This page was added on 03 December 2012 to included the Disclaimer below.
No other amendments were made to this Product

DISCLAIMER

Users are warned that this historic issue of this publication series may contain language or views which, reflecting the authors' attitudes or that of the period in which the item was written, may be considered to be inappropriate or offensive today.

Chapter Twelve

Culture and Leisure

Contents Page

CULTURAL AND NATURAL HERITAGE 363
National Estate 363
Australian Heritage Commission 364
Aboriginal heritage protection 365
Aboriginal and Torres Strait Islander community and land 366
Australian Council of National Trusts 366
Protection of movable cultural heritage 367

MUSEUMS AND ART MUSEUMS 367
Attendances 368
National Museum of Australia 369
Australian National Maritime Museum 369
Science and Technology Centres 369
The National Gallery of Australia 369
Other collections 370

LIBRARIES AND ARCHIVES 370
Attendances at libraries 370
National Library of Australia 370
Other Commonwealth libraries 371
Archives and records 371

CREATIVE ARTS 372
Government support 372
Household expenditure on culture 373

Contents **Page**

Cultural Ministers Council 373
Australia Council 374
Art Exhibitions Australia Limited 375
Commonwealth schemes in support of the arts 375
Other arts organisations 375
Arts Council of Australia 375
Australian Elizabethan Theatre Trust 375
Festivals 376

MUSIC 376
Attendances at performances 376
Music organisations 377
Musica Viva 377
Australian Folk Trust Inc. 377

THE PERFORMING ARTS 377
The Australian Ballet 379
The Australian Opera 379

ARTS AND CRAFTS — PARTICIPATION AND PURCHASING 380
Participation 380
Purchasing 380

FILM AND TELEVISION 381
Commonwealth funding 381
Taxation incentives for films scheme 381
Direct Commonwealth funding 382
Australian Film Finance Corporation Pty Ltd 382
Australian Film Commission 382
Film Australia Pty Ltd 383
Australian Children's Television Foundation 383
Film and videotape censorship 383

Contents **Page**

PROFESSIONAL TRAINING IN THE ARTS 384
Arts Training Australia 384
Australian Film, Television and Radio School 384
National Institute of Dramatic Art 385
The Australian Ballet School 385

SOCIO–CULTURAL ACTIVITIES 385
Aboriginal and Torres Strait Islander cultural activity 385
Aboriginal and Torres Strait Islander community broadcasting 386
Multiculturalism 386
Languages 387
National policy on languages 387
English as a Second Language in schools 387
Community Languages Program 387
Adult education 387
Religious affiliation 387

RECREATION, FITNESS AND SPORT 389
Government support 389
Household expenditure 390
Aboriginal recreation 390
Sport and Recreation Ministers Council 391
Community Cultural, Recreation and Sporting Facilities Program 391
Recreation and Fitness Assistance Program 391
Assistance for water safety organisations 391
Australian Sports Commission 391
Elite sports programs 391
Assistance to national sporting organisations 392
Applied Sports Research Program 392
Sport for all 392
Sports Information Centre 392
Coaching support 392

Contents **Page**

Australian Coaching Council 392
Drugs in sport 393
Participation in sports and exercise 393

BIBLIOGRAPHY 394

Cultural and leisure activities are essential to a shared sense of quality of life, and take many forms. At a national level these forms range across cultural heritage, creative and performing arts, literature, film and video, libraries, radio and television, sports and recreation, 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 and leisure activities. Cultural and recreational 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 the vitality of these activities is an important factor in drawing visitors from overseas.

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

CULTURAL AND NATURAL HERITAGE

Australia's heritage is drawn from its cultural and natural environments.

The cultural environment includes not only historic places such as old residential, commercial and industrial buildings, streetscapes, towns and gardens, but also Aboriginal sites such as galleries of rock art, fishtraps, carved trees and mission stations. The natural environment encompasses places which can range from wilderness areas and extensive stretches of coast, forest, wetland and desert, outstanding geological features and landscapes, to smaller sites which may be important habitats for native flora and fauna.

The functions of identifying and conserving Australia's national heritage are shared between all levels of government. The voluntary conservation movement, including National Trusts and other conservation bodies in each State, as well as academic and professional bodies and concerned individuals, have played a major role in alerting governments to conservation needs.

The Register of the National Estate which is 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.

Governments can support delineation and conservation of heritage by establishing statutory authorities charged with providing policy advice and by undertaking or sponsoring research, and by administering grants for heritage related activities.

While the Commonwealth Government works in partnership with State and Territory Governments, it also undertakes some national heritage activities on its own account. Some examples include 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 respectively by the Department of the Arts, Sport, the Environment and Territories, the Aboriginal and Torres Strait Islander Commission and the Australian Heritage Commission.

National Estate

Australia's National Estate comprises those natural, Aboriginal, Torres Strait Islander and historic places which Australians want to keep for present and future generations.

In the Australian Heritage Commission Act 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 community.'

Both publicly and privately owned places form part of the National Estate. It encompasses places which are important to local communities, as well as those which are of regional or State significance, and others which have national, and sometimes international significance. The National Estate therefore includes broad stretches of coastline, desert or forest, and national parks, as well as isolated geological monuments and small areas which might provide habitats for endangered plant or animal species. It can cover whole villages and suburbs, streetscapes, single mansions, cattlemen's huts, railway yards and other reminders of Australia's

industrial heritage. It includes places of Aboriginal significance such as rock engravings, galleries of rock art, fish traps, carved trees and reminders of a post-European existence such as mission stations.

The Australian Heritage Commission, established under the *Australian Heritage Commission Act 1975*, is the Commonwealth Government's adviser on the National Estate. One of the Commission's main tasks is compiling and maintaining the Register of the National Estate. At June 30 1992 there were 10,775 natural, Aboriginal and historic places throughout Australia in the Register and 255 places on the Interim List of the Register. The Interim List includes those places which meet the criteria for entry in the Register, and are awaiting a period of up to three months for any public objections based on national estate values prior to listing.

Listing on the register alerts planners, decision makers, researchers and the community at large to the heritage value of places. Under section 30 of the Australian Heritage Commission Act the Commonwealth Government is obliged to inform the Commission of any Commonwealth action which might significantly affect a place on the Register. If a place is on the Register or on the Interim List, the Commonwealth Government is obliged to seek 'feasible and prudent' alternatives to actions that will significantly alter a place in the Register and, if no such alternatives exist, to minimise any changes. Listing does not impose any direct legal constraints on the way private, or State or local government owners manage places in the Register.

The following table summarises the 8,217 historic places across States and Territories listed on the Register of the National Estate at June 1992, 2,425 of these being residential houses.

12.1 HISTORIC ENVIRONMENT PLACES IN THE REGISTER OF THE NATIONAL ESTATE AT 30 JUNE 1992

	NSW	*Vic.*	*Qld*	*SA*	*WA*	*Tas.*	*NT*	*ACT(a)*	*Ext. Terr.*	*Total*
Number listed(b)	2,651	2,109	565	716	829	1,125	97	111	14	8,217
Types of place										
Residential houses	654	851	123	141	180	444	11	20	1	2,425
Commercial buildings (shops, offices, etc.)	227	139	60	56	115	85	2	2	2	688
Hotels, motels, inns	135	77	30	26	53	75	2	5	—	403
Banks and financial institutions	62	61	21	18	14	9	—	—	—	185
Government functions										
Government buildings (parliaments, customs, town halls, etc.)	32	25	13	18	19	14	1	3	1	126
Courthouses, police stations, prisons	196	81	19	47	36	23	8	1	—	411
Libraries, hospitals, civic structures, etc.	105	60	18	20	19	11	6	4	—	243
Military barracks, bases, fortifications	41	23	10	5	10	15	12	3	—	119
Scientific research facilities	3	3	—	—	—	—	—	1	—	7
Places of recreation (theatres, halls, race courses, etc.)	66	84	23	21	38	28	—	5	—	265
Transport and communications										
Rail, road and air transport places	52	32	13	16	15	8	8	—	—	144
Harbour facilities, ports, piers, docks, etc.	9	7	2	3	2	2	1	—	—	26
Lighthouses	24	10	3	16	6	13	2	1	—	75
Post offices, telegraph stations, etc.	66	31	14	14	22	15	5	—	—	167
Bridges	85	62	32	38	6	18	1	1	—	243
Shipwrecks	2	3	—	6	43	1	1	—	—	56

For footnotes *see* end of table.

12.1 HISTORIC ENVIRONMENT PLACES IN THE REGISTER OF THE NATIONAL ESTATE AT 30 JUNE 1992 — *continued*

	NSW	*Vic.*	*Qld*	*SA*	*WA*	*Tas.*	*NT*	*ACT(a)*	*Ext. Terr.*	*Total*
Primary industry (agricultural, pastoral, processing, etc.)	158	194	31	53	65	144	7	18	2	672
Towns, precincts, conservation areas	209	47	15	34	27	27	4	8	2	373
Industrial sites and buildings	28	26	6	20	11	9	1	3	—	104
Mines and mineral processing works	9	11	21	15	4	2	2	—	—	64
Churches and other places of religion	204	154	61	84	58	111	4	10	1	687
Schools and places of education	138	68	14	28	37	32	1	7	—	325
Monuments and memorials	23	8	14	7	9	2	—	5	—	68
Cemeteries and graves	20	6	5	4	15	13	6	4	—	73
Parks and gardens	72	33	11	16	17	13	4	10	—	176
Historic and miscellaneous places	29	13	6	10	8	11	8	—	5	92

(a) Australian Capital Territory figures include Jervis Bay. (b) Includes both registered places and places on the interim list.
Source: Australian Heritage Commission.

The table below summarises the 1,751 natural places listed in the Register of the National Estate at June 1992. National parks (551), Other Reserves (621) followed by Landscapes (426) were the three largest categories of natural places protected under the National Estate Register.

12.2 NUMBER OF NATURAL PLACES LISTED IN THE REGISTER OF THE NATIONAL ESTATE JUNE 1992

Category	*NSW*	*Vic.*	*Qld*	*SA*	*WA*	*Tas.*	*NT*	*ACT*	*Ext. Terr.*	*Total*
Number listed(a)	396	188	260	360	219	225	60	27	16	1,751
Category (number of places)										
National parks	67	42	173	155	48	44	19	2	1	551
Other reserves	171	88	46	73	135	74	22	5	7	621
Wilderness areas	22	13	25	22	6	20	5	2	—	115
Marine regions	8	7	18	22	14	20	3	—	3	95
Geological monuments	73	12	26	66	14	32	9	9	2	243
Wetlands	57	26	48	69	47	30	10	1	—	288
Arid regions	7	2	9	85	60	—	17	—	—	180
Alpine regions	1	31	—	—	—	17	—	1	—	50
Endangered species	56	24	23	68	27	55	14	5	3	275
Landscapes	186	44	47	50	36	51	6	3	3	426
Miscellaneous	18	10	6	20	15	3	16	8	—	96

(a) Includes both places on the register and on the interim list. Note that individual sites may be represented in more than one category.
Source: Australian Heritage Commission.

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. 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.

Table 12.3 provides a summary of the types of Aboriginal places listed on the Register of the National Estate. The table reflects the national estate significance of the Aboriginal places in the Register. Most of these places encompass a number of Aboriginal sites. There

are many thousands of sites covering a wide range of site types in the Register. At present there are no Torres Strait Islander places on the Register of the National Estate. Current Heritage Commission priorities are designed to redress this situation.

In 1992, 807 Aboriginal places were listed on the National Estate register. The two major place types protected under the National Estate, namely Aboriginal art sites (194) and Aboriginal place complexes (105) accounted for a total of 37.2 per cent of all places listed on the register.

12.3 ABORIGINAL AND TORRES STRAIT ISLANDER PLACES IN THE REGISTER OF THE NATIONAL ESTATE AS AT JUNE 1992

Types of place	*NSW*	*Vic.*	*Qld*	*SA*	*WA*	*Tas.*	*NT*	*ACT(a)*	*Total*
Aboriginal occupation site	16	8	18	6	9	26	3	2	88
Aboriginal shell midden	10	15	5	14	—	18	—	—	62
Aboriginal fish/eel trap	3	3	6	4	1	—	1	—	18
Aboriginal hunting hides/traps	—	—	3	—	1	—	—	—	3
Aboriginal grinding grooves	6	8	—	2	—	—	—	2	18
Aboriginal quarries	3	7	10	7	3	5	—	1	36
Aboriginal wells	1	3	4	3	—	—	—	—	11
Aboriginal modified trees (scarred and carved)	23	8	2	9	2	—	—	1	45
Aboriginal art sites	64	16	41	26	25	6	14	2	194
Aboriginal stone arrangements	9	4	8	25	3	3	—	1	53
Aboriginal ceremonial sites	5	3	—	10	—	—	—	—	18
Sites of spiritual or mythological significance	21	—	10	9	8	—	33	—	81
Aboriginal burials/cemeteries/graves	11	12	1	2	1	2	1	—	30
Aboriginal historic/contact sites	15	9	6	2	6	1	5	—	44
Aboriginal site complexes	18	4	18	15	15	12	23	—	105
Total of Aboriginal places listed(b)	**205**	**100**	**132**	**134**	**73**	**74**	**80**	**9**	**807**

(a) Australian Capital Territory figures include Jervis Bay. (b) Includes registered places and places on the interim list.
Source: Australian Heritage Commission.

Aboriginal and Torres Strait Islander community and land

Detailed descriptions of activities on the following topics will be found either in *Year Book Australia 1990* or *1991*:

- Aboriginal and Islander community (including the impact of European settlement, a statistical profile of the location of the community throughout Australia as at June 1986, a brief statement on government policies toward the community, and consultative arrangements);
- Aboriginal land (including information on the Aboriginal Land Rights (Northern Territory) Act;
- National parks on Aboriginal land in the Northern Territory; and
- Aboriginal land in the States and the Australian Capital Territory and homeland centres and outstations.

Australian Council of National Trusts

The Australian National Trust movement is the major organisation promoting the conservation of Australia's cultural heritage. The Australian Council of National Trusts serves the national interests of the eight State and Territories Trusts.

Since the inception of the National Trusts in Australia, they have played a leading role in identifying those parts of our natural, Aboriginal and historical environment which are historically, aesthetically or scientifically significant and which are worthy of preservation.

Historic registers established by the Trusts in Australia include buildings, urban areas, landscapes and industrial sites.

The Trusts own a wide variety of properties, including historic buildings, nature reserves,

gardens and two paddle-steamers. All properties are open for the enjoyment of Australians and international visitors alike. The National Trusts are community organisations with membership open to everyone.

12.4 AUSTRALIAN NATIONAL TRUSTS

State/Territory	Number of Trusts members 1991–92	Number of volunteers	Properties classified/listed by National Trusts	
			1991–92	Total
New South Wales	27,000	1,500	—	—
Victoria	23,000	2,000	67	3,704
Queensland	5,890	180	22	1,458
South Australia	6,709	2,000	(a)	(a)
Western Australia	2,500	350	64	1,330
Tasmania	4,000	1,000	6	2,890
Northern Territory	610	110	60	416
Australian Capital Territory	1,207	300	9	250

(a) Function of S.A. State Heritage Branch since January, 1991.
Source: Australian Council of National Trusts.

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.

As a general rule objects of Australian Aboriginal and Torres Strait Islander heritage comprising bark and log coffins, human remains, rock art, and carved trees are not allowed to be sent or taken out of the country.

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

- archaeological and ethnographic objects;
- some 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.

MUSEUMS AND ART MUSEUMS

Museums are defined by the International Council of Museums as 'institutions, generally housed in one or more buildings, primarily engaged in the collection, acquisition, conservation and exhibition of the material evidence of people, their culture and environment, for purpose of education and enjoyment by the general public and/or specialists'.

Museums include art museums and historical theme parks such as Sovereign Hill, but exclude commercial art galleries as they are regarded as being retail outlets for statistical purposes. The major art museums are the Australian National Gallery in Canberra, and the State art museums in each capital city. In addition, there are more than 220 regional, local and private art museums and art spaces located in arts centres, performing arts complexes and tertiary institutions.

During the last quarter of 1991, there were 1,893 museums of all types operating in Australia. Of these 236 were art museums and 115 historical theme parks. The number of museums and art museums is constantly changing as new ones open and others close.

12.5 MUSEUMS BY STATE/TERRITORY 1991

State/Territory	*Number*
New South Wales	418
Victoria	454
Queensland	326
South Australia	252
Western Australia	235
Tasmania	136
Northern Territory	38
Australian Capital Territory	18

Source: Statistical Advisory Group to the Cultural Ministers Council, Survey of Museums and Art Museums.

Attendances

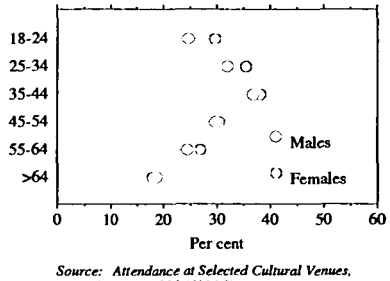
The ABS Survey of Attendance at Selected Cultural Venues, conducted in June 1991, found that 3.6 million people aged 18 years and over had attended a museum at least once in the preceding year, representing a participation rate of 31.8 per cent.

