Submission to the National Anti-racism Strategy Public Consultation 2012

Australian Human Rights Commission

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This submission was prepared for the Australian Psychological Society by Ms Emma Sampson, Dr Susie Burke, and Ms Heather Gridley, with expert input from Dr Anne Pedersen, and in consultation with the APS Aboriginal and Torres Strait Islander Peoples and Psychology Interest Group, APS Refugee Issues and Psychology Interest Group, and the Australian Indigenous Psychologists Association.

1   Recommendations

1.1   General recommendations

*1.1.1 It is recommended that the National Anti-racism Strategy adopt a **wide-ranging definition of racism**, which goes beyond individual or interpersonal racism to acknowledge and address systematic and institutional forms of racism. This strategy should include groups who face prejudice and discrimination not necessarily based on "race" (e.g., Australian Muslims; refugees). It is also important that the strategy reflects racism as being deeply rooted within **historical, cultural and power inequalities** in society.*

*1.1.2 The APS recommends that the strategy **recognise the multiple and deleterious effects of racism on the health and wellbeing** of all Australians, and develop strategies to inform the community of this impact. The strategy should denounce racism in all its forms for its negative psychological, social, educational and economic effects on human development throughout the lifespan.*

*1.1.3 The APS recommends that the strategy acknowledge the destructive impact of racism on **Aboriginal and Torres Strait Islander peoples'** education, health and wellbeing. Racism should be seen as a key barrier to the progress of Indigenous peoples towards improved futures, and an impediment to all agendas which aim to close the gaps in health and other outcomes between Aboriginal and Torres Strait Islander and other Australians.*

*1.1.4 The anti-racism strategy should promote the benefits of **multiculturalism**, identify culturally and linguistically diverse (CALD) groups who are at most of risk of experiencing racism, and work with government and the media to ensure positive and accurate portrayal of multicultural matters, and in of particular refugee issues.*

1.1.5 The APS recommends that:
- *the Principles of the Declaration on the Rights of Indigenous Peoples, in particular the right to free, prior and informed consent are incorporated into the strategy. Constitutional protection against racial discrimination should be strengthened; this would mean ensuring that initiatives like Stronger Futures (NT) better reflect the aspirations of Aboriginal and Torres Strait Islander peoples for themselves;*
- *there be formal recognition of the capacity and the right of Aboriginal and Torres Strait Islander peoples to self-determine their futures;*

- *the National Anti-racism Partnership and Strategy be developed in close collaboration with Indigenous people.*

1.2 Responding to the Objectives of the National Anti-racism Partnership and Strategy

Objective 1: Create awareness of racism and how it affects individuals and the broader community.

1.2.1 The APS recommends that the strategy acknowledge Indigenous Australians as the first custodians of the land and promote an understanding of their unique knowledge, heritage, and spiritual connection to the land and seas.

1.2.2 It is recommended that the strategy promote positive stories of survival and strength among CALD communities and highlight the contributions migrants make to the broader community.

1.2.3 The strategy should promote the benefits of multiculturalism, identify CALD groups who are at most of risk of experiencing racism, and work with government and the media to ensure positive and accurate portrayal of multicultural matters, and in particular refugee issues.

Objective 2: Identify, promote and build on good practice initiatives to prevent and reduce racism

*1.2.4 It is recommended that the National Anti-racism Strategy identify and address the ways in which **health and mental health systems** currently discriminate against Indigenous people and CALD communities. In particular, strategies for ensuring culturally safe and accessible services are urgently required if racism is to be addressed effectively.*

*1.2.5 The APS recommends that the strategy prioritise **media campaigns** to reduce racism, as well as work **collaboratively with the media** to develop strategies to take responsibility for representing ethnic groups, ethnic differences, and conflict between ethnic groups in ways which highlight both the diversity within groups and the similarities across groups, thereby discouraging negative stereotyping.*

*1.2.6 We also recommend that **cultural awareness training** be made available for all people involved in the media, and that there be increased media coverage of successful non-violent resolution of ethnic conflicts at local and international levels.*

*1.2.7 We recommend that **education departments** and providers build on anti-bullying programs to ensure cultural awareness and anti-racism education is provided to all children and young people. **Involving young people themselves**, and ensuring programs are age appropriate, as well as teaching critical thinking and conflict resolution skills should be integral parts of school and preschool curricula.*

*1.2.8 The APS recommends that all parents be given access to **parenting resources** which encourage them to help their children develop an appreciation for diversity and skills that involve the use of alternatives to punitive, power-assertive strategies – for example, conflict resolution skills and skills in using inductive reasoning.*

*1.2.9 The APS recommends that the **arts be used to deliver anti-racist** messages, and that multicultural and Indigenous arts organisations are supported to become involved in the work of the strategy.*

1.2.10 We recommend that the strategy encourage Federal and State governments to provide leadership in the form of public statements condemning racism, and legislation, policy, funding and other forms of sponsorship to reduce the incidence of racism at all levels. This includes publicly acknowledgement that racism is still prevalent in Australia even if less often in a blatant form.

1.2.11Members of cultural minority groups need to be involved in the development of legislation and policy, since it is they who experience the effects of racism and prejudice. Therefore we recommend that governments and national media organisations work in partnership with representative organisations and individuals from Aboriginal and Torres Strait Islander and CALD communities to address the problems of racism and prejudice.

1.2.12 To alert them to the processes of overt and subtle (institutionalised) racism, we recommend that all Australian government employees, as well as Members of Parliament, receive anti-racism training conducted in partnership with members of affected groups, as soon as possible after being elected.

*1.2.13 The APS recommends that **young people** are engaged as part of the strategy to challenge racism. This could include:*
- *conducting workshops for young people focusing on creating an Australian identity which incorporates all Australians - migrant, Indigenous and non-Indigenous;*
- *developing youth committees to be involved in the decision making processes for anti-racist policies and practices;*

- *working with youth to develop publicity campaigns to challenge racism; and*
- *implementing a peer education system where young people are trained to act as facilitators or co-facilitators in workshops for other young people, to be conducted in schools and community organisations, which challenge racist attitudes.*

*1.2.14 It is recommended that **anti-racism training** be developed in partnership with, and in accordance with, the specific local circumstances of each community and be based on the multiple mechanisms identified above.*

1.2.15 *The APS recommends that the National Anti-racism Strategy specifically commit the Australian Government to **better data collection** on the wellbeing of Aboriginal and Torres Strait Islander peoples in general and on racism in particular. **Evaluation** of the strategy should be a priority, and further opportunities for research into racism and anti-racism mechanisms should be prioritised.*

Objective 3: Empower communities and individuals to take action to prevent and reduce racism and seek to redress when it occurs.

