions are indemnified against physical loss or damage by the Federal Government Indemnification of Exhibitions Program (see above). As well, the Federal Government has provided administrative funds to assist the organization until it is fully self-supporting: \$0.25 million was made available for 1981/82.

Official Establishments Trust

In 1979 the Government established the Trust which is responsible for policy advice in relation to the conservation, development and efficient operation of the buildings and grounds of Australia's Official Establishment. The Official Establishments comprise Government House (ACT) and Admiralty House (NSW) which are the official residences of the Governor-General; The Lodge (ACT) which is the official residence of the Prime Minister; and Kirribilli House (NSW) which is the official accommodation facility for Heads of Government, Ministers and other visiting statesmen and dignitaries visiting Australia as official guests of the Federal Government.

Members of the Trust are also members of the Australian Fund, a registered corporate body established by the Government in 1978 to encourage private gifts, donations and loans of works of art, antiques, furnishings and material of historical interest and importance to the Official Establishments. The Trust also receives cash donations for the purchase of items for the Australian Collection which reflects Australian cultural achievement and heritage. The Trust is an eligible donee for the purposes of the Federal Government's Taxation Incentives for the Arts Scheme.

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(ii) State Government institutions

The following information is also provided with respect to cultural infrastructure and programmes administered by the States and the Northern Territory. (This information is based primarily on material published by the States.)

New South Wales

In New South Wales, a Division of Cultural Activities operates within the Premier's Department and is that Government's advisory and administrative unit for the arts and cultural activities generally. In conjunction with a Cultural Grants Advisory Council, it co-ordinates and implements cultural development and grant programmes. Grants are approved by the Premier, as Minister for Cultural Activities, and include funding of the visual, performing and community arts, literature, history, film, video, capital grants and conservation as well as funding State Government cultural institutions. Through the State cultural institutions, the Division maintains the cultural heritage of the State.

The Australian Museum in Sydney operates with a small statutory endowment, supplemented by annual State parliamentary appropriations. The Museum's field is natural science and anthropology (particularly of Australian Aboriginal and Pacific Island peoples). A large and comprehensive natural history library is attached to the institution.

The Museum of Applied Arts and Sciences, which is also centered in Sydney and has regional branch museums, contains engineering and transport exhibits and collections and displays in such fields as ceramics, Asian arts, costume, numismatics, and musical instruments.

The State Library of New South Wales is divided into the General Reference Library, several specialist collections, the State Film Library, the Adult Education Library and other smaller collections. The State Library staffs most government department libraries and offers technical assistance and other services to these and other libraries. Specialist collections include collections of books, manuscripts, and pictures dealing mainly with Australia and the South Pacific. The Library's Extension Service has a reference and lending service for municipal and shire public libraries and for country residents not served by public libraries.

The Archives Authority of New South Wales was established in 1961 to direct the operations of the Archives Office of New South Wales, which controls the storage and cataloguing of State archives and semi-current public records. The main functions of the Archives Office include the processing of accessions, the repair, preservation and disposal of records, and provision of reference services.

Local public libraries have been established in many centres throughout New South Wales. Bookmobile services are provided by councils for sparsely populated areas which do not warrant the establishment of branch libraries and, as an interim measure, for more heavily populated areas. The Library Act 1939 provides for the payment of State subsidies in respect of libraries maintained by municipal and shire councils.

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The Art Gallery of New South Wales contains the State's principal collection of works of art. These include a large and comprehensive collection of Australian paintings, drawings, prints, sculptures, and ceramics, a number of European paintings and prints (chiefly Sixteenth and Twentieth century British and French), and examples of Oriental art and of Australian Aboriginal and other tribal art. Funds for the purchase of works of art are provided mainly from a State government grant.

The Sydney Opera House functions as a performing arts centre; the building also provides facilities for multilingual conferences and conventions.

The New South Wales Film Corporation has responsibility for the making, promotion, distribution, and exhibition of short and documentary films on behalf of State Government bodies and it may, with the approval of the Minister, make, promote, distribute, and exhibit other films. Its other main function is to encourage and assist, by financial or other means, the making, promotion, distribution, and exhibition of films by private interests.

Victoria

The Victorian Ministry for the Arts was established to develop and improve the appreciation and practice of the arts in Victoria; to make the arts more available to the people of Victoria; to encourage and assist in the provision of facilities for the arts to be performed or displayed; and to advise and co-operate with other government departments, municipalities, and public authorities in the promotion and practice of the arts within Victoria. A Director heads the Ministry, and the Victorian Council of the Arts advises the Minister and the Director on matters concerning the arts referred to them and, from time to time, to make recommendations to the Minister concerning the State's involvement in the arts. The Ministry is responsible for the National Gallery of Victoria, the State Library and the State Film Centre and for recommending and administering grants and other forms of support made by the Victorian Government to various kinds of bodies. The Ministry's responsibilities include raising the standard of regional art galleries through exhibitions, educational activities and scholarships; and advising on and assisting in the development of performing arts centres and arts activity workshops, this programme running parallel with the design and construction of the performing arts section of the Arts Centre, which is to provide a venue for arts exhibition and performance.

The Victorian Government allocates funds for the development of public libraries through the Library Council of Victoria and 99 per cent of Victorians live in a municipality serviced by a public library.

The State Library of Victoria is organized on a departmental basis. The Library offers a varied service including art, music, and performing arts reference services. The State Library maintains a municipal support service which is intended to supplement the resources of Victorian public libraries and a selective lending service to those country borrowers who are not served by a municipal or regional library service.

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The State Film Centre operates three theatres, a free film/video lending library, and a free public reference and information library. It offers film purchasing, equipment, and technical services advice to government bodies and community groups. As well, the Centre conducts special community film screenings and also assists other organizations to present special film projects.

The Victorian Film Corporation was established to encourage and promote the production, exhibition, and distribution of films, television programmes, and to assist in related areas. The Corporation has financed feature films, documentaries, television features, script development, government films, and associated activities.

Queensland

In Queensland responsibility for the arts is vested in the Director of Cultural Activities within the Department of Tourism, Sport and the Arts which is responsible to the relevant State Government Minister. A Queensland Cultural Advisory Council advises the Minister and the Director on Departmental arts policy and recommends on financial assistance to applicant organizations for project funding, entrepreneurial work and capital projects.

The Library Board of Queensland seeks to attain the fullest co-ordination and improvement of library facilities in the State for the benefit and educational improvement of citizens. The Library Board operates an incentive scheme to encourage the establishment of regional libraries.

Provided that municipal authorities comply with conditions laid down by the Library Board, those conducting free library services are eligible to receive from the State Government an annual reimbursement of half their expenditure on books, the salaries of unqualified staff and approved miscellaneous expenditure for regional library services and accommodation. Subsidies were also paid on the salaries of qualified librarians.

The State Library of Queensland includes a main reference collection, a Public Libraries service and an Audio Visual collection. The John Oxley Library, a separate library within the State Library of Queensland, comprises material relating to the history and literature of Australia, and of Queensland in particular, and provides facilities for historical and literary research.

The Queensland Museum is the State museum of general science.

The Queensland Art Gallery, funded by the State, has an active education programme and assists country centres with exhibitions of art work on loan from its collection.

The Queensland Film Corporation provides financial assistance to producers of feature films, telemovies, and television series. The provision of financial assistance is conditional upon the employment of local personnel, including trainees. In addition, film productions supported by the Corporation will be expected to be shot predominantly in Queensland.

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South Australia

In South Australia, assistance for arts activity is administered within the Department of Arts, responsible to the Minister of Arts. Policy in community arts is decided in consultation with an Arts Grants Advisory Committee.

The State Library of South Australia has a representative reference collection which includes tape recordings of Aboriginal music. Its programmes include archives and a publishing programmes. Following a review in 1979, the public library system was separated from the State Library and given equal status to assist development of public libraries in the State.

The South Australian Museum is administered within the Department of the Arts. Similar to other major museums in Australia and overseas, it acquires and preserves collections, conducts research and conservation and acts as an education (conducting, inter alia, a Travelling Education Service) and information centre for students and for the public. The Museum specializes in history, ethnology, natural history and geology. In addition to the State museum, there are several specialist museums dealing with various aspects of heritage - political, social, nautical and rail.

The protection of Aboriginal relics and of traces of early settlement in the State is administered by the Minister for the Environment under the Aboriginal and Historic Relics Preservation Act 1965.

The National Gallery of South Australia is a State Government department with a representative selection of Australian and European art. Staff undertake research and conservation. Public information programmes include film screenings and an education-oriented travelling art exhibitions and regional tours of works from the collection.

The Adelaide Festival Centre is the venue for a major biennial festival featuring local and overseas artists. The Regional Cultural Centres Act 1976/77 provides for the establishment of Regional Cultural Centres.

The South Australian Film Corporation produces feature films for cinema and television release and also enters into co-production and investment arrangements with other producers. It has been involved in the production of many of the Australian films which has earned overseas acclaim. The Corporation encourages feature films and television production by providing studio and sound mixing facilities for rental.

Western Australia

The Western Australian Arts Council is a statutory body charged with three specific functions: to enhance the standards of performance and execution in all aspects of the arts; to make accessible to the public of Western Australia all forms of artistic and cultural work; and to foster and maintain public interest in the arts and culture of the State. The Council undertakes these functions through the funding of arts organizations and events which could not operate or take place

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without financial support; a training programme throughout the State which includes performances, exhibitions and tutors; and a development and advisory service which encourages self-help while providing assistance from a central source. Funds available to the Council to enable it to exercise its functions include amounts appropriated by the State Parliament or made available by the Federal Government, amounts borrowed by the Council, and moneys which may be advanced by the Treasurer. The Council is affiliated with, and receives financial support from, the Arts Council of Australia (Federal Division).

The Library Board of Western Australia was established to advise the Minister and local authorities on matters of general policy relating to libraries and to administer funds appropriated by the State Parliament. The State library service comprises the State Reference Library of Western Australia, which includes the State archives; the Central Music Library; the State Bibliographical Centres; and municipal libraries. These units are co-ordinated by the Board to provide an integrated and comprehensive library and information service through the State.

The Western Australian Museum is mainly concerned with natural sciences and human studies with particular emphasis on Aboriginal archaeology, Aboriginal material culture, maritime history, underwater archaeology, industrial and agrarian technology, arms and armour. The museum has an extensive educational programme to cater for primary school through to University level. Under the provisions of the Aboriginal Heritage Act 1972, the Museum is responsible for administering the work of the Aboriginal Cultural Material Committee. The Act requires that the Registrar of Aboriginal Sites, the principal executive officer of the Committee, shall be a member of the staff of the Museum. The main function of the Committee is to evaluate, record and preserve Aboriginal sites and specific traditional Aboriginal artifacts within Western Australia.

The Western Australian Art Gallery displays permanent and touring exhibitions and houses conservation laboratories, a reference library and a film theatre. It organizes touring arts exhibitions within the State, such exhibitions being accompanied by Education Officers, and supplements these activities by publication and public information programmes.

Tasmania

The Tasmanian Arts Advisory Board is appointed by the Minister for the Arts to advise on arts policy matters, to advise on the provision of financial assistance to organizations or individuals for arts projects and to co-ordinate the provision of financial assistance to organizations and individuals.

The State Library of Tasmania provides a comprehensive library and information service to all sections of the Tasmanian community. Its collections include a definitive collection of all books published in Tasmania, a large research collection relating to Australia, a collection of films, records and tapes on performing arts which are available for borrowing by individuals and organizations. The State Library services the State through regional library systems. Under the Archives Act 1965, the State Library is the repository of official State records and also holds a considerable quantity of private records.

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The Tasmanian Museum and Art Gallery houses collections in the fields of fine and applied art, zoology, geology, botany, history, anthropology and applied science particularly relevant to the natural and human heritage of the State. In addition to its activities in collection, conservation and research, the Museum provides a programme of travelling exhibitions and a school education service.

Northern Territory

In the Northern Territory, arts and cultural affairs are handled within an Office of Arts and Cultural Affairs responsible to the Minister for Community Development. It provides financial support to, and co-ordinates cultural activity in, the Territory.

Museums and Art Galleries in the Territory, provided for in the Museums and Art Galleries Act 1980, operate in Darwin and Alice Springs and their collections concentrate on the human, natural and physical sciences and fine arts. Research is undertaken into the origins and provenance of the collections, both in the field and within the institution. Programmes include regional exhibitions, mobile displays and education programmes, both national and international.

A State reference library began operations in 1980.

Australian Capital Territory

Promotion and funding of cultural activities in the Australian Capital Territory (ACT) is administered within the Federal Department of the Capital Territory. An ACT Advisory Committee on the Arts advises the Minister for the Capital Territory on policy issues and recommends on grant allocations. ACT is serviced by national museum institutions such as the Academy of Science and the Institute of Anatomy. The Australian National Gallery is not yet open to the public and the Museum of Australia is still in developmental stages.

As from 1 July 1981, administration of the Canberra Public Library Service was transferred from the National Library of Australia to the Department of the Capital Territory.