12.6 ATTENDANCE AT MUSEUMS, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	1,215.2	2,620
Victoria	849.1	1,830
Queensland	559.7	1,210
South Australia	374.3	920
Western Australia	376.9	910
Tasmania	117.3	320
Northern Territory	41.6	130
Australian Capital Territory	98.8	310
Australia	**3,632.9**	**8,250**

Source: ABS Survey of Attendance at Selected Cultural Venues, Australia, June 1991.

12.7 PARTICIPATION RATE, MUSEUMS, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

The highest participation rate was that of people aged 35 to 44 years (37.7%) and people aged 25 to 34 years (33.9%). The lowest participation rate recorded was for males and females over 64 years (18.5%).

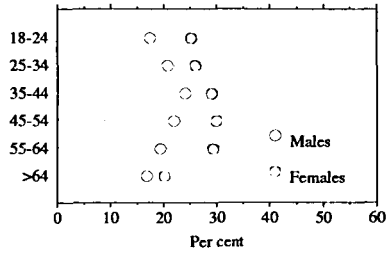
In the 12 months to June 1991, 2.9 million people attended an art museum at least once. This represents a participation rate of 23.9 per cent.

12.8 ATTENDANCE AT ART MUSEUMS, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	891.2	2,830
Victoria	756.3	2,760
Queensland	482.5	1,470
South Australia	249.0	810
Western Australia	304.1	1,030
Tasmania	89.1	330
Northern Territory	31.9	140
Australian Capital Territory	82.7	340
Australia	**2,886.8**	**9,710**

Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

12.9 PARTICIPATION RATE, ART MUSEUMS, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

The greatest number of people attending an art museum at least once during the year were persons aged 35 to 44 which constituted 684,400 persons and represented a participation rate of 26.9 per cent. The participation rate was lowest for males over 64 years (17.1%), followed by males 18 to 24 (17.8%). The participation rate was 16.4 per cent for people with no qualifications, compared with 55.4 per cent for people with Bachelor degrees or higher qualifications.

National Museum of Australia

Over the next nine years, Australia has the opportunity to develop a national museum in Canberra which is due to become fully operational in 2001. Its theme will incorporate the formation of the continent and the evolution of Australia's unique flora and fauna, Aboriginal prehistory, settlement and development since European occupation, and the interaction of Australian people with their environment. During 1990–91, 25,635 people visited the National Museum of Australia's Visitor Centre in Canberra. Of this number, 12,815 people attended the exhibition 'More than Meets the Eye — Reflections on the Aboriginal Arts and Craft Industry' which explores aspects of the marketing of Aboriginal culture. The museum's floating exhibit, the paddle-steamer *Enterprise*, maintains a regular steaming schedule on Lake Burley Griffin, arranged by volunteers. It attracted 9,509 visitors in 1990–91.

Australian National Maritime Museum

The Australian National Maritime Museum, at Darling Harbour, Sydney, was established by the Commonwealth Government to increase knowledge, appreciation and enjoyment of Australia's past and continuing involvement with the sea.

Four galleries house the permanent exhibitions, including the largest, the ANZ Tall Gallery, and the United States of America Gallery which is funded by a $US5 million Bicentennial gift from the USA.

The building also includes a gallery for temporary and visiting exhibitions, a 200-seat theatre, the Cunard Members Lounge, and other tourist facilities.

The Museum presents its exhibitions on six 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.

The Museum's National Maritime Collection comprises more than 12,000 items ranging in size from historic vessels to tunic buttons.

In front of its building the Museum has two 90-metre long finger wharfs to moor a fleet of 15 vessels. A list of these can be found in the 1992 Year Book.

Science and Technology Centres

The National Science and Technology Centre (Questacon), built as part of a joint Australia–Japan project for the 1988 Bicentennial, is located on the foreshores of Lake Burley Griffin in Canberra. It attracts about 500,000 visitors to the centre or its travelling programs each year.

It is an interactive centre for learning about science and technology — a place where the visitor becomes part of the exhibits, where participation is essential to the learning process, and where people, particularly students, are encouraged to think of science and technology as viable careers.

Australian Science and Technology Centres have now been established in Sydney (at the Powerhouse Museum and the Sydney Children's Museum); Newcastle (Supernova at the Newcastle Regional Museum); Wollongong (at the Science Centre of the University of Wollongong); Melbourne (Scienceworks); Brisbane (Sciencecentre); Perth (Scitech Discovery Centre); and Adelaide (The Investigator Science and Technology Centre).

The National Gallery of Australia

On 12 October 1992, the National Gallery of Australia (formerly named the Australian National Gallery) celebrated its 10th birthday since it was opened by Her Royal Highness Queen Elizabeth II on the same day in 1982. Since the commencement of Gallery's Travelling Exhibition Program in 1988 there have been 17 exhibitions installed at 94 locations around Australia (27 in New South Wales, 15 in Victoria, 15 in Queensland, 11 in South Australia, 10 in Western Australia, 8 in Tasmania, 6 in Northern Territory, 1 in the Australian Capital Territory and 1 international in Manila, Philippines). Over 1,250,000 Australians have viewed aspects of their National Collection outside Canberra. The Gallery has an active education department which during 1991–92, provided services to 70,000 students and to 30 per cent of all Gallery visitors.

Other collections

For information about other institutions such as the Australian War Memorial, the Australian National Botanic Garden, and further information on the Australian National Gallery, refer to *Year Book Australia 1991*.

LIBRARIES AND 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.

In 1988 there were some 13,000 libraries in Australia of which an estimated 10,000 were school libraries. These are funded by State Governments and supported by the efforts of parents and school bodies. Around 1,400 (11%) were public libraries. These operate in each State, are funded by local councils with some State assistance, and are accessible to all. In addition, almost 200 libraries were located in higher education institutions. As well, there were 1,300 special libraries located in government departments, commercial enterprises, professional practices, political and religious organisations, trade unions and so on.

Attendances at libraries

In the 12 months to June 1991, 37 per cent of the population aged 18 years and over (4.4 million people) had used a library at least once. This represents a participation rate of 36.7 per cent. There was a significant difference in the use of libraries by women (43%) compared with men (30%).

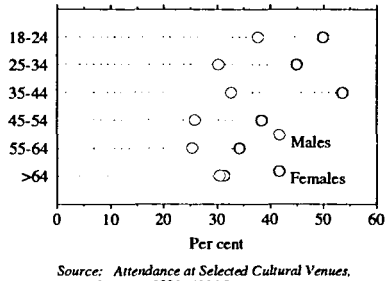
For all categories, females had a higher participation rate than males. Participation rates ranged from 53.4 per cent for females aged 35 to 44 years to 25.0 per cent for males aged 55 to 64 years. People with Bachelor or higher degrees had a higher participation rate (62.8%) than people with no qualifications (30.2%). Estimates of book reading and borrowing activities were contained in *Year Book Australia 1991*.

12.10 ATTENDANCE AT LIBRARIES, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	1,409.1	22,990
Victoria	1,142.5	19,170
Queensland	713.0	11,340
South Australia	423.2	7,240
Western Australia	496.8	7,830
Tasmania	129.9	2,050
Northern Territory	37.7	710
Australian Capital Territory	90.2	1,490
Australia	**4,442.5**	**72,820**

Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

12.11 PARTICIPATION RATES, LIBRARIES, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

National Library of Australia

The National Library, the six State and two Territory library services 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, interlibrary loans and other extension services to other libraries; and research, information, and reference facilities and services to the public.

A detailed description of the National Library and its holdings, the National Bibliographic Control System, the National Bibliographic Database, the Australian Bibliographic network, the Australian Council of Libraries and Information Services, the National Libraries Online Information and Interlibrary Lending Services, and the international and national coordination roles of the National Library can be found in *Year Book Australia 1991*.

Details of National Library holdings are shown below.

12.12 NATIONAL LIBRARY HOLDINGS

	1989	*1990*	*1991*
Collection volumes(a)(million)	4.389	4.534	4.625
Serial titles	197,172	204,279	200,503
Paintings, drawings and prints	39,742	40,125	40,490
Photographs	508,234	511,520	513,649
Manuscripts (in shelf metres)	7,799	8,104	8,560
Music scores	140,922	150,415	153,817
Maps	387,734	400,419	408,375
Films and video cassettes	22,644	23,263	23,966
Aerial photographs	563,843	563,843	563,843
Oral history and folklore tapes (approx.)	44,100	45,565	57,625

(a) Includes microform equivalents.
Source: National Library of Australia.

Other Commonwealth libraries

Other Commonwealth libraries are located in government organisations including the Patent Office, Commonwealth Scientific and Industrial Research Organisation, The Australian War Memorial Research Centre, the Australian Heritage Commission, the Commonwealth Parliament, the Australian Bureau of Statistics and the Antarctic Division. For more detailed information relating to these library services *see Year Book Australia 1991.*

Archives and records

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, there is a growing number of archival bodies, funded by governments and private sources, employing specialist staff to serve the legal, administrative and research needs of individuals and organisations.

While general interest in archives in Australia was aroused following the celebration of the centenary of the colonisation 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 levels.

In 1961 the Archives Division of the Commonwealth National Library was reconstituted as a separate agency known as the Commonwealth Archives Office, which was renamed the Australian Archives in 1974. The *Archives Act 1983* provides 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.

12.13 AUSTRALIAN ARCHIVES: HOLDINGS AND ENQUIRIES

Year	*Total holdings*	*Official reference inquiries*	*Public reference inquiries*
	shelf metres	no.	no.
1989–90	470,180	2,184	18,025
1990–91	479,725	2,248	20,183
1991–92	494,144	2,258	25,799

Source: Australian Archives, Annual Report, 1991–92.

Since 1961, some State and Territory archives have been established 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 custodian of certain official Commonwealth records relating to war or warlike operations. The National Film and Sound Archive collects cultural material relevant to the film and sound media. Other corporate and private records continue to be collected by some State archives offices, libraries and universities.

Many of the 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.

CREATIVE ARTS

Government support

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.

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. There are major performing arts facilities in the following capital cities — Canberra, Sydney, Melbourne, Brisbane, Perth, Adelaide and Darwin. The number of regional art museums and performing arts centres is increasing each year. 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 once again a major contributor, in economic and artistic terms, to Australian cultural life.

The total outlays of the three levels of government are included in tables 12.14 and 12.15. A total of over $1,624 million in current and capital outlays was provided to organisations in the cultural industry in 1990–91.

Table 12.16 shows the average household expenditure on selected culture items.

12.14 TOTAL OUTLAYS ON CULTURE BY COMMONWEALTH, STATE AND LOCAL GOVERNMENTS, 1990–91
($ million)

Purpose	*Commonwealth*	*State*	*Local*	*Total*
Libraries	—	80	254	334
Broadcasting and film production	670	8	—	678
Cultural facilities/services(a)	155	379	78	612
Total	**825**	**467**	**332**	**1,624**

(a) Includes outlays for the creative and performing arts, museums and art galleries.
Source: Unpublished ABS data.

12.15 TOTAL GOVERNMENT OUTLAYS ON CULTURE
($ million)

	1986–87	*1987–88*	*1988–89*	*1989–90*	*1990–91*
Libraries	332	335	329	354	334
Broadcasting and film production	567	59	582	696	678
Cultural facilities/services(a)	601	688	676	560	612
Total	**1,490**	**1,082**	**1,587**	**1,610**	**1,624**

(a) Includes outlays for the creative and performing arts, museums and art galleries.
Source: Unpublished ABS data.

To obtain information on the organisation/individuals engaged in cultural activities and in receipt of subsidies in the form of recurrent or project grants, the Statistical Advisory Group to the Cultural Ministers Council conducted the Subsidised Industry Survey. Results from the survey show that general operating and project grants from Commonwealth and State/Territory arts departments, the Australian Film Commission and the Australia Council were $355.1 million. Table 12.16 shows where these general operating and project grants were geographically directed.

12.16 VALUE OF GRANTS BY STATE OF RESIDENCE OF RECIPIENT, 1990
($ million)

	NSW	Vic.	Qld	SA	WA	Tas.	NT	ACT	Aust.
General operating grants	118.93	67.45	55.62	33.52	8.48	12.88	0.30	2.89	300.07
Project grants	20.77	15.83	4.60	2.73	6.21	1.61	1.73	1.54	55.02
Total	**139.70**	**83.28**	**60.22**	**36.25**	**14.69**	**14.49**	**2.04**	**4.43**	**355.10**

Source: Statistical Advisory Group, Cultural Ministers Council: Subsidised Industry Survey.

Household expenditure on culture

Table 12.17 shows the average household expenditure on selected items of culture in 1988–89.

12.17 AVERAGE HOUSEHOLD EXPENDITURE ON CULTURE, SELECTED ITEMS, 1988–89
($)

Expenditure item	Weekly	Annual
Pre-recorded video cassettes and discs	0.14	7.28
Records (audio)	0.62	32.24
Audio cassettes and tapes	0.59	30.68
Books	2.50	130.00
Musical instruments and accessories(a)	0.49	25.48
Cinema admission charges	0.71	36.92
Live theatre admission charges	0.92	47.84
National park and zoo fees	0.08	4.16
Art gallery and museum fees	0.05	2.60
Cultural and other non-sporting lessons	0.73	37.96
Total average household expenditure	**6.83**	**355.20**

(a) Relative standard error is greater than 25 per cent.
Source: 1988–89 Household Expenditure Survey, Australia: Detailed Expenditure Items (6535.0).

Cultural Ministers Council

The Cultural Ministers Council was established in 1984 to provide a forum for the exchange of views on issues affecting cultural activities in Australia. It currently comprises Australian Commonwealth, State and Territory, and New Zealand Government Ministers responsible for arts and cultural heritage. The corresponding Minister from Papua New Guinea participates with observer status.

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.

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.

The Statistical Advisory Group (SAG) advises the Council on the information needs of the Australian cultural industry. Since 1991, SAG has concentrated on refining user requirements for cultural statistics and educating all levels of the cultural industry about the value and use of statistics.

In 1991, it was agreed to form a National Culture/Leisure Statistical Unit within the ABS.

The role of the NCLSU is to:

- develop the statistical Advisory Group's statistical framework for culture/leisure statistics;
- coordinate statistical activity and draw together results of culture/leisure statistical work for use in policy development and planning; and
- participate in investigations, development and conduct of new and existing collections in accordance with the framework.

The unit is located in the Adelaide office of the ABS.

The Heritage Collections Working Group was formed by the Council in 1990 to advise on ways of improving access to and preservation of, heritage collections in Australia. The Working Group has gathered information on the nature and extent of collections in Australia and their state of preservation and is now preparing national strategies to improve access to heritage collections for consideration by the Council in 1993.

Australia Council

The Australia Council is the Commonwealth Government's arts funding and advisory body. 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 foster a strong artistic life throughout the nation by promoting excellence in and development of the arts. It also actively encourages involvement in the arts by all Australians and nurtures a culturally diverse national identity. The Australia Council comprises 14 members.

Two important principles guide the work of Council. It operates at arms length from government which ensures that decision making on specific grants is made independently of the political process. It also operates under the principle of peer review by which decisions on policy, priorities and grant selections are made by professional peers of the applicants. In 1991–92, the Council received 5,377 applications and made 2,095 grants of which 576 were to individuals and 1,519 to organisations. The Council is divided into five Boards — Aboriginal Arts, Community Cultural Development, Literature, Performing Arts and Visual Arts/Crafts. Their roles are to implement policy, devise support programs, monitor grants and advise the Council on broader issues of arts policies and needs. A brief description of their functions is contained in the 1992 Year Book.

12.18 ALLOCATION OF AUSTRALIA COUNCIL FUNDS
($'000)

	1990–91	*1991–92*
Arts support grants		
Aboriginal arts	3,325	4,071
Community cultural development	5,174	5,370
Literature	4,518	4,361
Performing arts	28,075	28,222
Visual arts/craft	6,636	7,210
Council programs & special projects	2,071	1,936
Australian artists creative fellowships	783	1,117
Total	*50,582*	*52,287*
Administration	8,742	8,674
Total operating expenses	**59,324**	**60,961**
Parliamentary appropriation	58,128	60,142

Source: Australia Council.

Another unit within the Australia Council, Strategic Development, monitors trends in the arts industry, advises Council on future planning and supports initiatives to develop the arts industry nationally. The Unit also manages the Australian Artists Creative Fellowships Scheme, which is administered by the Australia Council on behalf of the Federal Government. The Stategic Development Unit of the Australia Council conducts an annual

survey of museums and art museums with paid staff. In 1990–91, 202 museums and art museums in the survey recorded attendances of 14.5 million. They employed the equivalent of 3,881 full-time staff and had a combined operating expenditure of $254 million.

