Human rights

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AUSTRIAN DEVELOPMENT STUDIES NETWORK
The Australian Development Studies Network seeks to provide a forum for discussion and debate of development issues, and to keep people in the field up-to-date with developments and events, publications, etc. The Network does this through its publications program and by conducting or co-sponsoring seminars, symposia and conferences. The Network produces three publications:

*Development Bulletin* is the Network’s quarterly Newsletter. It includes short articles (normally 1,000 to 2,000 words); reports on conferences and seminars; announcements of forthcoming events; details of courses, research and work related to development or development studies; articles on the centres pursuing these activities; and information about development education materials, recent publications and other news.

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You may have information you wish to share with others in the development field: conference announcements or reports, notices of new publications, information about the work of your centre or courses you offer, or you may wish to respond to articles or *Briefing Papers*. If so, please write to the Editor.

If you wish to obtain Network publications or enquire about membership, subscriptions, seminar sponsorship, etc., please write to the Network Director. The address is:

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**Deadlines**

Closing dates for submissions to Development Bulletin are mid-November, -February, -May and -August for the January, April, July and October issues respectively.
Discussion Series

The human rights approach to development assistance
Gordon Bilney

The rights way to development
André Frankovits

The rights framework and development assistance
Philip Alston

Development cooperation and human rights
Helen Ware

Human rights and aid: An Australian Parliamentary perspective
Stephen Loosley

The human rights approach to development assistance: An indigenous perspective
Patricia Turner

Challenges and opportunities
Ma Socorro Diokno

A Philippines experience: The wrong way to development
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The rights way to development: Challenges and opportunities
Clarence J. Dias

A test for the rights way to development
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Human rights, aid and civil society
Patrick Kilby

Competing rights: The mother, the foetus and the state
Terence H. Hull

Intellectual and cultural property rights and bio-prospecting: Recent developments
Johanna Sutherland

Viewpoint

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Editors’ notes

The relationship between human rights, development and development assistance is the theme of this issue of Development Bulletin. It focuses on the question of how human rights can be protected, which rights should take precedence and who should make these decisions. Whether human rights should provide the basis for allocation of aid was widely discussed at a symposium ‘The Rights Way to Development’, organised by the Human Rights Commission of Australia earlier this year. Some papers from this symposium are included.

We have maintained the theme of human rights throughout the Bulletin and included new books on human rights issues, extracts from the Vienna Declaration and Program of Action and conference reports on human rights meetings.

Briefing paper

The accompanying Briefing Paper provides background information on the outcome of the United Nations Social Summit held in Copenhagen in March and was prepared by Julian Disney. The Social Summit is also covered in the Viewpoint section by John Langmore and Andrew Hewitt both of whom attended the Summit.

Update

Rob Moodie provides a new perspective to the governance debate, looking at the link between the role of religious, political and social leaders and HIV/AIDS prevention.

Viewpoint

Clive Hamilton looks at Australia’s foreign policy and the ways in which human rights are interpreted and reinterpreted. Jennifer Raines provides a new perspective to the theory and practice of ‘trickle down’.

Gender and Development Directory

After 12 months of work the Network has published Australia’s first Gender and Development Directory. It contains information on 185 individuals and 55 organisations which have expertise in gender and development research, training, policy making or project implementation.

AusAID

The staff and members of the Australian Development Studies Network gratefully acknowledge the on-going assistance of AusAID in publishing the Development Bulletin.

Network staff

Claire Holloway has joined the editing team at the Network, Rafat Hussain is safely back with us after dodging bullets and curfews in Karachi and Helen Skeat has left to become Executive Officer of Women with Disabilities Australia.

If you have any queries or would like to contribute to the Bulletin, please call us by phone, fax or e-mail.

Pamela Thomas and Lucy Tylman
Human rights, development and aid

In 1948 on the occasion of the adoption of the Universal Declaration of Human Rights, the President of the United Nations General Assembly, Dr H. Evatt of Australia stated:

The adoption of the Declaration is a step forward in a great evolutionary process ... the first occasion on which the organised community of nations has made a declaration of human rights and fundamental freedoms.

The Universal Declaration although not a legally binding treaty established an internationally recognised set of standards applicable to all persons without qualification. It represented a world-wide charter of rights, proclaiming universal and fundamental freedoms which transcend national, religious, cultural and ideological factors.

The Preamble of the UN Charter outlines members' determination to "reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in equal rights of men and women and of nations large and small". The Universal Declaration together with the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights are known as the International Bill of Rights.

Since 1948 the Universal Declaration has been one of the United Nations' most important and far reaching Declarations and the basic source of national and international efforts to promote and protect human rights. Over the last 45 years a number of human rights conventions have been adopted by the UN. These include the Geneva Conventions which deal with the conduct of war and treatment of prisoners, the Convention on the Political Rights of Women, the Convention on the Elimination of all Forms of Discrimination Against Women, the International Convention on the Rights of the Child.

In 1986, the United Nations adopted the Declaration on the Right to Development which has led to industrial countries focusing more intensely on human rights, social, political and economic development and the relationship between human rights and development assistance. This debate has focused on the concept of 'good governance' and in 1991 the European Community adopted a resolution on Human Rights, Democracy and Development which stressed the importance of good governance with its emphasis on accountability, transparency and sensible social and economic policies.

This debate was carried further at the World Conference on Human Rights in 1993, resulting in the Vienna Declaration and Program of Action which stated:

The World Conference on Human Rights reaffirms the right to development, as established in the Declaration on the Right to Development, as a universal and inalienable right and an integral part of fundamental human rights.

As stated in the Declaration on the Right to Development, the human person is the central subject of development.

While development facilitates the enjoyment of all human rights, the lack of development may not be invoked to justify the abridgment of internationally recognised human rights.
States should cooperate with each other in ensuring development and eliminating obstacles to development. The international community should promote an effective international cooperation for the realisation of the right to development and the elimination of obstacles to development.

Lasting progress towards the implementation of the right to development requires effective development policies at the national level, as well as equitable economic relations and a favourable economic environment at the international level.

The Vienna Declaration specifically states that extreme poverty inhibits the full and effective enjoyment of human rights and that its immediate alleviation and eventual elimination must remain high priority for the international community. The Vienna Declaration also strengthens the rights of women and, for the first time, addresses the issue of gender-based violence.

Gender-based violence and all forms of sexual harassment and exploitation, including those resulting from cultural prejudice and international trafficking, are incompatible with the dignity and worth of the human person, and must be eliminated.

These issues and the attempts by donor agencies to establish how development can further the cause of human rights provided the focus for discussion at a symposium The Rights Way to Development, held at Parliament House, Canberra, in February 1995 and organised by the Human Rights Council of Australia. The framework for the symposium was provided by a report, The Rights Way to Development, which took as its starting point the notion of development as a right and argued that the question is not how to enhance the link between development and human rights, but rather how to realise the right to development through the policies and practices of donor agencies.

The discussion that follows includes symposium papers from Gordon Bilney, Stephen Loosley, Andre Frankovits, Philip Alston, Patricia Turner, Helen Ware and Evelyn Balais-Serrano.

Gordon Bilney considers Australia's approach to human rights and development cooperation, and Stephen Loosley, Chair of the Parliament's Joint Committee on Foreign Affairs, Defence and Trade, gives the Parliament's perspective on human rights and aid.

Andre Frankovits of the Human Rights Council of Australia argues for a "radical re-conceptualising of the relationship between official development assistance and human rights", proposing a framework where development and human rights are not seen as two separate spheres, but rather where development is seen as a subset of human rights.

Philip Alston, Chair of the United Nations Committee on Economic, Social and Cultural Rights, discusses the need for this human rights framework for development assistance, and what the adoption of such a framework would mean in practical terms for a development agency such as AusAID.

Patricia Turner of the Aboriginal and Torres Strait Islander Commission gives an indigenous perspective on this question, seeing the development of indigenous communities and human rights as inseparable, and suggesting a framework for the future recognition of rights of indigenous peoples and their access to and participation in development.

AusAID's role is considered by its Assistant Director General, Helen Ware, raising the question of which human rights should receive priority in situations of limited resources, and indeed raising the question of how "injecting human rights into the discussion" makes a difference, when, for instance, it is already clearly apparent that a situation is unacceptable.

The Philippines' experience of "the wrong way to development" is powerfully outlined by Evelyn Balais-Serrano of the Philippines Alliance of Human Rights Advocates, who proposes that the present situation in the Philippines is "evidence of how development aid can bring about under-development rather than development, abject poverty rather than prosperity, massive and gross violations rather than greater respect for human rights."

Finally, papers by Terry Hull, Johanna Sutherland and Patrick Kilby present diverse and intriguing wider perspectives on the human rights debate.

The human rights approach to development assistance

Gordon Bilney, Minister for Development Cooperation and Pacific Island Affairs

Background

The relationship between human rights and development cooperation is a complex, important and topical debate. Its starting point could be said to be in San Francisco in 1945 when human rights and development were first explicitly linked in the Charter of the United Nations.

Australia is recognised as a leader in international efforts to promote human rights, particularly in multilateral fora. Two Australians who hold important advisory positions at the United Nations, Justice Elizabeth Evatt and Professor Philip Alston are testament to that. Their work and that of many others in this field reflects a genuinely strong interest in the Australian community and a genuinely strong support for the promotion of human rights. In this sense, our human rights policy involves an extension into our foreign relations of the basic values of the Australian community.

Nothing in international relations however is selfless, and Australia’s pursuit of human rights issues is not entirely selfless either. There are a number of benefits to any country in pursuing human rights issues internationally:

- Human rights lie at the heart of stable and tolerant societies which in turn provide the cornerstones of a stable and peaceful international order. When one looks at the horrors of Rwanda, at the horrors of Bosnia, I think that is proof positive of the enormous costs which are incurred when human rights are not respected.

- A reputation as a good international citizen on human rights issues can be helpful in pursuing our other international interests.

- Very importantly, by embracing the cause of people who have been denied their rights, one guards and defends the rights themselves.

Australia’s role in human rights

How do we in Australia go about that pursuit of human rights objectives? Gareth Evans has described the way we pursue human rights issues as a combination of principle, pragmatism and patience.

Pragmatism means that you pursue human rights in the way that is in the particular context, most productive. Being influential in achieving human rights objectives in another country for example, requires being aware of the totality of issues that make up one’s relationship with that country and being able to put those human rights issues in a context which is not seen by that other country as simply one dimensional or out of proportion to the other elements in that relationship.

Patience involves recognising that many of the problems promoting human rights in developing countries and particularly in Asia, are likely to be transient in nature.

The Australian Government’s approach to promoting and protecting human rights through the aid programme, is to seek to focus, on a case-by-case basis, on what is the most productive route to advance human rights along with equitable development. This can be a bit of a carrot and stick process but we try always to focus on positive measures to advance human rights, though I have to say that there are occasions when extreme situations demand what is a more punitive response.

For example, in view of the current situation in Burma, and in China following the Tiananmen Square massacre in 1989, we have withdrawn or suspended our bilateral aid programmes. But I believe this ought to be a last resort. Except in extreme circumstances Australia does not believe in making our aid conditional on human rights. We have not placed rigid conditions on the form of government which a country must have in order to qualify for aid.

That is not to say that we do not pursue the issue of good governance with developing countries. We do, strongly and purposefully. That does not necessarily mean our saying to them that if they are to receive aid they must immediately adopt western style democracy. But it does mean that we seek to encourage forms and practices of government which are open and accountable in the ways in which policy is formulated and the way in which government functions are discharged. And it does mean the encouragement of government which has the welfare of citizens as central to its purpose.

Participatory development and good governance are integral to sustainable development. Participatory development is the process by which people take an active and influential role in shaping decisions that affect their lives. That sort of participation strengthens civil societies and checks the power of governments.

August 1995
Aid and human rights

I believe that the aid programme can have an important and positive role in promoting human rights in the countries in our region. Traditionally, development programmes and certainly our aid programme, have been focused on realising economic and social rights but increasingly there are projects now aimed at promoting civil and political rights. While our programmes may not explicitly be couched in those human rights terms, I believe that the assistance we give has helped people in developing countries, not least in our region to achieve those rights. Whatever one may think about any particular country in our own region, the great majority of them do not remotely approach, in the treatment of their citizens, the sort of brutality we have all seen recently in some countries in Africa.

Economic development and human rights

I wish to comment briefly on economic growth, which is often considered antithetical to human rights. Without economic growth countries can make little progress in providing for the education, health and housing needs of their population, nor can they fund an independent judiciary, a responsible and responsive police force, and educate their peoples about their human rights. While economic growth is not the answer to every problem, its absence certainly makes sustained development almost impossible.

Human rights, aid and the NGOs

The NGOs play an important role. Their independence and diversity provide alternative and often extremely effective roles, complementary to those of governments. At the national level, NGOs have a vital role in increasing popular participation and act as a community voice, helping to make government more accountable and representative. Their activities are often vital to the democratic process. In particular, NGOs have a special role in engendering public policy debate on human rights issues. I think that is part of the reason, and against the voice of some more hard-headed people in governments, why officials in this country have entrusted more and more of the administration of programmes to NGOs. I think in this country around seven per cent and rising of our aid programme, is run through or by NGOs. Some people think that we ought not to do that, particularly given the criticism which NGOs make of our aid programme. I think that is a very healthy thing and I want it to continue.

Nor are human rights the exclusive preserve of NGOs and governments. The private sector and trade unions also have an important role to play, particularly in the area of labour rights. Companies must act responsibly when they do business in developing countries and can be instrumental in setting appropriate standards of working conditions. The Australian Government has recently established a tripartite working group, including prominent people from Australian business and trade unions, to look at ways of promoting labour rights in our region.

The Commission for Human Rights

It is fitting that this symposium coincides with the 51st session of the Commission for Human Rights which plays an influential role in making the world once again painfully aware of the immense suffering caused by widespread and systematic abuses of human rights. But awareness of these issues is only the beginning - we must focus on the realisation of human rights. Clearly, the work of those agencies charged with the protection and promotion of human rights must build on the work being done by development agencies, and vice versa.

Development practice and theory

Whilst there have been many people who have seen the essential symbiotic relationship between human rights and development and hence the importance of human rights within development cooperation, it is also fair to say that there has not been enough dialogue between the practitioners and theorists on either side. A lot of the analysis of human rights issues has come from those studying international law and western political philosophy, whilst the debate on development has evolved separately, largely through debate in the humanities and economics. It is pleasing, then, to see people within the Australian community now working to bring these disciplines together.

I want to make one last point. I believe that Australia’s aid programme, while it is imperfect and every year one needs to make improvements in it, is a first class aid programme, run by a strong team of aid professionals who know what they are doing and who work purposefully and strongly to achieve human rights objectives.
The rights way to development

Andre Frankovits, Human Rights Council of Australia

The global context

At a time of globalisation in every field, donor governments around the world are increasingly being asked to account for their aid policies by recipient governments as well as by a wide variety of non-government organisations, community groups and academic experts.

While the ideology of the free market reigns supreme, the gap between rich and poor is growing and the plight of the very poor and the dispossessed has led to national and regional instability.

The World Summit for Social Development was asked to consider how the aid from developed countries can best be used to assist social development, and governments from the developing world were requested to establish specific targets for social development. This they failed to do.

This is also a period in which the international financial institutions are beginning to have to confront the effects of their own policies and practices on development and to debate the challenges of how to promote 'good governance' and the evolution of 'civil society'.

The Rights Way to Development

The Human Rights Council of Australia in its report, *The Rights Way to Development*, has formulated what one human rights worker in the Philippines has called "a radical re-conceptualising of the relationship between official development assistance and human rights". This posits that development and human rights are not two separate spheres, that human rights are not simply one programme component alongside others in the development process, but rather that development is a subset of human rights. Moreover, the right to development and the economic, social and cultural rights have universal legitimacy and this has very practical implications for action by both donor and recipient governments.

Human rights principles and standards have been formally codified by governments through consensus and this has been reaffirmed at the World Conference on Human Rights in Vienna. Since the basis of all treaties is that the parties enter them in good faith and make a commitment to uphold their provisions, there is therefore a binding obligation on governments to abide by the terms of the human rights instruments.

The International Covenants and the Vienna Declaration call on governments to work for the realisation of all rights through a process of cooperation. Cooperation based on the rights framework will mean a move away from a punitive conditionality approach towards one of mutual interest. Accordingly, *The Rights Way to Development* proposes a system of negotiations between governments that will lead to contracts based on the human rights instruments and the realisation of rights.

This is not to say that conditionality should not be retained as a mechanism of international pressure on those governments that refuse to abide by their human rights obligations. However, the human rights framework provides a defence for governments against the arbitrary imposition of conditions, be they economic or political. Donor governments as well as recipient governments are bound by international law.

The human rights approach to development also needs to encompass the active nature of human rights. We have gone past the notion of rights as placing only negative obligations on governments. On the contrary, the UN Charter places an obligation on governments to provide international cooperation and assistance to support the realisation of rights; this means taking action here and now.

Practical implications

What will it mean for an aid programme to be based on the international human rights framework? First it requires a clear statement of that very fact. Thus an aid agency needs to make clear publicly that the purpose of the programme is to achieve the realisation of economic and social rights as well as civil and political rights. This requires close familiarity with the nature of rights and of international human rights law. This, of course, also applies to NGOs.

Second, it means that donor agencies need to make explicit the human rights aims of programmes and projects. Such a process means that recipient governments cannot but be clear about donor's objectives which are thereby endowed with a consistency that has been lacking to date. The process also enables recipient governments to formulate their own objectives in human rights terms.

Third, it allows donor agencies to encourage that participation that is so clearly called for in the Declaration on the Right to Development and that was reaffirmed in the Vienna Declaration. Participation is not simply equivalent to consultation. As defined in human rights terms it is a mechanism for ensuring that people have a say in the decisions that affect their lives and that they become aware of their entitlements so that they can claim them.
This means that not only do donors have to make their human rights policies explicit, but they must also begin to use the language of rights. For it is through the use of this language that recipient governments will begin to accept the nature of their obligations, that direct beneficiaries will have a standard by which their own government can be measured and that an evaluation of the progress towards the realisation of rights can be carried out.

This is why the Human Rights Council is critical of attempts to find new terminologies for what are essentially human rights concepts. Using the terms good governance, human dignity and human security, are ways of introducing the concept of government obligation through the back door. This is a dangerous tactic for two reasons. First, it inevitably leads to a dilution of human rights standards. More importantly, it undermines the validity of the consensus on rights which is reflected in the International Bill of Rights and other instruments.

Challenges

Aid agencies have begun exploring ways in which human rights can be incorporated into official development assistance programmes. There is at the same time a growing tendency to use aid as a way to further donor governments' commercial and trade interest and development is all too often equated with economic growth. The resultant increase in disadvantage is addressed through welfare programmes all too often delivered by NGOs alone.

NGOs have been in the forefront of the debates over the environment, social development and human rights. Yet development debates still focus on how to mitigate the effects of the dominant economic growth model rather than to addressing the issue in a more strategic way.

The human rights approach to development avoids the welfare model of development in favour of an entitlements approach. It does not as yet provide a blueprint for how aid should be delivered and this is the challenge presented to donor agencies, whether government or non government. Working out what proposed contracts between donor and recipient governments would look like is one practical step to further the debate.

This challenge will not be met by any one country alone. It needs a coordinated approach from agencies in the major donor countries and eventually from the international financial institutions. The Human Rights Council of Australia seeks to explore ways in which this approach can be elaborated.
The rights framework and development assistance

Philip Alston, Chair, United Nations Committee on Economic, Social and Cultural Rights

The human rights debate

My starting proposition is that the nature of the international human rights debate has changed radically over the last five years. In relation to both sets of rights and their relevance to the broader development debate, the possibilities for open discussion and effective promotion are dramatically improved from the position five years ago.

This becomes apparent when we recall, as a starting point, that none of the international development agencies talked about human rights until the early 1990s. The United Nations Development Program (UNDP) was not prepared to have anything to do with human rights prior to 1990. This is illustrated by the fact that you will almost certainly not find human rights mentioned in any UNDP statement prior to 1990.

The situation in relation to the World Bank was very similar. In the late 1970s the Bank engaged in a little bit of jousting within the overall human rights debate, but it did not engage seriously. Indeed its assertion, that it could not do anything in relation to civil and political rights but that it was the great champion of economic and social rights, got it into considerable difficulties. The implication of the Bank’s position was that respect for the latter set of rights would flow from the former and, as a result, it was accused of using a Marxist approach. But it refused to rise to this provocation and never seriously addressed the human rights debate.

The OECD was every bit as reluctant. This is evidenced by the fact that you will not find the words ‘human rights’ in the organisation’s Development Assistance Committee reports prior to about 1990.

In considering the opportunities that exist today and tomorrow, we have to bear that background in mind. There has been a fundamental sea change in the last five years, particularly in terms of the acceptability of human rights terminology in international debate, and that makes a big difference. If we can never talk about human rights, if we must always do so on the basis of surrogate terms as the development arena did for so many years, then we do not end up talking about human rights. In that respect, the end of the cold war made all the difference, and the departure of the Reagan administration helped to further de-politicise the debate.

Lack of progress to date

Nevertheless, the progress that has been achieved is still far from complete. The UN Secretary-General’s Agenda for Development was pathetic. It was only when various actors within the UN system realised how unhelpful it was that the Secretary-General was prompted to come up with a set of recommendations which are infinitely more interesting and worth looking at. Nevertheless, in human rights terms even these recommendations are unsatisfactory.

For very much the same reasons, the UN Committee on Economic, Social and Cultural Rights became thoroughly exasperated with the draft declaration for the Social Summit. At its session in December 1994, it said that it was outrageous that human rights were barely mentioned in the entire document and economic and social rights were not even mentioned once. I gather that at the final Preparatory Committee meeting in January this was remedied somewhat but the final result is most unlikely to represent more than a cosmetic change. While cosmetic changes can be important, in this case they certainly do not represent a fundamental change of heart.

Having detailed the pusillanimity of governments in relation to economic and social rights, it is important to ask where non governmental organisations stand in relation to the same issue. If we look at the development NGOs, most of them have become preoccupied with the provision of humanitarian relief and other activities in which there are lots of funds available. They generally do not seek to promote awareness of, or respect for, human rights. You will not find World Vision, CARE or most of the other key agencies talking about human rights as the foundation for their work. While they are not human rights NGOs, they could nevertheless relate to the human rights framework in what they are doing. For the most part, however, they choose not to.

Even the Australian Council for Overseas Aid, which does not have the same type of excuses that individual NGOs would invoke, has had a very ambivalent stance on human rights. Unlike some of the other organisations, one can point to a number of important token statements coming from ACFOA about the importance of human rights in the general development context, but most of these statements are confined to the good work of its specialist human rights arm, and are not reflected in any significant way in the mainstream work of the Council. Within ACFOA, the old-fashioned development thinking, which seeks to suppress or play down these sorts of issues because they might upset some of the constituencies often alleged to be the Third World, continue to predominate.

In contrast, OXFAM is one of the very few international development NGOs that has taken human rights on board...
to a significant extent. It has not gone as far as a single-minded blinkered individual like myself would want, but it is moving in that direction.

Among human rights NGOs, Amnesty International pays only the most formal lip service to economic and social rights in its educational awareness activities. Human Rights Watch has still not shown any evidence that it is prepared to address these rights in any meaningful way and its former Executive Director's characterisation of these values as not being rights has done an enormous amount of damage to the cause of universality.

**Human rights and AusAID**

This leads to an important point in relation to AusAID. In practical terms, what would the adoption of an international human rights framework mean for a development agency such as AusAID? The first and most important element is the use and promotion of an appropriate normative framework. This means that the acquisition of expertise within the Agency is indispensable. That means human rights specialists, which in the vast majority of cases will mean someone from outside the Agency.

Having acquired the expertise, there is a need for training. AusAID has embarked upon this with some enthusiasm and it is a very important first step, but there needs to be a clear and unequivocal statement made by the Agency at the highest level. The principal reason for this is that an attachment to human rights values should not simply be something wheeled out on an ad hoc basis. A strong Australian commitment to the promotion of human rights needs to be a starting point, adopted and explained from the outset, and not only after difficulties have emerged. It needs to be understood by all concerned that if AusAID is providing assistance, it is based on the charter which requires taking into account human rights matters.

**The human rights challenge**

The challenge is to make human rights into a routine background issue, not a foreground issue, not something which is going to be controversial as soon as it is raised. Unless there is that sort of statement, an agency cannot begin to promote human rights effectively. The European Union discovered that fact long ago. Even Japan has acknowledged it and is now, in my view, significantly ahead of Australia in terms of the formalities of including human rights in its overseas development aid guidelines. Its officials recognised that it could not talk credibly or effectively about these matters until such time as it had first signalled its values and priorities to the government concerned well in advance.

The next element in an effective pro-human rights policy is to encourage all governments, including our own, to ratify and take seriously the various international human rights instruments. I think a development agency has a capacity to do that in ways which are both sensitive and acceptable as well as helpful. The extraordinarily assertive and successful way in which UNICEF has marketed the Convention on the Rights of the Child to governments, stands as an example of what a development agency can do.

**The questions of terminology and participation**

It follows logically that having laid the normative groundwork, the next step is to begin to use human rights terminology, explicitly, deliberately and in a way that is meaningful. This requires, in particular, rejection of the euphemisms which constantly afflict this field: terms such as 'human development', 'human well-being', 'human security', 'basic needs' and 'good governance', to name but a few. These terms all reflect a desire to avoid human rights terminology. The reason for this, and this is terribly important, is that, unlike any of the euphemisms or surrogate terms, human rights are empowering. They have the potential to empower people at the grassroots level to believe that they have a right to education, to health care or to any of the other rights proclaimed in the international instruments. They are no longer a vague and undefined entitlement to a favour of some kind to be bestowed upon them by a benevolent government, if and when they can afford it. Rather, human rights empower them to begin demanding the satisfaction of their basic and inalienable rights.

Participation, in my view, has always been a euphemism for civil and political rights and it has always troubled me because it has never been given any precise content by those who use it with reckless abandon in the development debate. Very often it is applied only to the micro level. It is quite unrealistic to pretend that in a country which is fundamentally authoritarian, an agency is going to come in and be able to run a project in a totally participatory manner. This would guarantee a draconian response from the government. Additionally, the communities with which we are often concerned in these contexts are the very ones which have limited capacity to participate.

There is an air of unreality about a lot of the encouragement which is given to popular participation at the project level. This leads us back to the need to undertake traditional human rights activities if anything is to be done in order to support those groups, which are seeking to promote development at the local and national levels. It gets us back to the need to support and perhaps protect those groups which begin to acquire the power and influence to, not oppose, but rather act as counter-weights to the otherwise unchecked power of government. As part of any serious attempt to promote development which is sustainable, not only in the ecological sense but also in terms of future viability and effectiveness, funding ought to be going from development assistance budgets into those sorts of activities, quite directly and unashamedly.
Use of sanctions

A key issue which always arises in relation to the human rights and development debate concerns the role of sanctions. There needs to be much less emphasis on sanctions. Such an approach is, for the most part, neither viable nor sustainable. There is a point at which sanctions just do not work and I think we turn much too often to development agencies and ask them to sanction, when in fact what we want is a much more subtle and progressive form of quid pro quo. Conditionality is an appropriate term, in my view, although we have permitted it to accumulate a lot of baggage which gives it unpalatable connotations. They need not be part of its proper meaning, however. We need a form of conditionality which is transparent, equitable and in some ways reciprocal, so that we are identifying certain fundamental requirements which apply equally to ourselves as to others. If they cannot be met, then it should be accepted that a particular project or country programme cannot be maintained.

If a situation is sufficiently hostile in terms of the general human rights background, then it will not be economically viable either. There is no point in undertaking a major project, whether it is building a dam or constructing an irrigation system, in a context where sooner or later the whole framework is going to be subverted because it is so patently undemocratic and there is no prospect of popular participation. These assumptions should be built into funding guidelines.

Economic and social rights

Finally, we come to economic and social rights. The first point is to recognise the complexity of the issue. Most groups have done little to come to grips with the problem of how to implement economic and social rights. To understand economic and social rights we need to recall what human rights are all about. Human rights are about two things. Firstly, they are about values defined in reasonably precise ways. Thus we should affirm not that there should be 'democracy' and 'development', but that a range of quite specific values must be promoted and that those values, taken as a whole, will enable the realisation of meta-norms of democracy and development. Secondly, human rights are about accountability. The first element concerns the philosophical framework while the second, encapsulated in the concept of accountability, provides the procedural and institutional framework. Where you have no accountability in relation to human rights, you do not really have a human rights framework.