(iii) Non-Government cultural and heritage organizations

Two major non-government organizations in Australia, the Arts Council of Australia and the Australian Elizabethan Theatre Trust, operate very effectively to popularize cultural activity.

The Arts Council of Australia is an independent non-government, incorporated body. It has a unique structure of volunteer and professional networks throughout Australia. Each State and Territory has an Arts Council Division which is autonomous and professional office in each capital city (except Tasmania where it is located in Devonport). There are 250 local branches primarily, but not exclusively, in country areas. The major functions of the Arts Council are to tour the performing arts to school and adult audiences in country areas; to tour exhibitions; to run weekend and vacation workshops in all aspects of the arts; to

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stimulate and co-ordinate community arts activities. The Arts Council of Australia and its Divisions are funded by State Government arts authorities and the Community Arts Board of the Australia Council.

The Australian Elizabethan Theatre Trust's major functions are to administer the Elizabethan Trust Orchestras; to act as entrepreneur in the touring of theatre features from overseas and Australian sources; and to provide general services in communication for theatre organizations. The Trust receives annual grants from the Federal Government through the Australia Council and from State and local governments. Earned revenue is supplemented by subscriptions and donations.

There are similar organizations operating in the fields of craft, visual art, literature and music.

The history structure and role of the Australian National Trusts are outlined in section 15 A (2) (f).

15 A (2) (c) Promotion of cultural identity as a factor of mutual appreciation

In recent years a number of distinctive aims have emerged in Federal Government programmes in support of the arts. One is to improve and maintain traditional cultural activities associated with Australia's Anglo-Celtic heritage and to make them more accessible to greater numbers of people. A second is to provide financial assistance to individual artists and craftsmen and to encourage more people to participate in distinctly Australian cultural activities. A third is to further appreciation of the role and value of two important subcultures - those belonging to Aboriginal communities and to ethnic (non-Anglo) minorities.

With respect to the second of these objectives it may be observed that the dominant culture of Australia is less than 200 years old. Except in the subculture of the Aborigines, cultural forms have been derived from remote cultures and it has taken some time for the differentiation of a national identity. National political unity, a pre-condition to national identity, has existed for only 80 years.

The statutory functions of the Australia Council including fostering the expression of a national identity by means of the arts and promotion of Australian culture overseas. The Australian Film Commission is responsible for the production, promotion, distribution and exhibition of Australian films, particularly those dealing with matters of national interest. Internationally acclaimed films produced by the Commission and its State counterparts reflect growing self-analysis and consolidation of identity in the Australian community. The Australian Heritage Commission is required to encourage public interest in, and understanding of, issues relevant to the national estate while the objects of such institutions as the National Library of Australia, the Australian War Memorial, the Australian Archives and the Australian National Gallery and the proposed Museum of Australia all relate to promotion of awareness of Australia's heritage.

Cultural exchange activities also assist in the development of Australian national cultural identity as well as foster international co-operation. Not only

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does international cultural contact by Australians provide access to the diversity and excellence of other cultures but it allows for the evaluation of Australian culture in a fresh light.

Government involvement in this aspect of cultural development has been essential in providing both the political framework in which exchanges can be negotiated and the necessary indemnities to secure the release of art treasures for exhibition in Australia. Formal cultural exchange agreements have been signed with countries in Europe, Asia and South America although cultural relations are conducted with many other countries as well. Cultural exchanges have involved many aspects of culture, including education, film, museum, library, environment and art exchanges, the latter including exhibitions of crafts, visual art, aboriginal art, performing groups, student, teacher and other cultural worker exchanges, book gifts and other literary activities. Exhibitions touring Australia have been diverse, ranging from large-scale archaeological exhibitions from China, Italy and Colombia to important exhibitions of European paintings from art museums in America and the Soviet Union and specialized exhibitions of various art forms.

Local and overseas audiences have responded enthusiastically to the new perspectives of Australian playwrights, composers and performers and as a result Australian content occupies a significant place in the repertoires of major performing companies.

Australia, through the Australian Film Commission sponsorship, is a member of the Asian Film Festival, a collective of most Asian nations. The Commission sponsored the holding of this Festival in Australia in 1979. In conjunction with the Department of Foreign Affairs, the Commission has organized weeks of Australian Films and Cultural Events in overseas countries.

Artbank's hiring programme means that considerable numbers of works of art by Australian artists are displayed in the public access areas of Australia's overseas missions thus helping to disseminate around the world a view of Australia's life and people.

All in all it may be said that national identity in Australia has been enriched by the manifest achievements in all aspects of Australian culture. In drama and dance and particularly in film, Australian achievements have received increasing national and international recognition. While imported cultural material - in both the visual and performing arts - retains a significant role in Australian cultural life the importation of material is now integrated into a wider perspective. The process of achieving national identity is continuous but at the beginning of this decade Australia possesses a much greater degree of self awareness, national pride and an interest in human values than at the beginning of the last decade.

Implicit in awareness among Australians of their national cultural identity is appreciation of traditional Aboriginal cultures and the cultural riches of Australia's ethnic (non-Anglo) minorities. Government initiatives in support of these developments are discussed in detail in section 15 A (2) (d). It may be observed as an indicator of new community attitudes that in 1979 the Federal

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Government established the Australian Institute of Multicultural Affairs as a statutory body. The aims of the Institute are to develop among the members of the Australian community:

(a) An awareness of the diverse cultures within the community that have arisen as a result of the migration of people to Australia; and an appreciation of the contribution of those cultures to the enrichment of that community;

(b) To promote tolerance, understanding, harmonious relations and mutual esteem among the different cultural groups and ethnic communities in Australia;

(c) To promote a cohesive Australian society by assisting members of the Australian community to share with one another their diverse cultures within the legal and political structures of that society; and

(d) To assist in promoting an environment that affords the members of the different cultural groups and ethnic communities in Australia the opportunity to participate fully in Australian society and achieve their own potential.

Another Federal Government organization active in the promotion of understanding, tolerance and friendship among Australia's racial and ethnic groups is the Office of the Commissioner for Community Relations within the Australian Attorney-General's Department. The Office has been engaged in disseminating a growing body of documentation relating to racial and community harmony and in presenting this message through media presentation, public speaking, conferences etc. An important new initiative in education for community relations has been the Two-Town Project, a total community approach pioneered in two provincial centres which aims to be a model project for building a more sympathetic understanding of community relations issues. The Project is described in the booklet, A Tale of Two Towns, published by the Office of the Commission for Community Relations in 1981.

Acceptance and respect for cultural pluralism and mankind's common heritage contributes significantly to international peace and understanding. The Australian National Commission for UNESCO's involvement in activities in this area has centred upon recognition of the importance of preserving and promoting cultural identity through the involvement of indigenous people. This has been mainly through the Oceanic Cultures Project and more recently, Indian Ocean Studies.

In 1978, the Centre for South and South East Asia Studies at the University of Western Australia became involved in the UNESCO programme on Indian Ocean Studies. The National Commission assisted with the organization of a working group meeting held during the International Conference on Indian Ocean Studies (ICIOS) at Perth in August 1979. The working party sessions set out guidelines for future UNESCO programmes in this area.

At the Third Session of the Advisory Committee for the Study of Oceanic Cultures held in Noumea, New Caledonia in 1979, it was agreed that priority would be given to projects concerned with preserving languages and cultures in the region that were in danger of being lost. Australia's representative was Mr. J. Atkinson, the first Australian Aboriginal to serve on the Committee. UNESCO approved funds

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for use on nine projects during the 1979-1980 biennium and the Australian National Commission for UNESCO was responsible for distribution of those funds. Included in the projects was the cost of printing a survey of oceanic cultural property in Australia compiled by the Australian Museum under contract to the Australian National Commission and completed in 1980. The Aboriginal Arts Board of the Australia Council provided the funds for the project. The survey covers ethnographic and archaeological collections, and photographic archival materials relating to the Pacific region. As it is by far the most comprehensive survey of this type undertaken in Australia it has been disseminated widely throughout the region and overseas.

Funds were also provided by UNESCO, at the request of the National Commissions of Australia and New Zealand, and the Government of Papua New Guinea, for the 1980 South Pacific Festival of Arts which was held in Port Moresby and seven other regional centres in Papua New Guinea. The theme of the Festival was a celebration of Pacific awareness with attention focussed on the special meanings and forms of Oceanic culture as expressed through the arts.

15 A (2) (d) Measures and programmes for the promotion of minority cultures

The concept of multiculturalism recognizes and values the racial and cultural differences which exist in Australian society; it rejects approaches which concentrate on integration and/or assimilation and seeks to promote the valuable contribution that diverse cultures can play in over-all cultural development. Special programmes have been initiated by the Federal Government designed to strengthen the place of ethnic minorities in all cultural areas, with those likeliest to have the greatest impact being the initiation of ethnic radio and television services (see sect. 15 A (2) (e)).

While multiculturalism in the Australian situation has a connotation restricted to cultural development among its ethnic minorities, the concept can be applied to the wider sphere of cultural development. The acceptance of ethnic and Aboriginal culture on the basis of equality with the dominant culture is evidence of new sophistication in Australian culture. It indicates an emerging cultural pluralism which is crucial to democratic life.

Following the acceptance by the Federal Government of the Galbally Report the Australia Council has been directed to develop closer links with ethnic communities and to reassess its budgetary allocation in order to ensure that ethnic arts received a more equitable proportion of funding for cultural activities.

Through the Australia Council's Community Arts Board, a number of meetings have been held in almost all State capital cities, to discuss with ethnic communities and artists working in the field their perceived needs and to exchange information about new initiatives, developments and publicity. A directory of Ethnic Arts has been published and is now in the second edition. An Ethnic Artists Service has been established and the Australia Council's Crafts Board, in conjunction with the Ethnic Affairs Commission of New South Wales is working to develop opportunities for ethnic women to practise traditional crafts in ways which will result in rewarding employment and social contact. The Council's Community

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Arts Board has initiated discussions with the Minister for Immigration and Ethnic Affairs towards inclusion of an item in the application form for permanent residence which would seek to elicit information on artistic skills and knowledge brought to Australia by migrants.

In July 1982 the Theatre Board of the Australia Council will introduce a programme to provide professional service assistance - costs and tutors, choreographers and costume makers - to amateur ethnic dance groups.

The Federal Government recognizes the fundamental rights of Aborigines to retain their social identity and traditional life-styles or, where desired, to adopt partially or wholly a European life-style. An objective of the programme of assistance to culture and recreation, administered by the Department of Aboriginal Affairs is "to promote the preservation of the Aboriginal social and cultural framework and so enhance the personal and social identity of Aborigines".

Traditional Aborigines have not experienced the alienation of modern societies, and art remains an expression of the web of life and the aborigines' social organization within it. If the web is broken so are the grounds for creative work. In many areas of Australia, traditional Aboriginal culture has been saved from extinction and now enjoys a much more stable existence. The renewal of dance and song, of painting and crafts has strengthened the social and cultural purposes of the communities involved and has given greater confidence to many Aboriginal groups which are now returning by choice to traditional patterns of living in traditional areas.

Urban Aborigines experience a double disadvantage: they have no basis in traditional Aboriginal culture and no easy access to the dominant culture. Some individual Aborigines are achieving prominent roles, notably in the arts and significantly in art forms which are foreign to traditional culture, such as film and literature. The success of individuals in these areas as well as public life and politics does not necessarily signify that development in the future will be automatic or without difficulty. It does signify that opportunities are now greater.

The Federal Government aims to finance programmes which develop Aboriginal self-sufficiency and which represent initiatives that Aborigines themselves believe will enhance their dignity, self-respect and self-reliance. It also aims to promote cross-cultural understanding between Aborigines and non-Aborigines. These objectives are maintained in the funding of Aboriginal art and cultural activities. For example, the Aboriginal Arts Board (an all Aboriginal body which operates as part of the Australia Council) has stated its broad objectives in the following terms:

"To the Board, Aboriginal culture is not simply a remnant of the past, it is a living force, with its own dynamism and momentum. The Board aims to make this living force a part of the experience of all Aborigines and a source of pride for all Australians."

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Further details of the work of the Aboriginal Arts Board and the Australian Institute of Aboriginal Studies may be found in section 15 A (2) (b).

As part of its contribution to develop and protect Aboriginal culture the Federal Government has appointed a working party of officers from appropriate Federal Departments to examine possible legislative proposals to protect Aboriginal artists and folklore in regard to Australian and international copyright. The working party expects to furnish its report with recommendations to the Government before the end of 1981. During its feasibility study the working party found that the sacred secret nature of much Aboriginal folklore and the traditional system of guardianship made the requirements for protection unique and complex. Furthermore, legal and copyright implications, while not insignificant, were nevertheless secondary to considerations about Aboriginal culture, folklore and heritage (see also sect. 15 C (3)).

Acceptance by both Federal and State Governments of the concept of Australia as a multicultural society has had important implications for educational philosophy and programmes in Australia. The Commonwealth Schools Commission has expanded the provisions of the Migrant Education Program which is aimed specifically at improving the English language competence of students from non-English-speaking backgrounds and to establish a complementary programme in Multicultural Education, the purpose of which is to promote in all students an appreciation of the multicultural nature of Australian society.