Art Exhibitions Australia Limited

Art Exhibitions Australia Limited (AEAL), previously International Cultural Corporation of Australia Limited (ICCA), was established by the Commonwealth Government in 1980 as a non-profit public company to arrange and manage cultural exhibitions and events.

The company is self-supporting and has attracted a total of $15 million of sponsorship support from 72 companies in the corporate sector and 16 public sector authorities, over $24 million in total from admissions to exhibitions, more than $14 million from merchandising, and over $4 million from investments and grants.

The company works closely with the Department of the Arts, Sport, the Environment and Territories (which is the manager of the Government's indemnity scheme), 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 AEAL has managed 40 exhibitions. Total audiences have exceeded 7 million. Exhibitions managed by AEAL 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, The Age of Sultan Suleyman The Magnificent from Turkey, Flowers and Nature: Brueghel to Van Gogh from the Netherlands, the Secret Treasures of Russia, Golden Summers and The Great Australian Art Exhibition (the latter two from Australia).

Commonwealth schemes in support of the arts

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 1990–91 the Government provided $3.32 million for payments and administration. The Scheme's 1990–91 payments to eligible claimants totalled $3.03 million. Payments to authors and publishers are based on annual sample surveys of book stocks of public lending libraries throughout Australia.

For details of other Commonwealth support schemes for the Arts, namely, Artbank, Historic Memorials Committee, Taxation Incentives and Commonwealth Indemnification of Exhibitions *see Year Book Australia 1991.*

Other arts organisations

The Arts Council of Australia is a national federation of community 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.

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.

The Australian Elizabethan Theatre Trust was originally formed in 1954 to present drama, opera, ballet and puppetry throughout Australia. The Trust's revenue is obtained from its membership subscriptions, a theatre ticketing service and an industry superannuation scheme.

Between 28 March 1991 and 3 August 1992 the Trust was placed in provisional liquidation at the request of the directors. Since the 3 August 1992, the Trust has continued under a scheme of Agreement, unanimously agreed to by the Trust's creditors.

Festivals

Festivals devoted solely or partly to the arts now total about 300 a year. Amongst the biggest are Adelaide's biennial and Perth and Sydney'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.

MUSIC

Attendances at performances

Attendance at music performances is a significant aspect of the cultural life of Australians. Tables 12.19 and 12.21 show that in the 12 months to June 1991, 3.5 million people aged 18 years and over, attended at least one popular music concert; and 986,000 attended at least one classical music concert.

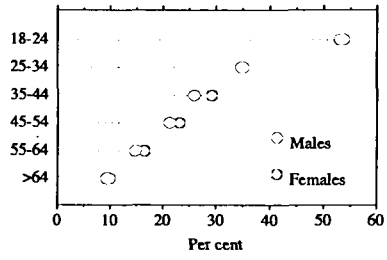
The total participation rate at popular music concerts was 28.6 per cent. There was a large difference in participation rates across all ages. The highest was for 18 to 24 year olds (53.6% of all people aged 18 to 24) and the lowest was 9.7 per cent for people aged 65 years and over. There was little difference in attendance levels between males and females for all age groups.

12.19 ATTENDANCE AT POPULAR MUSIC CONCERTS, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	1,166.2	4,860
Victoria	869.7	3,370
Queensland	604.5	2,100
South Australia	279.6	1,060
Western Australia	331.9	1,440
Tasmania	99.1	380
Northern Territory	31.6	130
Australian Capital Territory	73.9	270
Australia	**3,456.4**	**13,610**

Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

12.20 PARTICIPATION RATES, POPULAR MUSIC CONCERTS, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

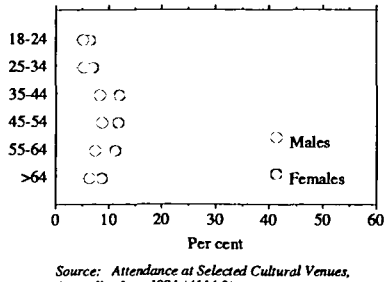
The total participation rate for classical music concerts was 8.2 per cent. The largest user groups were the 35 to 44 and 45 to 54 age groups (both 10.2%).

12.21 ATTENDANCE AT CLASSICAL MUSIC CONCERTS, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	342.3	1,100
Victoria	243.8	750
Queensland	142.4	430
South Australia	86.2	230
Western Australia	97.7	330
Tasmania	32.2	120
Northern Territory	7.7	30
Australian Capital Territory	33.6	120
Australia	**985.9**	**3,110**

Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

12.22 PARTICIPATION RATES, CLASSICAL MUSIC CONCERTS, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

Music organisations

Musica Viva is Australia's national chamber music entrepreneur. A non-profit company founded in 1945 with headquarters in Sydney, Musica Viva has a Board drawn from all over Australia, a State committee structure and branch offices in all capital cities.

Musica Viva derives income from ticket sales, mainly through subscriptions from corporate sponsorship and individual donations as well as receiving subsidies from the Performing Arts Board of the Australia Council and several State Governments.

As well as its international subscription series in Brisbane, Newcastle, Sydney, Canberra, Melbourne, Hobart, Adelaide and Perth, Musica Viva also conducts an extensive country touring program. In addition, Musica Viva operates an extensive Schools' Performance program in New South Wales, Victoria, Tasmania and Western Australia. It commissions new music from Australian composers and manages tours by Australian artists overseas, often in association with the Department of Foreign Affairs and Trade.

12.23 MUSICA VIVA AUDIENCES, 1991

	NSW	*Vic.*	*Qld*	*SA*	*WA*	*Tas.*	*NT*	*ACT*	*Total*
Regional touring	16,969	4,228	3,529	284	—	799	—	—	25,809
Education	205,357	—	—	—	13,537	—	—	—	218,894
Subscriptions and special events	39,016	27,926	9,366	10,368	11,509	2,381	—	11,326	111,892
Overseas	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	87,200

Source: Musica Viva, Annual Report, 1991.

The Australian Folk Trust Inc. was formed in response to the need for a national coordinating body for folk arts and folk life heritage. The Trust receives funds from the Australia Council and AFT members, as well as donations from individuals supporting Australia's folk heritage. Its aims are to assist with community development in all aspects of traditional and contemporary folklore/folk life, including music, song, dances, craft, lore, verse, customs, beliefs and traditional lifestyles, speech, games, food practices; to promote, maintain and preserve all facets of folklore/folk life; and to coordinate these activities on a national basis.

THE PERFORMING ARTS

The performing arts sector includes all forms of theatre, dance, opera and music theatre, variety and cabaret. The ABS Survey of Attendance at Selected Cultural Venues showed that in the 12 months to June 1991, 1.3 million people aged 18 years and over attended at least one dance performance; 2.2 million attended at least one performance of theatre; and 2.4 million attended at least one performance of musical theatre (includes opera).

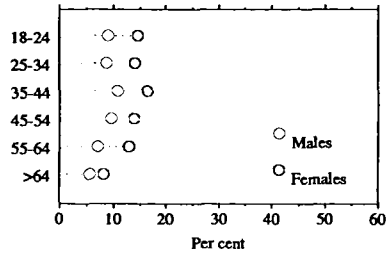
The total participation rate for dance performance was 11.2 per cent. The largest group attending this venue were people aged 35 to 44 years. An estimated 346,400 people in this age group attended which represents a participation rate of 13.6 per cent. Participation rates were greater for females than males (13.5% and 8.7% respectively). These sex differences in attendance levels were consistent for all age groups.

12.24 ATTENDANCE AT DANCE PERFORMANCES, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	443.7	1,200
Victoria	349.3	930
Queensland	227.9	580
South Australia	108.0	250
Western Australia	131.7	300
Tasmania	30.4	70
Northern Territory	15.8	40
Australian Capital Territory	42.6	90
Australia	**1,349.4**	**3,460**

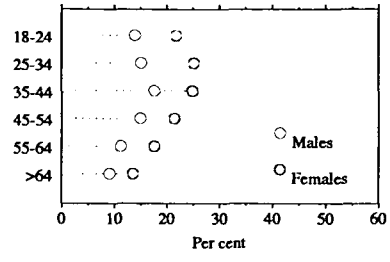
Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

12.25 PARTICIPATION RATES, DANCE PERFORMANCES, BY AGE GROUP AND SEX 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

12.27 PARTICIPATION RATES, THEATRE, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

Theatre performances include performances before a live audience of a play or drama, a play reading, a poetry reading, a puppet show or children's theatre. While the highest participation rate was for people aged 35 to 44 years (21.2%), the highest attendance level was for those aged 25 to 34 (545,800 persons). The total participation rate for theatre performances was 17.8 per cent. Female participation rates were higher than males, 21.3 per cent and 14.2 per cent, respectively.

12.26 ATTENDANCE AT THEATRE, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	710.1	2,040
Victoria	548.9	1,530
Queensland	353.0	880
South Australia	186.6	470
Western Australia	225.3	550
Tasmania	54.4	130
Northern Territory	18.4	50
Australian Capital Territory	54.6	140
Australia	**2,151.3**	**5,790**

Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

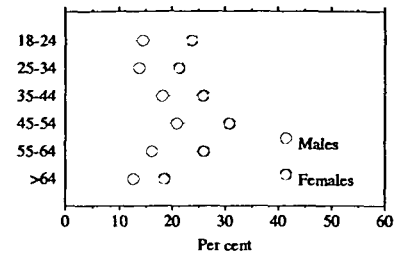
The total participation rate for musical theatre performance was 20.1 per cent. The greatest number of people attending this venue were aged 35 to 44 years (560,400 persons). The highest participation rate was 25.6 per cent for people aged 45 to 54 years, in particular females (30.8%). Age specific participation rates ranged between 5.9 and 10.0 percentage points higher for females than males.

12.28 ATTENDANCE AT MUSICAL THEATRE, 1990–91 ('000)

State/Territory	*Attendees*	*Total visits*
New South Wales	817.4	1,920
Victoria	671.8	1,470
Queensland	417.9	910
South Australia	230.0	460
Western Australia	190.8	340
Tasmania	46.0	80
Northern Territory	11.8	30
Australian Capital Territory	41.7	70
Australia	**2,427.4**	**5,280**

Source: ABS Survey of Attendance at Selected Cultural Venues, June 1991.

12.29 PARTICIPATION RATES, MUSICAL THEATRE, BY AGE GROUP AND SEX, 1990–91



Source: Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0).

The Australian Ballet

The Australian Ballet was established in 1961 as the nation's classical ballet company. The company now performs in Australian capital cities every year and regularly tours overseas. The Australian Ballet has an international reputation as one of the top ballet companies in the world. It is based at The Australian Ballet Centre, South Melbourne, in the Arts City precinct, has an office in Sydney and representatives in London and New York.

12.30 THE AUSTRALIAN BALLET: PERFORMANCE AND EMPLOYMENT

	1987	*1988*	*1989*	*1990*	*1991*	*1992*
	PERFORMANCES					
Theatres in Australia						
New South Wales	81	80	87	84	82	80
Victoria	70	58	60	61	64	60
Queensland	—	10	—	10	12	—
South Australia	12	—	12	7	10	10
Western Australia	—	—	7	—	—	9
Australian Capital Territory	—	6	6	—	6	—
Other venues in Australia						
Myer Music Bowl, Melbourne	—	1	1	1	—	—
ABC TV–FM simulcasts	—	1	2	1	—	—
Performances overseas	20	37	14	22	—	27
Total performances	**183**	**192**	**188**	**187**	**175**	**186**
	EMPLOYMENT					
Dancers	54	60	60	60	60	64
Staff						
Artistic	6	6	8	7	8	8
Music	4	5	4	5	4	4
Production & theatre	32	30	29	27	29	30
Marketing & publicity	9	10	15	11	11	13
Administration & finance	19	21	20	21	20	21
Total employment	**124**	**132**	**136**	**131**	**132**	**140**

Source: The Australian Ballet.

The Australian Opera

The Australian Opera is the largest performing arts organisation in Australia, employing more than 200 permanent staff including 30 principal artists and a chorus of 50. In addition it employs more than 500 casuals each year, including celebrated international singers. In 1991, it gave 218 performances of 17 operas in Sydney, Melbourne and Perth. Performance numbers were affected by the closure for renovation of the Sydney Opera House for part of the year. In addition to these main stage performances, the Australian Opera gave its annual Opera in the Park and collaborated

with the ABC on three television and FM radio simulcasts.

In 1991, the Australian Opera paid $18 million in salaries and wages. Total revenue amounted to $29 million. A large portion of its total revenue (62.4%) came from box office and associated income. Of the remainder, 27.5 per cent was accounted for by government funding and 10.1 per cent by corporate and individual contributions. The following table shows salaries and wages, performance details and funding sources for the past four years.

12.31 THE AUSTRALIAN OPERA: PERFORMANCES, ATTENDANCES AND SOURCES OF INCOME

	1988	*1989*	*1990*	*1991*
Salaries and wages ($ million)	12	12	14	18
Performances	232	233	236	218
Attendances	274,782	296,477	307,656	292,486
Box office, donations and other income ($ million)	9	18	20	21
Government grants ($ million)	7	6	8	8

Source: The Australian Opera.

ARTS AND CRAFTS — PARTICIPATION AND PURCHASING

A survey of participation in arts and crafts and the purchasing of arts and crafts products was conducted throughout Western Australia in October 1990 by the Australian Bureau of Statistics. The results of the survey, summarised below, provide an indication of participation in these activities by the Australian population as a whole.

Participation

In the period April to October 1990, over 38 per cent of adults 15 years and over in Western Australia participated in art/craft as a leisure activity. A further 15 per cent of adults had not participated during the eligible period but were interested in participating. The most popular type of art/craft was handicrafts (52%). Next most popular were photography (20%), music making (19%), and drawing/painting and sculpting (16%) (table 12.32).

Purchasing

As at October 1990, over 57 per cent of households in Western Australia had purchased a finished art/craft product within the previous six month period. The proportion of households that had made purchases of art/craft products was similar within the metropolitan areas of the State.

Table 12.33 indicates that the majority of households had purchased record/tape/compact discs (69%) or books (67%) during the period April to October 1990. The remaining categories of art/craft were purchased by only a minority of households (11% to 18%). The pattern of types of art/craft purchases was very similar for all categories of gross annual household income except that handmade pottery was purchased more frequently by households with an income of more than $50,000.

With the exception of paintings/prints the most common amount expended on art/craft purchases by a household was less than $50.

12.32 PERSONS PARTICIPATING IN ART/CRAFT ACTIVITY, WESTERN AUSTRALIA OCTOBER 1990

Type of activity	*Males*	*Females*	*Total*	*Per cent of total*
	no.	no.	no.	
Handicrafts	28,287	220,194	248,481	52.4
Drawing/painting/sculpting	30,140	44,725	74,865	15.8
Music making	45,321	42,829	88,149	18.6
Writing	16,248	25,154	41,401	8.7
Photography	52,349	41,110	93,459	19.7
Other art or craft	17,465	31,044	48,509	10.2
Total	**160,768**	**313,299**	**474,068**	**100.0**

Note: The totals may not equal the sum of their respective component items as a person may have participated in more than one art activity.

Source: Arts and Crafts: Purchasing and Participation, Western Australia (4111.5).

12.33 ART/CRAFT PURCHASES BY HOUSEHOLDS, WESTERN AUSTRALIA OCTOBER 1990

Types of art purchases	*Number*	*Per cent*
Record/tape/compact disc	229,390	68.7
Books (excluding text books)	223,890	67.1
Handmade pottery	61,675	18.5
Painting/print	45,613	13.7
Handmade jewellery	37,803	11.3
Other art/craft product	38,557	11.5
Total	**333,859**	**100.0**

Note: The totals do not equal the sum of their respective component items as a household may have purchased an item from more than one category.

Source: Arts and Crafts: Purchasing and Participation, Western Australia (4111.5).

FILM AND TELEVISION

The total value of audio-visual production increased from $1.245 billion in 1988–89 to $1.385 billion in 1989–90 but declined to $1.294 billion in 1990–91.

12.34 VALUE OF AUDIO-VISUAL PRODUCTION BY CATEGORY 1988–89 TO 1990–91 ($ million)

Category	*1988–89*	*1989–90*	*1990–91*
Feature films	85	211	133
TV drama(a)	186	169	167
TV stations	610	614	620
Commercials	280	280	280
Corporate video	70	80	65
Documentaries	11	26	24
Music video	4	5	4

(a) Produced by independent production companies.

Source: Australian Film Commission.

Commercial and national television stations produce a large volume of programming, including news and current affairs, information and 'talk' programs, sports coverage and some arts, light entertainment and children's programming. The value of television station production grew marginally in the survey period — from $610 million in 1988–89 to $620 million in 1990–91 — although this represents a decline in real terms and reflects the commercial television stations' efforts to reduce operating costs.

Commonwealth funding

The Commonwealth Government provides indirect and direct support to the Australian film and television production industry.

Taxation incentives for films scheme.

The scheme, which is embodied in Division 10 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 and Territories.

Qualifying Australian films are feature films (including animated) 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.

