

## **In this Issue**

### **Section A**

**How far and how fast? The critical issue of speed and scale - Illustrated by the case of global warming**

**and Greenhouse Response: An Opportunity for Economic Renewal**

**By Philip Sutton**

Greenhouse Warming and the need to reduce greenhouse gas emissions are issues which have featured in media reports and now, more so, as part of political campaigns trying to capture the Green Vote. What are the facts behind these environmental concepts? To make an informed decision one needs to understand the scientific basis underlying these phenomena. Philip Sutton, founder and Director of Policy and Strategy for Green Innovations, a non-profit environmental policy think tank and consultancy organisation promoting the achievement of global and local ecological sustainability, poses the questions "how far?" and "how fast?" in his Paper, "How Far and how fast? - The critical issue of speed and scale - Illustrated by the case of Global Warming." Through a presentation and evaluation of the data of atmospheric CO<sub>2</sub> levels, CO<sub>2</sub> emissions and temperatures spanning over 25 million years he arrives at a conclusion that none of us can ignore. Although he points out that, "The intention behind writing this paper is not to distress or alarm people. The purpose is simply to get as realistic as possible an idea of the task before us if we are to create a sustainable world," he urges that, "There needs to be debate about whether the conclusions of this paper are right. Do we need to pursue a 'zero greenhouse gas emissions' policy and do we need to make a quick 100% switch from the use of fossil fuels?" The issue of whether economic change of the speed and scale suggested in this paper would cripple or enhance the economy is discussed in his next Paper, "Greenhouse Response: An Opportunity for Economic Renewal." Using the analogy of the wartime destruction of the German and Japanese economies and their re-emergence as stronger and more advanced economies, Philip Sutton proposes that the greenhouse response might not cripple the economy. It might actually kick it on to greater heights.

### **Section B**

## **Industry Reacts to Kyoto Agreement Failure**

The United States recently withdrew from the Kyoto Protocol, an international environment agreement to reduce greenhouse gas emissions around the world. The 1997 Treaty required ratification by 55 countries producing 55 percent of greenhouse gases. This section contains a Transcript of a discussion relating to the Agreement on PM Broadcast, ABC Radio on 30 March,

2001 at 6.42pm.

**Mark Colvin, Presenter of PM; John Stewart, Reporter interviewing Russ Martin who is an Environmental Consultant and Kyoto specialist.**

**JOHN STEWART:** In 1997 at Kyoto, targets were set for reducing pollution. Multinational companies and Governments then spent tens of millions of dollars finding ways to reduce their emissions without harming local industries. It was then agreed that heavy industries, like car makers and oil companies, could buy trees in places like Australia, as so called carbon sinks, to help balance out their pollution emissions in Japan or America. Carbon credits could also be traded on the stock exchange to encourage a new market in clean, green technology. The plan was to punish countries and companies which didn't meet their pollution targets, and reward those who invested in carbon sinks and new technology. But now America has pulled out of the treaty, the new industry of reducing pollution through investment, may fall apart....

Click on the above title to view item.

## Section C

### **World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance**

**The Report of the Regional Meeting of Indigenous Peoples of Australia, New Zealand, Canada, Hawaii and the United States, in preparation for the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance held at Sydney, Australia,**

**20-22 February 2001**

The Aboriginal and Torres Strait Islander Commission (ATSIC) hosted a Regional Meeting of Indigenous peoples of Australia, New Zealand, Canada, Hawaii and the United States at Sydney University Australia from 20-22 February 2001. The purpose of the Sydney Meeting was to examine in detail the issues of racism against Indigenous peoples, with a particular focus on Australia, New Zealand, Canada, Hawaii and the United States of America.

**Part III - Recommendations** is featured from the Report of the Sydney Regional Meeting. The Report requests the Secretary General of the World Conference Against Racism, Mrs Mary Robinson, to ensure that the World Conference Against Racism to be held in Durban South Africa to acknowledge and adopt certain recommendations of the Sydney Meeting in the following areas:

UN Draft Declaration on the Rights of Indigenous Peoples; An International Convention on the Rights of Indigenous Peoples; Accession to and Ratification of UN Human Rights Instruments; Observation of Customary International Law; Monitoring Human Rights; Education; Health; Removal of Children; Land and Resources; Economic Self-sufficiency; Cultural Equality, Intellectual Property and Identity; Consent; Law Reform; Treaties

## **Section D:**

### **Why Practical Reconciliation is Failing Indigenous People**

The annual Social Justice and Native Title reports of the Aboriginal and Torres Strait Islander Social Justice Commissioner Dr William Jonas were tabled in Federal Parliament in March 2001. "It has now been 10 months since the Council for Aboriginal Reconciliation released its four national strategies for reconciliation and four months since their final report was tabled in Parliament, yet where is the commitment to ongoing processes from government?" Dr Jonas asks.

## **Section E:**

### **Aboriginal Mentoring Program**

#### **Education Department of Western Australia**

Lesley Fogarty-Radloff commenced her first 12-month contract with the Education Department of Western Australia in January 2000, to design and implement a culturally sensitive mentoring program for the teaching and non-teaching Indigenous staff. Lesley is now on her second contract to focus on strengthening existing mentoring partnerships (85 mentorees and rising) and to establish a mechanism for ongoing management of the program once her contract expires in June 2001.

In this Report written for the Centre by Lesley Fogarty-Radloff, she presents the aims, processes and outcomes of the Aboriginal Mentoring Program designed by her for the Education Department of Western Australia. The Award winning Program has been successful in attracting 15 mentors from other government agencies such as the Treasury Department, Aboriginal Affairs Department, Aboriginal Community Health, Bunbury TAFE and private consultancies. The Aboriginal Mentoring Program was a finalist in the Equal Employment Opportunity and Diversity category in the Premier's Award 2000.

## **Section F:**

### **Carol Martin, the first Indigenous woman elected to any Parliament in Australia**

The Centre for Leadership for Women would like to congratulate Carol Martin on being elected to the West Australian seat of Kimberley. Her election is significant not only because women remain underrepresented in all Australian parliaments but because she is the first Indigenous woman to represent an Australian electorate, at either the State or Federal level.

Click on the above title to view item.

## Section G:

### **The new Australian Universities Quality Agency**

David Woodhouse's is the new executive director of Australia's first universities quality agency. Dr Woodhouse will switch midyear from founding director of New Zealand's quality assurance agency, the Academic Audit Unit, to CEO of the Australian Universities Quality Agency. The key appointment of a CEO will enable the agency to move ahead with preparations for the external audits of universities and state and territory accreditation authorities. Having an independent quality agency will bring Australia into line with most of its overseas counterparts.

## Section H:

### **Civic education a must for Australian Schools**

A recent study on civics education by the Australian Council for educational research (ACER) ranked Australia 11th behind countries such as USA, Italy, Greece and Poland in the level of youth awareness of democratic processes and institutions.

*Citizenship and Education in Twenty-eight Countries: Civic Knowledge and Engagement at Age Fourteen*, by the **International Association for the Evaluation of Educational Achievement (IEA)**, was released in March in Washington and Berlin, culminating five years of cross-national research involving 28 countries. ACER and UC worked on the Australian component of the international project.

The study found that students in most countries have an understanding of fundamental democratic values and institutions – but depth of understanding is a problem. Preliminary results from the Australian National Report reveal that 75 per cent of Australian students recognise the importance of having more than one political party. The rate was similar for students elsewhere in the world. Young people throughout the world agreed that good citizenship includes the obligation to vote. In Australia, 89 per cent thought it important that citizens vote, and 85 per cent expected to vote as adults. Only 55 per cent believe they learn about the importance of voting in school.

## If we are to achieve ecological sustainability, at what level should we stabilise greenhouse gases in the atmosphere?

The International Framework Convention on Climate Change signed in 1992, binds member countries to stabilise greenhouse gas "concentrations at levels preventing a dangerous human interaction with the climate". If we consider the needs of both humans and other species, then it is argued that a dangerous level of emissions would be a level that prevents the achievement of ecological sustainability.

The achievement of ecological sustainability in turn depends on reducing the extinction rate<sup>[1]</sup> to a 'natural' level, that is, the rate experienced **between** the mass extinction events caused by natural mega-disasters such as major meteor strikes and ice ages<sup>[2]</sup>. The current extinction rate is thought to be at least 100-1000 times this target rate (Pimm *et al.*, 1995).