*1.2.16 The APS recommends that the anti-racism strategy promote the benefits of **anti-racism bystander intervention** by developing an education and public awareness campaign, develop training and resources to empower people to take action, and invest in further research on the prevalence, nature and impact of bystander anti-racism initiatives in Australia.*

2   The Australian Psychological Society

The Australian Psychological Society (APS) is the premier professional association for psychologists in Australia, representing more than 20,000 members. Psychology is a discipline that systematically addresses the many facets of human experience and functioning at individual, family and societal levels. Psychology covers many highly specialised areas, but all psychologists share foundational training in human development and the constructs of healthy functioning.

A range of professional Colleges and Interest Groups within the APS reflect the Society's commitment to investigating the concerns of, and promoting equity for, vulnerable groups such as Indigenous Australians, sexuality and gender diverse people, minority cultures, older people, children, adolescents and families. The promotion of a peaceful and just society and protecting the natural environment are the focus of other APS Interest Groups.

Psychology in the Public Interest is the section of the APS dedicated to the communication and application of psychological knowledge to enhance community wellbeing and promote equitable and just treatment of all segments of society.

The APS have been actively working to prevent and address racism for over a decade, through actions including;

- development of a *Racism and Prejudice - Psychological Perspectives position paper* –http://www.psychology.org.au/Assets/Files/RP-racism.pdf
- development of a tip sheet on *Moving beyond racism - http://www.psychology.org.au/publications/tip_sheets/beyond/*
- co-hosting a Racism Roundtable in 2009, attended by over 40 researchers and public figures from across Australia - *http://www.psychology.org.au/inpsych/roundtable_racism/*
- raising concerns about the impact of policies of deterrence (e.g., immigration detention, Temporary Protection Visas) on those seeking asylum in Australia - http://www.psychology.org.au/community/public-interest/refugees/)
- establishing an Aboriginal and Torres Strait Islander Peoples and Psychology Interest Group, and supporting the establishment of the Australian Indigenous Psychologists Association - http://www.Indigenouspsychology.com.au, and
- currently developing a Reconciliation Action Plan for the APS itself www.psychology.org.au/reconciliation).

3 The APS response to the National Anti-racism Strategy

This submission provides a response by the Australian Psychological Society (APS) to the Australian Government's National anti-racism strategy.

We firstly provide an overview of issues we believe are important to the strategy, including defining key aspects of racism, identifying the health and wellbeing impacts of racism, and specifically addressing racism against Indigenous people and then Culturally and Linguistically Diverse communities.

The submission then addresses the objectives set out in the *National Anti-Racism Partnership and Strategy Discussion Paper*, providing recommendations for what we believe should be included in the National Anti-racism Strategy.

The APS endorses the establishment of a national partnership to develop and implement a National Anti-racism Strategy for Australia, and encourages the ongoing engagement of Indigenous and CALD communities in all parts of the strategy.

In particular, the APS urges that the legal or human rights framework within which the strategy is developed be strengthened, that the focus on racism be broadened beyond individual responses to racism to address systematic and institutional forms of discrimination, and that the health and mental health systems be identified as priority sites for action in combating racism.

4 Understanding racism

As identified in the National Anti-racism Partnership and Strategy Discussion Paper (2012), racism takes many forms. The APS endorses the definition of racism adopted in the discussion paper, and particularly highlights that racism:
- refers to *pervasive and systematic assumptions of the inherent superiority of certain groups, and inferiority of others, based on cultural differences in values, norms and behaviours*
- *results in those who are inferior being treated differently and less favorably in multiple ways (unequal opportunities, benefits, resources)*
- *reflects and is perpetuated by deeply rooted historical, social, cultural and power inequalities in society, and*
- *is oppressive, because it involves the systematic use of power or authority to treat others unjustly (APS, 1997: 11).*

(see APS, 1997 for a full discussion)

Different levels or types of racism have been identified. For example, Paradies (2012) has described forms of racism as:

- **Internalised -** Acceptance of attitudes, beliefs or ideologies about the inferiority of one's own ethnic/racial group (for example, believing that Indigenous people are naturally less intelligent than non-Indigenous people)
- **Interpersonal -** Interactions between people that maintain and reproduce avoidable and unfair inequalities across ethnic/racial groups (for example, being racially abused when walking or driving in the street), and
- **Systematic/institutional -** Requirements, conditions, practices, policies or processes that maintain/reproduce avoidable and unfair inequalities across ethnic/racial groups (for example, Indigenous Victorians are 2-3 times more likely to be arrested and charged with an offence).

Racism, racial discrimination, xenophobia and related intolerance have been shown to be a result of attitudes and behaviours that are learned (APA, 2001) and therefore can be changed and challenged. Evidence has shown that negative attitudes are the result of misinformation (Turoy-Smith, Kane & Pedersen, in press) and that people can reject ingrained and well-learned stereotypes and avoid prejudiced attitudes and behaviours (APS,1997).

More generally, while the expression of racism and prejudice may have changed over recent decades from overt to more covert and subtle forms, there is strong evidence to suggest that it is still prevalent in Australia (Dunn, Forrest, Babacan, Paradies & Pedersen, 2011; Paradies, 2006).

In general, individual racist attitudes or behaviours, such as stereotyping, name calling or even physical abuse are more readily identified as racism, than systematic or institutional forms. Institutionalised racism has often been referred to as the 'unconscious and unintentional embedding of discriminatory policies and practices within the institutions of a nation' (APS, 1997: 27).

As it is complex, deeply entrenched and largely invisible, 'it could be argued that institutionalised racism is actually the predominant form of racism, with significant effects on groups as well as individuals' (APS, 1997: 27).