What then are the implications for an economic and social rights-conscious policy? First of all, if we purport to be talking about economic and social rights, we have to affirm that fact explicitly rather than arguing, disingenuously, that everything done in a given social sector is in pursuance of social rights.

Second, there is a need to set benchmarks. If there is no way of measuring the extent to which a right has been promoted, it is not possible to work effectively within a rights framework. Thus if a government cannot be persuaded to say, for example, 'We undertake that within five years we will achieve near universal primary education' (in contrast to many existing policies that exclude very large percentages of girls from schools) then there is unlikely to be any foundation for accountability. As a result it cannot be said that education policy is operating in any real sense within a human rights framework. Pumping money into the education sector of such a country is highly unlikely to promote the right to education in any meaningful, sustained manner.

Thirdly, it is necessary to develop some accountability mechanism within the country. This implies the need for groups and individuals whose economic rights are not being respected, to be able to bring that fact to the attention of the authorities. The relevant procedure or mechanism does not need to be in the form of a judicial remedy of the type of which human rights lawyers are so fond. It can be an administrative or other sort of remedy but there needs to be some way of complaining if the rights in question are not being respected. These three elements are essential for an economic and social rights framework which is serious.

The principal stumbling block to achieving such a framework is that most people, including those working in development agencies, do not really think that economic rights are human rights. They do not believe that people in developing countries really have a human right, in the proper sense of that term, to matters such as primary education, primary health care, etc. They believe rather, that in so far as any such rights do exist, they do so only to the extent that there are clearly enough resources readily available - subject to the exigencies of various situations and subject to other national priorities, however arbitrarily established or applied - which must also be taken fully into account - subject to the vesting of a large degree of discretion in the government, and so on. In other words, they do not believe that there is an absolute and immediate human right to these things to be accorded absolute priority over other non-rights related goals.

We believe that there is a right to free speech and we say to a government, 'Don't give us excuses, don't tell us about development, don't tell us about national security, we want free speech now'. Until we say the same thing in relation to economic rights, we are not really treating them as rights.

What we are talking about here is the identification of a minimum level of decency in relation to access to food, access to health care, to education and to housing. One can identify a minimum level of satisfaction of the right, albeit one which might sustain no more than a rather miserable existence, but it might be a reasonable level to aim for in a country which is still enormously far away from even that
level. But that very basic level of entitlement needs to be treated as an absolutely urgent priority goal with a timetable put on its realisation and a government standing accused before its own people if, at the end of say five years, it has not achieved that absolute minimum level in relation to each of these economic rights. We have yet to approach things in that way, but until we do we are not talking about economic and social human rights.
Development cooperation and human rights

Helen Ware, Assistant Director General, AusAID*

Aid as human rights

All development cooperation is about human rights. Some development cooperation is about human rights in the sense of civil and political rights. Australian examples would include technical assistance in re-writing the Ugandan constitution; help in training police forces in the Pacific and funding of human rights organisations such as Lembaga Bantuan Hukum, the Legal Aid Institute in Indonesia. However, the bulk of development cooperation is about aspirational rather than justiciable human rights - for example, the right to education or the right to health - and this is where matters become much more complicated.

Although the language may not always specifically refer to human rights much of the development debate is couched in terms of rights. A very good example would be the prolonged debate over the "basic needs approach" in the 1970s. In 1991 the United Nations Development Program's Human Development Report 1991 set out an index of human freedom, based on civil and political rights, which ranked countries out of a total score of 40. All those ranking over 30 were developed countries. The highest ranking developing country was Papua New Guinea with a score of 30. The next ranking countries in our region were: Thailand and India scoring 14; Indonesia, Vietnam, Pakistan and Zaire scoring five and China scoring two. Apart from the fact that only developed countries scored in the highest quartile, there was no evident relationship between level of economic development and freedom and the whole exercise proved to be too controversial to continue under United Nations' auspices. On economic and social rights, the United Nations agencies have long provided good comparative data at the national level on economic and social conditions but much less information is available on the rights enjoyed by sub-groups.

Maintaining human rights

In general, civil and political rights require political will on the part of governments to allow them free rein together with an acceptance that power is not eternal and has very real limits. Practically, while requiring perpetual vigilance, maintaining civil and political rights is not very costly in terms of money or resources although it may have political costs. However, denying such rights, which is likely to necessitate the upkeep of a standing army and numerous internal security forces, is likely to be very expensive and can, in turn, lead to the denial of economic rights as social budgets are eaten up by military expenditure. Freedom of the press does not have a per capita cost dependent upon the number of potential readers but the cost of operationalising the right to education must, to some extent, depend upon the number of people in the population. Sharing scarce resources results in access to economic and social rights and thus equitable answers to questions of distributional issues and how government budgets are spent. Making sure that all members of the society can experience such rights requires difficult decisions about the division of the national cake between expenditure on health, education and other social services, which may also in turn represent long-term investment in human capital, and expenditure on more immediate investment needs such as transport or communications.

Rights and economic growth

Honest men and women with the best of intentions can legitimately differ in their judgements as to the optimal division of scarce resources to provide the maximum economic and social rights for all in the medium- to long-term. Those who argue for priority for infrastructural investments to promote economic growth are often accused of denying the rights of the poor. Yet it is still an unresolved question as to whether focusing on economic growth or on basic needs will have the greatest impact on the situation of the poorest over the medium- and long-term. The answer is almost certainly that governments need to pursue both approaches in tandem. Growth without equity leaves the poor behind, but equity without growth can leave everyone much worse off than they could have been under an optimal strategy combining growth and equity.

Australian policy

It is Australian government policy that while assistance for basic requirements is very important, it is not enough on its own to achieve sustainable improvements in the living conditions of people in the developing world. It must also be accompanied by programmes and policies aimed at long-term, broadly-based growth and human resources development. This includes support for activities which expand the range of employment and income generating opportunities, as well as measures which build human resources and institutional capacities across all sectors of society.

As Australian official development assistance (ODA) only represents a very small fraction of total ODA world-wide and ODA itself usually represents only a small proportion of the national resources available for development, the role which can be played by ODA in promoting human rights should not be overstated.

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A very relevant question is: how far does what we do abroad match up with what we do at home? Similar questions arise in relation to the environment - how far should developing countries be required to match standards enacted in the developed countries? Overall I am convinced that we can have a much more productive dialogue on human rights, as on the environment, once both sides accept that our differences are much more about means than about ends. It is Australian Government policy to recognise that there is a right to development - something which most western governments have been most reluctant to acknowledge. Thus we can take it as a given that we all agree there are rights - to education, to health, to housing, and that we want to see them fulfilled. The question is, how?

Achieving which human rights?

It is not self-evident what it means to say that a child in rural Rwanda or an Indian slum has a right to adequate nutrition and education. The first responsibility to meet that right must lie with the parents, then the local community and then the national government and then the world community. Neither is it self-evident that if you want children to have the education which is their right, then the best way to achieve this for the maximum number of children is necessarily an education project rather than say, an income generation project. Nor is it clear how a rights approach will reveal which right should have priority when there are not the resources to have all the projects necessary. There is a valid argument to be made for saying that improving the whole economy may do more, in the longer term, to provide more children with the means to exercise their right to education than the most thoughtful, participative, locally-designed education project. To demonstrate that increased national wealth will not be shared by the poorest without specific measures to ensure their participation, is not to demonstrate that raising national incomes cannot be the best way to help the poor in the medium- and long-term. We can all agree that we consider the right to development - something which most western governments have been most reluctant to acknowledge. Thus we can take it as a given that we all agree there are rights - to education, to health, to housing, and that we want to see them fulfilled. The question is, how?

I once asked a sample of 300 Nigerian women, many of them illiterate, what they most wanted their government to do for them. The majority of responses did not relate to the provision of education or health services but to making it easier for the women themselves to increase their incomes. Given the choice, these women would have chosen a project to ensure equitable collection of taxation revenue before health clinics.

The problem with economic rationalism and privatisation of services, in Australia or abroad, is precisely that it leads to a denial of the rights of those too poor to buy what they need. Where only a small minority in a country are unable to secure their basic rights then it may be possible to establish 'safety-nets' to provide for their needs, but what is the solution when the majority of people are in this position?

To take another example where the means are more important than the ends, we can agree that children have a right to their childhood and that we wish to end exploitative child labour. But what is not immediately obvious is the best approach to end this daily abuse of human rights. What is the most effective, productive, humane, human rights way of approaching a problem where child labour is widespread, and where families and children might well become appreciably poorer if they did not have an opportunity to participate in child labour? There can be no point in protecting a child from exploitation at the cost of denying that child a right to eat. AusAID is, in fact, approaching the problem of child labour from a wide range of different approaches in which legislation plays only a very limited role.

The role of AusAID

AusAID certainly does not think that the same strategy suits all countries. Often we seem to be trying to be all things to all people, to the frustration of many staff. But one thing we can never pretend is that we are an NGO. Most of the development assistance that we give is on a bilateral government-to-government basis, but we do also give significant aid multilaterally and a significant and growing proportion of assistance via NGOs. But usually we talk on a government-to-government basis and it takes two to tango in development cooperation, as in anything else.

In bilateral cooperation there are two sides involved and we have always to remember this. This is not an excuse. This is a statement of fact and it also gives AusAID opportunities that NGOs do not have. We talk to governments in a different way than NGOs can do and we should acknowledge that both governments and NGOs have very different roles to play. Government organisations can indeed go further than many NGOs would expect. To give just one example, AusAID funds human rights lawyers in Indonesia. In talking with governments we do talk about civil and political rights, we certainly could also talk about economic and social rights, a concern for which is implicit in everything we do, but it is not clear how this would practically advantage the disadvantaged.

The Pacific is of special relevance to Australia, not just because it is on our doorstep but because this is the one region of the world where Australian development assistance can play a determinative role and we have therefore a special moral responsibility to do the right thing. Partly because of their natural resource bases, some Pacific countries do much better than others in ensuring that all their citizens have access to basic economic and social rights. For example,
Tonga has had universal primary school education longer than Australia. By the same token, any country that has an infant mortality rate exceeding one in ten and a maternal mortality rate resulting in one woman in twenty dying in childbirth, faces a situation that is clearly and absolutely unacceptable. It is unacceptable, whether from a human rights or any other perspective, and the hard-worked desk officer dealing with such countries finds it difficult to see how injecting human rights into the discussion is going to alter matters.

Human rights and environment

AusAID's current basic policy statement, *Towards a Sustainable Future*, is built around the central theme that human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature. This policy states that:

> Australia believes that environmentally sustainable development must embrace support for universal human rights, including the right of all people to participate in and share the benefits of development... Furthermore environmentally sustainable development involves a greatly enhanced focus on participatory approaches to development, bringing together local communities, non government agencies, trade unions, business and governments. Australia attaches priority to the international promotion and protection of human rights and is identifying opportunities for the development cooperation programme to play a more active role in these areas. Australia believes that all development cooperation activities should be supportive of fundamental human rights while recognising that there is no single model for the management of a country's social and economic resources.

There is further discussion of participation and development through community involvement and through the strengthening of civil society within individual cultural contexts. This discussion may teeter on the edge of equating human rights solely with civil and political rights but all areas are covered in discussion on Human Rights Conventions which range from the Universal Declaration in 1948 to the 1993 Vienna World Conference.

AusAID staff certainly do not lack special training or readily available information on the relevant human rights agreements. Rather, much of AusAID's frustration stems from the fact that we stand here, we are willing, we are ready, we even possibly have funds available and we are still left asking: what is it that you want us to do? Reading the human rights conventions makes clear what is unacceptable, but it does not offer anything resembling a blueprint for a bilateral aid programme between sovereign governments. The conventions do not provide any guidelines as to how economic and social rights should be implemented.

At the government-to-government level a participative model does not resolve the problem. It cannot be the role of a government aid agency to ask individuals or groups in recipient countries how the national development cooperation programme as a whole should be designed and competing activities prioritised in the light of limited resources, although their views on individual projects may well be sought. AusAID must assume that governments represent the majority of their people except in cases where this is demonstrably untrue, such as in apartheid South Africa or present day Burma, in which case we only work through non government routes. We can, and do, discuss with partner governments differing perspectives on development priorities but in the end agreements are between governments.

* The views expressed here are those of the author.
Human rights and aid: An Australian Parliamentary perspective

Stephen Loosley, Chair, Joint Committee on Foreign Affairs, Defence and Trade*

Australian Parliamentary involvement

The Human Rights Sub-committee of the Joint Committee on Foreign Affairs, Defence and Trade of the Australian Parliament tends to be something of an unusual phenomenon, judging by our contacts with other parliaments around the world. The Sub-committee was established in 1991 and its terms of reference are for Parliament to review Australia's international efforts to promote and to protect human rights based on the Annual Report to the Committee from the Australian Department of Foreign Affairs and Trade.

The Sub-committee is very effective in terms of attracting representation from both the Chambers and from all the parties represented in the Australian Parliament. It has produced two reports to the Parliament, one in 1992 and one in 1994.

The Sub-committee has become the focus of an extensive human rights discussion, not only in the Parliament but in the broader community. We receive constant submissions on virtually all matters which could come within the framework of human rights ranging from reform of the United Nations through peacekeeping, indigenous rights, labour rights, children's rights, minority rights and of course aid, trade and human rights. We see it as the Sub-committee's role to raise the debate on the place of human rights in policy making within the Australian Government and within the Parliament, to inform and to scrutinise and to make recommendations.

Outcome of Sub-committee

What has emerged in terms of our deliberations over the past two or three years? Our first conclusion is that human rights in the most general sense and in terms of the international human rights system of the UN are undoubtedly given a high priority and attention in Australia within our policy making process. Australia ratifies, and has ratified, usually without reservation, most of the human rights treaties. A number of those ratifications have taken place at the direct urging of the Human Rights Sub-committee. Australia takes seriously its obligations and we endeavour to seek implementation.

Secondly, the Sub-committee has concluded, and we affirm, that human rights are universal. We do not accept the cultural relativist argument when it comes to basic human rights as defined in the various international covenants and instruments and accepted by the international community. Moreover, we affirm that human rights are indivisible. The economic and social rights, so long and so damagingly confined to the Eastern Bloc's sphere of interest during the cold war, are as significant as civil and political rights.

But more than that, our argument is that they are inextricably linked to each other and the achievement of one set of rights should never await the achievement of the other. To quote from our report of December 1994:

Human rights standards are aimed at improving the quality of life for ordinary people. They should be the central driving force of all governments' policies ... Governments are often the perpetrators of abuses and they hide behind the concept of national sovereignty whenever criticised, despite the fact that they have often previously acknowledged the universality of the rights in question. A Canute-like adherence to isolationist nationalism is futile in any aspect of modern life, but especially on questions of human rights abuses as they are so intricately linked to national and international security. Respect for human rights inhibits mass refugee flows, makes states less inclined to go to war with each other and alleviates the poverty and inequality which breed terrorism.

Since then I have taken a delegation to Rwanda at the request of the Australian Minister for Defence and seen in real and absolute form just how important those words are in terms of dealing with the scourge which humanity inflicts upon itself from time to time.

There are consistent themes that run through the Human Rights Sub-committee's various reviews and recommendations. I might add that we are currently embarked upon a review of the Australian relationship with Burma, with a particular focus on human rights.

Information, involvement, integration

But the themes on which we work might best be characterised by the words information, involvement and integration. Those words apply with equal weight to both domestic and foreign policies with respect to human rights. The Sub-committee has recommended Australian support for the reform of the UN:

* to improve its ability to implement the Charter;

* to prevent conflict by monitoring abuse and intervening before conflict develops to the stage we have seen in countries such as Somalia and Rwanda of very recent times;

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• to encourage international support for human rights systems through acceptance of and adherence to the Covenants and conventions and through much better financial and administrative support for the bodies charged with underpinning those conventions;

• to place human rights at the centre rather than at the periphery of the UN system (we see the continuation of human rights matters at the margin of the UN system as being something akin to an indictment); and

• to further assist in the broadly based and equitable development of poor states.

I might add that I was very pleased to see that our report provided some of the basic background work used in a recent speech by James Michel who is the Chair of the Development Assistance Committee of the OECD. It is very pleasing when we do work in this area that it can have a resonance far beyond what we might anticipate.

Human rights in Australia

Lest anyone thinks that our Sub-committee simply works on the basis of making points for the globe and not for ourselves, we have recommended, in respect to Australian domestic circumstances, greater integration and coordination of human rights policy. There has been a haphazard and ad hoc arrangement from time to time involving both the Commonwealth and the States.

Government departments and agencies have been asked how they implement and monitor Australia’s obligations under the treaties we have signed. That is a new experience for most of them. An interdepartmental committee has been established to coordinate government policy on human rights. We have paid particular attention to the circumstances that confront Australia’s Aboriginal people. They are entitled to nothing less.

We have also recommended a greater involvement of the legislature in the treaty system within the Australian context in respect of both the stage at which treaties are signed and the stage at which treaties are ratified and then looking beyond that to the monitoring stage.

In terms of the implications for aid, the Human Rights Sub-committee’s view of aid is informed by the principles of the UN Covenants. We are committed very clearly to the inter-relationship of human rights with development and with security; security of the individual as well as of the nation. The Sub-committee believes there is a linkage between aid and human rights and it should be positive and proactive rather than punitive.

Human rights and the aid programme

Human rights, as defined in the Covenants, must be an integral part of aid programmes, just as we have asked that it be made integral to our foreign policy, to our defence policy, to policy with respect to Australian Aborigines and Torres Strait Islanders, to our legal system, and to our education and social welfare systems.

Therefore, in relation to Australia’s aid policy the Sub-committee has called for an integration of aid with human rights by firstly, the application of a human rights impact statement in all development assistance proposals; secondly, a recommitment to the United Nations target of 0.7 per cent official development assistance balanced against the GNP ratio; third, for the consideration of UNICEF’s proposal-for-discussion known as the 20/20 initiative; fourth, for an inquiry into the implications for human rights of the World Trade Organisation; and finally, a requirement that the Department of Foreign Affairs ensure that defence exports are consistent with our human rights policies, our obligations and our undertakings.

Human rights and good governance

I strongly favour the broad definition of human rights, economic, social, cultural, civil and political. There has been far too much point-scoring during the cold war over what represents the more important set of rights. Frankly, I believe that point scoring should have ended with the cold war but it tends to linger in the current North-South debate, which is actually far more significant. It certainly appears in the debate over cultural relativity. In this continuing polarisation of thought it exhibits itself in the arguments between those who concentrate on economic growth as a driving force of development and those who appear to favour political reform, democratisation, reflected in civil and political rights. Good governance can actually bridge the gap as it involves equity, accountability and transparency.

It is time now to move the debate on human rights and aid a step forward.

* Senator Loosley resigned from Parliament in May 1995.

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The human rights approach to development assistance: An indigenous perspective

**Patricia Turner, Chief Executive Officer, Aboriginal and Torres Strait Islander Commission**

**Introduction**

I am involved in assistance to a specific group of people within Australia. The politics of development is an important area of study and when you combine it with the politics of dispossession, you are indeed entering complex and difficult territory. Like the Human Rights Council, we see the development of indigenous communities and human rights as inseparable. This must be seen against the background of significant development within Australia in relation to its indigenous peoples.

**Native title and rights - the transformation**

A major transformation in the status of Australia's indigenous peoples occurred as a result of the High Court's decision on native title. The High Court's landmark decision confirmed what Aboriginal people already knew: they were the original occupiers and owners of this land. The concept of *terra nullius* and the notion that on European settlement the land belonged to no one has been removed from our legal system. Now the common law recognises a form of native title and the Native Title Act provides the legal framework for giving effect to the High Court's decision. Unfortunately to date no native title has been registered under the Act.

Even so, the removal of the fiction of *terra nullius* has been significant for Aboriginal people. In particular, the High Court's decision brings about a whole new dimension in the relationship between indigenous people and government, strengthening recognition of our status as indigenous people and providing a better basis of negotiation with governments and the Commonwealth Government in particular because of its special constitutional responsibility for Aboriginal and Torres Strait Islander people. The underlying theme of Aboriginal development is self-determination and the right of self-determination is of crucial importance to Aboriginal and Torres Strait Islander people. We view the right to self-determination as a mechanism to enable us to negotiate our political status and to consent to the terms of our future relationships with governments. Self-determination is a collective right exercised by peoples rather than individuals. It is Australia's position in international fora that self-determination should embrace not only 'external' self-determination but also 'internal' self-determination, the right of distinct peoples within a state to make decisions on and administer their own affairs. Australia has sought to confer on its indigenous communities real control over their own lives and future and thus allow them to exercise in a meaningful sense, consistent with national sovereignty, their right to self-determination.

**Empowerment**

Another important element in indigenous aspirations is empowerment. Aboriginal and Torres Strait Islander people must be given the capacity, resources and opportunity to make their own decisions. The creation of the Aboriginal and Torres Strait Islander Commission (ATSIC) has led to the empowerment of Aboriginal and Torres Strait Islander people at the national and regional level. ATSIC has an important representational and advocacy role reinforced by its elective base and accountability to its indigenous constituency. ATSIC is in a position to take a national leadership role to foster reform within itself and within Australia's political institutions to further secure the rights of indigenous peoples. Through its coordination role, as specified by the enabling legislation, its 35 regional councils and the regional planning process (again a legislative requirement), it is also in a position to influence the provision of services and to negotiate with service providers to ensure equity of outcomes for Australia's indigenous peoples. Its political advocacy is enhanced by being part of government while at the same time having both a statutory and representative independence.

That is one side of the equation. ATSIC's programmes are delivered through some 2,000 self-managing organisations. While the funding of these organisations is based on applications related to specific projects and programme outcomes, within the framework of their agreed budgets they have full discretion in the way those programmes are administered and the funding of programmes.
delivered. These organisations - along with other statutory bodies such as Land Councils constituted under the Northern Territory Land Rights Act - are significant instruments of empowerment for Aboriginal and Torres Strait Islander people.

While ATSIC's budget of close to A$1 billion is constructed on formulations of need and disadvantage, it underpins the empowerment of Aboriginal and Torres Strait Islander people by providing the necessary resources and capacity to the organisations to which they belong and where decisions on projects are made. The rights-based approach will be an increasingly significant factor in the annual budget negotiations with the Commonwealth Government, especially in relation to the identification of gaps in the citizen entitlements of indigenous peoples.

International framework

For more than a decade now, Aboriginal and Torres Strait Islander people have been participating in international human rights fora. They certainly see the achievement of their aspirations within the broad perspective of the development of instruments of indigenous rights that underpin their self-determination goals. This framework has now been encapsulated in the draft declaration of indigenous rights which has been the subject of negotiations within the UN Working Group on Indigenous Peoples since 1985. The declaration covers a wide range of rights and freedoms of fundamental importance to indigenous peoples. When it is finalised it will be the second international instrument which deals specifically with the rights of indigenous peoples. Unlike the International Labour Organisation Convention 169, the draft declaration will not have the legal standing of a convention but it will be a resolution enunciating principles and standards for observance by all states. It is a step in the implementation of minimum human rights standards for indigenous peoples and will serve as a manual of conduct for governments.

Outstanding issues

The agenda of indigenous aspirations in Australia is far from having been achieved. I would like to make some comments about the outstanding issues, given the developments that have occurred in the past decade.

The 1967 Constitutional Referendum which provided for a national approach to Aboriginal affairs, the Royal Commission into Aboriginal Deaths in Custody which examined the fundamental causes of Aboriginal disadvantage and led to increased funding of Aboriginal programmes, the Native Title Act, and the proposed indigenous land fund have all changed the political landscape for Aboriginal and Torres Strait Islander people. A new basis has been established for empowering Aboriginal and Torres Strait Islander people economically, socially and culturally. Within this context, I would identify two major outstanding issues still requiring resolution and which will focus on the rights and entitlements of Aboriginal and Torres Strait Islander people at two very different levels - the primary and the tertiary. These are:

- the provision of basic essential services in Aboriginal and Torres Strait Islander communities based on a recognition of their rights and entitlements in line with services provided as a matter of course - indeed, right - to mainstream communities; and

- constitutional recognition, which will clarify and embed those rights which are special to indigenous peoples throughout the world by virtue of their cultural identity.

Constitutional recognition will, of course, take time to achieve. But there is no reason why the recognition of rights and entitlements cannot be underpinned politically. The provision of essential services in Aboriginal communities to improve their living conditions and their quality of life is a case in point. On any evidence, from an infrastructural point of view, Aboriginal people are an under-developed world within Australia, a situation which can no longer be tolerated in a society which professes and espouses high principles of social justice. A recent needs assessment established that an investment of A$1.5 billion was necessary to improve living conditions in Aboriginal communities. This would require an investment of some A$300 million a year between now and the year 2000 to achieve some kind of health equity and improved living conditions for Aboriginal and Torres Strait Islander people. That sounds a lot of money and the political system might balk at it. But we are talking about 200 years of neglect of these communities and their marginalisation from mainstream development.

The provision of infrastructure is a shared responsibility between the Commonwealth, State and Local governments. The Commonwealth appropriates to ATSIC something in the order of A$200 million a year to accelerate the provision of housing and community services. In addition, through the Commonwealth-State Housing Agreement, the Commonwealth earmarks some A$90 million for Aboriginal housing. Through financial assistance grants and special purpose payments, State and Local Governments are funded to provide essential services for all their citizens. Clearly, under existing Commonwealth-State financial arrangements, Aboriginal and Torres Strait Islander people are missing out on their entitlements to these services. Not even the negotiation of a National commitment to improved outcomes for Aboriginal and Torres Strait Islander people, endorsed by the Council of Australian Governments, has been able to improve the situation.

The recent report of the evaluation of the National Aboriginal Health Strategy pointed to the need for a huge increase in the financial investment in the living environment of Aboriginal and Torres Strait Islander people.

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and the political will necessary to achieve it. It called for a bold and comprehensive national initiative to turn around the public health conditions of Australia's indigenous peoples. It went on to say that the unanimous commitment of the National Parliament and of the State and Territory Governments to the reconciliation process recognises that the nation must address the human rights of Aboriginal and Torres Strait Islander peoples by the centenary of Australia's federation. Without the recognition of these rights, there can be no social justice.

Thus the similarities between development in overseas countries and development within Australia are obvious, which is why issues of economic development and rights and entitlements are of paramount concern to Aboriginal and Torres Strait Islander people and why the international framework is also important to us in securing these rights. Economic development is one way of reducing this dependency and giving them greater discretion over how to use the resources available to them.

Framework for the future

Against this background there is a need in the context of the recognition of the rights of indigenous peoples and their access to and participation in development to develop a framework for the future. Among the considerations are:

- recognition of the principles of self-determination;
- constitutional change;
- the need for bi-partisanship;
- an understanding of the process of reconciliation and its outcomes;
- the negotiations of autonomy rights, including proper consideration of forms of self-government;
- the achievement of a better basis of cooperation between Commonwealth, State and Local Governments based on the national commitment as the framework agreement in indigenous affairs between Commonwealth and State Governments; and
- a commitment to improving the living conditions of Aboriginal and Torres Strait Islander people in rural and remote communities as an essential investment in improving their health generally as the pre-eminent outstanding issue in indigenous affairs.

Conclusion

Clearly then social justice is not a matter of aspiration but of rights. For Aboriginal and Torres Strait Islander people, there are two major aspects to these rights:

- inherent rights based on their status as indigenous people; and
- rights ultimately embedded in the Constitution

In the tragic history of indigenous people in this country there were no treaties, no formal settlements, no compacts. We were dispossessed of our land, taken from our families, moved to new locations to meet government policy objectives at the time. Against this background we have taken a leading role in international fora to articulate indigenous rights. Reassuringly, there has been an increasing recognition of the significant place and unique contribution of indigenous peoples within a range of national development agendas. Aboriginal and Torres Strait Islander people will draw new strength from notions of justice and human rights which underpin equity and participation in national life.
Challenges and opportunities

Ma Socorro Diokno, Secretary-General, Free Legal Assistance Group, The Philippines

Background

In 1994 an independent review of aid, The Reality of Aid 1994, was conducted by NGOs in 21 member countries of the OECD. The review concluded that the reality was depressing. It stated, "With a few exceptions, donors appear to be failing to live up to their commitments. Notwithstanding public statements by donors that poverty focus is a priority, there is very little hard evidence to support the contention that the rhetoric has in fact been put to practice."

