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## CULTURE, RECREATION, ENVIRONMENT AND TOURISM

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Culture is essential to a shared sense of quality of life, and takes many forms. At a national level these forms range across cultural heritage, creative and performing arts, film and video, radio and television, sports and games, language and religious practice, adult education, active attachment to custom and place, and activities around the conservation and enjoyment of the natural environment.

Tourism is closely bound to cultural life. Cultural venues and events attract visitors; events and institutions are linked both to tourist patronage and to support from local populations; while a general perception of cultural vitality is an important factor in drawing visitors from overseas.

This chapter reviews cultural activity supported by the Commonwealth and its agencies, and by national non-government cultural organisations.

Statistics on travel and tourism, complementing the monitoring and promoting role of government, are also included.

### CULTURAL HERITAGE

Australia's heritage is drawn from its cultural and natural environments. The cultural environment includes Aboriginal sites of all types—from cave paintings to fish-traps and carved trees. Historic places such as old residential and commercial buildings, shipwrecks, parks and gardens are also included. The natural environment ranges from national parks, nature reserves, habitats of endangered species and wilderness areas, to outstanding geological features and landscapes. Sites and objects of scientific, archaeological and social importance are also included.

The functions of identifying, cataloguing, surveying, conserving and protecting the national heritage are shared between governments and statutory authorities, with assistance from community organisations, such as the National Trusts in each State, and individuals.

Consolidated statistics relating to cultural heritage are not available, although information on specific funding programs, such as the National Estate Grants Program, and discrete activity by individual organisations is published in various annual reports and, for broader sectors, through the reports of special inquiries.

The Register of the National Estate, compiled and maintained by the Australian Heritage Commission, is the national list of all those parts of Australia's natural, historic and Aboriginal heritage which should be kept for present and future generations.

Governments support delineation and conservation of heritage material through the funding of public collections, the establishment of statutory authorities charged with providing

policy advice and undertaking or sponsoring research, and administration of grants in support of heritage related activity.

While the Commonwealth Government works in partnership with State and Territory Governments, it also undertakes heritage activities on its own account where implications of these actions go beyond State or local boundaries; for example the nomination of sites for world heritage listing, the protection of Aboriginal heritage and advice about proposals which might affect the National Estate. These functions are administered by, respectively, the Department of the Arts, Sport, the Environment, Tourism and Territories; the Aboriginal and Torres Strait Islander Commission; and the Australian Heritage Commission.

## **Aboriginal Cultural Heritage**

### **History**

Aborigines have lived in Australia for at least 40,000 years. Before European settlement Aborigines left no written records, so deduction from archaeological and anthropological evidence is the principal process in amending and advancing new theories about their history.

Aborigines are generally thought to have come to Australia from the south-east Asian mainland and to have come to Australia over an island network that existed during the last Ice Age. The sea was then much lower and the greatest distance between islands probably only 60 kilometres. The sea travel that was undertaken by these early migrants is believed to be the earliest evidence of sea navigation by humankind.

Some scientists suggest, on the findings of early human skeletal types, that there may have been two or more migrations of different peoples who eventually merged to become modern Australian Aboriginal people.

For tens of thousands of years Australia was isolated from the island archipelagos to its north. In this time the Aborigines developed a materially simple but complex culture.

Aborigines lived as hunter-gatherers, often moving in a seasonal pattern between permanent or semi-permanent encampments. The types of foods hunted and collected varied widely but studies of Aboriginal foods have concluded that traditional diets were often nutritious and well-balanced.

Groups of people who spoke a common language held hunting rights and religious sanction over particular areas. The size of the pre-colonial Aboriginal population is not known with accuracy, but estimates range from 300,000 to more than one million. At the start of the colonial period there were about 200 languages and many more dialects.

Despite their linguistic diversity, Aborigines still share central themes in their traditions. They see humankind as part of nature. They identify, in a variety of forms, great creatures, heroes of a creation era generally referred to as the Dreamtime, which travelled through the land giving it form.

Although groups are bound to their local environment by systems of belief expressed in oral tradition, art, songs, dance and social relationships there is evidence of long distance travel for trade and ritual purposes. Traditional Aborigines have disciplined societies with complex kinship structures. Authority within small groups is held by older people who have earned the right to enforce laws.

### **Archaeology**

Governor Arthur Phillip was the supervisor of the first excavation in Australia in 1788 when he had an Aboriginal gravesite opened and presumed from the ashes found that Aborigines cremated their dead.

But the archaeology of Aboriginal Australia did not become established as an academic discipline until the 1960s and the appointment of John Mulvaney to the Chair of Prehistory at the Australian National University in Canberra.

Since that time there has been a vigorous growth in the amount of archaeological research carried out in Australia.

Evidence has led to the general acceptance that Australia has been occupied by humans for possibly 50,000 years. A fossilised skull found in the Willandra Lakes area in South Australia has been dated using the electron spin resonance (ESR) technique as being between 30,000 and 50,000 years old.

Other claims have been made for an antiquity for human occupation in Australia in excess of 100,000 years, but the claims are not proven or widely accepted.

One of the more recent, is the claim of Dr Gurdip Singh from the Australian National University that a core from the bed of Lake George near Canberra, which shows a sudden increase in burning about 120,000 years ago, is evidence of human activity.

Dr Steve Webb of Bond University, who found a human skull fragment in the Lake Eyre region in 1988, has claimed that the fragment might be as old as 130,000 to 150,000 years. Analysis of the fluorine content of the bone fragment showed that it might be contemporary with extinct giant creatures which roamed Australia in the ice age.

Australian prehistory has a major place on the world stage and its practitioners have, in the past 28–30 years, increasingly been invited to participate in overseas publications, forums and conferences.

The contributions which Australian archaeologists are making are recognised as of relevance to global questions concerning human evolution, adaptation and cultural development.

Aboriginal people have been indicating for a long time that they wish to have control of their own heritage. There are a growing number of Aboriginal students of museum studies, conservation and prehistory.

### **Aboriginal heritage protection**

The Aboriginal and Torres Strait Islander Commission has responsibility for the administration of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*.

The Act preserves and protects places, areas and objects of particular significance to Aboriginal tradition. Initially enacted as interim legislation in June 1984, the Act was amended during 1986 to remove the clause relating to its expiration two years after enactment. The Act was amended in 1987 to incorporate provisions for the preservation of Aboriginal cultural heritage in Victoria.

The legislation complements existing State and Territory laws, and is intended to be used only as a last resort where those laws do not provide effective protection from injury or desecration for significant Aboriginal areas and objects.

### **Aboriginal art**

Australian Aboriginal art represents possibly the oldest living continuous art tradition in the world and is the product of a culture which has developed over a period in excess of 40,000 years. Traditionally art was, and is, integrated with community life and the spiritual beliefs of Aboriginal people. The various forms of artistic expression, the visual arts, music, song and dance are inextricably connected and often serve to represent and enhance sacred stories and beliefs about the spirit ancestors who created and shaped the land and who gave to their descendants all sacred law, customs and ritual. *See also* Aboriginal cultural activity within this chapter.

## **Australian Institute of Aboriginal and Torres Strait Islander Studies**

The Institute was originally established as the Australian Institute of Aboriginal Studies in 1964. In 1989 its Act was amended and it was retitled. Its functions are to promote Australian Aboriginal and Torres Strait Islander studies in areas such as the arts, education, languages, health, history, archaeology, sociology, anthropology, and contemporary social issues.

The Institute is now central to Aboriginal studies research. It is the largest library resource centre for information about the traditional and contemporary cultures and life styles of Aboriginal and Torres Strait Islander people. Tapes, pictures and photographs which are unique records of Aboriginal and Torres Strait Islander culture are preserved in environmentally controlled vaults. The movie collection is especially important.

The Institute supports research through the provision of grants and the employment of research staff, including visiting research fellows, and publishes some of the works resulting from the research and material from other sources. It publishes books on all aspects of Aboriginal studies: microfiche, musical recordings on disc and cassette, film and videos, a twice yearly journal, an annual bibliography of material accessioned into the library and an annual report.

## **National Estate**

The Commonwealth Government, in conjunction with States and Territories, actively seeks the protection of Australia's national estate.

### **Australian Heritage Commission**

The Australian Heritage Commission, established under the *Australian Heritage Commission Act 1975*, advises the Commonwealth Government on the protection of the National Estate. In summary, its responsibilities are to:

- prepare and maintain a register of national estate places;
- advise the Minister of the Arts, Sport, the Environment, Tourism and Territories on all matters relating to the national estate;
- advise other Commonwealth Ministers and authorities on Commonwealth Government proposals which might affect the national estate; and
- develop policies and programs for research, training and public awareness about the national estate.

The Australian Heritage Commission consists of a part-time chairman and up to six part-time commissioners with interests in the natural and cultural environment. The Commission is supported by a secretariat located in Canberra.

In 1989–90, the Commission's appropriation was \$4.483 million, with a human resource allocation of 47 staff years.

### **Register of the National Estate**

The Commission's major task is the development of the Register of the National Estate.

The term 'national estate' is a very broad-ranging concept. In the legislation, the national estate is defined as:

...those places, being components of the natural environment of Australia, or the cultural environment of Australia, that have aesthetic, historic, scientific or social significance or other special value for future generations as well as for the present generation.

It thus consists of all those places which have been identified as worth keeping and handing on to future generations. Such places include wildlife habitats, natural ecosystems, landscapes of great beauty, grand buildings and structures, humble dwellings, work places,

ruins, sites of historic events and Aboriginal places such as dreaming tracks, rock art sites, ceremonial and archaeological sites. Portable objects, such as paintings and works of art are not included. Detailed criteria and processes have been developed by the Commonwealth as part of the procedures for identifying the national estate.

At 30 June 1990 the number of places in the Register of the National Estate totalled 9,146. Another 487 places were included in the Interim List.

#### **Advising the Federal Government**

The Commission recommends to its Minister, currently the Minister for the Arts, Sport, the Environment, Tourism and Territories, possible action required where major national estate areas are threatened; and provides advice to other Commonwealth ministers and agencies, *inter alia*:

- under Section 30 of the Act, where other Commonwealth agencies may be proposing actions which could have an impact on a place in the Register;
- on foreign investment proposals which could affect places in the Register;
- on the disposal of Commonwealth property where registered places could be involved;
- on environmental impact statements; and
- on other major national estate issues.

#### **National Estate Grants Program**

This Program is the Commonwealth Government's major financial contribution to the conservation of the National Estate and some \$44 million has been allocated to more than 3,200 projects since the NEGP was introduced in 1973. The Program is designed to help the States and Territories, and organisations within them, to conserve the national estate. It operates by means of agreements between the Commonwealth and each State and the Northern Territory.

The Program is coordinated by the Australian Heritage Commission which has regular contact with State and Territory authorities responsible for heritage matters. The Australian Heritage Commission uses consequent documentation in its compilation and maintenance of the Register of the National Estate.

*Under current arrangements, State and Territory Governments have the primary responsibility for developing and administering their respective programs.*

Project work is carried out by State and Territory Government departments and authorities, local government bodies, academic institutions, national trusts, professional and community organisations as well as by individual consultant firms working for them.

#### **Australian Heritage Research Program**

In 1983, the Australian Heritage Commission established the Australian Heritage Research Program (AHRP) to fund major national surveys and deserving projects which directly assist the Commission to carry out its statutory role.

The objectives of the AHRP are to:

- increase understanding and further knowledge of the National Estate;
- identify and document places of national estate significance;
- improve documentation on places that are part of the national estate;
- generate, through studies, nominations of places for entry in the Register of the National Estate;
- conserve, improve and present the National Estate; and
- further training, education and information exchange on national estate issues.

During the year, the Commission made allocations over \$500,000 under its own small research program, the AHRP. It also spent \$700,000 on its community relations program which is designed to increase public awareness of national estate issues. Activities under

the latter program included educational resources, publications, film production, workshops and seminars, the establishment of a national bibliographical database, Heritage Australia Information System (HERA), and the operation of a small specialised library.

### **National Trusts**

The National Trust bodies were set up to further the conservation of lands, buildings, works and articles which are of heritage importance because of educational, aesthetic, historic, architectural, artistic, scientific, cultural or other special interest.

The movement began in Australia in 1945, when the National Trust of Australia (New South Wales) was formed. In 1965 the Australian Council of National Trusts was formed to serve the national interests of the Australian Trusts which had by then been established in each of the country's eight States and Territories.

The Trust movement is the largest voluntary conservation organisation in Australia—membership is open to all individuals and organisations. National membership is approximately 80,000.

The conservation work of the Trusts is pursued through the identification of places of heritage value; public lobbying for heritage conservation; education programs; and through the direct conservation of places of heritage value. The Trusts own or control about 300 properties of a wide variety, including historic buildings, nature reserves, gardens, and even two paddle steamers.

The Trusts have established heritage registers which collectively list more than 23,000 places throughout Australia including buildings, urban areas, landscapes and industrial sites. In so doing, the Trusts are strongly committed to the preservation of the National Estate.

### **Historic shipwrecks**

Around Australia's coastline lie many old shipwrecks of historic value. The oldest recorded shipwreck in Australian waters is that of the *Tryall* (1622), an English whaling vessel which sank off Western Australia.

Vessels which navigated oceans to reach Australia for trade, commerce and transport carried all the necessities to sustain life for the voyage. Many such vessels were wrecked and have been preserved to a greater or lesser degree in the seabed environment and are thus time-capsules revealing the customs and skills of an earlier age.

Notable examples are the old Dutch wrecks off Western Australia, the *Batavia* (1629), *Gilt Dragon* (1656), *Zuytdorp* (1712) and *Zeewijk* (1727) and the British ships *HMS Sirius* (1790), wrecked off Norfolk Island and the *Pandora* (1791), wrecked on the Great Barrier Reef.

Shipwrecks provide direct evidence of the exploration of Australia, of the first industries such as sealing, whaling and trading, and of the perils facing convicts and migrants who voyaged to Australia. Relics of international maritime heritage are worthy of protection, conservation and study. Their importance for education, recreation and tourism is recognised by the Commonwealth *Historic Shipwrecks Act 1976* which applies to the coastal waters off all Australian States and Territories. Under this Act, any person finding the remains or relics of a previously unreported ship must notify its location to the Commonwealth Minister for the Arts, Sport, the Environment, Tourism and Territories. If the wreck is declared as being 'historic', the Minister is empowered to pay the finder a reward not exceeding \$50,000.

### **Protection of Movable Cultural Heritage**

The *Protection of Movable Cultural Heritage Act 1986* provides safeguards for the retention of those objects of the greatest heritage significance by requiring export permits for particular categories of objects of cultural significance which owners wish to send or take out of the country.

One category of objects, the loss of which would cause irreplaceable damage to Australia's cultural heritage, will not be allowed to leave, namely objects of Australian Aboriginal and Torres Strait Islander heritage comprising bark and log coffins, human remains, rock art, and carved trees.

Objects that may be exported (temporarily or permanently) at the discretion of the Minister for the Arts, Sport, the Environment, Tourism and Territories include:

- archaeological and ethnographic objects;
- Aboriginal heritage objects;
- objects of geological, scientific or technological interest;
- military objects;
- pieces of decorative art, fine arts, books, film and sound recordings;
- numismatic and philatelic objects; and
- objects of social history.

### **National Collections**

The Commonwealth has maintained extensive collections since Federation. The establishment of the Historic Memorials Committee in 1911 and the establishment of the Australian War Memorial and the Australian Institute of Anatomy in the mid 1920s signalled acceptance by the Commonwealth Government of its role to acquire, display and maintain national collections. The collections of the Parliamentary and National Libraries had a similar early start.

Almost all government institutions since Federation have maintained collections in recognition of the nation's development and cultural identity, and of the value which future generations would place on them. Even comparatively new institutions such as the Australian National Gallery, the National Museum of Australia and the National Film and Sound Archive have origins going back some considerable time.

#### **Australian War Memorial**

The Australian War Memorial commemorates Australian servicemen and women who died as a result of wars or war-like operations, from the Sudan campaigns to Vietnam. The Memorial building opened in Canberra in 1941.

The commemorative area includes the glass-mosaic Hall of Memory, cloisters containing bronze panels of the Roll of Honour bearing 102,000 names, and the courtyard in which there is a Pool of Reflection and the Eternal Flame. The names of the 30 main theatres of war in which Australian forces served are inscribed around the courtyard. The national Anzac Day and Remembrance Day services attended by the Governor-General are held at the Stone of Remembrance in front of the building. Other wreath-laying ceremonies are also conducted at the Commemoration Stone in the courtyard.

The Memorial also fulfils its commemorative role by being a significant museum, art gallery, and centre of research into Australian military history. It also houses one of Australia's finest military bookshops. The Memorial's vast and varied collections include over 50,000 war relics ranging from aircraft to commemorative badges, 25,000 works of art including oils, watercolours, drawings, sculptures and posters, as well as extensive valuable official and personal documents and audio-visual records. The Memorial houses 50 Victoria Crosses, the largest such collection in the world. The War Memorial and its surrounds were entered in the Register of the National Estate in 1981, and attract approximately one million visitors each year.

#### **Australian National Botanic Gardens**

The Australian National Botanic Gardens occupy a 90 hectare site on the lower slopes of Black Mountain in Canberra. Over 40 hectares of this site are developed at this stage.

Officially opened in 1970, they comprise the largest living collection of Australian native plants with over 6,000 species in cultivation. The associated herbarium houses over 200,000 specimens. An annexe of approximately 80 hectares was established at Jervis Bay in 1951 to cultivate frost tender plants under more favourable conditions than those prevailing in Canberra, and to establish a collection of native plants representative of the flora of the Jervis Bay region. There are over 300,000 visits to the Gardens each year.

An Information Centre containing displays, leaflets and a bookshop, educational facilities and the Banksia Centre, with its special garden and activity programs for disabled people, are part of the community services offered by the Gardens to international, interstate and local visitors. An education officer is available to assist schools planning to visit the Gardens. The Gardens' collection of over 10,000 photographs of Australian native plants is available to publishers and researchers.

Horticultural, botanical and biological research is an important aspect of the Gardens' activities and special emphasis is placed on the study and cultivation of endangered species. The Australian Cultivar Registration Authority is also based at the Gardens.

The Australian Biological Resources Study (ABRS) which publishes the *Flora of Australia* and the *Fauna of Australia* is based at the Gardens.

### **Australian National Gallery—ANG**

The Australian National Gallery is sited on Lake Burley Griffin in Canberra. Designed by Colin Madigan, it was officially opened in 1982.

The ANG's objective is to increase public awareness, appreciation and understanding of the visual arts in all media.

It is the Gallery's policy to acquire single works of art or collections of undisputed artistic excellence, and works which will complement existing public collections in Australia. The Gallery holds fine collections of Aboriginal Art; Australian Art (fine and applied); International Art (European and American); Asian Art; Arts of Oceania, Africa and the Americas; Photography; Prints and Illustrated Books.

One response to the Gallery's policy of greater public access has been the instigation of the Travelling Exhibitions program. Since its inception in 1988 six exhibitions have travelled throughout Australia.

The Gallery has an active education department which over the past year conducted specialised tours for 90,000 school children.

The Gallery's policy of maintaining the collection is serviced by a department of sixteen expert conservators.

### **National Museum of Australia**

The National Museum of Australia was established under the *National Museum of Australia Act 1980*. In 1983 the Commonwealth Government accepted in principle the developmental plan for the Museum, and also selected a magnificent 88 hectare site on the shores of Lake Burley Griffin in Canberra. On current planning the Museum is expected to open in 2001, the centenary of Federation.

The Museum is a unique concept as a museum of national history. It will have three main themes: the history of the Aboriginal and Torres Strait Islander people; the history of Australia since the first European settlement; and the interaction of people with the Australian environment. The planning of the Museum's long-term development, and its exhibition and acquisitions programs in particular, have reflected the essential inter-related and complementary nature of these themes. The Museum's collections illustrate Australian social history and currently number approximately 200,000 objects.

The National Museum Visitor Centre was opened to the public in September 1986. The Centre's current exhibition, "More Than Meets The Eye", explores the marketing of Aboriginal culture to Australian and international audiences. A walking trail has also been developed on the Museum site.

For further details on the National Museum of Australia see the special article within *Year Book Australia* No. 72.