What then is an atmospheric CO<sub>2</sub> level compatible with a natural extinction rate? We do not have the data to answer this definitively but the safest guess is that it will be a level that is **within** the band of CO<sub>2</sub> concentrations experienced by the planet in the period that has been 'formative' in terms of recent biological and geomorphological evolution.

We now know that atmospheric CO<sub>2</sub> levels ranged between 300 ppmv (related to the warmest, natural, inter-glacial periods) and 170 ppmv (related to the coldest, natural, glacial periods) over the last 420,000 years (Petit *et al.*, 1999) - see Figure 1 - and was under 500 ppmv, and most probably under 400 ppmv for the whole of the last 23 million years<sup>[3]</sup> (Pearson & Palmer, 2000) - see Figure 4. It would not be surprising if many species and ecosystems were not adapted to cope with conditions outside this range of evolutionary experience. And yet that is the domain we are moving into with the CO<sub>2</sub> concentration in the atmosphere predicted to reach between:

- 500 ppmv if emissions continued at 1994 levels until the end of the 21<sup>st</sup> century (Intergovernmental Panel on Climate Change, 1996), or
- up to around 700 ppmv, by 2100, if the trend growth in emissions follows a "business as usual-including market-led efficiency improvements" trajectory (Intergovernmental Panel on Climate Change, 1995).

The concentration of atmospheric CO<sub>2</sub> has now reached 368 ppmv (Brown, 2000) which is about 30% higher than the pre-industrial level of 280 ppmv, and is a 16% gain in the four decades from 1960. The current CO<sub>2</sub> level is also about 20% higher than the highest level experienced by the planet in the past 420,000 years (Petit, 1999). Indeed the atmospheric concentration of CO<sub>2</sub> may well be the highest for some 20 million years (Pearson & Palmer, 2000). This time span is so great that it is fair to say that few living organisms would possess adaptive characteristics for coping with environmental conditions caused by atmospheric CO<sub>2</sub> levels much over 300 ppmv, *where these characteristics are an evolutionary legacy of an earlier time of elevated CO<sub>2</sub>.*

### Figure 1: Vostok (1987 data)

The data shows a surprisingly close correlation during the last 160,000 years between CO<sub>2</sub> concentrations and average temperatures on earth as established by chemical and isotopic analysis of 'fossil air' enclosed in Antarctic ice. (Source: von Weizsäcker *et al.*, 1997 p. 226. Drawing by Global Commons Institute, London, after Jouzel *et al.*, 1987.)

## **Figure 2: Vostok (1987 data) plus the present**

From the Shell website:

Source page: <http://134.146.1.138/royal-en/content/0,5028,25813-51353,00.html>

Diagram URL: <http://134.146.1.138/contentimages/51353/index-3.gif>

The Shell diagram (Figure 2) shows the massive increase in atmospheric CO<sub>2</sub> in the last 50 years and the expected continuation of the trend.

Following the release of the Vostok data in 1987 a collaborative, international research program involving Russia, the U.S. and France was deployed from 1989 to 1998 to continue the data into the deep past. In 1999 the atmospheric CO<sub>2</sub> and temperature data were published for the last 420,000 years - see Figure 3.

## **Figure 3: Vostok 1999 - The last 420,000 years.**

From the U.S. Global Change Research Program website:

Source page: <http://www.usgcrp.gov/usgcrp/990923FO.html>

Graph at URL: <http://www.usgcrp.gov/usgcrp/Vostok.jpg>

Definitive source: Petit, 1999 (reproduced here with the graph flipped to place the past on the left/present on the right)

This data shows that over 4 long climate cycles atmospheric CO<sub>2</sub> has never gone over 300 ppmv and that the picture painted by the early Vostok data, based on one long climate cycle, was not an aberration. Indeed there is strong evidence that the atmospheric CO<sub>2</sub> level has been under 400 ppmv for the last 23 million years (Pearson & Palmer, 2000) - see Figure 4.

## **Figure 4: estimated atmospheric CO<sub>2</sub> levels over the last 25 million years**

From: Pearson & Palmer, 2000 (reproduced here with the graph flipped to place the past on the left/present on the right)

(The vertical and horizontal bars in the graph represent the confidence limits of the data.)

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# **If atmospheric CO<sub>2</sub> is to be reduced to a precautionary 300 ppmv or less, how much do human-caused emissions to the atmosphere need to be reduced?**

If we are to bring the atmospheric CO<sub>2</sub> level below 300 ppmv how much will we need to reduce emissions caused by human activity? We do not have data to answer this question precisely. However the CSIRO<sup>[4]</sup> has published information about one scenario which throws useful light on the issue.

The CSIRO (Enting *et al.*, 1994), as part of their contribution to the Intergovernmental Panel on Climate Change Special Report on "Radiative forcing of Climate change"-1994, coordinated a global collaborative modelling exercise which examined five scenarios in which atmospheric CO<sub>2</sub> was stabilised at levels ranging from 350 ppmv to 750 ppmv (see Figure 5). Simulation

results were then obtained for each of the scenarios from 10 carbon cycle models operating in various parts of the world. The scenario closest to our precautionary target of 300 ppmv (or less) was the 350 ppmv scenario (see Figure 6 - S350).

### Figure 5: Scenarios for the stabilisation of atmospheric CO<sub>2</sub>

Source: Enting *et al.* (1994) p.26

### Figure 6: Industrial emissions profiles for a stabilisation of atmospheric CO<sub>2</sub> at 350 ppmv, generated by ten different climate models used around the world.

Source: Enting *et al.* (1994) p.102

According to 8 out of 10 of the world climate models, to stabilise CO<sub>2</sub> in the atmosphere at 350 ppmv (NB: which is most likely too high by at least 50 ppmv. if ecological sustainability is to be achieved) it will be necessary to:

- bring down world industrial and agricultural CO<sub>2</sub> emissions to **zero** (net) over the next 60 years, and
- pull CO<sub>2</sub> out of the atmosphere on a net basis for the next 80 years by creating carbon sinks - for example - through revegetation projects to recreate habitat and plantations and changes in agricultural practice to sequester carbon (organic material) in the soil.

The need to sequester (remove from the atmosphere and store) very large quantities of CO<sub>2</sub> that have already been released into the atmosphere as a result of human activity, suggests that current programs to use carbon sinks as off-sets against **new** CO<sub>2</sub> emissions are inappropriate. *It would make more sense to use **all** sinks to sequester **past** emissions.*

This zero CO<sub>2</sub> emissions target is hugely more demanding than the 20% reduction 1988 Toronto Target and the much lower target adopted for the **developed** world at Kyoto in 1997 (5.2% reduction from the 1990 level)<sup>[5]</sup>. It is also **much** more than the apparently radical 60% reduction that the Intergovernmental Panel on Climate Change (1994) said would be necessary if the levels of greenhouse gases in the atmosphere were to be stabilised at 1990 levels.

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## The need for action

Given the magnitude of the change required to bring atmospheric CO<sub>2</sub> to 350 ppmv (ie. achieving a zero emission of CO<sub>2</sub> as a result of human economic activity, with a major program to remove excess CO<sub>2</sub> already in the atmosphere), is it worth making the effort?

When making up our minds on this it is worth remembering that:

- the CO<sub>2</sub> levels prevailing in the *25 years since 1975* have coincided with the warmest 23 years since record-keeping began in 1866 and with a major decline in most parts of the world of ice sheets, icecaps, glaciers and long duration snow mass. This change will have significant impacts on ecosystems and human society's dependent on ice-snow environments and on yearly snow melt (Brown, 2000).
- a level of atmospheric CO<sub>2</sub> of about 360 ppmv (the present level) maintained for the next 50-70 years is likely to cause the death of virtually all the world's coral reefs (Hoeg-Guldberg, 1999)

- with unmitigated emissions, substantial dieback of tropical forests and tropical grasslands is predicted to occur by the 2080s, especially in parts of northern South America and central southern Africa. Under emissions scenarios leading to stabilisation of CO<sub>2</sub> at 750 ppm, the dieback of tropical forests is delayed by about 100 years<sup>[6]</sup>. (White & Cannell, 1999) The massive tropical forest fires over the last few years (eg. Brazil and Indonesia), which are coincident with *current* CO<sub>2</sub> levels, may be the early indicators of this change.
- at an atmospheric CO<sub>2</sub> level of between two and three times the natural level ie. between 550 and 800 parts per million (and above) the thermohaline circulation that keeps the deep oceans oxygenated could well cease altogether due to greatly reduced formation of sea ice at the poles<sup>[7]</sup>. A de-oxygenated ocean below 1 to 1.5 km would result. (A doubling of atmospheric CO<sub>2</sub> could be reached by about 2033 and the shut-off of the deep ocean circulation could have been completed within 150 years. (Hirst, 1999; Strong, 1999; 2000)

If the rate of greenhouse warming is accelerating as suggested by Karl *et al.* (2000) and, if this apparent new trend continues, then it compounds the urgency of dealing with the greenhouse issue<sup>[8]</sup>.