Among politicians and commentators there appears to be a lack of confidence in aid. Business interests are becoming more and more assertive and their influence on the shape of aid and the countries it goes to, appears to be increasing. Not once did the review consider aid in human rights terms. The review exposes an attitude towards human rights which is apparently shared not only by the donor agencies and governments but by those who conducted the review itself.

We regularly hear that a certain level of economic development must first be achieved before human rights can be enjoyed or guaranteed. This view brings into question, two related myths regarding human rights. First, that human rights are equivalent only to civil and political rights; second, that certain kinds of rights take precedence over the others. Those who subscribe to these statements fail to comprehend that the lack of economic progress can never justify violations of fundamental human rights and freedoms.

The Philippines

The Philippine situation shows the disastrous effects of viewing growth alone as the object of policy and the criterion of success. A bias towards economic growth, rather than towards human rights, leads to the adoption of policies and programmes that are skewed towards the commerce and industry interests of donor countries. The aid in many cases helps sustain existing social structures which have concomitant deleterious effects on the human rights of the peoples of the recipient countries who live and die in societies marred by massive poverty, malnutrition, growth inequality, unemployment and homelessness.

This brings us to the first disturbing pattern of development aid. This is the increasing influence of commercial interests on the shape of the aid programme. This is accomplished generally by the practice of mixed credits and tied aid. Aid tied to procurement in donor countries has at least two consequences for the recipient country. First, it holds back the development of a range of industries in developing countries which would otherwise be able to compete for aid-funded projects. Second, it can result in funding projects that reflect the capacity of a donor country’s industry rather than what is actually needed by the recipient countries.

In many cases aid is also used to promote enterprise and investment in recipient countries. While this may provide some benefits, it raises a valid concern that aid could be used to grant industries in the donor countries easy access to the markets of developing countries. The conflict that exists between promoting the interests of developing countries and those of donor industry are inadequately addressed by most donors. The realities are all too often that commercial considerations take precedence in decisions on aid. This completely ignores any notion of respect for promotion of human rights.

The second pattern is the militarisation of aid. In highly militarised societies such as those of many Asian countries, aid is often used or misused by governments precisely to stifle dissent and to disempower the people: for example, martial law in the Philippines.

At the height of martial law the Marcos Government undertook massive infrastructure construction - much of which was funded by foreign aid. The ostensible purpose was to provide farm-to-market access roads. The reality was that in many parts of the country, particularly in the most rural areas of Mindanao, these roads were used to ferry soldiers, arms, to build camps and to control the people in the area.

Another example is the World Bank-financed dam project in the Cordillera region. The ostensible purpose was to provide electrification, not even for the indigenous peoples where the dam was going to be built, but for the lowland non indigenous Filipino population. The indigenous peoples responded by mobilising and organising opposition since they were in danger of losing their ancestral homes. The Government responded by executing their leader.

The impact of militarisation

Another phenomenon relating to the militarisation of aid has occurred in the last five years. The volume of aid spent on relief and humanitarian assistance has increased dramatically while the nature of the emergencies has shifted from natural disasters to man-made disasters in the form of armed conflicts. It is very common to see relief operations conducted in the context of open conflict involving not just the provision of humanitarian assistance but also air drops.
of essential supplies, escort of aid convoys through war zones, etc. A more insidious consequence of this is the increasing involvement of the military in relief, humanitarian and peacekeeping operations. This involvement has very clear benefits for the defence establishment. It blurs any distinctions that may exist between emergency, military and development activity. It may also serve to sabotage the underlying principle of humanitarian aid, which should be to enable people to free themselves from their own situations on their own terms.

I have major concerns about humanitarian assistance based on force because this could actually prolong a conflict and inflict more suffering as it takes away primary responsibility for solving the conflict from local leaders. Even worse, we are seeing many influential policy makers who are beginning to believe that aid should be aimed at promoting the economic and political transformation of societies in order to deal with, prevent and manage conflict. Political, economic and social transformation of any society, whether in conflict or not, is and should be generated on the basis of the articulated needs, plans and policies drawn up by the members of that society and not based on the dictates of donor countries.

The growing links between defence, diplomacy and development cooperation have led to the adoption by some donor agencies of what is called ‘political’ aid. An American policy maker has in fact stated that:

Developing nations need assistance in politics, just as much as building infrastructure, industry or institutions such as universities, cooperatives and trade unions. Without political aid, their political systems may lag behind development in the economic and institutional sectors with a resulting political instability.

What arrogance. It displays a profound contempt for the capacity of people in developing nations to fashion their own future. It also belies the real interests behind the provision of this form of assistance.

Expectations and aid

What do we want or expect from official development aid? I think first, donor countries with both implicit and explicit mandates, vis-a-vis the realisation of human rights, should recognise the direct applicability of their work to the issue of human rights. Second, they should ensure that the policies, projects, perspectives and programmes pursued do not harm the prospect of human rights being realised, nor the capacity of a government or a state to fulfil its own legal responsibility. Third, what we seek is not merely aid but cooperation and responsibility.

There are many issues that have not been made explicit regarding economic, social and cultural rights and the real entitlements to these rights. Take the right to housing, for example. When we speak about housing, what do we mean? Does government provide us with a house? Where do we build it? A whole range of issues need to be resolved including land ownership structures, and related land issues; balance between land ownership rights and private good; private versus public ownership of land; the right of the state to expropriate land to fulfil housing rights; construction and maintenance of housing; private versus public initiatives; pricing; subsidised versus market-priced housing; security of tenure and non discrimination; the role of government; the role of women, especially including title to land, inheritance rights and decision making; specialised housing needs for the elderly, disabled, terminally ill, children and women.

What we should be talking about is people's control over their housing; about the role of the informal housing sector. About health and housing rights; about the impact of armed conflict on housing rights; and about environmental issues. Dealing with one human right involves a broad range of issues. Unless these issues are adequately addressed within a human rights, holistic, interdependent framework and viewed from a national not a project perspective, I find it difficult to believe that economic, social and cultural rights can be realised.

This is the challenge for the NGOs. It is time that we seriously looked into these rights to determine what entitlements they imply and what their core contents are. There is the issue of justiciability. How can you make rights justiciable? How can you make them enforceable? How can you make governments accountable? There is also the need to look into the role of international financial institutions, the WTO, the IMF, the World Bank, the donor agencies, and structural adjustment programmes. When you speak about one right you need to look at everything within the context of that right.

Any step we take within a human rights framework is for me a step in the right direction. We need to take that first step towards actually adopting an integrated, indivisible, holistic human rights approach towards development and development aid.
A Philippines experience: The wrong way to development

Evelyn Balais-Serrano, Director, Philippines Alliance of Human Rights Advocates

Introduction

After two years in office, despite claims of 4.8 per cent GNP growth in the first quarter of 1994 and the armed forces claim of strategic victory over the new people's army, the human rights and development community continues to be sceptical and alarmed by the situation in the Philippines.

Though violations of human rights have diminished compared to the previous Marcos and Aquino Government administrations, abuses have continued, but in a more discreet and calculated manner. Over the past two years, Task Force Detainees of the Philippines, the pioneer human rights organisation in the country, has documented and verified 1,651 people arrested and detained, for more than 95 per cent there were no warrants of arrest.

Human rights and aid

The Philippine economy is aid dependent. The massive flows of aid dating back to the martial laws years under Marcos, were substantially increased under Aquino's Government. What we see now in the Philippines is evidence of how development aid can bring about under-development rather than development, abject poverty rather than prosperity, massive and gross violations rather than greater respect for human rights.

The long-time promises of justice for the thousands of direct victims of human rights violations, of peace, security and prosperity for the majority who have been long denied their basic rights, remain elusive as the Ramos regime becomes obsessed with attaining newly industrialised country status.

The push for economic growth

While it may be true that GNP has risen to 5.5 per cent in the latter part of 1994, negative indicators threaten to undercut sustained growth. The balance of trade deficit for the period January to August 1994 hit US$5.17 billion, up by 31 per cent from 1993. The problems of an appreciating peso against the dollar and inflation have been perennial headaches for monetary and fiscal authorities.

Against reports of rising levels of investment in the Board of Investment's approved projects to US$420.97 billion in the first nine months of 1994, there are reports of increasing business failures. Ninety-one large companies went out of business in the first half of 1994, compared to 74 in the equivalent period in 1993.

The official average unemployment rate in the country is currently 9.5 per cent. In Metro Manila and Central Luzon, it has reached 17 per cent and 12 per cent respectively. Moreover, 33 per cent of the total labour population are under-employed. Policy in this area, as well as in other free trade zones and regional industrial sites, has systematically deprived workers of their rights to strike and to form trade unions. Under the practice of labour-only contracting, workers have no job security. As casual employees, they are paid between US$2.50 and US$4.00 a day. It is common practice to be paid US$3.35 for a 12 hour shift with only one 15 minute break. This is seen by the Government as an added incentive to foreign investors.

Social development

In 1993, the Philippines was ranked 80th in the UN Human Development Index. By 1994, it was ranked 99th.

The Government claims that 63 million Filipinos, or 40.7 per cent, lived below the poverty line in 1991. There is widespread occurrence of easily curable diseases. Thirty-seven per cent of the population is functionally illiterate and one out of every four municipalities have no elementary schools. Three out of 10 Filipinos are anaemic, including 50 per cent of all infants. Between 1987 and 1993, there was a marked rise in the incidence of goitre and thiamine and riboflavin deficiencies. The Food and Nutrition Research Institute indicates that food production has failed to keep up with the annual 2.4 per cent population growth.

The Philippines is supposed to be a major rice producing country, yet cannot produce enough to feed our population. The recent signing of the GATT has further threatened the food security of the country. Greater emphasis on export winners like cut flowers and asparagus will result in less allocation of land to rice. Beginning in 1995, an estimated 500 rice farmers, 62,000 corn farmers, 450 sugar farmers and 40,000 vegetable growers will be dislocated through implementation of GATT.

Budget allocations

Today, nearly 50 per cent of our total budget automatically goes to debt servicing. When the budget for defence has been allocated, very little is left for welfare, health and education. Our foreign debt stands at US$335 billion, an amount beyond our capacity to pay. There have been massive forced displacements of communities, the majority of whom belong to indigenous peoples and minority groups.
Government policy deploying overseas contract workers to ease unemployment pressure and raise much needed foreign exchange, has resulted in remittances from overseas workers accounting for more than 50 per cent of the 5.5 per cent growth in GNP. But the cost in terms of human rights and human dignity is very high.

**Development and protecting human rights**

A quick glance at the actual and potential impact of 'development' on human rights raises the question: development for whom? It is in the context of development and the government's counter insurgency programmes, that most of the civil and political, as well as economic, social and cultural rights are being violated. Yet the Philippines has signed all the appropriate international covenants and treaties. It is believed to have one of the best written constitutions in the world, with its own Bill of Rights. Its Commission on Human Rights has been offered as a model for national institutions in the international human rights community. Environmental policy and legislation in the Philippines are comparable to the best in the world.

Yet all this has proved to be no guarantee for the protection of the people's rights, much less for the improvement of our people's quality of life. It is easy to say that all the Government has to do is to implement the covenants and treaties it has ratified and keep true to its own Constitution and Bill of Rights. Human rights and development NGOs in the Philippines see the Government's obsession with rapid economic results leading to the continuing deterioration of our society and our environment.

The only concrete guarantee we see lies in our people's continuing struggle to assert our claim to the rights that are due to us. Our long history of resistance and struggle attests to our people's refusal to be cast into subservience and slavery. We are not only victims of neglect and actual violations of rights, but of deceit, which is a worse violation of our human dignity.

The freedoms we enjoy now are products of our collective efforts.

The hard lesson of our time is that behind the economic miracles lie too many human tragedies. Very often in the journey towards economic progress, human rights are shunted to the sidelines or trampled under foot ... What is most important is to ensure that economic growth promotes better human society ... People enjoying the freedom to chart their course of development. It is the pursuit of economic growth by an empowered people which guarantees genuine development. Only under conditions of freedom and full enjoyment of human rights in all their aspects, can our people release their vast energies and manifold initiatives to accomplish the work of building a strong and prosperous nation (Philippine Alliance of Human Rights Advocates 1994).
The rights way to development: Challenges and opportunities

Clarence J. Dias, President, International Centre for Law in Development, New York

The failure of development policies

On the night of December 3, in Bhopal, India, a young man, Kailash Panwar, woke to find himself in the back of a truck buried under some 30 human bodies. An explosion in the Union Carbide pesticide plant had released 40 tonnes of lethal gas into the atmosphere leaving more than 2,000 people dead. Now, 10 years later, half a million people are permanently disabled. Kailash Panwar spent the next eight years going from one hospital bed to another. Medical treatment was incapable of alleviating his pain and suffering. Promises from visiting politicians resulted in nothing. Bhopal was not only an industrial disaster, it epitomised the combination of development policies which have failed.

The approaches to development to which we have turned a blind eye for too long, are epitomised by a two-line poem in a children's book by Shel Silverstein. The poem goes something like this:

Oh, if you are the bird, be the early bird
And catch the worm for your breakfast plate.
If you are a worm,
Sleep late.

The world of development today seems peopled by development predators and development victims. There is pressure for collusion among those involved in development as a highly profitable business. To break this collusion, there is a need to appreciate that there are victims, violators and bystanders.

Human rights, development, peace

When the United Nations Charter came into existence, there were three interdependent and interrelated activities that constituted the rationale for We, the Peoples of the United Nations coming together. They were human rights, development and peace. The Charter was clear on the point that you could not achieve peace unless you had respect for human rights and unless you had development. Now, peace has gone off on its own and we have the oxymoron of using UN guns for peace.

Development is no longer seen as a means to realising human rights and enduring peace. We need to go back to the existing international commitments that our governments have made, maybe hypocritically, in respect of human rights and development. The document Review of International Commitments produced by the UN Secretariat for the World Summit for Social Development has 55 pages listing commitments, benchmarks, and targets ranging from International Covenants through UN meetings such as Alma Ata, Vienna and Rio. Before the end of the first week of the first Preparatory Committee Meeting for the World Summit, that document had been relegated to the dustbin of history. Today, there is no memory of that document in the Summit process.

Milan Kundera reminds us that the struggle of man over power is the struggle of memory over forgetting. The United Nations system and bilateral and national development assistance agencies have a built-in institutional amnesia which we need to overcome.

The recent report prepared by the Human Rights Council of Australia can catalyse a much-needed process directed to the entire range of development actors: donor governments and agencies, recipient governments and agencies, development professionals and NGOs, and people and communities needing or affected by development.

There are nine areas which pose challenges and offer opportunities for possible change in development practice.

Principles

Development must be principled. The principles contained in the various human rights instruments and in the UN Declaration on the Human Right to Development asset that there is an inalienable right to development; that the promotion of the realisation of human rights is the rationale of development assistance; and that participation is both an interdependent means and end of development. All those involved in development processes must be accountable to these principles.

All too often, developing country governments plead lack of resources as a justification for their lack of progressive realisation of economic, social and cultural rights. In some cases such a plea may be justified. But it is vital to recall that state obligations in respect of human rights are manifold. They are: the duties to respect, to protect and to promote human rights. Hence, lack of resources, or the manner in which resources are deployed through development, cannot negate state obligations to respect and protect.

Perceptions

If meaningful change is to take place, there must be a genuine change in the manner in which both donor and
recipient countries view development. If donor governments continue to view development assistance essentially as a vehicle for perpetuating their geopolitical sphere of influence, or for maintaining and strengthening their international comparative advantage and international competitive edge in respect of trade and investment, then there can be little hope of securing human rights through development. Similarly, developing countries must change their hand-out, dependent mentalities and cease to regard development assistance as a divine right owed because of historical wrongs suffered during the colonial era.

Practices

I will consider two types of development practice which need to be reviewed. The first is the question of conditionalities. While conditionalities appear to be a fact of life, we must work towards an appreciation that by going back to international human rights principles there can be useful conditionalities. There are core concepts in international human rights principles, substantive as well as procedural, that will ensure that conditionalities do not become disguised double standards whimsically imposed, but rather, that they are conditions to prevent turning a blind eye to human rights abuses.

The second relates to what I see as a positive shift away from multilateralism back to bilateralism in development assistance. Those of us who work in our own countries find it much easier to lobby and try to influence individual donors or a specific number of donors in a donor consortium. In contrast, the IMF, the World Bank and the World Trade Organisation have an enormous capacity to absorb every good idea or every cry of outrage and transform them into nice, sanitary reports or policies.

Processes

If development is about doing good, and maybe doing well by doing good in the process, why is it conducted in such a covert and clandestine fashion? Why is it that concepts of good governance do not start at home? Why is it that the very process of development discriminates against women or excludes indigenous peoples, minorities or other sectors?

Over the years, the International Centre for Law in Development has attempted to look at specific development projects in different parts of Asia and the process through which they are administered. From these and from the international human rights instruments and documents, we have tried to derive a series of process-related rights which already exist and have been affirmed, but which have been violated in the actual conduct of development whether at the national, bilateral, or multilateral level. The list includes:

- rights of participation;
- rights to non discrimination;
- access to information and right to know;
- rights of transparency;
- donor responsibility;
- recipient government agency accountability;
- rights to prevention and protection; and
- rights to equitable distribution of the benefits and burdens of development.

Participation

There are several ways which could help 'participation' break out of the managerial mode that the World Bank uses into a more meaningful form. One arises from the environment summit in Rio and the principle of subsidiarity. This is the principle that decisions take place as close as possible to the level at which they impact. How to reorganise institutions and bureaucracies is another matter. But the principle is a principle which has gained consensus agreement in Rio and it is a principle that from a human rights perspective should be taken seriously.

Secondly, in the World Summit for Social Development process at Copenhagen, there was an emerging principle of exclusion or non exclusion. One of the issues being raised is participation of those who are systematically excluded: not just participation of those who could better implement the project, but participation of those whom the development project seeks to exclude and therefore needs to include.

Publicity and openness

All too often there is too much diplomacy surrounding development. As a result, development tends to be conducted in an overly covert and clandestine manner. Bilateral donor agencies can and should go public in respect of their human rights policies. The promotion and protection of human rights is not a clandestine activity. The Canadian Weingarten Report on human rights and development led to constructive change precisely because it was made public.

Oversight

Oversight is a particular responsibility of donor agencies. They have the right of oversight and a duty of oversight. All too often this duty of oversight degenerates into a practice of overlook, whether it is at multilateral level or at bilateral level. This must be corrected, if human rights policies are to be taken seriously.

Development victims

There is a need to look at development-displaced peoples. A recent World Bank report projects how many hundreds of thousands of people will be displaced through their own development projects alone over the next few years. In risk-prone projects it is possible to learn from project-affected
peoples. Claims of protection and conditionalities should come to determine whether that particular kind of highly dangerous pesticide-producing plant in Bhopal should be set in motion or not.

Remediation

Development victims are usually expected to seek relief, rehabilitation and redress at national level from their own governments. There are obvious practical reasons why this must be the case. But donor agencies must not totally abdicate their responsibility to ensure that justice for development victims is real and not just illusory. Setting up processes for the mediation of development disputes would also offer significant opportunities of averting and minimising conflicts - conflicts which tend to be pursued mainly through confrontational and adversarial proceedings entailing enormous and avoidable human and economic costs to all.

To go back to Kailash Panwar. After eight years of suffering he committed suicide by setting fire to himself. This is a damming indictment of the lack of redress, rehabilitation and remediation in the present development processes.

Conclusion

I believe that today development cooperation is moving away from a human rights approach. This move is epitomised by the paradigm shift in development through trade and investment. This is development which can only be sustained through the systematic promotion of selfish over-consumption. Development which is epitomised in the acronym of GATT, which some of us in Asia have come to describe as greed, aggression and theft through trade.

To go back to the poem about the birds and worms and look at ways earlier development models and human rights practices have tried to deal with the problem:

- militant NGOs would have the worms organise and become ornithological carnivores;
- non violent Gandhian responses would have preached to the birds in an honest but futile effort to convert them to vegetarianism;
- current liberal economic approaches to development emphasising development through trade and investment in a globalised economy are premised on a social Darwinism which seeks, by contract, to determine which birds will devour which worms, in what quantities and along what time frames.

The human rights approach to development is needed now more than ever, reiterating basic values of fairness, pluralism, non discrimination and justice. Only such a human rights approach to development would enable the worms of the world to go about their prosaic but vital tasks ensuring the fertility of the soil. While the birds of the world, like Shelley's skylark, could “ever-soaring sing and ever-singing soar”.

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A test for the rights way to development

Sidney Jones, Human Rights Watch, Asia

A human rights model

If we are going to make any kind of effort to take the human rights way to development seriously, we have to talk about the way in which the model will actually get tested. I have a couple of suggestions. They all relate to different ways of trying to draw up draft contracts between a donor agency and a recipient government or NGO involved in the process.

It is critically important to do two things. One is to keep your expectations scaled down and to start from the assumption that you are not going to change the social structure and you cannot transform agencies or ways of thinking overnight. You also have to start from the assumption that the more concrete you can get, the more effective your thinking is going to become.

One way to draw up a model contract for a development programme or project would be to choose one or two countries, say the Philippines or Vietnam, and look through the whole range of aid projects that are currently being funded through AusAID, or whatever agency is under discussion, then try to draw up a contract between Australia and the recipient country, in terms of the rights outlined in the Covenant on Economic and Social Rights.

This would involve seeing whether you could take programmes and express them in terms of rights and entitlements to see if you could also try to develop a clear statement of what it was you were trying to achieve in the fulfilment or exercise of those rights. You would need to discuss what would happen if either the recipient government or some other factor caused either a precipitous decline in rights, or caused those benchmarks not to be met. This might show the way towards a mechanism involved in holding either the recipient or the donor governments accountable. I do not think there has been enough thought about how such a mechanism gets developed. Whether you call it a complaints or grievance procedure on the part of people in that country so that there can be some statement of what it was you were trying to achieve in the accountable. I do not think there has been enough thought about how such a mechanism gets developed. Whether you call it complaints or grievance procedures, it has to be discussed and there has to be some way of addressing failure to exercise those rights.

You also have to have a very clear idea of outcomes in terms of rights. The purpose of trying to draw up this contract would be to see whether the outcomes differed from those in which you used your normal approach, that is, without thinking it through in terms of basic rights.

A model outline

The outline for such a model might include an existing programme model, an existing project model and a model that starts from scratch. These models could look like the following:

1. Existing programme model

The first contract that you would try to draw up would be for the overall programming. In some ways it would be your strategy paper but it would involve rethinking an existing programme with all of the grants that were already approved.

2. Existing project model

The second exercise would be to look at a specific project. The proposed bridge in Vietnam would be enlightening. A number of questions arise from such a project. One question would be how you rationalise the project in the first place in terms of rights outlined in the Covenant on Economic and Social Rights. Even more important, because it is an infrastructure project, would be trying to think through what other rights needed to be protected in order for that project to be fulfilled. For example, if there were people displaced by building the bridge, how could you ensure that those people maintained an adequate standard of living, a right to housing and so on.

The usual rationale for such a bridge is put in terms of increasing access of a disadvantaged part of the population to markets. What often happens in constructing roads or bridges or any of these other major infrastructure projects, is that people who used river transport or some other form of travel - especially women, for example women traders in SouthEast Asia - find themselves displaced by mechanised vehicles when the bridge across the river or a major road is built. It would be interesting to think through whether there were other sorts of rights deprivations that would occur in the course of building this bridge, which would have to be addressed through the same project which provided the aid for construction.

It would also be important to think through whether the people who were involved in the construction of the bridge had their right to just and favourable conditions of work maintained throughout. So, if you took the one project which already existed and tried to think through all the rights implications and also what players needed to be involved, you might come up with insights which you would not otherwise have had.
3. A model that starts from scratch

The third exercise would be to draw up a country programme contract starting from scratch and thinking through what the priorities should be in order to put forth a list of projects which would comprise the overall programme.

This exercise should take place on a couple of different levels. It could take place in the form of a workshop where you would have the development agency people in one room coming up with their idea of what a contract would look like between the host and recipient government. You would have NGOs - assuming that you were dealing with a country where NGOs were allowed and there was some modicum of freedom of association and freedom of expression - also coming up with their own idea of a bilateral government-to-government contract with obligations and rights on the part of both parties involved in it.

Finally, you would have people from the recipient government. You could do this in a country like the Philippines, you could not do it so easily in a country like Vietnam. One of the issues that would have to be resolved is what limitations are placed on an aid agency in countries where you do not have NGOs and you do not have the capacity to discuss some of these issues with those affected.

It is absolutely critical to make the differentiation very clear and frank. I do not think, however, that governments like those in Vietnam or Indonesia would be utterly opposed to a discussion of rights and entitlements at the outset. That would be the case if you were saying 'you only get aid if you are going to have free elections', or if you tied it to political and civil rights. Once you talk in terms of social and economic rights and the right to health, the right to food or the right to education, you get more receptivity initially, even if you face major limitations on how you bring about participation of those affected afterwards.

Once these three model contracts are drawn up there would be a basis for discussion on how to proceed to a next step. First, you would know whether it was worth going forward at all, and whether there was enough difference between the old approach and the new to make it worthwhile.

Rights expertise

Any rights-based approach to development would inevitably have to deal with other branches of government. If there are going to be rights specialists in the development agency, you are also going to have to get some kind of expertise in a wide range of other branches of government.

The trade issue will need to be dealt with somehow because aid is in fact an infinitesimal part of the whole development world. The amounts involved in development assistance are minuscule compared to the amounts involved in investment and trade in the private sector. It is equally important to try and think through what a rights approach to trade, investment and business practices would be and to see whether or not one could get representatives of the Department of Foreign Affairs and Trade, or in the US the Congress Department, involved in some of the discussions on how to actually implement the basic social and economic rights guaranteed in the Covenant.

You also need to deal with the international financial institutions and if you have a rights-based approach on a bilateral basis, it will carry through into implications for any donor government's policy in the World Bank, in various multilateral lending institutions and in donor meetings.

Pushing the rights agenda

The donor meetings could be an extremely useful way of trying to push a rights agenda because at least the majority of countries that are involved have ratified the Covenants. UNICEF has taken the rights of the child approach and pushed it through very aggressively. Such an approach could be translated into an aggressive push on ratification for the Covenant on Economic and Social Rights. But this is probably best done in one of these multilateral settings rather than one government alone trying to push the approach in various fora.

It is critically important for Asia to engage Japan in a very concrete dialogue on the rights approach - assuming that Australia is prepared to take the lead on this whole approach. To gain some idea of how far thinking on this needs to come, there was an article in the Sydney Morning Herald of 10 February 1995 about how Japan had proposed a new programme of development assistance through the Asia Pacific Economic Cooperation Forum for a certain amount of aid to be set aside to help very poor governments, and how the US Government resisted this proposal.

Conclusion

In conclusion I think that it would be very useful to test the model and to use funds to hold workshops to think through how the rights approach model would work in relation to specific countries. It is important to devote a specific amount of time and attention and resources to an accountability mechanism. In doing this, it will be important to involve different parties, including the NGO community, the donor countries and the recipient countries. Finally there is a need for specific benchmarks to measure progress towards the achievement of a particular right. Here again, a country-specific workshop with a rights approach might be the most productive way to go.
Human rights, aid and civil society

Patrick Kilby, Community Aid Abroad

The international debate

The role of human rights in the context of development is coming under increasing scrutiny. The Right to Development was adopted in 1986. This built on the International Covenant on Economic, Social and Cultural Rights of 1976, and the Universal Declaration in 1948. The international debate on human rights has been sterile. Two camps emerged, which could be broadly characterised as follows: those from the developing world, who see the achievement of economic, social and cultural rights as having some level of priority over civil and political rights, and western countries, who see individual rights, that is civil and political rights, as having some precedence. In recent times, this debate has been bridged with a much more inclusive analysis of how the full range of international human rights conventions can be respected and implemented.