### **Australian National Maritime Museum**

In June 1985 the Australian Government announced plans to establish a National Maritime Museum at Darling Harbour, Sydney. Its objective is to increase knowledge, appreciation and enjoyment of Australia's past and continuing involvement with the sea through the acquisition, preservation and presentation of Australian maritime history, including floating exhibits berthed at wharves:

- *Akarana*—an 1888 gaff rigged racing cutter and New Zealand's Bicentennial gift to Australia;
- *John Louis*—a pearling lugger;
- *Krait*, *Advance* and *Vampire*—a commando raider, patrol boat and a destroyer representing the RAN; and
- *CLS4*—an unmanned lightship.

At the Museum's opening in 1991 there will be six exhibition themes: Discovery—the finding of Australia; Passengers—the long sea voyage; Commerce—the working sea; Navy—protecting Australia; Leisure—sun, surf and sails; and Australia/USA—linked by the sea.

### **National Science and Technology Centre**

In 1980 Australia's first hands-on science centre—*Questacon*—was established in Canberra under the auspices of the Australian National University. It attracted a great deal of attention nationally and this eventually resulted in the establishment of the National Science and Technology Centre.

In 1984 the Australian Bicentennial Authority submitted a proposal to the Government for the establishment of a national science centre and suggested that the Japanese nation be invited to consider, as its Bicentennial gift, contributing to its construction thus making it a joint Australia-Japan bicentennial project. The Japanese accepted the invitation and their Government contributed \$5 million towards the cost of the building and this was matched by a similar amount from the Japanese private sector. The total capital cost of the building was \$19.6 million.

In June 1985 the Government agreed to proceed with the establishment of a National Science and Technology Centre in Canberra. Construction commenced in June 1986 and the Centre was opened to the public in October 1988 with the official opening ceremony held on 23 November 1988. The building is located in Canberra's Parliamentary triangle only a short distance from the new and old Parliament Houses. It stands close to the shores of Lake Burley Griffin near the National Library of Australia, the High Court and the Australian National Gallery.

In September 1988 *Questacon* closed its doors, and its contents, goodwill and *Explainer* staff transferred to the new Centre. The Centre contains five galleries each of which currently contains a separate interactive exhibition. There is a 220 seat lecture theatre, a large workshop for the construction and maintenance of exhibits, a science shop and a cafeteria.

During its first twelve months of operation the Centre has attracted approximately 500,000 visitors. In addition the Centre has reached a wider audience through the operations of the *Questacon Science Circus*—a travelling exhibition which began in 1985. Since then the Circus has travelled extensively around Australia.

The Centre has already demonstrated that it is a powerful tool for influencing public thinking about science and technology. The Centre has only just begun to make its presence felt both in the national capital and, more importantly, throughout Australia. Its role is to continue to provide entertaining and instructive ways of introducing people to scientific concepts through the medium of interactive exhibits. The Centre's philosophy is to show the relevance of scientific concepts by illustrating how they are used in our society.

### **National Film and Sound Archive—NFSA**

The National Film and Sound Archive collects and preserves Australia's moving image and recorded sound heritage. Its collection of film, television, radio and sound recordings ranges from the 1890s to the present day. The Archive also collects relevant documentation including photographs, posters, programs, sheet music, theatre slides, company and private papers, promotional materials and memorabilia.

Established in 1984 by the Commonwealth Government, the NFSA is located centrally in Canberra in one of Australia's finest Art Deco buildings. The Archive strives to increase awareness, appreciation and understanding of the nation's heritage and provides a range of access services to the media, researchers, educators and the public.

Recently the NFSA was able to increase its preservation activities with corporate sponsorship and Government funding. *Operation Newsreel* aims to preserve and document 4,000 issues of Australia's pre-1975 cinema newsreels over five years, beginning in 1989. The nitrate and lacquer disc preservation projects rescue decomposing films and sound recordings by copying to new, more stable, carriers.

An absorbing selection of the Archive's holdings is on display to the public in the Exhibition Hall.

As at 30 June 1989 estimated total holdings were: film cans and video—232,000; discs—728,000; phonograph cylinders—19,600; audiotapes—30,600; film, television and radio scripts—63,000; still photographs—350,000; posters—61,900; piano rolls—12,600.

For further information, see the article on NFSA within *Year Book Australia* No. 72.

## **LIBRARIES AND ARCHIVES**

Australia has an extensive and well-utilised system of libraries, and a growing number of archives. A concentration of library functions appropriate to the national reference, curatorial and bibliographic services, and the national archival service for the Commonwealth administration, are provided by the National Library of Australia and the Australian Archives, respectively.

The National Library and the six State libraries are responsible for the acquisition and conservation of copies of all significant publications originating in the country or State. They also provide advice and support, inter-library loans and other extension services to other libraries; and research, information, and reference facilities and services to the public.

A public library system operates in each State, funded by local councils with some State assistance, and accessible to all. More specialised libraries are associated with higher educational institutions, government departments and agencies, and commercial, learned and professional organisations. Children have access to libraries at each level of schooling, funded by State Governments and supported by the efforts of parents and school bodies.

Archives are institutions whose primary function is the permanent preservation of unique records selected because of their administrative, financial, legal or other information value, and which are generally no longer required for the conduct of current activities by government agencies, non-government organisations or private individuals. While much archival work is an adjunct to other activity, a growing number of archival bodies, funded

by governments and privately, and employing specialist staff, can be identified, serving legal, administrative and research needs of individuals and organisations.

This segment concentrates on library and archive services provided directly by the Commonwealth, usually in areas not otherwise served by State systems, or to service Commonwealth administrative and research requirements. It is concluded with a special article on book reading and borrowing, and library usage and holdings, based on a recent study carried out for the Literature Board of the Australia Council as its contribution to International Literacy Year.

### **National Library of Australia**

The National Library of Australia was formally established in Canberra in 1961 when, by Act of the Australian Parliament, it was separated from the Commonwealth Parliamentary Library. The objectives of the library are to increase awareness, appreciation and understanding of Australia's cultural heritage through the development, preservation and promotion of the national collection of library materials; and to support the information and reference needs of Australian society by providing equitable access to nationwide information services and by fostering the coordinated development of those services both nationally and internationally.

#### **The collections**

The National Library collects Australian and overseas material giving emphasis to areas of the world of major significance to Australia's own political, social, economic and technological development. The collection currently contains 4.534 million volumes, including microform equivalents, together with: 204,279 serial titles; 40,125 paintings, drawings and prints; 511,520 photographs; 8,184 shelf metres of manuscripts; 150,415 music scores; 400,419 maps; 23,263 films and video cassettes; 563,843 aerial photographs; and over 45,565 oral history and folklore tapes.

The Library has notable Australiana collections, such as the Petherick collection acquired in 1911, the Cook manuscripts acquired in 1923, together with other significant collections including: the Mathews ornithological collection; the Ferguson collection; the O'Neill collection of children's literature; literary and personal papers of playwright David Williamson, entertainer Robyn Archer and the poet A.D. Hope; and the political papers of Dame Dorothy Tangney. The Esso Research Fellowship in the Performing Arts was funded in 1988 to establish the Archive of Performing Arts at the Library. The Library is a major partner in, and coordinator of, the Australian Joint Copying Project, which microfilms records relating to Australia, held in Great Britain and Europe.

A particular focus is given to the region, with Asian, South-East Asian and Pacific collections of world class. Other notable collections include the Harold S. Williams collection of western language material on the opening up of Japan, the McLaren/Hume collection on Korean history, the Luce collection on Burma, and the Tooley collection of rare maps of Australia and South-East Asia.

#### **National bibliographic control**

The Library is responsible for developing and maintaining the collection of printed material published in Australia, acquired under the deposit provisions of the *Copyright Act 1968*, and as the national bibliographic centre compiles and publishes the *Australian National Bibliography* (ANB). The Library is the Australian National Centre for the International Serials Data System (ISDS) which assigns International Standard Serial Numbers (ISSN) to Australian serials, and the Australian Agency for International Standard Book Numbers (ISBN). The Library's cataloguing-in-publication (CIP) program supplies Australian publishers with cataloguing data for inclusion in published works and provides for the early creation and dissemination of machine-readable records.

## **National Bibliographic Database—NBD**

The NBD is created on a cooperative basis with other libraries and is used to produce the range of national union catalogues published by the Library in microfiche form. These include NUC:D (*National Union Catalogue of Library Materials for the Disabled*), NUC:N (*National Union Catalogue of Non-Book Materials*), NUCOM5 (*National Union Catalogue of Monographs*) formerly ABN Catalogue, and NUCOS (*National Union Catalogue of Serials*).

## **Online information services**

The Library provides online information services in the life sciences (especially medicine) and Australian social sciences and humanities. They are delivered through two networks: the Australian MEDLINE Network (operated in conjunction with the Department of Community Services and Health), and the OZLINE Network. The OZLINE Network runs the Library's databases APAIS (*Australian Public Affairs Information Service*), AGP (*Australian Government Publications*), and ANB. Other databases include MAIS (*Multicultural Australia Information*), supplied by the Office of Multicultural Affairs, and CINCH, supplied by the Australian Institute of Criminology. Three new databases have been added recently: FAMILY (Family and Social Abstracts), AUSPORT on Australian sport and AHRR (Australian Historic Records Register).

## **Australian Bibliographic Network—ABN**

ABN, the Library's principal resource sharing service, provides access to the National Bibliographic Database (NBD) of 7.1 million records, delivers cataloguing data to Australian libraries and enables libraries to share their cataloguing effort to achieve significant cost savings. ABN also provides online access to nationwide information about the location of library materials, and supports interlibrary loan management. In June 1990 ABN had 1005 members of which 459 were contributing data to the system. ABN can be accessed internationally.

## **Interlibrary lending**

The Library operates a film and video lending service to organisations in Australia and participates in national and international interlibrary lending schemes. It makes monographs available on loan and supplies photocopies of serial and some other paper-based material not normally eligible for loan.

## **International and national coordination**

The Library provides national representation on a number of international library and information organisations. These include UNESCO, the International Federation of Library Associations and Institutions (IFLA), the Conference of Directors of National Libraries, and the International MEDLARS Policy Advisory Group. The Library, in cooperation with other institutions contributes actively to the development and coordination of library and information services in Australia, playing an important role in areas such as resource sharing, preservation, standards, equity of access, and services to special groups, including Aboriginal people, people with disabilities, multicultural communities, and remote users.

## **Australian Council of Libraries and Information Services—ACLIS**

ACLIS is the peak body in Australia representing libraries and information services as institutions. Its role is to offer advice to governments and other authorities responsible for libraries to facilitate cooperation and coordination of library services in the national interest, and to speak for libraries and information services on matters of common concern. It is governed by an elected National Council and managed by a full-time secretariat provided by the National Library of Australia. Its membership includes every large library in Australia and a large number of small libraries.

## Other Commonwealth Libraries

Each government department or authority has a library or information unit to service its departmental needs. Some of these libraries are available for public use. Functions and holdings of some of the more important of these libraries are listed below.

### Patent Office Library

The library of the Australian Patent, Trademarks and Designs Office in Canberra contains approximately 16,000 books and a wide variety of periodicals and other literature relating to science, technology, industrial property (patents, trademarks and designs), and law. The collection dates back to 1904, ensuring that its holdings of patent gazettes, journals and specifications are reasonably comprehensive. The Documentation Centre is separated from the Library and holds specifications of inventions received from international patenting authorities. Present holdings are estimated at 15 million with an additional 600,000 patent specifications received annually. Document back-up is available through the sales centre.

Australian and some foreign specifications and related material are also available at sub-offices in Brisbane, Sydney, Melbourne, Adelaide, Perth and Hobart.

### Commonwealth Scientific and Industrial Research Organisation—CSIRO

The Information Services Unit (ISU), a component of the Corporate Services Department, was formed in 1988 by the amalgamation of the central library and information service with other information and communication services. Its objectives are to provide enhanced library, information and communication services for CSIRO scientists, and to contribute to improving the scientific and technical information services available in Australia.

The ISU complements and extends information programs in the CSIRO research divisions and is also the coordinating centre for the CSIRO library network of over 40 libraries in divisions located Australia-wide.

### The Australian War Memorial Research Centre

The Centre preserves the records of Australia's participation in armed conflicts. Printed, audio and other material includes over 80,000 volumes (books and bound periodicals); thousands of unbound periodicals, leaflets, souvenir and microfilm items; a large collection of military maps; newscuttings and newspapers; 500 hours of sound recordings; war posters; postage stamps; and currency. Official records and personal papers occupy 5,000 metres of shelving. Photographs covering World War I, World War II, the Korean and Vietnam wars number over 800,000, and there are about 600 kilometres of cinefilm. Facilities exist for reference and research.

### Australian Heritage Commission Library

The Australian Heritage Commission operates a specialist library which aims to provide an information service, based primarily on published material, to the staff of the Commission and to those in the community interested in or working on heritage-related programs. Of special interest to educators is a small collection of videotapes.

The Library acquires and controls a collection of material, provides reference, current awareness and loan services, and provides bibliographic control of material through HERA (Heritage Australia Information System), a national, publicly accessible, online database.

HERA aims to record all references to Australian heritage publications produced after 1986. Particular emphasis is placed on reports written or commissioned by government and non-government heritage agencies throughout Australia. Among these are the reports prepared under the National Estate Grants Program (NEGP), the Commonwealth Government's major financial contribution to the protection of the National Estate. More than 600 NEGP reports are held in the Library, covering topics as diverse as geological

monuments, wilderness areas, endangered fauna and flora, Aboriginal carved trees, contact sites, historic urban areas and buildings, mining history and abandoned settlements.

### **Commonwealth Parliamentary Library**

The Library provides comprehensive information and research services to the Commonwealth Parliament through the Information Resources and Services Branch and the Parliamentary Research Service.

Information Resources and Services provides information and current awareness services to support all the aspects of the work of a parliamentarian. It maintains strong collections of resource material relevant to public policy issues and creates a number of specialised information files and databases. The Parliamentary Resource Service is organised around groups of subject specialists who prepare written and oral advice and analysis in areas of public policy of interest to the Parliament and its Members.

The collections total approximately 100,000 volumes with current annual acquisitions of 7,000 volumes. More than 9,000 current serial titles are received. The major publication of the Library is the Commonwealth Parliamentary Handbook, published once in the life of each Parliament. A series of information guides, briefing papers, acquisition lists, indexes and statistical publications are provided to Senators and Members.

### **Australian Bureau of Statistics Library**

The ABS Library in Canberra has a complete set of ABS publications published since Federation and many State and colonial official statistics. It also has a large collection of material on statistical methodology as well as year books, census reports and statistical bulletins from many countries and international agencies. Statistics collected by the six State and colonial statistical bureaus from 1804 to 1901 are now available in the Colonial Microfiche Series. Central Office publications are available in the Historical Microfiche Series. Facilities in the Library are available to the public for reference and research. A smaller library exists in each State office.

### **Antarctic Division Library**

The Australian Antarctic Division Library was established in 1950. As the nation's polar library, it specialises in antarctic and subantarctic material and, where relevant, information about the arctic. It provides library and information services to Antarctic Division staff at its headquarters in Kingston, Tasmania and at outposted sections, to ANARE (Australian National Antarctic Research Expeditions) at antarctic and subantarctic stations, and to individuals in Australia and overseas involved in polar research. The library supports Australia's antarctic objectives over its full range of activities including policy, research, operations, management and public relations.

The library is a repository for the important ANARE archive of station reports, voyage reports and ship log books, as well as rare and valuable polar materials, Antarctic Treaty Exchange documents, Antarctic Treaty Consultative Meeting papers, a significant national collection of Antarctic maps, charts and aerial photography, and Antarctic historical artifacts. Most of the material is located in the Head Office library of Kingston, Tasmania and at the four permanent stations, Macquarie Island, Casey, Davis and Mawson.

The Antarctic Division also maintains an extensive photographic and film collection dating back to the early years of ANARE.

## **Archives and Records**

While general interest in archives in Australia was aroused following the celebration of the centenary of the colony of New South Wales in 1888, it was not until the twentieth century that measures were taken for the preservation, storage and servicing of original records. Initially, major libraries throughout Australia undertook the collection of historical records from both official and private sources. Today, archives and records organisations

exist for government records at Commonwealth and State level. Some State and Territory archives were established, since 1961, as separate authorities (New South Wales, Victoria, South Australia, Tasmania and the Northern Territory). Others still operate broadly under State library control.

In addition, archives have been established by some churches, business corporations, universities and city councils. The Australian War Memorial collects private material concerning Australians at war and is also a custodian of certain official Commonwealth records relating to wars or war-like operations. Other corporate and private records continue to be collected by some of the State archives offices, libraries and universities.

Many of these bodies in the archives or records field are members of the Australian Council of Archives which provides a means of promoting cooperation on issues of common concern.

### **Australian Archives**

The need for a Commonwealth archival agency was recognised in 1943 when the Curtin Government appointed both the Commonwealth National Library and the Australian War Memorial as provisional archival authorities. In 1952, the Commonwealth National Library became the sole Commonwealth archival authority, and in 1961 the Archives Division of the Library was reconstituted as a separate agency known as the Commonwealth Archives Office. In 1974, the Commonwealth Archives Office was renamed the Australian Archives and a Director-General was appointed in 1975. Services to client agencies and the public are provided through a network of regional offices in all State capitals and in Darwin and Townsville.

The *Archives Act 1983*, which came into effect on 6 June 1984, provides the Archives with a statutory basis for its operations and institutes arrangements for the management and proper disposition of the vast body of records created by Commonwealth agencies, past and present. The Act provides for the gathering and provision of information about Commonwealth agencies and their records; the means by which the disposal of records is authorised; and for the storage and preservation of records.

By providing a legislatively based system of public access covering Commonwealth records more than 30 years old, the Archives Act complements the provisions of the *Freedom of Information Act 1982*. Together, these two Acts provide a comprehensive system of public access covering all classes of Commonwealth records.

In 1987, following changes in Administrative Arrangements, the Australian Archives was placed within the Administrative Services portfolio. This change reflects the Australian Archives' role as a central service agency with responsibility for the Commonwealth government program concerning the management of all records generated by Commonwealth administration since Federation.

The Records Information Service (RINSE), a database of information about the structure and function of government agencies and their records, is held on the Australian Archives' computer and forms the basis of its finding aids. Information held on the database is accessible on-line (to Archives' staff and to Australian War Memorial staff), in paper and in computer-output-microfiche format. The microfiche forms the body of the first part of the Australian National Guide to Archival Material (ANGAM I) which is available to the public. RINSE and ANGAM I also incorporate information about Australian War Memorial holdings (previously known as ANGAM III). A separate database, ANGAM II, covers the public access status of items held by the Australian Archives, the Australian War Memorial and other Commonwealth agencies. It is available on microfiche and on-line to the public for item and subject searches.

In 1989-90 work continued to refine the computerised Physical Control System (PCS) first implemented in 1987-88. PCS provides a range of management information on the quantity, type, location, retrieval activity and destruction of records transferred to the Archives' custody.

At 30 June 1990 Australian Archives' holdings throughout Australia totalled 470,182 shelf metres of records, including 144,736 metres of permanent value material. In 1989-90, 2,184 official reference inquiries from agencies were received, 259,406 items were lent or returned to departments and authorities and 283,690 were consulted by officials in the repositories. During the same period 18,025 public reference inquiries were received and 26,718 items were consulted by the public in search rooms. The Australian Archives had an average staffing level of 386 for the year 1989-90.

### Book Reading and Borrowing

In May 1990 the Australia Council published a report on borrowing and buying of books in Australia (Hans Hoegh Guldberg, *Books—Who Reads Them?*). The report includes findings from regional surveys of book buying, borrowing and reading in 1989, and assembles available data on libraries, publishing and retail of books including library directories edited by Alan and Judith Bundy, and primary data from the Public Lending Right data base. The material below is drawn from that report and from a survey conducted by the ABS of library usage in Tasmania in April 1987.

#### Book reading

Fifty four per cent of household respondents to the Australia Council survey were currently reading a book, which compares with the 1987 ABS finding that 64 per cent of the population in Tasmania had read at least one book in the month before the survey. The current book being read was as likely to have been borrowed from a library (30 per cent) as purchased (28 per cent). It might also have been borrowed from a friend (18 per cent), one had for a long time (14 per cent), or a recent gift (8 per cent).