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## How fast?

Hare (undated/~1997) argues that if **dangerous** climate effects are to be avoided that a limit must be set to the amount of additional CO<sub>2</sub> that is released to the atmosphere. This places a cap on the quantity of fossil fuels that can be burned during the 21<sup>st</sup> century.

Drawing on the WMO/ICSU/UNEP Advisory Group on Greenhouse Gases (AGGG) reported in Rijsberman & Swart (eds.) (1990) and more recent assessments, Hare set the following limits on environmental change in order to "prevent dangerous anthropogenic interference with the climate system".

### Sea level rise:

**maximum rate of rise of 20 - 50mm per decade**

**maximum total rise of 0.2 - 0.5 metres above 1990 global mean sea level**

### Global mean temperature:

**maximum rate of increase of 0.1°C per decade**



## maximum total increase of 1.0°C

Based on these limits it is argued (probably too generously given that atmospheric CO<sub>2</sub> levels already exceed the precautionary 300 ppmv (or less) level argued by this paper) that the amount of additional carbon (in the form of CO<sub>2</sub>) that could still be added to the atmosphere is 225 Gigatonnes. This represents about one quarter of the currently proven economic reserves of fossil fuels. At the historic rates of increase in fossil fuel use, this 225 Gt "carbon budget" will be exhausted by 2020. To avoid releasing more than this "carbon budget" it would be necessary to phase out the use of fossil fuels altogether.

This paper argues that, given the huge inertia in the energy production and consumption systems, that is, in the structure of the economy and in the patterns of behaviour in the society, a phasing out of fossil fuels in their entirety could easily take 20 years and would normally be expected to take significantly longer. So if we are to avoid using up or exceeding the remaining "carbon budget" proposed by Hare, then we need to begin the phase-out of fossil fuels immediately. It is likely that the maximum time available for the transition, if the carbon budget is not to be exceeded, is about 25 years. This is an exceptionally short time in which to accomplish such a major change, although in wartime changes of this magnitude have been made

Figure 7: Hypothetical fossil fuel phase-out curve.

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## Conclusion

It would seem that action at a massive scale is needed very urgently if we are to avoid major ecological disruptions and the possibility of destabilising human societies and economies. It seems that the answers to the questions "how far?" and "how fast?" posed in the title to this paper are crudely:

- greenhouse gas emissions need to be brought down to zero and a large amount of previously emitted CO<sub>2</sub> needs to be stripped out of the atmosphere
- the economic restructuring that is needed to make this possible needs to be virtually completed within 25 years (by 2025).

If greenhouse gas emissions from the economy need to be brought down to zero, fossil fuel use would need to be brought down to zero too unless the CO<sub>2</sub> produced in the process of energy production could be trapped and stored. For example there is currently consideration being given to injecting CO<sub>2</sub> into deep geological structures.

The notion of phasing out the use of fossil fuels, possibly in their entirety, was recently examined by the UK Royal Commission on Environmental Pollution (Blundell et al., 2000). While the Commission's recommendations fell significantly short of what is suggested in this paper it did recommend in June 2000 that:

- atmospheric CO<sub>2</sub> levels be stabilised under 550 ppmv, and that
- CO<sub>2</sub> emissions be cut by some 60% by 2050 - which would necessarily require large reductions in fossil fuel consumption.

So it is clear that major changes to the economy in order to deal with the greenhouse issue are under consideration in official circles in at least parts of the world.

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## Where to from here?

The intention behind writing this paper is not to distress or alarm people. The purpose is simply to get as realistic as possible an idea of the task before us if we are to create a sustainable world. There needs to be debate about whether the conclusions of this paper are right<sup>[9]</sup>. Do we need to pursue a 'zero greenhouse gas emissions' policy and do we need to make a quick 100% switch from the use of fossil fuels? We will, in due course, link a web page to provide a forum for this debate.

We also need to look at the opportunities for finding solutions that are equal to the problem. And then we need to take effective action.

The issue of whether economic change of the speed and scale suggested in this paper would cripple or enhance the economy is discussed in the Paper below.

**For Footnotes and References to the above Paper, click here.**

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## Greenhouse Response: An Opportunity for Economic Renewal

By Philip Sutton

October 2000

When the bombs stopped dropping on Germany and Japan, at the end of the Second World War, the scene was set for these economies to emerge from the ashes and take silver and bronze in the world competition for economic power.

My reason for beginning with this rather odd statement is to set the scene for an unexpected view of the greenhouse issue.

Business and other economic opinion leaders (and for that matter many environmentalists) see the greenhouse issue as one of the biggest threats to the economy that is on the horizon. And if people were to feel, as I do, that what needs to be done to solve the greenhouse problem is to reduce greenhouse gas emissions effectively to zero over roughly a 25 year period starting now, then they might feel that the threat to the economy was even more grave than they first thought. However, there is another way to look at the issue. A robust greenhouse response strategy might in fact facilitate a beneficial process of profound economic renewal.

Business-as-usual change processes in the economy tend to favour **incremental** change - which if it goes on long enough can certainly result in significant increases in economic productivity.

But the **biggest** increases in economic productivity emerge when leapfrog changes are also occurring. So business-as-usual can actually hold back significant improvements.

When Germany and Japan were defeated and much of their capacity for physical production was reduced to rubble and their social relations were thrown into chaos they had to rebuild much of their productive capacity from the ground up. This gave them the opportunity to adopt much of the latest technology and management methods - and do it on a scale that meant that the bulk of their industrial structure was up-to-date at the same time.

This opened the way for synergies that meant that their economies soon surpassed most of those of the victorious allies.

A strong response to the greenhouse issue means that within a comparatively short period of time industrial societies across across the globe will need to scrap much of their industrial infrastructure:

- coal, oil and gas production will need to give way to renewable energy and conservation/efficiency
- conventional cars and freeways will need to give way to urban villages, the internet, public transport, hypercars, bicycles and walking
- much mining (and even other primary production) and virgin resource processing will give way to dematerialisation and closed-cycle production.

On the face of it, scrapping capital on this scale would be disastrous for the economy, surely? But it would depend on what else happens at the same time. If investment in new capital keeps pace with the scrapping and the new capital is significantly more productive than the old - especially in combination - then the outcome might be positive in economic terms.

So if the scrapping of capital is being driven by greenhouse (and other environmental concerns) but the reinvestment is being driven **also** by the desire to create a much more effective economy in economic terms then, if the analogy with the wartime destruction of the German and Japanese economies holds, the greenhouse response might not cripple the economy. On the contrary, it might actually kick it on to greater heights.

What the real outcome will be will depend crucially on the mix of motivators driving and shaping the reinvestment.

So before we decide that a strong response to greenhouse is going to be a disaster economically, we should explore scenarios in which robust greenhouse responses are combined with a very strong commitment to economic renewal in broad terms.

# Industry Reacts to Kyoto Agreement Failure

Transcript of PM Broadcast on ABC Radio on 30 March, 2001 at 6.42pm

**Mark Colvin, Presenter of PM; John Stewart, Reporter interviewing Russ Martin who is an Environmental Consultant and Kyoto specialist.**

**MARK COLVIN:** Like the former US President who said the business of America is business, George W Bush clearly believes that nothing should get in the way of economic growth.

He justified his decision to torpedo the Kyoto Greenhouse Agreement by saying the American economy and American jobs were more important.

But the beneficiaries, big oil companies, energy suppliers, and car makers, aren't all celebrating. Over the last decade they've spent millions of dollars buying trees and investing in cleaner technology in readiness for the tough new global environmental laws.

Now the Kyoto Protocol is falling apart. Many industries are unsure whether to spend more money reducing pollution, or simply wait until the US Government backs an international greenhouse treaty.