*It is recommended that the National Anti-racism Strategy adopt a **wide-ranging definition of racism**, which goes beyond individual or interpersonal racism to acknowledge and address systematic and institutional forms of racism. This strategy should include groups who face*

*prejudice and discrimination not necessarily based on "race" (e.g., Australian Muslims; refugees). It is also important that the strategy reflects racism as being deeply rooted within **historical, cultural and power inequalities** in society.*

5   The impact of racism on individual and community wellbeing

There is international evidence which recognises that culture-based discrimination is a common challenge with far-reaching health, social and economic consequences for individuals and communities. In particular, there is compelling evidence of a link between ethnic and race-based discrimination and poor mental health and wellbeing (Paradies, 2006).

The American Psychological Association (2001) has explicitly stated that racism, prejudice and discrimination are pervasive and persisting challenges for society that have been linked to a range of poor health and mental health outcomes. The APA has resolved that racism:
- Has been shown to have negative cognitive, behavioural, affective, and relational effects on both child and adult victims nationally and globally, historically and contemporarily
- Has been shown to increase anxiety, depression, self-defeating thoughts and avoidance behaviours, and is linked to a host of medical complications in ethnic minority individuals
- Has been shown to negatively affect ethnic minority children's academic and social development, self-esteem, and personal feelings of efficacy
- Is inextricably linked to poverty, and both are risk factors for high levels of emotional distress
- Intersects with gender in ways that result in different experiences of inequality by men, women, girls and boys
- Negatively affects the cognitive and affective development of members of the dominant group by perpetuating distorted thinking about the self and members of marginalized or oppressed groups
- Can promote anxiety and fear in the dominant group members whenever they are in the presence of, or anticipating the presence of, marginalized group members, often leading to acts of hostility and aggression toward ethnic minority individuals, and that
- Both active racism and passive acceptance of race-based privilege disrupt the mental health of both perpetrators and victims of racial injustice.

Racism not only has harmful effects on victims of racism, but for a society as a whole, as it more generally undermines the community's expectations that they can count on having their own human rights respected. As Allbrook (2001) noted, racism is 'socially destructive, destabilizes good community

relations, social cohesion, and national unity….and decreases productivity' (p.12, cited in Pedersen et al, 2003).

*The APS recommends that the strategy **recognise the multiple and deleterious effects of racism on the health and wellbeing** of all Australians, and develop strategies to inform the community of this impact. The strategy should denounce racism in all its forms for its negative psychological, social, educational and economic effects on human development throughout the lifespan.*

6   Racism against Aboriginal and Torres Strait Islander peoples

Aboriginal and Torres Strait Islander people have experienced and continue to experience racism at unprecedented levels in comparison to all other groups and communities within Australia.

Since colonisation, Indigenous people have experienced displacement from their lands, destruction of their cultural ways and suffered policies and practices that have devalued their culture and peoples (Racism Roundtable, 2009). Racist discourses still permeate many of our key institutions as well as much of the public debate on issues such as reconciliation and Indigenous rights.

Racism against Aboriginal and Torres Strait Islander peoples exists in various forms and in all systems in Australia today and is a key barrier to the progress of Australian Aboriginal and Torres Strait Islander peoples towards improved futures.

Racism has a destructive impact on Aboriginal and Torres Strait Islander people's education, health and wellbeing, considerably beyond its immediate impact. Racism works strongly against all agendas which aim to close the gaps in health and other outcomes between Aboriginal and Torres Strait Islander peoples and other Australians.

The widely documented poor outcomes in relation to health, education, incarceration, child protection, morbidity and mortality and the average life expectancy gap between Indigenous and non-Indigenous Australians (around 11 years, ABS, 2009), are a stark demonstration of the impact of all forms of racism.

The APS therefore strongly endorses a National Anti-racism Partnership and Strategy which is developed in close collaboration with Indigenous people and involves meaningful and ongoing input and appropriate resourcing for actions that emerge from the strategy.

*The APS recommends that the strategy acknowledge the destructive impact of racism on **Aboriginal and Torres Strait Islander peoples'** education, health and wellbeing. Racism should be seen as a key barrier to the progress of Indigenous peoples towards improved futures, and an impediment to all agendas which aim to close the gaps in health and other outcomes between Aboriginal and Torres Strait Islander and other Australians.*

7   Racism against people from Culturally and Linguistically Diverse Backgrounds

Overwhelmingly Australia has had a successful experience of multiculturalism over a period of five decades. Both individually and as a society, cultural diversity has been linked to better health, social and economic outcomes.

However forms of prejudice, racism and discrimination exist and inequalities among migrant and refugee communities have been well documented. Evidence suggests that many culturally and linguistically diverse (CALD) communities experience discrimination and intolerance (Fozdar & Torezani, 2008). VicHealth (2007) for example reported that discrimination and intolerance affect a substantial portion of people from non-English speaking backgrounds, with nearly two in every five individual from these backgrounds reporting having being treated with disrespect or called names and insulted on the basis of their ethnicity at some time.

Research has found that some CALD groups are more likely to experience racism and discrimination than others. For example the reports that those 'visible' ethnic and religious minorities are more likely to be subjected to racism because of 'difference', such as those newly arrived to Australia, Arab and Muslim Australians, and African Australians (Challenging Racism research, 2008).

Prejudice is also high against asylum seekers and this prejudice relates to the rhetoric of both the media and government, who have perpetrated misunderstanding and misrepresented those seeking asylum and their circumstances (Pederson et al, 2012; APS, 2010; Pedersen, Watt & Hansen, 2006). Myths such as refugees who arrive by boat are queue jumpers and illegal, and people who arrive unauthorised are not genuine refugees are associated with prejudice, fear and mistrust in the community.

*The anti-racism strategy should promote the benefits of **multiculturalism**, identify culturally and linguistically diverse (CALD) groups who are at most of risk of experiencing racism, and work with government and the media to*

ensure positive and accurate portrayal of multicultural matters, and in of particular refugee issues.

8   Responding to the Objectives of the National Anti-racism Partnership and Strategy

Objective 1: Create awareness of racism and how it affects individuals and the broader community.

8.1   Learning from the past

Please see *objective 2* for a discussion about effective anti-racism strategies.

Racism has typically reflected structural inequalities rooted in history and perpetuated over time. The belief that one group was inferior to another was essential during the colonization process in Australia, in order to justify the process of dispossessing Indigenous people of their lands (APS, 1997).