Under the Federal Government's Multicultural Education Program, funds have been made available to government and non-government schools in the States and Territories for projects such as teaching the languages of the various ethnic communities; intercultural studies and other activities aimed at encouraging respect for and sensitivity to different cultural backgrounds.

Two significant developments in the area of multicultural education were announced by the Federal Government in 1980: the first was a new programme to support classes run by ethnic communities to teach their particular language and culture, known as "ethnic schools". They are seen as making a valuable contribution to education by providing special instruction that may not be available in regular schools. Government support on basis of \$30 per capita per year was recommended in a "Review of multicultural and migrant education" by the Australian Institute of Multicultural Affairs. To qualify for the grant, a school is required to meet certain criteria, including being open to any student regardless of ethnic background and being a non-profit-making concern.

The second development is the Government's decision that new courses in community languages should be made available in universities or colleges of advanced education. The Tertiary Education Commission has considered a recommendation by the Australian Institute of Multicultural Affairs in its "Review of multicultural and migrant education" and is concerned that development should be sufficiently concentrated to produce worthwhile results. Funds for this purpose have been earmarked for the 1982-1984 triennium.

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Because of the considerable number of refugees, particularly Indo-Chinese refugees, accepted by Australia in recent years, the Federal Government is continuing to make additional funds available to State and Territorial education systems for transitional services to help the children of these families adjust to life in Australian schools.

The Federal Government's policies in Aboriginal education seek to ensure that full education opportunities are available to all Aboriginal people. People of Aboriginal and Torres Strait Islander descent comprise about 1 per cent of the Australian population. Their participation in the Australian education system beyond the compulsory years is an area of considerable concern. However an increased number of Aboriginal students is now receiving assistance to continue with secondary and post-secondary education, training and overseas study. Further details of Aboriginal education programmes are provided in sections 13 D, E and F.

15 A (2) (e) The role of mass media and communication media

(i) Radio and television services in Australia

Broadcasting in Australia is a federal responsibility and is administered under the Broadcasting and Television Act, 1942.

There are currently four sectors of broadcasting in Australia:

The National sector comprising stations operated by the Australian Broadcasting Commission (ABC) which provide nation-wide non-commercial radio and television services;

The commercial sector comprising radio and television stations operated by licensees with a view to making a profit;

The public sector comprising radio stations operated by non-profit organizations and licensed to serve a defined or special interest section of the population;

The Special Broadcasting Service, a statutory authority administering the operation of multilingual and multicultural radio and television services.

The ABC, as the national broadcaster, is required by the Broadcasting and Television Act to provide adequate and comprehensive programmes and to "take in the interests of the community all such measures as, in the opinion of the Commission, are conducive to the full development of suitable broadcasting and television programs". The ABC's activities form a significant part of the mainstream of national life. Each week, 93 per cent of the Australian population turn to the ABC selectively for programmes they want to watch or listen to. It is an important function of the ABC to assist Australians to interpret the world, to gain a knowledge of themselves as part of society and to stimulate local artistic talent.

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The ABC provides a large number of important public sector activities for the community in addition to its national broadcasting role such as the management of orchestras and concerts. At present, Australia has 10 full-time professional orchestras, six of which are promoted and administered by the ABC. The ABC also supports a National Training Orchestra. These orchestras are recognized as one of Australia's greatest cultural resources and their role is to serve the musical need of their community as much as to serve the ABC's broadcasting function. The ABC's record in concert management is also impressive, recording nearly 1 million concert seat attendances in 1980/81.

One of the most innovative developments in broadcasting in Australia was the establishment by the Federal Government of the Special Broadcasting Service (SBS) in 1978. The SBS is responsible for the administration and operation of multilingual and multicultural radio and television services. A high proportion of all new settlers in Australia since 1947 have been from non-English backgrounds; the Aboriginal population is estimated at 160,000 a significant proportion of which is located in remote areas.

Australia sees radio and television as a means of assisting in the settlement and integration of migrants, aiding in the preservation of their language and culture and promoting understanding and tolerance. The SBS policy on Aboriginal broadcasting is to cater for the individual needs of urban, rural and tribal Aboriginal people, and to encourage and facilitate Aboriginal communities to maintain their cultures and traditions and pass them on to their descendants.

The encouragement given to the concept of a multicultural society is evidenced by the fact that as at June 1980, one of the radio stations operated by the SBS was broadcasting in 47 different languages. Each programme aims to give people entertainment, news and information in their own languages thus providing contact with their culture, tradition and language. In addition, the programmes inform their listeners about the social, economic and political workings of Australian society. Apart from operating its own radio stations, the SBS provides subsidies to public sector stations which provide multilingual broadcasts in larger cities and centres not serviced directly by the SBS.

Multicultural television began in October 1980 in the two major metropolitan areas of Sydney and Melbourne. The multicultural television channel is unique in providing non-English quality programmes which are made accessible and meaningful to a general Australian audience through English subtitling. One of the main objectives of the multicultural television service is to foster the appreciation and development of the cultural diversity of Australian society.

In recent years, there have been a number of significant developments in Aboriginal broadcasting. In various parts of Australia, radio programmes are provided for and by Aboriginals in their own languages and in English. A number of public radio stations have provided air time so that Aboriginals can present their own programmes. At present seven radio stations in six States are involved in programmes being presented one day/evening per week for periods ranging from 15-90 minutes. National radio stations in Sydney and Alice Springs also broadcast programmes for Aboriginals. In the latter case, an Aboriginal Media Association

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receives assistance from the ABC to produce and broadcasts three programmes per week. The programmes are prepared, edited, produced and broadcast by Aboriginals for Aboriginals in English and three Aboriginal languages. This Media Association, as well as Aboriginal organizations using community broadcasting facilities, are assisted by the Federal Government to undertake special workshop training in radio broadcasting techniques.

The bulk of the most popular entertainment material in Australia is provided by commercial broadcasters and telecasters. Commercial stations are funded primarily from advertising revenue earned from the sale of broadcast time. In Australia there has always been diversity of ownership or control of commercial radio and television stations. The Broadcasting and Television Act 1942 places strict limitations on the ownership or control of such stations. This prevents domination of television or radio by any one person although it may not automatically ensure diversity of opinion.

The development of public broadcasting has fulfilled a need for greater diversity in Australian broadcasting. With the development of public stations, including special purpose, educational and community stations, a greater opportunity now exists for the broadcasting of material of minority interest including programmes in the language of migrants and Aboriginal people.

(ii) The press in Australia

Federal responsibility in the media area is confined to post, telephone, telegraph and other like services, e.g., radio and television. Constitutional responsibility for regulation of the print media rests with State Governments and is entirely a matter for them. State regulation of the print media relates only to company registrations and trademarks. All newspapers and other print publications have freedom of expression within the normal provisions of Australian law.

Newspapers in Australia are published in the English language and in a number of other languages. Over 80 foreign language newspapers provide many non-English-speaking migrants with news and information about Australia and their countries of origin in their native languages. For many migrants, their own press has been a powerful tool in the settlement process. At present, total sales of ethnic newspapers exceed 500,000 per issue.

15 A (2) (f) Presentation of mankind's cultural heritage

(i) Preservation of historic structures

The presentation of historic structures and buildings in Australia is effected primarily through the work of the National Trusts supported by Federal and State Governments.

The Australian National Trusts were founded to further the conservation of lands, buildings, works, and articles which are of national importance because of educational, aesthetic, historic, architectural, artistic, scientific, cultural or other special interest. The first National Trust, the National Trust of Australia

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(New South Wales), was formed in 1945. Since then, National Trusts have been formed in each of the other States, the Northern Territory and the Australian Capital Territory.

Membership of the National Trusts is open to all individuals and organizations. Total membership throughout Australia is approximately 65,000. The Trusts are financed by members' subscriptions and donations from individuals, commercial and industrial organizations; the proceeds of charges for entry to Trust properties; and the fund-raising activities of members, including inspections of historic buildings and towns, archaeological sites and places of natural beauty.

The Australian Council of National Trusts was incorporated in 1965 to co-ordinate the activities of the State National Trust and represent them at Federal and international levels. The Federal Government supports the Council through an annual grant for administrative purposes and also provides support to the Council and State Trusts through taxation concessions.

The bulk of Federal support for heritage activities however is in the form of assistance for particular projects administered under the National Estate Grants Program. The Program is developed and administered each year by the Department of Home Affairs and Environment working with the State and Northern Territory Governments and the National Trusts. Technical and policy advice is provided by the Australian Heritage Commission (the functions of the Commission are set out in sect. 15 A (2) (b)) at the Federal level and by heritage councils or committees within most States and Territories. Primary responsibility for work programme priorities rests with the State governments.

Funding is channelled through the State and Northern Territory governments for conservation, preservation, enhancement and protection work, and also for studies and research to identify and assess places of importance and ways to conserve them. Seminars, publicity and educational material also receive support. To date the Program has concentrated on physical protection of sites, particularly those under threat of loss through weather and age damage. Projects supported must accord with Australia's charter for the conservation of places of cultural significance, the Burra Charter of the International Council of Monuments and Sites. \$3.4 million will be disbursed under the Program in 1981/82. Further details of the National Estate Grants Program and Federal funding for heritage activities are provided in section 15 A (2) (a).

State Governments also assist in funding of National Trust organizations in addition to co-operation with the Federal Government in the administration of the Federal Governments National Estate Program. Three States, New South Wales, Victoria and South Australia, have introduced State heritage legislation specifically for the protection of historic buildings and sites including establishment of State registers of heritage items.

In New South Wales, the New South Wales Heritage Act 1977 provides for a system of control measures (mainly conservation orders) to protect buildings, relics and places. The Heritage Council of that State advises the appropriate Minister on these matters and keeps a record of places subject to formal

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conservation action, called a register. The NSW Department of Planning and Environment is responsible for administrative machinery. (This Department is also responsible for administering the Federal Government's National Estate Program in New South Wales.) In 1980/81 about \$2 million was provided by New South Wales, including a maximum of \$1.2 million for loans for conservation works, the remainder being administration and grants.

In Victoria, the Victorian Historic Buildings Act 1974 establishes a register of historic buildings which is added to or amended by the Governor-in-Council. The Minister for Planning in Victoria is advised by this Historic Buildings Preservation Council concerning the register. The Council itself has power not only to control alterations to buildings on the register but to serve interim preservation orders on other buildings. (Only a few hundred buildings are on the register at present.) The Council has operated a small grants programme in the past, but changed to a loans programme of up to \$100,000 in 1980/81. The Victorian Ministry for Conservation administers all the State environmental programmes (e.g., National Parks, environment protection and pre-history studies) and the National Estate Program.

In South Australia, the South Australian Heritage Act 1978 provides for a Register of Heritage Items, designation of Heritage Areas, a Heritage Fund, protection of registered items and establishment of a Heritage Committee. The South Australian Department for the Environment is responsible for administration of these activities in addition to the National Estate Program. In 1979/80 administrative costs were \$0.25 million and the Heritage Fund disbursed \$0.6 million in both grants and low-interest loans.

In Queensland, there is no legislation, separate organization or funding programme for heritage matters, although a statement on 9 March 1981 foreshadowed a planned Heritage Act. The National Estate Program is administered through the Department of Arts, National Parks, Tourism and Sport.

In Western Australia, there is also no legislation or funding programme for heritage matters. An informal Heritage Committee is responsible for administering the National Estate Program, and it is understood to be drafting proposed heritage legislation.

Similarly, in Tasmania, there is no legislation or funding programme for heritage matters. An interim Heritage Committee nevertheless has been recently established to draft legislation, and to administer the National Estate Program.

The Northern Territory has no heritage legislation, although again legislation is in the drafting process. The Department of Community Development administers the National Estate Program. Ad hoc grants are made for projects of heritage nature.

In the Australian Capital Territory, legislation and funding are also being considered.

All States provide funds for National Parks, the figures for 1979/80 being as follows (believed to be operational costs, not capital works and acquisitions):

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Millions of dollars

New South Wales	9.163
Victoria	2.25
Queensland	1.60
South Australia	3.435
Western Australia	1.99
Tasmania	3.156

All States provide funds for Prehistory (Aboriginal) studies, conservation and interpretative works, but details of funding levels are not available. There is legislation in New South Wales, Victoria, Queensland, South Australia, Western Australia, Tasmania and the Northern Territory to preserve Aboriginal relics and sites. In general these statutes empower an authorized person to declare and protect sites of historic, anthropological, archaeological or ethnographic interest and establish advisory bodies to monitor implementation of the legislation and advise governments on related matters. The Federal Government monitors development of State legislation in this field and has advised State governments on matters related to the protection of Aboriginal sacred sites.