John Stewart reports.

In 1997 at Kyoto, targets were set for reducing pollution. Multinational companies and Governments then spent tens of millions of dollars finding ways to reduce their emissions without harming local industries.

It was then agreed that heavy industries, like car makers and oil companies, could buy trees in places like Australia, as so called carbon sinks, to help balance out their pollution emissions in Japan or America.

Carbon credits could also be traded on the stock exchange to encourage a new market in clean, green technology.

The plan was to punish countries and companies which didn't meet their pollution targets, and reward those who invested in carbon sinks and new technology.

But now America has pulled out of the treaty, the new industry of reducing pollution through investment, may fall apart.

Russ Martin is an Environmental Consultant and Kyoto specialist.

**RUSS MARTIN:** They've, they've been willing to date, to accept a certain level of risk, and they've, they've obviously felt that the companies that act early will stand the most to

gain, otherwise they wouldn't have made it, any investment to date.

If, if changes in, in Kyoto come along now, then they're going to be less likely to take those risks, but they've also got to find some way to recoup their investment. So that's why they might look to other countries, or look at renegotiating Kyoto on terms that might be more favourable.

In that case, you could actually have some tougher standards coming around.

So, this is not necessarily a, a victory for, for big polluters or countries who don't want to reduce emissions? The pressure could still be on in another five or ten years?

**RUSS MARTIN:** The pressure is still likely to be on, and it may actually be more expensive when it comes around later. The companies that have taken action to date, have probably gotten off less expensive in the long term, because they've, they've understood that they, they need to do something about global warming and the public has a greater expectation that companies need to do something about global warming.

But the Federal Environment Minister, Robert Hill, is sceptical about the Kyoto Protocol surviving in any form without America.

**ROBERT HILL:** Well I don't think that you can have the Kyoto Protocol without the United States. If, if the United States walks away from that, then I think it is dead.

I would urge the United States to reconsider that position. We all know that there, that the Protocol has deficiencies, particularly in relation to the fact that developing countries don't take a legally binding target. But what we've been doing since 1997 is, is working on ways to bring developing countries within the net.

**MARK COLVIN:** The Federal Environment Minister Robert Hill talking to John Stewart.

# **World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance**

PREPARATORY MEETINGS AND  
ACTIVITIES AT THE INTERNATIONAL,  
REGIONAL AND NATIONAL LEVELS :

## **Background**

In 1997, as part of the Third Decade to Combat Racism and Racial Discrimination, the United Nations General Assembly decided (resolution 52/111), to convene a World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance no later than 2001. The World Conference Against Racism Racial Discrimination, Xenophobia and Related Intolerance is to be held in Durban South Africa from 31 August to 7 September 2001.

The preparatory process for the Conference, and the Conference itself, will be of great importance to the struggle against the various forms of entrenched racism and intolerance in Australia. The objectives of the World Conference are relevant to many Australian race

issues including:

- discrimination against Indigenous Australians;
- reconciliation;
- the treatment of migrants, refugees and asylum-seekers;
- the need for the prevention of racial discrimination through education;
- racial hatred and vilification, including combating hate speech and race hate on the Internet; and
- the progressive development of international mechanisms for the implementation of the International Convention on the Elimination of all Forms of Racial Discrimination#.

Sydney Regional Meeting

The Aboriginal and Torres Strait Islander Commission (ATSIC) hosted a Regional Meeting of Indigenous peoples of Australia, New Zealand, Canada, Hawaii and the United States at Sydney University Australia from 20-22 February 2001. The purpose of the Sydney Meeting was to examine in detail the issues of racism against Indigenous peoples, with a particular focus on Australia, New Zealand, Canada, Hawaii and the United States of America.

ATSIC sought the following outcomes from the Regional Meeting:

**An overview on discrimination against Indigenous peoples, with particular relevance to the experience of the Indigenous peoples of Australia, Canada,**

**New Zealand, Hawaii  
and the USA;**

**A forum where  
participants could  
foster greater input  
into international  
debates on racism  
against Indigenous  
Peoples;**

**A formal Report to the  
May 2001 Preparatory  
Committee meeting,  
for inclusion with the  
conference papers for  
the World Conference  
in South Africa from  
31 August - 7  
September 2001. The  
Report to focus on  
concrete, pragmatic  
recommendations  
developed from an  
Indigenous**



**perspective and aimed  
at combating racism;  
and**

**The advancement of  
partnerships between  
Indigenous Peoples  
and the wider  
community to  
implement strategies  
for overcoming  
racism.**

**Part III - Recommendations**

UN Draft Declaration on the Rights of  
Indigenous Peoples  
An International Convention on the Rights of  
Indigenous Peoples  
Accession to and Ratification of UN Human  
Rights Instruments  
Observation of Customary International Law  
Monitoring Human Rights  
Education  
Health  
Removal of Children  
Land and Resources  
Economic Self-sufficiency  
Cultural Equality, Intellectual Property and  
Identity

Consent

Law Reform

Treaties

- The Regional Meeting of Indigenous Peoples on the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance held in Sydney Australia, 20-22 February 2001, requests the Secretary General of the World Conference Against Racism, Mrs Mary Robinson, to ensure that the World Conference Against Racism to be held in Durban South Africa:
  - acknowledges in its Declaration and Program of Action that the declarations and programs of action from previous World Conferences have not been adequately observed, upheld or implemented, and that Indigenous peoples continue to suffer from persistent forms of racism, racial discrimination, xenophobia and related intolerance, which have resulted in the violation of their fundamental political, economic, social, and cultural rights, as well as their rights to lands, territories and resources, including sea and water rights;
  - recognizes and affirms that this continuing history of abuse and violation of the fundamental rights of Indigenous peoples has compounded the deterioration of the social, cultural, emotional, and spiritual well-being of Indigenous peoples and resulted in their further traumatisation, profound levels of disadvantage and stress-related biological effects which are important fundamental causes of disease and ill-health;
  - citing the depth and persistence of racial discrimination against Indigenous peoples:
    - devotes a chapter in both the Declaration and the Program of

- Action to Indigenous peoples;
  - ensures that the concerns of Indigenous peoples are reflected in the Program of Action;
  - invites Indigenous representatives to address the plenary session of the World Conference (as recommended by the General Assembly in Resolution 50/157);
  - has full, meaningful, direct and effective participation of the world's Indigenous peoples;
  - holds seminars, during the plenary session of WCAR, in collaboration with Indigenous peoples, concerning the rights, status and conditions of Indigenous peoples including seminars on collective rights at the national and international levels;
  - ensures that the Organizing Committee for the NGO Forum of the World Conference conduct parallel activities at the World Conference focusing on Indigenous Peoples and measures aimed at ending racism and racial discrimination against them.
- The Sydney Meeting also calls upon the Secretary General for the World Conference, Mrs Mary Robinson, to ensure that the Declaration and the Program of Action of the World Conference specifically recognizes, as a matter of dignity as well as the equal application of international law, that Indigenous peoples are 'peoples' without any qualification or limitation being placed upon the use of the term. In the history of debates on the status of Indigenous peoples in the UN system, the terms, "populations" and "people", have been used by some States to avoid recognizing the rights of Indigenous peoples, including the right to self-

determination and our fundamental collective rights, and thus we recommend that the World Conference reject the use of the terms, "people", "populations", and "ethnic minorities" in the context of Indigenous peoples.

- The Sydney Meeting also calls the World Conference to recognize that the persistent refusal of States to acknowledge the unqualified right of self-determination for Indigenous peoples illustrates a deep-seated racism and that this failure has had and continues to have enormous negative consequences across a range of areas that directly affect the lives and well-being of Indigenous Peoples.

In addition, the Sydney Meeting calls upon the World Conference to adopt the following recommendations of the Sydney Meeting, which are set out below:

#### UN Draft Declaration on the Rights of Indigenous Peoples

- The Sydney Meeting endorsed the current text the "UN Draft Declaration on the Rights of Indigenous Peoples", as approved by the Working Group on Indigenous Populations and the UN Sub-commission on Human Rights, which represents the minimum international human rights standards acceptable to and approved by Indigenous peoples. Accordingly, the World Conference calls upon States to adopt the "UN Draft Declaration on the Rights of Indigenous Peoples", without qualifying the word 'peoples' and recognizing that Indigenous peoples have the unqualified right to self-determination consistent with the principles of equality, non-discrimination and the prohibition of racial discrimination. The World Conference recommends that such action takes place before the end of the current International Decade of the World's Indigenous People in 2004.