The following films are not eligible:

- an advertising program or commercial;
- a discussion, quiz, panel or variety program or a program of a similar nature;
- a film of a public event;
- a film forming part of a drama program series that is, or is intended to be of a continuing nature; or
- a training film.

Direct Commonwealth funding. The following funds were allocated to film-related organisations in 1991–92:

- Australian Film Finance Corporation — $62 million;
- Australian Film Commission — $16,073,000. In addition, $3,175,000 was expected from self-generated funds, giving a level of activity of $19,248,000;
- Australian Film, Television and Radio School — $10,695,000. In addition, $1,406,000 in self-generated income, together with sponsorship funds, provided a total activity level of $12,101,000; and
- Australian Children's Television Foundation — $1,201,000.

Australian Film Finance Corporation Pty Ltd

The Government established the Australian Film Finance Corporation (FFC) as an incorporated company in 1988. The Corporation invests in feature films, documentaries and television dramas, including mini-series and telemovies. Special attention is given to children's television.

From the commencement of its operations until 30 June 1992, the FFC received 415 applications for funding of which 222 were approved by its Board and 197 were ultimately contracted. These productions consisted of 47 feature films, 44 television dramas and children's series, 90 documentaries and 16 co-productions.

At 30 June 1992, the FFC had invested in 197 projects and committed $275.8 million to productions triggering an Australian film production slate worth $545.32 million (including investment from the private sector and other government funding bodies). The FFC's commitment to production in 1991–92 was $75.65 million for 55 projects, which will generate almost $130.54 million worth of production. In addition, the FFC has committed $46.75 million in print, advertising and production loans and distribution advances.

Australian Film Commission

The Australian Film Commission is a statutory authority established in 1975. It is the primary development agency for film and television in Australia. Its stated objectives are 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. Over half the organisation's budget is invested in the production of innovative film and television projects.

12.35 AUSTRALIAN FILM INDUSTRY: NUMBER AND VALUE OF AUSTRALIAN TITLES

	1988–89		*1989–90*		*1990–91*	
Type of film	*Number*	*$ million*	*Number*	*$ million*	*Number*	*$ million*
Features	21	47.1	33	136.8	26	113.2
Telemovies	9	5.8	16	2.7	2	1.0
Mini-series	17	68.8	16	64.7	14	62.4
Total	**47**	**121.7**	**65**	**204.2**	**42**	**176.5**

Source: Australian Film Commission.

12.36 CINEMA SCREENS, ADMISSIONS, AND BOX OFFICE RECEIPTS(a)

	1988	*1989*	*1990*	*1991*
Number of cinema screens (incl. drive-ins)	712	772	851	885
Admissions ('000)	37,366	36,631	40,912	45,240
Gross box office receipts(b)($m)	223.8	241.7	270.2	314.4

(a) Statistics cover all feature films exhibited irrespective of the country of origin. (b) Estimated gross box office for feature films exhibited in Australia.

Source: Motion Picture Distributors Association of Australia.

Film Australia Pty Ltd

Film Australia is a fully government owned film and television production house which was incorporated in 1988. It is a proprietary limited company, fully government owned but autonomous in its business and creative decisions. Its board of directors is drawn from the world of arts and business. Film Australia is the largest non-broadcast production house in the country with a 7,000 square metre studio complex in Sydney. It is a company committed to meeting the changing needs of markets both internationally and at home without losing its courage to experiment with ideas and formats that may not yet be commercially viable.

Film Australia has built an enviable reputation both nationally and internationally for its documentaries, drama, children's programs and feature films taking the Australian 'message' to television screens and cinemas in over 100 countries.

The mainstay of Film Australia's work is the National Interest Program in which 20 programs are made each year that deal with matters of national interest to Australia. This renewable three-year contract with the Federal Government is presently worth $18 million. Film Australia's catalogue of 2,000 titles has won it more than 500 awards worldwide. Every year Film Australia is invited to screen in major film festivals throughout the world. In 1991 44 of its programs screened in 60 international film festivals.

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 1991–92, $1,201 million was provided by the Commonwealth with $733,455 from the other participating governments on a pro rata basis.

Film and videotape censorship

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

Under the Customs (Cinematograph Films) Regulations, the Board examines imported films and videotapes to determine whether or not 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 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.

In 1991–92, 998 feature films were examined. Of the 998 features, 76 were classified For General Exhibition ('G'), 163 Parental Guidance ('PG'), 293 For Mature Audiences ('M') and

53 For Restricted Exhibition ('R'). Another 403 films were registered subject to special conditions. 10 feature films were refused registration. There were six appeals, of which four were dismissed. Permission to import for use at approved events including film festivals, was granted to 525 films.

12.37 FEATURE FILMS CLASSIFIED BY THE FILM CENSORSHIP BOARD, 1989–90 TO 1991–92

Classification	*1989–90*	*1990–91*	*1991–92*
G	33	107	76
PG	128	142	163
M	282	304	293
R	47	63	53
Special conditions	109	220	403
Refused	4	2	10
Total	**603**	**838**	**998**

Source: Film Censorship Board.

The principal countries of origin were the United States of America (267 films), Hong Kong (105 films), Australia (34 films), the United Kingdom (29 films), France (14 films), the USSR (11 films), India (11 films), and Japan (10 films).

The Board also examines videotapes for sale or hire. In the videotape area there is an 'X' classification which applies to videotapes containing non-violent explicit sexual material. However the 'X' classification only applies in the Australian Capital Territory and Northern Territory. 'X' rated films are not permitted to be sold or rented elsewhere in Australia. Details of the videotapes classified by the Board over the last three years are set out in the table below.

12.38 VIDEOTAPES FOR SALE/HIRE CLASSIFIED BY THE FILM CENSORSHIP BOARD, 1989–90 TO 1991–92

Classification	*1989–90*	*1990–91*	*1991–92*
G	1,109	1,410	1,472
PG	519	561	490
M	689	715	632
R	204	234	282
X	657	616	678
Refused	43	68	118
Total	**3,221**	**3,604**	**3,672**

Source: Film Censorship Board.

PROFESSIONAL TRAINING IN THE ARTS

Professional training in the arts in Australia covers a broad range of resources. Training is available through formal courses in TAFEs, universities and private institutions. 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, media and entertainment industries. 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, media and entertainment industries.

Arts Training Australia represents a wide range of national employer organisations, unions and professional associations active in the industries. 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, museums and libraries. 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 industries' training requirements, as well as participating in wide-ranging debates on industry training matters.

Australian Film, Television and Radio School

The Australian Film, Television and Radio School is the national training centre for the film and broadcasting industries. The School was established in 1973 as an Australian Government statutory authority as part of the

Federal Government's strategy to expand training in the arts.

The School offers full-time training in film and video directing, producing, screenwriting, cinematography, editing, sound and production design, and in commercial radio production. It provides advanced education and training for industry professionals across the country through short and part-time courses. Postgraduate media courses and a selection of overseas training in the Asian–Pacific region are also carried out. 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 video resource material.

National Institute of Dramatic Art

NIDA is Australia's national training school for young people who wish to enter the profession of theatre, film or television as actors, directors, designers, stage managers, theatre crafts technicians, production managers or teachers of voice and movement. 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 employs a staff of 30 full- and part-time teachers and in 1991 had 137 students.

12.39 NATIONAL INSTITUTE OF DRAMATIC ART, COURSES AND STUDENTS 1991

Course	*Males*	*Females*	*Persons*
Acting	37	28	65
Technical production	11	22	33
Design	8	11	19
Directors	4	2	6
Theatre crafts	1	5	6
Production management	—	1	1
Voice studies	1	3	4
Movement studies	1	2	3
Total	**63**	**74**	**137**

Source: National Institute of Dramatic Art, Annual Report, 1991.

The NIDA Open Program was established in 1990 to provide access to the expertise and facilities at NIDA through short courses for those interested in developing skills in the performing arts. Courses are offered for young people, school groups, teachers, overseas students, corporate professionals, and members of the community throughout Australia. Approximately 4,000 people will participate in Open Program courses in 1992.

The Australian Ballet School

Created in 1964, the aim of the Australian Ballet School is to provide full-time training to the highest standard for young Australian dancers seeking a career in the classical dance profession. Approximately 90 per cent of the Australian Ballet are graduates of the school which employs the Vaganova Syllabus of Classical Ballet as the backbone of its training and teaching. Through its three year course, the Australian Ballet School is essentially a 'finishing school' for highly trained students. Graduate year students of the school gain professional experience through the Dancers Company which was formed in 1980.

SOCIO–CULTURAL ACTIVITIES

Often people engage in activities for reasons other than prestige or economic reward which reveal something of themselves and their beliefs. These activities make up the cultural dimension of social practice which is best described as those activities 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 the values people hold. They anchor institutional forms of culture within society, and provide a bridge to mutual understanding across culturally diverse groups.

Language, religious practice, and traditions, are all examples of cultural activity embedded in community life. They can be seen as mechanisms for cultural maintenance, or as adaptations by individuals and by groups to social change.

Aboriginal and Torres Strait Islander cultural activity

The Australia Council's annual support budget for the Aboriginal and Torres Strait Islander arts was about $3.7 million in 1990–91.

Support in this area is administered by the Council's Aboriginal Arts Committee and specialist Aboriginal and Torres Strait Islander artform advisory committees. Complementary support is provided to Aboriginal and Torres Strait Islander arts and cultural activities under the Aboriginal and Torres Strait Islander Commission's (ATSIC) Arts and Culture sub-program.

In 1990–91, Aboriginal and Torres Strait Islander people participated in a number of overseas projects. These included the participation of Aboriginal artists in a major presentation for the Cultural Capital of Europe celebrations in Glasgow, performances by a Mornington Island dance group at the Los Angeles Festival, and a tour by Bangarra Dance Theatre to Indonesia. A musical ensemble from the Centre for Aboriginal Studies in Music, Adelaide, conducted a performance tour of Japan and popular Aboriginal band Yothu Yindi performed at the New Music Seminar in New York.

Aboriginal and Torres Strait Islander community broadcasting

The Broadcasting for Remote Aboriginal Communities Scheme (BRACS), provides the basis for Aboriginal and Torres Strait Islander people in remote locations to have access to and control of local television and radio services in their own communities. BRACS provides the facilities for communities to participate in the production and delivery of a broad range of essential information in forms and languages which are culturally appropriate. In doing so, it enables the use of radio and television for promotion and preservation of local languages, culture and lifestyle.

Over 30 indigenous groups are producing programming for public radio. During 1990–91, over 14,000 hours of indigenous radio programming was broadcast throughout Australia. The number of hours of Aboriginal and Torres Strait Islander programming on public radio has increased from 59 hours per week in 1984 to over 200 hours in 1990–91. Radio 8KIN in Alice Springs, at present the only licensed Aboriginal public broadcasting service in Australia, broadcast for approximately 110 hours a week in 1990–91. The 8KIN network operates via satellite translators to 14 Aboriginal communities and smaller urban centres. The service is also received by 40 BRACS communities within the Remote Commercial Television and Radio Services Central Zone footprint and has a potential listening audience of over 100,000 people, both Aboriginal and non-Aboriginal.

In addition, the ABC, through its Remote Area Broadcasting Office, has been involved in the provision of resources and training for Aboriginal and Torres Strait Islander community broadcasters and subsequent purchase of programs produced by them for broadcast on the ABC.

Multiculturalism

Today, Australia's population enjoys a greater diversity of origin than ever before. The 1986 Census revealed that 21 per cent of Australians had been born overseas, a higher proportion than that recorded by any census since the turn of the century. Not only were migrants more prevalent, but the range of countries from which they came was considerably greater, and many of Australia's more traditional migrant groups (that is, Europeans) became less predominant. Migrants born in the UK or Ireland, although comprising one-third of all overseas born people, formed only seven per cent of the total population, the lowest proportion recorded by a census for 25 years. Migrants born in mainland Europe also comprised seven per cent of the total population, the smallest proportion recorded since the 1954 Census.

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. 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.

For a description of the Office of Multicultural Affairs *see Year Book Australia 1991.*

Languages

Details of the languages spoken in Australia, obtained from the 1986 Population Census, are contained in *Year Book Australia 1990*, pages 365–366.

National policy on languages. English is the national language. At the same time, Australia's cultural vitality is also a product of other languages spoken in the community. These include the indigenous languages of the Aboriginal and Torres Strait Islander citizens, as well as European and Asian languages.

The goals of the national policy on languages encompass proficiency in spoken and written English for all Australians, the learning of languages other than English, and the maintenance, and, where appropriate, recording of Aboriginal and Torres Strait Islander languages as well as addressing the needs of children and adults, of those in work, of those unemployed or not in the labour force, and of Australians from different ethnic backgrounds.

The Federal Government proposes to spend more than $360 million in 1992–93 alone to implement the policies and strategies designed to achieve the goals of the policy.

English as a Second Language in schools (ESL). The ESL program aims to improve the educational participation and outcomes for English as a Second Language (ESL) students by:

- developing their English language competence; and
- facilitating their participation in mainstream education activities.

The school ESL Program comprises two elements: New Arrivals and General Support. In 1992, the New Arrivals element provided $2,504 per student ($2,446 in 1991) for up to 12 months of intensive English tuition for eligible students newly arrived in Australia. In 1992 the General Support element provided $49.4 million ($48.3 million in 1991) to assist schools to provide additional English tuition to, and adapt existing teaching practices for, ESL students (including those born in Australia) who have reached a sufficient level of English competence to participate in mainstream classes.

The provisions of the New Arrivals element were extended in 1990 to cover students enrolling in the first formal year of primary school who had arrived in Australia up to eighteen months previously (as compared with the six months which applied in earlier years). This change was introduced to take account of the limited exposure to English of many preschool-age children arriving in Australia.

Community Languages Program (formerly Ethnic Schools Program). The Community Languages Program replaced the Ethnic Schools Program in 1992. It is intended to assist students of non-English speaking background (including Aboriginal and Torres Strait Islander students) to maintain their respective languages and cultures and to increase awareness among all students of the different community languages and cultures within Australian society. In 1992, $9.4 million was provided for this purpose.

Adult education

There are many adult education courses which fulfil the cultural, recreational and social needs of the community — *see* the chapter on Education. *See* also the Workplace Literacy Program in the chapter on Labour.

Religious affiliation

In every national census taken in Australia, a voluntary question on religious affiliation has been asked. Until the 1933 Census the voluntary nature of the question was not referred to on the Census form however instructions for writing 'object to state' were given. Since 1933, the voluntary nature of the religion question has been specifically stated. In 1971, the instruction 'if no religion, write none' was introduced.

The following table provides a summary of the major religious affiliations at each Census since 1911. At the 1986 Census, 73 per cent of the population stated a Christian religion compared with 95.9 per cent in 1911.

In 1947, 39.0 per cent of the population stated an Anglican religion. This proportion has since steadily declined to reach its lowest recorded figure at the 1986 Census (23.9%).

12.40 MAJOR RELIGIOUS AFFILIATIONS, CENSUS YEARS

Census year	Anglican	Catholic	Other Christian	Total Christian	Non-Christian	No religion	Religion not stated	Other(a)	Total
								%	'000
1911	38.4	22.4	35.1	95.9	0.8	0.4	(b)2.7	0.2	4,455.0
1921	43.7	21.7	31.6	96.9	0.7	0.5	(b)1.7	0.2	5,435.7
1933	38.7	19.6	28.1	86.4	0.4	0.2	12.8	0.1	6,629.8
1947	39.0	20.9	28.1	88.0	0.5	0.3	10.9	0.2	7,579.4
1954	37.9	22.9	28.5	89.4	0.6	0.3	9.5	0.2	8,986.5
1961	34.9	24.9	28.4	88.3	0.7	0.4	10.5	0.2	10,508.2
1966	33.5	26.2	28.5	88.2	0.7	0.8	10.0	0.3	11,599.5
1971	31.0	27.0	28.2	86.2	0.8	6.7	6.0	0.2	12,755.6
1976	27.7	25.7	25.2	78.6	1.0	8.3	11.0	0.4	13,548.4
1981	26.1	26.0	24.3	76.4	1.4	10.8	10.9	0.5	14,576.3
1986	23.9	26.0	23.0	73.0	2.0	12.7	11.9	0.4	15,602.2

(a) Comprises non-theistic affiliation and religion inadequately described. (b) Includes 'object to state'.
Source: Census 86 — Religion in Australia (2510.0).

The following table shows the breakdown of religious groupings by the number and percentage of affiliates within each at the 1976 and 1986 Censuses. The number of Catholics increased by 581,600 in the 10 year period overtaking the number of Anglicans (who decreased by 28,800) to become the most dominant religious group in Australia for the first time.