#### Public libraries

In 1988 it was estimated that 98 per cent of the population had access to a public library, and 43 per cent were members of, or borrowers from, libraries. These figures, based on the Bundy library collections, are supported by the ABS 1987 Tasmanian library survey.

**PERSONS AGED 12 YEARS AND OVER: PROPORTION WHO HAD VISITED A PUBLIC LIBRARY IN THE PREVIOUS TWELVE MONTHS BY AGE, TASMANIA, APRIL 1987**  
(per cent)

Age (years)	Males	Females	Total
12-14	61.2	73.8	67.3
15-19	43.6	58.1	50.8
20-24	28.1	38.4	33.3
25-34	36.3	48.1	42.2
35-44	35.9	54.1	44.9
45-54	32.7	48.0	40.3
55-64	36.4	39.7	38.1
65 and over	36.8	36.8	36.8
<b>Total</b>	<b>37.4</b>	<b>48.0</b>	<b>42.8</b>

From the Tasmanian survey it is estimated that 62 per cent of library users visited monthly or more frequently, with 15 per cent visiting fortnightly, and 12 per cent at least once a week. A similar frequency pattern was found in 1989 in the Australia Council survey of households covering three mainland State capitals.

While borrowing books is the primary reason for visiting a library, people use libraries for other purposes.

**PERSONS AGED 12 YEARS AND OVER WHO VISITED A PUBLIC LIBRARY  
IN THE PREVIOUS TWELVE MONTHS:  
REASONS FOR VISITING LIBRARY(a), TASMANIA, APRIL 1987  
(per cent)**

<i>Reasons for visiting(a)</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>
To borrow library materials	82.0	88.8	85.9
To enquire at the reference desk	15.8	16.1	16.0
To use reference materials	39.8	29.9	34.2
To read newspapers	13.0	9.5	11.0
To read magazines	12.7	7.5	9.7
To see exhibitions/displays	11.2	18.9	15.6
For personal study	19.3	16.7	17.8
To use photocopier	18.3	17.6	17.9
Other(b)	16.6	23.0	20.2
Not stated	—	1.7	1.4

(a) Respondents were asked for all reasons for visiting libraries. Thus components add to more than 100 per cent. (b) Includes reasons—to attend meetings, to watch films or listen to stories, to rest or relax, to use the telephone, to research family history and others.

### Library Bookstock

Book stock in public libraries increased at an average annual rate of 4.4 per cent between 1978 and 1987, the last year for which statistics were compiled by the Australian Advisory Council on Bibliographic Services (AACOBS), since merged to form the Australian Council for Library and Information Services. The 27 million books held in 1987 were distributed among 497 library organisations servicing 1,804 locations. The spread of locations reflects the different geographic arrangements of population across States, Western Australia, South Australia and Queensland having a much higher number of libraries per head of population than other States. The libraries in those States are also much smaller.

### Staffing

In 1986 public libraries in Australia employed 4,962 staff expressed as full-time equivalents, or 10 staff per library organisation, and 3 staff per location. Libraries in Western Australia, South Australia and Queensland employ, on average, fewer than six staff each, compared to 19 and 23, respectively, for New South Wales and Victoria. Thirty-three per cent of staff employed in libraries have professional qualifications.

### Foreign language books

With 12 per cent of the population born in non-English speaking countries and 13 per cent speaking a language other than English at home (as measured in the 1986 Census), some attention needs to be given to the stocks of foreign language books in public libraries.

In 1986 (Bundy and Bundy *op cit.*) libraries stocked an estimated 438,000 books in languages other than English. This stock however is not uniformly represented in the States: over 60 per cent is located in Victoria, where it accounts for 4 per cent of total library stock in that State; in other States only New South Wales (1.2 per cent) had comparable levels of stock. In Australia as a whole foreign language books constitute 1.7 per cent of all library book stock.

Books in Italian, Greek and Spanish account for more than 50 per cent of this stock; other languages in order of representation are German (9 per cent), French and Turkish (both 6 per cent), and Vietnamese, Dutch and Arabic (all 4 per cent); and material in many other languages, but in much smaller quantities.

These proportions can be compared with the representation of non-English languages among the 2 million people speaking languages other than English at home.

**DISTRIBUTION OF NON-ENGLISH LANGUAGE BOOKS IN PUBLIC LIBRARIES AND NON-ENGLISH SPEAKERS AND READERS**

<i>Language</i>	<i>Book stock(a)</i> <i>per cent</i>	<i>Non-English language</i>			
		<i>Speakers(b)</i>		<i>Readers(c)</i>	
		<i>per cent</i>	<i>'000</i>	<i>per cent</i>	<i>'000</i>
Italian	27.5	20.6	405.0	19.5	368.1
Greek	17.3	13.6	267.1	10.2	192.5
Spanish	9.8	3.5	70.1	3.6	67.9
German	8.8	5.6	109.4	13.6	256.9
French	5.9	2.6	51.4	14.7	277.9
Turkish	5.6	1.6	31.2	*	*
Vietnamese	4.3	3.0	59.4	1.6	29.8
Dutch	4.1	3.1	61.4	3.7	70.7
Arabic	4.0	5.4	106.0	2.8	53.8
Polish	2.3	3.4	66.2	3.1	58.9
Russian	2.2	1.1	21.7	*	*
Czech	1.2	0.5	9.7	*	*
Chinese	1.2	6.7	130.8	3.0	57.3
Maltese	0.9	2.9	57.8	1.4	27.2
Serbian, Croatian	1.7	3.4	66.6	4.2	78.8
Other Yugoslav	0.7	5.9	116.5	2.4	46.2
Other	2.5	17.1	335.4	15.3	289.7
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>1,965.7</b>	<b>100.0</b>	<b>1,888.1</b>

(a) Proportion of all public library non-English language holdings 1986, Bundy and Bundy. (b) Persons aged five years and over who spoke a non-English language at home, 1986 Population Census. (c) Persons aged 15 years and over who read a non-English language (either acquired or first spoken), May 1983 ABS *Language Survey* (4504.0).

### Academic and Research Libraries

Complementing public and school libraries are libraries attached to academic and research institutions. The table below lists holdings at 1987 from 341 academic and research institutions, including Australia's 20 universities and 48 colleges of advanced education (as they then were).

#### ACADEMIC AND RESEARCH LIBRARIES, 1987

	<i>Institutions</i>	<i>Locations</i>	<i>Librarians</i>	<i>All Other</i>		<i>Total</i>
				<i>Library</i>	<i>Staff</i>	
New South Wales	117	179	538	947	1,485	
Victoria	79	143	508	948	1,456	
Queensland	50	82	239	449	688	
South Australia	37	59	133	280	413	
Western Australia	30	53	161	297	458	
Tasmania	14	28	52	92	144	
Northern Territory	7	10	20	29	49	
ACT	7	20	106	237	343	
<b>Australia</b>	<b>341</b>	<b>574</b>	<b>1,757</b>	<b>3,279</b>	<b>5,036</b>	

Source: Bundy Academic and Research Libraries.

**ACADEMIC AND RESEARCH LIBRARIES, STOCK AND LENDING, 1987**  
(\*000)

	<i>Monographs</i>		<i>General and short loans</i>	<i>Interlibrary loans</i>	
	<i>In stock</i>	<i>Acquired</i>		<i>In</i>	<i>Out</i>
New South Wales	7,817	291	4,551	70	93
Victoria	6,718	313	4,614	71	76
Queensland	2,640	126	2,256	44	42
South Australia	2,515	77	1,223	23	19
Western Australia	1,766	66	1,016	30	34
Tasmania	682	24	354	8	6
Northern Territory	220	20	112	3	1
ACT	1,857	83	846	15	17
<b>Australia</b>	<b>24,215</b>	<b>1,000</b>	<b>14,972</b>	<b>264</b>	<b>288</b>

Source: Bundy Academic and Research Libraries.

## CREATIVE ARTS

The arts in Australia receive considerable financial support from the Commonwealth Government both in the form of direct grants and through the provision of taxation benefits. This support is complemented by State, Territory and local governments. Governments provide funds for virtually all aspects of creative artistic life. Major arts facilities have opened in Canberra, Sydney, Melbourne, Brisbane, Perth, Adelaide and Darwin. The number of regional art museums and performing arts centres has increased in recent years. In the past decade the number of major international art exhibitions touring capital cities has increased. Community and folk arts have gained recognition, and the Australian film industry is emerging once again as a major contributor, in economic and artistic terms, to Australian cultural life.

The activity of governments in encouraging and supporting culturally important activities is complemented by non-government sponsors, organisers, entrepreneurs and patrons of the arts. Private and corporate investment in the arts is being encouraged, and joint ventures between government and corporate sponsors for large scale events, tours or exhibitions are not uncommon.

### National Activities

The Commonwealth Government formulates policy guidelines for the support of the arts generally and allocates funds annually to the national cultural institutions under its jurisdiction. Commonwealth-State consultation on cultural matters takes place through the Cultural Ministers Council.

#### Cultural Ministers Council

The Cultural Ministers Council is the ministerial forum on cultural activities in Australia.

The Council, established in 1984, provides a forum for the exchange of views on issues affecting cultural activities in Australia. It consists of the Commonwealth, State and Territory ministers responsible for the arts and cultural heritage. New Zealand and Papua New Guinea ministers with responsibility for the arts are invited to attend meetings as observers.

For the purposes of the Council, cultural activities are defined as: creative arts; performing arts; cultural heritage, including collecting institutions; libraries and information services; and film.

Working Groups have been established by the Council to undertake various studies, including the Statistical Advisory Group, Orchestras' Working Group, and working groups

on a framework for cultural development, heritage collections, touring and access, and international cultural activities.

### Australia Council

The Australia Council is the Commonwealth Government's chief funding body and policy adviser for the arts. Established as a statutory authority in 1975, its responsibilities are detailed in the *Australia Council Act 1975*. Broadly speaking, the Council's brief is to formulate and carry out policies to help raise the standards of the arts in Australia, to enable and encourage more Australians to become involved in the arts and to enable Australians and people in other countries to become aware of Australia's cultural heritage and achievements. Artists and arts' organisations are assisted financially by the Council through its specialist artform boards.

In May 1987, the Government announced changes to the structure of the Australia Council in response to the Report of the House of Representatives Standing Committee on Expenditure Inquiry into Commonwealth Assistance to the Arts (the *McLeay Report*), to revitalise arts support mechanisms and policies for the next decade. Under the new arrangements, the Council consists of fifteen members made up of the Chair of Council, all chairs of Boards, arts practitioners and representatives of the broad public interest, and Council's General Manager as an ex-officio member. The number of artform boards has been reduced to three—literature, visual arts/craft (including design), and the performing arts. The former Aboriginal Arts Board has been replaced by an Aboriginal Arts Committee pending a review of Aboriginal arts funding arrangements in 1990.

### Community cultural development

A Community Cultural Development Unit was formed in July 1987 to elevate the Council's community arts focus and provide for integration with the activities of the artform boards. A committee of Council now has ultimate responsibility for community arts development, and assists community involvement by encouraging the closer integration of arts practice into everyday life, and the growth of an independent culture that reflects the diverse composition of Australian society.

The Community Cultural Development Unit also administers programs in support of Multicultural Arts, Youth Arts, Touring and Access, and Art in Working Life.

#### ALLOCATION OF FUNDS FOR PROGRAMS, BOARDS AND ADMINISTRATION OF THE AUSTRALIA COUNCIL, 1989-90 (\$'000)

Support for Artform Development	
Literature	3,919
Performing Arts(a)	32,583
Visual Arts/Craft	6,650
<i>Total</i>	<i>43,152</i>
Support for General Arts Activities	
Aboriginal Arts	3,370
Community Cultural Development	5,158
General Council Programs	2,137
<i>Total</i>	<i>10,665</i>
Total Support for the Arts	53,817
Administration	7,528
<b>Total appropriation</b>	<b>61,345</b>

(a) Includes \$6,248,658 for The Australian Opera; \$2,643,033 for the Australian Ballet Foundation and \$2,562,910 each for the Australian Opera and Ballet Orchestra and the State Orchestra of Victoria.

### **Aboriginal arts**

The Council's Aboriginal Arts programs support activities involving the preservation and continuation of traditional cultural practices of the Aboriginal and Islander people and their associated artforms, as well as the generation of new artistic expression among Aboriginal and Islander people in urban and country areas.

### **Literature**

The Literature Board encourages all forms of Australian creative writing in English and other languages through direct grants to writers, and the subsidising and promotion of the resultant works. More than half of the Board's annual expenditure goes in grants to writers to meet travel, research and other expenses.

### **Performing arts**

The Performing Arts Board facilitates consideration of issues common to all the performing arts such as training, performance venues and administration. The board also continues to encourage and support the development of music in Australia and the promotion of Australian music and musicians overseas, and the development of performance, content and production of dance, drama, puppetry, mime and young people's theatre, which stem from and relate to the Australian experience.

Australia has eight fully professional orchestras managed by the Australian Broadcasting Corporation, namely a symphony orchestra in each State capital city and two orchestras, the Australian Opera and Ballet Orchestra and the State Orchestra of Victoria, predominantly engaged in work with the Australian Opera (Sydney) and the Australian Ballet (Melbourne). The Board provides continuing support for some 80 drama, dance, puppetry, mime and youth companies, and provides opportunities for professional theatre people to develop their skills, encourages growth in theatre attendance and promotes community involvement in live theatre.

### **Visual arts/craft**

The Visual Arts/Craft Board has been designed to link related, but distinct artforms. The Board provides assistance to individuals and organisations working across a wide spectrum of the visual arts in Australia, from painting and sculpture to museology. Programs include grants to individuals, the commissioning and placing of works of art in public places, research and writing on the visual arts, support for artists in residence and the acquisition, exhibition and conservation of works of art.

In the area of crafts, the Board encourages continuing improvement in the quality of crafts practised in Australia, and provides greater opportunities for craftspeople to further their professional development. It fosters wider community access to the crafts and promotes an awareness of Australian crafts overseas and of work of other countries in Australia.

## **Other Commonwealth Schemes in Support of the Arts**

### **Artbank**

Artbank is a unit of the Department of the Arts, Sport, the Environment, Tourism and Territories, set up to encourage contemporary young Australian artists by acquiring their work, and to stimulate a wider appreciation of Australian art by making it available for display in public locations throughout Australia and in official posts overseas. Since its inception in 1980, the Artbank collection has grown to more than 6,000 works, including paintings, artists' prints, sculpture, photography, Aboriginal art, and craft. Approximately 1,800 artists are represented in the collection.

### **Taxation incentives for the arts**

The Taxation Incentives for the Arts Scheme came into operation on 1 January 1978 under section 78 of the *Income Tax Assessment Act 1936*. The scheme encourages the donation of gifts in kind to public art galleries, museums and libraries by allowing donors a taxation deduction.

### **Historic Memorials Committee**

The Historic Memorials Committee was established in 1911 to secure portraits of distinguished Australians who took an active part in Federation. Later the Committee decided to obtain portraits or other representations of all Governors-General, Prime Ministers, Presidents of the Senate, Speakers of the House of Representatives, Chief Justices of the High Court of Australia and other distinguished Australians. In addition, the Committee has commissioned paintings or other representations to record special events connected with the Commonwealth Parliament and, more recently, the High Court of Australia. The collection is located in Parliament House.

### **Commonwealth indemnification of exhibitions**

Under the scheme introduced in 1979 the Commonwealth indemnifies material in national and international touring exhibitions against loss or damage of the works involved. The scheme enables the Australian public the opportunity to see major international and Australian touring art exhibitions which would be uneconomic without indemnity due to the prohibitive cost of insuring such major works. The scheme also covers some Australian exhibitions travelling overseas, for which indemnity is not available from the host country and which could not otherwise proceed.

Twelve major exhibitions were indemnified in 1989–90 at a total value of \$335 million.

### **International Cultural Corporation of Australia Limited—ICCA**

ICCA was established by the Commonwealth Government in 1980 as a non-profit public company to arrange and manage cultural exhibitions and events.

The Australian Government provided seeding funds totalling \$1 million between 1980 and 1983, but since then the Corporation has been self-supporting. ICCA has attracted \$14 million of sponsorship support from 72 companies in the corporate sector and 16 public sector sources; over \$23 million from admissions to exhibitions, more than \$14 million from merchandising and over \$4 million from investments and grants.

Its principal activities are three-fold. Firstly, working in close collaboration with Australian and overseas galleries and museums, it manages significant exhibitions of artistic, cultural and historical interest. Secondly, it works with the Australian Government to send Australian exhibitions overseas. Thirdly, it offers consultancy and advice to the Commonwealth Government, State Governments and overseas governments, and to galleries and museums.

ICCA works closely with the Department of the Arts, Sport, the Environment, Tourism and Territories which is the manager of the Australian Government's indemnity scheme. ICCA also works with the Department of Foreign Affairs and Trade and other government and cultural agencies in Australia and overseas. Its continuing contractual partners in exhibition activities are the Australian galleries and museums.

To date, the Corporation has managed 37 exhibitions. Total audiences have exceeded 6 million. Exhibitions managed by ICCA have included *The Entombed Warriors* from China, *Philip Guston* from the United States, *Pop Art* from the Museum of Modern Art, New York, *Picasso* from Europe, *Gold of the Pharaohs* from Egypt, *Ancient Macedonia* from Greece, *Golden Summers*, *The Age of Sultan Suleyman the Magnificent* from Turkey, and *The Great Australian Art Exhibition* from Australia.

## Public Lending Right Scheme

The Public Lending Right Scheme, established by the Commonwealth Government in 1974, makes compensatory payments to Australian authors, illustrators, translators, editors and their Australian publishers for the use of their books in public lending libraries. Eligible books must be created by Australian citizens and residents and meet certain eligibility criteria. The *Public Lending Right Act 1985*, placing the Scheme on a statutory basis, began operation on 1 July 1987.

In 1989–90 the Government provided \$2.96 million for payments, administration and salaries. The scheme's 1989–90 payments to eligible claimants totalled \$2.75 million. Payments to authors and publishers are based on annual sample surveys of book stocks of public lending libraries throughout Australia.

## Other Arts Organisations

### Arts Council of Australia

The Arts Council of Australia is a national federation of community arts based Arts Councils. Each State division is funded through the Australia Council and their respective State Government.

The Arts Council of Australia is administered through the State office in which the Federal President resides. (For 1990–91 the federal office is with the Northern Territory Arts Council.)

The Council acts as a coordinating body for the activities of the States. These programs cover a wide range of community arts activities initiated by local Arts Councils, an extensive program of professional performances in schools and tours by major theatre companies to towns and cities outside the capitals.

There are now about 300 Arts Councils around Australia. Each local Arts Council initiates its own program of activities which are supported by the State Offices.

### Australian Elizabethan Theatre Trust

The Australian Elizabethan Theatre Trust, established in 1954, was originally formed to present drama, opera, ballet and puppetry throughout Australia. Full autonomy has been accorded to most of the performing companies established by the Trust. The Trust's major function is to provide services to the arts community around Australia. In particular, the Trust has active programs of audience development (particularly tourists), business sponsorship advocacy and nurturing of developing talent. The Trust provides tax deductions for over 700 eligible arts organisations as well as providing an industry superannuation service, an industry insurance service and an industry advertising and marketing service.

The Trust receives annual grants from the Australia Council and State and local governments. Its revenue is supplemented by subscriptions, donations and its own activities.

### The Australian Ballet

The Australian Ballet, established in 1961 as the national classical ballet company of Australia, first performed in Sydney on 2 November 1962 and was registered as an incorporated company in 1970.

Sixty dancers perform on stage backed up by 41 artistic, music, production and theatre staff and 35 marketing, publicity, administrative and finance staff—a total of 136.

The Australian Ballet gives about 185 performances every year in the Australian cities of Sydney, Melbourne, Brisbane, Adelaide and Perth and has toured overseas regularly:

1965	Royal Opera House, Covent Garden, London and Baalbeck, Lebanon
1967	North and South America
1968	South East Asia

1970-71	United States of America
1971	Singapore and Philippines
1973	USSR, Eastern Europe and London
1976	New York, Washington, London and Philippines
1978	Jakarta
1979	Greece, Israel and Turkey
1980	The People's Republic of China
1981	Mexico
1987	Japan and China
1988	USSR, London and Athens
1989	Taiwan, Thailand and Singapore
1990	New York, Washington and Orange County.