(ii) International co-operation

As part of Australia's increased involvement in the preservation of the World's Cultural Heritage, the World Conservation Strategy was launched in Australia in 1979 and an Australian Committee takes action in relation to the UNESCO World Heritage Convention. The Australian Committee co-ordinates contributions to the World Heritage Committee, which was established in 1976 to ensure the implementation of the UNESCO Convention for the Protection of the World Cultural and Natural Heritage. The Australian Government nominated the Kakadu National Park, the Great Barrier Reef and the Willandra Lakes National Park for inclusion on the World Heritage list and these nominations were accepted at the meeting of the World Heritage Committee which Australia hosted in October 1981.

In line with our accession to the World Heritage Convention for the Protection of the World Cultural and Natural Heritage, the Australian National Commission has given priority to supporting UNESCO programme activities in this area. A regional seminar on the Role of Museums in Preserving Indigenous Cultures was held in Adelaide in September 1978. The Australian National Commission and Aboriginal Arts Board of the Australian Council joined forces to bring together members of Aboriginal communities throughout Australia, Papua New Guinea and Pacific Islanders, anthropologists, museum and gallery directors, community workers, artists and craftsmen. Major recommendations from the seminar were directed towards safeguarding the rights of indigenous people and making provision for their views to be respected.

The Australian National Commission strongly supports UNESCO's efforts to promote the restitution of cultural property. Dr. J. Specht, of the Australian Museum attended a UNESCO meeting of experts at Dakar in March 1978 and assisted in defining the terms of reference, policies and working methods for an intergovernmental committee on the restitution or return of cultural property.

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Late in 1978, the UNESCO General Conference approved the setting up of this Committee.

In recognition of the need for practical activity to support the principles of such a programme, the Australian National Commission organized a regional seminar on the Conservation of Cultural Material in Humid Climates which was held at Canberra in February 1979. Participants came from Cook Islands, Fiji, Indonesia, Malaysia, New Zealand, Papua New Guinea, the Philippines, Singapore, Solomon Islands and Thailand.

A major recommendation of the seminar concerned the need for training facilities in the region. At the twenty-first session of the UNESCO General Conference, support was obtained by Australia for the designation of the Canberra College of Advanced Education as a Regional Conservation Centre. The role of the Centre will be to provide in the Asia and Pacific region services such as education and training, documentation and library facilities, conservation information, materials testing and evaluation, applied research and analytical facilities. UNESCO is looking at the possibility of providing fellowships to enable people from the region to attend short-term courses at the Centre.

The preservation and presentation of mankind's cultural heritage is closely connected with measures to promote Australia's cultural identity (see sect. 13 A (2) (c)). It is included amongst the fundamental aims of the school system. For example, the White Paper on Strategies and Structures for Education in Victoria, published in 1980, refers to "the wider demands that society as a whole places upon the school as the vehicle by which commonly accepted standards and values pass from one generation to the next".

In the tertiary sphere, the vital role of universities in providing an independent community of scholars committed to guarding intellectual standards and intellectual integrity in the community has been described in the following terms in the 1957 report of the (Murray) Committee on Australian Universities:

"a good university being the best guarantee that mankind can have that somebody, whatever the circumstances, will continue to seek the truth and make it known."

The Williams Report also endorsed this concept as an underlying assumption of the nature of a university.

Another important means for the preservation of cultural heritage lies in the sphere of non-formal education. Along with the expansion of Australia's formal education system during the 1970s has come a growing recognition of the role of less formal means of education which serve particular needs of groups in the community for further education, adult education and continuing education which contribute to the cultural and intellectual life of Australian society. Non-formal education programmes may be provided through community groups, organizations and clubs which are largely maintained by members and voluntary support from within the community such as the Specific Learning Difficulties Associations, the Workers' Educational Association, the Young Men's and Women's Christian Associations, Junior

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Red Cross and ethnic organizations for youth. In many cases these groups are associated with education authorities which also provide formal education programmes. The best example is the technical and further education (TAFE) institutions, which are widely dispersed throughout Australia and provide a wide range of adult education programmes. Continuing education services are also provided by universities and colleges of advanced education.

Other activities relevant to the preservation and presentation of cultural heritage within Australia, e.g., by archives, libraries, galleries and museums, are outlined in section 15 A (2) (b).

15 A (2) (g) Freedom of artistic creation

Australia recognizes and upholds the right to freedom of expression and the right to seek, receive and impart information and ideas in all spheres of activity.

Some restrictions are necessary, however, in order to protect the rights of other persons who may be affected by these activities. These restrictions are listed hereunder.

The law of defamation

The Law of defamation protects persons against publications (and utterances) which unjustly diminish the reputation of the person involved.

Public order

The effective use of the freedom of expression is affected, to some extent, by the laws of the various Australian jurisdictions that regulate public assemblies and behaviour in public places.

Copyright

The freedom to receive and import information and ideas propounded by other persons may be controlled to some extent by the provisions of the Federal Copyright Act 1968 which enables the creator of an article or other work, such as a book, film or sound recording, to control the distribution, attribution and sale of his creation, thereby enabling him to obtain a recompense for his creativity. (The provisions of this legislation are dealt with in more length in sect. 15 (c).)

Censorship legislation

Films and some other publications that are deemed to be obscene or indecent may be controlled where considered necessary under Federal and State legislation. In particular the Federal Customs (Prohibited Imports) Regulations prohibit the importation, unless permission in writing is granted of goods that,

"whether of their own nature or having regard to any literary or other work or matter that is embodied, recorded or reproduced in, or can be reproduced from, the goods -

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are blasphemous, indecent or obscene; or

unduly emphasize matters of sex, horror, violence or crime, or are likely to encourage depravity,

and to advertising matter relating to such goods."

In addition there is Federal legislation to control importation of films and their review by a Censor and a Censorship Board.

All jurisdictions regulate for themselves objectionable matter published or sold within the particular State or Territory.

Regulation of the media

The Federal Broadcasting and Television Act, 1942 contains a number of restrictions and rules which affect the content of broadcast programmes, for example to ensure standards of decency and of production and a minimum Australian component.

Discrimination

Incitement for acts proscribed by the Federal Racial Discrimination Act 1975 is also unlawful. The acts made unlawful are acts of discrimination based on race, colour, descent or racial or ethnic origin that have the purpose or effect of impairing the equal enjoyment of human rights or fundamental freedoms in all fields of public life. Anti-discrimination legislation in some Australian States also prohibits the incitement of acts made unlawful under that legislation, typically acts of discrimination based on sex or marital status.

In addition, under the Federal Crimes Act of 1914, threatening, abusive or insulting words uttered in a public place may constitute the indictable offence of sedition if engaged in with the intention of promoting feelings of ill will and hostility between different classes of Her Majesty's subjects so as to endanger the peace, order or good government of the Commonwealth.

15 A (2) (h) Information on professional education in the field of culture and art

A small number of specialist training institutions concerned solely with the training of professional performers or artists in their particular fields are funded by the Federal or State Governments: the National Institute of Dramatic Art, the Australian Ballet School, the Australian Film and Television School, the Victorian College of the Arts, the Sydney College of the Arts, State Conservatoria of Music and others. Some make a unique national contribution, while others have an important role at State level as well as contributing nationally. In addition, professional training in the arts is provided in numerous tertiary education institutions, informal training programmes administered by the Australia Council and individual cultural institutions. Many informal training schemes are financed through programmes administered by the various Boards of Australia Council. Some are designed to improve skills of persons who have professional status, others to

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transmit or develop skills. Programmes include placement of trainees with master craftsmen or other established professionals; an artist-in-residence scheme which provides for a period of residence by professional arts practitioners in tertiary institutions, galleries, museums, performing arts companies and community organizations, with costs shared between the appropriate Council Board and the host institution; training tutors for community arts programmes; and various specific projects assisted on the merits of programme proposals and within the constraints of available funds.

Universities and colleges of advanced education provide a variety of degree and diploma courses in such fields as fine arts, the performing arts, crafts, film and television and creative writing. Furthermore, studies in these areas may be incorporated within teacher training courses such as Bachelor of Education degrees, Diplomas in Teaching or may be combined with an add-on post-graduate teaching qualification such as the Diploma in Education.

In 1977 a joint study conducted by the Schools Commission and the Australia Council produced a national report entitled "Education and the Arts", together with eight separate State and Territorial reports. The national report summarized concisely issues of national importance and defined national objectives for arts education programmes. It considered that the future development of the arts in Australia could involve "a synthesis of what is uniquely Australian, the best of western tradition and elements of Asian and Pacific cultures.

An important comment on professional training was: "At present, there is no interplay between performing and teaching. There is need for an Australian equivalent of the European tradition, an acceptance by even the very best performers that they are almost always also destined to be teachers."

In the past three years much has been achieved. State and Territories generally support this initiative. Activities such as conferences, seminars and publications promote the operation and development of the Education and the Arts Program.

Each State and Territory has its own Education and the Arts Advisory Committee working in close co-ordination with local educational authorities.

State and Territory Education and the Arts Advisory Committees co-ordinate planning and research, local seminars, publication of newsletters and information kits.

The Australia Council initiated the Artists in Schools programme in 1978 as a three-year pilot project. Since then, the Australia Council has provided \$152,000 for the employment of artists in schools in Victoria, Western Australia, Queensland, Tasmania and the Northern Territory. In general the scheme has successfully achieved its objectives, which are primarily to stimulate an interest in and understanding of the arts within schools through personal contact with practising artists. The scheme was also favourably received by educational authorities, many of whom are sharing the costs of the scheme as well as accepting responsibility for its implementation at the State level. In Victoria, the

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Ministry of the Arts and the Education Department are each contributing \$25,000 towards the Artists in Schools programme for 1981.

At the 1980 Conference of Federal/State and Territory Ministers with responsibility for Cultural Affairs, the meeting affirmed the central importance of the arts to the vitality of the individual and the nation and offered continued and increased co-operation in the furtherance of the education and the arts initiatives of the Schools Commission and the Australia Council. The meeting also resolved that officials should develop proposals for the promotion of the arts in education and promoting the arts as a career prospect as well as an area for individual enjoyment. These proposals are to be submitted to the next meeting of Ministers scheduled for February 1982.

Each year the Australian Film and Television School recruits approximately 24 young Australians into a three-year programme which aims to develop students' perceptions of the cultural, intellectual, social, historical and political aspects of human experience.

The selection of students to the Fulltime Program does not depend on the traditional entry barrier of previous education qualifications but is based on the candidates ability to demonstrate, during a lengthy assessment process, the personal qualities the School seeks to develop. A living allowance is paid to students which enables them to undertake the three years of intensive study without having to resort to part-time work.

Through the Open Program, which is a nationwide programme of lectures, seminars, short courses and workshops providing in-service training for film, television and radio professionals and training in film, video and sound for communicators of all vocations, access to training in media crafts is available to all.

The Open Program advertises its courses nationally. The criteria for admission are based on the availability of facilities, equipment and staff to service participants. Additional courses are conducted to cater for additional applicants if numbers are sufficient to cover costs.

15 A (3) Factors involved and difficulties encountered

While there has been much cultural development in the past five years, a high degree of dependence on government funding and initiative has created a certain vulnerability, which is underlined by the lack of a formal or acknowledged cultural policy. The absence of a formal cultural policy, despite a considerable degree of co-operation by cultural authorities, precludes many initiatives.

It is likely that future development will lead to a sharpening of the tension between economic and cultural imperatives. Economic restraint has emerged as a central tenet of government policy and the effects of this restraint are felt sharply in cultural and education areas. In the absence of a strong tradition of private philanthropy, the Government's role in cultural development has become central. A diminution of this role may have its greatest effect in inhibiting

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those activities designed to promote access to cultural development. Competition for scarce resources will affect the arts, museums and libraries more acutely than it will affect those cultural pursuits, such as film, which are cushioned by a greater degree of commercial viability. Resource development will challenge preservation of the environment and cultural landmarks.

15 B Right to enjoy the benefits of scientific progress and its applications

15 B (1) Principal laws and agreements

There are in Australia a large number of Federal and State laws, regulations, agreements and court decisions which bear upon the benefits of scientific progress and its application. These laws and agreements are discussed below under relevant sections dealing with specific rights identified in the guidelines for article 15 of the Covenant.

15 B (2) Measures taken to ensure the application of scientific progress

Australia does not have a single centralized science and technology co-ordinating body nor is there a single budgetary channel for funds in support of scientific programmes. Such funds are obtained individually from a wide range of sources including Federal and State Governments, higher education and private enterprise.

The 1980/81 Science and Technology Statement enclosed with the present report provides a comprehensive account of Federal programmes. A detailed description of Federal and State Government, commercial and private institutions established in Australia for the conduct, dissemination and application of scientific research may be found in section 15 (E) (4).

One of the concerns of the Federal Government is to ensure that disadvantaged groups and people with special needs are taken into account in national scientific and technological programmes.

In Australia's report concerning rights covered by articles 10 to 12 of the Covenant, 3/ some Australian measures to apply scientific progress in improvement of food quality, nutrition, health, housing and water supply and environmental hygiene for the Australian Aboriginal communities were outlined. Additional measures to assist Aboriginal Australians in the field of science and technology have included a special research programme funded in 1980/81 by the Federal Department of Aboriginal Affairs which, among other aspects, examined the development of appropriate technologies for Aboriginal communities, including for example the concept of solar-powered bore pumps. It should be noted that as a general principle the Department of Aboriginal Affairs attempts to ensure that Aboriginal interests are taken into account in Australian research activities.