12.41 RELIGIOUS AFFILIATION, 1976 AND 1986

Religion	1976		1986	
	'000	%	'000	%
Christian				
Catholic(a)	3,482.8	25.7	4,064.4	26.1
Anglican	3,752.2	27.7	3,723.4	23.9
Uniting(b)	—	—	1,182.3	7.6
Methodist-including Wesleyan(c)	983.2	7.3	n.a.	n.a.
Presbyterian and Reformed	900.0	6.6	560.0	3.6
Orthodox	372.2	2.7	427.4	2.7
Lutheran	191.5	1.4	208.3	1.3
Baptist	174.2	1.3	196.8	1.3
Pentecostal	38.4	0.3	107.0	0.7
Churches of Christ	86.9	0.6	88.5	0.6
Salvation Army	63.3	0.5	77.8	0.5
Jehovah's Witness	41.4	0.3	66.5	0.4
Seventh Day Adventist	41.5	0.3	48.0	0.3
Latter Day Saints/Mormons	n.a.	n.a.	35.5	0.2
Brethren	20.7	0.2	23.2	0.1
Congregational	53.4	0.4	16.6	0.1
Oriental Christian(d)	n.a.	n.a.	10.4	0.1
Other Protestant n.e.i.	206.2	1.5	199.4	1.3
Christian n.e.i.	236.9	1.7	346.4	2.2
Total	*10,644.9*	*78.6*	*11,381.9*	*73.0*

For footnotes *see* end of table.

12.41 RELIGIOUS AFFILIATION, 1976 AND 1986 — *continued*

	1976		1986	
Religion	*'000*	*%*	*'000*	*%*
Non-Christian				
Muslim	45.2	0.3	109.5	0.7
Buddhist	n.a.	n.a.	80.4	0.5
Jewish	53.4	0.4	69.1	0.4
Hindu	n.a.	n.a.	21.5	0.1
Other non-Christian n.e.i.	30.4	0.2	35.7	0.2
Total	*129.1*	*1.0*	*316.2*	*2.0*
Other				
Non-theistic	n.a.	n.a.	4.9	—
Inadequately described	51.3	0.4	58.0	0.4
No religion (so described)	1,130.3	8.3	1,977.5	12.7
Not stated	1,593.0	11.8	1,863.6	11.9
Total	**13,548.4**	**100.0**	**15,602.2**	**100.0**

(a) Roman Catholic and Catholic (non-Roman). (b) The Uniting Church was formed in 1977 from the Methodist, Congregational and part of the Presbyterian churches. (c) People who responded Methodist in 1986 were coded to Uniting. (d) Includes Armenian, Assyrian, Coptic and Syrian denominations.

Source: Census 86 — Religion in Australia (2510.0).

RECREATION, FITNESS AND SPORT

Government support

The Commonwealth Department of the Arts, Sport, the Environment and Territories (DASET) 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. Many local government authorities employ recreation workers who are responsible for planning the use of recreation facilities, and for devising recreation programs. Local government also complement the Commonwealth Government and State Governments in the provision of recreation facilities to the community.

The total outlays of the three levels of government for 1990–91 are included in table 12.42. A total of $1,822 million in capital and current outlays was provided to the recreation industry. Table 12.43 shows total government outlays over the last five years.

12.42 TOTAL OUTLAYS(a) ON RECREATION BY GOVERNMENTS, 1990–91
($ million)

Purpose	*Commonwealth*	*State*	*Local*	*Total*
Public halls and civic centres	—	4	74	78
Swimming pools and beaches	—	3	66	69
National parks and wildlife	7	298	—	305
Recreation facilities/services n.e.c.(b)	77	642	651	1,370
Total	**84**	**947**	**791**	**1,822**

(a) Outlays are expenditure net of offsetting receipts. (b) Includes estimates of outlays that can not be assigned to one of the preceding classes.

Source: Unpublished ABS data.

12.43 TOTAL GOVERNMENT OUTLAYS(a) ON RECREATION, BY PURPOSE
($ million)

	1986–87	*1987–88*	*1988–89*	*1989–90*	*1990–91*
Public halls and civic centres	93	77	107	118	78
Swimming pools and beaches	72	78	80	91	69
National parks and wildlife	199	207	250	271	305
Recreation facilities/services n.e.c.(b)	1,305	1,490	1,073	1,428	1,370
Total	**1,669**	**1,852**	**1,510**	**1,908**	**1,822**

(a) Outlays are expenditure net of offsetting receipts. (b) Includes estimates of outlays that can not be assigned to one of the preceding classes.
Source: Unpublished ABS data.

The activity of governments in encouraging and supporting recreation and sporting activities is complemented by non-government sponsors, organisers and entrepreneurs.

Household expenditure

Table 12.44 shows the average household expenditure on selected items of recreation in 1988–89.

12.44 AVERAGE HOUSEHOLD EXPENDITURE ON RECREATION, SELECTED ITEMS, 1988–89
($)

Expenditure item	*Weekly*	*Annual*
Camping equipment(a)	0.36	18.72
Sports equipment n.e.c.	1.98	102.96
Recreational equipment n.e.c.	1.54	80.08
Gambling	3.55	184.60
Health & fitness studio charges(b)	0.55	28.60
Sporting club subscriptions(b)	0.75	39.00
Sports lessons(b)	0.51	26.52
Sports services charges n.e.c.	1.05	54.60
Spectator admission fees to sport	0.49	25.48
Total	**10.78**	**560.56**

(a) Relative standard error is greater than 25 per cent. (b) At least one component has a relative standard error greater than 25 per cent.
Source: 1988–89 Household Expenditure Survey, Australia: Detailed Expenditure Items (6535.0).

Aboriginal recreation

In 1990–91 the Aboriginal and Torres Strait Islander Commission (ATSIC) placed special emphasis on the development of recreation initiatives which continued through 1991–92.

The task of ATSIC's Recreation and Sport program is threefold:

- to promote social and physical well-being and the development of a positive self-image through increased access to and participation in sporting and recreational activities;
- to ensure that women have equitable access to sporting and recreational activities; and
- to provide diversionary activities to address the socio-economic problems Aboriginals face, particularly, youth, women and the disabled.

The creation of community sporting and recreation facilities is an integral part of ATSIC's strategy for recreation and sport. They include the construction of multi-purpose sports facilities, grounds and courts in communities throughout Australia and the provision of support programs, including the employment of community recreation officers, coaching clinic and equipment purchases.

Sport and Recreation Ministers Council

The Sport and Recreation Ministers Council (SRMC) provides the major mechanism for liaison between the Commonwealth Government, and 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), which comprises representatives from the Commonwealth, State and Territory departments or agencies responsible for sport and recreation. A number of subcommittees and working groups have been established by SRMC and SCORS to consider particular sport and recreation issues. This includes the subcommittee on Fitness, the Consultancy Fund Subcommittee, the Subcommittee on Women in Sport and Recreation and the Tobacco Working Group.

Community Cultural, Recreation and Sporting Facilities Program

The Community Cultural, Recreation and Sporting Facilities Program was introduced in the 1991–92 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.

Recreation and Fitness Assistance Program

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 1990–91, $2.627 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, $1.575 million was provided for a range of projects which aim to increase participation in safe recreation and fitness activities.

Assistance for water safety organisations

In 1990–91 DASET provided financial assistance totalling $1.525 million to the Surf Life Saving Association of Australia, The Royal Life Saving Society–Australia, and Austswim. In addition, funds totalling $30,000 were also provided to the Australian Underwater Federation and the Australian Recreation and Sport Fishing Confederation. These grants aid and encourage the development of safe water-based activity programs for many Australians.

Australian Sports Commission

The Australian Sports Commission, established under the *Australian Sports Commission Act, 1989*, is the sole authority for planning and coordinating Federal Government sports funding. Incorporating the Australian Institute of Sport (AIS), the Commission conducts elite sports programs and also provides leadership and long-term direction for community sports. In support of these efforts, the Commonwealth Government provided $54.2 million in 1990–91 for the Australian Sports Commission's programs and administration. The Commission allocated funds in this year 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 scholarship sports program involves 18 sports — basketball, canoeing, cricket, cycling, diving, golf, 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), Adelaide (cycling, cricket), Gold Coast (canoeing), Sydney (volleyball) and Melbourne (golf).

In June 1992 there were 482 scholarship holders under the scholarship sports program. Athletes at the AIS are encouraged to undertake employment or to pursue secondary or tertiary education. In addition to the

scholarship 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. In the Olympic year, 1992, most of Australia's Olympic sports used the program in the selection and/or training process. In 1991–92, 225 camps were conducted by 57 national sporting organisations involving more than 5,000 athletes and officials.

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 open world rankings. Assistance is also provided to junior athletes who achieve world ranking in Olympic and AIS sports. The assistance contributes towards training and competition expenses of athletes. In 1992, grants were approved to 157 individuals and 43 teams through the elite, potential and junior categories of the STEP program.

A program to assist elite athletes to gain employment and to pursue educational opportunities has been established by the Commission. This, the 'Lifestyles for Elite Athletes' Program, had by September 1992 already involved dozens of Australian companies and established a register of over 1,000 athletes available to fill positions.

Assistance to national sporting organisations. The Australian Sports Commission provides financial assistance to national sporting organisations through its Sports Development Program. Funding goes towards the employment of national executive directors, coaching directors and development officers, administrative support, international meetings, coaching, officiating and development seminars and projects, costs associated with bidding for and hosting international events in Australia, costs associated with attending major competitions overseas, and high performance athlete development programs (talent identification programs, National Leagues, and elite programs).

Applied Sports Research Program. The Commission provides funds under the Applied Sports Research Program to enable national organisations to employ tertiary institutions to conduct research related to their sport.

Sport for all. The Commission has established the AUSSIE SPORT programs, including Sport for Kids, Sportstart, Sportsfun, and the Challenge, Achievement and Pathways in Sport Program — a sports leadership development program for young people. The Women and Sport Unit, established in 1987, encourages women's participation and achievement in sport, through television and print campaigns, award schemes, seminars, conferences and workshops. Aussie Able is the Sports Commission's program to encourage people with disabilities to participate in sport and to ensure that they have opportunities to play.

Sports Information Centre. The Sports Commission's National Information Centre is Australia's premier information resource centre for sport and its related disciplines. Its services include manual and computerised reference services, current awareness publications, print and video loans, translations, information packages, and access to research dissertations on sport. These services are available to athletes, coaches, officials, students, libraries and outside enquirers.

Coaching support. Salary support is provided through the Australian Sports Commission for national coaches, their assistants and satellite program coaches, as well as for directors of coaching, to ensure that top coaches are not lost to sport through the lack of a well-developed career structure. In addition, coaching scholarships are awarded each year and overseas coaches are brought to Australia annually to share their expertise and methodology with local coaches. High performance coach awards have been developed to further upgrade coaching at the elite level.

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. As at September 1992, over 101,350 coaches had received accreditation nationally under the scheme.

Drugs in sport

The Australian Sports Drug Agency was established in 1989 with funding provided through the Australian Sports Commission and is now a separate statutory authority. 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 sports participants at all levels.

12.45 DRUG TESTING OF SPORTS PARTICIPANTS, JULY 1990–JUNE 1991

Sport Tested	*Total tested*	*Defaults(a)*	*Class(b)*
Athletics	274	1	Refusal
Australian football	226	1	Stimulant
		1	Narcotic analgesic
Basketball	37	1	Diuretic
BMX	23	1	Stimulant
Body building	24	6	Anabolic steroid
		1	Stimulant
		1	Diuretic
Boxing	33	1	Stimulant
		1	Diuretic
Cycling	260	2	Anabolic steroid
		1	Narcotic analgesic
		2	Stimulant
Hockey	36	1	Narcotic analgesic
Judo	45	1	Diuretic
Power lifting	174	14	Anabolic steroid
		3	Stimulant
		3	Diuretic
		12	Refusals
Rugby league	470	8	Cannabis
		12	Stimulant
		3	Narcotic analgesic
Surf life saving	25	1	Stimulant

(a) Default refers to a positive test result or a refusal to take the test. (b) Class refers to class of drug involved in the default or a refusal to take a test.

Source: The Australian Sports Drug Agency, Annual Report, 1990–91.

Participation in sports and exercise

An indication of the extent of Australians' participation in sports and exercise is provided by the results of the following two surveys.

A Sports Participation Survey was conducted by the Australian Bureau of Statistics throughout Victoria in October, 1989. The survey covered not only participation in sporting activities and attendance at sporting events but also asked for reasons for non-participation. The survey collected a range of information from persons in Victoria aged 15 years and over and covered the 12 month period ending October, 1989.

During this 12 month period a total of 1.378 million persons (41.7%) participated in sport. The ratio of male/female participation was considerably higher for males (824,100 or 50.7%) than for females (554,200 or 33.0%).

The ten main sports participated in were golf (11.0%), tennis (10.2%), squash (5.7%), netball (4.8%), basketball (4.2%), ten pin bowling (4.2%), Australian Rules football (4.0%), billiards/snooker/pool (3.8%), indoor cricket (3.3%) and cricket (3.3%).

Australian Rules football dominated sport attendance where an admission fee was charged (974,000 persons). Cricket (251,000), basketball (246,100) and tennis (147,700) were the next highest. For sports where no

admission was charged, netball displaced tennis from the top four. Attendance figures were 274,400 for Australian Rules football, 183,400 for cricket, 177,200 for netball and 149,700 for basketball.

12.46 MAIN SPORTS PARTICIPATED IN VICTORIA, OCTOBER 1989

Sport	*Number*
Golf	364,400
Tennis	338,400
Squash	189,600
Netball	159,000
Basketball	139,800
Ten pin bowling	139,400
Australian Rules football	130,900
Billiards/snooker/pool	125,400
Indoor cricket	110,600
Cricket	107,500

Source: Participation in Sports, Victoria (4118.2).

During 1990 and 1991, a pilot survey of the Fitness of Australians was conducted in Adelaide, South Australia. The survey was commissioned by the Department of the Arts, Sport, the Environment and Territories and undertaken by the Health Development Foundation, the Department of Community Medicine University of Adelaide, and the Department of Public Health Sydney University, with assistance given by the Australian Bureau of Statistics.

Averaged across sex and all age groups, 33 per cent of respondents said that they had engaged in vigorous exercise in the preceding two weeks. The proportion of people reporting vigorous physical exercise decreased from 56 per cent of the 18–29 age group to 9 per cent of the 70–78 age group. This trend was apparent for both males and females.

Approximately 38 per cent of males and 34 per cent of females reported participating in less vigorous exercise for recreation, sport or health-fitness purposes. Except for the 70–78 age group, males reported more of this type of activity than females. The percentage of males reporting exercise at the less vigorous level was greatest for the 18–29 age group (47%). Participation of females varied with age; from 44 per cent of 18–29 years olds, to a low of 26 per cent of 40–49 year olds, to 39 per cent of 70–78 year olds.

BIBLIOGRAPHY

ABS Publications

1988–89 Household Expenditure Survey, Australia: Detailed Expenditure Items (6535.0)

Arts & Crafts: Purchasing and Participation, Western Australia, June 1991 (4111.5)

Attendance at Selected Cultural Venues, Australia, June 1991 (4114.0)

Census 86 — Multicultural Australia (2505.0)

Census 86 — Religion in Australia (2510.0)

Classification Manual for Government Finance Statistics, Australia (1217.0)

Participation in Sports, Victoria (4118.2)

BIBLIOGRAPHY — *continued*

Other Publications

AUSTRALIAN ARCHIVES. Annual Report, 1991–92

AUSTRALIAN HERITAGE COMMISSION. Annual Report, 1990–91

AUSTRALIAN HERITAGE COMMISSION. Sites and Bytes — Recording Aboriginal Places in Australia, 1989

THE AUSTRALIAN SPORTS DRUG AGENCY. Annual Report, 1990–91

Australia's Language — The Australian Language and Literacy Policy, AGPS Cat. No. 911 2694

DEPARTMENT OF THE ARTS, SPORT, THE ENVIRONMENT AND TERRITORIES. The Fitness of Australians, AGPS, 1992

MUSICA VIVA. Annual Report, 1991

National Agenda for a Multicultural Australia — the year in review, AGPS, 1990

NATIONAL INSTITUTE OF DRAMATIC ART. Annual Report, 1991

THE NATIONAL SCIENCE AND TECHNOLOGY CENTRE. Report of Activities, 1990–91

OFFICE OF MULTICULTURAL AFFAIRS. National Agenda for a Multicultural Australia — sharing our future, AGPS, 1989

FOR MORE INFORMATION

The ABS has a far wider range of information on Australia than that contained in the *Year Book*. Information is available in the form of regular publications, electronic data services, special tables and from investigations of published and unpublished data.

For further information contact ABS Information Services at one of the addresses listed on the page facing the Introduction to the *Year Book*.

Unity and Diversity: The History and Culture of Aboriginal Australia

(This special article has been contributed by Dr D. R. Horton, General Editor, Encyclopaedia of Aboriginal Australia, Australian Institute of Aboriginal and Torres Strait Islander Studies.)

Aboriginal culture and history have both been characterised as on the one hand showing great continuities through time and space, and on the other as showing great change through time and great diversity across space. Both characterisations are true, both have been the subject of caricatures of Aboriginal society by whites, and both have influenced the politics of Aboriginal Australia. Aboriginal people take great pride in their personal and group identity. Differentiation of almost every aspect of culture and society has been used at some time, somewhere, to form a mark of identity. In spite of the diversity however, no matter where Aboriginal people come from in Australia they are recognised, and recognise each other, as being one people.