Development agencies are now entering the debate. The Human Rights Council of Australia has recently published a report, The Rights Way to Development, while Oxfam UK has published the Oxfam Poverty Report, which looks at the issue of basic rights and sustainable development. Governments and development NGOs are grappling with how to address human rights, especially those pertaining to economic, social and cultural rights in a world where the role of governments in national and world affairs is declining and the internationalisation of markets and economies is increasing. One of the effects of this rise in neo-liberalism has been a decline in the respect for some human rights, while in other cases it has led to an increasing awareness of these rights by disadvantaged groups and individuals. As a result, the voice of minorities and marginalised people is increasingly being heard. While the world is becoming more familiar with the language of rights there is a long way to go in agreeing on how they are to be recognised and implemented.

Australian human rights practice

The Human Rights Council of Australia for instance argues that recipient states, on the basis of international law, need to respond to the arbitrary aspects of aid donor policies:

It would place recipient governments in a position to respond to donor-imposed conditions by pointing to the latter's own human rights obligations towards the realisation of rights and resist the imposition of a particular political or economic model (Human Rights Council of Australia 1995:4).

Some see this as a very naive approach to human rights implementation. In practice international human rights law has little effect other than embarrassing states. This is notwithstanding the fact that, more often than not, a recipient government's own request for aid is usually ignorable, and sometimes detrimental to, economic, social and cultural rights. On the other hand, if donors raise the issue of human rights with recipients, they can get very short shrift, as the Netherlands found out when Indonesia closed their aid programme. The issue is not that simple.

Despite the existence of human rights obligations under international law, there are few cases of success in any prosecution actually changing the policy of a recalcitrant state. If there is goodwill, states will take notice, if not then power politics apply. There are numerous examples of how human rights obligations are a matter of convenience rather than conviction. In Australia, the Aboriginal Deaths in Custody Royal Commission's major recommendations still have not been implemented and the basic rights of the Aboriginal people are in decline. Abroad, an Australian citizen, James Pung, has been under arbitrary arrest in China without trial for nearly two years while Australian protests are ignored. Indonesia is oblivious to international protest to its invasion of East Timor and many see Australia as being complicit in signing the Timor Gap Treaty with Indonesia. The most recent example is the Australian Government's proposed legislation to stop people claiming refugee status in Australia on the basis of the enforced implementation of China's one child policy. In all of these cases the relevant parties argue very cogent cases as to why these rights cannot be redressed. Pragmatism and power politics rule the day.

In the area of economic, social and cultural rights there is less public scrutiny but nevertheless the same principles apply. While lip service is given to these rights they are systematically abused. The rolling back of the state, the fiscal rectitude that structural adjustment brings, and the freeing up of the world economy has seen relative levels of poverty rise almost everywhere and in some places absolute poverty is also rising. In many places, the gains of the 1970s and 1980s are being compromised and people's basic rights to education, health, shelter and food security are in decline. Yet these changes are not being addressed as fundamental abuses of human rights. As Philip Alston, the Chairman of the Human Rights Committee on Economic, Social and Cultural Rights states:

Although it has not infrequently suggested that economic and social rights have come to dominate the human rights work of the UN, there is not a single
important indicator of which I am aware which would show anything other than the relative neglect and often also the absolute neglect of economic, social and cultural rights in practice (Alston 1994:111).

The reasons for this are that minimum core economic and social rights are subjected by decision makers to an economic calculus which provides compelling reasons why these rights cannot be implemented. Alston notes the same sort of process has been and is still used in the field of civil and political rights including universal suffrage, the role of women, and trade unions. The strongest proponents of the economic calculus approach are within multilateral fora such as the World Bank, International Monetary Fund and the newly formed World Trade Organisation, all of which claim some special dispensation from being required to recognise these basic rights. Despite the power and control these organisations can have over states, they argue that human rights are the business of individual states.

The other reason that Alston gives for the limited recognition of economic, social and cultural rights lies within what he describes as a 'normative judicial model of human rights implementation' which has been adopted by human rights lawyers, human rights NGOs, and diplomats, who feel ill at ease and ill equipped to deal with many of the most pressing issues arising from the neglect of economic, social and cultural rights. He calls for a broadening of the range of actors involved in the debate (Alston 1994:113).

**Human rights and civil society**

The role of civil society has not been adequately articulated in the context of broadening the range of actors in the debate. There is a strong case that the whole area of respect for human rights - civil and political, economic, social and cultural - can only be respected when a vibrant and active civil society can operate in the context of a responsive and representative government. In some ways this is idealistic. However, there are signs that this is being increasingly recognised. NGOs are now given a hearing in most international fora and are seen to be important players in development assistance, environmental issues, and gender and development. What is lacking, however, is a framework which identifies how civil society and NGOs, and the role they play, are instrumental in meeting human rights obligations.

The Human Rights Council's analysis falls more into Alston's 'normative judicial model' with little discussion of how civil society, through its NGOs and other people-based organisations, influence government and governance in meeting human rights obligations. This is not to say that all of civil society is uniform, or is naturally for the promotion of human rights. The phrase 'strengthening civil society' is too glib unless there is clear understanding of how we define civil society or what elements we are strengthening. Civil society, by definition, includes elements which are inimically opposed, or at best indifferent, to the prosecution of human rights: for example, organised crime, or parts of the corporate sector. There are also other elements which oppose the development paradigm around which human rights are defined, and these include some indigenous peoples and communities (Kilby and Porter 1995). Despite these caveats civil society has a central role to play within the human rights debate. With civil society, good governance and participatory development are the central elements. AusAID has defined participatory development as:

... a process by which people take an active and influential role in shaping decisions which shape their lives. It strengthens civil society by empowering communities and individuals, thus influencing public policy and providing a check on the power of government (AIDAB 1994:7).

Most NGOs would not have any problem with this definition nor the sentiments which underlie it. The problem is how to make the jump between these concepts, the role of civil society in achieving them, and the respect for fundamental human rights. Part of the problem is what Alston has already referred to and that is the narrow group of actors in the human rights debate, and the wide gap of ignorance between human rights groups and development groups. Pinheiro, for example, makes the rather curious claim that civil society has kept away from the struggle of the poor for economic, social and cultural rights (Pinheiro 1994:133). He seems to have completely missed the point, as that is exactly what development NGOs and people-based organisations have been struggling for over many decades. On the other hand, whenever human rights are discussed among development agencies, minds seem to automatically turn to civil and political rights rather than to health, education and food security. They are in turn unwilling to articulate their concerns in this area as human rights breaches.

This lack of analysis diminishes the debate. While the legalistic approach of The Rights Way to Development is not particularly helpful, its basic argument that there needs to be a human rights framework within which development agencies can operate is inescapable.

**A practical framework**

The more difficult question is what such a framework should look like, and how responsibility could be shared between the various players and how they would be engaged. The basis of that engagement must be in the context of a capable civil society, in constant engagement with government. The aid programme can help this. Kilby and Porter (1995), however, go a step further and put strengthening of government itself as part of the solution. In particular the strengthening of local government, as it is the closest point

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of engagement of the community and, to some, is part of civil society itself. However, even at the higher levels of government, assistance can be given to ensure that there is a strong legal framework which ensures rights can be preserved. Finally, the aid programme can be used to directly advance basic education, health care and food security, as it has done for some time. Many would argue, however, that over the last decade this has weakened, as the argument for economic growth as the way to meeting these requirements has gained prominence.

Monitoring progress

The last point is how progress is monitored in the realisation of human rights within the aid programme. The judicial normative framework that Alston talks about is not particularly helpful. One approach would be to establish a framework within the aid programme project cycle. Such an approach would set objectives articulated in terms of basic rights and use them at high level consultations, activity design, monitoring and evaluations. Current programme effectiveness reviews have looked at programmes either in broad terms of poverty alleviation or in terms of the commercial benefits. In the future, a principal criterion could be an assessment of how the aid programme or activities have promoted particular rights. The Parliamentary Inquiry into Australia's Efforts to Promote and Protect Human Rights has gone some way to this approach in its recommendation that AusAID include a human rights impact statement in all their development assistance project proposals (Joint Standing Committee on Foreign Affairs, Defence and Trade 1994:72).

This approach should not only apply to AusAID but all players in development. It is incumbent on NGOs to begin articulating their work in human rights terms if the gap between development NGOs and human rights organisations is to be closed. This approach should also be applied to the multilateral organisations such as the World Bank, the International Monetary Fund and the World Trade Organisation, all of which see themselves as immune to varying extents to the necessity to observe and promote human rights. The Australian Parliamentary Inquiry has specifically identified the World Trade Organisation as one institution whose mandate could be in conflict with human rights conventions and it has called for further investigation into "... the implication of the World Trade Organisation upon the efforts to protect human rights". It questions the compatibility of membership of the WTO and international human rights agencies and agreements (Joint Standing Committee on Foreign Affairs, Defence and Trade 1994:68).

Development assistance has an important role in promoting and protecting human rights, especially economic, social and cultural rights. It should promote an active civil society, strengthen responsive government, and conduct its programmes within a human rights framework. There appears to be only limited value in a legalistic approach to the recognition of economic social and cultural human rights. An effective legal framework can only emerge when the broader community accepts these economic, social and cultural rights in the same way that civil and political rights are accepted.

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Competing rights: The mother, the foetus and the state

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United Nations Covenants to establish and protect human rights often leave ambiguous two fundamental issues: who qualifies as human under the covenant, and how should conflicts between individual rights be resolved?

Article 1 of the Universal Declaration of Human Rights declares that humans are "born free and equal in dignity and rights", while the 1978 Declaration on Race and Racial Prejudice uses similar language in stating that humans are "born equal in dignity and rights", and the Covenant on Civil and Political Rights states: "Every human being has the inherent right to life" (Nickel 1987:213). Such statements do not necessarily preclude rights of the unborn, but the implication is that rights adhere from birth rather than from conception. This is a view which has some support from contemporary philosophers.

One of the basic approaches to arguments on the morality of abortion uses the criterion of 'sentience' to distinguish between right and wrong abortion. As outlined by Sumner (1981:221), this approach means that the timing of abortion is the crucial issue. "Early abortion, like contraception, prevents the emergence of a human being with moral standing. Late abortion, like infanticide, causes the death of a human being with moral standing". In its simplest formulation, this approach asks only whether the foetus is 'sentient' according to some biologically defined set of measures, and accords humanity, and rights, in line with this determination. The precise nature of this sentience is a matter of some debate.

According to MacFarlane (1985:18) the "right to life" is established "because each individual man or woman is aware of his or her self as a distinct self-directed being with a life to lead and to cherish ...". On this basis he considers that abortion would only be unacceptable in human terms where it involved the destruction of a child who was capable of independent life, that is, of around 24 to 28 weeks gestation. Alternative landmarks of sentience might include:

- **Quickening**: 13-16 weeks
- **Cardiac system activity**: 12 weeks
- **Brain structure complete**: 12 weeks
- **Spontaneous movement**: 10 weeks
- **Central nervous system active**: 8 weeks

These earlier times mark important phases in the development of sensory perception, but not MacFarlane's 'self-awareness' in the normal sense of the term (Veatch 1977:452-3).

At this point the foetus is 'quickened' and acquires the soul which marks the transition from an animal existence to a human state. This theory of stages of development is central to some Muslim arguments on the legality of abortion, and is the reason the Hanafi jurists permitted women to carry out abortions before the fifth month of gestation, even without their husbands' permission (Musallam 1983:54-55, 57). In a concrete example, the liberal abortion laws of Tunisia are based on this line of reasoning, but use three and a half months as the limit to the right to carry out abortion. Similarly, Bangladesh allows 'menstrual regulation' but forbids abortion because the former is not regarded as the termination of a human life, while the latter is.

At one end of the continuum of defining personhood is the argument that conception - the joining of sperm and egg - creates the unique combination of qualities which constitute a 'person'. Time and the opportunity to develop and be born are all that are needed to fulfill the potential of that creation. This stance, combined with a respect for human creation, invites no acceptance of abortion, and further defines duties of care on the part of the parents - though more usually primarily the mother - of the newly conceived foetus.

Michael Tooley (1983) has explored the ethics of abortion and infanticide in a book which specifically rejects the fact of species membership as an argument against either practice, and focuses instead on the distinction between the interests and rights of various kinds of potential persons (eg, human zygotes, embryos and foetuses) and those of persons. He goes on to argue that consideration of the ethics of abortion cannot logically be carried out in isolation from discussion of infanticide and even the killing of non human animals, largely because the underlying principles in such a discussion must include a determination of when personhood is achieved, and how a non speciesist position against killing can be limited to consideration of unborn humans.

In this line of argument, it is the possession of 'non momentary interests', rather than membership of a species or attainment of sentience, which distinguishes persons from...
non persons. These are unified sets of morally significant desires transcending mere mental activity or rational processes because they necessarily contain intertemporal and interpersonal linkages. Persons have desires rooted in past experience, related to fellow persons and steeped in a future orientation. They have rights as persons because of their unique possession of such non momentary interests. For Tooley, mothers are definitely persons, while zygotes, embryos and foetuses are definitely not, and thereby hangs his moral justification for contraception and abortion. (See also Narveson 1986:88).

Kuhse (1987:218) uses this logic to conclude that “infants are more like foetuses than normal adults. They do not have a ‘right to life’ and killing them is not directly wrong.” This does not justify killing without reason, and Kuhse argues that even severely handicapped infants should be protected “if their lives are likely to be pleasant ones. On the other hand, if the future holds little but suffering and frustrated desires ... then it would be directly wrong to sustain [their lives].” Decisions in this area are obviously not easy, and the general principles laid out by Tooley and Kuhse stand at the extreme opposite end of the continuum from the ‘rights at conception’ case. Probably neither position would be regarded as acceptable ‘norms’ by the majority of Australians, who would think of ‘personhood’ in rough practical terms based on foetal development and maternal and medical choice.

The belief that the woman’s right to control her own reproductive life through the prevention or termination of unwanted pregnancy underlies the major movement to defend liberal abortion laws, which is known in the United States as the ‘pro-choice’ lobby (see Petchesky 1984 for a comprehensive review of the US experience; also Holmes et al. 1980. Stetson 1987:60-79, reviews the French experience. Veevers 1980:165, uses a pro-choice argument to analyse the phenomenon of voluntary childlessness in industrial societies). Advocates for this point of view defend the right of a woman to define the timing of the attainment of personhood by her unborn foetus and to exercise her will over foetal rights in their opinion, but more specifically over foetal rights in their opinion, and necessarily narrowed when they become pregnant, whether that pregnancy is intended or not.

The preceding two paragraphs illustrate the radical contrast of views concerning the relative rights of women and foetuses. On the one hand the woman has all the rights, and the foetus none, while on the other women automatically lose social and economic options, or rights, in favour of the presumed pre-eminent right to birth of a foetus she has conceived, whether by design or accident.

There are also attempts by other actors to assert rights in the matter of conception, contraception and abortion. Men may claim rights to paternity, extended families may exert pressure on women to modify their reproductive behaviour, and communities may use coercion, bribery or the legal system to alter women’s childbearing decisions (Hull 1983:400-403). In considering the increasingly complex models of fertility decision making implied by the expanding numbers of actors, it is possible to reduce issues to a series of basic questions:


The answers to such questions are seldom simple, especially when the overt, formal replies are at variance with actual underlying behaviour. When the problems of individuals and families are projected on the larger screen of social or
national divisions, conflicts and interests, it is not surprising that the resulting pastiche of images is often blurred, amorphous and ambiguous. Individuals and nations alike become victims in their attempts to draw consistency out of a huge matrix of competing rights and pseudo-rights. Even when it appears that an uneasy stability may be emerging in determining who has pre-eminence in a particular environment, this may founder as succeeding generations, or emerging political or social groups assert conflicting value systems demanding reconsideration of the apparent resolution.

To highlight but one aspect of this issue, Scrimshaw (1981:17) points out that “we have to question whose values affect programmatic decisions in a culturally pluralistic nation ... we cannot assume that the elite (political, economic, health officials) in a country necessarily understand or represent the values in that country”. To the extent that the government is likely to be controlled by elites insistent on their right to define national goals and represent national interests, it may be inherently impossible to define a true national consensus which takes account of the rights of the non-elite. If so, the current world-wide debate over abortion, and the related but less explicit debate on women’s rights to family planning, will remain central to the discussion of human rights for some time to come.

For many people, though, individual resolutions to the debate are reached by their personal decisions to prevent or terminate pregnancies within the framework of their nation’s legal structures. The combination of voluntary decisions and legal options relieves these choices of the likelihood of scrutiny under United Nations principles. But other cases, where individuals are forced to prevent or terminate unwanted pregnancies, or where their desire for fertility control is thwarted by government regulation, give rise to serious concern under the corpus of United Nations efforts to protect human rights. As such, and for quite obvious national concerns as well, such violations of reproductive rights deserve the scrutiny and cooperative effort of all nations to redress wrongs, and promote human welfare through the promotion of human rights.

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Intellectual and cultural property rights and bio-prospecting: Recent developments

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Bio-prospecting and traditional rights

International environmental law and United Nations agencies are becoming increasingly concerned that indigenous peoples and local communities should be able to share equitably in the benefits arising from the use of customary knowledge and 'traditional' techniques of natural/cultural resource management. One topical testing ground arises where customary knowledge and cultural practices are tapped under 'bio-prospecting agreements' in which communities supply biological samples for testing for commercially valuable genetic and biochemical properties, and may contract to receive additional benefits where commercial applications result. Such agreements are being promoted in some circles as possible ways for indigenous and local communities to achieve sustainable development, alongside other integrated conservation and development projects which seek sustainable, alternative income-generating activities in biodiversity-rich areas.

Davis argued that those who promote bio-prospecting agreements for sustainable development underestimate the secret/sacred aspects of traditional knowledge for its specialised custodians, whose cooperation may not be forthcoming for commercial arrangements. Local communities can be seriously exploited by unconscionable middlemen as this account of an agreement in Brazil shows.

Bio-prospecting in Brazil

In the early 1980s, a Brazilian company called Vegetex began prospecting in the Guajajara territory for a plant called Pilocarpus jaborandi, the leaves of which contain an alkaloid which is used in the production of eye drops for the treatment of glaucoma. Brazil is reported to monopolise the world market for jaborandi and to earn over 25 million dollars annually from the export of the product.

About 600 men or one-fifth of the Arariboia community were involved in leaf collection when I visited the reserve in 1989. Many of the wives and family members of the leaf collectors complained that their sons and husbands had given up commercial rice farming, household gardening and small livestock production in order to gather the plants. Furthermore, there was no sign in the community that the company had built any schools or clinics as promised. The Government's Indian agent assigned to the reserve also complained that the company's men were armed, and often used violence and other forms of intimidation to keep the Indians in the forests.

Some other bio-prospecting agreements are also problematic. For example, the Costa Rica National Biodiversity Institute (INBio), a private non profit organisation, in 1991 entered into an arrangement with the US pharmaceutical transnational Merck Pharmaceuticals, which involves INBio providing Merck with chemical extracts from plants, insects and micro-organisms in return for a US$1.1 million budget and a promise of royalties on any commercial applications. INBio has committed 10 per cent of its budget and half of any royalties received to Costa Rica's protected areas, and Merck is to provide technical assistance and training. Critics have noted that some of the samples to be processed under the agreement are located in the Talamanca Indian Reserve, yet its customary owners were not consulted about the arrangement nor are entitled to participate in royalty arrangements.

Bio-prospecting in the Pacific

An example of biodiversity prospecting in the South Pacific region is the Body Shop in New Zealand obtaining rights from a small Maori company over their technique of extracting oil from the manuka plant.

In northern Australia the Australian Medical Research and Development Corporation (AMRAD) and the Tiwi Land Council have entered into an agreement for research into the properties of local medicinal plants, and other agreements are being negotiated with the Northern Land Council and the Northern Territory Government. These agreements are part of an A$25 million, five-year AMRAD programme which is attempting to develop pharmaceuticals from Australian plants, marine life and micro-organisms, including Aboriginal bush medicines. In Arnhem land AMRAD is seeking access to plant samples for collection by a botanist, with Aboriginal landowners being paid about A$12 to A$15 per sample, and a percentage of sales if pharmaceutical products result from the investigations. Some native title rights are also reported to be waived under the agreement.

In Fiji, a proposal has been developed for a three-year biodiversity prospecting agreement between the University of the South Pacific, the University of Hawaii, the Rainforest Alliance and Smith Kline Beecham, which involves an investigation of the pharmaceutical potential of extracts of Fijian medicinal plants and marine resources. Under the proposal, short- and long-term compensation in the form of some money, training and technology transfer, is being negotiated for participants. For the villages involved, the
A proposal involves Smith Kline Beecham compensating at a rate of A$100 per natural product sample (up to 200 per year), with other payments and royalties to be determined in a comprehensive sharing agreement.

**Bio-prospecting and human rights**

Despite negotiated contracts and some legislative protections, many international NGOs and UN human rights bodies have rung alarms about the increasing number of these agreements, arguing that more appropriate national laws and policies need to be in place to ensure that participating communities receive equitable returns on their participation. Intellectual property developments within the General Agreement on Tariffs and Trade (GATT) are cited as one particular concern.

In international law, recognition that indigenous and local communities can contribute to biodiversity conservation and sustainable development is most clearly articulated in several of the 1992 Rio Earth Summit agreements. Indigenous and local communities' rights to express cultures, participate in decision making, benefit from economic incentives for sustainable use, and to share equitably in the benefits arising from the use of traditional knowledge, innovations and practices, were variably recognised in the 1992 Convention on Biological Diversity, the Rio Declaration on Environment and Development, the Statement of Forest Principles, and in many of Agenda 21's chapters and policy prescriptions. The value of traditional knowledge has also been recognised in the more recent Desertification Convention.

**Protecting traditional knowledge**

The Convention on Biological Diversity, in force since December 1993, is particularly important because its many national signatories provide global coverage. It recognises indigenous communities' and local peoples' economic interests in biodiversity conservation. It requires parties to promote *in-situ* conservation through a range of measures, and to encourage the equitable sharing of resulting benefits "as far as possible and as appropriate", and subject to national legislation. The Convention encourages the use of incentives for conservation and sustainable use activities; requires parties to facilitate the exchange of relevant information from all publicly available sources (including specialised knowledge, indigenous and traditional knowledge); and requires states to manage biodiversity through national plans, strategies and programmes. New and additional financial resources are to be provided to developing countries, while agreements about access to genetic resources and the transfer of technology are to be promoted. Access to genetic resources is premised on national sovereignty over genetic resources, mutually agreed terms and states' prior informed consent. Access agreements would usually involve local organisations, sample collectors, biotechnology companies and public or private research bodies and governments.

The first Conference of the Parties to the Convention on Biological Diversity was held in the Bahamas in late 1994 and a medium-term work programme was agreed upon for the next three years. Policies for the recognition of traditional knowledge and equitable benefit sharing have been scheduled for discussion in 1996.

Similar policies are being developed at the regional level. For example, the Action Strategy for Nature Conservation in the South Pacific Region 1994-1998 identifies a range of key actions designed to involve local communities in cooperative natural resource management, including the protection of indigenous intellectual and cultural property rights.

**GATT and intellectual property rights**

Some international environment and development organisations are concerned about the Agreement on Trade-Related Aspects of Intellectual Property Rights, of GATT. The GATT TRIPS agreement requires that enforceable intellectual property rights are created in members' domestic laws, and patents are to be available "for any new inventions. whether products or processes, in all fields of technology, provided that they are new, involve an inventive step and are capable of industrial application". Although plants and animals (other than micro-organisms), and essentially biological processes for the production of plants or animals (other than non biological and microbiological processes) can be excluded from patentability, members are required to provide for the protection of plant varieties either by using patents or by an effective *sui generis* system. Developing countries have up to five years to implement the TRIPS agreement, while the least developed countries have up to ten years.

Some critics argue that the GATT TRIPS agreement privileges industrial innovations over informal, communal innovations, and that patenting life-forms is unethical. Others suggest that *sui generis* property rights over genetic resources should be created to better accommodate the interests of indigenous and local communities. Rural Advancement Foundation International, an international rural development NGO, has produced numerous publications which denounce 'biopiracy' and emphasise the unjust enrichment of multinational corporations when they patent processes or products to which indigenous peoples' customary practices and knowledges have contributed. A similar position is taken by Genetic Resources Action International, the Indigenous Peoples' Biodiversity Network (IPBN) and the Third World Network. Friends of the Earth International is campaigning to have the GATT TRIPS agreement revised, to ensure that it does not undermine efforts to conserve biodiversity and traditional lifestyles. It suggests that the opening in the TRIPS agreement for an effective *sui generis* system for plant varieties cover state recognition of communal rights and/or indigenous property rights.
Human rights and intellectual property rights

Human rights bodies within the United Nations are also urging that policies be developed to protect customary intellectual property. The Commission on Human Rights within the Economic and Social Council has been actively promulgating standards on human rights and the environment. One of its subsidiary bodies, the Working Group on Indigenous Populations (WGIP), has produced several special reports and a set of protective principles and guidelines on indigenous peoples' intellectual and cultural property rights. They recognise the need for indigenous peoples to retain control over territories, resources and researchers; free and informed consent for all projects; and for project agreements to be revocable. The guidelines suggest for example, that research on "flora, fauna, microbes or materials discovered through the assistance of indigenous peoples", must not be published "without identifying the traditional owners and obtaining their consent to publication". The WGIP completed its Draft Declaration on the Rights of Indigenous Peoples in 1993 and an inter-sessional working group of the Commission on Human Rights has now been convened with the sole purpose of providing a draft declaration for consideration and adoption by the General Assembly within the International Decades of the World's Indigenous People. Several Articles in the Draft Declaration pertain to indigenous peoples' intellectual and cultural property rights.

The Commission on Human Rights has also commissioned a more general report on human rights and the environment. Mme Ksentini's Human Rights and the Environment: Final Report includes an annexed set of draft principles, the preamble of which expresses deep concern about "the severe human rights consequences of environmental harm caused by poverty, structural adjustment and debt programmes and by international trade and intellectual property regimes". The draft principles state that "Everyone has the right to benefit equitably from the conservation and sustainable use of nature and natural resources for cultural, ecological, educational, health, livelihood, recreational, spiritual and other purposes. This includes ecologically sound access to nature." Indigenous peoples' rights to "control their lands, territories and natural resources and to maintain their traditional way of life ..." and to have protection against environmental harm to their territories are also recognised. Other United Nations agencies have also been busy consulting on intellectual and cultural property rights. The United Nations Development Program (UNDP) in 1994-5, for example, sponsored a series of regional meetings which were designed to raise indigenous peoples' awareness about the value of their knowledge, to identify possible strategies for its preservation and to protect it from appropriation.

The UNDP has since contracted a member of the Pacific Concerns Resource Centre Inc. to prepare a draft 'life-form patent-free zone' treaty. It is also supporting IPBN to set up a database on bio-prospecting, and is developing a proposal for a follow-up 'fund' that would support indigenous peoples' activities and initiatives in this area. This proposal may be submitted to bilateral donors in July/August, 1995.

Numerous other meetings of indigenous and professional organisations have also been concerned with codes of ethics for research, the ethics of bio-prospecting agreements and intellectual property rights/traditional resource rights. Indigenous peoples' organisations, ethnobotanists, biologists and biochemists have been particularly active, and the academic literature on sustainable agriculture, rainforest management, traditional ecological knowledge and sustainable development is burgeoning. Numerous declarations and conference resolutions on these issues have been produced in recent years.

Conclusion

Despite the concern of some commentators that the issue of intellectual and cultural property rights for indigenous and local communities is a diversion from more important issues of sustainable management regimes for natural resources, the issue is now firmly on many organisations' agendas. Opportunities are available for the exchange of model legislation and innovative reform recommendations, of which there are many, so it is likely that the issue will be addressed seriously in the near future. Important meetings will be the 4th International Technical Conference on Plant Genetic Resources in 1996, and meetings associated with the implementation of the Biodiversity Convention, especially in 1996.

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The end of morality: Ethics versus economics in Australia’s Asia policy

Clive Hamilton, The Australia Institute

Diplomatic rationalism

Diplomatic rationalism describes the narrow economism that now dominates Australia’s foreign policy, most particularly towards Asia.

Diplomatic rationalism is an outgrowth of economic rationalism and is based on a shift of moral standpoint that is rarely commented upon. This is the shift to the utilitarian philosophy that explicitly underpins economic rationalism. According to the utilitarian philosophy of economics, a thing is right if the net economic benefits are positive, and wrong if they are not. Ethical considerations enter into the picture only so far as consumers choose to express them in the course of their private market behaviour.