In relation to Indigenous communities, perhaps one of the most significant learnings from the past is the importance of self-determination. A person's right to determine their own destiny impacts directly on happiness and health, and is particularly significant for Indigenous communities because of the denial of this right in the past.

Self-determination must go beyond consultation to active engagement and partnership with ATSI communities to be fully realised. The APS endorses the strategy's plan to work with the National Congress of Australia's First People, as well as support by the Government to recognise Indigenous people in the National Constitution. But these should be starting points within a broader commitment to recognition, reconciliation and respect.

The APS recommends that:
- *the Principles of the Declaration on the Rights of Indigenous Peoples, in particular the right to free, prior and informed consent are incorporated into the strategy. Constitutional protection against racial discrimination should be strengthened; this would mean ensuring that initiatives like Stronger Futures (NT) better reflect the aspirations of Aboriginal and Torres Strait Islander peoples for themselves;*
- *there be formal recognition of the capacity and the right of Aboriginal and Torres Strait Islander peoples to self-determine their futures;*
- *the National Anti-racism Partnership and Strategy be developed in close collaboration with Indigenous people.*

The APS recommends that the strategy acknowledge Indigenous Australians as the first custodians of the land and promote an understanding of their unique knowledge, heritage, and spiritual connection to the land and seas.

8.2   Information to include in a campaign to prevent and reduce racism

Please see *objective 2* below section on Anti-racism strategies.

8.3   Acknowledging the contributions of Indigenous & CALD communities

It is imperative that the Anti-racism strategy begin by acknowledging Indigenous Australians as the original custodians of the land, and recognising their unique spiritual, social and economic relationship with their land and waters in Australia. This formal acknowledgement should underpin the strategy, and governments, organisations and individuals should be encouraged to adopt appropriate cultural protocols.

In line with the declaration made at the *Racism Roundtable* in 2009 (with over 40 researchers from across Australia -see http://www.psychology.org.au/inpsych/roundtable_racism/), the APS urges the strategy to:

- reassert the rights of Australian Aboriginal and Torres Strait Islander peoples to be Acknowledged as the First Nations peoples of Australia, and to be recognised as the legitimate people to take real responsibility for their education, health and wellbeing, with the respectful support of Australian governments.
- recognise that for Australia to fulfill its considerable potential for future generations, it must acknowledge the terrible injustice done to its Aboriginal and Torres Strait Islander peoples - an injustice that continues to disadvantage all our futures.
- ensure that this recognition will be the basis for re-strengthening the Australian national identity to the benefit of all and future Australians.
- explicitly recognise that a strong and confident national identity is one that begins with its First Nations peoples, their knowledge, heritage, and spiritual connection to the land and seas.

In relation to CALD communities, targeting public perceptions, including the use of accurate language and promotion of positive stories about groups must be part of the solution to addressing the misunderstandings and resultant racism and poor mental health experienced by migrants and refugees. It is essential that government(s) lead this approach, and frame any resulting policy or research in ways that seek to enhance community perceptions and challenge misunderstandings (APS, 2010).

Projects that promote survival and resilence (see - http://www.ras.unimelb.edu.au/Refugees_Australian_Stories/) are important, as well as providing the community with information about the contributions migrants make to the community and broader country (in social, economic and cultural terms).

It is recommended that the strategy promote positive stories of survival and strength among CALD communities and highlight the contributions migrants make to the broader community.

The strategy should promote the benefits of multiculturalism, identify CALD groups who are at most of risk of experiencing racism, and work with government and the media to ensure positive and accurate portrayal of multicultural matters, and in particular refugee issues.

Objective 2: Identify, promote and build on good practice initiatives to prevent and reduce racism

8.4   Priority areas for addressing racism

A range of strategies and priority areas are required to prevent and reduce racism, targeting individuals, communities and institutions. The APS is concerned that 'health' and 'mental health' were not identified as priority areas, and begins with a discussion of the role of these systems in addressing racism and discrimination.

8.4.1 Racism and the health and mental health system
Our society's institutions such as government, the law, and the media both create and sustain racism. In particular, the APS is concerned about the impact of institutional racism within the health, and mental health system(s) and its ongoing impact on the wellbeing of Indigenous Australians and CALD communities.

While the National Anti-racism Partnership and Strategy Discussion Paper acknowledges the health consequences of racism, it fails to identify health as a priority for action or site for which racism occurs. The APS have a particular interest in, and commitment to ensuring that the health system, policies and services provide equal access for minority groups to health services and culturally safe services, designed with and for such groups.

Additional factors are associated with poor mental health for both Indigenous and CALD communities include poor physical health, poor socioeconomic circumstances, social isolation and high numbers of stressful life events.

For CALD communities, it is well recognised that migration is associated with multiple forms of stress and that this can lead to mental health problems (APS, 1997). The APS (2010) for example, has recognized:

- the vulnerability of people seeking asylum and the significant psychosocial impact of the refugee experience, including experiences of pre-migration trauma, migration, and resettlement
- the important role that post-migration stressors may have on adjustment, including the experience of loss, restricted access to appropriate supports and limited educational and employment opportunities, and
- the Australian Government's immigration policies have further compounded this discrimination and heightened the risk of mental health problems amongst refugees, such as the policy of mandatory detention, the issuing of temporary visas and policies which prevent families from being reunited.

For Indigenous people, a history of dispossession and oppression, enforced separations from family and institutionalisation pose significant risks for mental ill-health (Swan & Raphael, 1995). Acculturative stress, depression, substance abuse, self-injury and suicide have been identified as significant mental health problems among Aboriginal people today (the report on the Royal Commission into Aboriginal Deaths in Custody (1991).