#### An International Convention on the Rights of Indigenous Peoples

- The World Conference recommends the

development of an International Convention on the Rights of Indigenous Peoples to provide a binding instrument in international law to promote and protect the fundamental rights of Indigenous peoples

#### Accession to and Ratification of UN Human Rights Instruments

1. The World Conference calls upon States that have not yet done so to accede to or ratify existing international human rights conventions, including the International Convention on the Elimination of All Forms of Racism and the Convention on the Elimination of Discrimination Against Women and to implement recommendations from the World Conferences on Women.
2. The World Conference calls upon all States that have not already done so to fully implement the Genocide Convention as part of their national legal and constitutional arrangements.
3. The World Conference calls upon States to:
  - withdraw reservations to the ICERD and effectively implement all commitments under the Convention;
  - accept the jurisdiction of the Committee on the Elimination of Racial Discrimination to consider communications under Article 14; and,
  - ensure that criminal sanctions apply to dissemination of racist propaganda, consistent with Article 4.

#### Observation of Customary International Law

- The World Conference calls upon the member States of the United Nations and the United Nations itself to fully observe the principle of jus cogens or the established peremptory norms, including the prohibition of racial discrimination, genocide, torture, slavery, and the trading in human beings, in relation to all matters concerning Indigenous peoples.

#### Monitoring Human Rights

- The World Conference calls for increased use of the international human rights treaty bodies and greater vigilance in monitoring State actions vis-à-vis such treaty bodies. Consideration should be given to the development of ongoing, effective and comprehensive measures for monitoring the human rights status of Indigenous peoples.
- The World Conference calls upon States and the UN system to strengthen the capacity of the Committee on the Elimination of Racial Discrimination to monitor compliance with the International Convention on the Elimination of All Forms of Racial Discrimination. In particular, this should include allocating increased resources to facilitate regular in-country visits, consultations with regional and national bodies, and technical assistance to States parties in producing their reports to the Committee.
- The World Conference recommends that regional meetings of Indigenous peoples should be convened by the UN specifically to address issues of racism, xenophobia, and discrimination and related intolerance in order to further the process of constructive international dialogue, to report on the development of reforms directed at the elimination of all forms of racial discrimination and to continue the ongoing task of seeking positive and proactive remedies.
- Noting that the world's Indigenous peoples remain severely disadvantaged as a result of historic and on-going racism and racial discrimination, the World Conference proposes that a World Conference on Indigenous Peoples and Cultural Diversity be convened in the year 2005.
- The World Conference Against Racism calls for the speedy implementation of the resolution of the UN General

Assembly for the establishment of a Permanent Forum on Indigenous Issues at the highest level of the UN in order to comprehensively address issues and concerns of Indigenous peoples, to ensure that the United Nations, on a system-wide basis, is responsive to Indigenous peoples' rights, status, and conditions, to ensure full and equal participation and to provide a space for dialogue and partnership between Indigenous peoples and member States of the UN.

- The World Conference recommends the continuation of the mandate of the Working Group on Indigenous Population.
- The World Conference recommends the appointment of a Special Rapporteur on the human rights of Indigenous peoples. The Special Rapporteur should work in close collaboration with the specialized agencies, bodies and organs of the United Nations.
- The World Conference recommends implementation of the recommendations contained in the 1989 U.N. Seminar on "The Effects of Racism and Racial Discrimination on the Social and Economic Relations Between Indigenous Peoples and States" [HR/Pub/89/5]. The United Nations should undertake a global study, in co-operation with Indigenous peoples, the UN system, governments and non-governmental organizations, of the status and conditions of Indigenous peoples in each country, complemented by workshops and seminars in order to examine the status and conditions of Indigenous peoples, as well as to identify options for further international co-operation in respect of eliminating discrimination against Indigenous peoples. Such a study should focus upon the matters of prejudice, racism and

- racial discrimination.
- The World Conference calls upon the UN system and States to fully implement the Programs of Action relating to Indigenous peoples at previous World Conferences, including the "Social Summit" and Agenda 21 of the Rio Conference and the Convention on the Rights of the Child.
  - The World Conference encourages the High Commissioner for Human Rights to continue support for States that are in the process of establishing national human rights institutions through the provision of training and resources, and to ensure that such institutions comply with the Paris Principles (principles relating to the status of national institutions). States that have not done so are strongly encouraged to establish effective and independent national human rights institutions.

#### Education

- The World Conference affirms the important role of education, at all levels, in the promotion and protection of the fundamental human rights of Indigenous peoples. The World Conference affirms the urgent need for the development of national educational curriculum and educational programs to address racism, racial discrimination and its impact upon Indigenous rights and entitlements, as well as the need for the accurate portrayal of the histories and perspectives of Indigenous peoples, and in particular, Elders. Furthermore, the World Conference urges that States commit financial and social resources to education and media campaigns that promote an understanding and acceptance of, as well as respect for, the diverse cultures of Indigenous peoples whose lands they live upon.
- The World Conference calls upon States to make increased effort through



education, information and workplace-based training to counter systemic and institutionalized racism, racial discrimination and racist attitudes and thinking towards Indigenous individuals and collectivities. Education must extend beyond the school. Measures to avoid discriminatory treatment should be included in the training of judges, prosecutors, police, court and prison staff, social service and health personnel, the armed services, educators themselves, and many other occupations.

- The World Conference urges States to commit financial resources to anti-racism education and media campaigns to promote anti-racism awareness, the values of acceptance, tolerance, diversity and respect for the cultures of all Indigenous peoples living within their national borders.
- The World Conference calls upon States to maintain levels of funding to their national human rights institutions so they can effectively and promptly deal with complaints and undertake comprehensive community education programs particularly with Indigenous peoples living within their national borders. The World Conference also emphasizes the importance of the maintenance of the independence and integrity of national human rights institutions.
- The World Conference calls for programs of training and education in all aspects of the UN system to be established for Indigenous peoples including strengthening and broadening the UN Indigenous Peoples Fellowship Program. This should extend to training and education programs in the field of human rights within Indigenous communities and those persons within the U.N. responsible for matters that affect Indigenous peoples and their

- rights.
- The World Conference affirms the urgent need for States, the United Nations and non-governmental organizations to publish and provide Indigenous peoples with adequate and accurate information concerning international human rights law, in particular state governments policies and directives concerning Indigenous peoples' rights.
  - The World Conference calls upon civil society, in particular the media, trade unions, churches, sports and sporting organisations, to make a strong commitment to overturning racist views of Indigenous society.
  - The World Conference recommends that the media desist from promoting stereotypical, derogatory, divisive and racist information about Indigenous peoples. In this respect, it is recommended that a dialogue between Indigenous and mainstream media be initiated through workshops and all available technology be utilized to promote the human rights, perspectives and cultural diversity of Indigenous peoples.

#### Health

- The World Conference calls upon States to recognize that racism affects Indigenous health and well-being. To this end, States should ensure that Indigenous peoples are trained to be health workers, nurses and doctors, so that they be given the responsibility to direct policy and health services that affect Indigenous peoples. Furthermore, there is a need for recognition of traditional systems as they are known and understood by Indigenous peoples and that such systems of health, law, ceremony, and spiritual existence are not be compromised by non-Indigenous

systems of governance.

#### Removal of Children

- The World Conference condemns nations that have expressed racism by removing children from Indigenous peoples and further condemn the continuing practice of forced removal of Indigenous children. In relation to this particular matter, the World Conference urges the establishment of national reparations tribunals or mechanisms within nations which have historic and current practices of removal of Indigenous children from their families, communities and cultures. These tribunals shall determine procedures to assist removed children to locate their families and to provide for reparations and restitution to families whose children were subject to removal.