The influence of diplomatic rationalism is especially apparent in our relationship with Indonesia and it is in relation to Indonesia that some of the sharpest conflicts have emerged in Australia over ethics versus economics in our international relations.

A critical feature of diplomatic rationalism is the way it homogenises societies and thinks always in terms of uniform national economic and other interests. The identification of the ruling regime with the nation is a powerful ingrained assumption that says a great deal about the way we teach and understand politics in the West. While we recognise class, ethnic and political differences in our own country, we deal with other countries as though their governments represented homogeneous societies devoid of conflict. Of course, recognition of this conflict immediately raises the question of the legitimacy of governments and thus the legitimacy of our dealings with them, an uncomfortable question for diplomatic rationalists.

Any doubts about legitimacy can somehow be thrown out if it can be shown that the government in question is responsible for a high rate of economic growth. All sorts of rationalisations are needed to support the view that a regime that presides over a growing economy is really supported by the people, because growth, we are told, is the greatest good that can be delivered. In reality, many ordinary people - especially poor and dispossessed - do not understand this and therefore fail to give support to their governments.

Australia’s Indonesia policy is based on this fundamental confusion of the ruling regime with the society, of the government with the nation. Like western societies, Asian societies are riven with conflict. These conflicts are especially acute in a country like Indonesia. Protests in Australia against the Dili massacre are not anti-Indonesian.
They are protests against one section of Indonesian society - the military-political powers - and in support of another - the people of East Timor who want independence.

This fundamental division is reflected in approaches to human rights issues. The foreign affairs establishment and its economic ideologists use all sorts of rationalisations to absolve themselves from the moral implications of their decisions about aid, trade and diplomacy. Australia's approach to the region has been such that a Thai Minister criticised Australia for hypocrisy in selectively pursuing human rights issues only when they did not threaten any economic interests. Let us examine the rationalisations that are used to blind us to human rights abuses.

The dispensability of human rights

There are three arguments put in favour of suppressing, deferring, or reinterpreting human rights. The first is that human rights are specific to cultures and we should not try to impose western values on other cultures. This view is vigorously promulgated by ruling elites and exploits nationalistic sentiment. Our own foreign affairs establishment tells us that it is unreasonable to impose western perceptions of human rights on different cultural and political systems.

While cultural sensitivities are always important, what the advocates of this position generally fail to specify is which human rights they believe need to be sacrificed. Some of the human rights and freedoms that are regularly violated in Indonesia are:

- freedom of the press;
- representative government;
- freedom of association, including the right to form trade unions; and
- the absence of the rule of law, including grand and petty corruption on a massive scale, arbitrary arrest, torture and murder.

The second argument for ignoring human rights abuses is that stability and social cohesion are paramount. Human rights need to be restricted because stability and nation building are the first priority. In the words of Professor Carolina Hernandez of the Philippines, internal security acts are often cited (in ASEAN countries) as an instance where community or social rights take precedence over those of the individual in view of the overriding importance of maintaining political stability and public order.

The key question is political stability for whom, or, what sort of regime does political stability entrench? The identification of the existing state with 'the community' is an essential position to take. No regime, no matter how corrupt, exploitative and repressive, claims that it is acting against the interests of the community or society.

In their Indonesia policy, the diplomatic rationalists have used the argument of the priority of social and political stability to justify military support for the armed forces whose principal purpose is to suppress Indonesian citizens.

We might here contrast Indonesia with South Africa. There is a powerful need for stability and public order in post-apartheid South Africa. Yet there we see a representative government allowing human rights to flourish, including freedom of the press, free speech, freedom of association and the rule of law.

The third argument for suppression of human rights is that economic growth will provide the conditions for human rights to flourish and that human rights must be suspended until then. This is convenient because the promotion of economic growth has become the overwhelming motivation of Australia's approach to Asia. When our diplomatic rationalists think beyond the financial benefits to Australia, they are wont to argue that economic growth ought to be the primary emphasis of our relationships because growth brings democracy and respect for individual freedoms.

The dark spectre raised by the prospect of democracy in Indonesia is that it would lead to the Balkanisation of the country. This is an admission that there are substantial parts of the archipelago whose populations see Javanese rule as foreign domination. The principle of self-determination is a very powerful one. But the Australian Government seems to share the fear of its Indonesian counterpart so that Balkanisation is believed to be contrary to our strategic interests, principally one suspects because it may affect growth prospects in the region.

In November 1994, Mr Keating told Parliament that the election (sic) of President Suharto's new order government in 1968 was the event of greatest positive strategic significance to Australia in the post-war years. If continued existence of Indonesia in its current form is indeed so important to Australia, then it is entirely consistent for Australia to provide aid to the military explicitly for use in suppressing civil unrest. This is why the Australian response to the killings in East Timor has been so muted.

Since police and military repression are seen to be essential to preventing Balkanisation, our trade and investment opportunities are based implicitly on support for a system of police and military repression. This of course is concordant with the positions adopted by the ruling elites. It is entirely in their interests that democracy, including the demilitarisation of the Indonesian polity, would jeopardise the growth process at this stage of development.

If you ask ordinary Indonesian people what they think about the violation of their rights through daily corruption, intimidation and fear, they are just as outraged at the injustice as any citizen in the West would be. A survey by the Institute
for Research and Development of Social Sciences of the University of Indonesia reported that 95 per cent of respondents said that lenient punishment for corrupt officials was a serious issue (The Jakarta Post, 11 May, 1993).

It is revealing to contrast the three arguments for suspending human rights with those that were used by the defenders of apartheid in South Africa. From white supremacists we heard the following arguments:

- it is unreasonable to expect western standards of human rights and democracy to be applied in a country with a diverse and uneducated population;
- democracy in other parts of Africa has led to political instability which is in no one’s strategic interests; and
- the best way to improve the conditions of blacks is to pursue economic growth and that is why sanctions are contrary to the interests of the people they are supposed to help.

The last argument was taken up vigorously by Mrs Thatcher. All of the arguments that are now put by Australia’s diplomatic rationalists were used by the ruling elite under apartheid to justify their system of repression and denial of human rights.

The right to private property

There is a great contradiction between the ideology of economic growth and its practice in parts of Asia. The economic libertarians put a great deal of emphasis on at least one ‘human right’, and that is the inviolable right to private property. The irony is that the process of growth is generally associated with massive dispossession.

The process of development in Indonesia can be characterised as one of creeping dispossession of traditional users of resources of their rights to use them. Land is perhaps the most powerful example. Over the last several years there have been serious disputes, often involving violence, between farmers and developers who want to force them from their land.

The problems of land conversion came to a head recently over the issue of golf courses, a booming industry that depends on the ability of developers to convert paddy fields by driving rice farmers from their land. This is not a case of the value of a resource increasing as demand rises so that the market brings about a reallocation of resources to new uses, the process that is given moral blessing by economic theory. The disputes are bitter because the developers use political power backed by the security forces to enforce low prices on the farmers for their land. Sometimes the prices are absurdly low and part of the profits flow to the local officials and military officers who make sure that protests are suppressed.

The issue of new golf courses has become something of a social flash-point. There is a mushrooming anti-golf course movement across Asia. Amid protests by farmers and environmentalists over expropriations of rice land for golf courses, the Indonesian Minister for Youth Affairs and Sport, Hayono Isman, told a reporter that building new golf courses is a sign of the population’s improving level of well-being.

The Indonesian Government announced a temporary ban on new golf course construction in May 1993 when it became concerned, not at the massive corruption and evictions, but at the social instability the issue was causing. Significantly, the ban was announced by the Minister for Political Affairs and Security, Soesilo Soedarman. Soesilo conceded that land use disputes usually occur because local officials fail to compensate land owners adequately when their land is appropriated.

Economics as destiny

Diplomatic rationalism has captured the aid debate as well as the trade debate. We have witnessed, over the last decade, a shift from aid as a humanitarian gesture to aid as a means of advancing economic and especially trade interests. The turning point in this shift was the Jackson Report of 1984, a report heavily influenced by a business perspective. The rationale for the new approach is the standard World Bank one - that there is no problem that cannot be solved by economic growth.

This same mentality is now inducing a shift in Australia’s entire social and cultural development. We are told that our destiny lies in Asia and that we must therefore pursue economic and cultural integration into Asia. Why must we do this? Not because of any historical ties, not because of any perceived cultural harmony, not because there is nowhere else to go. We must reorient our society - our education system, our ways of doing business, our work practices, our measures of success - because by integrating into Asia we can maximise the GNP growth rate.

Quite apart from the completely unsustainable assumption that in rich countries GNP growth has a close relationship to improvements in human welfare, the whole process is driven by greed. Asia is portrayed in the business press as a land of unlimited commercial opportunity.

Our diplomatic policy is now heavily influenced by a group of Asia-oriented economic technocrats. Hal Hill, an Indonesia specialist, provides something of the flavour of this line of thinking in the following comments on Indonesia:

Indonesia is in the right club, and the new team in government in Jakarta needs to maintain its membership. During the 1980s, Indonesia decisively joined the club ... of high growth, outward-oriented Asian economies ... This is a regime with an
established track record matched by few others. This very record is a source of optimism, that the challenges of the 1990s will be tackled just as effectively as those of the past 27 years (Far Eastern Economic Review, 22 April 1993).

This economistic view of the world has provided the foundation for the complete reorientation of thinking about Australian society. The basic argument is that free trade, and the economic integration that goes with it, will be good for everybody. Economic interdependence will smooth over conflicts. The ethical and social implications of the growth process and economic interdependence are never examined.

It may well be the case that mutual economic dependence will, for a time, smooth over difficulties, but it will do so for quite a different reason than that suggested. It will be due to the convergence of views about the importance of focusing on economic considerations among ruling elites in both the West and Asia. This shared view of course provides implicit endorsement to existing political structures.

There appears to be nothing that will not be sacrificed by Australia's diplomatic rationalists to the GNP. The Indonesian Government's planned construction of 12 nuclear power plants across Java and Bali has effectively been endorsed by the Australian Government with the signature of the Nuclear Science and Technology Cooperation Agreement. Senator Evans has uncritically, some people would say irresponsibly, accepted Indonesian assurances that the highest safety standards will be adopted, as if any other position could possibly be adopted.

There is a risk, as yet denied by no one, that a major accident at one of these plants could send a cloud of radiation drifting across northern Australia. But rather than jeopardise our developing trade and investment links, the Australian Government refuses even to investigate the possible dangers to its own citizens. The Government of Singapore, which unlike Australia's does not suffer from diplomatic cringe, is quietly making its concerns known in Jakarta.

In the light of Australia's extraordinary supine position, we must now question what has, I think, always been a given of Australia's international position - that we would support Papua New Guinea in the face of a threat from an outside power. One must now doubt the validity of this assumption. It seems increasingly conceivable that if Papua New Guinea were invaded by the Indonesian military, diplomatic rationalists will argue that protecting Papua New Guinea would be contrary to our overall economic interests.

In arguing that Australia, like most of the world, has seen the growing dominance of narrow economic self-interest in trade, aid and diplomacy, it should not be thought that there was a previous era in which moral enlightenment blazed. The politicians and the bureaucrats of the 1950s and 1960s were sometimes craven, paternalistic and racist. But through all of this there was a sense that a critical influence on our international relations should be the idea that there is a right thing to do.

Today, the idea of taking a moral position in international relations has been almost wholly eroded and is viewed as being, at best, naive. It has been replaced by the 'ethic' of utilitarianism in which the rightness of any move is determined by whether the economic benefits outweigh the costs. This position, more than at any other time in human history, has become the measure of rightness. Its true function is to provide moral sanction to greed.

For all of the fantastic material and technological progress in the West over the last two to three centuries, our ability to reason morally has failed to keep pace. Perhaps the tide is beginning to turn against the crude morality of economic incentives assumed by the diplomatic rationalists, and people are once again starting to ask some of the big ethical questions. Let us hope that these questions are heard with growing force.

Trickle down is a political choice not a market mechanism

Jennifer Raines, NSW TAFE

Background

'Trickle down' was a prominent development theory in the 1960s predicated on the belief that growth in the economy guided by market forces would result in benefits for all the community, including the alleviation of poverty. It had its roots in modernisation theory which equated development with economic growth and believed that industrialisation and free market economics would deliver this. The vehicle of delivery was the nation state. 'Trickle down was unlikely because, as Singer pointed out, "there is unequal access to the opportunities of producing or obtaining the income from incremental GDP". Once a society is based on a system of unequal income distribution, it is difficult to reverse the pattern. Western societies achieved such changes only when they had attained higher income levels, "as a result of specific political and social power shifts" (Singer 1979:31-32).

Economic growth, trickle down - some new questions in the '90s

The relevance of trickle down for the 1990s is revival in the belief that economic growth is the panacea of all ills, both economic and non economic. There has been a rise of fundamentalist market ideology in both the developed and developing world. Fundamentalist because it believes the market should mediate all aspects of life, social and political
as well as economic. The proponents of this ideology insist that reliance on the market is a decision based on the laws of economics rather than a value decision based on their interpretation of empirical evidence. Having concluded that market failure is rare and easier to reverse than government regulation they argue in favour of small government, which is equated with personal and political freedom. They excuse market failure as an aberration rather than a weakening of their case. Ultimately they concentrate on "ways of making the cake bigger and opt out of the decision on how it should be divided up" (Nevile 1993:8). Clearly this is an ideological as well as a political position.

Formerly conventional understandings of market operations are under review. Comparative advantage for countries reliant on commodities or raw materials is a thing of the past; increasingly, advantage is based on new technology arising from research and development. Competition is imperfect, particularly when forty per cent of world trade is dominated by transnational corporations (Hettne 1992). Greater insight can be gained if markets are seen as institutions rather than as mechanisms. "Institutions, unlike mechanisms... combine economic, social, political, cultural, spatial and other elements in their organisational form and disposition" (Apthorpe 1990:34). Then it is clear that a 'free' market is a misnomer and that choices about the degree of state involvement in regulating markets are political and ideological, not objective decisions.

Today, growth is more likely to be capital, rather than labour intensive, yet free market proponents have not looked at this significant change in the context of trickle down. When growth is capital intensive there is little trickle down in terms of employment, only 'prosperity without employment'. Australia is a good example of this.

Part of the resurgence in economic growth theories is based on the rise of the Newly Industrialised Countries (NICs) which are seen as models for development in the Third World. Evaluations of their rise have centred on questions of state monopoly or foreign ownership in industrial enterprises. At continued development (Bello and Rosenfeld 1990). Until a more comprehensive examination is made of the long term viability of the NICs development process they should remain as special cases, not promoted as the best model for the developing world.

The 1990s are marked by the dominance of the World Bank and International Monetary Fund as the major international lending agencies for Third World development. These agencies support loans that carry conditions which enforce reductions in public expenditure, require evaluation of the currency, encourage the liberalisation of trade and financial markets and the replacement of food crops. In these situations investment from abroad often takes the form of using 'cheap labour' so long as it is cheap. Not only are workers paid meagre wages, but transfers become impossible. Roles seen as the preserve of the public sector, for example, health, infrastructure and education, are cut, or offered on a user pays basis, rendering trickle down impossible. Vatikiotis' editorial in the Far Eastern Economic Review (29 September, 1994:5) suggested that perhaps "Asia's lack of welfare apparatus" might be thought of as its "comparative advantage".

Employment as a measure

Poverty is highly susceptible to the way it is measured and so poverty figures demand the closest scrutiny. For states that make a commitment to poverty reduction or poverty alleviation, the use of poverty figures will determine where and to whom development funding will be directed. Government is based on ideology so the methodology selected for poverty measurement and the nature of development assistance are also ideologically proscribed. In the present climate of neo-classical economics automatic linkages between growth and poverty reduction are stressed. This is not axiomatic and development strategies are needed which focus on both.

As trickle down is concerned with the distribution of resources, Gross Domestic Product per capita is not a useful measure. GDP measures overall productivity and provides an average which most commentators would agree does not reflect individual and group experiences. What is needed is a measure of the co-efficient of distribution. The UN Human Development Index, which combines national income with two social indicators - adult literacy and life expectancy, and the ILO data which uses the relationship between paid employment hours and purchasing power for certain goods, provide a more precise measure of poverty.

Increasingly there are examples from both the developed and developing worlds which show that trickle down is not occurring. Indonesia has had remarkable economic growth in the last few decades and has an image, among academics and agencies, of success in achieving trickle down using neo-classical economic policies to achieve development. However, critics of its success, (Booth 1993) challenge World Bank assessments of the nature and location of poverty in Indonesia in a comparative study of other ASEAN countries by querying assessments of the level of poverty. In Australia evidence is mounting to show dramatic differences in the distribution of wealth. Apologists justify it with comments like that of Horin (The Sydney Morning Herald 1995:2A) when she summarizes the Economic Planning Advisory Commission's latest report to the Australian Government as meaning "... that income inequality doesn't really matter as
long as everyone’s living standard improves at least a bit”.

Conclusions

Trickle down is ultimately concerned with poverty and employment. Poverty is notoriously susceptible to the way in which it is measured and data rarely reflect the reality for individuals and communities. The labour market, like other markets, is an institution not a mechanism and as such is amenable to political and power group pressure. Labour is caught in the matrix of arguments about the efficiency of the market and the ‘just wage’. Essentially, raising domestic wages inhibits export competitiveness. This is the nature of the international ‘free market’. To expect this free market to deliver trickle down is insubstantial and illusory.

The rise of economism, the reliance on the market as a mechanism, the overly ready acceptance of the NICs as a model for Third World development, and the narrow professional perspective of development agencies will not achieve trickle down. There must be an acknowledgment that ideology underlies all political and economic choices and thus the content, nature and direction of development policies. If the aim really is significant sharing of the benefits of economic growth, then political choices must be made to achieve that. Trickle down only occurs as the result of conscious political choice.

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The importance of the World Summit for Social Development

John Langmore, Member of Parliament for Fraser*

Was the Social Summit worthwhile? Were the achievements sufficient to justify the expense? Was the Summit a foundation for the post cold war world or a sideshow? As a participant I would like to attempt an answer to these frequently asked questions.

No one doubts the importance of the issues of poverty, unemployment and social disintegration which were the focus of discussion at the Summit. Well over a thousand million people live in absolute poverty. At least 120 million are officially measured as unemployed and an estimated 700 million more are under-employed. Marginalisation, injustice and social breakdown exist in all societies and are commonplace in many. The question is whether talking about such terrible misery can make any difference.

The written outcomes of the Social Summit were a Declaration of ten commitments and a Program of Action. The commitments include the goals of: eradicating absolute poverty by a target date to be set by each country; full employment; fostering stable, safe and just societies; promoting equality and equity between women and men; universal and equitable access to education and health services; increasing resources for these goals; and reforming international institutions to strengthen cooperation in working towards them.

The Program of Action’s five chapters describe strategies and concrete policies for working on the commitments: establishing an economic, political and legal environment which is more conducive to social development; eradicating absolute poverty; increasing productive employment and reducing unemployment; strengthening social integration; and implementation and follow-up.

A few important examples will illustrate the nature of the proposals. Quick action is expected. All countries agreed to “formulate or strengthen ... preferably by the year 1996 ... national policies and strategies geared to substantially reducing overall poverty ... and to reducing inequalities, and to eradicate absolute poverty by a target date to be specified by each country in its national context”.

This is a daringly strong commitment, equivalent to inaugurating the campaigns to abolish slavery, colonialism or apartheid. The fact that it has been made simultaneously by more heads of government than have ever met together before is sufficient reason to ‘dance in the streets’. Every country, including Australia, should now begin the task of preparing new poverty reduction programmes.

Of course the target of eradicating absolute poverty may take decades to achieve, but the Summit puts that goal at the centre
of national and international agendas - where it has never been before. Amongst the policies described which would contribute to that goal are greatly improving equitable access to land, credit, infrastructure and information, and basic services.

Essential targets were set or reiterated. By the year 2000 countries are expected to ensure: universal availability of basic education; reduction of mortality rates of infants and children under five by a third of the 1990 level, or 50 to 70 per 1,000 live births, whichever is less; and reduction of severe and moderate malnutrition among children under five by half of the 1990 level; and so on.

The most effective means of reducing poverty and inequity is by rapidly increasing opportunities for income-generating work. One of the remarkable outcomes of the Summit was the universal agreement to reiterating the goal of full employment. For at the first Preparatory Committee meeting many countries expressed unease about the goal, arguing that it was no longer feasible. Yet not only did all countries agree “to promoting the goal of full employment as a basic priority” but also endorsed many policies essential to making it happen.

For example, the Program of Action recognises that international coordination of macroeconomic policies is vital for mutually reinforcing and sustaining economic development. Unless countries cooperate, current account and exchange rate instability increase when one country tries to expand alone. The value of using income policies to reduce inflation - which Australia has effectively demonstrated - seems to be recognised in a section which urges resolution of competing income claims through “sound industrial relations systems”.

It was disappointing that there were only a few concrete commitments to the provision of additional funds for impoverished developing countries. Several countries announced small additional grants or reductions of debt at the Summit, but the documents contain only fairly general statements about increasing aid to the target of 0.7 per cent of GNP and the need for new initiatives for the reduction of debt.

Yet there was considerable excitement around the corridors about the possibility of the introduction of a small international levy on foreign exchange transactions, called the Tobin tax by some people after the Nobel laureate in economics James Tobin who first proposed the idea. Such a levy would discourage short-term speculation, reduce the volume of foreign exchange transactions, reduce exchange rate volatility and so reduce international financial disorder and the capacity of financial markets to determine national economic and social priorities, as well as generating funds for social development at home and overseas.

Support for study of the idea, as did the Danish Finance Minister and the leader of the Philippines delegation (spokesperson for the developing countries at present) during preliminary Summit meetings. President Mitterrand of France and President Jagan of Guyana advocated the idea in their Summit speeches.

The Program of Action calls for the Economic and Social Council of the UN to “consider new and innovative ideas for generating funds”, so studies must be commissioned as soon as possible. The urgency of this task has been greatly intensified by the Mexican financial disaster and its cruel consequences, the collapse of Barings Bank and the recent turbulence in foreign exchange markets.

The World Summit for Social Development is merely one step towards the effective integration of economic and social policies. A foundation has been laid for a persistent campaign to attack poverty, create jobs and build solidarity. The authority, structures, resources and processes of the Economic and Social Council of the United Nations must be strengthened as promised by the Program of Action to ensure effective international implementation.

The main responsibilities for implementation belong to countries - and not only governments. Social harmony and individual well-being for all can only occur if business, unions, community organisations and individuals all contribute. As Bella Abzug, the great American feminist, said at the closing meeting of the main committee, “Now is the time to walk the talk”.

* John Langmore chaired the Australian Consultative Committee for the World Summit for Social Development, was alternate leader of the Australian delegation at the three Preparatory Committee meetings and attended the Summit at Copenhagen.

The World Summit for Social Development: A qualified success?

Andrew Hewitt, Public Policy and Education, Community Aid Abroad

On 13 March, delegates from 185 countries approved the World Summit for Social Development’s Declaration and Program of Action, committing the international community, amongst other things, to the “goal of eradicating poverty in the world”.

It is legitimate, indeed necessary, to ask just what the Summit has achieved for the 1.3 billion people living in absolute poverty. Was it just an expensive gabfest? Or will the millions of dollars spent over the last two years make a positive difference to the lot of the poor? The answer, I believe, is a qualified yes.
Despite some serious failings and weaknesses, noticeably the reluctance of most rich countries to commit any new resources to the international war against poverty, the Summit does offer some hopes for the world’s poor. Its full significance, however, is unlikely to be known for a number of years, but the potential is there.

The Copenhagen Summit has helped focus attention, albeit momentarily, of governments, non-government organisations and the world’s media, on the threats to global human security. It is likely to lead to a renewal of interest in the role of the United Nations in economic and social policy. Fifty years ago the founder of the UN envisaged a central role for the new body in such matters. The cold war intervened to ensure that this did not occur.

The Summit will add impetus to moves to revitalise the UN’s Economic and Social Council, improving its procedures and effectiveness. Similarly the Summit will strengthen attempts to increase the work of the many United Nations specialised agencies, funds and programmes like UNICEF and the United Nations Development Programme. Moreover, the Program of Action calls for greater cooperation between the UN and the Bretton Woods institutions, namely the World Bank and the International Monetary Fund (IMF).

Such moves could have profound significance, contributing to a demonstration of economic and social policy decision making, currently the preserve of a few, rich nations, the Bretton Woods institutions and the giant transnational corporations. Indeed, if there is one group of institutions which should emerge chastened by the Summit’s deliberations, it is the World Bank and the IMF. Their Structural Adjustment Programmes - a familiar cocktail of deregulation, privatisation, removal of subsidies and cuts in public expenditure, imposed on many developing countries and responsible for the worsening of the plight of the poorest and the most vulnerable - came in for stringent criticism.

The Summit’s call for social development goals to be incorporated into World Bank and IMF Structural Adjustment Programs and for the protection of basic social programmes is a challenge to the approach of the Washington-based bankers. Of course the Bank’s representative at the Summit has the necessary rhetoric in response. Armeane Choksi, Vice-President for Human Resources, brazenly declared that “the World Bank’s main goal is to help developing countries to reach the point where limited investment in people ... no longer holds back growth or keeps people in poverty.”

This contrasts sadly with the impact of the Bank’s policies in countries as diverse as Zimbabwe, whose health and education budgets were each cut by a third in that country’s Structural Adjustment Program, and the Philippines where per capita spending on health is lower now after a dozen years of structural adjustment than in 1983. The crippling burden of the debt crisis was only partially addressed by the Summit. Commitments were only made to implement existing debt alleviation agreements, though according to Summit Chair, Chilean Ambassador Juan Somavia, the Declaration’s mention of cancellation of debt was a first for the UN.

Similarly, the Declaration’s invitations to the international financial institutions to “consider innovative approaches to assist low income countries with a high proportion of multilateral debt” is distinctly unambitious. It provides cold comfort for countries like Uganda whose multilateral debt makes up 50 per cent of their crippling debt burden.

The main weakness of the Summit was the reluctance of the rich countries to commit new and additional resources to combating poverty in the developing world or to consider the impact of the Summit’s deliberations for their own countries. Increases in official development assistance were called for, but recent experience which has seen cuts, rather than increases in aid, and the UN’s target of 0.7 per cent of GNP ignored by all but four donor countries, does not give ground for optimism.

The Summit is cautious in its embracing of the 20/20 proposal which calls for donor countries to devote a minimum of 20 per cent of their aid budget to basic human needs and for recipient countries to allocate a minimum of 20 per cent of public expenditure to such purposes. Donor countries currently only devote seven per cent, recipient countries 13 per cent, so the adoption of 20/20 would generate much needed resources. It is to be hoped that the tentative mention of 20/20 will over time emerge as a new quality benchmark for foreign aid.

Despite considerable pressure Copenhagen did not go back on commitments and policies developed at previous UN conferences such as the Rio Earth Summit, Vienna Human Rights Conference and Cairo Population and Development Conference.

At this point there are grounds for cautious optimism that the Copenhagen World Summit for Social Development has marked a new beginning, a new stage in the global fight against poverty and inequality.

Endnote

The full document Copenhagen Declaration and Program of Action is available from: The Hon. Kim Beazley, Deputy Prime Minister, Parliament House, Canberra ACT 2600

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Beijing

Conference of Commitments

Australia was successful in having its proposal, first raised at the 38th Session of the Commission of the Status of Women in 1994, that the Beijing Conference be a 'Conference of Commitments'. Countries would come to Beijing and make commitments of national action from the Platform of Action within their own set of priorities and budgets, rather than thinking about action after the Conference. It now appears at Item 8(c) of the provisional agenda for the Beijing Conference titled 'National Priorities and Commitments'.

Australia's opening statement, given by Ms Kathy Townsend, Head of Office of the Status of Women, featured the Conference of Commitments proposal and was very well received. Many other nations referred to it in their own statements and it became widely known as the 'Australian proposal'.

The proposal received strong support from the United States, the G77 developing countries which total approximately 132 of the 184 UN members, the South Pacific nations, China and many of the Eastern European countries. Resistance to the proposal was mostly from the western group, and in particular the European Union (EU) that asked for square brackets to be placed around the text in the draft Platform of Action that refers to the proposal. The official rationale given by the EU is that if countries highlight priorities for action, implementation of the whole Platform will be undermined. We do not agree with this view and have indicated that what we propose is, in addition to signing, to implement the entire Platform.