In particular, the APS Racism Position Paper (1997) notes that:

- mainstream health services continue to be designed and delivered for minority groups to 'fit into' and culturally specific services are seen as an 'add-on' not key part of the service system
- culturally specific services continue to be under-funded and supported for short-term periods, which provides an ongoing threat to sustainability
- for a range of reasons (identified above) both Indigenous and CALD communities are more likely to experience mental health and wellbeing problems, and a need for services and supports
- health and mental health professionals report that the services they provide for minority groups are inferior than those provided to mainstream clients (Minas, Stuart & Klimidis, 1994), due to lack of cultural awareness and inability to access interpreters
- there is inadequate support for cultural competence and anti-racism training to be provided across the health system, including the need for culturally specific roles to work directly with specific ethnic communities
- specifically within psychology, the continued use of western psychological assessment and intervention tools among Indigenous and

culturally diverse client groups remains concerning, and there has been a lack of commitment to develop culturally specific tools

*It is recommended that the National Anti-racism Strategy identify and address the ways in which **health and mental health systems** currently discriminate against Indigenous people and CALD communities. In particular, strategies for ensuring culturally safe and accessible services are urgently required if racism is to be addressed effectively.*

8.4.2 Media interventions

The media have a significant role in influencing public attitudes and either perpetrating or resisting racism in all forms. The media for example, have responsibility for identifying and rejecting common misattributions of blame for economic and social problems such as unemployment onto migrants and Indigenous groups. For example, it is important that the media make public statements of rebuttal to statements which reinforce attribution biases, victim-blaming and scapegoating, such as laying blame for unemployment onto minority groups, and make clear the lack of scientific basis for statements asserting racial superiority or inferiority.

Some media campaigns have been shown to be effective in encouraging attitude and behaviour change (e.g., the 'slip-slop-slap' sun protection campaign). The media have an important role in providing education about cultures other than Anglo-Australian culture, in entertaining and diverse forms. We recommend that other media organisations follow the excellent example provided by SBS in fulfilling this role.

Engaging the media to ensure training is provided to journalists, that media policies and procedures, guidelines, and ethical codes are designed to promote fair reporting on issues relating to Indigenous and ethnically diverse communities and the iinclusion of anti-discrimination messages in entertainment media are important elements to consider.

*The APS recommends that the strategy prioritise **media campaigns** to reduce racism, as well as work **collaboratively with the media** to develop strategies to take responsibility for representing ethnic groups, ethnic differences, and conflict between ethnic groups in ways which highlight both the diversity within groups and the similarities across groups, thereby discouraging negative stereotyping.*

*We also recommend that **cultural awareness training** be made available for all people involved in the media, and that there be increased media coverage of successful non-violent resolution of ethnic conflicts at local and international levels.*

8.4.3 School programs

School programs targeting racism have been implemented internationally by educators in efforts to enhance cross-cultural awareness and improve intergroup relations within schools. In a review of this literature, Cotton (1993) concluded that such programs are most effective when: they are integrated into the overall school curriculum on an on-going long-term basis[1]; when cross-cultural or multicultural issues are taught comprehensively and handled sensitively; when all children throughout the school are involved and receive such education as early as possible; and when teachers have the necessary skills, training and resources to implement programs of high-quality.

Building on more recent Anti-Bullying strategies, teaching practices which encourage the development of critical thinking skills among children have also proven effective, especially in challenging aspects of prejudiced thinking.

Similarly, the importance of cross-cultural awareness and education for adolescents and young adults should not be underestimated. Some young adults, especially those who attended predominantly monocultural schools in their formative years, may have had little contact with people of different backgrounds, and some evidence suggests that intergroup rivalry and ethnic segregation in friendship groups is a concern in secondary schools (Parrenas & Parrenas, 1990). Equipping young people with the critical thinking skills necessary to question media (often negative) stereotypes of young people is also imperative here.

*We recommend that **education departments** and providers build on anti-bullying programs to ensure cultural awareness and anti-racism education is provided to all children and young people. **Involving young people themselves**, and ensuring programs are age appropriate, as well as teaching critical thinking and conflict resolution skills should be integral parts of school and preschool curricula.*

8.4.4 Parenting in early childhood

Research in developmental psychology suggests that parenting and educational practices can have a significant impact on children's development, attitudes and behaviours towards outgroup members, in particular through teaching perspective-taking, empathy and non-violent conflict resolution techniques.

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[1] It is important to note that children (like adults) are resistant to isolated, superficial, 'one-off' anti-prejudice lessons. Indeed such short-term and poorly resourced interventions are not only ineffective but can increase prejudice among children (Cotton, 1993).

A key contributor to acceptance and support of diversity is perspective-taking ability - being able to see another's point of view, rather than seeing others as foreign, unknown and unknowable. While the cognitive capacity to perspective-take, and its emotional counterpart, empathic responses, develop in early childhood, there is wide variation in the extent to which children develop these attributes. Parenting practices are one determinant of their development. The child-rearing practices which have been shown to promote perspective-taking and empathy are classed together as inductive reasoning. These include parents and other caregivers listening to the child's point of view; explaining how others are affected by the child's behaviour; explaining reasons for rules to the child; and negotiating rules and agreements where possible. Parents and teachers using inductive reasoning techniques can thus, through modelling, support, and provision of opportunities for cognitive growth, encourage their children's capacity to see others' points of view and therefore increase the likelihood that they will adopt tolerant and non-prejudiced attitudes and behaviours (Eisenberg & Miller, 1990; Hart, DeWolf & Burts, 1993).

Parents and teachers can also encourage tolerance and acceptance through explicitly teaching nonviolent conflict resolution which is based upon respect for the other person's needs, fears, wants, and concerns, which are seen to be as legitimate as your own (Wertheim, Love, Littlefield & Peck, 1992).

*The APS recommends that all parents be given access to **parenting resources** which encourage them to help their children develop an appreciation for diversity and skills that involve the use of alternatives to punitive, power-assertive strategies – for example, conflict resolution skills and skills in using inductive reasoning.*

8.4.5 The arts

The arts can be a medium for advocacy and social commentary, providing opportunities for communicating both anti-racist sentiments and the experiences of minority groups to the wider community. Music was found to be effective in combating racism in Britain during the 1970s and more recently in Australia many local councils facilitate concerts organised by youth for youth, which could be used to promote anti-racism (e.g., hold concerts where local performers make explicit their opposition to racism).

Another way to challenge racism is to use high profile individuals as role models of anti-racist behaviours. In Australia during the early 1990s, the "Different Colours, One People" campaign used role models from the sporting and entertainment arena to encourage people to take a stand against racism, and was judged to be quite successful (Zelinka, 1995).

The APS recommends that the arts be used to deliver anti-racist messages and multicultural and Indigenous arts organisations are supported to get involved in the work of the strategy.