#### Land and Resources

- Noting in The Declaration and Program of Action the requirements of international law that Indigenous peoples be consulted in good faith, and that their informed consent be required in all matters that affect them, consistent with CERD General Recommendation XXIII, the World Conference calls upon States to formally renounce discriminatory legal doctrines and policies which deny human rights or limit Indigenous land, sea and resource rights. In particular, States should adopt corrective legislation, constitutional reforms or corrective policies, within the current International Decade of the World's Indigenous People, to eliminate doctrines and practices, such as the doctrines of discovery and of terra nullius, that deny that Indigenous communities have the capacity to own land and seas collectively, or that unilaterally effect an extinguishment or

- surrender of Indigenous land and sea rights, or that allow title or ownership of Indigenous land and seas to be taken or impaired by the State or third parties without due process of law and adequate and appropriate compensation.
- The World Conference calls on States to take immediate and effective action to recognize and protect the inherent rights of Indigenous peoples to their lands, territories and natural resources and ensure that Indigenous peoples have the right to own and control those lands, territories and resources. Furthermore, the World Conference affirms that in no case may a people be deprived of their own means of subsistence, consistent with the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights.
  - The World Conference affirms the urgent need for States to implement laws, policies and mechanisms in regard to Indigenous land and sea claims, return of Indigenous lands and territories, demarcation of Indigenous lands, and further for States to provide restitution, and where this is not possible, compensation, for lands, territories and resources that have been expropriated from Indigenous peoples, based on the best international standards.

#### Economic Self-sufficiency

- States should take effective measures, on the basis of self-determination, to end the disproportionate poverty of Indigenous peoples. States should make the level of commitment, including financial resources and infrastructure, necessary to assist Indigenous communities to remedy inequities in living standards and life opportunities which have developed as a result of long-term institutionalised

- discrimination, whether overt or indirect.
- In order to combat racism and racial discrimination, States should recognize and respect the right of Indigenous peoples to maintain their traditional economies and cultures, languages and religions. States should undertake immediate initiatives to develop, improve and increase their understanding and awareness of the value, dignity and worth of Indigenous cultures and in collaboration with the Indigenous peoples concerned, support the practice and maintenance of cultures, languages and spirituality of Indigenous peoples.
  - The World Conference calls upon the agencies and organs of the international community, including the UN Specialised Agencies, the United Nations Development Program (UNDP), UN voluntary funded organisations and the international financial institutions such as the World Bank, the International Monetary Fund, and the World Trade Organization to urgently address the needs of the world's Indigenous peoples, including those in both developed and developing States, in order to alleviate poverty in accordance with the Declaration on the Right to Development.
  - These agencies should implement their projects and programs only after careful consideration of their impact on the culture and identity of Indigenous peoples. In this respect, impact assessment studies, including human rights assessments, and environmental impact assessments should be carried out when their activities may impact on Indigenous peoples.

#### Cultural Equality, Intellectual Property and Identity

- The World Conference calls upon States

- to ensure cultural equality for Indigenous peoples through:
- protection of their cultural and intellectual property, traditional and Indigenous knowledge, values and heritage;
  - protection of their distinct identities as Indigenous peoples;
  - use, retrieval and development of Indigenous languages;
  - protection of sites of sacred and cultural significance;
  - respect for Indigenous cultures by the mainstream society;
  - acknowledging and actively challenging non-Indigenous assumed entitlement, rank and privilege, which has resulted in the continued inequity experienced by Indigenous peoples; and
  - providing all necessary resources fundamental to meeting these objectives.
- The World Conference calls upon States, in consultation with Indigenous peoples, to develop and implement a comprehensive and adequate regime for the protection of Indigenous cultural and intellectual property and traditional knowledge including the biological resources of Indigenous peoples; and on States to halt the inappropriate use of gene technologies and other scientific experimentation, such as the Human Genome Diversity Project, which further racism and racial discrimination against Indigenous peoples. The World Conference notes the need to examine the new formations of racism (neo-racism) that derive from the intersection of cultural oppression and economic exploitation.
  - The World Conference calls upon the UN system and States to fully implement Article 8j and related provisions of the Convention on Biological Diversity relating to access, utilization and the sharing of benefits of the knowledge

- innovations and practices of Indigenous peoples.
- The World Conference calls upon States to cease defining Indigenous peoples out of existence through the adoption of policies and laws which segregate and create class and status structures. It further calls upon States to recognize and protect the distinct identities of Indigenous peoples based on self-identification and community acceptance.

#### Consent

- The World Conference notes that the informed consent of the Indigenous peoples must be obtained by transnational and domestic corporations prior to the undertaking of any activities which impact upon Indigenous peoples, their land and/or environment and any other associated rights including intellectual property. In all agreements corporations must adhere to the conditions under which consent was given by Indigenous people. The World Conference urges all States to adopt such measures in conjunction with Indigenous peoples.

#### Law Reform

- The World Conference calls on States to undertake processes for constitutional arrangements, treaties, agreements, judicial, legislative and other mechanisms relating to protection of Indigenous peoples' rights in order to entrench, promote and secure such rights, with a view to achieving co-existence on the basis of mutual respect and full recognition of Indigenous rights and status.
- The World Conference calls upon States to examine their criminal justice systems including the high rates of incarceration of Indigenous persons, particularly youth

- and women, and the high level of deaths in custody, with a view to rescinding, amending or replacing all discriminatory laws, policies and practices that lead to these results. It is recommended that the Office of the High Commissioner for Human Rights organize a Seminar on Indigenous peoples and the administration of justice.
- The World Conference affirms the importance of the role of national human rights institutions and urges States to ensure that national institutions established by and responsible for domestic human rights instruments adequately protect Indigenous peoples from all forms racial discrimination. Such instruments, institutions and recourse mechanisms should ensure that Indigenous peoples are able to gain constitutional and international protection of their distinct rights and status, as well as redress where such rights have been violated.
  - The World Conference calls upon all States to affirm that racism has no place in the social structures and political institutions of States, and in particular that such structures and institutions must be guided by the principles of non-selectivity, impartiality and objectivity. Such political institutions and related political parties should refrain from campaigning on platforms that racially vilify Indigenous peoples and cultures. Furthermore, legislation should be adopted by States to ensure that actions undertaken by such institutions conform to these principles and standards.

#### Treaties

- The World Conference calls upon States to honour and respect the Treaties as international agreements and that Indigenous peoples have the right to the recognition, observance and enforcement



of Treaties according to their original spirit and intent, and, according to Indigenous understanding. Conflicts and disputes which cannot otherwise be settled should be submitted to competent international bodies such as the United Nations Permanent Forum for Indigenous Issues.

- The World Conference calls upon all States to affirm that racism has no place in the social structures and political institutions of States, and in particular that such structures and institutions must be guided by the principles of non-selectivity, impartiality and objectivity. Such political institutions and related political parties should refrain from campaigning on platforms that racially vilify Indigenous peoples and cultures. Furthermore, legislation should be adopted by States to ensure that actions undertaken by such institutions conform to these principles and standards.

Source: ATSIC

[http://www.atsic.gov.au/default\\_ie.asp](http://www.atsic.gov.au/default_ie.asp)

# Source: Australian Human Rights and Equal Opportunity Commission Racial Discrimination

## **Why Practical Reconciliation is Failing Indigenous People**

The annual Social Justice and Native Title reports of the Aboriginal and Torres Strait Islander Social Justice Commissioner Dr William Jonas were tabled in Federal Parliament in March 2001.

Both reports express concern at the current lack of progress in the reconciliation process and identify a range of commitments that need to be made at the national level to achieve meaningful reconciliation.

"It has now been 10 months since the Council for Aboriginal Reconciliation released its four national strategies for reconciliation and four months since their final report was tabled in Parliament, yet where is the commitment to ongoing processes from government?" Dr Jonas asks.

"The reconciliation process has the potential to be as significant as the process that led to federation. It is critical that we turn the goodwill that currently exists into tangible results for Indigenous people," says Dr Jonas.

Dr Jonas calls for a commitment to overcoming Indigenous disadvantage as an urgent national priority. "The current approach of 'practical reconciliation' simply manages the inequality faced by Indigenous people. It is insufficient to reduce, let alone overcome, the disadvantage faced. Where are the benchmarks and targets?" Dr Jonas asks.

Dr Jonas also argues that overcoming disadvantage alone will not be sufficient.

"Reconciliation is a human rights issue," Dr Jonas says. Dr Jonas argues that an approach that is not based on a full acknowledgement of the wrongs of the past and which does not respect the human rights of all Australians will

not succeed.