Aboriginal people have been in Australia for more than 50,000 years. Because they were still living by hunting and gathering, and using stone tools, 200 years ago, they were seen as being like the Palaeolithic (Stone Age) people of Europe. Whereas the Palaeolithic people had eventually developed agriculture, pottery, metals and the wheel, on their way to civilisation, Aboriginal people, it was said, were like fossils, remaining unchanged for thousands of years.

The apparently simple lifestyle of Aboriginal people also resulted in two other misconceptions — that Aboriginal people were culturally uniform, and that they had so little attachment to the land, and made so little use of it, that James Cook could practise the sleight of hand of describing the continent as *terra nullius* (empty land), even though his landings were opposed with spears and fire.

Archaeological work in Australia has led to the gradual discovery that Aboriginal people had indeed, as they said, been here a very long time. Just a century ago the best estimate of the time of occupation of Australia was 400 years; the best estimate now is over 100 times as long.

The other gradual discovery was that during this enormously long time there had been great changes in the geography of Australia. Some 30,000 years ago the country had been mainly a green and pleasant land in which giant animals roamed, lakes were full, and mountains were snow covered. Conversely 15,000 years ago the land was even more heartbreaking than it is now, with the desert core hugely enlarged, and sand dunes blowing in Victoria and even part of Tasmania. Around 10,000 years ago the climate and vegetation patterns reached approximately their present condition. Through all this time sea levels were also fluctuating. At their lowest point Australia formed one giant land mass from the bottom of Tasmania through to New Guinea. Over such a long period, and with such major changes it is impossible to imagine any group of people remaining culturally and technologically static.

A major thrust of archaeological research has been the examination of the kinds of adaptive responses which Aboriginal people made to these changes. Stone tools show little change through the Pleistocene period (from about two million to 10,000 years ago), but since these are choppers and scrapers, used mainly only to create other tools of wood and therefore simple in form, this might be expected. These wooden tools rarely survive in the earth, but we know from one unique archaeological find that the boomerang (and the barbed spear) was invented more than 10,000 years ago.

Rock art also shows changes in wooden tools and such other perishable items as headdresses. Around 5,000 years ago there was even a radical change in the stone tools themselves, with small, delicately worked points and blades beginning to be produced. This change may have been associated with the use of

composite tools, that is, with points used on a spear in place of a sharpened wooden end.

Throughout the ancient history of the Aboriginal people there were many changes more important than technological ones. Many different styles of rock art appeared in different regions, and there are changes over time, from the stylised, symbolic ancient engravings to the colourful X-ray art of the north and the vivid hunting scenes of east and west. Together with changes in burial practices, such differences undoubtedly reflect changing religious beliefs and rituals.

Economic change was also a feature of Aboriginal life in the past. Several thousand years ago the Tasmanians stopped eating fish. In the north by contrast, large and complex stone fish traps were built to more efficiently harvest the sea's resources. At some time in the last 25,000 years the giant animals become extinct; at another time people begun using grindstones to make efficient use of cereals and other seeds. Mountains and desert lands were used from very early times, though the use seems always to have been cautious.

Over an unimaginably long period of time and the immense distances of the Australian continent, regional differences in language, religion, social organisation, art, economy and material culture arose. Some of these differences in resources and material culture could be balanced by trade, and over time great trade routes developed. Goods could travel all the way from the north to the south of the continent. Other routes went from east to west, or from the centre to the edge.

Not only goods travelled these routes, but ideas for technological innovation, and songs, ceremonies and news all travelled with the lines of people carrying baskets of pituri or ochre on their heads, or bundles of spears on their shoulders.

Rising seas affected weather patterns and ecological conditions on shores and in estuaries. Most importantly, however, they affected some aspects of communication. In the north there was no longer a trade route by land, but the many islands of Torres Strait continued to provide for sea trade between Cape York and New Guinea. In the south, however, the distances were too great and, around the time the boomerang was being invented, the Tasmanians lost touch with the mainland.

Diversity has always been a feature of Aboriginal society and has been manifested in many different ways. There were several hundred distinct languages (two-thirds of which are now extinct), each on average having several dialects. Songs, stories, dances, ceremonies, Dreamings and paintings were all owned in different ways depending on complex laws. People took pride in differences in initiation practices. The houses they lived in, the spears that were carried, and the animals that were hunted all differed in subtle ways between neighbours and differed greatly over great distances.

In spite of the diversity, at another level, Aboriginal culture shows many consistent features across the continent. The fact that there were no invasions before 1788 contributed to this unity — all Aboriginal people are related to each other. Trade also helped, but it thrived on the fact of difference. The greatest contributors to maintaining unity were probably the great ceremonial meetings which took place in all parts of Australia when seasonal conditions were suitable and abundant food sources were available. People travelled hundreds of kilometres to such gatherings, and hundreds, perhaps thousands of people could gather for some weeks on each occasion.

These gatherings were a chance to catch up on news from distant places, arrange marriages, sit down with kinfolk who had not been seen for a year or more, hear new stories and take part in new dances. These were times when the elders could find out what environmental conditions were like in surrounding areas, settle disputes, and learn such things as new techniques for making fine stone points. To do all those things meant learning a number of other languages — all Aboriginal people were multilingual — and this in turn meant that words and concepts could spread from one language to another. Because they spent most of the year in small groups spread over a very varied continent, Aboriginal people were very diverse — meeting regularly maintained their Aboriginality.

When the seas rose at the end of the Pleistocene period they did not seperate Australia from the rest of the world, but

simply provided an alternative pathway to the continent. Torres Strait and Bass Strait became areas that people would sail through, and while the islands of Bass Strait were too far apart, the seas too dangerous and the climate too poor to support a population, the archipelago of islands in the Torres Strait became the home of a seafaring people. The rising seas, and the visitors they brought, would provide a new source of diversity over the last few hundred years of Aboriginal history.

In the north, beginning hundreds, perhaps thousands of years ago, there were two groups who regularly visited Australia. From the north–east, using Torres Strait as a north–south highway for canoes, came the Melanesians. They travelled considerable distances down both sides of Cape York, bringing and trading such items as improved fishing equipment, drums and the songs that went with them, new Dreaming stories, and the canoes themselves. A similar range of cultural and technological items returned north with them. From the north–west came the first of the ocean-going sailing ships which would continue to reach Australia in their hundreds in the years to come. The first fleets were Macassan, manned by Indonesian fishermen who came to Australia to exploit the harvest of trepang, which they cured on the spot and took back for their own trading purposes. They traded such items as tobacco, iron and glass, and some technological know-how, for the privilege of fishing in Aboriginal territorial waters, and their visits were commemorated in song, ceremony and art.

Like the Melanesians and Macassans, the European ships which began sailing into southern Australian waters in the eighteenth century, also became a source of diversity, though in this case because they would leave human cargoes behind. They were also, incidentally, recorded in art and ceremony. The geographic position of people in relation to the different invasion zones, the different characteristics of the invasions and the responses of Aboriginal people to them, and the subsequent history of each area affected people in diverse ways.

People who were close to the site of an invasion were sometimes killed and always suffered immediate interference with their economy and lifestyle (because the colonists wanted good sources of water, sheltered positions and access to fish, all of which were also important to Aboriginal people). As the colonists made it plain they were staying, and began altering landscapes (clearing trees, building fences), resistance grew and more Aboriginal people were killed. As land was occupied, numbers reduced and way of life destroyed, the survivors began living within or on the fringe of the new European community.

For those living at some distance from a colony, some of the effects tended to be more indirect but no less devastating. Diseases, some not life-threatening to Europeans, devastated Aboriginal people, who lacked immunity. This factor alone may have had such an effect that it is possible that the Aboriginal population was originally several times higher than the estimated figure of 300,000 in 1788, even though that estimate was based on figures collected early in the nineteenth century. Also impossible to resist were the spreading effects of feral animals such as rabbit, cat and fox, and of domestic animals such as sheep and cattle. These animals muddied waterholes, making them unusable and unproductive, and changed vegetation patterns.

While disease and ecological change were impossible to resist, there was resistance to those who tended the flocks and herds. In most parts of Australia guerrilla wars were fought all along the expanding front-line of white invasion. In some parts of Australia, farmers took matters into their own hands and formed vigilante groups, often responding to the killing of sheep and cattle (by people whose economic livelihood had been taken) by killing groups of women and children. In other areas the feared Native Police rode out to the fringes of settlement and killed Aboriginal people.

In some areas Aboriginal people came willingly into settlements, because their kin were already there and because of tales of free food and tobacco and exotic clothes and other goods. In some areas the police rounded up people and brought them forcibly into the mission or government settlement. In parts of Australia people did not come into settlements but became attached to cattle or sheep stations, the men and women working for rations and accommodation.

The subsequent history of settlements was strongly influenced by factors such as which religious group ran the mission, what policy the government settlement was operating under, or what the attitude of individual pastoralists was towards Aboriginal people. Some missions had an active policy of destroying Aboriginal culture — Aboriginal languages could not be spoken, ceremonies could not be performed, kin from outside could not be visited. People were dressed in European clothing and given manual labour to do; usually the children were totally isolated from their parents in dormitories. Other missions worked within traditional culture, adapting teachings and practices to suit local conditions. Much the same dichotomy applied in government reserves. In some States children could be removed from their parents and sent off to institutions or for adoption by white families. On all but the most enlightened pastoral stations, big ceremonial gatherings, and movement of kin from one station to another were forbidden. In all States, in fact, the movement of Aboriginal people was controlled, in some cases very harshly.

Another factor which historically contributed to differences between Aboriginal communities was whether non-Aboriginal groups other than pastoralists were present in an area. Gold rushes had major impacts where they occurred. The activities of sealers (who stole women and killed men and children) in the south and pearlers (who stole young boys) in the north were equally devastating.

Aboriginal people responded in a variety of different ways to the presence of Europeans in their country. While some people threw spears at strangers, others treated them well (in at least some cases because they thought whites were spirits of dead Aboriginal people). Some explorers were ambushed while being guided by Aboriginal people. While many groups readily accepted Christianity, many others did not. In some regions groups have adapted to life on cattle stations whereas others have managed to maintain a hunter-gatherer economy.

While the large groups in settlements and missions were similar in size to those which formed for ceremonial occasions, there were two important differences. The groupings were permanent and their composition had been imposed as a result of non-Aboriginal considerations. Groups no longer spread out, and movement controls and restriction of ceremonies meant that Aboriginal people were much more isolated from each other than they had ever been before.

The factors that resulted in groups having different histories also tended to result in cultural variety. In some areas gospel songs with a uniquely Aboriginal (or Torres Strait Islander) flavour were written and performed, in others country and western music or blues styles were developed. In the visual arts, new materials began to be used and new styles were developed. Aboriginal people developed different lifestyles based on different economic factors, and this, together with a sense of shared histories and kinship links within communities, was reflected in language styles.

In the 1930s a protest movement began which continues today. While recognising the cultural differences between Aboriginal people, and the differences in their needs based on different circumstances, it is a movement that has seen the similarities as being more important. All Aboriginal people suffered prejudice and had a history of mistreatment by white society, and all measures of their social well-being — housing, health, wages, employment, education, imprisonment etc. — show their disadvantage.

The protest movements at first tended to contribute to diversity by focusing on particular grievances. Gradually, however, restrictions on Aboriginal people began to be lifted and communications improved. People began to develop a sense of regional (for example, Koori, Murri, Nyungar) identity, and organisations began to develop which were also either regional or State based. All of the restrictive legislation, and the bodies formed to administer it, were State based, and this tended to give people a shared history, and a common target.

The 1967 referendum for the first time gave the Commonwealth Government power to legislate for Aboriginal people. While in some ways this was of more symbolic than practical value, the result and after effects did signal the beginning of action and organisation at a national level. There is still considerable diversity in both culture and political life in Aboriginal Australia. While all Aboriginal people share a desire to retain their identity, a belief in land rights, a desire to control

their own affairs, and a desire to remove the economic and social disadvantages of Aboriginal people generally, there is considerable diversity in strategies to achieve those aims. While a sense of Aboriginality, a belief in particular styles and approaches, is held by all Aboriginal artists, musicians, sportspeople and writers, every Aboriginal person develops that Aboriginality in their own unique way. Every region of Australia has its own land council, and most have their own cultural centres, festivals and so on. Torres Strait Islanders have particularly expressed a wish to have the uniqueness of their own history and culture recognised, and some other regions have expressed similar views.

As in the past, however, meetings of groups and a sense of shared history and culture and common needs, will see the diverse indigenous peoples of Australia unified.

Members of the ATSIC Board of Commissioners, 1992.

Aboriginals and the Government

(This special article has been contributed by the Office of Public Affairs, Aboriginal and Torres Strait Islander Commission.)

The administration of indigenous affairs stands apart from the administration of other national government responsibilities. It is one of the most difficult areas of government administration because it is concerned with such a wide spectrum of issues. Not only is it politically sensitive, but it is also culturally sensitive.

Since the early part of this century successive governments have sought to establish a mechanism to administer Aboriginal affairs. It has been a long and painful process to reach the present stage where the Government has come to terms with the need to establish a mechanism which recognises indigenous aspirations and enables a process of negotiation between Aboriginal people and the Government. It has taken indigenous Australians more than 80 years to move from a position of paternalism and 'protection' to a position of negotiation and self-determination.

The origins of Commonwealth Government responsibility go back to 1911 and result from Commonwealth acquisition of responsibility for the administration of the Northern Territory from the South Australian Government. One of the first administrative moves of the Commonwealth was to establish a small 'Aboriginal Department' with a staff of 'protectors' to enforce the provisions of an Aboriginal Ordinance. This move was not without its problems.

The shortcomings in the Commonwealth's administration of Aboriginal affairs in the Northern Territory during the 1920s and 1930s are well documented. They resulted in increased pressure being brought to bear on the Commonwealth Government — by Aboriginal people and others — for more appropriate and positive policies to be developed and for there to be a strengthening of legislative controls to stop the mistreatment of Aboriginal people.

An indication of this pressure was reflected in a resolution put to a conference of Aboriginal affairs administrators in Canberra in April 1937 which proposed for consideration that 'the prime necessity for the proper co-ordination of Aboriginal welfare [under] a Federal Department of Native Affairs [and administered by] an administrator experienced in the handling of native races'.

The Commonwealth enhanced its role in policy-making for Aboriginal people with the establishment in 1939 of a Native Affairs Branch with the administrator appointed to the Commonwealth Public Service with the title Commonwealth Advisor on Native Affairs.

At the end of World War II Dr H. C. Coombs proposed that a Commonwealth Bureau of Aboriginal Affairs be set up similar to the United States Bureau of Indian Affairs. The proposal was rejected along 'constitutional restraints' lines.

In 1948, following a meeting of Commonwealth and State officials, it was agreed that Commonwealth responsibility for Aboriginal people was 'not yet practicable'.

The first positive moves towards the Commonwealth taking responsibility for Aboriginal people came in 1951 with the appointment of Paul Hasluck as Minister for Territories. During Hasluck's administration Commonwealth expenditure on programs for Aboriginal people in the Northern Territory increased markedly. These funds were allocated through the newly established Welfare Branch.

It was during this period that the Government was pursuing its policy of assimilation for Aboriginal people. Not only was there a realisation at this time by the Commonwealth that more needed to be done, there was also mounting pressure for change coming from within the Aboriginal community. Aboriginal people and their supporters formed a number of new organisations to take the battle for

equality and a 'fair go' to the Government. The community was agitating for change in the administration of Aboriginal affairs.

The most notable was the Federal Council for Aboriginal Advancement which was later named the Federal Council for the Advancement of Aborigines and Torres Strait Islander (FCAATSI). Soon after its formation FCAATSI called for the Constitution to be amended to give the Commonwealth power to legislate for Aboriginals 'as with all other citizens' and the repeal of all discriminatory legislation.

On May 27 1967 a referendum was held which approved two changes to the Constitution, one of which gave the Commonwealth power to legislate in favour of Aboriginals. The changes were approved with a record 90.8 per cent in favour.

The first move for a Commonwealth mechanism to administer Aboriginal Affairs was a proposal for the establishment of an Office of Aboriginal Affairs within the Department of Prime Minister Cabinent. At the same time the Government announced the establishment of a Council for Aboriginal Affairs under the chairmanship of Dr H. C. Coombs. One of the Council's major functions was to advise the Government on the formulation of national policies for Aboriginal advancement.

In 1971 a Department of the Environment, Aborigines and the Arts was created. At the same time the Prime Minister, William McMahon, announced that he proposed to establish a special Ministerial Committee which would be advised by the Council and Office and presided over by the Minister responsible for Aboriginal Affairs.