8.4.6 Measures for government to take

The government has a significant role to play in addressing racism, and should respond to the strategy in a range of ways.

Despite the controversy that legislating against racism and discrimination may trigger, there is considerable evidence to suggest that such legislation is effective in changing community attitudes and social norms , as well as protecting the rights of Indigenous and CALD communities. Indeed, social psychologists have argued that the most critical factor in the declining levels of blatant forms of prejudice and racism in the United States is the civil rights legislation of the 1960s (Aronson, 1992; Nesdale, 1997).

Of particular concern to the APS was the suspension of the Racial Discrimination Act (1975) with little or no consultation. Although it has been reinstated, there remain concerns that this has not been done fully or unconditionally and that issues remain (i.e., it excludes discriminatory actions already taken under the intervention from the scope of the RDA such as compulsory welfare quarantining based on race) (Human Rights Commission, 2011). A stronger legal/human rights framework is necessary to protect victims of racism and discourage its continuation.

Governments also need to show leadership by promoting diversity and condemning racism in all its forms, examine all departmental policies, procedures and practices for expressions of racism and ensure these are addressed, develop engagement strategies to involve minority groups in policy decision making and service delivery and provide adequate anti-racism training to all employee's, including members of parliament.

As discussed throughout the submission, the engagement of those impacted upon by racism (namely Indigenous people and CALD communities) should be engaged throughout the strategy to ensure it is relevant and effective in combating racism.

Therefore we recommend that the strategy encourage Federal and State governments provide leadership in the form of public statements condemning racism, and legislation, policy, funding and other forms of sponsorship to reduce the incidence of racism at all levels. This includes

publicly acknowledge that racism is still prevalent in Australia even if less often in a blatant form.

Members of minority groups need to be involved in the development of legislation and policy, since it is they who experience the effects of racism and prejudice. Therefore we recommend that governments and national media organisations work in partnership with representative organisations and individuals from Aboriginal and Torres Strait Islander communities and CALD communities to address the problems of racism and prejudice.

To alert them to the processes of overt and subtle (institutionalised) racism, we recommend that all government employees, as well as Members of Parliament in Australia receive anti-racism training, conducted in partnership with members of minority groups, as soon as possible after being elected.

8.4.7 Involving young people in addressing racism

Young migrants are often misrepresented by the media and broader society as being violent or belonging to gangs, and experience discrimination and isolation within the mainstream education system (Gifford et al, 2009). For example a study involving Sudanese and Pacific Islander young people found that racism and its negative impact on feeling safe in the community was a key concern for both groups, and young Sudanese men actually identified in and around school as a place where they felt less safe compared to other young people (Grossman & Sharples, 2010). Public gathering in both small and larger groups is perceived by young people in both communities as a critical part of socialisation and cultural reaffirmation and bonding, and was also seen as a key safety strategy for young people in both communities in relation to feeling and being safe in their local area (Grossman & Sharples, 2010).

Similarly, young Indigenous people face numerous hardships, including that they are often depicted negatively in the media and struggle with a cultural identity as they grapple between non-indigneous and Indigenous cultures. Models that show promise in engaging young people to address racism, include the Headland Youth Development Framework which has worked with Aboriginal and Torres Strait Islander young people to provide mechanisms of empowerment and skill-building. The framework was co-developed with young people and aims to develop and implement creative initiatives with youth and stakeholder input to empower young people to make healthy life decisions. This program represents a promising approach to engaging young ATSI people, but further attention needs to focus on the stereotypes that have created a false and destructive identity for young people.

Similarly, the Western Young People's Independent Network (WYPIN) a group of young people of refugee and migrant backgrounds living in the Western region of Melbourne, was established by young people who were interested in challenging racism in the community and to empower young people to develop programs and activities in line with their needs and aspirations. WYPIN continues to support young people to express and advocate what their needs are and serve as a voice for refugee young people in the Western region. WYPIN frequently speaks to local and federal ministers and participates and respond to community consultations.

The APS recommends that young people are engaged as part of the strategy to challenge racism. This could include:
- *conducting workshops for young people focusing on creating an Australian identity which incorporates all Australians - migrant, Indigenous and non-Indigenous;*
- *to develop youth committees to be involved in the decision making processes for anti-racist policies and practices;*
- *to work with youth to develop publicity campaigns to challenge racism; and*
- *to implement a peer education system where young people are trained to act as facilitators or co-facilitators in workshops for other young people, to be conducted in schools and community organisations, which challenge racist attitudes.*

8.4.8 Examples of strategies to prevent or reduce racism

Anti-racist strategies involve eliminating or at least modifying racist beliefs (Pedersen et al, 2003). They differ from multicultural or cultural awareness training as the focus is explicitly on racism and anti-racism (as opposed to tolerance or understanding) and address inequalities of power and representation.

Pedersen et al (2011) provide a guide to ingredients found to be effective in delivering anti-racism education. Appendix 1 details these mechanisms which include;
- providing accurate information about minority groups (dispelling false beliefs)
- showing respect for the audience (involve audience in the process)
- choosing emotions to target wisely (avoid guilt, target empathy or moral outrage)
- not only emphasising similarity between 'ingroups' and 'outgroups' but also acknowledging difference (as a source of strength)

- taking local needs into account (Context matters, so that factors such as age, education, how many people of a particular marginalised group lives around the area are important considerations).
- using cognitive dissonance with respect to egalitarian values but prejudiced views
- invoking positive social norms (prejudice is more likely to be reduced when clear social norms exist)
- arranging appropriate contact with the 'outgroup'
- addressing identity issues (Two identities have been linked to prejudice. National Identity and the hidden identity of Whiteness)
- finding alternate talk (people often increase or maintain their relationship status by using prejudiced conversations or jokes)
- taking into account function of attitudes such as values and experience
- use multiple voices from multiple disciplines
- interventions are more likely to be successful if there is the time to go into depth into the issues.

Pedersen et al. (2011) argue that it is best to include as many mechanisms as possible as there is less chance of combating prejudiced attitudes with just one or two mechanisms. It is important that the difficult parts of racism be directly addressed, including the fact that sometimes people will have negative experiences with Indigenous people (Pedersen & Barlow, 2008). Placing these experiences in context is an essential strategy.