The Commonwealth Government and State Governments of Australia provide yearly grants to the Australian Ballet, contributing 22 per cent of its total income, but its main source of revenue is ticket sales which bring in more than \$7 million. Many businesses and commercial organisations provide sponsorships which total in excess of \$1 million. Operating costs exceed \$12 million per annum. Orchestras for Australian performances are funded by government grants and conducted by the Australian Ballet's music director and guest conductors.

### **Festivals**

Festivals devoted solely or partly to the arts now total about 300 a year. The two biggest are Adelaide's biennial and Perth's annual festivals, both of which last several weeks and present overseas artists as well as leading Australian companies.

Many country centres now have arts festivals which attract performers and artists from a wide area. Seminars, arts workshops and community participation programs are increasingly popular.

### **The Australian Opera**

The Australian Opera is the largest performing arts organisation in Australia, employing more than 200 permanent staff including 31 principal artists and a chorus of 50. In addition it employs more than 500 casuals each year, including a number of celebrated international singers. The projected budget for the Opera in 1990, excluding the cost of orchestras, was more than \$27 million, derived mainly from the following sources—61 per cent box office and other earned income, 29 per cent government subsidy and 10 per cent private contributions. The Opera, with headquarters in Sydney, tours annually to Melbourne and frequently visits other centres. In 1991 it will give 215 performances of 17 operas on Australian stages. Opera performances in the parks and television activities are used by the company to provide all Australians with access to opera.

### **Musica Viva**

Musica Viva Australia is Australia's national chamber music entrepreneur. A non-profit company founded in 1946, it presents concerts mainly of chamber music but also of other types of fine music by Australian and overseas artists.

Musica Viva receives subsidies from the Performing Arts Board of the Australia Council and several State Governments, with the balance of its income coming from ticket sales, sponsorship and donations.

It also manages tours by Australian artists overseas, often in association with the Department of Foreign Affairs and Trade, operates an extensive program in education, and commissions new music from Australian composers. In 1990, Musica Viva presented over 2,000 concerts throughout Australia and overseas.

## Film and Television

The Commonwealth Government provides direct and indirect support to the Australian film and television production industry. The following funds were allocated to film-related organisations in 1989-90:

- Australian Film Finance Corporation—\$54.8 million;
- Australian Film Commission appropriation—\$16.1 million. In addition, \$3.2 million expected from self-generated funds, giving a level of activity of \$19.0 million;
- Australian Film, Television and Radio School—\$8.9 million; and
- Australian Children's Television Foundation—\$0.6 million.

### Australian Film Commission

The Australian Film Commission is a statutory authority established in 1975. Its stated objective is to foster a stable and diverse Australian film and television production industry of quality, encourage the production and distribution of Australian programs and promote the commercial potential, cultural diversity and benefits of Australian programs both domestically and internationally.

During 1988-89 national film production comprised 22 features, 8 telemovies and 16 mini-series for approximately \$107.5 million. (This does not include all non-10BA nor drama serials production.)

In 1988 cinema admissions amounted to 33.4 million attendances. Australian films claimed 17.3 per cent of the gross box office receipts.

### Film Australia Pty Ltd

Film Australia, the nation's film and television production house, formerly a division of the Australian Film Commission, has been re-established as a wholly Commonwealth-owned company to operate as far as practicable along commercial lines. The national film production house, now known as Film Australia Pty Limited, traces its roots back to 1911 when the Commonwealth Government appointed its first cinematographer. It was incorporated in the Australian Capital Territory on 24 May 1988 and commenced operations on 1 July 1988.

Film Australia's role in the community and film industry is to make films and videos which reflect aspects of the Australian way of life and Australia's relationship with the world. It also offers new filmmakers the opportunity for production experience in a professional environment, and allows established film makers the chance for experimentation and the practical development of ideas and techniques.

Film Australia produces approximately 100 film and video titles a year. It maintains the largest Australiana stock-shot library in the world, with around two million metres of film, including archival material.

### Australian Film Finance Corporation Pty Ltd

On 25 May 1988 the Government announced its decision to establish the Australian Film Finance Corporation. Officially incorporated as a company on 12 July 1988, and with a budget allocation covering the next four years, the Corporation is to invest in feature films, documentaries and television dramas, including mini-series and telemovies. Special attention will be given to children's television.

### Taxation Incentives for Films Scheme

The scheme which is embodied in Division 10BA of the *Income Tax Assessment Act 1936* was established in October 1980 to encourage private investment in Australian films. The scheme allows taxation concessions for private investors in qualifying Australian films

which have been issued with a certificate to that effect by the Commonwealth Minister for the Arts, Sport, the Environment, Tourism and Territories.

Qualifying Australian films are feature films and films of a like nature for television (telemovies); documentaries; and mini-series of television drama. They must be produced principally for public exhibition in cinemas or on television, be substantially made in Australia and have a significant Australian content.

### **Australian Children's Television Foundation**

The Australian Children's Television Foundation was incorporated in Victoria in March 1982. Its aim is to improve the quality and quantity of children's programs on Australian television. It has actively pursued this objective by investing in script development and program production and by undertaking related educational and informational activities. The Foundation receives assistance from the Commonwealth Government, and all State and Territory Governments. In 1989-90, \$0.57 million was provided by the Commonwealth with a matching contribution sought from the other participating governments on a per capita basis.

### **Film censorship**

The Commonwealth's censorship powers derive from section 51(1) of the Constitution which enables the Commonwealth to regulate trade and commerce under the Customs Act. Section 50(1) of the latter Act provides that the Governor-General may, by regulation, prohibit the importation of goods into Australia. The Customs (Cinematograph Films) Regulations, which establish the Film Censorship Board and define its legislative role and functions, flow from that section.

The Board is a full-time statutory body located in Sydney as part of the Office of Film and Literature Classification, created in April 1988. A regional Censorship Office is located in Melbourne.

Under the Customs (Cinematograph Films) Regulations, the Board examines imported films and videotapes to determine whether to register or to refuse to register them for public exhibition. It also examines film advertising. The Regulations direct the Board not to pass films or advertising matter which in its opinion are:

- blasphemous, indecent or obscene;
- likely to be injurious to morality, or to encourage or incite to crime; and/or
- undesirable in the public interest.

The Board's State functions in relation to cinema films, including classification, are performed by virtue of formal agreements with the various States. Decisions on matters arising under the Regulations and on classification under State or Territory legislation may be appealed to the Film and Literature Board of Review. The Censorship Board also classifies sale-hire videotapes pursuant to State or Territory legislation. These decisions may likewise be appealed to the Film and Literature Board of Review.

### **Feature films**

In 1989, 539 cinema feature films were processed. Five feature films were refused registration. There were 13 appeals, of which eight were dismissed. Of the 539 features, 31 were classified For General Exhibition ('G'), 124 Parental Guidance ('PG'), 269 For Mature Audiences ('M') and 55 For Restricted Exhibition ('R'). Permission to import for use at approved events including film festivals was granted to 160 films, and 50 were passed subject to special conditions.

The principal countries of origin were the United States of America (226 films), Hong Kong (81 films), the United Kingdom (45 films), Australia (36 films), West Germany (25 films), and Japan and France (23 films each).

While the 'M', 'PG' and 'G' classifications are advisory, persons who have attained the age of two years and who have not attained the age of 18 years are excluded by law from seeing 'R' rated films.

### **Videotapes**

The Board examined 3,071 video features for sale or hire in 1989. There were three appeals, two of which were upheld and one dismissed. 924 feature titles were classified 'G', 496 'PG', 749 'M', 270 'R' and 597 'X'. Thirty-five were refused classification. The 'X' classification, which applies to videotapes containing non-violent explicit sexual material, is accepted only in the ACT and Northern Territory.

## **Professional Training in the Arts**

Professional training in the arts in Australia covers a broad range of resources. Training is available through formal programs in TAFE, advanced education and university level courses. There are also a number of on-the-job training programs available in the arts and many organisations offer in-house training programs for their staff. The last decade has seen the development of multi-disciplinary tertiary arts training institutions in some States.

### **Arts Training Australia**

This national organisation was established in 1986 to address vocational training needs in the arts industry. It is not a training organisation in itself, but aims to ensure that current training programs are meeting present and future needs of those involved in the arts.

Arts Training Australia represents a wide range of national employer organisations, unions and professional associations active in the industry. It undertakes research projects which examine the specific training needs of the differing industry sectors, ranging from architecture and design, performing and visual arts to writing and publishing, film, television, radio and heritage. It also assesses the relevance of non-accredited privately-run courses to the needs of the industry and coordinates national curriculum development programs.

Through its branch network the organisation liaises with the Commonwealth Government and State Governments, educational institutions and others in policy making for arts training. It provides advice to Government on the industry's training requirements, as well as participating in wide-ranging debates on industry training matters.

### **Australian Film, Television and Radio School**

The School was established in 1973 as an Australian Government statutory authority. It is responsible for providing advanced education and training for industry professionals, as well as the development, through its full-time and short courses, of new and emerging talent in the film, television and radio industries.

The School undertakes, coordinates and disseminates research in connection with the production of programs. Training needs are assessed and employment trends in the industry are evaluated. The School maintains an extensive library of print and non-print material related to film, television and radio. It also has an extensive publishing program and supplies educational resource material.

### **National Institute of Dramatic Art—NIDA**

The Institute is Australia's national training school for young people who wish to enter the profession of theatre, film and television as actors, directors, designers or stage managers. The Institute's courses are designed to meet the needs of the arts entertainment industry by assisting students to develop the craft skills, cultural background and personal discipline required for successful careers in their chosen field.

The Institute's students number approximately 130 and it has a staff of 30 full- and part-time teachers. Each year, some 50 new students are enrolled from over 1,500 applicants from throughout Australia.

## **RECREATION, FITNESS AND SPORT**

The Commonwealth Department of the Arts, Sport, the Environment, Tourism and Territories has a general responsibility in the national sphere for recreation, fitness and advice on sport policy.

All State Governments have also established agencies with special responsibilities for recreation and sport. Increasing numbers of local government authorities are employing recreation workers who are responsible for planning the use of recreation facilities, and for devising recreation programs.

### **National Activities**

The Sport and Recreation Ministers Council (SRMC) provides the major mechanism for liaison between the Commonwealth Government, State and Territory Governments on matters concerned with sport and recreation in Australia. The Council is a forum for consultation and cooperation between the respective Governments, and its membership comprises the ministers with prime responsibility for sport and recreation. Both New Zealand and Papua New Guinea have observer status on the Council.

The SRMC is assisted by the Standing Committee on Recreation and Sport (SCORS). The Department provides secretariat support to the Council, the Standing Committee and its subcommittees.

### **Standing Committee on Recreation and Sport—SCORS**

The Standing Committee comprises representatives from the Commonwealth, State and Territory departments or agencies responsible for sport and recreation. It has established two permanent subcommittees, the Subcommittee on Fitness and the Consultancy Fund Subcommittee. The objectives of the Subcommittee on Fitness are to:

- provide a mechanism by which the Commonwealth, State and Territory departments can support and assist each other in developing fitness programs;
- provide advice to SCORS on:
  - matters relating to fitness;
  - areas of cooperation in planning, implementing and evaluating fitness programs, facilities and services;
- undertake specific tasks in the area of fitness as directed by SCORS; and
- initiate, in conjunction with other agencies where appropriate, approved projects relating to fitness.

The Consultancy Fund Subcommittee is generally responsible for advising SCORS on the operation and management of the SRMC Consultancy Fund. The Consultancy Fund has been established jointly by the Commonwealth Government, and the State and Territory Governments to enable the Council to undertake on a cooperative basis projects of common interest.

The Consultancy Fund Subcommittee is responsible for:

- advising SCORS on an annual program to be funded from the SRMC Consultancy Fund;
- implementing projects in accordance with the approved funding program;
- monitoring the progress of projects and presenting reports and recommendations; and
- advising SCORS on the dissemination and publication of the results of such projects.

Projects recently funded from the Consultancy fund include: the preparation of a management manual for recreation centres; a study into sport and recreation for people with disabilities; and the preparation of a publication on sports administration.

### **Community recreation and sporting facilities**

The *Community Recreation and Sporting Facilities Program* was introduced in the 1988-89 Commonwealth Budget. The Program aims to provide financial assistance to State/Territory and local government authorities and other community groups to supplement that available from other sources for the development of high priority community recreation and sporting facilities.

Priority is given to projects addressing the needs of residents in inner urban areas, new suburban areas, youth, rural communities, communities with high unemployment, and communities with large migrant populations.

Almost 2,000 applications, seeking over \$200 million in Commonwealth assistance, have been received in the first two years of the Program. The Minister for the Arts, Sport, the Environment, Tourism and Territories has announced the allocation of 382 grants, totalling almost \$13 million, to projects across Australia.

The type of projects assisted through the Program range from the shade covering of swimming pools in sub-tropical areas, to the resurfacing of tennis courts in small rural communities, to the provision of indoor bowling facilities for older adults to horse-riding facilities for people with disabilities.

### **Recreation and fitness assistance**

The Recreation and Fitness Assistance Program (RFAP) provides for the development of programs, resources and the collection and dissemination of information that will assist the provision of safe and satisfying recreation and fitness opportunities. In 1989-90, a total of \$2.5 million was allocated to the Government's recreation, fitness and water safety programs to enhance the opportunities for all Australians to participate in healthy, safe and satisfying leisure activities. Of this amount \$730,000 was provided for a range of projects which aim to increase participation in safe recreation and fitness activities. Major initiatives funded through this Program in 1989-90 are described below.

### **Recreation projects**

#### **Recreation Industry Study**

In 1988 the Department commissioned a study to review the effectiveness of tertiary recreation education. The report recommended, among other things, that the Department should collect information on the recreation industry to assist future labour force and educational planning. The study will:

- define the recreation industry;
- develop a statistical framework to guide the collection of industry and other data; and
- survey employers and employees.

#### **Recreation Education at the Tertiary Level**

A study commissioned in 1987-88 into the effectiveness of recreation education was completed in September 1989. A national seminar was held in Canberra in May 1990 to discuss the recommendations of this study and to initiate appropriate follow-up action. The seminar was attended by representatives of the Commonwealth Government, State Governments, local governments, unions and professional associations, and tertiary institutions, including Technical and Further Education.

#### **Aboriginal recreation**

Following two seminars held on the recreation needs of Aboriginal people, a study has been commissioned into the concept of recreation as perceived by Aboriginals, encompassing a discussion of the types of activities considered to be desirable recreational

pursuits, the preferred methods for delivering such activities in Aboriginal communities, and the role of the trained recreation worker in an Aboriginal community.

### **Youth recreation**

Research undertaken previously on behalf of the Department identified that young people living in rural areas were seriously disadvantaged in terms of access to recreation opportunities. In particular, it was indicated that a major problem for non-metropolitan youth is access to a range of low cost recreational opportunities. An information kit titled *It's Up To Youth* has been produced, directed at overcoming these difficulties faced by young people living in or near towns with a population of less than 10,000, and those living in more isolated areas. A complementary resource addressing recreation opportunities for young people in the urban environment is being produced.

In addition, a summary of the main points from the booklet was printed as a four page supplement in the *New Idea* magazine of 9 December 1989. Run-on copies of this supplement were distributed by the Department.

### **Recreation for people with disabilities**

The Program of Assistance for Recreation for People with Disabilities operated for two financial years from 1988-89 to 1989-90 as a continuation of the recreation component of the Program of Assistance for Sport and Recreation for Disabled People, after responsibility for sport for people with disabilities was transferred to the Australian Sports Commission.

The aim of the Program of Assistance for Recreation for People with Disabilities was to promote recreation opportunities for people with disabilities. In 1989-90, grants offered through this Program totalled \$225,000.

From 1990-91, recreation projects for people with disabilities will continue to be funded but will be administered through the Recreation and Fitness Assistance Program.

### **Fitness projects**

#### **A National Strategy on Fitness**

In November 1988 the Department hosted the National Physical Activity and Lifestyle Conference with the aim of providing a new focus for fitness and health promotion in Australia and to develop a national action plan to improve the fitness, health and well-being of the community.

Representatives involved in both the design and implementation of policies and programs from governments, academic, commercial and professional fitness interests, special interest and community groups, were invited to participate to ensure any initiatives arising from the conference could be introduced with support from both decision-makers and service deliverers.

Extensive consultations have been undertaken in 1989-90 to develop a National Fitness Strategy which outlines the roles and responsibilities of all the major players in the Australian fitness arena as well as the responsibilities for action identified at the Conference. It is expected that the Strategy will be presented to the Sport and Recreation Ministers Council for approval in August 1990.

#### **Promotion of physical activity**

In 1989-90 the Department continued to distribute publications aimed at increasing opportunities for Australians to participate safely in a range of physical activities. These included leaflets on back care and safe exercises for older adults; an any-year fitness diary; a booklet and video designed to assist professionals in the accurate assessment of fitness levels and the design of appropriate exercise programs; and a step-by-step guide to establishing a workplace fitness and health program.

Additional publications in 1989-90 included translations of the back care and safe exercises for older adults leaflets into eight community languages and a resource kit for women in

remote and isolated communities designed to provide information and ideas to help them increase their fitness and general well-being.

The Department also provided funds towards the production costs of an ABC program on health and physical activity which is expected to go to air towards the end of 1990.

A video and booklet to assist community and volunteer groups at State and local levels to maximise their effective use of the media are to be produced. These resources are one outcome of a major consultancy project on how the Commonwealth could develop media strategies to promote physical activity among different target groups. Development of the national media strategy is continuing as part of the National Fitness Strategy.

Preliminary work was started on a major pilot survey of the physical fitness of adult Australians, which will provide information on fitness levels and the effect of demographic and lifestyle factors on personal well-being.

The Department also provided funds to pilot a Neighbourhood Network Project in Adelaide, which is designed to create an environment in which individuals, clubs, schools, councils, businesses etc, in a small local area are encouraged to arrange, promote and participate in regular physical activity in their neighbourhood.

The Department also provided support for two other research projects. The Australian Fitness Accreditation Council has undertaken an objective assessment of the quality, safety and effectiveness of commercially available exercise videos which has been distributed widely through many video outlets. The University of Sydney is undertaking a rigorous evaluation of the economic benefits of an employee health and fitness program, in the first project of its type in Australia.

### **Assistance for water safety organisations**

In 1989-90 the Department provided financial assistance totalling \$1.5 million to the Surf Life Saving Association of Australia, the Royal Life Saving Society-Australia, and Austswim. These grants aid and encourage the development of safe water-based activity programs for many Australians.

## **Australian Sports Commission—ASC**

Following proclamation of the *Australian Sports Commission Act 1989* on 1 May 1989, the Australian Sports Commission and the Australian Institute of Sport (AIS) have merged. The new ASC is now the sole authority to plan and coordinate Federal Government sports funding. The Act, however, makes provision for the Commission to conduct its elite athlete programs under the aegis of the AIS.

The ASC is a statutory authority providing leadership and long-term direction for Australian sports development. In 1989-90, the Commonwealth Government provided \$43 million for the Sports Commission's programs and administration allocated across the following programs: elite athletes; sports development; sports participation; sports science, sports medicine and research facilities; the National Sport Information Centre; the Australian Sports Drug Agency; and corporate services.

### **Elite sports programs**

The residential sports program involves 17 sports—basketball, canoeing, cricket, cycling, diving, gymnastics, hockey, netball, rowing, rugby union, soccer, squash, swimming, tennis, track and field, volleyball and water-polo. While many programs are at the AIS headquarters in Canberra, units have been established in Perth (hockey), Brisbane (squash, diving and rugby union), Adelaide (cycling and cricket), Gold Coast (canoeing), and Sydney (volleyball).

In June 1990 there were 446 scholarship holders under the residential sports program. Athletes at the AIS are encouraged to undertake employment or pursue secondary or tertiary education.

In addition to the residential sports program, the AIS also administers the National Sports Program which offers athletes the use of AIS facilities, resources and expertise. These are utilised for national selection trials, team training, talent development programs, coaches' seminars, and workshops for sports officials. Over 2,000 athletes from more than 50 sporting organisations take part in the program each year.