Turning to other areas in which Federal Government programmes in the field of science and technology seek to assist disadvantaged groups, the Department of Communications' research activities in recent years have been principally concerned

3/ E/1980/6/Add.22.

with the development of a domestic communications satellite system in Australia which will particularly benefit the population in remote and isolated areas.

The Federal Government also conducts research and development programmes of relevance to handicapped people; for example, the Department of Veterans' Affairs research programme on improving artificial limbs. Other Federal agencies (such as the Department of Social Security) provide grants to non-government bodies, including universities, to perform specific research tasks in aspects of rehabilitation and services for the handicapped.

The Institute of Child Health within the Federal Department of Health is similarly concerned with the extension and application of medical science to problems of particular concern to children.

Major industrial research projects assessed by the Federal Government to be in the public interest are funded under a special scheme administered by the Department of Science and Technology. Six million dollars were set aside for such projects in the 1981/82 financial year. Public interest projects which have already been funded under the scheme include the development of a "bionic" ear for profoundly deaf people, a computer-based training aid for the disabled, and an ultrasonic breast scanner for early cancer detection.

As far as the environment is concerned, day-to-day responsibility for environmental matters in Australia rests with the States and Territories. All States have established administrative and legislative frameworks for carrying out these responsibilities. Most States have created specific agencies with appropriate regulatory powers to enable implementation of environmental protection policies. Mechanisms generally exist to enable advice to be provided to governments from a variety of official and community sources.

Federal Government responsibilities concerning environment and conservation are focused through the Department of Home Affairs and Environment which is supported by four statutory authorities:

The Australian National Parks and Wildlife Service;

The Great Barrier Reef Marine Park Authority;

Office of the Supervising Scientist; and

The Australian Heritage Commission.

The Department develops and co-ordinates policies and administers national programmes relating to the conservation, management and protection of the environment. It undertakes research and investigations and administers legislation. The principal legislation administered is the Environment Protection (Impact of Proposals) Act, the object of which is to ensure, to the greatest extent that is practicable, that matters affecting the environment to a significant extent are fully examined and taken into account in and in relation to decisions taken by

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or on behalf of the Federal Government. Departmental programmes on air and marine quality, hazardous chemicals, nuclear developments and environmental research and education seek to co-ordinate and stimulate action at the national level.

Consultative mechanisms exist through Councils of appropriate State and Federal Ministers and various advisory bodies. In addition Committees of both Houses of the Federal Parliament have been established to inquire into environmental matters. Public submissions are sought and the government is required to respond formally to committee reports and recommendations.

15 B (3) Diffusion of information

There are a variety of means by which information on scientific progress is diffused and promoted in Australia.

(i) Education

Australia is a highly developed technological society and education is required for further technological development. In 1980, the CITCA Report (see sect. 15 B (4)) commented that "the long-term ability of the Australian community to maximize the benefits of technological change and to minimize adverse consequences is crucially dependent on the provision of appropriate education and training for all members of the community".

Rapid developments taking place in both science and technology raise questions of how much experts and non-experts need to know about new areas. A principle which seems to enjoy continued support in Australia is that while technology is clearly of immediate importance to anyone who is to work in a technological area, the study of science and technology may also serve to afford a broad perspective and enable the technologist and others to become aware of general trends and so develop an adaptability to scientific and technological advances.

The place of science and technology in the school curriculum is at present the subject of reconsideration in Australia. In primary education, the general elementary programme includes mathematics and elementary (or natural) science. In secondary education, mathematics and science are part of the core subjects studied by junior students, but senior students have a wider subject choice and fewer core subjects. Australia, like many other countries has experienced a drift away from science and mathematical studies at both secondary and tertiary education levels, although the reasons for this are complex. Concern has also been expressed about the number of girls who decline to pursue mathematical and scientific studies at matriculation level and beyond (see sect. 13 D (4)).

Non-formal education occurs in the wider community through a variety of means, including radio, television, the press, popular magazines and publications, scientific journals and public libraries, and contributes to a higher level of community knowledge about scientific progress and technological applications. Further education provided by Australia's widely dispersed 900 or so TAFE institutions also plays an important role in the diffusion of scientific knowledge.

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(ii) Libraries

Libraries and library-based information services are operated by State and regional authorities. Their role in the diffusion of scientific knowledge is supplemented at the national level by four major institutions established by the Federal Government, the National Library of Australia (NLA), National Humanities Library (ANHUL), Australian National Social Sciences Library (ANSOL) and the Australian National Science and Technology Library (ANSTEL). The NLA has assumed the role of co-ordinating information systems and services and has initiated the development of resource-sharing networks. However, there is no formal national machinery for the systematic organization and co-ordination of scientific and technological information services.

Library-based services in scientific disciplines are provided by the National Library of Australia, CSIRO, State and municipal libraries, and libraries operated by tertiary institutions and industrial organizations.

Increasingly, computer-based information systems offering bibliographic services are being established. Numerical data-bases are not so common but recognition of their relevance to practising scientists and to policy-makers is increasing. Important organizations in this field include the Australian National Science and Technology Library; Federal Governments departments and agencies (the Defence Science and Technology Organisation, Australian Bureau of Statistics, Australian Atomic Energy Commission, CSIRO and others); and industry (ICI Australia Ltd., Australian Paper Manufacturers, Australian Mineral Foundation). Nation-wide information and inquiry services are provided by CSIRO to industry and the general public. International linkages to overseas data-bases have been established by several organizations.

Institutional and organization arrangements have been made for the collection and analysis of numerical data and other information on trends in the resources available for Australian scientific progress.

(iii) Science indicators

Project SCORE (Survey and Comparisons of Research Expenditures) measures the financial and manpower resources devoted to Australian research and experimental development. Four Project SCORE surveys have been undertaken. These were for the financial years 1968/69, 1973/74, 1976/77 and 1978/79. The 1978/79 survey has not yet been published.

Studies are being made to determine the feasibility of developing suitable output indicators in key areas of the national scientific and technological endeavour.

(iv) Research directory

An Australian Research Directory was produced in January 1979 on microfiche by the then Department of Science and the Environment in collaboration with CSIRO following suggestions by the Australian Industrial Research Group on ways of

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improving communications among individual scientists, and between scientists and the rest of the community. It was based on information collected during the 1976/77 Project SCORE survey. The directory listed 13,000 research projects in the natural and selected social sciences and included details of research projects, the names of project leaders, departmental objectives and specialized facilities in universities and colleges of advanced education.

(v) Science and technology statement

A Science and Technology Statement is prepared annually by the Department of Science and Technology in accordance with the stated Government policy of advising Parliament on trends in science and technology. It brings together a consolidated statement of Federal Government funding of science and technology. The Science and Technology Statement for 1980/81 is attached to the present report.

15 B (4) Measures taken to prevent the use of scientific and technical progress for purposes which are contrary to the enjoyment of all human rights

(See also sect. 15 E (5).)

An educated populace can contribute effectively to community debate about social and human rights issues arising from scientific and technological discoveries and can influence the ways in which scientific discoveries are utilized. In addition to educational institutions, community and consumer groups throughout the country foster non-formal education about scientific and technical developments, focusing on social responsibility in science and technology. They promote community discussion of possible adverse side effects of new technologies and engage in open debate with industry. Uranium mining and the disposal of nuclear waste are notable examples. From time to time Australian and State parliamentary committees hold inquiries into environmental issues etc. to which business and industry, academia, trade unions, community groups and individuals may make submissions and these committees' reports are released for public discussion of their recommendations. The Federal Government Minister responsible for the relevant government department or authority is required to report to the Federal Parliament on follow-up action taken or decided against in relation to Australian parliamentary reports.

In December 1978 a committee was established by the Federal Government to examine, report and make recommendations on the processes of technological change in Australia, in order to maximize economic and social and other benefits and to minimize any possible adverse consequences. The Committee of Inquiry into Technological Change in Australia (CITCA) reported in 1980. With regard to the effect of technological change on occupational safety and health, CITCA recommended Federal-State co-ordination and establishment of improved and uniform legislation. For example, although each State had introduced legislation to control and regulate the use of toxic substances in the work place, little uniformity existed between States. CITCA noted with approval moves by the State Governments to achieve uniformity in occupational safety and health legislation regulation.

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With regard to the right to personal privacy, CITCA was concerned at the lack of legal sanctions controlling computerized information systems. The Australian Law Reform Commission has been charged with the responsibility of suggesting the development of legislation on privacy protection in this area.

CITCA also addressed itself to other issues, such as employment effects and retrenchment, incentives for industrial research, training and retraining and community technology awareness programmes.

The Government has accepted the recommendation contained in the CITCA report that it establish a standing committee of the Australian Science and Technology Council (see sect. 15 D (1)) to monitor and evaluate at the national level the economic and social effects of technological change. The membership of this committee includes employers, unionists, scientists and technologists, and State and Federal Government representatives.

15 B (5) Restrictions

(See also sects. 15 C (1) and 15 E (5).)

Any scientific or technological progress that is an invention can become the subject of protection under the Patents Act. Although scientific and technological discoveries, when published, are free for all to use without limitation, any such discoveries that are patented are restricted to use by the patentee, his agents, and licensees during the term of the patent (period the patent is in force) in Australia. The holder of the patent (the patentee), his agents and licensees have the exclusive right to make use and sell the invention (sect. 69).

In granting a patent monopoly the Crown reserves the right to publish the invention 18 months after the initial application (sect. 54 A) for the benefit of the public, except those inventions considered by the Government to be in the interests of the defence of the country (sect. 131). The published specifications are made available around Australia and numerous countries around the world. This does not allow persons other than the eventual patentee, his agents and licensees, to make, use and sell the invention. However, publication may suggest to others further improvements or better solutions to a problem. Such improvements or solutions may then be published in scientific journals or become the subject of further patents.

Where publication is prohibited or restricted by reason of defence interests the limitation does not involve Crown acquisition of the invention. Rather, exploitation is possible only with Government approval.

The maximum term of a patent is 16 years reckoned from the date of lodgement of the application in Australia. This period can be shorter if fees for the maintenance of the patent are not paid. Also under certain strict conditions the patent term can be extended by up to 10 years.

There are two other ways in which the rights of the patentee are limited by the rights of the Crown. The Federal Government or a State or authorized person

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can utilize the invention for the services of the Federal Government or that State (sect. 125) subject to compensating the patentee. Secondly, a patent or an application for a patent can be acquired by the Federal Government on the direction of the Governor-General (sect. 129) subject to compensating the patentee.

15 C Protection of moral and material interests of authors

15 C (1) Principal laws and regulations

The Federal Government has power under section 51 (xviii) of the Constitution to make laws "for the peace, order and good government" of the country with respect to "Copyright, patents of inventions and designs, and trade marks".

(i) Copyright law

The Copyright Act 1968 grants copyright protection to authors of original literary, dramatic, musical and artistic works, to producers of sound recordings and cinematograph films, to broadcasters and to publishers of editions of works. Australia adheres to both the Berne and Universal Copyright Conventions. Protection under the Copyright Act conforms with the requirements of those Conventions and extends in favour of nationals of other countries which adhere to those Conventions.

Copyright protection encompasses the usual economic rights (exclusive rights to reproduce, publish, perform, etc.) and moral rights. Remedies are basically civil (damages, injunctions etc.) supported by criminal sanctions on piracy and other infringements for commercial gain.

Aspects of the law are reviewed from time to time in the light of technological or cultural changes.

Although Australian authors have enjoyed copyright protection under the Copyright Act since 1968, increasing concern has arisen in recent years over the impact of new technology on this important right. Following the report of a committee appointed by the Federal Government to examine the subject of educational photocopying, amendments to the Copyright Act were introduced in 1980. The amendments establish a framework which allows authors and publishers to claim photocopying fees from non-profit educational institutions when works are copied. Records of photocopying are to be kept and, on the basis of these records, copyright owners are entitled to claim remuneration.

The Federal Government has indicated that it will also undertake a review of similar problems in the area of audio-visual copying of films and television broadcasts.

All relevant Federal Government bodies observe international copyright conventions and recognize the principle of intellectual property rights.

The Public Lending Rights Scheme, set up by administrative arrangements as a unit of the Department of Home Affairs and Environment, compensates authors,

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illustrators, translators, editors and publishers of Australian books in Australian public lending libraries. (Explanatory papers on the Scheme are attached.)

(ii) Patents

The original author in a patent sense is the inventor and he may assign part or all of the invention to another person or entity. Hence a patentee can be either the inventor, assignee or both. Further agreements such as agencies, licences or employer/employee (master/servant) relationships can further affect the rights of the original author.

(Further details on the Patents Act are set out above in sect. 15 B (5)).