The text currently appears in paragraph 293 under National Action in Chapter 5 on Implementation and Follow-up. It currently reads:

To this end, governments have been invited to state their own specific national commitments for priority action within the context of the Platform of Action. These specific commitments will result in practical outcomes for women and girls and will ensure that the Fourth World Conference on Women is a conference of commitments. The specific commitments announced by individual governments at the Conference appear in an annex to the report of the Conference.

Copies of the Platform of Action are available from Department of Administrative Services, Tel (06) 202 5536 Fax (06) 202 5696.
HIV

Popes, pastors, presidents and politicians: The forgotten risk group

Rob Moodie, International Health Unit, Macfarlane Burnet Centre

HIV: Action and inaction

Every analysis of the current situation shows that the HIV epidemic is out of control. The World Health Organisation has estimated that in 1993 alone over three million people were infected with HIV. In Uganda, one in four pregnant women from urban centres is HIV positive. In Malawi, seven people die from AIDS each hour. In north-east India, HIV prevalence among injecting drug users rose from eight per cent in 1988 to over 50 per cent in 1991. In Vietnam, WHO predicts that over 570,000 people will be infected with HIV by 1998.

Yet, some church leaders continue to make pronouncements which discourage methods of HIV prevention. In a controversial speech earlier this year, the Pope defended the Church's stand against the Philippine Government on birth control and HIV prevention, telling Filipino bishops to stand firm in their campaign against birth control. He warned against:

...powerful interests out to promote policies that offend against the dignity of man ... Your firm stand against the pessimism and selfishness of those who plot against the splendour of human sexuality and human life is an essential demand of your pastoral ministry and of your service to the Filipino people (The Age, 16 January, 1995).

A Roman Catholic bishop in Uganda has said recently that "promoting the use of condoms would encourage immoral behaviour and cause even more deaths" (Kizito 1994). In Los Angeles County, an estimated 14,000 residents are infected with HIV as a result of contaminated needles, yet there is no government support for needle exchanges, a strategy that researchers have shown to be cheap, effective and does not increase drug use. In Victoria, which, like other states of Australia, has had one of the most far sighted and effective HIV prevention and care programmes, moves are being made to require sex workers to have mandatory HIV testing, and some needle and syringe exchanges are under threat. In India, local, state and national leaders all deny the existence of a huge and complex system of commercial sex which has been interwoven into the urban life over generations.

Fuelling the HIV epidemic

There is a common thread between all of the above statements, actions or inactions. All fuel the HIV epidemic and go counter to what is known about the difficult task of preventing the spread of HIV infection. All directly contradict our imperfect but growing knowledge of effective HIV prevention strategies. These include the establishment of a social and legal environment which encourages the adoption of safe behaviours such as barrier protection during sexual intercourse or non-penetrative sex, and the use of new needles and syringes or sterilisation of previously used needles and syringes. These strategies can best be described as the 'harm reduction' approach.

Why should influential people think and behave in this manner? Why should they, by their action or inaction, promote the spread of HIV rather than try to diminish it? Can we analyse and understand some of the reasons for this poor governance? It might be attributed to ignorance, and a simple lack of exposure to the devastation that HIV can cause, at individual and societal levels. It could also be explained by denial, an unwillingness to acknowledge the severity of the problem, or perhaps a rational response by placing HIV as a lesser priority than other major health and development problems. Denial can occur at several levels. For example, governments and communities can deny or delay recognition of the HIV epidemic; or once having acknowledged the existence of the epidemic, even quite openly, they can continue to deny the realities of the factors and behaviours that determine its spread. One example of this is the response of the Ugandan Government in the late 1980s and early 1990s, when exhortation to abstinence before marriage and fidelity in marriage was the only active strategy. Similar is the ongoing response of the US federal, state and local governments to spread among injecting drug users. This response is still typified by the use of Nancy Reagan's 'just say no to drugs' slogan.

Lack of political courage

Fear may play a major role. Fear of being out of step with one's peers, fear of recriminations if one makes public pronouncements. The reality of this was recently highlighted by the sacking of Jacques Gaillot as Bishop of Evreux in Normandy for supporting condom use, marriage for priests and tolerance of homosexuality. So often, there are flagrant differences between the public pronouncements of influential community leaders and their own private behaviour. A succession of British Conservative politicians in John Major's Government has been an accurate but sad witness to this.

It is generally much easier for political and community leaders to avoid acknowledging such realities as commercial sex and poverty, sex outside marriage, the injecting of drugs, or homosexuality. Similarly, it is often more politically expedient to avoid supporting national and local programmes
that deal with sexuality, drug use and poverty openly and honestly. In Argentina, the Government refused to use the word condom in its AIDS prevention campaign.

Much political kudos has been gained in most, if not all, countries by depicting people with or at risk of HIV as deviants, who must accept the responsibility of their 'own' actions. Unfortunately, little kudos has been gained by politicians and community leaders who openly acknowledge the complexities of human behaviour.

Ignorance and irrationality

Fear and ignorance can result in an unfortunate symbiosis. Across the globe there are three profound and recurring misconceptions based on fear and ignorance. The first is that the promotion of condoms will encourage people to have sex. Not only is there no behavioural plausibility in this argument, research has repeatedly shown it to be false. Secondly, it has been widely feared that sex education in schools will encourage young people to experiment with sex. The northern European approach, characterised by openness, honesty, and respect and care for oneself and one's partner, has been repeatedly shown to be far more effective in reducing unwanted pregnancies and sexually transmitted diseases than the American approach dominated by fear, denial, reproach and prescription of sexual behaviour. The third major misconception, most strongly propagated by US officials and now being taken up with increasing vigour by many Asian governments, is that the promotion of safe needle use encourages injecting drug use. Studies, ironically performed in the USA (particularly those of Watters, Kaplan, DesJarlais and Friedman) have repeatedly shown that needle and syringe exchange does not lead to an increase in drug use or increase in recruitment of people into injecting drug use.

These three misconceptions all have the same underlying irrationality: that providing people with information and/or the direct means for people to care for their own health will somehow have the effect of increasing their risk behaviours. It is analogous to saying that cleaning one's teeth results in people eating more sugar or that the use of seat belts in cars will result in people driving faster.

Another reason for the statements, actions and inactions that fuel the HIV epidemic as described above is that those promoting these views and carrying out these actions simply believe they are right. They may believe either that they are working to stop the epidemic, or that other issues (such as long held orthodox religious or political teachings) should not be jeopardised by advocating behaviours that will prevent HIV spreading.

The HIV epidemic is not going to 'wear out' and disappear. It won't fade into the distance with the 'just say no' approach. What options do we have to control the epidemic?

It is most unlikely that an effective vaccine or chemotherapy will be available for widespread use within the next twenty years. *Science* has recently reported that "pharmaceutical companies are not putting money and time into AIDS vaccines because the market in developed countries is likely to be much smaller than previously thought" (Cohn 1994:1373).

The development of safe vaginal microbicides which can be controlled by women without the consent of male partners should be a global research priority, yet it remains poorly funded. If such microbicides were to become widely available their use would complement rather than replace existing strategies. Effective, cheap vaccines and treatments for sexually transmitted diseases, which increase HIV transmission and act as cofactors in the development of HIV disease, may be developed. These too can only complement behaviour change strategies.

Will the production and injection of drugs decline? Will the demand for and supply of commercial sex diminish? Will poverty and inequality decrease? Will women gain greater freedom and will they have more control over their sex lives? We know that these are changes necessary to control the epidemic. Yet, just as Maurice King (1990) has argued that reduction in the rate of population growth cannot wait until major reductions in infant mortality occur, we cannot wait until there are major gains in poverty alleviation or reductions in the demand for commercial sex before implementing effective HIV prevention programmes.

Changing risk group behaviours

We are faced with the fact that individual and collective behaviours have to change; there is no magic bullet. We know that in most countries success in preventing transmission remains in pilot projects; national programmes have failed to replicate this success on a wider scale.

A major reason is that to date we have largely ignored those who make the decisions: popes, pastors, presidents and politicians. They may be actively or inadvertently fuelling the epidemic. They may be the most important 'risk group'. Changing their attitudes, values and behaviours is a prerequisite for effective national and community responses.

What can be done to change the behaviours of these gatekeepers? We can learn much from what we know about how to facilitate behaviour change among those whose behaviour places them at direct risk of HIV infection. While there are no instant solutions, we do know that many programmes have led to widespread behaviour change in many communities. We are gaining increasing insight into what factors facilitate or obstruct these programmes.

For example, we know that the provision of information may be necessary but is not sufficient to produce sustained behaviour change for many people (Valdiserri et al. 1992). We know that behaviour change takes place within socio-economic and cultural contexts which can determine and be influenced by that change. To encourage change in any group of people, we must start by learning to understand such
contexts: from their own perspectives; pre-testing any proposed communication messages with them and involving them in programmes from the very beginning (WHO 1992). We know that work on behaviour change produces 'dose-related effects', such that the more intense the work and the more often it is repeated, the greater and more sustained are the behavioural results (Choi and Coates 1994). We know that peer education by people whose lives are directly affected works better than education imposed and conducted by well meaning 'others' (Trautmann 1994).

What do we know about the behaviours of these gatekeepers? To change behaviour, people must first be aware of the detrimental effects of their current behaviour. They must believe change will do some good and that they have a reasonable chance to accomplish it. They need assistance and support to change and many will not be completely successful in adhering to the new behaviour patterns. It will be easier to modify their behaviour rather than to eliminate it completely. They will need to be encouraged to make incremental changes rather than wholesale changes, and they will need to be offered choices rather than rigidly presented with one behaviour to follow.

The first step for decision makers is to acknowledge the current and future nature of the problem. This is often best done with fairly stark presentations of the epidemiology of HIV and the projections by such groups as the World Health Organisation, and Harvard's AIDS in the World. Current and potential effects of HIV on the economy are often the most powerful influencing factor in assisting decision makers understand the seriousness of the HIV epidemic; these are the issues that really matter to them and to their peers.

For those who advocate the 'just say no' approach the next step is to assist them to make incremental changes. This can be done by assisting them develop constructive and effective strategies for people to be able to 'say no'. In other words, what assistance, for example legal or economic, and skills, for example negotiation, might a fifteen year old girl, who wants to remain sexually abstinent, need in order to do so? The 'just say no' approach can thus become the 'say no and this is how you can do it' approach.

It is the next step, understanding the most effective 'harm reduction' approaches to HIV prevention, that most decision makers find extremely difficult. It is here where we have largely failed to date. There are occasional summits, international AIDS conferences, and there are study tours to countries that have experience with HIV. But these activities fail to use one of the most effective strategies to date - peer education. The gatekeepers are human - they need assistance and support from others they find credible. They need support from their peers to make incremental changes. As is already well known in other areas of behaviour change, 'one-off' activities such as world summits are useful but they do not work in isolation. Well articulated, ongoing strategies that are based on accurate information and sound learning methodologies must be the cornerstone of behaviour change among decision makers.

Effective behaviour change

For effective behaviour change among individual decision makers we need collective change. A peer network of decision makers needs to be established. Perhaps several need to be established and nurtured among decision makers of similar roles and backgrounds. These networks should operate within and across borders, for example, gathering finance ministers and health ministers together regularly. Similarly, religious leaders will need to meet regularly, and be guided in their discussions by other peers. They need to discuss and debate what options they have in supporting effective HIV prevention policies.

The individual HIV prevention activities of WHO, the United Nations Development Program, UNICEF, the World Bank, UNESCO and UNFPA have come together in the UN Joint Co-Sponsored Program on AIDS. This new programme has the great opportunity of developing long-term strategies to develop peer support networks for community, religious and political leaders at the global, regional, sub-regional, country, provincial and community levels. But to be effective these strategies must be based on sound, well articulated educational methodologies.

There may be decision makers who believe utterly they are right. Despite continued peer education, and cooperative and collaborative efforts, they may be resistant to change. Despite our best intentions, common sense and a public health rationale may not always prevail. This has been the experience, for example, with cigarette smoking where vested interests of the large multi-national cigarette companies have obstructed global efforts to reduce tobacco-related diseases. So sometimes, with some groups and when other avenues have failed, we must fight fire with fire. It is in the interests of public health and good governance that their pronouncements, actions and inactions, are continually and repeatedly countered.

References


The guardian of hard-fought freedoms and rights

South Africans have produced an exciting Constitution with a tailor-made Bill of Rights. Taking the most successful ideas from the constitutions of countries such as Germany, Canada and India and mixing them with principles from the African National Congress's own Freedom Charter (itself based on Chartism, the 19th century political movement in England), the South African Constitution - still interim, to be fine-tuned next year - is an impressive, dynamic document.

Albie Sachs (Judge in the new South African Constitution Court) emphasises that the South African system is based not on government granting rights to people but on people having rights with which government cannot interfere.

The Constitution underlines most strongly those rights which, under apartheid, had been denied to the majority: total equity and the right to dignity, to pursue economic activity, to own property. "We are establishing at all sorts of different levels the concept of a society based on rights. And once you know what your rights are you've got your little piece of soil on which you stand."

*The Canberra Times, 20 July 1995, p10*

Women the main victims: Amnesty International

Women bear the brunt of human rights abuses around the globe facing rape, mutilation and death at the hands of armed men in dozens of countries, according to Amnesty International's 1995 annual report. In the lead-up to the United Nation's Women's conference in Beijing in September, the Amnesty report focused on the plight of the women. Amnesty says that the Declaration of the 1993 World Conference on Human Rights, in which governments promised to uphold the rights of women not to be killed, tortured, sexually abused or arbitrarily detained, has failed miserably. The report points out that women are fighting back and are demanding justice, opposing discrimination and demonstrating for human rights. "The human rights movement must make governments listen to these women's voices", says the report.

The summary of Australia's human rights performance was among the most brief in the 350 page report. Aboriginal deaths in custody, Tasmania's criminal laws on homosexuality and police shootings in Victoria were the key issues covered. Amnesty also called on the Australian government to ensure that asylum seekers were afforded rights which would enable them, on their own initiative, to challenge automatic detention.

*The Canberra Times, 6 July 1995, p3*
Price of life sends temperatures soaring

Is the death of an overweight American from heatstroke a greater loss to the world than a Bangladeshi farmer struck down by a tropical cyclone? Economists advising the world's governments on how to cope with global warming say - yes. A draft of a forthcoming report from the Intergovernmental Panel on Climate Change (IPCC), values a dead American or European at US$1.5 million, but a dead citizen from a 'low income country' at tenth as much, or US$150,000.

The calculations are based on average earnings. They matter because, with global warming expected to be killing more than 200,000 people a year within 50 years, the value placed on life largely determines the 'cost' of climate change. They will also determine what measures are cost-effective to stop warming and to alleviate its impact. Are storm barriers justified to protect Bangladesh from worsening tropical storms, for instance? The issue is even more sensitive because the economist behind many of IPCC's calculations, Sam Frankhauser, works at the World Bank's Global Environment Facility, which funds aid projects designed to help poor nations comply with the convention.

Frankhauser has argued that the calculation is an economic device and "does not mean that life of a Chinese is worth less than that of an EC citizen", but critics disagree. Paul Ekins, of Birbeck College, London, says that whatever the intention "the fact is that the purpose of these figures is to inform cost-benefit analysis as to whether investments in the prevention of global warming are economically desirable". Ekins argues that similar faulty economics lie behind the reluctance of many Western governments to plan cuts in CO2 emissions to fight global warming.

Excerpts reprinted from New Scientist, April 1995, p5

Indonesia's PHBK project

Since 1989, Bank Indonesia has conducted project 'PHBK' (Project Linking Banks with Self-help Groups). This project has been conducted with technical assistance from the German government through GTZ. PHBK is under way in 10 of Indonesia's 27 provinces. It involves 72 bank branches, 49 NGOs, and almost 1,500 self-help groups with a total membership of 60,000 persons.

The PHBK programme is directed at the bottom end of the small credit scale. Total credit advanced by mid-1994 was Rp 13.5 billion (A$6.25), and saving of group members totalled Rp 2.1 billion (A$0.97 million). Strong leadership by bank Indonesia has been key to the success of PHBK, which is recognised by the national government, giving the scheme a key role in national poverty alleviation efforts.

Reprinted from Banking with the Poor Newsletter 7, p3

Grim statistics on AIDS in PNG

Health workers identified 69 new cases of AIDS in PNG in 1994. That is a record 38 per cent increase during the year. Ten of the known carriers died during the year - also a new record. Of the 60 PNG cases where causes have been determined, 47 got the AIDS germ by having sex with an infected person, 12 from their mothers, and one from a blood transfusion. Health officials believe that AIDS is far more widespread than the statistics suggest, and that it is present in the seven provinces which have not reported cases yet.

PNG Social Development Newsletter 17, May 1995, p12

Green oil: Fuel from microalgae

Israel has almost no oil of its own. A discovery made by the scientists at the Hebrew University, Jerusalem, makes it possible to grow a green microalga, Dunaliella parva, and convert it to a liquid fuel. Algae can fix greater quantities of carbon dioxide per unit of land area than higher plants like tree and sugar cane. Farming of microalgae can increase the productivity of desert land almost 7-fold to a level more than twice that of a tropical rain forest. Unlike other biomass crops which requires agricultural land, algae for this purpose can be grown on desert land, salt flats and closed bays.

Apace Newsletter, April-June 1995, p9

Food, trade and developing countries: A growing opportunity

The World Bank forecast's that over the next decade, industrial countries economies will expand on an average by 2.8 per cent a year. Developing countries will grow by 4.9 per cent a year, a significantly faster rate. More people, more money, and more access translate into more markets - especially for agriculture. Developing country food demand will probably more than double by the year 2025 and triple by 2050. Not only that, these markets are also changing character. The rise in incomes is being accompanied by urbanisation. By the year 2025, people in developing countries will be predominantly city dwellers. One consequence of higher incomes and bigger cities is that diets will change. The International Food Policy Research Institute in Washington, DC estimates that over the next 25 years developing country demand for foodgrains will rise by 75 per cent and demand for meat by 155 per cent.

World Bank News, 13 July 1995, p4
The United Nations: Between Sovereignty and Global Governance

La Trobe University, 2-3 July 1995

This conference reviewed the achievements of the United Nations over the last 50 years and put forward suggestions for the role and structure of the UN in the future. A major paper presented at the Conference was that of Senator Gareth Evans, Minister for Foreign Affairs and Trade. Excerpts from his paper *Australia’s commitment to global multilateralism and its implications for the Asia Pacific Region* are presented here.

Role of Asia Pacific Regional Organisations in Cooperative Security

What scope exists for regional organisations in the Asia-Pacific to enter into agreements for practical cooperation with the UN within the context of cooperative security?

In terms of peace building strategies, the United Nations will necessarily have a role to play in many strategies pursued by the ASEAN Regional Forum (ARF), as these initiatives will sometimes involve functions performed by UN bodies or specialised agencies. The roles played by the UN and the ARF should be complementary and mutually reinforcing. For example, the ARF might assist the UNHCR in issues relating to refugees; we have already seen the development of a Comprehensive Plan of Action under UNHCR which, following on from a proposal by ASEAN countries in the UN General Assembly in 1989, is a major and successful step towards the eventual resolution of the problem of refugees and irregular migration from Indo-China. There will also be potential for cooperation on environmental issues such as energy and resource management, in conjunction with UN bodies such as the International Maritime Organisation, the Ocean Affairs and the Law of the Sea Division of the UN Secretariat, the UN Environment Program and the UN Economic and Social Commission for Asia and the Pacific. It will be important for the ARF to continue the pattern developed by other regional organisations of liaising with the UN on various matters on an ad hoc basis.

There is one area of peace building strategies where a real gap exists in the Asia-Pacific region. In the field of human rights, there is no systematic link between the UN’s role through its human rights programmes and multilateral cooperation at the regional level, whether that is by UN bodies with a regional presence such as ESCAP or through regional bodies such as ASEAN or the South Pacific Forum.
A factor in this may be that many of the countries of the region have not been closely engaged until recently by this aspect of the UN's work; the relatively low rate of accession to the principal UN human rights conventions and treaties is an indication of this. Probably the major reason, however, is that there is no regional machinery for considering human rights issues among regional countries. We believe it is important to develop a regional human rights arrangement which would complement the UN machinery and national institutions set up in a number of countries in the region for the promotion and protection of human rights. Networking between national human rights commissions in the region will hopefully lead to the establishment of a regional human rights body.

We have already seen the effect of regional initiatives in peace maintenance strategies through the South China Sea Workshop series first proposed by Indonesia in 1990. As an adjunct to this process, in 1992 ASEAN Foreign Ministers at the ASEAN Ministers' Meeting in Manila issued a Declaration on the South China Sea, representing ASEAN's first post-cold war attempt at applying preventive diplomacy to a security issue using existing regional mechanisms and instruments (the Bali Treaty).

Because preventive diplomacy is so cost-effective, a large increase in the UN's capability could be achieved at minimal cost. The creation of, say, six regional preventive diplomacy centres, including one in the Asia-Pacific region, with a total staff of one hundred and the necessary support funding, would cost little more than US$20 million a year. By comparison, the UN's peace keeping budget for 1994 was US$3.7 billion (the cost of its operation in Mozambique alone being over US$1 million a day). And to really make the point, it's worth recalling that the cost to the UN coalition of fighting the Gulf War against Saddam Hussein was fully US$70 billion.

When it comes to peace restoration strategies - that is, post-conflict action - ASEAN's role in the Cambodian conflict demonstrates convincingly that regional organisations can play an important role. ASEAN, however, was not able to force a solution because it did not have the power or influence to redefine the goals and interests of the combatants or their backers, or to alter the underlying dynamics of the situation. The United Nations was the only body capable of overcoming the key problems of power sharing. The decision of the five permanent members of the Security Council to work to end the conflict made it possible to agree on a framework for a political settlement.

There is one area of peace enforcement strategies where regional organisations can play a clear and constructive role, and that is in helping with UN sanctions. That is not to downplay the difficulties. Regional bodies, by their very nature, lack the mandate and ability to command universal compliance with sanctions. We need look no further for evidence of this than the difficulties regional organisations experienced in enforcing sanctions against South Africa, particularly those member countries whose economic welfare was closely linked to South Africa's. But, at the same time, we cannot lose sight of the fact that many UN sanction regimes have followed on from measures taken by regional organisations. When regional organisations take a leading role in conflict resolution, UN sanctions have been coordinated with the efforts of those regional organisations in order to maximise effectiveness. Sanctions can play an important role in a graduated response to threats to international peace and security and should where possible be coordinated in consultation with the relevant regional organisation. Regional organisations can also, of course, play an important role in monitoring sanctions violations.

The need for structural change in the UN

If regional organisations are to play an increasingly important part in the multilateral security framework, perhaps more at the peace building end of the hierarchy of international response to potential crises, structural changes to the United Nations will be needed. An increased role for regional organisations in the United Nations system will be dependent on the UN being perceived as a relevant, responsive and equitable organisation.

First and foremost, and very much to the fore of discussion about the reform of the UN, is the structure of the Security Council. Effective and constructive involvement of regional organisations in the cooperative security process - and, indeed, in the whole UN system - will depend partly on how successful current attempts will be at regenerating the UN Security Council by making its structure more representative of 1990s, not 1940s, realities. The Security Council will continue to be the UN body with the primary responsibility for the maintenance of international peace and security, with all the power and responsibility this entails. To be effective, the Security Council must maintain broad international support for its decisions.

As well, a hard look needs to be taken at the UN Secretariat with a view to creating a more modern and efficient structure and administrative system. This should include a basic change to the senior decision making structure of UN Headquarters in New York to ensure that the Secretary-General has an effective chain of command to exercise authority over the whole range of major UN operations, not just in the peace and security area. Restructuring is needed to consolidate and coordinate the more than forty separate Departments, agencies, instrumentalities and commissions which currently report directly to the Secretary-General. I believe there is a strong case for creating a new working collegiate executive of four Deputy Secretary-Generals to work with the Secretary-General - responsible respectively for Economic and Social Affairs, Peace and Security Affairs, Humanitarian Affairs and Administration and Management. The UN, not only in its headquarters in New York, Geneva and Vienna, but also in its regional commissions, programmes and funds, will also need to develop highly
skilled secretariats with a greater capacity to meet member states' aspirations for concrete assistance across the range of UN activities. And I would like to see more utilisation of regional organisations in various functional areas, particularly those involving social and economic affairs. 

The full text of the paper is available from the Parliamentary and Media Branch, Department of Foreign Affairs and Trade, Fax (06) 211 2882.

The United Nations: 50 years and beyond

United Nations Youth Association Convention, Canberra, 4-9 July 1995

For five days in July, college students from across Australia and New Zealand participated in one of the largest youth conventions to have been held in Australia. Organised by the United Nations Youth Association (UNYA), ACT, the convention marked the 50th anniversary of the United Nations and provided students an opportunity to review the past work of the organisation and discuss its future role.

The major issues debated were reform of the United Nations system, the role of the Security Council, the power of the United Nations peacekeeping forces, Australia's military role in the United Nations, mechanisms to ensure member nations paid their United Nations dues; an international ban on land mines; implementing human rights agreements; the role of the United Nations in the preservation of tropical rainforests; and the role of the United Nations in addressing refugees, pollution, nuclear testing and national sovereignty.

The keynote address was given by the Minister for Foreign Affairs and Trade, the Honourable Mr Gareth Evans, who spoke on what the United Nations means for Australians. Other speakers included Professor Trang Thomas of the Ethnic Affairs Council, Robyn Groves of UNHCR and Brigadier D'Hage. In his opening address Gareth Evans stressed the need to get the debate about the United Nations back into perspective. He highlighted the significant political and resource constraints of the organisation and pointed out that in reality the United Nations can do no more than its member states allow it or give it resources to do. He stressed that we should acknowledge the fine record the UN has had in making an impact on our everyday lives.

We never give a moment's thought to the UN's work when we send a letter overseas or make an international telephone call, when we eat imported food or listen to a weather forecast, when we travel by sea or air, or see a television broadcast live from overseas, or when we marvel at the beauty of the Barrier Reef. This is because the rules and standards and systems that make the world go round are largely developed through a whole range of specialised bodies in the UN system ... Much of the UN's work that helps protect the security of Australians and others does not involve blue helmeted soldiers but armies of diplomats and lawyers.

Mr Evans concluded by reminding the Convention that

... the UN does not belong to the powerful or wealthy, but to ordinary men, women and children. It was founded on a promise that never again would their leaders bring upon them war, injustice and poverty. That promise has not been honoured but we have a second chance as we enter the next fifty years of the UN. It is an opportunity we must not miss, as a nation and as individual Australians.

In workshops, students debated the issues raised by guest speakers, and the two days of model Economic and Social Council and Security Council assemblies provided the opportunity for students to research and represent different member states, all 185 of which were represented. These assemblies provided students the opportunity of learning first hand how the United Nations system functions by following the rules of procedure used in the actual United Nations assemblies. Students debated resolutions putting the views of the countries they were representing.

Workshops and discussion groups played a vital role in the Convention by providing students the opportunity to discuss issues such as United Nations reform, the rules of engagement for United Nations peacekeeping forces, citizen-initiated resolutions, and what the United Nations and what Australia should do about refugees, nuclear testing, use of landmines, pollution and whaling.

In debating the reforms needed in the United Nations of the future, participants made the following recommendations: limiting the Permanent Five's power of veto in the Security Council to a majority of three before a veto could be used; reviewing the Security Council membership and providing more permanent places; setting up a regulating body to ensure member states pay their dues on time; making the World Bank accountable to the General Assembly; giving more power to United Nations peacekeepers; addressing the United Nations' negative image in the media; and establishing education programmes to provide a balanced perspective of the work that the United Nations does.

Australia's military role in the United Nations was strongly debated following a paper by Brigadier D'Hage who outlined the rules of engagement for United Nations peacekeepers. Participants agreed on the following conclusions:

• that the United Nations' priority should be on citizens not the military;

• that the United Nations should be restructured to allow much faster reaction to crises;
• that greater importance should be placed on the United Nations' mediating role;
• that the United Nations should intervene only when human rights, international peace and security were threatened, when requested and in emergency situations such as disease and famine;
• that the United Nations peacekeeping forces should fire only when attacked; and
• that the United Nations should not defend warring parties.