The Sports Talent Encouragement Plan (STEP) provides direct financial assistance to world-ranked Australian individuals and teams and to athletes demonstrating a capacity to achieve world rankings. The assistance contributes towards training and competition expenses of athletes and coaches. At June 1990, 126 individuals and 22 teams were receiving funding through the elite STEP program and 172 individuals through the potential and junior STEP programs.

Funding has been provided for the establishment of an Athlete Education and Employment Advisory Service which will assist elite athletes to gain employment and pursue educational opportunities. The service will be operated by the ASC.

### **Assistance to national sporting organisations**

The ASC provides financial assistance to national sporting organisations through its Sports Development Program. Funding goes towards the employment of national executive directors and coaching directors, administrative support, development projects, and costs associated with international competition.

### **Applied Sports Research Program—ASRP**

The Commission provides funds under the ASRP which enables national organisations to employ tertiary institutions to conduct research related to their sport.

### **Sport for all**

The Commission has established the AUSSIE SPORTS and Youth Sports programs to improve the quality and variety of sports available to school-age children and young adults.

A Women's Sport Promotion Unit was established in 1987 to encourage women's participation and achievement in sport.

A Sport for the Disabled Program is also administered by the Commission with the objective of encouraging people with disabilities to participate in sport and to ensure they have the same opportunities as able-bodied people.

### **Drugs in sport**

In response to recommendations contained in the report of the Senate Inquiry into Drugs in Sport, the Australian Sports Drug Agency was established in September 1989 with funding provided through the ASC. The Agency is responsible for educating the sporting and general community on the dangers of performance-enhancing drugs and conducting independent sampling and testing of sportspeople at all levels. The Agency will carry out 2,000 tests this year.

Analysis of samples will be conducted by the Australian Government Analytical Laboratories (AGAL) in Pymble which received International Olympic Committee accreditation in April 1990. AGAL was responsible for testing conducted during the 1990 Auckland Commonwealth Games.

### **Sport information**

The ASC funds the National Sport Information Centre which maintains a comprehensive collection of sports literature and data for public usage.

## Coaching support

Salary support is being provided for national coaches, their assistants and satellite program coaches, as well as national directors of coaching, to ensure top coaches are not lost to sport through the lack of a well-developed career structure. In addition, 15 coaching scholarships will be awarded this year and 10 overseas coaches are to be brought to Australia annually to share their expertise and methodology with local coaches. High performance coach awards are being developed to further upgrade coaching at the elite level and 10 high performance coaches will be trained each year under the new award.

## Australian Coaching Council

The Australian Coaching Council is responsible for the development of sports coaches in all sports throughout Australia. The Council's activities include the education and accreditation of coaches through the National Coaching Accreditation Scheme (NCAS). At June 1990 over 70,000 coaches nationally had received accreditation under the NCAS.

## SOCIO-CULTURAL ACTIVITIES

Aside from organised or institutional forms of culture, there is a dimension of social practice which is cultural: most simply described as those activities or forms of activity which people undertake in their own time, unconstrained by immediate material need, social obligation or gain. Typically, these are self-motivated activities which contribute to personal or social identity, and which give meaning and focus to values that people hold.

Language and religious practice, multicultural manifestation, attitudes to and use of Aboriginal lands, and participation in adult education are all examples of cultural activity embedded in community life that have begun to attract interest from policy makers. They can be seen, simply, as mechanisms for cultural maintenance, or as adaptations by individuals and by groups to social change. They both anchor institutional forms of culture (which rely on commercial or governmental support) within the society, and provide a bridge to mutual understanding across culturally diverse groups.

## Aboriginal and Islander Community

### Impact of European settlement

See article in *Year Book Australia* No. 73, pages 359-360.

### People

At the 1986 Census, there were 227,645 Aboriginals and Torres Strait Islanders in Australia, or 1.5 per cent of the total population. Less than 25 per cent of them lived in cities of more than 100,000 people. One-third lived in rural areas, over twice the rural concentration of the population taken as a whole.

ABORIGINAL AND TORRES STRAIT ISLANDER POPULATION:  
URBAN/RURAL DISTRIBUTION, JUNE 1986

Section of State	Aboriginal and Torres Strait Islander Population		Total population	
	No.	Per cent	No.	Per cent
Major urban (cities with more than 100,000 people)	55,537	24.4	9,817,933	62.9
Other urban (towns and cities with 1,000 to 99,999 people)	95,879	42.1	3,499,012	22.4
Rural	76,229	33.5	2,285,211	14.6
<b>Total</b>	<b>227,645</b>	<b>100.0</b>	<b>15,602,156</b>	<b>100.0</b>

## **Government policies**

The basis of Government policy is to maintain and support the cultural identity of the Aboriginal and Torres Strait Islander people and to enhance their dignity and general well-being. The long term objective is to achieve a situation of justice and equality where Aboriginal and Torres Strait Islander people have sufficient economic and social independence to enjoy their rights as Australian citizens.

## **Consultation**

In December 1987 the Government announced a major restructuring of its federal Aboriginal organisations.

Following extensive consultation with Aboriginal people the Government established the Aboriginal and Torres Strait Islander Commission (ATSIC) to take over the role and functions of the Department of Aboriginal Affairs and the Aboriginal Development Commission. Aboriginal Hostels Limited, and the Australian Institute of Aboriginal and Torres Strait Islander Studies will maintain their independence.

The new Commission formally combines consultative functions with the administrative functions formerly undertaken by the Aboriginal Development Commission and the Department of Aboriginal Affairs.

Through rationalisation of resources, including field offices, the Commission will result in a more streamlined, efficient and responsive administration of Aboriginal affairs than at any previous time.

## **Aboriginal Land**

The view that secure land ownership is essential to providing Aboriginal people with freedom of choice in life style and a means for preserving their traditions, known as 'land rights', has been supported by all major parties at the federal level of Australian politics.

### **Aboriginal Land Rights (Northern Territory) Act**

The *Aboriginal Land Rights (Northern Territory) Act 1976* came into operation on Australia Day 1977. This legislation gives recognition to Aboriginal land rights in the Northern Territory and is based on the recommendations of the second report of the Aboriginal Land Rights Commission.

Under the Act, Aboriginal people have been granted title to former Aboriginal reserves and a mechanism has been established for the hearing of claims to unalienated Crown Land. Claims are heard by an Aboriginal Land Commissioner who determines whether there are traditional Aboriginal owners to land concerned and makes recommendations to the Government on the grant of their land. Land is granted under inalienable freehold title which ensures security of tenure for future generations of traditional Aboriginal owners as the land cannot be sold or mortgaged. Title is held by Land Trusts composed of traditional Aboriginal owners and/or Aboriginal residents of the area.

A total of 461,486 square kilometres of land (about 34 per cent of the Northern Territory) has been granted to Aboriginal people in the Northern Territory at 30 June 1990 under the provisions of the Act. Of this area 257,992 square kilometres of former Aboriginal reserves and certain other lands were granted under Schedule 1 of the Act while a further 203,494 square kilometres were granted as a result of 23 successful land claims.

The Act also provides for the establishment of Aboriginal Land Councils to act as agents for traditional Aboriginal owners on land matters. Presently, there are three Land

Councils—the Tiwi Land Council (covering Melville and Bathurst Islands), the Northern Land Council (based in Darwin) and the Central Land Council (based in Alice Springs).

Provision is made under the Act for traditional Aboriginal owners to exercise substantial control over activities on their land, including mineral exploration and mining, and for them to benefit economically from the use of their land.

Where mining occurs on Aboriginal land, the Act provides that amounts equivalent to royalties received by the Northern Territory or the Commonwealth are paid from the Commonwealth's Consolidated Revenue Fund into the Aboriginals Benefit Trust Account (ABTA). Thirty per cent of these moneys is for the benefit of Aboriginal communities affected by mining and 40 per cent is paid to the Land Councils to fund their administrative expenses. The remaining 30 per cent (less amounts needed for ABTA administration and supplementary payments to Land Councils for their administration) is available for the benefit of Aboriginal people throughout the Northern Territory.

### **National parks on Aboriginal land in the Northern Territory**

In the Northern Territory unique arrangements apply to certain national parks located on Aboriginal land. All of the land in the Uluru National Park and some of the land in the Kakadu National Park has been granted to the traditional Aboriginal owners, and then leased back to the Director, Australian National Parks and Wildlife Service (ANPWS) to be managed as national parks under the provisions of the *Aboriginal Land Rights (Northern Territory) Act 1976* and the *National Parks and Wildlife Conservation Act 1975*.

Boards of management with Aboriginal majorities have been established to manage these parks in conjunction with ANPWS.

Uluru (Ayers Rock-Mount Olga) National Park and Stages 1 and 2 of Kakadu National Park are inscribed on the World Heritage List.

On 10 September 1989 the Commonwealth presented title deeds to land in the Jawoyn (Katherine area) Land Claim, including part of the Nitmiluk (Katherine Gorge) National Park. These traditional owners signed an agreement leasing the land in the Park to the Northern Territory Government to manage it as part of the National Park. The management arrangements for Nitmiluk (Katherine Gorge) National Park provide for significant involvement of Aboriginal people. The Board of Management for the Park has a majority of Aboriginal members.

Similar management arrangements exist in relation to the land in the Gurig National Park which was granted to the traditional Aboriginal owners in 1981 by the Northern Territory Government under the *Cobourg Peninsula Aboriginal Land and Sanctuary Act 1981*.

### **Aboriginal land in the States**

The list below shows the areas of land that have been transferred to Aboriginal ownership or otherwise provided to Aboriginal people under secure title through the policies and programs operated by the Commonwealth Government and State and Territory Governments.

*Australian Capital Territory:* In the Jervis Bay Territory the Commonwealth legislated to provide inalienable freehold title to 403 hectares of land at Wreck Bay for the Wreck Bay Aboriginal community. That legislation, the *Aboriginal Land Grant (Jervis Bay Territory) Act 1986*, came into effect on 16 January 1987. Title to that land was handed over in March 1987.

*New South Wales:* The *Aboriginal Land Rights Act 1983* created a three-tiered structure of local, regional and State Aboriginal Land Councils which hold freehold title to land totalling approximately 190 square kilometres. Land Councils may make claims to Crown lands that are not occupied and not needed for essential purposes.

The Act also provided for the payment into a fund of 7.5 per cent of the State land tax revenue over the ensuing 15 years. Half of this fund is set aside as capital for future years, with the balance meeting the costs of Land Council administration and land purchases.

In May 1990, the Government introduced a Bill to amend the 1983 land rights legislation. The amendments seek to:

- establish an Aboriginal Affairs authority to hold title to Aboriginal land and to be responsible for all State Aboriginal policies and programs;
- strengthen financial accountability provisions; and
- encourage greater local community level Aboriginal participation in decision making.

*Victoria: The Aboriginal Land Rights Act 1970* vested title to the Lake Tyers and Framlingham Reserves (the only remaining Aboriginal reserves in Victoria) in trusts comprised of the Aboriginal residents.

In 1987, following a request from the Victorian State Government, the Commonwealth Government enacted legislation to grant freehold title over the Framlingham Forest and a former reserve at Lake Condah—1,153 hectares in all—to the local Aboriginal communities.

*Queensland:* Legislation passed in 1984 improved Aboriginal control over reserve lands without granting full title. Transfer of title under Deeds of Grant in Trust (a form of perpetual lease) to major Aboriginal and Torres Strait Island reserves has now been completed. The issuing of deeds to a large number of minor reserves is still under consideration.

*Western Australia:* Under the *Aboriginal Affairs Planning Authority Act 1972*, Aboriginal reserve land was vested in an Aboriginal Land Trust. In March 1986, following the defeat of an Aboriginal land bill in the Upper House of Parliament, the State Government announced a new program intended to grant Aboriginal communities secure title to land and to provide for services by administrative arrangement without the need for legislation.

Some of the measures included under this program are:

- the granting of 99-year leases to Aboriginal Land Trust land;
- the transfer of other reserves under the control of the State Department of Community Services to Aboriginal control; and
- facilitation of the excision from pastoral leases of living areas for Aboriginal people.

*South Australia:* The Aboriginal Land Trust of South Australia, established by an Act of Parliament in 1966, holds freehold title to former reserves (approximately 5,000 square kilometres). The Trust leases this land to Aboriginal communities.

The *Pitjantjatjara Land Rights Act 1981* vested freehold title to over 100,000 square kilometres, or 10 per cent of the State, in the north-west to the Pitjantjatjara people. In 1984, similar legislation provided for Aboriginal ownership of 76,000 square kilometres of the Maralinga lands in the far west of the State.

*Tasmania:* In 1986, the Commonwealth Minister for Aboriginal Affairs commissioned a report on Aboriginal land needs in Tasmania. The Tasmanian Government in early 1990 issued a discussion paper on the possible transfer of 14 areas of land to Aboriginal control.

**ABORIGINAL AND TORRES STRAIT ISLANDER LAND TENURE AND POPULATION:  
30 JUNE 1989**

	<i>Aboriginal population June 1986(a)</i>	<i>As % of total population</i>	<i>Total land area (sq km)</i>	<i>Aboriginal freehold (sq km)</i>	<i>As % of total land</i>	<i>Aboriginal leasehold(b) (sq km)</i>	<i>As % of total land</i>	<i>Reserve/ mission (sq km)</i>	<i>As % of total land</i>
NSW and ACT(c)	60,231	1.1	804,000	507	0.0	842	0.1	—	—
Vic.	12,611	0.3	227,600	32	0.0	—	—	—	—
Qld	61,268	2.4	1,727,200	5	0.0	53,855	2.0	95	0.0
SA	14,291	1.1	984,000	183,649	18.7	508	0.1	—	—
WA	37,789	2.7	2,525,000	35	0.0	103,227	4.1	202,223	8.0
Tas.	6,716	1.5	67,800	2	0.0	—	—	—	—
NT	34,739	22.4	1,346,200	443,542	34.4	23,369	1.7	45	0.0
<b>Australia</b>	<b>227,645</b>	<b>1.5</b>	<b>7,681,800</b>	<b>647,772</b>	<b>8.4</b>	<b>181,801</b>	<b>2.1</b>	<b>202,363</b>	<b>2.6</b>

(a) 1986 Census. (b) Includes pastoral, special purposes, and local shire leases. (c) Includes Jervis Bay Territory.

### Homeland centres and outstations

Since the early 1970s many Aboriginal people have made the decision to adopt a more independent and traditional way of life.

They have moved to remote areas where they have established small outstation communities. In the past year, approximately 130 outstations have been funded by the Department of Aboriginal Affairs. The majority of these communities are situated in the Northern Territory, Western Australia, South Australia and Queensland. The population of each outstation generally varies between 30 to 50 people. Funding for outstations over the past three years has been in excess of \$25 million.

### Aboriginal Cultural Activity

While the past 200 years has seen the erosion of much of the traditional fabric of Aboriginal lifestyle, a large and rich body of artistic heritage has survived and in parts of Australia continues to develop in traditions unbroken for thousands of years. In many communities the arts remain an integral part of social and religious life but have also acquired the new emphasis of reinforcing Aboriginal identity and asserting traditional values in the face of an encroaching wider community. For many artists and craftspeople, the arts also provide an important and culturally relevant means of income.

The Aboriginal artists are perhaps still best known for a Northern Australian tradition of painting with natural ochres on prepared sheets of eucalyptus bark. However this is just one aspect of the rich and varied forms of expression in the visual arts and crafts which include ceremonial body decoration, ground painting and sculpture, wood carving and fibre crafts.

In recent years there has been increased adaptation and use of non-traditional media by Aboriginal artists in remote tribal communities as well as by a growing movement of urban and rural based artists. For example, paintings on board and canvas, print making and adapted batik techniques have become important media for expression in the visual arts for numbers of artists in Central Australian communities.

Similarly the traditional performing arts which include music, complex song cycles, dance and mime, vary considerably in form throughout Australia. However all the traditional arts present a unique spirituality which gives a distinctiveness to Aboriginal cultural expression.

### Arts

A modern resurgence of Aboriginal arts continues rich traditions spanning tens of thousands of years, but incorporates many new forms.

Aboriginal artistic expression ranges across art, music, dance, oral and written literature, graphic design, video and film. Some artistic forms draw heavily on ancient traditions but present a vibrant and living heritage which remains relevant to Aboriginal Australians.

Aboriginal art varies greatly in style and form from one area of Australia to another but retains a spirituality which gives a distinctiveness and common strength to the work. Artists in the tropical north of Australia are well known for their painting with natural ochres on bark but artists from Papunya in Central Australia, for example, express the themes of traditional sand drawings with acrylic paint on canvas and board. In recent times large canvasses have been introduced which help the paintings to reflect the scale of traditional sand designs, and artists have developed their traditional themes with new materials and colours to provide immense contemporary impact. Considerable success is being enjoyed in exhibitions of these paintings in major art centres in Australia as well as in Europe and America.

Given the strong growth in market demand for Aboriginal visual arts and crafts in recent years, both in Australia and overseas, the Commonwealth Government commissioned a Review to inquire into and make recommendations upon ways in which the effectiveness and efficiency of the industry could be improved. The report on the Review is a most comprehensive document which analyses the current state of the industry and provides detailed recommendations for an Aboriginal arts and craft industry strategy. It was estimated that there are currently about 6,000 Aboriginal producers of arts and craft generating total retail sales of about \$18.5 million.

Aboriginal musicians, whose music ranges from traditional song to rock and country music, are popular both in Australia and overseas. Aboriginal writers, poets and playwrights are also an emerging force in Australian literature.

The Aboriginal Arts Committee of the Australia Council supports a wide range of programs to assist Aboriginal and Islander initiatives. These include: the National Aboriginal and Islander Skills Development Association (a theatre and dance school); the Centre for Aboriginal Studies in Music; the Aboriginal National Theatre Trust; and the Aboriginal Cultural Foundation.

### **Broadcasting and telecommunications**

The Government has endorsed a strategy for the development of Aboriginal broadcasting and telecommunications which aims to ensure that appropriate broadcasting and communications services are available to the Aboriginal people, particularly the substantial Aboriginal population living in remote Australia.

For further details of the Government's role in Aboriginal broadcasting and telecommunications see *Year Book Australia* No. 73, page 365.

## **Language Practices**

See article in *Year Book Australia* No. 73 pages 365–366.

## **National Policy on Languages**

Australia's National Policy on Languages was developed in response to a report of the Senate Standing Committee on Education and the Arts which recommended the development and coordination of language policies at the national level. A special consultant was appointed to coordinate their development. The Lo Bianco Report which resulted was endorsed by the Prime Minister on 26 April 1987 and tabled in the Senate on 4 May 1987.

The Government provided \$15 million in 1987–88, rising to \$28 million in 1988–89, \$27.3 million in 1989–90 and \$23 million in 1990–91, for the implementation of the Policy. These funds were used to introduce five new programs and supplement one existing

program in key language areas, and for the establishment and operation of the Australian Advisory Council on Languages and Multicultural Education (AACLAME).

The new programs were the National Aboriginal Languages Program, the Australian Second Language Learning Program, the Adult Literacy Action Campaign, the Multicultural and Cross-cultural Supplementation Program, and the Asian Studies Program. The existing program which was supplemented was the New Arrivals element of the English as a Second Language Program.

### **National Aboriginal Language Program—NALP**

The NALP recognises the unique and important place of Aboriginal and Torres Strait Islander languages in Australia's linguistic heritage.

Funding for the program was \$0.5 million for 1987–88, rising to \$1 million for both 1988–89 and 1989–90. The funds are intended to support a range of language maintenance and learning projects such as:

- language resource centres;
- bilingual programs;
- translating and interpreting services; and
- literacy programs.

Forty-one projects were approved for funding in 1989–90 by the Minister for Employment, Education and Training. Some of the factors taken into account when selecting the projects included the state of the language concerned; the degree of Aboriginal support and involvement; and the degree of funding available to an organisation or community from other sources.

### **Australian Second Language Learning Program—ASLLP**

The National Policy on Languages promotes the study of at least one language in addition to English as an expected part of the educational experience of all Australian students. ASLLP, funded under the National Policy on Languages, is intended to provide greater opportunities for this to occur. An amount of \$3.8 million was made available under the program in the 1987–88 budget. This funding, which increased to \$7.7 million in 1988–89 and 1989–90, is applied on a calendar year basis.