(iii) Trade marks and designs

Trade marks and appellations of origin essentially relate to the goodwill belonging to an entity which is established through transactions in goods and services. Any restraint attached to a trademark relates to the mark and the goodwill and not in the goods themselves. Designs essentially relate to the get up of goods, that is their external form of the goods.

15 C (2) Practical measures

(See sect. 15 C (1) above.)

15 C (3) Difficulties

In 1977, the Visual Arts Board of the Australia Council established a sub-committee on contracts and copyright which examined several proposals on the moral right of artists. The Committee recommended amendments to the Copyright Act which would provide for:

The right, during the artists or author's lifetime, to control the exhibition of his works;

A general duty to the author of an artistic work, on persons "dealing" with artistic works, not to do anything to the work which would prejudice the author's reputation;

The enforceable right of an author to prevent the distortion, mutilation or destruction of his work;

The inalienable right of an author to claim authorship (i.e., paternity) of his work;

The exercise of an author's moral rights by an author's heir after his death.

Late in 1979, the Visual Arts Board sponsored a national symposium on moral rights with the following aims:

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To evaluate the real needs of Australian artists for protection of their moral rights;

To examine the extent of moral rights protection now available under Australian law;

To explore the possibility and desirability of extending Australian moral rights protection.

Debate at the symposium indicated that although some people doubted the value of moral rights, a majority of participating artists saw the need for better protection of their moral rights. The Australia Council maintains its advocacy of the moral rights of artists and is currently engaged in developing proposals for legislation to protect those rights.

At present there is no legislation in Australia specifically for the protection of Aboriginal folklore. This subject has however been under investigation for some time (see sect. 15 A (2) (d)).

Some protection of Aboriginal culture and designs is available through the Aboriginal Artists Agency Ltd. This Agency was established in 1976 by the Aboriginal Arts Board of the Australia Council in response to a need for the protection of tribal Aboriginal arts. Since then the growing demand for Aboriginal actors, dancers, musicians and artists has led to a broadening of the Agency's role to include copyright, publishing, promotional and entrepreneurial activities. The Agency is a non-profit company funded by the Aboriginal Arts Board.

15 D. Steps taken for the conservation, development and diffusion of science and culture

15 D (1) Principal laws, administrative regulations, collective agreements and court decisions

(i) Culture

The principal statutes and regulations of Federal and State Governments relating to the conservation, development and diffusion of culture in Australia, together with the range of Federal and State institutions and programmes established under these regulations, are discussed in detail in section 15 A.

(ii) Science

In the field of science, legislation has been passed at the national level to establish the financial resources and institutional structure to provide for conservation, development and diffusion. This legislation includes:

Atomic Energy Act 1973

Australian Institute of Marine Science Act 1972

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Industrial Research and Development Incentives Act 1981

Science and Industry Research Act 1949

National Research Endowment Act 1937

The provisions of these Acts are dealt with in section 15 E (4), in which Federal and State Government, academic and private institutions established for the promotion and conduct of scientific research are described in full.

In the Australian Science and Technology Council Act, 1978, the Australian Science and Technology Council (ASTECC) was established and given the following terms of reference:

The functions of the Council are to investigate, and to furnish information and advice to the Commonwealth Government in respect of matters relating to science and technology, including the following matters:

- (a) The advancement of scientific knowledge;
- (b) The development and application of science and technology in relation to the furtherance of the national well-being;
- (c) The adequacy, effectiveness and over-all balance of scientific and technological activities in Australia;
- (d) The identification and support of new ideas in science and technology likely to be of national importance;
- (e) The practical development and application of scientific discoveries;
- (f) The fostering of scientific and technological innovation in industry; and
- (g) The means of improving efficiency in the use of resources by the application of science and technology.

The members of ASTECC are drawn from scientists, industrialists and other persons eminently knowledgeable in a number of fields such as science, technology, industry, political science, industrial relations. The Prime Minister has ministerial responsibility for ASTECC.

The Acts governing Australian institutions of higher education sometimes make reference to the conservation, development and diffusion of science.

For instance, the objects of the University of New South Wales as specified in its Act of 1949 include (a) the provision of facilities for higher specialized instruction and advanced training in the various branches of technology and science in their application to industry and commerce; (b) aiding, by research and other suitable means, the advancement, development and practical application of science to industry and commerce; and (c) the provision of instruction and the carrying out

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of research in the discipline of humane studies and medicine and in such other disciplines as the Council may from time to time determine.

The Australian National University located at Canberra has a special role in Australia regarding research and post-graduate study. Thus its Act specifies that among its functions the University should "encourage and provide facilities for postgraduate research and study, both generally and in relation to subjects of national importance in Australia".

15 D (2) Information on practical steps

Information on practical steps for the conservation, development and diffusion of culture in Australia may be found in section 15 A, while those for science are discussed generally in sections 15 B and 15 E.

There are two areas relating to the conservation and diffusion of science of which mention may be made in this section.

(i) Aboriginal science

Alongside the growing interest in Australia in the preservation and diffusion of Aboriginal culture there is increasing acknowledgement that Aboriginal "science and technology" is of value. Bodies such as the Australian Institute of Aboriginal Studies (AIAS), the National Parks and Wildlife Service and the Commonwealth Scientific and Industrial Research Organisation (CSIRO) have begun to investigate traditional Aboriginal knowledge and expertise in areas such as the use of fire (for regeneration of flora), concepts of sickness and health, and knowledge about plants and the processing of food. The AIAS encourages joint authorship and Aboriginal control of the dissemination of research involving Aboriginals and non-Aboriginals. Application of Aboriginal "scientific" knowledge is occurring through the incorporation of Aboriginal techniques into environment conservation practice in N. T. National Parks, use of traditional healers in the delivery of health services in a number of tradition-oriented Aboriginal communities, and the incorporation of Aboriginal knowledge of, and classifications, for flora and fauna into the curricula of various N. T. schools.

(ii) Technology transfer to industry

Several national institutions provide services related to the transfer of technology to industry. These include Federal bodies such as the Department of Science and Technology, the Commonwealth Scientific and Industrial Research Organisation and the Department of Primary Industry, and bodies which receive Federal Government support such as the Technology Transfer Council, the Industrial Design Council, the Productivity Promotion Council and the Standards Association.

In the field of extension of agricultural technologies to industry the State Governments have a large commitment. Some universities also have programmes to disseminate new developments to the agricultural community.

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15 E. Right to the freedom of scientific research and creative activity

15 E (1) Principle laws and regulations

Enabling legislation for Federal Government cultural and heritage bodies is designed to promote the right to freedom to participate in creative activity and scholarship. This legislation was outlined in section 15 A (1) and (2). Impending national archives legislation and freedom of information legislation will extend the existing right and freedom to use Government records for purposes of scientific research.

Each national cultural institution established by the Federal Government (see sect. 15 A (2) (b)) disseminates information on its activities and creative projects which it assists. In the case of the Australia Council, the information programme ranges from publication of information brochures and newsletters to advertisement of its grant programmes in the national press. The programmes of financial assistance for creative activity offered by the constituent boards of the Australia Council are comprehensive. They include direct grants which allow creative people to forgo employment and devote their time to creative pursuits, direct assistance and/or guarantees against loss afforded to artists, assistance towards authors' publishing costs, artists' training costs, funding of workshops and funding of several non-government cultural organizations which are national in character.

In addition the Australia Council provides assistance towards the administrative costs of cultural conferences/workshops and assists with travel costs for the participation of arts practitioners. Seminars are initiated by the Australia Council where there are issues of importance to arts policy, e.g., the 1979 Symposium of Artists' Moral Rights and extensive seminars on education and the arts, and ethnic arts initiatives.

Several non-government organizations which operate a network of cultural activity receive substantial funding from the Australian Council, both for administrative costs and project funding. Organizations which conduct research of relevance to Australia's culture are also supported.

The Australian Film Commission provides annual subsidies to organizations engaged in creative activities. These organizations include filmmakers' co-operatives, video centres and film and television institutes.

The Australian Film and Television School aims to enable students to demonstrate their potential in film and television production without the limitations imposed by producers, marketing distribution and censorship. The only impositions of this objective are constraints on time, space and money. The School publishes quarterly a journal of media research, widely used by media researchers.

The National Library of Australia publishes a select list of authoritative Australian books of research value and publishes on microfilm co-operative bibliographical data for distribution in Australia, New Zealand and Papua New Guinea.

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The Library provides the national secretariat for the Australian Advisory Council on Bibliographical Services, a body representing all types of library in Australia, and provides financial assistance to the International Federation of Library Associations and the International Serials Data system of UNESCO.

Most libraries in Australia support participation by their staff in the activities of the Library Association of Australia and other professional associations.

The Australian War Memorial and State museums both conduct and facilitate research.

Federal and State archives provide adequate facilities for the consultation of government records.

The Australian Heritage Commission engages in and facilitates research into matters impinging on the national heritage.

Staff of cultural institutions are encouraged to participate in seminars, workshops and conferences.

Facilities for creative activity and research in the States and Territories are outlined in section 15 A.

Distances within Australia, Australia's isolation from other cultures and the infrequency of international conferences in our region inhibit activity to some degree (see also sect. 15 F).

Several cultural institutions report constraints of limited funds and staff resources in achieving their objectives in relation to promotion of creative activity and scholarship.

15 E (2) Information on measures designed to promote enjoyment of this right

(See also sects. 15 E (1) and 15 E (4).) Additional measures undertaken by the Federal Government to promote the right to freedom of scientific research and creative activity include statutory taxation concessions. These cover:

Provision for concessions in income tax applying to authors, artists and inventors so as to confer some relief in the first few years that such a person commences to earn income;

Exemptions from Australian income tax on Australian earnings from research work by certain visiting scientists to Australia;

Exemptions from sales tax for certain items of scientific research equipment;

Provision for deductibility from assessable income of certain gifts, such as gifts of works of art to approved public institutions or gifts to approved scientific research institutes;

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Provision for deductibility of expenditure on scientific research buildings and accelerated depreciation of plant used for the purpose of scientific research;

Provision for deductibility from assessable income for the purposes of income tax liability, of investment in the production of certified Australian films.

15 E (3) Measures taken to guarantee freedom of exchange of scientific, technical and cultural information

Measures to promote the diffusion of scientific information were dealt with in section 15 B (3).

15 E (4) Measures to support organizations

Information on measures to support organizations and individuals engaged in creative pursuits, including financial assistance, was provided in sections 15 A, 15 D, 15 E (1) and 15 E (2). This section discusses measures to support organizations engaged in scientific research and related activities.

Measures to support scientific research may be conveniently discussed under the following headings:

- (i) Institutional framework
- (ii) Human resources
- (iii) Financial resources

(i) Institutional framework

In Australia the organizations active in scientific research comprise:

Federal and State Governments (statutory bodies and departments);

Tertiary education institutions (universities, colleges of advanced education, and institutes of technology; some of these operate consultant companies which draw on the expertise of the staff of their parent institutions);

Business enterprise (principally primary and extractive industries, processing and manufacturing industries, and associated research organizations);

Private non-profit research institutions;

Academies and professional associations;

Interface organizations such as research associations, and trust funds.

Government responsibility for science and technology in Australia is shared by Federal and State Governments. The Federal Government, however, has exclusive responsibility for defence, telecommunications, and science and technology.

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The major government and non-government institutions performing research in the natural sciences are described below.

Commonwealth Scientific and Industrial Research Organisation (CSIRO)

CSIRO was established by the Federal Government's Science and Industry Research Act of 1949. When the Organisation was first set up, its research centred on solving the problems then facing agriculture and industry. Today its research extends not only to those areas but into others such as the environment, human nutrition, conservation and urban planning. In terms of the range of its activities CSIRO is one of the most comprehensive research organizations in the world.

In 1978 CSIRO was restructured into five research Institutes which incorporate 38 research Divisions and six smaller research units. The Institutes comprise Animal and Food Sciences, Biological Resources, Earth Resources, Industrial Technology and Physical Sciences. A Bureau of Scientific Services, headed by a Director, is responsible for facilitating and promoting technology transfer and information flow, fostering co-operative technical assistance programmes and providing advice and assistance to the Executive, Directors and Divisional staff.

CSIRO has a staff of about 7,000 people and an over-all budget in 1979/80 provided by the Federal Government of \$192.6 million. Of the total funds to be spent directly by CSIRO some 92 per cent is spent on in-house research, 6 per cent on central administrative services and 2 per cent on external grants and studentships.

The functions of the Organisation are:

To carry out scientific research directed towards assisting Australian industry, furthering the interests of the Australian community, contributing to the achievement of Australian national/international objectives and responsibilities, and any other purpose determined by the Federal Minister for Science and Technology;

To facilitate the application or use of research results;

To liaise between Australia and other countries on scientific research;

To train research workers in science and to co-operate with relevant tertiary education institutions;

To establish and award fellowships and studentships for research, and to make grants in aid of research;

To recognize, co-operate with and make grants to industrial scientific research associations;

To establish, develop and maintain standards of measurement of physical quantities and to promote their use, and the development of their calibration;

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To collect, interpret and disseminate information relating to scientific and technical matters; and

To publish scientific and technical reports, periodicals and papers.