Evaluations of interventions are rarely done. Studies which have successfully used these principles, as well as including a pre-test and post-test, have reduced racism against a number of marginalised groups (such as with university students and more recently with older Australians (Hartley et al, in press).

As found by Pedersen et al (2003), 'the best possible strategy for combating racism is multi-faceted, and developed in accordance with the specific and local circumstances of the community for which it is intended. Specifically, a dynamic, iterative and consultative approach… is more likely to succeed than are replications of 'one-size fits all' programs, without due regard for local community concerns and political sensitivities around the issues of entitlement, dispossession, racism and prejudice' (p.5).

There are no easy or one size fits all solutions to the problems of prejudice, racism and discrimination (Pedersen et al, 2003). Some of the lessons learned regarding what works to address or reduce racism include;
- Involving groups who have and continue to experience racism in the development, delivery and evaluation of anti-racism initiatives

- No strategy for change will be successful without significant political will, as not everyone wants to reduce racism, as arguably sections of the general community currently benefit from prevailing intergroup tensions
- Moral exhortation to be nice to one another does not work
- Attempts to portray groups as 'different but nice' do not work
- Attempts to reduce prejudice and racism are unlikely to have generic effects (need to be locally targeted)
- Any strategy must not expect instant results, change takes time
- Strategies must target different aspects of prejudice and racism at different times in a sequenced program
- Attitudes are important to target as precursors for introducing more structural or legislative change.

This research points to a need for continuous interventions at all levels. If the benefits are eroded by day-to-day experiences, organisational culture, media portrayals and by government action and lack of action, we cannot expect even the best designed but time-limited and localised programs to have a strong, lasting impact.

However, it is important to note that the changing of individual attitudes is only one strategy that should be used. We need to look at the wider picture; governments (as noted above) can influence public attitudes. While changing individuals' racist attitudes is important, so is changing racist structures.

Some concerns have also been expressed about anti-racism education programs which are not accountable to the minority groups they propose to assist (Simmons, 1994). Huygens (1996) suggests that genuine anti-racism education involves processes whereby members or groups of the dominant culture take responsibility for working in partnership with Indigenous groups to: tell the true history of colonisation; address structural change in institutions; embed policies of cultural safety in programs and intervention strategies; and share power and resources in ways which require the dominant culture to transform itself.

It is recommended that anti-racism training be developed in partnership with, and in accordance with, the specific local circumstances of each community and be based the multiple mechanisms identified above.

8.4.9 Research and evaluation
In recognition of the significance of research and evaluation in addressing racism, the APS participated in the Racism Roundtable (2009), which was based on the recognition that combating racism is an interdisciplinary undertaking and that high quality research informing public policy and

everyday practice must be at the heart of our endeavours to understand and combat racism in all its forms (Racism Roundtable, 2009).

In particular, it is imperative that the Australian Government collect accurate qualitative and quantitative data on Aboriginal and Torres Strait Islander peoples to enable the fundamental right to proper planning, policy development, service delivery, and allocation of funding. This data collection must be done within an Indigenous framework and Indigenous people must be involved in all stages of the design and delivery processes. This suggestion is in accordance with Recommendation 103 of the Durban Review Conference outcomes document.

Finally, in recognition of the need to learn from what actions are effective in combating racism, the APS recommends the strategy develop a robust evaluation framework, to effectively capture all learnings from the development to the impact phase of the strategy. The strategy should prioritise bringing together key stakeholders to share learnings and develop support mechanisms to further prevent and address racism in the future.

The APS recommends that the National Anti-racism strategy specifically commits the Australian Government to better data collection on Aboriginal and Torres Strait Islander peoples in general and on racism in particular. Evaluation of the strategy should be a priority, and further opportunities for research into racism and anti-racism mechanisms should be prioritised.

Objective 3: Empower communities and individuals to take action to prevent and reduce racism and seek to redress when it occurs.

8.4.10   Strategies and approaches to help people experience racism to speak up, and to assist bystanders address racism when it occurs

While it is important to consider strategies which support victims of racism to speak up, understanding the reasons why people may be reluctant to seek redress are imperative for addressing racism more structurally. As outlined by Nelson et al (2010), 'reporting of racism is rare, as the procedures are complicated, time consuming, personally taxing and they offer limited prospects for satisfaction' (p.35). Ensuring well-communicated, accessible, confidential complaints procedures in a range of settings is therefore crucial, as well as ensuring that victims are satisfied at the result of the outcome of their complaint.

Given the prevalence of racism in Australia, and that formal reporting of racism is rare, encouraging and supporting ordinary people (bystanders) to share the responsibility for addressing everyday racism is important.

Bystanders are individuals who are present or witnesses a situation, usually an emergency. Bystander action involves 'action taken by a person or persons to identify to speak out about or seek to engage others in responding, either directly or indirectly, to specific incidents of racism, or racist practices, cultures and systems. Bystander action has the objectives of stopping the perpetration of a specific incident of racism, reducing the risk of its escalation and prevention physical , psychological and social harms that may result, as well as strengthening broader social norms that work against racism occurring in the future. (Nelson, 2010: 7)

Bystander action includes not only responding to critical incidents of racism (such as blatant willful racist behaviour) but also responses to more subtle, everyday forms of racism, institutional racism as well as broader socio-cultural conditions that contribute to racism (Nelson et al 2010).

The Vichealth framework (2010) identifies the potential role of the bystander to respond to others which may include intervening when someone expresses racist attitudes and beliefs through to an organisational level by responding to policies or practices that contribute to inequalities among staff, members or clients from different groups.

Research (Nelson et al, 2010) identifies a range of forms of bystander anti-racism, which either target the perpetrator and/or support the victim including;
- Non-support of the perpetrator
- Statements or actions that proclaim disapproval
- Filing a report
- Calling authorities
- Intervening directly such as speaking out or physical action.

Three specific strategies are recommended from research into bystander antiracism.

Firstly, education and public awareness raising, which should address the need for a greater level of public awareness of the nature and impacts of racism, and the importance for action to prevent and address racism (Nelson et al, 2010). This could be targeted to the general community (public) as well as in specific settings such as the workplace or within educational contexts.