The **Social Justice Report** contains 14 recommendations setting out a human rights-based framework for reconciliation, calling for:

- the negotiation of a **framework agreement (or treaty)** at the national level, and negotiation of agreements at the regional and local levels, to protect future rights and address historical injustices;
- a parliamentary inquiry to determine a mechanism for the **entrenchment of a prohibition of racial discrimination** in the Commonwealth Constitution within the next five years and to examine mechanisms for a **Bill of Rights**;
- processes to increase the **accountability and transparency** of governments for policies to overcome Indigenous disadvantage; and
- processes to facilitate the **effective participation of Indigenous peoples** in decision making processes.

The **Native Title Report** finds that the Australian law of native title provides insufficient protection to the relationship that Indigenous people have with their traditional land and sea country. "The responsibility lies squarely with government to ensure that Indigenous cultures are adequately protected in the Australian legal system, in full compliance with human rights principles", Dr Jonas states. "Terra nullius was found by the High Court to be abhorrent to our contemporary values. Yet the recognition of native title still does not acknowledge the deep spiritual economic and social connection between Indigenous people and their land."

The report criticises the full Federal Court decisions in the Miriuwung-Gajerrong case and the Croker Island case. The characterisation of native title as a set of fragmented rights rather than a fundamental relationship to the land and sea renders native title vulnerable to extinguishment.

The report also argues that the amended Native

Title Act provides little opportunity for native title holders to participate in the decisions that are likely to have an adverse impact on their rights.

Source: Australian Human Rights and Equal Opportunity Commission Media Release 29 March 2001

## **Lesley-Fogarty Radloff**

Lesley commenced her first 12-month contract with the Education Department of Western Australia in January 2000, to design and implement a culturally sensitive mentoring program for the teaching and non-teaching Indigenous staff.

Lesley is now on her second contract to focus on strengthening existing mentoring partnerships (85 mentorees and rising) and to establish a mechanism for ongoing management of the program once her contract expires in June 2001.

After working in the private sector and as a senior public servant for many years in the Sydney and Townsville, Lesley established her own consultancy in arts management. During recent years Lesley has managed an art gallery but her main focus has been on coordinating and facilitating seminars; conferences; festivals (national and international) and other arts events, as well as preparation and delivery for lectures on Indigenous affairs (history, arts and women's issues).

Most recently, Lesley's career has guided her towards adult training programs. This includes design and delivery of a number of training programs such as Team Building, Time Management, Conflict Management, Organisational Skills, Project Management and Cultural Awareness workshops.

She is currently enrolled at Edith Cowan University in Perth to obtain a degree in Social Sciences.

**Education Department of  
Western Australia**

**ABORIGINAL**

# **MENTORING PROGRAM**

## **2000 and Beyond**

In July 2000, the Education Department of Western Australia launched its inaugural culturally sensitive Aboriginal Mentoring Program. The aim of the program is to develop successful partnerships, which focus on providing support and enhancing the career development of Aboriginal and Torres Strait Islander employees of the Department.

In 1997, the Education Department released its Aboriginal Employment and Career Action Plan 1997-2000 which contained two main objectives:

to increase the number of Aboriginal employees in the Education Department workforce to at least 3% of the Department staff over the next three years, targeting recruitment and advancement; and

to create and maintain a welcoming work environment to which Aboriginal people will be attracted and in which their retention and advancement can be fostered.

The new mentoring program is one of many strategies signalled in the Aboriginal Employment and Career Action Plan which focuses on these objectives.

This program has been designed specifically for the Education Department of Western Australia by the project manager, Lesley Fogarty-Radloff. The Aboriginal Mentoring Program is designed to assist all teaching and non-teaching employees of the Education Department of Western Australia. These include Aboriginal teachers, Aboriginal and Islander Education Officers, Aboriginal Liaison Officers, Aboriginal and Torres Strait Islander trainees, non-teaching Aboriginal and Torres Strait Islander staff in schools and districts, cadets, interns, Aboriginal and Torres Strait Islander employees in the Department's Central Office and Aboriginal Education Co-ordinators throughout the State.

Through the Aboriginal Mentoring Program, staff may work on their professional goals and aspirations with an experienced mentor from the Education Department or from other government agencies. Currently, there are 235 people involved in the program, including 30 staff from within the Department who have taken on the role of both a mentor and a mentoree.

The Department has been successful in attracting 15 mentors from other government agencies such as the Treasury Department, Aboriginal Affairs Department, Aboriginal Community Health, Bunbury TAFE and private consultancies.

The response from Departmental personnel and those in other government agencies has been highly supportive and enthusiastic. Individuals who are achievers have come forward to kindly offer their time and expertise to mentor the Department's employees.

Project Manager, Ms Lesley Fogarty-Radloff, has indicated that the pool of expertise registering with the Department has been and will continue to be of great benefit to the Aboriginal and Torres Strait Islander employees. As the program continues for 2001, employees can expect to obtain:

- increased self-confidence
- greater job satisfaction
- improved professional direction
- increased networking opportunities
- increased career opportunities in leadership and management roles
- improved interpersonal and communication skills
- identified/enrolled for training opportunities and participated in training/development programs or work experience.

A complementary mentoring package, outlining the program and providing information on agreements, tips for both mentorees and mentors and the culturally sensitive issues (Deaths in Custody, Stolen Generation, Cultural Protocols, Social Expectations, to name a few) was produced. This package was forwarded to

matched mentors and mentorees to prepare for their orientation into the program.

All mentoring partnerships are now at various stages of the mentoring agreements. While some partnerships reached their goals at three months, others have opted to either continue with their existing partners or have chosen to pursue new goals with new mentors.

Most partnerships are based on a one-to-one agreement whilst others have chosen to combine their mentoring process to include one-to-one and group sessions. In this way, they have the opportunity to meet with others in the mentoring program and obtain extra benefits by have an informal sessions with mentors other than their own.

The quality of the mentoring partnerships and the success some participants have experienced is reflected in comments from the program's periodical feedback forms:

"I get lots of encourage from (mentor) and he is so eager to listen to me and gets me all the information I need." - Mentoree

"We have been working together for quite along time now, we discussed my career aspirations and goals and have worked together to achieve them."- Mentoree

"We work together to talk about aspects of the job (positive and negative)."- Mentoree

*"I can have open and frank discussions with my mentor and I don't feel intimidated. I am certainly aware that through this mentoring process there has been growth professionally and personally and, at the same time my mentor has grown in her awareness of the issues faced by professional Aboriginal women."* - Mentoree

"The mentoring experience gave me opportunity to work in positive partnership with another person." - Mentor

The Aboriginal Mentoring Program was a finalist in the **Equal Employment Opportunity and Diversity** category in the Premier's Award 2000. Accepting the Certificate are:

Left to right - Melanje Kwiatkowski (Manager of Projects - Workforce Development, Lesley-Fogarty Radloff, Pamela Duckworth (Director -



Workforce Development) and Verna Vos  
(Principal Coordinator - Aboriginal  
Employment and Career Pathways)

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# The new Australian Universities Quality Agency

## Winning Confidence is Agency's first task

TRUST is a key word in David Woodhouse's lexicon.

The new executive director of Australia's first universities quality agency admits that's odd: auditors are supposed to exist because people do not trust other people.

But he recognises the importance of gaining the sector's confidence in a new system where the parties will need to work openly.

Dr Woodhouse will switch midyear from founding director of New Zealand's quality assurance agency, the Academic Audit Unit, to CEO of the Australian Universities Quality Agency.

A former dean of mathematical and information sciences at La Trobe University, he has seen the Australian system from the inside.

And as president of the International Network of Quality Assurance Agencies he understands the big picture.

While the 11-member AUQA board is still waiting for confirmation from the states on their three nominees, the key appointment of a CEO will enable the agency to move ahead with preparations for the external audits of universities and state and territory accreditation authorities.

These will operate on a five-year cycle with institutions expected to bear the audit costs. Reports will be made public.

Having an independent quality agency will bring Australia into line with most of its overseas counterparts.

"I think it's actually a tribute to Australian universities that they have run so long with such a high reputation internationally without an independent checking body," Dr Woodhouse said.

As he does not take up his Australian post until mid-year, the agency could be squeezed trying to meet its anticipated start of audits this year. It is yet to develop audit procedures and appoint and train auditors.

Dr Woodhouse said it would be "totally stupid" to try and do things before they are ready.

He is sensitive about imposing an extra resource burden on universities or a layer that duplicates existing audit processes.

"I'm well aware that institutions are subject to a great number of different external review and audit and accreditation processes," he said.