CSIRO publications include the annual report of CSIRO, the reports of the five Institutes, the Bureau of Scientific Services and the regular reports of the 38 Divisions. CSIRO also publishes the results of its scientific research in scientific journals both in Australia and overseas. It publishes selected items in specialist trade publications, in various non-specialist magazines and in the mass media, and makes films for screening to both specialist and general audiences.

CSIRO also publishes the Australian Science Index, a classified index of articles published in Australian scientific and technical serials, and the CSIRO Index which is an index of CSIRO published papers.

The Australian Atomic Energy Commission (AAEC)

The Australian Atomic Energy Commission (AAEC) is a Federal statutory body which facilitates the development of Australia's uranium resources, sells products of atomic energy and undertakes research and development. Activities are controlled by a Commission of five which is responsible to the Federal Minister for National Development and Energy. The AAEC's current programme emphasizes nuclear power, safety and the environment, uranium and nuclear fuel, radio isotopes and radiation, and international relations.

Commonwealth Serum Laboratories Commission

The functions of the Commonwealth Serum Laboratories Commission established by the Federal Government are to produce and sell such biological products of a kind used for therapeutic purposes as are prescribed, and undertake research in connexion with any such prescribed product and to carry out any other research determined by the Federal Minister for Health.

Australian Institute of Marine Science (AIMS)

The Australian Institute of Marine Science (AIMS), another Federal Government body, is mainly concerned with multidisciplinary research projects focused on tropical marine sciences. AIMS research projects fall into four main areas: marine food webs, reef-building organisms and coral reefs, tropical oceanography, and marine pollution. Specific programmes undertaken by the Institute cover inshore productivity, plankton behaviour, ultraplankton, coral taxonomy, coral calcification, reef diagenesis, oceanographic mixing processes as related to cycling and budgets of plant nutrients, and pollution studies of trace metals.

National Health and Medical Research Council (NH & MRC)

The National Health and Medical Research Council (NH & MRC) is an independent body which advises the Federal Minister for Health on the application of funds from the Medical Research Endowment Fund to provide assistance to Federal and State

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Governments engaged in medical research; to universities and other institutes for the purpose of medical research; and to persons engaged in medical research and in the training of persons in medical research. NH & MRC grants form the major proportion of the total Federal funds spent on medical research in Australia.

Federal Government Departments

In addition to the major statutory bodies a number of Federal Government Departments undertake significant research. Typical of these are the Department of Science and Technology (meteorology and Antarctic research), the Department of National Development and Energy (Bureau of Mineral Resources, Geology and Geophysics), the Department of Health and the Department of Defence.

State Government Departments

A number of Departments in the various State Governments conduct research work in their own research institutes and research stations. Their work is more applied in nature and concern areas for which the States have prime responsibility, e.g., agriculture, soil conservation, and fisheries.

Universities and colleges of advanced education

Scientific research is promoted and conducted in all 19 Australian universities and the 80 or so colleges of advanced education. While the latter have a strong vocational and applied orientation scientific research conducted in colleges of advanced education is relatively limited and usually oriented more to local problems and interests.

In 1976, intramural expenditure on research and development by universities (including an imputed fraction of teaching and research activities) was 31 per cent of all university expenditure. Basic research accounted for most (66 per cent of this effort with the balance of the effort largely being applied research. The natural sciences accounted for 71 per cent of total expenditure.

Research organizations associated with higher education institutions

A number of tertiary education institutions in Australia have established independent commercial companies to promote and manage research and consultancy services to industry, commerce, government and the community.

These organizations play an important role in promoting and facilitating communication between the higher education and other sectors. They undertake investigational and research projects in the fields of science and engineering and increasingly in management and marketing. Results are confidential to the client and are published only with the consent of the client.

Research associations

A feature of industrial research is the group of research organizations known as Research Associations. An Association is owned by the companies that

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co-operated to establish it to conduct research in their particular industry. Research Associations are non-profit companies financed partly by industry and partly by government. Currently the Federal Government, through CSIRO, supports four out of a total of 14 Research Associations. These are the Bread Research Institute of Australia, the Brick Development Research Institute, the Sugar Research Institute, and the Australian Welding Research Association. Following its consideration of the CITCA Report, the Federal Government has agreed to support the establishment of new research associations. In addition, CSIRO contributes to the running of the Australian Wine Research Institute. Associations not financially supported directly by CSIRO include the Australian Minerals Industry Research Association, the Australian Engineering and Building Industries Research Association, and the Australian Coal Industry Research Laboratories Ltd. As well as those organizations which involve some form of Government assistance, there are others, which are totally industry-financed and staffed. These organizations include the following organization.

The Australian Industrial Research Group (AIRG)

The Australian Industrial Research Group (AIRG) is an association of research and development managers employed in Australian industry. It represents some 3,000 full-time professional researchers, who are backed by another 8,000 (approximately) people in development and technical services. AIRG aims to improve the quality of research management in Australia and to stimulate and develop an understanding of research as a force in economic, industrial and social activities.

Private non-profit institutes

Private non-profit institutes include those trusts, foundations, institutes and other organizations which do not have the financial welfare of industry as their objectives and are not Government agencies. Expenditure on research and development by private non-profit organizations comprises less than one per cent of the gross national expenditure on research and development and is concentrated in the biological and medical sciences. Some of the main organizations are:

- The Walter and Eliza Hall Institute of Medical Research, Melbourne;
- The Australian Council for Educational Research (ACER), Melbourne;
- The Howard Florey Institute of Experimental Physiology and Medicine, Melbourne;
- The Ludwig Institute for Cancer Research, Sydney;
- The Royal Children's Hospital Research Foundation of Victoria;
- The Red Cross Blood Transfusion Services;
- Victorian Institute of Marine Sciences (VIMS).

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National and regional facilities

Australia has a number of regional and national facilities which are used by workers from various institutions both within Australia and overseas. Examples include the Australian Institute of Nuclear Science and Engineering (AINSE) through which researchers can have access to the Australian Atomic Energy Commission's Research Establishment at Lucas Heights in New South Wales; the Anglo-Australian Telescope at the Siding Spring Observatory, near Coonabarabran in New South Wales; the Parkes Radio Observatory at Parkes, New South Wales; and the National Nuclear Magnetic Resonance Centre at the Australian National University in Canberra. These facilities are all expensive and are run to ensure the best use by the scientific community.

(ii) Human resources

Australian universities, colleges of advanced education and various institutions providing post-secondary technical education are the principal sources of scientific and technical manpower within the country.

A comprehensive survey of manpower in Australia was made in conjunction with the 1976 national census. This showed that scientific and technical personnel accounted for 2.8 per cent of the work force.

In 1976, 6.3 per cent of the Australian population held a post-secondary qualification. The educational attainment of the population in 1976, not including that at the trade level, is shown in the following table.

Table 9. Post-secondary qualifications in Australia

Field	Degree or Equivalent	Diploma	Technical Level Qualifications
Social sciences	60,365	63,380	89,256
Natural sciences	40,696	5,877	7,068
Medical sciences	38,932	21,413	179,669
Engineering, architecture and technology	35,795	25,763	123,753
Agricultural sciences	8,730	7,223	14,450
Sub-total, science and engineering	184,518	123,656	414,196
Humanities a/	78,238	200,323	11,281
Non specified	7,236	833	3,650
Total	269,992	324,812	429,127

a/ Including Teacher Training, Fine Applied Arts and Religion.

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The 1976 Census indicated that a disproportionately small number of women had formal qualification which would enable them to work as research scientists. For example only 6,704 females held higher degree level qualifications as against 27,617 males. An analysis by age structure would suggest a trend towards an increased proportion of women with such qualifications. The most recent census was carried out midway through 1981 and the results are not yet available.

Current figures for the migration of people with scientific and technical qualifications are not available, although the number has increased since 1973. In 1973 there were 8,170 permanent immigrants in this category, but only 4,206 permanent departures. For the six years from 1968 to 1973, the net gain was 36,162 people.

The Committee on Overseas Professional Qualifications within the Federal Department of Immigration and Ethnic Affairs evaluates and decides on the recognition of overseas qualifications in a range of professional and sub-professional occupations.

There is no national plan to train particular numbers of scientists and technologists. The quality and relevance of training of scientists and technologists in Australia is internationally well-regarded and an adequate number of Ph.D. students is being trained in Australia to meet Australian science and technology research and development needs.

CSIRO and the universities provide a well-based career development for research scientists in Australia. The interests of research scientists and other scientists and technologists are generally protected by their staff associations (unions). Scientists and technologists employed in the Public Services of the Federal and State Governments have their own staff associations.

(iii) Financial resources

Gross expenditure on research and development (GERD) in Australia in 1976/77 (most recent available figures) was \$A 802 million, or 1 per cent of gross domestic product. GERD was distributed in the following ways:

By sector of performance

	<u>Percentage</u>
Federal Government	40
Higher Education	23
Private Enterprise	20
State Government	16
Private Non-profit	1

To natural sciences, 90 per cent; to social sciences, 10 per cent.

To basic research, 30 per cent; to applied research, 45 per cent; to experimental development, 25 per cent.

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By end use or purpose (excluding private enterprise research and development).

	<u>Percentage</u>
Economic development	58
Advancement of knowledge	21
Defence 11	
Community welfare	10

Trends in GERD between 1973/74 and 1976/77 (most recent surveys) have been:

Total GERD fell by about 12 per cent (in real terms)

Research and development (R and D) expenditure in Federal Government, and in higher education, has stayed about constant; State Government R and D expenditure rose 16 per cent; and private enterprise expenditure on R and D fell 45 per cent (all in real terms).

Federal Government expenditure on R and D is disbursed in a number of forms. As indicated earlier in this section, the Federal Government funds a range of national institutions engaged in the promotion and conduct of scientific research and development, such as the CSIRO and the Australian Atomic Energy Commission. The Federal Government also offers substantial support to recognized bodies such as the Australian Academy of Science and the Australian and New Zealand Association for the Advancement of Science (ANZAAS).

The Federal Government provides 95 per cent of the higher education sector's funds for R and D. University research in Australia is financed from four main sources: general recurrent funds recommended by the Universities Council; special grants for research recommended by the Council; grants for other Federal Government sources; and grants, contracts and donations from private sources.

The four principal granting schemes providing support for university research and those administered by the Australian Research Grants Committee (ARGC), the National Health and Medical Research Council (NH&MRC), the National Energy Research, Development and Demonstration Council (NERDCC), and the Australian Marine Sciences and Technologies Advisory Council-Funding Advisory Panel (AMSTAC-FAP). ARGC receives proposals in the natural sciences, the social sciences and the humanities.

Federal Government funds for university conducted R and D are sometimes supplemented by State Governments or by funds from levies on specific industries (for example, the wool, wheat, and beef and sheep meat industries) for that purpose. Fellowships and similar awards, while providing some additional funds, are more significant for their prestige than for their contribution to over-all funding levels. For example, 10 Queen Elizabeth II Fellowships and five Queen's Fellowships in Marine Science are usually awarded annually.

The Federal and State Governments share approximately equally some 85 per cent of expenditure on Australian research and development in the rural sector.

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Research in this sector is based on complex interrelationships, formal and informal, between State and Federal Government departments and agencies, intergovernmental committees, funding bodies, the higher education institutions, and private industry.

One of the major features of Federal financial support for rural research are the Rural Industry Research Funds (RIRFs). Thirteen statutory and a number of non-statutory Funds have been established by agreements within each industry. The levies contributed by industry members are matched by the Federal Government. Thus, producers contributed about half of the funds allocated for research by the RIRFs in 1973/74 (16 per cent of the total allocations to research agencies). The allocation of funds is recommended by committees comprising representatives of rural industry, CSIRO, the Department of Primary Industry, universities and nominees of the Australian Agricultural Council. The allocations are formally ratified by the Federal Minister for Primary Industry.

Federal support for industrial research and development is implemented principally through the Industrial Research and Development Scheme under the Industrial Research and Development Incentives Act. Funding of the Scheme in 1980/81 was \$53.7 million, an increase of \$19 million, or over 55 per cent on the previous year. The Act provides for three types of incentives - commencement grants, project grants and "public interest" projects;

Commencement grants (\$10.6 million in 1980/81) are non-competitive and are designed to encourage companies to establish R and D capability;

Project grants (\$37.4 million in 1980/81) are selective and designed to provide on-going support to companies with established industrial R and D facilities;

Public interest projects (\$5.0 million in 1980/81) are projects of industrial research undertaken on behalf of the Commonwealth and which are contracted out to private industry through the R and D Incentives Board.

In a recent comprehensive review of industrial research and development, the Government adopted a number of recommendations contained in the CITCA report.

Recent initiatives taken by the Government include increasing the proportion of Government R and D contracted out to industry and increasing its support for new and existing research associations.

The Federal Government also provides support for Pilot Enterprise Development Programs which are designed to assist individual inventors and technology-based small enterprises to gain access to the full spectrum of services, facilities and finance required to take inventions through to the market place.