The conclusions from the Convention will be passed on to the Department of Foreign Affairs and Trade and the United Nations' 50th Anniversary Committee.

Victoria Thomas and Michael Bergmann, Australian National University

A 2020 Vision for Food, Agriculture and the Environment

Washington, 14 June 1995

In the keynote address Per Pinstrup-Andersen, Director-General of the International Food Policy Research Institute (IFPRI), warned that water could become the battleground of the 21st century unless the world takes measures to conserve water in all sectors of society. His comments were based on IFPRI's sweeping assessment of the challenges and actions needed to prevent hunger and feed the world while protecting the environment to the year 2020.

"The most important question today is not whether we can feed the world," said Pinstrup-Andersen, "rather, it is whether civil society and governments in both developing and developed countries have the political will to feed the world, and commit to taking the actions that are needed today. We must act now. Lack of action today could lead to social and political instability throughout many regions of the world, as well as a global refugee crisis. There has been a 10-fold increase in refugees since the mid-1970s to 50 million displaced persons today. As poverty and hunger become more entrenched, this number will only grow."

The IFPRI assessment, A 2020 Vision for Food, Agriculture, and the Environment: The Vision, Challenge, and Recommended Action, calls for "a world where everyone has economic and physical access to sufficient food to sustain a healthy and productive life, where malnutrition is absent, and where food originates from efficient, effective, and low-cost food and agricultural systems that are compatible with sustainable use and management of natural resources. The 2020 Vision is based on the principle affirmed by the United Nations and its members that freedom from hunger is a human right."

Specifically, IFPRI charged world leaders with responsibility for the following actions:

1. The international development community, as well as national governments the world over, must depart from the popular view that weak government or no government is good government. Non governmental organisations and the private sector cannot achieve the 2020 Vision alone. Developing country governments must be strengthened to undertake those crucial activities best done by governments and must let go of activities best done by other groups in society, such as private enterprises and non governmental organisations.

2. Developing countries, although constrained by limited financial resources and often beset by civil strife, must nonetheless invest in poor people. People must have access to employment, productive resources (such as land and credit), basic health care, and education in order to increase their capacity to earn a decent living.

3. Developing countries must increase agricultural growth, for such growth is the most efficient means of alleviating poverty, protecting the environment, and generating broad-based economic growth. Most poor developing countries should spend at least one per cent of their revenues from agricultural production on agricultural research, which will increase agricultural production and lower the cost of food.

This research must contribute to low-cost agriculture, not the high-cost, subsidised agriculture pursued in the industrialised world. Such a low-cost strategy is essential if developing countries are to be competitive in the new international trade environment and, even more important, if they are to be able to feed their people.

4. Development assistance and national policies should demonstrate particular commitment to areas with fragile soils, limited rainfall, and widespread poverty.

Furthermore, water must be used much more efficiently, with far more attention paid to eliminating waste, in order to avoid the looming prospect of dramatic water shortages and civil and international water wars. Such conflicts are already brewing in the Middle East, Northern Africa and South Asia.

Developing countries must also pursue alternatives to excessive use of pesticides in agriculture. The most promising solution is integrated pest management, which combines the use of biological controls, such as natural predators, with limited application of chemicals. The challenge is for the entire world to put integrated pest management into practice.
5. In order to reduce the extremely high cost of bringing food from the farmer to the consumer in the poorest developing countries, governments should invest in improving rural infrastructure (roads, electricity, and telecommunications). They should either increase public sector investment in infrastructure or effectively regulate private sector investment in infrastructure.

6. Although foreign assistance can only provide a small fraction of the financial resources that will be needed to achieve the 2020 Vision, it is crucial to achieving the Vision. The current downward trend in international development assistance should be reversed. All industrialised countries should contribute at least 0.7 per cent of their GNP to foreign assistance. The urgent need for foreign assistance to support the 2020 Vision in lower income developing countries should take precedence over current assistance to higher income developing countries.

Foreign assistance for agricultural research can bring tangible benefits to donors. Each dollar invested in agricultural research in developing countries brings a four-dollar return in export markets, and this provides opportunities for competitive industrialised countries.

"We can achieve the 2020 Vision", said Pinstrup-Andersen. "In fact, 2020 Vision research shows that the earth's natural resources can support 8 billion people by 2020. However, unless actions are taken now to slow natural resource degradation, the earth's carrying capacity may be weakened, and a time may come when our children will look back and wonder why we did not take action when natural resources were still sufficient to feed the world in a sustainable way.

"The actions we recommend for achieving the 2020 Vision can be summarised in this way," continued Pinstrup-Andersen. "Developing country governments and foreign assistance agencies should invest in poor people, agricultural productivity, measures to conserve water and other natural resources, and improvements in agricultural markets.

"Our time is running out," continued Pinstrup-Andersen. "Already over one billion people live on less than a dollar a day, 800 million people go to bed hungry, and over 200 million preschool children are malnourished. Business as usual will beget increased poverty in Sub-Saharan Africa and an unchanged, still severe, poverty situation in South Asia. It is not ethical or wise for the world to continue to harbour such poverty. There is tremendous human suffering associated with these numbers, and the productivity of starving, malnourished people is low, to say the least. The 2020 Vision will not be achieved unless the productivity of poor people is increased and their access to employment enhanced."

The conference, A 2020 Vision for Food, Agriculture, and the Environment, is part of a larger effort by the same name led by IFPRI and an international committee of distinguished leaders and development experts, chaired by H.E. President Yoweri Museveni of Uganda. The 2020 Vision initiative is funded by the governments of Australia, Canada, Denmark, France, Germany, The Netherlands, Sweden, Switzerland, the United Kingdom, and the United States; the Ford and Rockefeller Foundations; German-based AgrEvo Gmbh; France-based Centre de Cooperation Internationale en Recherche Agronomique pour le Developpement (CIRAD); Switzerland-based Ciba-Geigy; Canada-based International Development Research Centre (IDRC); Italy-based International Fund for Agricultural Development (IFAD); the Swedish Agency for Research Cooperation with Developing Countries (SAREC); the United Nations Development Program (UNDP); the United Nations Environment Program (UNEP); and the United Nations Children's Fund (UNICEF).

IFPRI was established in 1975 to identify and analyse policies for meeting the food needs of the developing world. IFPRI is a member of the Consultative Group on International Agricultural Research, an informal association of some 40 countries, international and regional organisations, and foundations, whose mission is to contribute to sustainable improvements in agricultural productivity.

Reprinted from News Release of the International Food Policy Research Institute, June 1995

Education for Sustainability

New Zealand, 12-15 February 1995

Environmentalists, university professors and administrators from New Zealand, Australia and Britain gathered for the Conference, 'Education for Sustainability - Implications for the Tertiary Sector', held from 12-15 February 1995 at Massey University in New Zealand. The focus of the conference, which was organised by the New Zealand Natural Heritage Foundation (an educational NGO based at Massey University), was the need for sustainability to be reflected in the practices of the tertiary sector of education, that is, in environmental policy making, sustainable management practices and the curriculum.

Delyse Springett, Executive Director of the Foundation, along with a team of writers from universities, polytechnics and teacher-training institutes, conducted a survey of universities and higher education institutions and prepared guidelines for the development of policies, management, and meeting the curricular needs of students in the area of sustainability. The draft guidelines revealed that relatively few New Zealand educational institutions have yet developed environmental policies.

According to the survey, some indication exists that more sustainable management practices are becoming the norm, but the improvements made have rarely been the result of a process of campus-wide consultation and consensus.
With respect to the area of curriculum, courses specifically focused on environmental issues do exist, but the 'greening' of the curriculum for all students has not yet been developed.

Areas of particular concern which emerged during the survey include creating more interdisciplinarity in the curriculum, enhancing campus-wide consultation, stimulating staff development in the area of environmental understanding, and reducing the shortage of research in the area of education for sustainability.

An analysis of the 'greening' of tertiary institutions in Britain was presented by Shirley Ali Khan, Director of the Centre for Environmental Responsibility at the University of Hertfordshire. She emphasised that in Britain, institutions of higher learning were now leading the way in the promotion of environmental responsibility and reclaiming their long-lost leadership role. Evidence of an institution's commitment to the principles of sustainability was beginning to be seen as an important aspect of the delivery of high quality education and excellence.

The conference produced some positive results. Participants agreed to complete the guidelines discussed at the meeting and have them distributed to all tertiary institutions. Another decision was to invite the Chief Executive Officers (CEOs) of tertiary institutions in New Zealand to sign a statement of commitment to the principles of education for sustainability (as in the UK). Discussion continued on whether institutions should be signed wider statements of commitment, such as the COPERNICUS (Cooperation Programme in Europe for Research on Nature and Industry through Coordinated University Studies) Charter - a university charter for sustainable development. It was suggested that a more appropriate move would be for tertiary institutions in New Zealand and Australia to develop their own trans-Tasman declaration of intent, ensuring education for sustainability (CEO support for this initiative has already been given).

The Third Asia-Pacific Regional Workshop on Banking with the Poor

Brisbane, 21-25 November 1994

The third in a series of Workshops conducted by the Foundation for Development Cooperation and the Banking with the Poor Network, part of a campaign aiming to:

- improve the policy environment of credit;
- convince commercial bankers of the potential of NGOs and self-help groups as partners;
- equip NGOs to deal with banks; and
- persuade donor agencies of the merits of banking with the poor.

The Third Regional Workshop in Brisbane was the culmination of the Foundation's activities under the auspices of UNDP's Asia-Pacific Regional Poverty Alleviation Programme. These included eight national workshops, the introduction of the Banking with the Poor (BWTP) concept to the island states of the South Pacific, and the conduct of transaction cost studies in India and the Philippines.

The Brisbane Workshop's purpose was to evaluate the experience of implementing BWTP to date. It aimed to agree on 'best practice', with respect to the methods of instituting, operating and sustaining linkages designed to assure a commercially sustainable flow of credit to the poor.

Four main sessions of the Brisbane workshop dealt with the roles of the four major groups active in banking with the poor. These are NGOs and self-help groups, commercial banks, governments and central banks in developing countries, and external assistance agencies.

Each session reviewed a chapter of the draft report on 'best practice'. Invited speakers, including NGO and bank representatives from the BWTP network and the nominees of 11 international agencies, provided comments on the draft. Subsequent working group sessions enabled detailed scrutiny of the issues. The final session reviewed amendments to the conclusions and recommendations of the 'best practice' report, and approved it for circulation.

After considering the principles of Banking with the Poor (a report drafted after the second workshop in 1992) and surveying the poverty situation in their region, South Pacific delegates were keen to progress the BWTP concept further in their countries. They asked the Foundation for development cooperation to mount a series of country-level workshops, in collaboration with other institutions. These would assess existing microcredit programmes in the region, investigate the appropriateness of BWTP concepts in the South Pacific, and determine the readiness of each country to adopt the BWTP model.

Delegates from agencies concerned with youth, women, and poverty alleviation, together with a banker and representatives of international agencies active in the region, met to consider the relevance of Banking with the Poor to their countries.

The Mekong Basin delegates pledged to encourage the provision of credit to the poor by developing appropriate financial sector policies, establishing and strengthening lending agencies, NGOs, mass organisations and self-help groups. They undertook to carry out an assessment of present facilities for access to credit to accelerate the process of BWTP. The BWTP network welcomes the participation of Mekong Basin institutions in Banking with the Poor.

Reprinted from The Network, March 1995. For more information contact: Delyse Springett, New Zealand Natural Heritage Foundation, Massey University, Palmerston North, NZ; tel (64 6) 356 9099; fax 356 7286.

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Delegates to the Third Regional Workshop were presented with the findings of two studies which set out to quantify the costs incurred by banks in lending to the poor, both on a direct basis, and when working with NGOs and self-help groups of the poor as intermediaries. The purpose of the comparison was to calculate what savings in bank costs could be made by working with NGOs and self-help groups.

Dr V. Puhazhendhi, Deputy Manager of the National Bank for Agricultural and Rural Development (NABARD) in Bangalore, India, found that, through the financial and non-financial intermediation of NGOs and self-help groups, the transaction costs of banks lending to the poor can be reduced by at least 40 per cent and those of borrowers by up to 85 per cent. The level of defaults on bank loans shrank from about 22 per cent under direct lending to negligible levels using NGOs and self-help groups.

Professor Gilberto M. Llanto and Mr Ronald T. Chua of the Center for Community Transformation in Manila, Philippines, confirmed that commercial banks, acting alone, do not have comparative advantage in lending to the poor; indeed, it may be beyond their capacity.

The intermediation of NGOs and self-help groups makes their lending viable.

The Brisbane workshop reaffirmed the original findings of the Banking with the Poor study: that it is possible to give the working poor access to credit on a sound commercial basis, and that partnerships between commercial banks, NGOs and self-help groups can ensure a sustainable flow of credit to the poor, thus helping them to help themselves. Substantial documentation of 'best practice' in BWTP network countries, provided in the Report of the workshop, will greatly increase understanding of how these goals can be achieved.

Some highlights are:

- NGOs and self-help groups should target only the very poor, and ensure that final borrowers pay market rates of interest. The 'best practice' report finds that exclusive targeting of the poor is still relatively uncommon, while elements of interest rate subsidy remain in many programmes;

- commercial banks should simplify their loan procedures and introduce alternative methods for credit delivery to the poor through NGOs and self-help groups as financial intermediaries, and they should accept group guarantees as collateral substitutes. The report cites many innovative approaches to simplifying procedures and finds increasing acceptance of NGOs and self-help groups, but still some legal and institutional barriers to group guarantees;

- governments and central banks should continue their efforts to bring about a change in the established culture of commercial banking procedures through moral persuasion and directives. The report documents the outstanding leadership displayed by several Asian governments and central banks in this regard;

- external assistance agencies should redouble their efforts to provide financial and technical assistance to form, train and seed-fund NGO programmes of credit to the poor. They should refrain from subsidising interest rates on lending to the poor. The report documents policies and practices of leading bilateral and multilateral institutions. In particular, the workshop applauded the initiative of the World Bank in setting up a Consultative Group to Assist the Poorest of the Poor (CGAPP). To be established with funding of $100 million, this Consultative Group will focus on microfinance as a means of poverty alleviation.

Reprinted from the Banking With The Poor Newsletter, April 1995 (suppl.)

Development Bulletin 34
Conference calendar

Making rights a reality: Human rights and women's development

Sydney, 14 November 1995

Community Aid Abroad and the Human Rights Council of Australia will jointly host a one-day seminar to explore the connections between women's international human rights and approaches to women's development. Speakers include international and local experts who will investigate ways in which to integrate human rights and women's development.

This seminar is a pioneering one and essential for all working in or concerned about women's rights, women's development, human rights and the role of major international institutions such as the United Nations and the World Trade Organisation.

For more information contact:
Gillian Moon
Community Aid Abroad
Tel (02) 264 1399
Fax (02) 264 1476

Transport and Aid 95: We Can Do Better

Christchurch, New Zealand, 2-5 October 1995

An international conference focusing on the delivery of aid, covering: preparedness; relief and humanitarian assistance; rehabilitation; and long-term development and services. The conference will focus on the important role played by transport in the provision of aid in emergencies, rehabilitation and development of an area and its people. It is designed to find practical solutions and many of the papers will be based on actual field experiences. The conference is aimed at: aid providers, including UN agencies and NGOs; transport providers; aid recipients; governments; military; and transport research organisations.

For more information contact:
Transport & Aid 95
Conference Professionals Ltd.
PO Box 13-308, Armagh
Christchurch
New Zealand
Tel (64 3) 365 4920
Fax (64 3) 379 4762

Visions for Justice, Democracy and Sustainability

Adelaide, 3-5 October 1995

Sponsored by the Australian Peace Education and Research Association and the South Australian Studies of Society and Environment Group, this conference will address issues of relevance to all teachers and educators working in these areas.

For more information contact:
The SASOSE Project Coordinators
St Paul's College
792 Grand Junction Road
Gilles Plains, SA 5086
Australia
Tel (08) 266 0622
Fax (08) 266 0486

What is happening in Africa today? Africa 1995 Conference

University of New South Wales, Sydney, 28-30 September 1995

This conference is sponsored by the African Studies Association of Australasia and the Pacific and the Humanities Research Centre, ANU.

For more information contact:
The Administrator
Humanities Research Centre
Australian National University
Canberra, ACT 0200
Tel (06) 249 2700
Fax (06) 248 0054

Environmentally Responsible Defence

Canberra, 8-10 November 1995

This conference will provide an opportunity for scientists, environmental policy makers, environmental managers, defence planners and industry to work more effectively together, in the interests of ensuring that Australia's defence activities are environmentally responsible into the next century. Preference will be given to papers which address the following issues: environmental security; research and development; advances in technology; environmental best practice; legislative frameworks; cleanup; international responsibilities; conservation management; public affairs; and information management.

For more information contact:
Australian Defence Studies Centre
ADFA
Northcott Drive
Canberra, ACT 2600
Australia
Tel (06) 268 8848
Fax (06) 268 8440

Fifth Women and Child Labour Conference

Macquarie University, Sydney, 29-30 September 1995

Themes of this conference include: enterprise bargaining and workplace negotiation; voluntary and unpaid labour; changing workplace patterns; unemployment; workplace cultures; women in non traditional employment; muticulturism and indigenous women; and women and politics.

For more information contact:
Melanie Oppenheimer
5th Women & Labour Conference
School of History, Philosophy and Politics
Macquarie University
Sydney, NSW 2109
Australia
Tel (02) 850 8861
Fax (02) 850 8892

August 1995
<table>
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<tr>
<th>Event</th>
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<tr>
<td>Child labour - What should be done?</td>
<td>An international conference sponsored by the Monash Development Studies Centre, the Australian Education Union and Save the Children. Offers of papers and workshops are welcomed from people working on child labour issues in Australia and elsewhere, relating to law, trade, organisation, gender, education, economics, etc. Please send expressions of interest to the address below by 30 September 1995.</td>
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<tr>
<td>Australia and the United Nations</td>
<td>For further information contact: One World Learning Centre PO Box 944 Civic Square, ACT 2608 Australia Tel (06) 247 5350 Women and Trade Sydney, 31 October 1995 For more information contact: Gillian Moon Community Aid Abroad Level 24, 169-183 Liverpool Street Sydney, NSW 2000 Australia Tel (02) 264 1399 Fax (02) 264 1476 E-mail <a href="mailto:gigm@sydney.caa.org.au">gigm@sydney.caa.org.au</a></td>
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<tr>
<td>Taking Australia into Asia - Trade and Human Rights</td>
<td>For more information contact: Child Labour Conference Development Studies Centre Monash University Clayton, VIC 3168 Australia Tel (03) 9905 9131 Fax (03) 9905 5370</td>
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<td>Importing Cultures: Regional Transformations in Myth and Ritual in the Western Highlands of PNG</td>
<td>For more information contact: Dr Laurence Goldman Anthropology University of Queensland Brisbane, QLD 4072 Australia Tel (07) 365 3178 Fax (07) 365 1544 E-mail <a href="mailto:l.goldman@mailbox.uq.oz.au">l.goldman@mailbox.uq.oz.au</a></td>
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<td>6th International Interdisciplinary Congress on Women: Women's Worlds</td>
<td>These Congresses have been held every three years in different parts of the world since 1981. Themes will include: global restructuring; women's studies; making feminist politics; health and sexuality; after Cairo; Copenhagen and Beijing; sustainable development; community education; indigenous peoples; and cultural representations. The Congress provides a setting in which participants from developing and developed countries can exchange information, ideas and experiences, promoting long-standing networks related to such topics as ecology and the environment, work, human rights, health, peace, education and politics. For more information contact: Festival City Conventions PO Box 986 Kent Town, SA 5071 Australia Tel (08) 363 1307 Fax (08) 363 1604</td>
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<td>Rewriting the Pacific: Cultures, frontiers and the migration of metaphors</td>
<td>The purpose of this conference is to promote a transnational dialogue between scholars in various fields who are engaged in reconceptualising questions of cultural identity and cultural migration. It seeks to move beyond the concept of specialist area studies and to encourage new juxtapositions of texts, images and theories. For more information contact: Prof. Kay Flavell Program in Critical Theory University of California Davis, CA 95616 USA Fax (1 916) 752 8630</td>
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<tr>
<td>First International Science Conference: Global Analysis, Interpretation and Modelling</td>
<td>The GAIM conference will present global change research results of investigators in the areas of global data analysis and assessment, modelling of bio-geochemical systems and their relationship to physical climate and hydrologic systems, and interpretation of current trends as indicated by global data bases and model results. There will be an additional session concerned with global systems integration through Earth system models. For more information contact: Dork Sahagian Complex Systems Research Centre Institute for the Study of Earth Oceans and Space (EOS) Morse Hall 39 College Road University of New Hampshire Durham, NH 03824-3525 USA Fax (1 603) 862 1915</td>
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Perspectives on sustainable development in the Asia-Pacific region

Kota Kinabalu, Malaysia, 25-27 October 1995

This is the 11th annual general meeting of the Association of Development Research and Training Institutes of Asia and the Pacific (ADIPA). It will provide an opportunity to present research findings as well as discuss policy issues.

For more information contact:
Conference Secretariat
Institute for Development Studies
Suite 7C F01, 7th Floor Block C
Kompleks Karamunsing
Locked Bag 127
88999 Kota Kinabalu, Sabah Malaysia
Tel (60 88) 246 166
Fax (60 88) 234 707

Contested Ground: Knowledge and Power in Pacific Islands Studies

Honolulu, USA, 7-9 December 1995

This is the twentieth Annual University of Hawaii Pacific Islands Studies Conference. This international and interdisciplinary conference will discuss the increasingly contested nature of knowledge about Pacific Islands societies and cultures, and identify new directions for the field. Themes include: the relevance of indigenous ways of knowing; the role of interdisciplinary approaches; issues of power and representations; the politics of Pacific Islands scholarship; issues of gender, class and race; and the implications of recent development for teaching and learning.

For more information contact:
Tisha Hickson
Centre for Pacific Islands Studies
University of Hawaii at Manoa
Honolulu, HI 96822-2383
USA
Tel (1 808) 956 2652
Fax (1 808) 956 7053
E-mail ctisha@uhunix.uhcc.hawaii.edu

Women between tradition and modernity

Noumea, 23-25 November 1995

This conference is hosted by the CORAIL group. The theme is 'women between tradition and modernity in the South Pacific World, in its historical, literary, artistic, social and cultural aspects.

For more information contact:
CORAIL Président Sonia Faessel
Université Française du Pacifique
GPO Box 4477, Noumea
New Caledonia
Fax (687) 43 45 40

Poverty and the Environment

Sabah, Malaysia, 28-29 October 1995

This seminar will bring together experts in the social sciences to discuss the relation between poverty and the environment. It aims to explore how the poor are both victims and agents of environmental degradation, to focus on and deepen the understanding of the interrelated links between poverty and the environment, and to discuss policies which may break the vicious cycle.

For more information contact:
Einar Gilberg
CROP Secretariat
C/- Chr. Michelsen Institute
Fantoftevegen 38
N-5036 Fantoft
Norway
Tel (47 55) 57 42 48
Fax (47 55) 57 41 66
E-mail crop@amadeus.cmi.no

8th International Conference on Gender and Science and Technology (GASAT 8)

Ahmedabad, India, 5-10 January 1996

For more information contact:
Gender Studies Research Unit
History Department
University of Melbourne
Tel (03) 9344 5965

Integrating Economic and Environmental Planning in Islands and Small States

Valletta, Malta, 14-16 March 1996

Organised by the Islands and Small States Institute of the Foundation for International Studies and the Directorate of the Planning Authority, Malta.

For more information contact:
Ms Maryrose Vella
Secretary
Islands and Small States Institute
University of Malta
University Building, St Paul Street
Valletta
Malta
Tel (356) 248 218
Fax (356) 230 551
E-mail lbrig@unimt.mt

Voluntary and Involuntary Migration: New Perspectives from Africa

London, 16 December 1995

The objectives of this symposium are to promote interdisciplinary contact and discussion around important new research perspectives on population mobility and migration in different parts of the African continent under varying circumstances. It is hoped that topics covered will include refugee movements and repatriation, addressing the needs of refugees and displaced people, environmental implications of large scale resettlement, pastoralism, and HIV/AIDS in the context of mobility and migration. Speakers will report on research in Southern, East and West Africa and the Sahel.

For more information contact:
Nici Nelson
Department of Anthropology
Goldsmith's College
University of London
New Cross
London SE14 6NW
UK
Tel (44 171) 919 7804
Fax (44 171) 919 7813
E-mail ana01nn@gold.ac.uk

August 1995
Eighteenth Annual Pacific Telecommunications Conference (PTC'96)

Honolulu, USA, 14-18 January 1996

Experts predict that due to the rapid changes in technology, there will be as much technical development in the final five years of the century as there has been in its first ninety-five. This will form the backdrop for a wide-ranging exploration of the implementation and utilisation of information technology in the near future, focusing on the countries of Asia, North and South America and Oceania. The main theme will be organised in seven 'streams': socio-economic issues; regulatory, legal and political issues; business and finance solutions; country studies; education, training, human resources; convergence and networks; and technologies and standards.

For more information contact:
Pacific Telecommunications Council
2454 South Beretania St. Ste. 302
Honolulu, HI 96826-1596
USA
Tel (1 808) 941 3789
Fax (1 808) 944 4874
E-mail ptc96@ptc.org

Predicting Global Change, Impacts on Mountain Hydrology/Altitudinal Gradient Studies

Kathmandu, Nepal, 23-28 March 1996


For more information contact:
Professor A. Herrmann
Institute for Geography and Geocology TU Braunschweig
38106 Braunschweig
Germany
Fax (49 531) 391 8170

Crossroads in cultural studies

Tampere, Finland, 1-4 July 1996

The organisers believe that cultural studies is not a one-way street between the centre and peripheries. Rather, they believe, it is a crossroads, a meeting point in between different centres, disciplines and intellectual movements. The organisers invite the attendance of people with different geographical, disciplinary and theoretical backgrounds to come together to share their ideas. The list of sessions includes: Anthropology and cultural studies - influences and differences, body in society, cultural approaches to education, diaries and everyday life, encountering with others with cultural border-crossings; ethnography and reception - dilemmas in qualitative audience studies, (Inter)Net cultures and new information technology, post-socialism and cultural reorganisation, the narrative construction of life stories and voluntary associations as cultures.

For more information contact:
Crossroads in Cultural Studies
University of Tampere
Department of Sociology and Social Psychology
PO Box 607
FIN-33101, Tampere
Finland
Tel (358 31) 215 6949
Fax (358 31) 215 6080
E-mail iscsmail @uta.fi

History, culture and power in the Pacific: 1996 Pacific History Association conference

Hilo, Hawaii, 9-13 July 1996

Panels have been arranged around the following themes: Reconceptualising history in the Pacific; local histories/vernacular sources; colonialism's cultures; gender relations in colonial pasts and decolonising presents; sovereignty and decolonisation in the Pacific; Hawaiian history and sovereignty; public histories and history's publics in the Pacific; diasporas and nationhood; post-colonial historiography; Christianity and religious transitions in the Pacific; imaging, representation and photography in the Pacific. The format for the exploration of these issues will involve but not necessarily be limited to presentations and discussions; given the resurgence of vernacular forms of expression, the conference also encourages cultural performances that sing, dance, chant or speak about island pasts.

For more information contact:
Dr Letitia Hickson
Centre for Pacific Islands Studies
University of Hawaii at Manoa
Moore Hall, Rm 215
Honolulu, HI 96822-2383
USA
Tel (1 808) 956 2652
Fax (1 808) 956 7053
E-mail ctisha@uhunix.uhcc.hawaii.edu
The rights of subordinated peoples

Oliver Mendlesohn and Upendra Baxi (eds), 1994, Oxford University Press, Delhi, 377pp.

This volume of essays offers a valuable insight into the political indignities suffered by minorities and indigenous groups across the world. The collection represents the proceedings of a colloquium, held several years ago at LaTrobe University and reflects an increased focus on human rights in the development literature.

The theme of this book is human rights and the essays are an illustration of the struggle by peoples whose cultural and moral health is threatened by governments. Human rights is an issue affecting people in all countries and the ability of different groups of people to define their own rights says something important about the political system which, in the case of indigenous peoples, has been constructed over the top of cultures and traditional institutions that survived for tens of thousands of years. An example is the indigenous people of the former Soviet Union. As John Miller’s chapter illustrates, the plight of people in the Soviet north was virtually unheard of in the western literature until cracks, large enough to undermine totalitarianism, freed those people from political isolation.