Information from these could feed into the AUQA audits: "I describe it as a credit accumulation model of external audit. You've done all these things . . . so let's see if we can put those together rather than doing it all over again differently."

The area of commercial in-confidence is likely to be a sensitive one, but Dr Woodhouse does not believe it is an insuperable problem.

He expects the auditors will be asking how institutions handle quality assurance in a far more complicated system with different types of academic ventures that can involve multiple partners.

He cites the case of an entity in Switzerland accredited by an American organisation that is now running a course in the UK jointly with a Dutch institution.

"By that point you say: 'Now just who is responsible for ensuring the quality of the student experience at the end of it?' "

NEW Zealand is also supplying a top appointment in the NSW Department of Education and Training's restructure.

Dr Judith Aitken, chief review officer of the

Educational Review Office of New Zealand,  
will move into the job of deputy director-  
general, quality improvement.

Source: The Australian, Author: Dorothy Illing,  
14 March 2001

## **Civic education a must for Australian Schools**

What do young people around the world think about democracy? Do they understand how democratic institutions work? Do they expect to vote and to take part in other civic activities as adults?

The Australian Council for Educational Research (ACER) and the University of Canberra (UC) have highlighted today the results of an international study that has attempted to address these questions.

*Citizenship and Education in Twenty-eight Countries: Civic Knowledge and Engagement at Age Fourteen*, by the International Association for the Evaluation of Educational Achievement (IEA), was released today in Washington and Berlin, culminating five years of cross-national research involving 28 countries. ACER and UC worked on the Australian component of the international project.

It found that of 28 countries involved in the study, Australia was placed 11th, at a level comparable to Hungary, Slovenia, Denmark, Germany, Russian Federation, England, Sweden, Switzerland and Bulgaria. Australia was placed behind Poland, Finland, Cyprus, Greece, Hong Kong, USA, Italy, Slovak Republic, Norway and Czech Republic.

The study found that students in most countries have an understanding of fundamental democratic values and institutions – but depth of understanding is a problem. Preliminary results from the Australian National Report reveal that 75 per cent of Australian students recognise the importance of having more than one political party. The rate was similar for students elsewhere in the world.

Young people throughout the world agreed that good citizenship includes the obligation to vote. In Australia, 89 per cent thought it important that citizens vote, and 85 per cent expected to vote as adults. Only 55 per cent believe they learn about the importance of voting in school. Aside from voting, students are sceptical about traditional forms of political engagement. But many are open to other types of involvement in civic life. Australian students, like those internationally, do not intend to participate in conventional political activities, other than voting. Eighty-nine per cent do not expect to join a political party, 76 per cent do not expect to write letters to newspapers about social or political concerns, and 87 per cent do not expect to be a candidate for a local or city office. However, Australian students indicated they were prepared to be involved in civic life, with 62 per cent saying they would collect money for a social cause.

Students in the international study are drawn to television as their source of news. Television news is the preferred source of information for 80 per cent of Australian students, though about two-thirds of them also read about what is happening in this country and in other countries in the newspapers, and 62 per cent also listen to radio news. Watching television news frequently is associated with higher civic knowledge. In Australia, this had a greater effect than for students internationally.

Students around the world are supportive of the political rights of women and of immigrants. In Australia, 90 per cent of students agreed that women should have the same rights as men, and 93 per cent agreed that women should be entitled to equal pay for the same job. In all countries females demonstrated much more support than males for propositions in favour of women's rights.

Professor Geoff Masters, Director of ACER encouraged all educators to familiarise themselves with the results of the IEA report and plan accordingly.

"Schools can help to build more civic-minded

students by paying attention to this area of the curriculum," Professor Masters said.

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"In Australia, civic knowledge was lower than the international average, and civic engagement was also down. But the study's results suggest that student participation in school governance – for example by being a member of a school council – helps build students' confidence in the value of participation and is correlated with their civic knowledge and likelihood of voting."

UC's Professor Kerry Kennedy said. "It is encouraging to note there is evidence of a growing civic awareness among young Australians especially in relation to equity issues such as women's rights".

Professor Masters and Professor Kennedy said they recommended that policy makers, teachers parents and students continue to examine the role of civic education in the school curriculum so that Australia's citizens of the future would be well prepared for their role in a democratic society.

ACER and UC were funded by the Commonwealth Government to organise Australian participation in the international study. ACER conducted surveys of over 3000 students, 400 teachers and 150 schools throughout Australia in 1999. Internationally, 90 000 students were surveyed.

Following the release of this international report, the Australian National Report, which will include a more detailed analysis of the Australian results will be available in mid-2001.

**Further information/comment:**

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Source: ACER Media Release March 2001

**The International Association for the Evaluation of Educational Achievement (IEA) is an independent, international cooperative of research centres. Its mission is to conduct comparative studies that focus on educational policies and practices so as to enhance learning within and across systems of**

**education. IEA is committed to a cycle of studies of learning in the basic school subjects and to additional studies of particular interest to its members.**

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## **Excerpts from the Executive Summary of the IEA International Report are below.**

### **Rethinking Civic Education**

These changes raise both new challenges and new opportunities for countries seeking to nourish and preserve democratic values and institutions. New global realities call for a major reconsideration by educators and policy makers of how young people are being prepared to participate in democratic societies in the early 21st century.

A clear understanding of how schools are currently promoting civic knowledge, attitudes, and involvement is central to thinking about civic education for the future. School programs are organized differently in different countries, ranging from courses labelled civic education to approaches where civic-related material is embedded in history courses or spread throughout the curriculum. Further, effective civic education involves working within networks that include parents, local communities, and peers.

In order to promote such understanding, the International Association for the Evaluation of Educational Achievement (IEA) mounted a cross-national Civic Education Study that examined educational programs and the impact that they are having on young people in 28 democratic nations. Participating countries are shown in Panel 1.

### **Major Findings of the Civic Education Study**

An underlying assumption of this study was that civic education is a complex enterprise involving a variety of cognitive, conceptual and



attitudinal strands, each of which is important and can be independently evaluated. Students were thus assessed concerning their knowledge of civic content, their skills in interpreting civic information, their understanding of the strengths and weaknesses of democracy, their concepts of the role of citizens, their attitudes toward democratic institutions and individual rights, and whether they intended to become involved in civic activities such as voting when they became adults.

Another assumption of the study was that, given these multiple objectives, an effective civic education program must employ a variety of educational approaches. Students learn through didactic instruction, through discussion and debate, and through experience with parents, peers and others in their local communities. Each of these elements has a place in civic education designed to meet the needs of today's students.

**Summary of the major findings of the 1999 IEA Civic Education Study:**

- 1. Students in most countries have an understanding of fundamental democratic values and institutions – but depth of understanding is a problem.**
- 2. Young people agree that good citizenship includes the obligation to vote.**
- 3. Students with the most civic knowledge are most likely to be open to participate in civic activities.**
- 4. Schools that model democratic practice are most effective in promoting civic knowledge and engagement.**
- 5. Aside from voting, students are skeptical about traditional forms of political engagement. But many are open to other types of involvement in civic life.**
- 6. Youth organizations have untapped potential to positively influence the civic preparation of young people.**
- 7. Students are drawn to television as their source of news.**
- 8. Patterns of trust in government-related institutions vary widely among countries.**

**9. Students are supportive of the political rights of women and of immigrants.**

**10. Gender differences are minimal with regard to civic knowledge but substantial in some attitudes.**

**11. Teachers recognize the importance of civic education in preparing young people for citizenship.**

**12. Diverse patterns of civic knowledge and attitudes toward democratic participation are found in both newly-democratic countries and long-established democracies.**

### **Looking Ahead**

This international report will be followed by national reports that give participating countries further opportunities to examine their own students' positions in relation to the various dimensions identified and measured in the 1999 IEA Civic Education Study. Such analyses will give policy makers, educators, and the public at large a valuable tool to guide the kind of civic education required for equipping the next generation of citizens with the knowledge, skills, and values required to preserve and extend democratic forms of government in the 21st century.

### **How to order the full report:**

Copies of *Citizenship and Education in Twenty-eight Countries* (ISBN 90 5166 834 1 – 237 pages) can be obtained from: IEA Secretariat Herengracht 487 1017 BT, Amsterdam, The Netherlands Telephone 31 20 625 3625 Fax 31 20 420 7136 Price: \$55 plus postage and handling

Email: [Department@IEA.nl](mailto:Department@IEA.nl)

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