15 E (5) Restrictions

Although there are no specific statutory restrictions placed on the rights of individuals to freedom of scientific research in Australia and there is in general

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in observance of this right, there are several difficult areas in which ethical restraints are imposed.

For example the Federal Government supported the introduction by the Australian Academy of Science of voluntary guidelines for the monitoring of recombinant DNA research. During 1980, the Government agreed to take over this monitoring role. The Government will also use voluntary guidelines and is yet to vary those issued by the Academy.

Research is also restrained by educated public opinion and an ethical approach adopted by the scientists themselves and is subject to the body of Common Law where for example it constitutes an assault on the rights of others. In isolated cases there may be interaction with statutory provisions - for example, researchers wishing to import hazardous organisms from overseas for the purposes of research are subject to Federal Government customs and quarantine legislation, and researchers in the area of tissue transplants involving humans are required to work within the framework of the evolving body of legislation on such matters.

15 F. Encouragement and development of international contacts and co-operation in the scientific and cultural fields

(The following comments encompass sections 15 F (1) and (2) of the guidelines.)

Scientific co-operation

Australia's main channels at Federal Government level for scientific and technological co-operation with other countries are:

Bilateral agreements for scientific and technological co-operation;

Science liaison offices;

Scientific and technological aspects of the Australian development assistance programme;

Agreements and arrangements in specific fields;

Multilateral co-operation arising from membership of international organizations - governmental and non-governmental;

Ad hoc exchange of scientific information between Governments and between Government research bodies and their counterparts overseas; and

Bilateral cultural agreements containing provisions for scientific and technological co-operation.

Major examples of these channels of communication are discussed below.

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(i) Bilateral science and technology agreements

Major co-operative programmes are conducted under bilateral science and technology Agreements including:

The United States/Australia Agreement for Scientific and Technical Co-operation;

The India/Australia Science and Technology Agreement;

The Federal Republic of Germany (FRG)/Australia Science and Technology Agreement;

The Japan/Australia Science and Technology Agreement;

The USSR/Australia Agreement on Scientific and Technical Co-operation, unilaterally suspended by the Federal Government early in 1980;

The China/Australia Science and Technology Agreement;

The Mexico/Australia Science and Technology Agreement.

The Australian Government also provides financial assistance for the agreements between the Australian Academy of Science and the Australian Academy of Technological Sciences with Academia Sinica, China.

The agreements contain provision to include sub-arrangements or "memoranda of understanding" in specific fields between agencies of Australia and the other country concerned.

(ii) Science liaison offices

Science liaison offices are located within Australian diplomatic missions and are staffed by science attaches or counsellors with diplomatic accreditation. At present, science liaison offices are located in London, Tokyo and Washington. Australia maintains a science and environment counsellor at its permanent OECD delegation in Paris and atomic energy counsellors in Vienna, London, Tokyo and Washington.

(iii) Australian Development Assistance Bureau (ADAB)

The Australian Development Assistance Bureau (ADAB) initiated a programme in 1979 known as the Australian Science, Technology and Research Co-operation (AUSTREC) Program which was intended to strengthen and draw together within a co-ordinated framework, the range of Australia's existing aid activities (including those in the training, bilateral and multilateral areas) and new aid initiatives in the science and technology area. The AUSTREC Program is designed to make Australia's science and technology efforts more effective without requiring the establishment of costly new institutional arrangements in Australia.

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The Consultative Committee on Research for Development (CCRD) was established by the Minister for Foreign Affairs in November 1977 to assist ADAB to identify and make specific recommendations concerning research and research-related projects, institutions and programmes which benefit developing countries and which might be assisted under Australia's aid programme.

A recently announced initiative by the Government is the intention to establish the Australian Centre for International Agricultural Research to fund agricultural research for the benefit of developing countries.

(iv) Australian Asian Universities Co-operation Scheme (AAUCS)

Through the Australian Vice-Chancellor's Committee, Australian universities are collaborating with selected universities in Indonesia, Malaysia and Singapore, with the assistance of other Australian tertiary institutions, Government Departments and the private sector. The Australian Asian Universities Co-operation Scheme (AAUCS) is funded by ADAB and receives contributions in kind from Australian and Asian universities. The Scheme, which began in 1969, has been growing steadily and in 1980/81 had an annual budget of \$1.2 million. Over two hundred Australian academics have participated in the Scheme.

AAUCS programmes are directed towards assisting associated universities with staff development programmes in associated universities overseas. In Indonesia, assistance comprises training courses, visiting assignments and the secondment of Australian staff in a number of disciplines. In Malaysia and Singapore, the emphasis is on faculty development. In all three countries, direct Australian participation in development is supported by a comprehensive post-graduate fellowship programme.

(v) CSIRO Centre for International Research Co-operation (CIRC)

The Centre for International Research Co-operation (CIRC) was established within CSIRO in mid-1978 to:

Provide an identifiable focal point for CSIRO support for research co-operation in developing countries;

Be responsible for planning and evaluating CSIRO's contribution to the science and technology component of Australia's assistance to those countries;

Encourage, in collaboration with Directors of CSIRO Institutes and Chiefs of CSIRO Divisions, the efficient deployment of CSIRO resources for this purpose.

Most of the assistance projects for developing countries, in which CSIRO becomes involved, contain a strong research component or require specialist advice from CSIRO scientists. In addition, a number of CSIRO Divisions and Laboratories provide training for scientists and technical officers from developing countries. With only a small core staff, the role of CIRC is essentially one of co-ordination. Once projects have been established, the Centre is concerned mainly with general liaison and policy matters, while the day-to-day management of the projects is left to the Divisions concerned.

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(vi) Agricultural exchanges

The Federal Department of Primary Industry is responsible for a programme of agricultural exchanges with other countries. The objective of the programme is to foster a mutually beneficial exchange of information and expertise in the application of technology to a wide range of agricultural and forestry activities.

(vii) Multilateral co-operation

Australia participates in the science and technology activities of the United Nations and its agencies. Australian experts and consultants contribute to international science and technology programmes conducted by UNESCO, the Food and Agriculture Organization of the United Nations, the World Health Organization, the World Meteorological Organization, the Intergovernmental Oceanographic Commission and the Economic and Social Commission for Asia and the Pacific. It is also a member of the Association for Science Co-operation in Asia (ASCA) and is active in the science and technology activities of OECD, of which Australia is a member.

Australia has a number of bilateral and unilateral development assistance programmes as mentioned above. Australia, through the Australian Academy of Science, is a member of the 19 unions of the International Council of Scientific Unions (ICSU).

(viii) Antarctica

In 1957, as part of the International Geophysical Year (IGY), 12 nations including Australia, co-operated in research programmes in Antarctica. The co-operation between these nations led to discussions of a treaty to regulate international activity in the area. On 1 December 1959, the Antarctic Treaty was signed. The original signatories included Australia.

Under the treaty, nations have developed measures providing for the protection of wildlife, co-operated in scientific research, declared areas of special scientific interest, and co-ordinated telecommunications, transport and logistics. The Treaty has led to a system of Consultative Meetings, at which the original signatories, and other parties which have been accepted as having Consultative Party status, deal with issues of common interest and make recommendations to their Governments. Since its inception, 78 such recommendations have been adopted. Recent meetings have focused on recommendations on resource issues.

The Treaty has been successful in preserving the environment and promoting international co-operation in the Antarctic. The Treaty contains provisions under which a review can take place after 1980.

The Australian Government's Antarctic Treaty (Environment Protection) Act 1980 implemented measures agreed by the signatories to the treaty for the conservation of Antarctic flora and fauna.

The first moves towards the development of an international agreement on Antarctic marine living resources occurred at the 1977 meeting of the Antarctic

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Treaty Consultative Parties held in London. Australian scientists played a leading role in the development of the Convention of the Conservation of Antarctic Marine Living Resources and by the Antarctic Marine Living Resources Conservation Act 1981, Australia became the first of the 15 signatories to ratify this important international agreement. The Convention has been hailed as a major development in the management and conservation of international marine resources.

(ix) Intellectual property

Australia participates actively in international co-operative efforts associated with the Paris Convention, the Patent Co-operation Treaty, the Strasbourg Agreement and the WIPO Conventions.

Cultural Co-operation

(See also sect. 15 A (2) (c).)

The functions of the Australia Council and the Australian Film Commission specifically recognize the importance of the development of international contacts and co-operation in the cultural area. The Australia Council's activities include an International Program which provides for international cultural exchanges, including tours by Australian performing groups and the export of film, art and craft exhibitions and reciprocal visits by overseas groups. This Program is developed in close collaboration with the Department of Foreign Affairs, particularly in relation to the development of reciprocal programmes with the countries with whom Australia has cultural exchange agreements. The Australian Film Commission is currently negotiating towards co-production treaties with various countries. It is also actively involved in cultural exchange programmes administered by the Department of Foreign Affairs.

Federal Government statutory bodies such as the National Library of Australia, the Australian National Gallery, the Australian War Memorial and the Australian Film Commission seek regular exchange of information with counterpart authorities overseas and most are affiliated with international organizations.

Federal statutory authorities participate in the development and implementation of international cultural exchange agreements.

In the interests of the most effective operation of Australia's cultural institutions to recognized world standards Australia's national museums institutions and galleries are affiliated with international bodies such as ICOM and visits by technical experts from other countries are welcomed.

Several Australian archival institutions, including the Australian Society of Archivists, are members of the International Council on Archives (ICA) and, to the extent practicable, participate in and contribute to ICA conferences, seminars and symposiums on technical matters. The Australian Archives has provided advice and assistance to archival institutions in Third World countries, including a visit by an archivist to a Pacific country to help prepare plans for an archival repository.

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In September 1981, Australia hosted the bi-annual congress of CILECT (International Liaison Organisation for Film and Television Schools) which was attended by representatives from 51 member schools. Earlier in 1980 the Australia Film and Television School provided training for 10 Burmese broadcasters in television techniques prior to the commencement of the Burmese Broadcasting services. The school is currently negotiating with UNESCO on the matter of a training agreement whereby it becomes responsible for co-ordinating training activities in the South East Asian region.

Again, the Australian War Memorial has assisted with the development of museum institutions in the Asian and Oceanic regions and in 1982 is to host a conference on Museum documentation to assist developing countries in documentation techniques.

Exhibitions of Aboriginal art and craft are a major component in the international programme of the Aboriginal Arts Board, with support also being extended to performances by Aboriginal dancers, musicians and songmen at exhibition openings. Performing groups have also attended overseas festivals and celebrations, and Aboriginals involved in fields such as art, literature, theatre and film, have attended conferences, meetings and promotional events as well as travelling overseas for the purpose of study in their chosen field.

Private national entrepreneurial groups receive Government funding for their activities. An important initiative in this area was the introduction in 1980 of the World Theatre Exchange Program by the Cladan Cultural Institute which brings to Australia groups from countries in which a large number of Australia's ethnic groups originated.

In 1979 the Federal Government funded the establishment of the International Cultural Corporation of Australia Ltd. whose objects include the promotion of international exchanges. To date, its activities have involved entrepreneurial work in international arts exhibitions and assistance with the proposed Commonwealth Arts Festival to be held in conjunction with the August 1982 Commonwealth Games.

15 F (3) Factors and difficulties

The principal impediment to greater international contact in cultural matters is Australia's geographical isolation and the infrequency of conferences in Oceania and Asia.

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ANNEX

List of documents attached to the report a/

The following documents were enclosed with the report submitted by the Government of Australia. For convenience they have been numbered 1 to 27.

Introduction

1. Handicapped Persons Equal Opportunity Act 1981 (South Australia)
2. Human Rights Commission Act 1981

Section 15 A

3. Australian Bicentennial Authority Act 1980
4. Australia Council Act 1976
5. Australia Council Amendment Act 1976
6. Australian Film Commission Act 1975
7. Australian Film Commission Amendment Act 1976
8. Australian Film Commission Amendment Act 1980
9. Film and Television School Act 1973
10. Australian Film on Television School Amendment Act 1976
11. Australian Heritage Commission Act 1975
12. Australian Heritage Commission Amendment Act 1976
13. Australian Institute of Aboriginal Studies
14. Australian War Memorial Act 1980
15. Historic Shipwrecks Act 1976
16. Historic Shipwrecks Amendment Act 1980

a/ The documents, as received from the Government of Australia, are available for consultation in the files of the United Nations Secretariat.

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17. Income Tax Assessment Amendment Act 1978

18. Income Tax Assessment Amendment Act 1981

19. Museum of Australia Act 1980

20. National Gallery Act 1975

21. National Library Act 1960-1967

22. National Library Act 1973

Sections 15 B, D, E and F

23. Science and Technology Statement (Australian Federal Government Publication)

Section 15 C

24. Copyright Act 1968

25. Copyright Amendment Bill No. 2/1979: Second Reading Speech by the
Hon. I. Viner, M.P.

26. Copyright Law in Australia (Australian Federal Government Publication, 1981)

27. Public Lending Right in Australia (Australian Federal Government Publication,
April 1981)