Education authorities were free to allocate funds among languages according to locally determined priorities and needs. Authorities were asked, however, to take note of the Commonwealth Government's view that due emphasis should be placed on languages relevant to economic development, trade and tourism whilst recognising the need to improve provision for community languages.

ASLLP provided for activities such as curriculum and materials development; the professional development of teachers; the expansion of existing programs; the testing of innovative techniques in second language teaching and learning; support for schools offering a specialist curriculum on language studies; bilingual education programs; and the application of distance technology to language learning, particularly for students in country areas.

### **Adult Literacy Action Campaign**

An interim evaluation of the two-year Adult Literacy Action Campaign was conducted on behalf of the National Consultative Council for International Literacy Year in 1990.

### **Multicultural and Cross-cultural Supplementation Program—MACSP**

In 1989–90 MACSP provided funds on a submission basis to tertiary institutions and approved organisations to support the introduction and extension of cross-cultural and community language elements within existing professional and para-professional courses and develop curriculum materials for use in such courses.

The professional or para-professional areas targeted by the program include medicine and health, law, accounting and commerce, industrial relations and management, teaching, social welfare, librarianship and archives administration, and tourism.

MACSP funds also contributed to the research and development program of the National Languages Institute of Australia (NLIA). The NLIA, directed by Joseph Lo Bianco, was established in 1989 to offer national leadership and guidance on language education issues, and to offer practical support for language education across Australia.

### **Asian Studies**

The Asian Studies Council (ASC) administers funds of \$1.95 million which were allocated for 1987–88, 1988–89, 1989–90 and 1990–1991 under the National Policy on Languages to boost the study of Asian languages and cultures in Australia. An additional \$1 million has been allocated in 1990, 1991 and 1992 under the new policy for Asian Studies Teacher Education.

The ASC has negotiated a collaborative approach between State, Territory and non-government education authorities to the development of curriculum and teacher training, with one or more States taking prime responsibility for agreed projects. Project designs include processes to keep all parties informed of developments so that the final products will be mutually acceptable.

As a result of recommendations made in a major inquiry commissioned by the ASC into the teaching of Asian languages and studies in higher education, the Government has established a number of initiatives to improve the quality and spread of Asian studies and languages courses.

In 1989 those taking Asian languages formed 4.21 per cent of all students presenting for a 'full-load' for Year 12 certification.

### **English as a Second Language in schools—ESL**

The objective of the ESL Program is to assist schools and school systems to develop the English language competence of students of non-English speaking background.

The program has two elements:

- a *general support element* assists schools to provide additional English tuition to, and adapt existing teaching practices for, ESL students who have reached a level of English competence which permits participation in mainstream classes. Approximately \$44 million was provided under this element in 1989; and
- a *new arrivals element* provides for up to 12 months of intensive English tuition for eligible students newly arrived in Australia. The per student grant in 1989 was \$2,271.

Full details of activities funded under the general support element in 1989 are not yet available. Information in respect of 1988 shows that some 101,000 government school students and 76,000 non-government students were assisted.

In 1989, 14,715 new arrivals were catered for in intensive classes in government schools and special language centres and 2,362 in non-government schools and centres.

Over 2,300 specialist teachers were funded under both elements in government schools, and over 500 in non-government schools. Other major items of expenditure involved the salaries of ancillary staff (consultants, bilingual aides, counselling staff), curriculum and other materials and professional development.

### **Ethnic Schools Program—ESP**

The major purpose of the ESP is to help students of non-English speaking background maintain their relevant languages and cultures. A secondary aim is to provide further opportunities for all children to gain access to the different community languages and cultures within Australian society.

The ESP assists some 500 ethnic community organisations to operate classes in the languages and cultural studies of their communities. These classes may be held either after formal school hours (after hours classes) or during formal school hours (insertion classes). 'Ethnic' in this context is used to denote languages and cultures other than those of English-speaking peoples. The ESP does not apply to language and cultural studies provided by formal schools.

The program has been operating since 1981, and since 1984, groups providing instruction in Aboriginal and Torres Strait Islander languages have been eligible to receive funding under it.

In 1989, 200,751 students were funded with 60,652 of these being taught in classes outside regular school hours, the remainder in insertion classes in regular schools.

The number of languages funded in 1989 was 50 with the most popular being Italian (67 per cent of enrolments), Greek (10 per cent), Chinese (5.3 per cent), Arabic (4.5 per cent), and Vietnamese (2.2 per cent). Details of major languages funded and student enrolments in recent years are shown in the following table.

**ETHNIC SCHOOLS PROGRAM: ENROLMENTS BY TYPE OF CLASS**

<i>Type of class</i>	<i>1987</i>	<i>1988</i>	<i>1989</i>
Number of students—			
After hours classes	71,056	64,998	60,652
Insertion classes	138,754	142,699	140,099
<b>Total</b>	<b>209,810</b>	<b>207,697</b>	<b>200,751</b>

**ETHNIC SCHOOLS PROGRAM: FUNDING TO MAJOR LANGUAGES**

<i>Language</i>	<i>1987</i>	<i>1988</i>	<i>1989</i>
		<i>—per cent—</i>	
Italian	64.8	66.3	67.3
Greek	11.6	11.0	10.3
Arabic	5.3	4.8	4.5
Chinese	5.1	5.0	5.3
Vietnamese	2.4	2.4	2.2
Spanish	1.4	1.2	0.9
Turkish	1.2	1.2	1.2
German	0.9	0.9	0.9
Croatian	0.8	0.8	0.9
Polish	0.7	0.8	0.8
Hebrew	0.7	0.7	0.7
Macedonian	0.7	0.7	0.6

## **International Literacy Year**

The International Literacy Year program promotes literacy awareness in Australia and highlights the need for increased effort to meet the needs of adults who are experiencing literacy difficulties.

The first national survey of adult literacy (Wickert R., 1989) indicated that between 10 and 20 per cent (1.2 and 2.5 million) of Australian adults cannot perform everyday reading, writing and basic mathematics tasks. Of these people, 25 to 30 per cent are of non-English speaking background but the clear majority is of English speaking descent.

The Government has provided funding of \$3 million for the program, \$1.5 million in 1989-90 (which was allocated to projects of national significance to literacy development) and \$1.5 million in 1990-91 which will be allocated to further research and expansion of literacy provision.

## **Adult Education**

Adult education is the most decentralised of the education sectors. Courses offered generally do not lead to a qualification. It provides many people with educational opportunities otherwise unavailable, and while it is considered a valuable starting point in encouraging people to go on to award studies in TAFE and higher education, it also fulfils many cultural and recreational roles. The range of providers is enormous: from commercial and private industry, church and cultural groups to professional bodies; from the YMCA, higher education institutions, TAFE and Workers Educational Associations, to various State government departments; from public libraries, museums and galleries to Commonwealth government funded programs. However, due in part to adult learning needs arising from the restructuring of industrial awards, and particularly to the need to describe and assess competencies, participants in adult education courses increasingly require evidence of their learning and achievements.

The National Directory of Adult and Community Education Associations and Centres, updated by the Australian Association of Adult and Community Education (AAACE) in 1990, has almost 1000 entries.

Throughout the 1980s there has been a significant growth in non-government community based adult education run on a voluntary or semi-voluntary basis. These courses originate from the requirements, demands and initiatives of local communities and are offered by learning centres, community care centres, community schools, education centres (particularly in country areas), voluntary teaching networks, literacy groups, women's education programs, teachers' centres, ethnic networks, discussion centres and a variety of neighbourhood centres. Courses range from general interest, recreational and leisure activities, personal development, social awareness and craft through to vocational, remedial and basic education. Community based adult education constitutes a new trend in education. It is open to all, and non-formal characteristics demonstrate the capacity of the community to develop alternatives to institutionalised education. It is conservatively estimated that in 1988 there were 250,000 participants in these courses.

The higher education sector plays an integral part in adult education through programs of continuing education in professional development, preparatory skills, and general education. These courses are offered by institutions in response to industry and government initiatives and are at a level consistent with the general teaching of the institutions. In 1984, enrolments in these programs exceeded 160,000.

The TAFE sector is the largest provider of adult recreational and leisure courses. Enrolments in these courses for 1988 were 532,752. TAFE also offers the largest program of vocational and remedial courses.

There is at present no statistical system to identify the entire scope and extent of adult education. In particular the number of courses run by associations and the private sector

is unknown. However, the 1986–87 National Social Science Survey now gives a better basis for estimating participation rates in adult education. The survey found that about six out of every ten Australians (63 per cent) over the age of 18 have taken at least one course. Men and women are about equally likely to take courses. Overall it is estimated that more than one million Australians participate in adult education each year. If training in industry is added, this figure is well over three million (*see* Butler p.7).

## Cultural and Community Activities

### Multiculturalism

Australia's non-discriminatory immigration policy has resulted in a diverse society in which people of different ethnic and racial origins live together sharing a commitment to the language, laws, institutions and interests of Australia.

The Government's policies on multiculturalism are founded on three principles:

- cultural identity: the right of all Australians, within carefully defined limits such as the rule of law and parliamentary democracy, to express and share their individual cultural heritage, including their language and religion;
- social justice: the right of all Australians to equality of treatment and opportunity, and the removal of barriers of race, ethnicity, culture, religion, language, gender or place of birth; and
- economic efficiency: the need to maintain, develop and utilise effectively the skills and talents of all Australians, regardless of background.

### National Agenda for a Multicultural Australia

The Government's policies on multiculturalism are set out in the National Agenda for a Multicultural Australia, launched by the Prime Minister on 26 July 1989. The Agenda defines multiculturalism as follows:

'In a descriptive sense multiculturalism is simply a term which describes the cultural and ethnic diversity of contemporary Australia. We are, and will remain, a multicultural society.

'As a public policy multiculturalism encompasses government measures designed to respond to that diversity. It plays no part in migrant selection. It is a policy for managing the consequences of cultural diversity in the interests of the individual and society as a whole.'

The Agenda also includes a series of policy initiatives designed to meet both short term needs and long term objectives. The major initiatives contained in the Agenda are:

- new arrangements for assessing overseas skills and qualifications;
- a major community relations strategy, at a cost of \$5.7 million over three years, jointly coordinated by the Office of Multicultural Affairs, the Human Rights and Equal Opportunity Commission, the Aboriginal and Torres Strait Islander Commission and the Department of Immigration, Local Government and Ethnic Affairs;
- strengthening of the Government's Access and Equity strategy, which is designed to improve access to government services, and to overcome barriers of language, culture and prejudice;
- legislation to establish the Special Broadcasting Service as an independent corporation, and extension of SBS television to Darwin and regional centres in Victoria, Queensland, South Australia and Tasmania;
- a package of English language measures including substantially increased resources for on-arrival courses and English in the Workplace;
- a firm Government commitment to continued support for second language learning, and a 10 per cent increase in funding for ethnic schools; and
- a review of administrative decision making and the law from a multicultural perspective.

### **Office of Multicultural Affairs**

The Office of Multicultural Affairs was established in 1987 within the Department of the Prime Minister and Cabinet. The Office's responsibilities include promoting an understanding and appreciation of multiculturalism in the Australian community and advising on appropriate government responses to the needs of a multicultural society.

An Advisory Council on Multicultural Affairs was also established to provide advice to the Government and to act as a channel of communication between the Government and the community. The Council also assisted with the development of the National Agenda for a Multicultural Australia.

The Office has a major role in a number of National Agenda initiatives. In addition to participating in the development of the community relations strategy, the Office is responsible for coordinating and monitoring the Government's Access and Equity Strategy and, in conjunction with the Advisory Council, examining the feasibility of a Multicultural Act for Australia.

Since the launch of the Agenda the Office has also:

- commissioned research in areas relating to its program responsibilities;
- extended the Multicultural Australia Information System (MAIS), a biographical data base with over 10,000 entries available to researchers, policy matters and community groups; and
- developed a communications strategy to raise awareness and understanding of the cultural diversity of Australia and the benefits of multiculturalism.

### **Religious affiliation**

See article in *Year Book Australia* No. 73, pages 372-373.

## **ENVIRONMENT AND CONSERVATION**

The Australian Constitution does not include a reference to environment or conservation. Commonwealth powers in environmental protection, nature conservation and related fields arise from, or are incidental to, other specified powers. These specific Commonwealth powers include the power to legislate with respect to Territories of the Commonwealth, overseas and interstate trade and commerce, external affairs, corporations, taxation, defence, quarantine and granting financial assistance to States. Effectively the powers relating to environment and conservation are divided among the Commonwealth Government and the State and local governments. As a practical matter however, most decisions on environmental protection, nature conservation, land use and land management in the States are the responsibility of the State Governments.

The *Environment Protection (Impact of Proposals) Act 1974* was the first piece of Commonwealth legislation to specifically address environmental issues. The Act defined environment as comprising 'all aspects of the surroundings of human beings, whether affecting them as individuals or in social groupings', and set up procedures to review the environmental impact of development proposals which involved Commonwealth Government decisions.

Since then, through assessments made under the Act, the Government has involved itself on a number of occasions where environmental values were attracting broad community attention, notably the mining of Fraser Island in Queensland, the damming of the Franklin River in South-West Tasmania and the proposed Wesley Vale kraft pulp mill in Tasmania. Through these and other actions, the Commonwealth Government has been drawn into areas of environmental policy, planning and management not adequately covered by existing State administrative arrangements. The preparation of environmental guidelines for new bleached kraft pulp mills in Australia and action by the Government to establish a Commonwealth environmental protection agency are in recognition of this.

## Commonwealth Responsibility for Environment and Conservation

In Commonwealth legislation, environment includes all aspects of human surroundings, whether affecting individuals or social groupings. Thus the environmental responsibilities of the Government relate to a broad range of activities bearing on the protection, conservation and enhancement of environmental quality and amenity. These responsibilities are shared among many agencies of government although a special focus is provided by the Ministry of the Arts, Sport, the Environment, Tourism and Territories.

The Commonwealth is responsible for the environment of the Territories other than the Northern Territory and the ACT, for the environmental impact of actions and decisions by its agencies operating in the States, and for contributing to international activities and standards for environmental management. The Commonwealth also plays a major role in the national coordination of environmental protection and conservation activities, and contributes substantively to environmental research, environmental education and information exchange.

### World Heritage nominations

The Department of the Arts, Sport, the Environment, Tourism and Territories is responsible for the identification and nomination of potential World Heritage Areas in accordance with the World Heritage Convention. The *World Heritage Properties Conservation Act 1983* provides protection through the prohibition of activities which may damage or destroy world heritage property.

Australia has eight world heritage areas listed: Uluru National Park, Kakadu National Park, the Great Barrier Reef, the Willandra Lakes Region, the Lord Howe Island Group, the Australian East Coast Temperate and Sub-Tropical Rainforest Parks, the Wet Tropics of Queensland, and the Tasmanian Wilderness.

The World Heritage Committee agreed to accept a significant addition to the Western Tasmania Wilderness National Parks World Heritage property at their December meeting in 1989. The new Tasmanian Wilderness World Heritage Area, which includes the addition, covers 1,374,000 hectares.

In March 1990, the Prime Minister announced that Shark Bay in Western Australia and the subantarctic Heard and McDonald Islands will be nominated in 1990 for World Heritage listing. The Shark Bay nomination is being carried out with the cooperation of the Western Australian Government and will involve full consultation with local authorities and the community.

The Minister has discussed with the Tasmanian Minister for Parks, Wildlife and Heritage the possibility of nominating all the Australian subantarctic islands to the World Heritage List. An officer from the World Heritage section participated in a voyage to Macquarie Island in March 1990 to undertake some preliminary assessment of the world heritage values of the island.

### Biological diversity

Biological diversity refers to the variety and variability among living organisms and the ecological complexes in which they occur. The term encompasses different ecosystems, species, genes and their relative abundance.

The Commonwealth Government is playing a major role in the development, through the United Nations Environment Program, of an international convention to conserve global bio-diversity. Some of the key issues to be resolved by participating countries include: international funding of global bio-diversity conservation; ownership and access to genetic resources; and scientific analysis to identify and target areas for conservation.

At the domestic level, the Government is in the early stages of developing a national strategy for the conservation of Australia's biological diversity.

### **Tasmanian World Heritage Area Ministerial Council**

The Tasmanian World Heritage Area Ministerial Council was established in 1984 by agreement between the Commonwealth Government and the Tasmanian Government. The members of the Council are the Ministers responsible for environmental matters in both Governments, as well as the Tasmanian Premier and the Commonwealth Minister for Justice.

The Council provides a forum to advise both Governments on broad policy, management and financial matters relating to the World Heritage Area. Specific matters considered by the Council have included progress on the preparation of plans of management for the World Heritage Area; studies on the monitoring and rehabilitation of erosion on the banks of the lower Gordon River; development of walking tracks; and the provision of interpretation facilities and other public facilities.

### **National Activities**

National collaboration on environmental matters is facilitated through Commonwealth and State ministerial councils and other advisory bodies, and through a variety of nationally coordinated activities and programs.

### **Australian and New Zealand Environment Council**

The then Australian Environment Council was established in 1972 by agreement between the Prime Minister and the State Premiers. The members of the Council are the ministers responsible for environmental matters in the Commonwealth Government, State and Territory Governments and New Zealand. Papua New Guinea has observer status on the Council. In July 1989, New Zealand was formally given membership status where before it had been an observer.

The Council provides a forum for consultation, cooperation and liaison on matters concerning environmental management and pollution control. These matters have included the control of emissions and noise from motor vehicles, the use and disposal of hazardous chemicals, noise control, water quality, air pollution, solid-waste management, the economics of pollution abatement policies and environmental impact assessment, coastal management, land use policy, biotechnology and climate changes induced by human activities.

### **Council of Nature Conservation Ministers**

The Council of Nature Conservation Ministers was established in 1974 by agreement between the Prime Minister and State Premiers. It comprises ministers with nature conservation responsibilities in the Commonwealth Government and State and Territory Governments as well as the Commonwealth Minister responsible for the Commonwealth Scientific and Industrial Research Organization (CSIRO). New Zealand and Papua New Guinea have observer status on the Council.

The Council provides a forum for consultation, cooperation and liaison on matters relating to the conservation and management of Australia's flora and fauna. Specific matters considered by the Council have included trafficking in native animals and plants, culling of populations of native species, protection of endangered and threatened plants and animals, the control of diseases affecting or likely to affect natural ecosystems in Australia, ranger training, management of national parks, and identification of wilderness areas.

### **Australian Ionising Radiation Advisory Council**

The Australian Ionising Radiation Advisory Council was established by Cabinet in 1973 to report to the Government, through the Minister responsible for environmental matters, on the effects of the various actual and potential sources of ionising radiation exposure on the Australian population and environment. Consistent with its terms of reference, Council has identified a continuing need to review: underlying philosophies and assumptions in radiation protection; potential problems in the medical and industrial uses of ionising radiation; and potential sources of ionising exposure of the Australian population and environment. There is also a need to evaluate arrangements for the mining, milling and transport of uranium.

### **National Conservation Strategy for Australia—NCS**

Following the international launch of the World Conservation Strategy in 1980, the Commonwealth Government, all States and the Northern Territory agreed to cooperate in developing a National Conservation Strategy for Australia which would aim to achieve harmony between development and conservation of Australia's living resources and supporting ecosystems. After wide consultation with the States, non-government conservation groups, industry and the community, consensus was obtained on a strategy at a national conference held in June 1983.

The Commonwealth Government endorsed the NCS in June 1984. The Northern Territory and most State Governments have also endorsed the Strategy. Victoria and Western Australia have prepared State Conservation Strategies. In various ways, all Governments have undertaken nature conservation activities consistent with the aims of the NCS.

### **Our Country Our Future**

A statement on the Environment entitled *Our Country Our Future* was made by the Prime Minister on 20 July 1989. The Statement stressed the importance of achieving environmentally sustainable development.