History has shown the 1970s as a decade in which Commonwealth approaches to Aboriginals underwent radical change. This was no more evidenced than the changes that came about in Aboriginal policy-making with the election of the Whitlam Government in 1972. Under the Whitlam Government the theme became 'self-determination for indigenous Australians' and this became the central theme for government policy on Aboriginal affairs. For the first time there was a commitment from government to restore the power of indigenous people to determine their own future and their own way of life. The election of the Whitlam Government brought about the first major structural change in the administration of Aboriginal affairs. The Office of Aboriginal Affairs and the Aboriginal Welfare Branch of the Northern Territory administration were combined to form the Department of Aboriginal Affairs.

It was during this period that the National Aboriginal Consultative Committee (NACC) — the forerunner to the present Aboriginal and Torres Strait Islander Commission — was established. The NACC was comprised of elected Aboriginals from all over Australia and was charged with the responsibility of advising the Government on issues of concern to Aboriginal people. The NACC was a directly elected committee of advisers. It did not, however, have a legislative basis.

The election of the Fraser Government in December 1975 brought further changes in the administrative structure of indigenous affairs. One of the first moves of the Fraser Government was to change the central policy theme from 'self-determination' to 'self-management'.

Then followed the abolition of the NACC and its reconstruction as the National Aboriginal Conference (NAC) which, together with a Council for Aboriginal Development (CAD), became the major advisory body to government.

The role of the CAD was to provide formal advice to the Government while the NAC was to provide a forum for the expression of Aboriginal opinion. In addition the Aboriginal Development Commission was established which effectively split the former Department of Aboriginal Affairs in two. The NAC was wound up in 1985 and in April that year the Government appointed Miss Lois O'Donoghue CBE, AM, to consult nationally with Aboriginal organisations and communities and then to advise it on a consultative mechanism. The result of this process was extremely important for Aboriginal people in the context of government involvement in Aboriginal affairs.

The consultative process confirmed the view many had known for quite some time — that indigenous people wanted a mechanism whereby grassroots priorities were reflected both in government funding and government policy-making. Proposals for change were put

for comment by Aboriginal people in a discussion paper titled *A National Aboriginal and Islander Consultative Organisation.* The final report presented to the Government proposed the staged development of an organisation based upon regional assemblies which in turn would be made up of representatives from communities and service organisations.

In July 1987 Prime Minister Hawke gave notice that the existing structure would be changed and that the department and statutory authorities would be amalgamated into a single authority. In that same month he announced the appointment of Mr Gerry Hand as Minister for Aboriginal Affairs.

In December 1987 Minister Hand presented to Parliament what he described as 'proposals of great historic importance for all Australians'. Thus commenced the struggle for the establishment of the Aboriginal and Torres Strait Islander Commission (ATSIC). Included in Minister Hand's speech to Parliament was a recognition, finally, that 'it is the right of Aboriginal and Torres Strait Islander people as citizens of this country to be properly involved at all levels of the decision–making process in order that the right decisions are taken about their lives'. It is upon this principle that the Aboriginal and Torres Strait Islander Commission was established.

The establishment of ATSIC was extremely difficult. All indications were that not everyone in the Parliament was of the view that grassroots decision-making and involvement of indigenous Australians in the decision-making processes of government was the best way to go. It would be fair to say that no other government agency has had such a birth, running the gauntlet of Parliamentary inquiries, audit examinations, administrative review and intense political debate over a sustained period during which time the enabling legislation was shaped to accommodate a variety of opinions, ideals and outcomes.

In the time between Minister Hand's announcement and the passing of the legislation establishing ATSIC the Australian public witnessed one of the most intense and protracted debates in the history of the Senate which resulted in no fewer than 90 amendments being made to the original ATSIC Bill. The length and comprehensive nature of the debate confirmed the prevailing view that ATSIC is pioneering in its concept and has required all associated with its establishment and implementation to accommodate significant change in an environment of continued intense scrutiny.

What indigenous Australians have with the establishment of ATSIC is a unique and challenging model of public administration. It has no precedent.

It has been established under the *Aboriginal and Torres Strait Islander Act 1990.* It consists of an elected arm made up of 60 Regional Councils and a Board of Commissioners, and an administrative arm made up of public servants. The Board of Commissioners is headed by an appointed Chairperson. The administrative arm is headed by a Chief Executive Officer and a Deputy. The elected arm is also the advisory and decision-making part of the organisation.

The Minister for Aboriginal and Torres Strait Islander Affairs is responsible for the Commission in Parliament. The fact that a separate ministerial portfolio has been retained indicates the significance the Government places on Aboriginal and Torres Strait Islander issues. It is also further evidence of the Government's commitment to advance the economic, social and cultural position of Aboriginal and Torres Strait Islanders.

The changed administrative arrangements brought about as a result of the establishment of ATSIC has meant a very changed relationship between the organisation responsible for administering indigenous affairs and the Minister for Aboriginal Affairs. The Minister has considerably less power under the new arrangements. This has meant that the new relationship between the Commission and the Minister has had to be very carefully worked out. There has developed between the Commission and the Minister a partnership arrangement which is based on trust one for the other. The partnership between the elected arm and the administrative arm of the organisation is also harmonious.

The partnership arrangements between all of the players are pioneering and important. What makes ATSIC unique, is the fact that the decision-making bodies that make up the Commission consist of elected representatives. The 60 Regional Councils which are made up

of more than 800 Councillors have all been elected by their constituents. Seventeen members of the Board of Commissioners have also been elected by the 800 Regional Councillors. Three Commissioners, including the Chairperson, are appointed by the Minister.

The Government is considering making a number of changes to the structure of ATSIC. It is being proposed that the number of Regional Councils be reduced from 60 to 36 and the number of Commissioners be reduced from 20 to 17. It is also proposed that the Chairperson be elected from among the 17 elected Commissioners rather than appointed by the Minister. The 17 existing zones will remain.

The main objective of ATSIC still remains the efficient and effective delivery of services to its clients — the Aboriginal and Torres Strait population of Australia and its establishment has brought about a change in the way that decisions which affect indigenous people are made and the way in which priorities are set.

There are special provisions in the ATSIC Act for a Torres Strait Islander Commissioner and the establishment of a Torres Strait Islander Advisory Board which is made up of the Commissioner elected by the Torres Strait Regional Council and six Torres Strait Islanders living on the mainland. A separate Office of Torres Strait Islander Affairs has also been established within ATSIC.

Aboriginal and Torres Strait Islander people are, for the first time since European settlement, now able to exert the greatest amount of influence on the programs and policies that affect their lives through the Regional Council structure. Regional Councils provide a forum for grassroots decision-making. They are required, in line with the legislation, to set out, and revise, Regional Plans for the economic, social and cultural status of Aboriginal residents in their area. They are required to assist, advise and cooperate with other bodies in the implementation of Regional Plans and to prepare budgets on how the Commission should spend money in their regions.

The Regional Council structure represents a significant reform in the administration of Aboriginal affairs because it recognises the fundamental fact that Aboriginal society's needs are not uniform throughout Australia and that needs are best identified and priorities determined in local areas.

In recognition of the need to advance the commercial and economic needs of indigenous people an Aboriginal and Torres Strait Islander Commercial Development Corporation has been established. The Corporation is engaged in commercial activities designed to accumulate and use a substantial capital asset for the advantage of indigenous Australians. It is headed by a Board of nine Directors, three of whom are ATSIC Commissioners.

ATSIC is a complex organisation. It combines administrative, representative and advisory functions into one statutory body. Its continued success will depend upon the relationship between the Commission and the Minister and the three arms of the Commission. There is now a consensus of purpose that must be retained.

The establishment of ATSIC has empowered indigenous people to make decisions about policies which affect them. It is setting a world standard in the administration of indigenous affairs and the level of interest in ATSIC's development is not restricted to Australia. There is considerable international interest in the direction indigenous affairs is taking as a result of the establishment of ATSIC.

This new direction in indigenous affairs and the Government's commitment to support that direction is embodied in a report by the House of Representatives Standing Committee on Aboriginal Affairs titled *Our Country Our Selves*. The report was the result of an extensive inquiry by a Parliamentary Committee — made up of representatives of both of the major political parties — into the effectiveness of support services within Aboriginal and Torres Strait Islander communities. One of the major recommendations of the report called for a process of dialogue between indigenous people and government based on negotiation which will result in a major change in the relationship between the Government and Aboriginal and Torres Strait Islander people. In the past the process of dialogue between indigenous people and government has been based on consultation.

At a more fundamental level is the support by government for a Process of Reconciliation

which will involve a coordinated campaign to build better bridges of understanding between Aboriginal and non-Aboriginal Australians. The Government has given support to a framework for advancing reconciliation between the wider community and indigenous people which will not only involve a coordinated public awareness campaign but will also encourage and facilitate discourse on a range of important issues. The process of reconciliation has won cross party support within the Parliament which confirms the view that there is wide agreement in Australia among not only political parties but also among church and community groups for the need to raise the level of awareness and the consciousness of non–Aboriginal Australians. The Aboriginal and Torres Strait Islander Commission will have a central role in the reconciliation strategy.

The administration of Aboriginal affairs presents a paradox. On the one hand there are constant reminders of Aboriginal achievement, of how indigenous people are freeing themselves from their welfare dependency and misery through initiative and innovation. Many have achieved great success in a wide range of fields. Aboriginal people would wish this to continue. On the other hand there is the reality of indigenous poverty and despair, of alcoholism and violence that defies description. There is the hopelessness of people who have no employment prospects in a society imbued with the protestant work ethic. Clearly there are those among the indigenous population who have lost direction. Indigenous Australians are still almost entirely dependent on the patronage and goodwill of government and on legislation that can be diluted or changed at any time. Almost 75 per cent of the economy of Aboriginal society consists of government transfer payments.

In terms of media attention, and therefore public attitudes, there exists what might be described as a polarisation of stereotypes. The debate concentrates on the extremes — it does not take into account the diversity between the two extremes.

This is the dilemma in which indigenous people find themselves. On the one hand they must keep before government the extent of the plight of indigenous people and the need for continued and increasing support of specific programs for Aboriginals and Torres Strait Islanders. They must keep this message before the wider community so that they understand not only the extent of the disadvantage suffered by indigenous people but also the need to continue and enhance specific programs for indigenous people. At the same time they must promote the achievements of indigenous Australians both to government and the wider community while trying to avoid the stereotype tag. Furthermore, indigenous Australians need to convince both the wider community and the indigenous community that they are in a process of change. The change that Aboriginal and Torres Strait Islander people want cannot and will not happen overnight.

ATSIC is the result of an evolutionary process in indigenous affairs. It will not be free of problems because the administration of indigenous affairs is complex and complicated. But there can be no doubt that the mix of elected, advisory and administrative elements that make up the Commission are right. It is important that it be given a chance to deliver the promise it holds for Aboriginal people and the wider community.

The Report of the Royal Commission into Aboriginal Deaths in Custody is one of the most important documents relating to indigenous Australians in contemporary Australia. The Report was the result of four years of inquiry into the direct and underlying causes of death between January 1980 and May 1989 of 99 Aboriginal people while in police custody.

The Report, which contains 339 recommendations, deals with the disadvantage which indigenous Australians face in their dealings with the law and justice system. It also addresses the underlying causes of high rates of imprisonment and incarceration, the lack of employment opportunities, the low level of economic development, inadequate education, welfare dependency, poor health and cultural deprivations.

In March and June 1992 the Commonwealth announced significant initiatives, involving additional expenditure of $400 million over five years, to address the underlying causes of Aboriginal disadvantage which the Royal Commission identified as the real source of the unacceptably high rate of Aboriginal arrest and imprisonment. These initiatives are in the key areas of economic development,

employment and training; education; youth; legal services and law enforcement; alcohol and substance abuse; human rights; and data collection. ATSIC will be the focal point for these programs.

Coupled with this is a Process of Reconciliation which imposes special obligations on the Commonwealth Government to address the social and economic disadvantage of Australia's indigenous population and to assist Aboriginals and Torres Strait Islanders to maintain their distinctive cultures and heritage and to enable them to achieve full recognition and status within Australian society. The process of reconciliation will also help bring about a meaningful discourse with the wider community.

The following tables provide an overview of the Commonwealth's outlays on Aboriginal and Torres Strait Islander Programs in 1991–92.

COMMONWEALTH OUTLAYS, BY FUNCTION, ON ABORIGINAL AND TORRES STRAIT ISLANDER PROGRAMS, 1991–92

Function	*$ million*
Labour & employment	324
Housing & community amenities	291
Education	277
Culture & recreation	86
Social security & welfare	61
Health	53
Industry assistance & development	26
Law, order & public safety	22
Transport & communications	3
General & other	10
Assistance to other Governments	7
Total	**1,161**

Source: Budget Related Paper No. 7, 'Social Justice for Indigenous Australians, 1992–93'.

COMMONWEALTH OUTLAYS, BY AGENCY, ON ABORIGINAL AND TORRES STRAIT ISLANDER PROGRAMS, 1991–92

Agency/Program	*$ million*
Aboriginal & Torres Strait Islander Commission — comprising:	*513.0*
Community Development Employment Projects (CDEP)	204.5
Community Housing & Infrastructure (CHIP)	149.0
Health	48.2
Social Security & Welfare	8.2
Housing & Community Amenities (excl. CHIP)	25.4
Culture & Recreation	32.1
Industry Assistance & Development	15.2
Labour & Employment (other than CDEP)	2.4
Law, Order & Public Safety	21.8
General & Other	6.3
Department of Employment, Education & Training	390.0
Department of Health, Housing & Community Services	143.0
Other specific Aboriginal & Torres Strait Islander Agencies — comprising:	*77.0*
Aboriginal Hostels Ltd (programs)	23.6
Aboriginal & Torres Strait Islander Commerical & Development Corporation	10.0
Australian Institute of Aboriginal & Torres Strait Islander Studies	5.8
Aboriginal Benefit Trust Account	37.3
Ranger Agreement	0.2
Other Portfolios — comprising:	*38.0*
Administrative Services (including Australian Electoral Commission)	1.2
Arts, Sport, the Environment & Territories	10.5
Attorney–General's (including Human Rights & Equal Opportunity Commissions)	0.6
Defence	0.8
Foreign Affairs & Trade	0.2
Immigration, Local Government & Ethnic Affairs	7.2
Industrial Relations	0.2
Primary Industries & Energy	2.6
Prime Minister & Cabinet	2.4
Social Security	7.3
Transport & Communications	4.7
Treasury (Australian Bureau of Statistics)	0.1
Total	**1,161.0**

Source: Budget Related Paper No. 7, 'Social Justice for Indigenous Australians, 1992–93'.

Credit: Patrick Riviere, Sydney Freelance.

Mandawuy Yunupingu, 1992 Australian of the Year, is widely regarded as an outstanding ambassador for Aboriginal people and their achievements, and for Australia as a whole. As a teacher and lead singer of the internationally acclaimed group, Yotha Yindi, Mandawuy is making an outstanding contribution by increasing Australian and international awareness of indigenous Australian culture. He was the first Arnhem Land Aboriginal to graduate with a Bachelor of Education degree and became the first Aboriginal headmaster in Australia.

Credit: Stephen Ellison, Outline.

Professor Fred Hollows examining the eyes of an Aboriginal. Fred Hollows, who died in February 1993, pioneered the treatment of eye diseases in Aboriginal Australians. He also devoted his expertise and energy to the treatment of eye diseases in Eritrea, Nepal and Vietnam and to the establishment of the resources for eye treatment in those countries. His work is being continued by the Fred Hollows Foundation. Among the many honours bestowed on him, he was Australian of the Year for 1990.

Statistics on the Indigenous Peoples of Australia

(This special article has been contributed by the Aboriginal and Torres Strait Islander Commission.)

The Aboriginal and Torres Strait Islander peoples are a comparatively small, but highly important, proportion of the total Australian population.

In the 1991 Census, some 265,000 people identified themselves as being of Aboriginal or Torres Strait Islander origin. This represents just over 1.5 per cent of the total Australian population. It is a growing component; over the five years from the previous Census in 1986, the numbers of Aboriginal and Torres Strait Islander people increased by 17 per cent, compared with a growth of 8 per cent for the total Australian population.

The Aboriginal and Torres Strait Islander populations, however, have significance much beyond their numbers. As Australia's indigenous peoples, the possessors of the oldest continuous cultures in the world, and as the most disadvantaged group of Australians, they have a unique place in Australian society. The Commonwealth Government accepts a special responsibility for Aboriginal and Torres Strait Islander peoples, manifested in a range of programs and activities specifically directed at overcoming Aboriginal and Torres Strait Islander disadvantage. At the same time, other spheres of government retain their responsibilities for the provision of services to their Aboriginal and Torres Strait Islander residents.

Increasingly, Aboriginal and Torres Strait Islander people are gaining a greater role in decisions affecting them, notably through the establishment in 1990 by the Commonwealth of the Aboriginal and Torres Strait Islander Commission (ATSIC) and the structure of 60 Regional Councils throughout Australia.