Secondly, the development of resources for training to address the lack of knowledge about how to respond to racism is recommended. Research into bystander interventions has shown that potential bystanders need to be given tools to address racism when they encounter it. It is useful to give a number of examples and have a small group discussion on how it should be best tackled. It is good to stress that individuals can – and often do - create a critical mass forcing structural change. It is also useful to give examples of how intervening can help the targeted person feel less marginalised and alone (Pedersen et al 2011) . This could build on anti-bullying within school environments and be targeted to organisations, peer groups, public settings and via the internet (Nelson et al, 2010).

Finally, given the substantial research gap into the prevalence, nature and impact of bystander anti-racism in Australia, research into the enablers and obstacles to action, as well as the effectiveness of interventions designed to empower people to take action is urgently needed.

The emphasis and responsibility on combating racism however, should not solely be on the victims of racism or prejudice but on the mainstream, particularly on governments, systems and polices which are responsible for ensuring accessible and culturally safe services. While the bystander anti-racism approach shows promise at addressing racism (see below), the APS emphasises that approaches which target individuals (both victims and bystanders of racism) have limited effectiveness at addressing racism at a structural or institutional level.

The APS recommends that the anti-racism strategy promotes the benefits of anti-racism bystander intervention by developing an education and public awareness campaign, developing training and resources to empower people to take action and invest in further research on the prevalence, nature and impact of bystander antiracism in Australia.

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10   Appendix 1

Ingredients for Anti-racism Education (adapted from Pedersen et al, 2011)

Mechanism to reduce prejudice	Description	Effectiveness
1. Providing accurate information (dispelling false beliefs, myth busting)	Giving people correct information about marginalized groups Based on the notion that prejudice is related to inaccurate information and/or accepting false beliefs	Is likely to be effective in conjunction with other mechanisms (particulrarly dissonance – see 6. Below) Limitations include potential to confirm stereotypes by essentialising cultural groups, while false beliefs may be dispelled, prejudice can remain
2.Showing respect for the audience	Involve audience in the process – listen and respond appropriately to participants. Encourage participants to act respectfully towards one another and stress there are no 'right' or 'wrong' responses	Effectiveness linked to participants being encouraged to think for themselves Minority group participants have option of breaking into their own group for cultural safety Publicly labeling participants racist can be alienating and reduce likelihood of positive result Identify source of behavior and address appropriately
3.Choosing emotions to target wisely	Tapping into emotions or feelings as a catalyst for changing attitudes and behaviours	While collective guilt is related to not feeling prejudice, because few people report collective guilt (because it is an aversive emotion) less appropriate to tap into More appropriate to encourage empathy, compassion or moral outrage as these are 'other focused'…described as aiming for participants to 'walk in somebody else's shoes'

4. Emphasise commonality and different	Not only emphasising similarity between 'ingroups' and 'outgroups' but also acknowledging difference as valuable and a source of strength	Need to emphasise disadvantage as well as different (ie not a level playing field) Incorporate a decentring of the mainstream Australia as the implicit norm with which all other groups should be compared.
5. Meet local needs in the design and delivery of the intervention (context matters)	Local needs need to be taken into account (doing something in USA needs a different strategy to something in Kalgoorlie). Factors such as age, education, how many people of a particular 30arginalized group lives around the area are important considerations	Interventions are more likely to be effective when specific about needs of locality, and time has been spent with local communities to learn about their situations Some mechanisms, such as consensus effects (see 6.) and white privilege (see 10) are more applicable in some locations than others.
6. Using cognitive dissonance with respect to egalitarian values but prejudiced views	Pointing out incompatibility among beliefs can be influential in reducing prejudice. Does not involve giving new information but highlights incompatible information	Promising but may not always be useful as people can readily hold apparently contradictory beliefs if the issue is not important to the perceiver, why bother reconciling inconsistencies Dissonance may be more effective with highly prejudiced individuals Factors that enhance the effectiveness include recognition of inappropriate past behavior, commitment to appropriate future behavior and declarations of non-prejudice to others, especially in public.7
7. Invoking positive social norms (prejudice is more likely to be reduced when clear social norms exist	Based on research that highly prejudiced individuals are significantly more likely to overestimate their support in the community…and that believing oneself to be in the majority can lead to people being more forthright in their opinions and less willing to compromise or modify their views.	Giving feedback to people that their negative views were not consensually shared and/or hearing another person oppose racism publically can reduce racism/prejudice

8. Arranging appropriate contact with the 'outgroup'	Based on the ;contact hypothesis' that arranging inter-group (where people from mainstream for example meet with or are exposed to people from a minority or non-Western culture) contact under the right circumstances is useful in combating prejudice	Research has found that contact does not always lead to positive attitudes. Severe disadvantage for example, means some people engage in what might be considered anti-social behavior and this can be responsible for contact in isolation being unable to reduce prejudice While representations of marginalized voices could be included in anti-prejudice training, care must be taken to ensure cultural safety for those involved directly in anti-prejudice training. The primary responsibility lies with the perpetrators, not the groups that are negatively targeted to rectify issues of prejudice
9.Addressing identity issues	Addressing racism and prejudice requires reflecting on our own identity. Two identities have been linked to prejudice. National Identity and the hidden identity of Whiteness	The discourse of nationalism is frequently used to undermine the legitimacy of minority group identifications, with minorities viewed as divisive and threatening In Australia, people who score higher on nationalism are more prejudiced against Indigenous Australians, asylum seekers and muslim Australians Useful for antii-prejudice training to examine the meaning of being 'Australian'and how inclusive this is
10.Finding alternate talk	The role of language in maintaining relationships, people often increase or maintain their relationship status by using prejudiced conversations or jokes	Need further research on conversation skills or strategies that are effective in dealing with prejudiced talk. See bystander intervention section.

11.Taking into account function of attitudes such as values and experience	Participants values, their experiences and what they learn indirectly are important sources of attitudes	Addressing people's violated personal values, and working with indirect sources of experience (such as the media and social networks) to change prejudice attitudes.
12.Use multiple voices from multiple disciplines.	It is preferable to have multiple voices from multiple disciplines and repeating major points	Prejudice and racism need to be tackled from a number or angles and any one discipline does not have all the answers.
13.Interventions are more likely to be successful if there is the time to go into depth into the issues.	Having time to reflect on issues is important.	A longer format for interventions has been found to be more effective.