As part of a package to support environmentally sustainable development the Government introduced many new programs, including:

- the development of a strategy comprising a coordinated research program on regional climate modelling and support for development of national and international responses to greenhouse issues;
- the One Billion Trees Program to encourage the growth of an additional billion trees by the end of the century;
- the Save the Bush Program which is aimed at ensuring the survival of remnant native vegetation;
- the Endangered Species Program which hopes to conserve the existing indigenous species in their natural habitat;
- the development of the Environmental Resources Information Network (ERIN) to draw together information on endangered species, vegetation types and heritage sites; and
- the development of a \$320 million package for Landcare which consists of the Year/Decade of Landcare starting in 1990, a review of rural policies and taxation arrangements related to land care issues, and an expansion of the existing National Soil Conservation Program which is administered by the Department of Primary Industries and Energy.

In March 1990, the Statement was updated, and further comments were made, notably:

- the establishment of a Commonwealth Environment Protection Agency;
- development of a national waste minimisation and recycling strategy; and

- development of a scheme of 'green labelling' of products on the basis of their environmental friendliness.

Eight months after the Statement was delivered, the Prime Minister related progress made on the commitments contained in the Statement, such as success in moves to prevent mining in Antarctica, banning driftnet fishing and the import of non-antique ivory, and preparing guidelines for new kraft eucalypt pulp mills.

The Prime Minister also noted some new initiatives and additional expenditure by the Commonwealth Government on the environment, some of these being:

- research on the greenhouse effect, cane toads and mimosa pigra;
- acceleration of preparation of the National Wilderness Inventory;
- tax deductibility for donations to the Landcare Australia Foundation; and
- development of a national waste minimisation and recycling strategy.

### **Ecologically sustainable development**

The need to develop and implement principles for ecologically sustainable development has been adopted as a major principle by the Commonwealth Government.

In order to help the Commonwealth Government develop sustainable development strategies, working groups are being established for major sectors of the economy—agriculture, forestry, fisheries, mining, manufacturing, energy production, energy use, transport and tourism.

In June 1990 the Commonwealth Government released a discussion paper on ecologically sustainable development to promote national discussion on the topic and to provide a guide for the working groups.

### **Resource Assessment Commission—RAC**

The Resource Assessment Commission has been established by the Commonwealth Government to help resolve important questions about the future of Australia's natural resources. The RAC will investigate and report to the Prime Minister on the environmental, economic, financial, cultural and social implications of major resource use proposals, and provide the Government with informed advice about the options available in relation to those resources and their future utilisation.

The first RAC inquiries are into Australia's forest and timber resources and into the future use of the Kakadu Exploration Zone in the Northern Territory. Particularly sensitive environmental values are involved with these issues.

### **One billion trees**

The One Billion Trees Program, which will result in the establishment of one billion more trees around Australia by the year 2000, was introduced as part of the Landcare initiatives. It promotes coordinated action by individuals, governments, and the community generally to conserve and regenerate trees in both rural and urban areas, and develop public awareness of the value of trees and associated vegetation. The success of this ten year program will depend upon gaining increasing participation by all sectors of the community.

The Program comprises a natural regeneration and direct seeding program which will establish over 600 million trees; and a community tree planting program which will grow over 400 million trees and also includes:

- a schools nursery project to provide hands-on learning experience;
- financial assistance for community groups and landholders to implement tree projects on farms, towns and cities; and

- major projects involving participation by community, corporate and government organisations.

The One Billion Trees Program is being administered for the Commonwealth by Greening Australia Limited, a non-profit organisation which draws together community, corporate and government bodies concerned to re-establish tree cover in Australia. Greening Australia Limited has many years experience in conducting tree planting and revegetation projects, and was involved in the implementation of the former National Tree Program.

### **National rainforest conservation**

The Commonwealth Government, in 1986, provided \$22.25 million for the conservation of rainforest through a National Rainforest Conservation Program (NRCP). The objectives of the NRCP are to ensure that the special values of Australia's rainforests are identified, promoted, protected and conserved for future generations, by supplementing activities undertaken by State and Territory Governments.

NRCP projects—which include research, surveys, rehabilitation, land acquisition, visitor centres and public information—have been carried out in New South Wales, Victoria, Western Australia, Tasmania, Northern Territory, Norfolk Island, Christmas Island, and Cocos Island. Negotiations are now taking place for Queensland to participate in the Program.

### **Australian Biological Resources Study—ABRS**

The ABRS was established in 1973 to stimulate taxonomic and ecological studies of Australian flora and fauna through the provision of grants for research and publication. ABRS responsibilities include provision of advice on national taxonomic collections and establishment and maintenance of a national taxonomic data bank. Much of the work of the study is done in State museums, botanic gardens and herbaria which were established during the last century. CSIRO also carries out important research relating to flora and fauna.

Current major projects of ABRS include preparation of a 60 volume *Flora of Australia*, a 10 volume *Fauna of Australia*, compilation of a 70 volume *Zoological Catalogue of Australia* and establishment of database exchange systems for museums and herbaria for biogeographic and taxonomic information. The ABRS became part of the Australian National Parks and Wildlife Service in 1990.

### **INFOTERRA**

The Department of the Arts, Sport, the Environment, Tourism and Territories is the Australian national focal point for INFOTERRA. INFOTERRA is an international information network, developed by the United Nations Environment Programme, to assist organisations and individuals in locating the sources of environmental information. The Department is also the INFOTERRA regional service centre for South-East Asia and the South Pacific. Its function is to assist countries within the region and to improve their environmental information capability and service.

### **Control of environmental contaminants**

Various programs are concerned with the control of environmental contaminants. A national chemicals notification and assessment scheme came into effect on 18 July 1990. The *Environment Protection (Sea Dumping) Act 1981* controls dumping of wastes in marine waters. The *Hazardous Waste (Regulation of Exports and Imports) Act 1990* controls international trade in chemical and industrial wastes. National capacity for monitoring air pollution is being strengthened through a national monitoring, data acquisition and archiving program being implemented in conjunction with the States. Other activities cover codes of practice for activities involving radioactive materials, waste management, monitoring of the marine environment, environmental noise and air pollution control strategies.

## **Voluntary conservation organisations**

The Commonwealth Government makes grants annually to voluntary conservation organisations to assist them to meet costs associated with their activities.

## **Statutory Authorities**

### **Australian National Parks and Wildlife Service—ANPWS**

The ANPWS was established under the *National Parks and Wildlife Conservation Act 1975*. The ANPWS is the principal nature conservation agency of the Commonwealth Government. It works in close cooperation with other Commonwealth authorities and with relevant State and Territory agencies.

The ANPWS is responsible for management of parks and reserves declared under the Act. Most significant of these are Kakadu National Park and Uluru (Ayers Rock—Mount Olga) National Park in the Northern Territory. National parks are also declared on Norfolk Island and Christmas Island and four national nature reserves have been declared in Australian waters. Ningaloo Marine Park is declared jointly under the National Parks and Wildlife Conservation Act and Western Australian legislation.

Wildlife conservation and management programs include the regulation and control of trade in wildlife and wildlife products through the administration of the *Wildlife Protection (Regulation of Exports and Imports) Act 1982*; administration of the *Whale Protection Act 1980*; administration of certain international agreements; and cooperative programs with the States with an emphasis on rare and endangered species. The Endangered Species Program and the Save the Bush Program are now managed by the ANPWS.

The ANPWS is also charged with the delivery of programs to enhance Aboriginal employment and development opportunities in nature conservation and land management related fields.

In addition the ANPWS carries out and supports research relevant to its charter and delivers public information and education programs on nature conservation issues.

The Australian National Botanic Gardens, the Australian Biological Resources Study and the Environmental Resources Information Network were integrated into the ANPWS in 1990.

### **Great Barrier Reef Marine Park Authority**

This Authority was established by the *Great Barrier Reef Marine Park Act 1975*. The Authority's goal is to provide for the protection, wise use, understanding and enjoyment of the Great Barrier Reef in perpetuity through the development and care of the Great Barrier Reef Marine Park.

The Marine Park covers an area of 344,000 square kilometres representing 98.5 per cent of the region inscribed on the World Heritage List. The value of economic activity in the Marine Park has been estimated at \$1,000 million per annum.

Management of the Marine Park is a cooperative venture with Queensland Government agencies. The main strategy used in management of the Park is 'zoning'. Zoning plans separate potentially conflicting activities while allowing all reasonable uses and ensuring the long-term conservation of the Reef's ecosystem.

The Authority ensures that it achieves competence and fairness in the care and development of the Marine Park by obtaining and interpreting information relevant to the understanding of the Great Barrier Reef. Most of this research is contracted to agencies such as universities although Authority staff may also undertake some research.

A major objective of the Authority is to enhance community understanding, appreciation, experience of and support for the Great Barrier Reef and the Marine Park.

The Authority also operates the Great Barrier Reef Aquarium which features a living coral reef system. The Aquarium aims to enhance community understanding of the Great Barrier reef and support for management of the Marine Park by providing a readily accessible coral reef and environment onshore.

### Supervising Scientist for the Alligator Rivers region

Special arrangements have been made for minimising the environmental impact of uranium developments in the Northern Territory. The Commonwealth has appointed a Supervising Scientist who has overall responsibility to ensure the protection and restoration of the environment of the Alligator Rivers region from the effects of mining.

## TRAVEL AND TOURISM

### Overseas Travel

Statistics about travellers to and from Australia are classified in the first instance by the actual or intended length of stay in Australia or abroad; this classification distinguishes between long-term and short-term movement.

Statistics of permanent and long-term movement are shown in Chapter 6, Demography. Statistics of short-term arrivals and departures which are in the nature of travel statistics are given below.

Short-term movement: defined as comprising visitor arrivals and Australian resident departures where the intended stay in Australia or abroad is for a period of less than twelve months, together with departures of visitors and returns of Australian residents who have stayed in Australia or abroad for less than twelve months.

Short-term movement excludes persons who arrive in and depart from Australia on the same ship's voyage or on the same flight (variously called 'direct transit' or 'through' passengers), or who change flights without leaving the airport's transit area; passengers on pleasure cruises commencing and finishing in Australia; and all crew. However, it includes persons who pass through the customs barrier and declare the purpose of their visit to Australia to be 'in transit'. Short-term visitors are more numerous than long-term visitors and have come to be regarded as 'tourists' by many users of the statistics.

#### SUMMARY OF SHORT-TERM TRAVELLER STATISTICS

	<i>Overseas visitors</i>		<i>Australian residents</i>	
	<i>Arrivals in Australia</i>	<i>Departures from Australia</i>	<i>Departures from Australia</i>	<i>Arrivals in Australia</i>
Annual average—				
1971-75	475,900	479,000	647,600	631,400
1976-80	684,700	655,400	1,077,300	1,062,100
1981-85	998,600	966,600	1,337,600	1,306,000
Year—				
1984	1,015,100	985,800	1,418,600	1,374,700
1985	1,142,600	1,096,500	1,512,000	1,494,700
1986	1,429,400	1,363,800	1,539,600	1,513,200
1987	1,784,900	1,701,200	1,622,300	1,586,300
1988	2,249,300	2,174,100	1,697,600	1,637,900
1989	2,080,300	2,020,400	1,989,800	1,912,700

In addition to the basic classification of travellers shown above, certain other characteristics are ascertained. These are: sex, age, marital status, country of citizenship, country of birth, intended or actual length of stay, purpose of journey, mode of transport, country of residence or where most time was or will be spent, country of embarkation or disembarkation, State of residence or where most time was or will be spent, and State or country of embarkation or disembarkation.

The categories shown in the previous table are cross-classified by various characteristics listed above and resulting statistics are shown in considerable detail in monthly, quarterly and annual publications. Certain unpublished information is available on request. Selected traveller statistics are shown in the following tables.

**SHORT-TERM MOVEMENT—ARRIVALS AND DEPARTURES OF OVERSEAS VISITORS  
AND AUSTRALIAN RESIDENTS BY MONTH OF ARRIVAL OR DEPARTURE,  
AUSTRALIA, 1989**  
(persons)

Month	Overseas visitors		Australian residents	
	Arriving	Departing	Departing	Returning
January	168,900	221,700	131,700	222,200
February	191,100	170,900	112,700	129,100
March	180,000	187,300	170,900	132,100
April	160,100	172,700	153,000	141,100
May	136,600	162,000	146,700	121,200
June	142,700	127,000	197,800	139,700
July	175,400	150,600	173,800	197,900
August	161,400	178,400	165,400	159,000
September	149,900	149,700	201,700	187,300
October	174,100	154,800	147,000	218,000
November	192,700	177,000	144,200	151,400
December	247,400	168,300	244,900	113,700
<b>Total</b>	<b>2,080,300</b>	<b>2,020,400</b>	<b>1,989,800</b>	<b>1,912,700</b>
Sea travellers as a percentage of total	0.52	0.44	0.34	0.28

Short-term travel is subject to marked seasonal variation, December being the peak month for the arrival of overseas visitors and the departure of Australian residents.

**SHORT-TERM MOVEMENT—DEPARTURES OF AUSTRALIAN RESIDENTS: STATED  
PURPOSE OF JOURNEY AND INTENDED LENGTH OF STAY, 1989**  
(persons)

Intended length of stay	Main purpose of journey—						Total
	Visiting relatives	Holiday, accompanying business traveller(a)	Con-vention	Business	Employ-ment	Other and not stated	
Under 1 week	18,800	54,600	6,700	77,400	4,800	13,600	175,900
1 week and under 2 weeks	37,200	328,000	21,100	79,300	3,700	18,600	487,900
2 weeks and under 3 weeks	45,700	248,600	9,600	53,700	3,200	12,700	373,500
3 weeks and under 1 month	43,500	110,000	3,900	23,700	2,000	8,400	191,500
1 month and under 2 months	111,300	182,700	4,700	36,600	3,800	14,300	353,400
2 months and under 3 months	53,500	81,600	1,200	12,600	3,100	6,500	158,500
3 months and under 6 months	49,700	66,400	400	10,500	3,900	8,900	139,800
6 months and under 9 months	17,600	23,500	100	5,000	4,400	6,900	57,500
9 months and under 12 months	10,100	22,500	—	3,200	6,800	7,900	50,500
Not definite, not stated	200	600	—	200	—	300	1,300
<b>Total</b>	<b>387,600</b>	<b>1,118,500</b>	<b>47,700</b>	<b>302,200</b>	<b>35,700</b>	<b>98,100</b>	<b>1,989,800</b>

(a) Includes student vacation.

In 1989 the majority of Australian residents departing for short-term visits abroad intended to stay for under one month, with 52 per cent intending to stay for under 3 weeks. The majority of short-term visitor arrivals to Australia intended to stay under three weeks, with 48 per cent intending to stay under 2 weeks.

Statistics for Australian residents refer to their total time away from Australia; for overseas visitors they refer only to the Australian portions of their trips.

In the case of both Australian residents departing and overseas visitors arriving, the most common reason for visit was 'holiday', followed by 'visiting relatives' and 'business' as the second and third most common reasons.

**SHORT-TERM MOVEMENT—ARRIVALS OF OVERSEAS VISITORS: STATED PURPOSE OF JOURNEY AND INTENDED LENGTH OF STAY, 1989**  
(persons)

Intended length of stay	Main purpose of journey—							Total
	In transit	Visiting relatives	Holiday accompanying business traveller	Con-vention	Business	Employ-ment	Other and not stated	
Under 1 week	78,400	31,400	268,900	6,400	93,500	1,900	19,200	499,800
1 week and under 2 weeks	100	54,000	341,000	11,200	68,700	1,700	17,400	494,000
2 weeks and under 3 weeks	—	71,100	170,100	4,800	30,600	800	9,200	286,600
3 weeks and under 1 month	—	60,400	87,100	1,300	7,400	500	5,300	161,900
1 month and under 2 months	—	117,100	120,100	1,200	14,200	2,000	11,000	265,600
2 months and under 3 months	—	44,500	39,400	300	5,200	2,000	7,500	98,900
3 months and under 6 months	—	42,200	43,900	100	5,700	5,000	13,800	110,700
6 months and under 9 months	100	32,700	38,600	100	3,000	6,200	24,200	104,900
9 months and under 12 months	—	6,500	17,200	—	2,600	9,800	21,700	57,800
Not definite, not stated	—	—	—	—	—	—	—	100
<b>Total</b>	<b>78,600</b>	<b>459,900</b>	<b>1,126,400</b>	<b>25,400</b>	<b>230,800</b>	<b>30,000</b>	<b>129,200</b>	<b>2,080,300</b>

**SHORT-TERM MOVEMENT—ARRIVALS OF OVERSEAS VISITORS AND DEPARTURES OF AUSTRALIAN RESIDENTS BY COUNTRY OF RESIDENCE/INTENDED STAY AND INTENDED LENGTH OF STAY, AUSTRALIA, 1989**

Country of residence (visitors) and country of intended stay (residents)	Arrivals of overseas visitors—intended length of stay					Departures of Australian residents—intended length of stay				
	Under 1 week	1 week and under 1 month	1 month and under 3 months	3 months and under 12 months	Total(a)	Under 1 month	1 month and under 3 months	3 months and under 12 months	Total(a)	
<b>Africa—</b>										
South Africa	900	2,500	3,100	1,500	8,000	2,900	6,300	2,500	11,600	
Other	1,500	3,100	3,000	1,600	9,300	5,300	8,300	3,000	16,600	
<b>Total, Africa</b>	<b>2,500</b>	<b>5,500</b>	<b>6,100</b>	<b>3,200</b>	<b>17,300</b>	<b>8,200</b>	<b>14,600</b>	<b>5,500</b>	<b>28,300</b>	
<b>America—</b>										
Canada	8,100	24,000	13,100	8,900	54,200	11,000	13,200	5,900	30,100	
United States	59,200	149,600	35,000	17,000	260,700	147,000	69,300	25,200	241,700	
Other	2,500	3,700	2,800	2,800	11,700	8,300	8,600	4,300	21,200	
<b>Total, America</b>	<b>69,700</b>	<b>177,300</b>	<b>50,900</b>	<b>28,700</b>	<b>326,600</b>	<b>166,300</b>	<b>91,100</b>	<b>35,400</b>	<b>293,100</b>	

For footnotes see end of table.