Internationally, there is a sharpening focus on the rights of indigenous peoples. Australia's relations with its indigenous peoples have become one of the key elements in the assessments made by the United Nations and other international organisations of our human rights performance. In 1993, this international focus has been considerably sharpened by its designation as the International Year of the World's Indigenous Peoples.

There is accordingly a substantial demand by governments for statistical data about the Aboriginal and Torres Strait Islander populations. This demand is augmented by the requirements of the Aboriginal and Torres Strait Islander community and of researchers in the field of Aboriginal and Torres Strait Islander studies.

The characteristics which distinguish Aboriginal and Torres Strait Islander people are reflected across the range of demographic, social and economic indicators — age distribution and family composition, fertility and mortality, health, geographic distribution, housing, employment, education, incomes, and the like.

This special article presents some brief historical data, a statistical profile on various characteristics of the Aboriginal and Torres Strait Islander populations, and outlines some important statistical issues and directions for the future.

Earlier estimates of the indigenous population

Various estimates, ranging from around 300,000 to over one million, have been made of the size of the Aboriginal and Torres Strait Islander population of Australia at the time of European settlement.

In the years following colonisation the Aboriginal and Torres Strait Islander population declined dramatically under the impact of new diseases, repressive and often

brutal treatment, dispossession, and social and cultural disruption and disintegration. Such data as is available suggests that the Aboriginal and Torres Strait Islander population had declined to around 60,000 by the 1920s.

Counts and estimates of the Aboriginal and Torres Strait Islander populations have been attempted at every national census since Federation. The figures were not included, however, in the official count of the Australian population until the 1971 Census, following the repeal in 1967 of section 127 of the Commonwealth Constitution which required Aboriginal natives to be excluded from population counts. Until 1966, Aboriginal people who lived beyond settled areas were not counted but estimates of their numbers were provided by authorities responsible for Aboriginal welfare.

ESTIMATES OF THE ABORIGINAL AND TORRES STRAIT ISLANDER POPULATION PRIOR TO THE 1971 CENSUS

Census year	*Number*
1901	93,000
1921	72,000
1933	81,000
1947	76,000
1954	75,000
1961	84,000
1966	102,000

Source: 'The Aboriginal Population of Australia', L. R. Smith, Australian National University Press, Canberra.

Differences and deficiencies in coverage and data collection methods limit the usefulness of this data as a guide to trends.

Indigenous population since 1971

In the 1971 Census, a total of 115,953 persons identified themselves as of Aboriginal or Torres Strait Islander origin. At subsequent censuses the figures have been:

1976	160,915
1981	159,897
1986	227,645
1991	265,492

Considerable caution is required in making any inter–censal comparisons. In particular, it is believed that a substantial proportion of the increases reflect a growing willingness of people to identify themselves as Aboriginals or Torres Strait Islanders. There have also been some changes over the period in the form of the question asked in the Census, and improvements in collection procedures.

It is not possible to estimate the significance of these special factors and thereby to identify underlying trends more accurately. Nor is it possible to utilise data on registrations of births and deaths of Aboriginal and Torres Strait Islander people to provide some check on inter–censal trends, as not all States and Territories identify Aboriginals and Torres Strait Islanders separately in their records. There is, in any event, some concern about the accuracy of the data that is available.

These limitations notwithstanding it is clear that, over the last two decades, the Aboriginal and Torres Strait Islander population has been growing much more rapidly than the overall Australian population.

The basis for census data on Aboriginal and Torres Strait Islander populations is self–identification. This reflects established practice in the administration of Aboriginal and Torres Strait Islander programs, where the definition used has three elements: that the person is of Aboriginal or Torres Stait Islander decent, that he or she identifies as an Aboriginal or Torres Strait Islander, and that he or she is recognised as an Aboriginal or Torres Strait Islander within the community in which they live.

Data from the 1991 Census shows that, of the Aboriginal and Torres Strait Islander population of 265,492:

- 238,590 were Aboriginals and 26,902 were Torres Strait Islanders;
- females (134,030) slightly outnumbered males (131,462); and
- the numbers and proportions of the total Aboriginal and Torres Strait Islander population in each State and Territory were:

New South Wales	70,020	26.4
Victoria	16,736	6.3
Queensland	70,130	26.4
South Australia	16,238	6.1
Western Australia	41,792	15.7
Tasmania	8,886	3.4
Northern Territory	39,918	15.0
Australian Capital Territory	1,772	0.7

Statistical profile from the Census

In addition to providing figures on the indigenous population, the five-yearly Population Census provides data on a range of characteristics for the Aboriginal and Torres Strait Islander population. The following statistical profile is based mainly on the results of the 1986 Census as comparable details were not yet available from the 1991 Census at the time of preparation of this article.

Age. As the accompanying chart illustrates, the Aboriginal and Torres Strait Islander population in 1991 was much younger than the general Australian population. Over half were under 20 years of age, compared with less than a third of all Australians. The proportion under five (14%) was almost double that of the total population, while only six per cent were aged over 54 compared with 20 per cent of the total population.

Fertility and child survival. Fertility of Aboriginal and Torres Strait Islander women is considerably higher than the national average, but so too is child mortality. At the time of the 1986 Census, Aboriginal and Torres Strait Islander women had had, on average, 2.6 children. The national average was 1.9. Those reaching the end of their child-bearing years (45 and over) had had, on average, 4.9 children, compared with a national average of 2.6 children.

Child loss rates were considerably higher than the national average. By 1986, Aboriginal and Torres Strait Islander mothers aged between 15 and 29 had lost 26 per thousand children born, compared with 15 for non–Aboriginal and Torres Strait Islander mothers.

Location and mobility. The Aboriginal and Torres Strait Islander populations show a markedly different pattern of geographic distribution than for the population as a whole. Overall, in 1986 33 per cent lived in rural areas, compared with 15 per cent of the total population; 24 per cent were in major urban areas with populations of 100,000 or more (63%); and 42 per cent were in other urban centres (22%).

Mobility rates were somewhat higher than for the total population. On Census night 1986, 24 per cent of Aboriginal and Torres Strait Islander people had had a different address one year earlier, and 46 per cent had had a different address five years earlier. National figures were 18 and 43 per cent respectively. Of those who had moved, however, only about one in ten had changed their State or Territory of residence.

Households and housing. Compared with national averages, Aboriginal and Torres Strait Islander people lived in larger households. The average number of persons per household was 4.5 (compared with a national average of 2.7); in rural areas, the figure was 6.0. A greater number of households had dependent children or were multi–family.

Seven out of every 10 Aboriginal and Torres Strait Islander households were renting their dwellings. Just over a quarter lived in homes either owned or being purchased by a household member, compared with two–thirds for all Australian households.

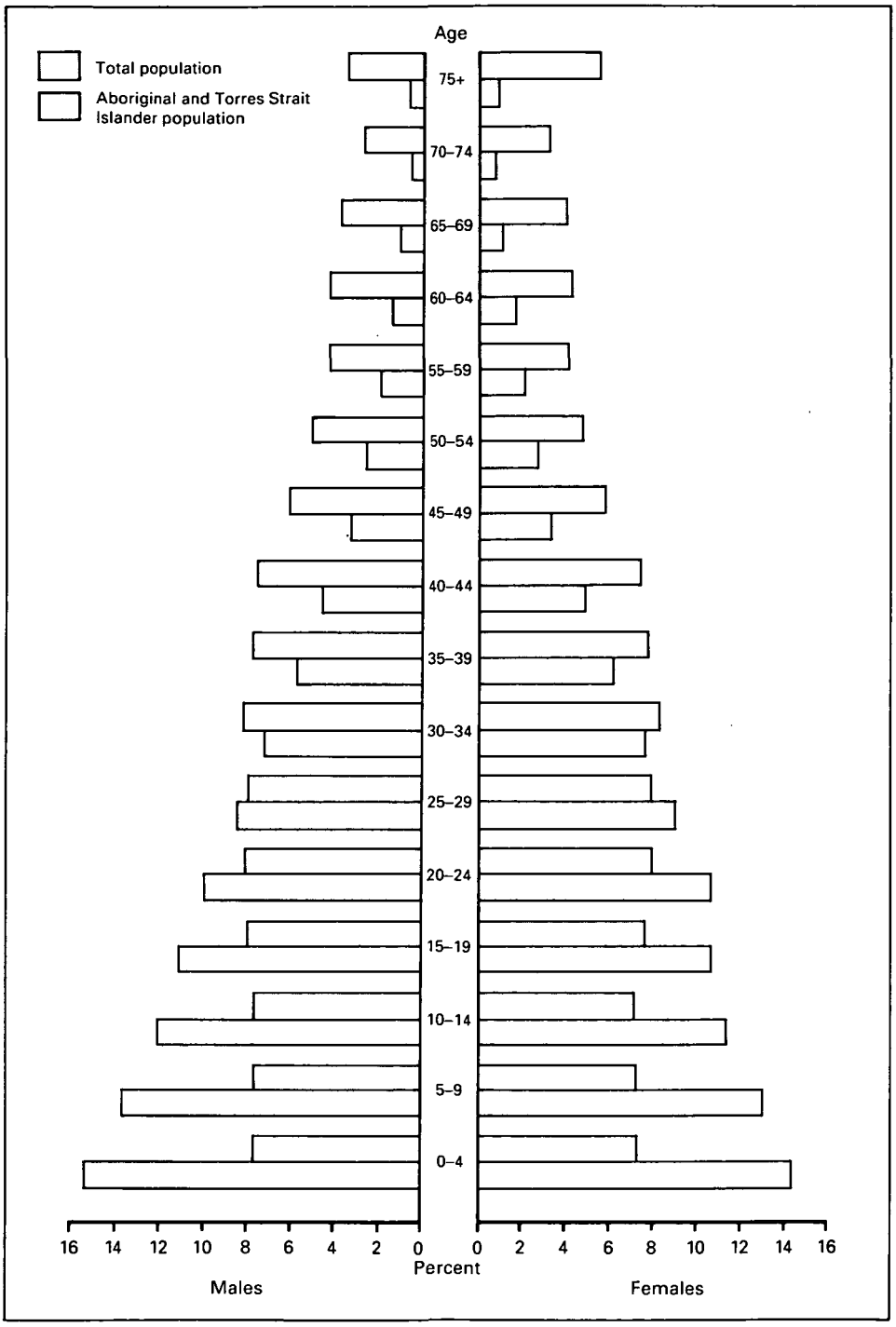
Employment. Aboriginal and Torres Strait Islander participation in the labour force was significantly lower in 1986 than for the total population. The figures were 66 per cent for men and 36 per cent for women, compared with national figures of 75 per cent and 48 per cent respectively. Participation was significantly lower in rural areas.

Unemployment among Aboriginal and Torres Strait Islander people in the labour force was much higher (35%) than for the labour force as a whole (9%).

Of those employed, larger than average proportions were in unskilled or semi–skilled occupations; 43 per cent were employed in the public sector (compared with the national proportion of just over a quarter); and 96 per cent worked for wages or salaries (83%).

Income. In 1986, median incomes of Aboriginal and Torres Strait Islander individuals and families were only two–thirds of the national figures.

1991 CENSUS: COMPARISON OF AGE STRUCTURE, ABORIGINAL AND TORRES STRAIT ISLANDER AND TOTAL POPULATION



Source: ABS, 1991 Census of Population and Housing.

Education. Overall, 95 per cent of Aboriginal and Torres Strait Islander children aged between 6 and 14 were stated as attending school. The figure fell to 92 and 91 per cent for rural localities and other rural areas respectively.

In the age group 15–24, the proportion of Aboriginals and Torres Strait Islanders still attending an educational institution was much lower than the national average — 23 per cent as against 39 per cent. Only 7 per cent of these were attending universities or colleges of advanced education, as against 18 per cent nationally. Nine per cent of Aboriginal and Torres Strait Islander persons age 15 and over stated that they had post–school qualifications compared with 26 per cent for the overall population in these age groups.

Language. In rural areas, 42 per cent of Aboriginal and Torres Strait Islander people aged five years or over spoke an Aboriginal language at home in 1986. In urban areas, the figure was only six per cent. About 2,000 were reported as not able to speak English at all.

Statistics from other than the Census

A certain amount of statistical data on the Aboriginal and Torres Strait Islander population is available from sources other than the five-yearly population censuses. However, the capacity to utilise other sources of data such as regular ABS sample surveys has been limited by survey design problems such as the relatively small size of, and difficulties in identifying, the indigenous population. Administrative records are another source of statistics although, as mentioned previously, these have their limitations.

The following further measures of Aboriginal and Torres Strait Islander disadvantage are taken from a variety of present non-census data sources.

Health. For Aboriginal and Torres Strait Islander people:

- mortality rates are at least two and a half times those of the total population;
- life expectancy is some 15 to 17 years less than for the whole population;
- infant and perinatal mortality rates are approximately three times the national rates;
- death rates associated with diseases of the circulatory system are two and a half times higher than for the total Australian population;
- admissions to hospitals are up to three times more frequent than for other Australians, and the incidence of chronic disability is much greater;
- at least 10 per cent suffer from diabetes; and
- the incidence of eye disease, especially in hot, dry areas, is much higher than for other Australians.

Law and Justice. In 1991, the rate of Aboriginal and Torres Strait Islander imprisonment was 18 times that of non-Aboriginals. Research undertaken by the Royal Commission into Aboriginal Deaths in Custody found that, in August 1988, 20 per cent of those detained in police custody were Aboriginal and Torres Strait Islander people.

Need for further statistics

The Aboriginal and Torres Strait Islander populations exhibit markedly different demographic, economic, social and cultural characteristics from the overall Australian population. Their special status as the indigenous peoples of this country, combined with the fact (as indicated by the statistics summarised in this article) that they are, as a group, the most disadvantaged of Australians, create special demands for accurate, timely and comprehensive data on which national, regional and community plans can be developed, public policies based, and progress in addressing problem areas evaluated.

The demographic characteristics of the Aboriginal and Torres Strait Islander populations are of particular importance and have major implications for policy development and program priorities, notably in such areas as employment and education, and in housing and infrastructure needs.

At the time of the 1991 Census, 40 per cent of the Aboriginal and Torres Strait Islander population was aged under 15, and a further 30 per cent were aged between 15 and 29. The rapid growth in the Aboriginal and Torres Strait Islander working age population is of considerable economic and social significance. On the basis of projections made from 1986 Census data by Gray and Tesfaghiorgis (*Social Indicators of the Aboriginal Population of Australia*, Centre for Aboriginal Economic Research, Australian National University, 1991), this would grow by 47 per cent between 1986 and 2001.

Another trend is the growth — projected to average over three per cent a year — in the numbers of households with an Aboriginal and Torres Strait Islander head. Location factors are also highly relevant. Proportionately higher numbers of Aboriginal and Torres Strait Islander people live in areas where employment opportunities are at best limited, experiencing long–term decline or virtually non–existent.

Data needs and deficiencies were highlighted by the National Report of the Royal Commission into Aboriginal Deaths in Custody, which represented the most comprehensive analysis ever undertaken of the nature, extent and causes of Aboriginal disadvantage.

The Royal Commission's recommendation 49 reads:

> 'That proposals for a special national survey covering a range of social, demographic, health and economic characteristics of the Aboriginal population with full Aboriginal participation at all levels be supported. The proposed census should take as its boundaries the Aboriginal and Torres Strait Islander Commission boundaries. The Aboriginal respondents to the census should be encouraged to nominate their traditional/contemporary language affiliation. I further recommend that the ATSIC Regional Councils be encouraged to use the special census to obtain an inventory of community infrastructure, assets and outstanding needs which can be used as data for the development of their regional plans'.

In March 1992 the Commonwealth responded by announcing a special national survey of Aboriginal and Torres Strait Islander people to be conducted by the Australian Bureau of Statistics. An amount of $4.4 million has been allocated to this sample survey, which will be undertaken in mid–1994 following a comprehensive program of consultation with the indigenous community, and survey testing and development. It is intended that the survey will give priority to the provision of complementary information to that which is becoming available from the 1991 Census and from other sources.

Of these other sources, the most substantial is the Survey of Housing and Community Infrastructure Needs being undertaken by ATSIC. The purpose of this survey is to ascertain the condition of existing housing and infrastructure, the level of unmet requirements, and the estimated costs of providing adequate housing and infrastructure to match comparative standards in the wider community. Data collection for the survey commenced in the first half of 1992 in rural and remote Aboriginal and Torres Strait Islander communities.

It might be noted that the Royal Commission into Aboriginal Deaths in Custody made a number of other recommendations relating to data collections and research on a number of more specific matters such as persons in custody, alcohol use, recidivism, and effectiveness of non–custodial sentencing orders and parole.

The availability of statistical data will be a critical factor for the Aboriginal and Torres Strait Islander community and for governments in the years ahead. The full results of the 1991 Census, and the outcome of the Special Survey, will do much to update and expand the existing databases.

Data from such sources needs to be augmented, however, by a better flow of data from regular collections, notably in such areas as health, education, and law and justice. Addressing these needs is one of the important challenges for those charged with responsibility for data collections.