**SHORT-TERM MOVEMENT— ARRIVALS OF OVERSEAS VISITORS AND DEPARTURES  
OF AUSTRALIAN RESIDENTS BY COUNTRY OF RESIDENCE/INTENDED STAY AND  
INTENDED LENGTH OF STAY, AUSTRALIA, 1989—continued**

Country of residence (visitors) and country of intended stay (residents)	Arrivals of overseas visitors— intended length of stay					Departures of Australian residents— intended length of stay			
	Under 1 week	1 week and under 1 month	1 month and under 3 months	3 months and under 12 months	Total(a)	Under 1 month	3 months and under 12 months		Total(a)
							under 3 months	under 12 months	
<b>Asia—</b>									
Hong Kong	11,400	28,200	8,800	5,700	54,100	87,300	19,700	9,700	116,800
India	1,700	4,200	2,400	2,600	10,900	8,700	11,000	3,500	23,200
Indonesia	6,300	12,700	5,500	4,500	29,000	130,200	12,100	3,600	146,100
Japan	151,500	173,800	10,000	14,200	349,500	32,400	4,500	3,800	40,600
Malaysia	7,700	19,800	8,200	8,600	44,300	42,200	14,100	6,000	62,300
Philippines	2,400	3,600	2,100	2,800	11,000	27,700	11,100	3,000	41,900
Singapore	17,900	36,400	6,900	3,900	65,200	102,000	11,400	4,200	117,800
Thailand	5,400	6,700	2,100	3,100	17,400	72,700	11,200	2,600	86,600
Other	19,500	28,100	11,600	30,000	89,200	31,900	29,100	18,800	79,700
<i>Total, Asia(b)</i>	<i>223,900</i>	<i>313,400</i>	<i>57,600</i>	<i>75,500</i>	<i>670,500</i>	<i>534,900</i>	<i>124,200</i>	<i>55,100</i>	<i>714,900</i>
<b>Europe—</b>									
France	4,500	7,100	5,900	2,700	20,100	6,500	10,300	3,700	20,500
Germany(c)	8,800	20,100	28,800	10,400	68,100	10,100	14,100	6,500	30,800
Greece	900	900	2,700	2,800	7,400	4,000	12,000	15,600	31,700
Ireland(d)	800	2,600	4,200	4,600	12,200	1,600	6,000	2,500	10,100
Italy	2,700	7,200	6,600	4,000	20,500	7,600	20,900	13,200	41,600
Netherlands	2,000	5,400	8,800	3,900	20,100	3,200	6,700	3,400	13,300
Switzerland	3,000	6,600	10,900	6,900	27,400	2,900	4,500	1,500	9,000
United Kingdom	22,700	91,200	97,200	61,800	272,900	47,000	127,700	62,600	237,500
Yugoslavia	200	500	1,600	4,100	6,400	1,900	6,500	6,800	15,200
Other	8,600	22,700	21,800	22,500	75,600	9,700	23,800	16,800	50,400
<i>Total, Europe</i>	<i>54,100</i>	<i>164,300</i>	<i>188,500</i>	<i>123,700</i>	<i>530,700</i>	<i>94,600</i>	<i>232,400</i>	<i>132,700</i>	<i>460,000</i>
<b>Oceania—</b>									
Fiji	4,300	4,200	5,100	3,800	17,500	87,100	4,700	2,000	93,900
New Caledonia	3,500	7,600	1,600	800	13,400	13,600	600	300	14,600
New Zealand	122,200	252,400	44,300	30,500	449,300	255,300	32,500	9,500	297,300
Papua New Guinea	13,000	12,200	6,600	2,900	34,800	21,400	7,500	5,500	34,400
Other	6,200	5,000	3,400	3,800	18,400	46,700	3,700	1,800	52,200
<i>Total, Oceania</i>	<i>149,200</i>	<i>281,400</i>	<i>61,000</i>	<i>41,800</i>	<i>533,500</i>	<i>424,100</i>	<i>49,100</i>	<i>19,100</i>	<i>492,400</i>
<i>Other</i>	<i>300</i>	<i>600</i>	<i>400</i>	<i>500</i>	<i>1,700</i>	<i>700</i>	<i>400</i>	<i>100</i>	<i>1,300</i>
<b>Total</b>	<b>499,800</b>	<b>942,500</b>	<b>364,500</b>	<b>273,400</b>	<b>2,080,300</b>	<b>1,228,900</b>	<b>511,800</b>	<b>247,900</b>	<b>1,989,800</b>

(a) The difference between the sum of the components and the total comprises 'not definite, not stated, etc.' (b) Asia includes countries which are frequently regarded as 'Middle East' countries, for example Iraq, Lebanon, Syria, etc. This inclusion is based on United Nations' classification of world regions. (c) Comprises the German Democratic Republic and the Federal Republic of Germany. (d) Includes Republic of Ireland and Ireland, undefined.

### International Visitor Survey—IVS

Surveys of the travel pattern and attitudes of international visitors to Australia have been conducted on behalf of the Australian Tourist Commission for a number of years (annually between 1983 and 1986). No survey was conducted for 1987 but it was reintroduced for 1988, under the administration of the Bureau of Tourism Research.

Details contained in the survey include the arrival statistics, demographic profile, travel patterns, itinerary, trip satisfaction and expenditure of short-term visitors to Australia (defined as foreign residents staying in Australia for a period of less than twelve months).

**INTERNATIONAL VISITORS PERCENTAGE OF NIGHTS SPENT IN EACH STATE, 1988**  
(per cent)

	Country of Residence							Total
	US	Japan	Other Asia	Canada	New Zealand	UK and Ireland	Other Europe	
New South Wales	33	37	28	30	31	36	30	32
Victoria	17	15	42	18	14	18	19	21
Queensland	31	30	16	31	45	20	26	28
South Australia	5	5	4	6	3	9	9	6
Western Australia	5	7	7	7	5	11	7	8
Tasmania	2	4	2	4	1	2	2	2
Northern Territory	6	2	2	4	1	2	5	3
Australian Capital Territory	2	1	1	1	1	1	2	1
<b>Australia</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: Bureau of Tourism Research, International Visitor Survey, 1988.

### Domestic Travel

Information about domestic travel patterns of residents within Australia in 1988-89 was collected in the Domestic Tourism Monitor, administered by the Bureau of Tourism Research. The survey results show that the main purposes of trips were holiday or pleasure (44 per cent), visiting friends and relatives (26 per cent), and conference, seminar, business (15 per cent). The main mode of transport used was private vehicle (74 per cent). The mean length of a trip by domestic tourists was 4.7 nights in 1988-89.

The following tables contain data obtained from the survey.

#### SUMMARY OF PERSON TRIPS AND NIGHTS AWAY, 1988-89

State of origin	Estimated population year ending June 1989(a)	Person trips	Person trips per person	Nights away by person	Nights away per person	Nights away per person trip
	'000	'000		'000		
New South Wales	4,508.3	14,899	3.3	69,949	15.5	4.7
Victoria	3,393.1	10,889	3.2	50,518	14.9	4.6
Queensland	2,190.2	9,323	4.3	43,124	19.7	4.6
South Australia	1,128.7	4,146	3.7	17,890	15.9	4.3
Western Australia	1,226.2	4,209	3.4	20,552	16.8	4.9
Tasmania	346.6	1,193	3.4	5,237	15.1	4.4
Northern Territory	112.2	171	1.5	1,713	15.3	10.0
Australian Capital Territory	213.1	1,189	5.6	5,043	24.7	4.2
<b>Total</b>	<b>13,118.5</b>	<b>46,017</b>	<b>3.5</b>	<b>214,027</b>	<b>16.3</b>	<b>4.7</b>

(a) For persons aged 15 years and over.

Source: Bureau of Tourism Research, Domestic Tourism Monitor 1988-89.

**NUMBER OF NIGHTS SPENT IN STATE OF MAIN DESTINATION  
BY MAIN PURPOSE OF TRIP, 1988-89**  
(\*000 nights)

<i>State of main destination</i>	<i>Main purpose of trip</i>				<i>Total</i>
	<i>All business</i>	<i>Pleasure/ Holiday</i>	<i>Visiting friends/ relatives</i>	<i>Other</i>	
New South Wales	6,783	33,475	17,120	9,769	67,147
Victoria	3,407	18,986	8,453	5,124	35,970
Queensland	6,641	34,509	12,686	7,886	61,722
South Australia	1,863	7,636	3,416	2,586	15,501
Western Australia	3,890	9,944	4,153	2,851	20,838
Tasmania	784	3,044	1,187	633	5,648
Northern Territory	883	1,691	271	372	3,217
Australian Capital Territory	550	1,736	994	702	3,983
<b>Total</b>	<b>24,800</b>	<b>111,023</b>	<b>48,281</b>	<b>29,923</b>	<b>214,027</b>

*Source:* Bureau of Tourism Research, Domestic Tourism Monitor 1988-89.

## Tourism

### Characteristics

Tourism encompasses all short-term travel away from the normal place of work and residence, including that undertaken for business and pleasure. It includes both domestic and international travel and involves the consumption of a wide range of goods and services provided by, for example, transport and tour operators, accommodation establishments, theme parks and attractions, entertainment and arts venues, museums and historical sites, restaurants, travel agents and souvenir retailers.

It also draws on services provided by the Commonwealth Government, the State and Territory Governments and local governments without direct charge to tourists, such as the construction and maintenance of roads, airports, harbours, railways and national parks, tourism promotion, immigration and customs services, information services and the provision of a large number of recreational facilities.

In broad terms, tourism also includes economic activities which supply inputs to the industries which directly cater for tourists and which produce consumer durables, such as motor vehicles and recreational equipment used for tourism activity.

### The Australian Context

Just as tourism is a dominant force in the global economy, it is one of Australia's largest and most dynamic industries too.

In recent years, the industry has experienced unprecedented growth and made a substantial contribution to national economic development. It has matured into a prominent, sophisticated industry with the potential to play a significant role in securing Australia's future prosperity.

### Economic Importance

It is estimated that tourism contributed 5.4 per cent to Gross Domestic Product in 1988-89 and accounted for some 448,000 jobs (nearly 6 per cent of the workforce). During the 1980s, the industry created over 100,000 new jobs.

In 1988-89 total expenditure derived from tourism was around \$22.5 billion, of which \$16.3 billion was attributed to domestic tourism. Foreign exchange earnings from international tourism to Australia were \$6.2 billion, exceeding export earnings from many of Australia's traditional export commodities. After taking into account the cost of imports in providing for overseas visitors, it is estimated that the net benefit to Australia's balance

of payments of a 20 per cent increase in international tourist expenditure is around \$235 million. This underlines the outstanding potential which tourism offers for redressing Australia's balance of payments deficit.

Investment in the industry has flourished and tourism has been a major inducement to the inflow of foreign capital. Over the three years to March 1990, the value of major tourist projects under construction or firmly committed has more than doubled to around \$21 billion. This indicates investor confidence in the long term viability of the industry.

Whereas growth in the domestic market over the past few years has been relatively stable at about 3 per cent, growth in inbound tourism has been particularly strong. In 1988, overseas visitor arrivals increased by 25 per cent for the third year in succession to reach a record 2.25 million. While numbers declined slightly to 2.1 million in 1989, this was to be expected given the rain shadow effect of a successful Bicentenary and World Expo in 1988 and the adverse impact of the disruption to domestic airline services in late 1989. A return to strong growth has been evident in the first half of 1990.

While growth in tourism flows to Australia over the last five years has averaged over three times the international growth rate, Australia's share of world tourism is still small, accounting for only 0.58 per cent of total international arrivals. This suggests that for Australia, tourism is an industry with considerable potential for future growth.

## **Issues of Topical Interest**

### **Foreign Investment**

In order to keep pace with the growth in tourism substantial investment in a range of tourism facilities is required. Continuing industry access to foreign investment seems likely to be the only way for it to develop the infrastructure necessary to achieve year 2000 goals and optimise Australia's earnings from tourism.

Foreign, and in particular Japanese, investment in Australian tourism facilities is increasing. Much of this investment is concentrated in Queensland and has attracted some criticism from community groups.

### **International Aviation**

An efficient international aviation sector is critical to the development of tourism to Australia, with 99 per cent of international arrivals and departures being by air. Tourism requires sufficient airline capacity to meet demand and provide competitive fares. Accordingly, the Government last year announced a new international aviation policy under which a wider range of views, including those of tourism, were to be fully taken into account in determining aviation strategies.

### **Domestic Aviation**

Domestic aviation is of major importance to the Australian tourism industry with 40 per cent of international visitors to Australia using air transport during their stay and about 10 per cent of trips by domestic tourists also being by air.

Termination of the so-called 'two airlines agreement' from 1 November 1990 should lead to domestic aviation playing even a greater role in tourism development. With the changed arrangements from 1 November new airlines will be able to operate on trunk routes.

### **Tourism and the Environment**

The tourism industry's fundamental attraction and marketing 'edge' is the natural environment. Protection and conservation of the environment are important to the industry's long term growth prospects.

The Government is developing an ecologically sustainable development strategy for major industry sectors in Australia. Tourism has been accorded recognition as a major industry sector as one of the nine industry working groups.

### **Vocational Training**

The Commonwealth Government has given priority to industry training in recent years. Reports on training needs and strategies have been commissioned and actioned. Some research has been undertaken on the labour characteristics of the hospitality sector and graduates' experiences in the industry. Further research on the industry's capacity to attract and retain staff is planned. Funds are provided for training facilities and training programs developed by a body representative of industry, government and unions. Industry is encouraged to commit funds equivalent to a minimum percentage of payroll to training.

### **Australian Tourist Commission**

The Australian Tourist Commission (ATC) was established in 1967. Following a wide ranging review, the ATC was restructured in 1987 and a new Act, the *Australian Tourist Commission Act 1987*, was passed by Parliament. The ATC is a statutory authority. Its role is to increase the number of visitors to Australia, to maximise for Australia the benefits from overseas visitors and to ensure that Australia is protected from adverse environmental and social impacts of international tourism. The ATC has a staff of 114 world wide. Its head office is situated in Sydney and it has 11 offices in major overseas cities. The ATC's Budget allocation was \$37.7 million in 1989-90. A further allocation, which brought the total allocation to a record \$56.2 million, was provided to fund an international Recovery Plan to combat the adverse effects to international tourism of the disruption to domestic airline services.

The Commission engages in a wide variety of marketing activities including consumer and trade advertising, utilising both print and television media, market research and industry seminars and familiarisation visits for travel agents, journalists and photographers. These activities are carried out in cooperation with State and Territory tourism authorities as well as the Australian and overseas travel industries. Advertising designed to promote Australia as a friendly, exciting and safe tourist destination provides a marketing umbrella for the States, Territories and industry, and is placed in various tourist source markets at times selected to achieve maximum awareness of Australia as a travel destination. Overseas offices of the ATC are located in London, Frankfurt, Los Angeles, New York, Chicago, Toronto, Singapore, Tokyo, Osaka, Hong Kong and Auckland.

### **Tourism Shopping**

In November 1987, the Government established the Bradbury Committee Inquiry into 'Tourism Shopping in Australia' because of concern that Australia was failing to maximise tourism shopping revenue. It reported to the Minister in September 1988 and presented a range of recommendations to improve the availability and quality of goods and services. The Inquiry's single most important conclusion was that Australia lacked the image of a tourism shopping destination and needs to develop one as an attraction to overseas tourists.

In line with the reports recommendations a 'Tourism Shopping Implementation Committee' (TSIC) was formed in March 1989 under the chairmanship of Mr Anthony Cote AM. The Committee was required to advise on the progress and feasibility of implementing the Bradbury Inquiry recommendations as well as to identify any additional issues requiring attention.

The Department provided the secretariat for the Committee, which presented its Report to the Minister early in 1990.

### **Surveys of tourist accommodation establishments**

Quarterly accommodation surveys were commenced in the September quarter 1975 and data published from these surveys include room occupancy and takings from accommodation.

The main purpose of the surveys of tourist accommodation establishments is to measure the utilisation of available tourist accommodation. For detailed statistics from the survey see *Tourist Accommodation, Australia* (8635.0).

TOURIST ACCOMMODATION(a)						
		December quarter 1988	March quarter 1989	June quarter 1989	September quarter 1989	December quarter 1989
<b>LICENSED HOTELS WITH FACILITIES(b)</b>						
Establishments	Number	1,169	1,159	1,164	1,153	1,160
Guest rooms	"	48,037	48,177	50,583	50,184	52,135
Bed spaces	"	125,282	125,502	131,836	131,787	135,657
Room occupancy rates	%	56.4	53.2	49.6	50.9	50.3
Bed occupancy rates	%	34.7	33.6	29.1	31.3	30.7
Gross takings from accommodation	\$'000	252,222	230,718	226,198	246,593	243,881
<b>MOTELS, ETC.(b)</b>						
Establishments	Number	3,408	3,400	3,438	3,438	3,469
Guest rooms	"	91,282	91,138	92,079	92,424	93,779
Bed spaces	"	278,039	277,160	280,648	282,175	286,032
Room occupancy rates	%	56.3	56.5	52.3	55.9	54.4
Bed occupancy rates	%	34.3	35.9	30.6	33.8	32.6
Gross takings from accommodation	\$'000	277,084	275,516	260,519	293,038	288,560
<b>TOTAL HOTELS AND MOTELS ETC.(b)</b>						
Establishments	Number	4,577	4,559	4,602	4,591	4,629
Guest rooms	"	139,319	139,315	142,662	142,608	145,914
Bed spaces	"	403,321	402,662	412,484	413,962	421,689
Room occupancy rates	%	56.3	55.4	51.4	54.2	52.9
Bed occupancy rates	%	34.4	35.2	30.1	33.0	32.0
Gross takings from accommodation	\$'000	529,306	506,234	486,717	539,631	532,440
<b>CARAVAN PARKS(c)</b>						
Establishments	Number	2,660	2,659	2,656	2,637	2,634
Powered sites	"	200,933	201,736	201,611	200,947	200,639
Unpowered sites	"	71,106	71,010	70,616	71,691	70,485
Cabins, flats etc.	"	8,539	8,839	9,049	9,474	9,534
Total capacity	"	280,578	281,585	281,276	282,112	280,658
Site occupancy rates	%	33.8	40.1	32.9	34.3	35.5
Gross takings from accommodation	\$'000	77,220	91,441	69,578	78,723	85,100
<b>HOLIDAY FLATS, UNITS AND HOUSES(b)</b>						
Letting entities	Number	1,351	1,328	1,333	1,358	1,333
Flats, units etc.						
One bedroom	"	7,180	7,236	7,184	7,560	7,267
Multiple bedroom	"	24,358	24,015	23,828	24,416	24,358
Total flats units etc.	"	31,538	31,251	31,012	31,976	32,118
Bed spaces	"	133,799	131,816	131,215	135,190	135,575
Unit occupancy rates	%	55.7	59.9	44.0	48.4	50.1
Gross takings from accommodation	\$'000	76,616	85,811	56,480	78,044	76,777

(a) For the purpose of this survey, a tourist accommodation establishment is defined as an establishment which predominantly provides short-term accommodation (i.e. for periods of less than two months) available to the general public. (b) For definitions see *Tourist Accommodation, Australia* (8635.0). (c) Includes long-term caravan parks. For definitions see *Tourist Accommodation, Australia* (8635.0).

### Domestic tourism monitor

The 1988-89 Domestic Tourism Monitor, which covers travel by Australians, indicated that the most frequently used accommodation was the home of friends or relatives (43 per cent of visitor nights), followed by hotels or motels (16 per cent) and caravan parks or camping grounds (16 per cent). The following table classifies the types of accommodation used for all visitor nights by the main purpose of the trip.

**NUMBER OF VISITOR NIGHTS IN ALL ACCOMMODATION, BY  
MAIN PURPOSE OF TRIP, 1988-89**  
(\*000 visitor nights)

<i>All accommodation used</i>	<i>Main purpose of trip</i>				<i>Total</i>
	<i>All business</i>	<i>Pleasure/holiday</i>	<i>Visiting friends/relatives</i>	<i>Other</i>	
Hotel/motel with facilities	10,439	17,811	2,319	3,459	34,028
Hotel/motel without facilities	840	1,981	186	551	3,558
Friends'/relatives' house	3,898	34,669	41,587	10,972	91,126
Caravan/tent/cabin/camping	1,964	27,470	1,123	3,430	33,986
Rented house/flat	1,513	11,777	584	1,904	15,778
Own holiday home/flat	313	7,897	449	1,078	9,737
Guest house/private hotel	373	1,938	291	426	3,028
Farm	621	870	921	695	3,107
Boat/cabin cruiser	286	807	—	70	1,163
Hostel	761	551	36	1,016	2,360
Other/not stated	3,792	5,252	785	6,322	16,151
<b>Total</b>	<b>24,800</b>	<b>111,023</b>	<b>48,281</b>	<b>29,922</b>	<b>214,027</b>

Source: Bureau of Tourism Research, Domestic Tourism Monitor, 1988-89.

### Tourist attractions

As part of the 1986-87 Service Industries surveys, data were collected from selected tourist attractions in each State and Territory. The following table gives a brief summary. Further details of type of attraction (e.g. museums and art galleries, amusement and theme parks, zoos, wineries, mines and factories, natural attractions, historic attractions) are given in *Tourist Attractions* (8661.0).

**TOURIST ATTRACTIONS: SUMMARY OF OPERATIONS, 1986-87**

<i>State</i>	<i>Number of attractions</i>		<i>Number of visitors(a)</i>	<i>Persons employed</i>	<i>Income from admission charged</i>		<i>Net capital expenditure</i>
	<i>Admission charged</i>	<i>Admission not charged</i>			<i>Expenses</i>	<i>Income</i>	
	no.	no.	'000	no.	\$'000	\$'000	\$'000
New South Wales	233	224	20,372	5,541	47,401	192,805	37,510
Victoria	214	131	15,893	3,265	29,854	106,287	22,429
Queensland	220	91	15,930	3,194	80,779	128,960	29,935
South Australia	135	220	9,618	1,342	6,974	44,595	3,352
Western Australia	144	118	(b)4,371	1,259	13,265	42,441	11,061
Tasmania	78	33	2,191	507	6,279	14,441	1,738
Northern Territory	16	15	1,471	330	5,143	14,070	6,914
Australian Capital Territory	12	15	3,961	724	1,694	26,054	4,920

(a) Excludes visitors to national parks. Persons visiting more than one attraction counted for each. (b) Excludes visitors to natural attractions.

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