Unfortunately, people are often marginalised by economic reform and this is as much an indictment on western governments as on those in less developed countries. Indigenous peoples, in particular, suffer human rights abuse at the hands of governments in countries which are classified, in relative terms, as western democracies. The Aboriginal and Torres Strait Islander population in Australia was decimated by negative government policies during the first half of the 20th century and, despite reforms, they still face institutionalised discrimination in health care, education and other essential services - particularly services under the jurisdiction of state and local governments.

Indigenous rights, special religious rights, women’s rights and other rights - for example, a citizen’s right to receive an essential service - are subsets of basic human rights. As the editors of and contributors to this book are at pains to point out, nation states are populated by different communities with diverse needs. In that context, a healthy system is one which incorporates an institutional respect for diversity, human rights and the special cultural rights of minorities, in the process of development. On the other hand, in some systems, if the state is militarily and economically powerful, the rights of the majority can be seriously eroded. Martin Chanock’s chapter on the South African Native Administration Act is evidence that this was the case in South Africa.
Land was, and is, often the basis of conflict between colonial regimes and the original inhabitants. Dominant cultural paradigms are a powerful influence on the plight of indigenous people. When the British arrived in India, for example, in their ignorance, they bemoaned the wastefulness of the land management practice of slash and burn agriculture. Based on economic indicators in much the same way as today, the British wanted to maximise 'production' and replace sustainable indigenous development with plantations (see Ramachandra Guha’s chapter).

Brazil is another country where indigenous habitats of the native peoples have been destroyed in the name of ‘development’. Governments in Brazil have institutionalised the belief that the Brazilian Indians are assimilated and therefore economically indistinct from the national aggregate. This, according to David Maybury-Lewis, is a myth created to sustain the destruction of native lands. A similar approach was tried on the Australian Aboriginal people. Here, there were a number of myths: the most famous of which is the invention of the terra nullius doctrine. When the British arrived to settle the continent, Australia was declared vacant land. Terra nullius (no inhabitants) became the official ‘doctrine’, recognised by the judicial system and this formed the basis of future policies and gave the crown priority over all ‘public’ lands. In the view of successive governments, and of the courts, the indigenous people of Australia had no rights: until the mid-1960s they lacked even the basic security of citizenship. In theory, they could claim ‘human’ rights but, as the original owners, they had no ‘native’ indigenous rights in relation to land. A number of chapters deal passionately with the rights of Australian indigenous people: Colin Tatz (historical political discrimination), Diane Bell (the plight of Aboriginal women), James Crawford (legal travesties).

Cultural ignorance is a recurring problem in all societies. Veena Das (chapter 4) puts the question of ‘cultural rights’ into context with what is termed ‘political passion’ in India. Cultural rights are enshrined in the Indian Constitution but, as we see in the preceding chapter by Mendelsohn and Vizciany, constitutionalism provides the legal framework but it does not guarantee to change human behaviour. Indeed, many subordinated groups are forced to wear the mantle of discrimination not because they belong to a ‘class’ or a category of people but, according to the authors, because of the perceptions of others. Mendelsohn and Vizciany argue that the ‘untouchables’ in India are actually comprised of people from a variety of regionally-based castes which cut across a range of different peoples.

So what exactly is the relationship between development and rights? Development is more than adjusting to structural reform or economic transformation: development is a composition of organic processes that have a direct impact on the quality of life of all people. Respect for the rights of people is a respect for human dignity and, as history tells us, these elements form the basis of social and, ultimately, political and economic stability. Generally, these elements of governance need to be guaranteed by changes to legislatures, administrations and economic systems. Some of the theoretical principles that underpin these complexities are dealt with in a stimulating way in a book by Z. F. Arat (1991).

Rapaciously, or lack of tolerance in some societies, remains unresolved. Women are often the ones who suffer, most notably in societies with relatively strict religious regulations. Marie-Aimee Helie-Lucas tackles the question of Islam in a comparative context while, in the chapter by Haleh Afshar, there is an attempt to explore, more specifically, the role of women and Islam in Iran. She questions why women in Iran are willing to police themselves in a way that perpetuates their status as social ‘victims’: why, she asks, do they accept “the garments of submission to the will of Allah?” (p292).

This book is excellent value. It contributes to a relatively neglected but critically important area in the development literature, is well presented, modestly priced at under A$30 for a hard cover, nicely finished and, for people who dislike having to wade through an entire volume in search of specific information, the contents are thoroughly indexed at the back of the book.

Reference


Christine Fletcher, National Centre for Development Studies, Australian National University

Feeding and Greening the World - the Role of International Agricultural Research


This book is an explicit plea for more agricultural research funding, aimed at the public, politicians, and research administrators in developed countries. Professor Tribe comes across as a compassionate person, yet he is very much the scientist, eschewing emotion and doomsday talk and warning against the ‘value-laden’ approach of some NGOs. Feeding and Greening the World is well written; a delightful touch is the inclusion of apt quotations from the classics.

The book begins by painting a vivid picture of the world’s population explosion and the consequent need for greater food production, on a continuous basis, in order to avoid disaster. Its sober evaluations of environmental problems such as land degradation and salinity are useful. I enjoyed the ‘Better Management’ chapter most because it deals with the complementarity of components of farming systems, the recognition of which is of great importance in sustainable agricultural development.
His argument is that no development expenditure generates such high returns as agricultural research. Specifically, the author calls for an increase to five per cent in the proportion of aid allocated to agricultural research by donor countries. The proportion has been falling, and is now only two per cent.

Agricultural research led to the green revolution. It was calculated ten years ago that the new varieties of rice and wheat were together resulting in an annual increase of some 40 million tonnes of grain. Moreover, there is an impressive list of achievement in the breeding of better varieties of maize, cassava, potatoes, millet and of farm animals. World food supplies seem secure in the foreseeable future, with overall agricultural productivity increases exceeding overall population growth. However, as Mitchell and Ingco (1993) confirm, this forecast is contingent upon the continuous and successful adoption of agricultural research findings.

Tribe argues that agricultural productivity is the best weapon against rural poverty. He even asserts that agriculture should be a higher priority than health, education, women's status or the environment. The multiplier effect is high - greater farm productivity generates jobs not only in agriculture but also in associated industries. This leads to a reduction in the migration of the poor to overcrowded cities.

Tribe also appeals to self-interest. He presents evidence of a strong linkage between high rural prosperity in developing countries and their increased purchase of imports, including food, from developed countries.

Tribe suggests several reasons for the fall in the allocation of research funds. The World Bank's attention was diverted to the international debt crisis and the problems of Eastern Europe. Quiet solutions hardly ever gain the public recognition they deserve. Moreover, agricultural research lacks politically active proponents. (I might also add that politicians generally see far more kudos in infrastructure development.)

The 'greening' in the title is justified by the argument that higher yields per hectare reduce the rate of forest clearing for agriculture. However, it is admitted that the green revolution required greater quantities of fertilisers and pesticides, and that environmentally damaging types of the latter (banned in industrialised countries) are still in use. The green revolution was thus a double-edged sword because it tended to upset ecological balances and ruined the health of thousands of farmers. The obvious linkage between the lack of farmer education and the overuse and misuse of inputs qualifies Tribe's assertion that the adoption of new varieties does not require farmer literacy.

New systems of farming that are more sustainable are now the subject of much agricultural research. Such systems incorporate sophisticated methods, for example integrated pest management. These will surely require higher levels of farmer literacy in order to generate returns near those of high input agriculture.

The farm economics of one of the main products of agricultural research - new high yielding varieties - is relatively simple. No fixed costs are incurred, and the increase in variable costs - in purchasing extra inputs such as fertiliser and pesticides - is far exceeded by the value of extra produce. Likewise, the aggregate benefit to farmers of new varieties is well in excess of the costs of research in developing them. While the benefit cost ratios of agricultural research are undoubtedly high, it should be recognised that these analyses are often only partial. Instead, whole farming systems should be evaluated.

Moreover, not enough emphasis is given to the importance of economic signals to farmers. In Russia and Eastern Europe there will undoubtedly be a surge in food production and exports as market signals replace subsidised prices. On the other hand, recipes for rises in farm productivity are unlikely to solve the problems of sub-Sahara Africa.

Tribe is convincing in his request for an increase to five per cent of donor funds for agricultural research. However, a change in priorities in developing countries themselves, who have also downgraded agricultural research, needs to be addressed. Moreover, as a complement to research, more effort needs to be applied to improving the literacy levels of farmers.

Colin Hunt, National Centre for Development Studies, Australian National University

Women and the New Trade Agenda

Susan Joekes and Ann Weston, 1994, UNIFEM, New York, 91pp., US$7.95

This book, by Joekes and Weston, is a disappointing contribution to the debate relating to the role of women and the so-called 'new world order'. While the book does provide a systematic look at the outcomes of the recent GATT agreement and regional trade agreements and how they impact on women, it fails to provide a context vis a vi the role of women in society, the role of trade in developing countries, and the relative importance of various sectors, especially agriculture, in economies. Most importantly, however, it fails to provide an adequate gender analysis of the structure of economies and the roles of women within them. The book's conclusion, that 'women will, on balance, be gainers' from liberalised trade, is therefore hard to justify.

The book opens with a description of recent trends in world trade, including the GATT agreement, regionalism, trade issues and rules, and the making and management of trade policy. These occupy the first one-third of the book. The balance provides a gender perspective on trade issues; lessons from the past, which describe women's role in trading; trade-related production trends; and women's future employment prospects.

August 1995
The approach the book has taken is to look at a very narrow segment of economies and societies. The book deals virtually only with the traded, mainly internationally traded, components of an economy. This effectively leaves out the bulk of most third world economies, in particular subsistence production which dominates the rural sector, the informal sector, and the household sector. Rather than look at these sectors, which are dominated by women, the book assumes a dominant market economy based on export production in developing countries. Within this paradigm it constructs an argument that free trade is of benefit to women.

There is little discussion of the role of trade in developing economies. Trade liberalisation and open market policies, together with a winding back of the state, for example, can have the effect of reducing resources available in the agricultural, subsistence, informal and household sectors. Most poor women are located in these sectors.

While the book admits that there are some inherent losses for women from liberalised trade, especially in agriculture, and notes that farmers in Asia and Africa (which contain the majority of developing countries) will lose from free trade, it nevertheless is upbeat about the impacts of such trade, despite the fact that agriculture dominates most developing country economies. The book makes no attempt to resolve this apparent contradiction.

Another weakness is in the tone, which tends towards glib assertions and sweeping generalisations including "... the link between trade flows and the patterns of women's economic activities is, in the aggregate, quite clearly understood", and that "... trade expansion has clearly benefited women's access to paid employment." Sweeping generalisations such as these can have the effect of bringing into question the argument the authors are trying to make.

The book posits the theory that female employment in Free Trade Zones and the industrial sector provides an incentive for girls' education. This flies in the face of conventional wisdom, that the only way women and girls can enter the industrial work force is via upgraded programmes. Education and skills development are prerequisites for meaningful employment, not the reverse, as the book seems to argue. The countries with the greatest absorption of women into the manufacturing sector are those like Sri Lanka with high education levels for young women.

The book also seems to argue that the relative weakness in women's bargaining positions for terms and conditions in the workforce is an advantage for women gaining paid employment. It fails to mention that this actually entrenches inequalities and perpetuates a view supporting the subordination of women in the workforce. There is considerable discussion of alternative views in the area of labour rights as well as other areas, but in the main such views are dismissed out of hand. One area which is not covered at all is human rights issues arising from free trade including the rise in the trafficking and trade of women and girls. A discussion of this in relation to the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) would have created a broader context.

An interesting alternative analysis is made by the Kalpana Bardhan for the Asian Development Bank in its report Rural Poverty In Asia: Priority Issues and Policy Options which provides a refutation of most of the arguments of Joekes and Weston. Bardhan finds that the move towards market-based liberalisation of economies has had much greater negative impacts on women relative to men in society, and that liberalised economies would only benefit women if there are specific targeted anti-poverty programmes for women including health, education and basic infrastructure - otherwise they would lose from liberalisation. The major negative effects arise from active discrimination, the fact that the lower skills base of poor women excludes them from opportunities, and the greater vulnerability of countries with open economies to external economic fluctuations which has a disproportionate impact on poor women.

Another area of the free trade debate which the book ignores is the regional disparities that occur within countries from a liberalised market economy. The impacts on women arising from these increasing regional disparities are profound, with men migrating to the growth areas and women left to carry a heavier burden of subsistence agriculture in regions which are not only neglected economically, but also deprived of government resources for social and economic infrastructure. In other cases it is the women who migrate, often internationally, to a life of uncertainty and powerlessness. The full effects on women of freeing-up trade and liberalising economies can only be seen in context. By confining itself to looking at production in the manufacturing and service sectors this book effectively ignores the major areas which negatively affect the bulk of women in developing countries.

This book has missed an important opportunity to raise fundamental gender issues relating to free trade and the effects of economic liberalisation. It glosses over important issues of gender relations in economies, takes an unrealistic upbeat line on the positive impact of women entering the industrial sector, and looks at a small sector of an economy from which it reaches its conclusions, while understating other powerful forces in society. Finally it gives no credence to the importance of social sector investments in women and the positive effects they have on economies and opportunities for women. Overall the book gives a distorted view of the impact of free trade on women in developing countries.

Reference

Bardhan, K. 1994, 'Women and rural poverty: Some Asian cases' in M.G. Quibria (ed) Rural poverty in Asia: Priority issues and policy options, Oxford University Press, Hong Kong.

Patrick Kilby, Program Coordinator, Community Aid Abroad
Working for development study pack

*Development Studies Group, The Open University, £55 (£4.33 VAT)*

The Open University's Development Studies Group has produced an excellent training package designed specifically for those who work in development or development-related organisations. The package provides for on the job self-learning in a way that is well structured, simulating and rewarding. For development workers who want to improve their knowledge of development and for those doing courses in development studies this is a most valuable resource. Completing the study incorporated in the pack is estimated to take about 65 hours study time.

The materials provided include the book *Poverty and Development in the 1990s*, edited by Tim Allen and Alan Thomas, the most recent edition of the *Third World Atlas*, a video which covers a variety of development-related situations, documentaries and interviews, an in-depth case study and a clear, easy to follow course guide.

The book, *Poverty and Development in the 1990s*, gives a thorough grounding in the fundamental causes and impact of poverty and the structures through which poverty is maintained. It reviews the interrelationships between poverty and famine, and hunger, health, environment, political systems and culture. The book includes an excellent chapter on gender and poverty which provides a framework for understanding gender relations and for incorporating gender analysis into research. It is good to see, in a book of this type, a chapter entitled ‘The politics of cultural expression: African musics and the world market’. It provides an enlightening and entertaining discussion of the cultural and economic role of music in the modern world.

Like the other two books in this series, *Poverty and Development in the 1990s* is well illustrated, contains clear well designed tables and graphics and has an attractive format. Considerable care has gone into the selection of illustrations and photographs.

The study guide includes useful definitions, activities and discussion points and provides a step-by-step guide to the course. Again, the selection of illustrations is excellent.

The video, which comprises a series of in-depth documentaries, is accompanied by video notes which outline the aims and themes of each documentary, information about where, why and how the documentary was filmed, background information about the specific situation documented, and activities to undertake during the documentary. A series of discussion points is provided.

The *Third World Atlas* is a very useful resource for those studying or working in development. The maps are imaginative and revealing. Each is accompanied by useful text.

As someone who did an undergraduate degree by distance learning, I found this package well organised, stimulating and easy to follow. I recommend it wholeheartedly to those who teach, or wish to study, the background and practice of Third World development.

The package has been produced by The Development Studies Group, Systems Department, Faculty of Technology, The Open University, Walton Hall, Milton Keynes MK7 6AA, UK. For further information phone 0908 653338 or fax 0908 654320 UK.

Pamela Thomas, Australian Development Studies Network

Dilemmas of development: Vietnam update 1994

*B.J.T. Kerkvliet (ed), 1995, Department of Political and Social Change, Research School of Pacific and Asian Studies, Australian National University, ISBN 0 7315 2124 2, 133pp., A$12.00*

The basic thrust of the papers which make up this book is that despite the growth of the private sector, Vietnam still maintains that it is a socialist society. Economic growth and expansion is a central concern of the Communist Party, which sees the livelihood of the existing political system as dependent on a vibrant economy. There have been considerable changes since doi moi (renovation) but the fact that the existing social, administrative and legal systems are not designed to cope with the growth of capitalism has led to conflict.

In examining the political system in relation to the growth in the economic sector, Kerkvliet notes that there are concerns within Government of the accompanying social costs: the increasing gap between the rich and poor, and increased social ills such as prostitution, drug abuse and corruption. The survival of a socialist system is, of course, a major concern of the Communist Party. Fahey’s chapter ‘Changing labour relations’ is particularly interesting. It gives a clear outline of changes taking place as the proportion of the workforce engaged by state-owned enterprises decreases as private sector activities increase, with special attention paid to foreign-owned enterprises. Within this chapter there are several valuable references to the impact of these changes on women.

Beresford examines the economy in relation to the environment with considerable emphasis placed on a discussion of the inadequacies of cost-benefit analysis. This chapter has a greater focus on economic theories and less detailed concrete examples of what is happening on the ground.

An enlightening review of the maze of legal and administrative processes involved in establishing a business
in Vietnam is provided by Gillespie. Gillespie suggests that major difficulties are less likely to occur where the goals of a business are seen to be in line with national goals.

A common thread throughout this book is the recognition that government objectives tend to receive priority over social factors, often to the extent that other factors, eg, labour rights and the environment, are ignored - rather an 'end justifies the means' approach to development.

The editing is unfortunate with respect to punctuation, spelling, grammar and general expression, with inappropriate words substituted in many places. It seems that changes were made after the text was submitted by the authors, changes that provoked reactions ranging from mild annoyance to downright confusion. In any case, the repeated errors inhibit reading flow and have the capacity to distract from what the authors have to say.

For someone approaching this book with a development background but little knowledge of Vietnam those chapters that give more information on events and changes in the country (Kerkvliet and Fahey) are definitely worth reading. For students with a good grounding in Vietnamese studies but looking at the impact of development in this country there is much in this book to recommend it as a useful adjunct to other, more general, material.

Dr Glen Chandler, Vietnam Provincial Water Supply Project, Hanoi

Women of Fiji: A statistical gender profile

Department for Women and Culture, Fiji, 1994, 70pp.

This 70 page booklet, compiled by demographer/social statistician Dr Heather Booth, provides a profile of the situation of women in Fiji. It is based on a gender database managed by the Department of Women and Culture and containing data obtained from government and quasi-government departments, including the Fiji Women's Crisis Centre. This document has three stated aims: to provide, in a single place, previously dispersed and often statistically complex information on women in Fiji; to identify omissions in available data; and to demonstrate the usefulness of available data.

Subject headings are as follows: women and leadership (election and appointment to leadership, women as senior executives), employment (economic activity, economic activity of heads of households, formal sector employment, public service, informal sector employment, women in agriculture, forestry and fishing, women in manufacturing, unemployment), business and credit (cooperatives, access to credit), education (attainment, current education, preschool, primary, secondary and tertiary education, scholarships, educational facilities and human resources), health (life expectancy, morbidity, sexually transmitted diseases, HIV/AIDS, mental health, fertility and family planning, abortion, maternal and child health, nutritional status of children and adults, anaemia, health facilities and human resources) and social issues (poverty, pensions, violence against women and children, crime and imprisonment and suicides). Perceived gaps in the data available are also listed as some references.

At first glance this appears to be a very valuable document providing a quick reference to standard measures of women's status vis a vis men and, in many cases, between Indian and Fijian populations. However, it soon becomes clear that this exercise in data presentation is problematic. The text describing the data is not value-free but rather suggests causal relationships between aspects of development. For instance, on the first page Booth writes that urbanisation is increasing as a result of both population and economic growth, and consequently environmental problems have arisen. However, the relationship between urbanisation and environmental degradation is complex and can be explained from a variety of theoretical positions. For instance, one might also argue that urbanisation brings economies of scale in waste management as well as better access to medical and educational facilities. Whether this actually happens of course is a political issue, but it is far easier to blame it on population.

'Data' are not objective because collecting and assembling information are value-laden exercises. Thus it would have been useful to have a section on the reliability of this information. Also useful would have been an expanded reference section that included authors, including Fijian women, who have made use of some of the information reported here. In this way readers could see for themselves the many contortions that data can take and hence the attendant qualifications needed in the presentation of 'data'. Information is like a list of words in a dictionary - the stories still have to be written. And depending on where one is situated, both geographically and theoretically, different messages can be given using the same words.

Yvonne Underhill-Sem

The Western Samoan economy: Paving the way for sustainable growth and stability

International Development Issues No.35, AIDAB (now AusAID), September 1994

This study is highly valuable as a source of information and for appreciating the situation and constraints on economic development and economic policy in Western Samoa. Long-term trends throughout the 1980s show disappointing economic performances despite high levels of foreign assistance. The effects of cyclones in 1990 and 1991 are well traced - through agriculture and reconstruction, to monetary policy, savings, external
balances and domestic production activity. Similarly, the burden of debt of Polynesian Airlines and options for dealing with the problem are well demonstrated.

The hierarchy of major problems and challenges for good government and economic management, is identified particularly external balances and inflation, public sector reform and efficiency, private sector investment and factor productivity. The theory and argument follow the now prevailing view of government as an articulator of policy and management, not as a provider of services, including employment, and of private enterprise as an unequal global competition. Adopting and adjusting to stripped-down government and competitive enterprises will take much longer in the feudal, affinal and patronage socioeconomic systems than in the anonymous, nucleated and production dominated systems of advanced capitalism. Further, the application of a view of the Western Samoan economy as 'where contributing Samoans live' may show wider choices than those assumed in the study.

The study provides balanced and informative reviews of each sector, then moves to the core changes required in public sector systems, economic management, private sector and human resource development. The final chapter on 'Prospects and policy agenda' will almost certainly stimulate discussion and decision making across a broad front in Western Samoa and supporting interests elsewhere.

Many of the recommended reforms are achievable through long-term, conscientious leadership and management in the public service and state-owned enterprises (SOEs). There is, however, a risk that the rationale for reforms will not be clearly or constantly perceived in the normal operations of government and the sociocultural lives of the leaders and managers. A sharpening of the messages on problems and required objectives and actions would help to hold the course for a long struggle with economic constraints.

Although the title of the study includes 'sustainable growth', it has not touched on the real conditions and prospects for acceptance of and adherence to the recommended changes. As a strong 'economic' treatise, the study focuses on the vital triangle of government policy, resource base and economic activity. A treatment providing a better understanding of acceptability and sustainability of the recommendations would include the interacting subsystems of external resources, political change, and sociocultural change.

The bald recommendations or suggestions on some vital matters seem to assume an all-powerful, homogeneous system of authority and a passive population of workers, investors and consumers. Examples include: deregulate interest rates, abandon price controls, raise school fees and other service charges, restrain wages, change directors of SOEs, restrain credit while asking producers to improve and diversify, cut back public capital spending, merge some government departments, reduce land-clearing and environmental abuses, and stem urban drift from Savai'i.

It can be argued that 'internalisation' of the ideas and proposals is the proper business of Western Samoans and contributing foreigners. However, if the above proposals are integral to the recommended scenario and strategy of the study, then it would be more convincing and helpful if the proposals were presented through a screen of sociopolitical feasibility and acceptability.

The study struggles, as do many Western Samoans, with the 'cruel contradiction' of small society development. The macro-management policies are enforcing restraint, caution, long term-pain, scarce consumer and commercial credit and restricted public investment and employment. However, the 'Agenda' (pages 65-70) shows the immediate need for more spending in agriculture, fisheries, tourism, education, industrial incentives and support services, and environmental management, for Western Samoa to become more self-supporting, better managed and sustainably progressive. The study talks of human resources deficits in some fields, but also argues for finding new markets for emigrating workers. The contradiction, though a fair reflection of realities, may leave readers somewhat confused and frustrated. Some guidelines for prioritising choices may have alleviated this potential frustration.

Readers would perhaps benefit from some thoughtful diagrammatic presentations of context, constraints, analysis of problems and structure of objectives and strategies. The diagrams would show interrelationships among recommendations, the likely consequences of implementing or not implementing changes, and the fabric of policy arguments and assumptions. The study has much to offer Western Samoans and contributing foreigners, and deserves to be presented in the most influential technical style and the most stimulating media for exploration and appreciation.

Don Townsend, Consultant
New books

Gender and development directory Australia


Australia's first directory of Australian-based individuals and organisations with expertise in gender and development was launched on the 4th of August at Parliament House in Canberra. An essential resource for everyone in the development field, it includes an extensive gender and development bibliography and is comprehensively indexed. The Directory lists sources of expertise in teaching, evaluation, advocacy, gender analysis and much more.

Available from:
Bibliotech
ANUTECH Pty Ltd.
ANU, Canberra, ACT 0200
Please make cheques payable to ANUTECH Pty Ltd.

A review of Australia's efforts to promote and protect human rights


The report focuses on the possibility of achieving improvements in human rights internationally, regionally and nationally. The current prominence of human rights issues offers opportunities to move from the defining of rights to their implementation. The report covers a variety of issues from landmine clearance to violence against women and offers recommendations to the Parliament of actions to address specific and general points.

Demanding accountability: The global campaign and Vienna Tribunal for women's human rights.


Demanding accountability presents a comprehensive history and analysis of the systematic organising efforts of women prior to, at, and after the UN World Conference on Human Rights (Vienna, 1993). The book excerpts and discusses the testimonies and other statements from the Global Tribunal on the Violation of Women's Human Rights held at the Conference, which featured women from 25 countries who described the vast range of human rights abuses - from domestic violence to political persecution and violations of economic rights - that they confronted and survived. Resources contained in the book include: the sections of the Vienna Declaration pertaining to women; a list of UN Human Rights divisions; the petition to promote and protect women's human rights; an overview of hearings and tribunals from around the world; and a reading/contact list.

Available from:
Women, Inc.
777 UN Plaza
New York, NY 10017
USA
Tel (1 212) 687 8633
Fax (1 212) 661 2704

States of Injustice

Michael Spencer 1995, Pluto Press, 242pp., £14.95 (pb), £45.00 (hb)

With its focus on the unintended consequences of abolishing border restrictions, the author offers a succinct country-by-country summary of the state of civil rights in the European Union.

Available from:
Pluto Press
UK
Tel (44 181) 348 2724
Fax (44 181) 348 9133

Human rights manual

Human rights manual


This first edition was prepared primarily to assist government officials in their understanding of what constitutes 'human rights' today and their domestic and international significance. Subject matter includes: the international legal framework; international human rights instruments; the United Nations system of councils, commissions and committees; regional and NGO approaches and the 'good governance' debate. Some major human rights instruments are reprinted, and Australia's involvement is a theme throughout.

Human rights and US foreign policy


This report evaluates one aspect of US foreign policy: the promotion of international human rights and the rights of refugees. From the argument that stable governments which respect human rights make the best allies and economic partners, the report suggests that the re-evaluation of post-Cold War foreign policy should be premised on a focus on human rights.

In defence of rights: Attacks on lawyers and judges in 1993


The fifth edition of In defence of rights presents the data on 266 cases of abuse in 49 countries, affecting 415 individual judges and lawyers and 16 legal institutions and advocacy groups. "There is no more accurate barometer of the general civic health of a society than the way it treats its legal professionals." The Committee aims to hold governments to the International Bill of Human Rights.
The World Bank: Governance and human rights

The Lawyers Committee for Human Rights is a 16 year old non governmental human rights organisation composed of hundreds of US lawyers, attorneys and other volunteers from various law firms. This report examines the parameters and context of the governance debate within the World Bank; an understanding of both is indispensable in identifying areas of mutual interest between those seeking to promote respect for human rights and those seeking effective and sustainable development.

Available from:
Lawyers Committee for Human Rights
330 Seventh Avenue, 10th Floor
New York, NY 10001
USA
Tel (1 212) 9677 6170
Fax (1 212) 967 0916

War and hunger: Redefining international responses to complex emergencies

This edited collection comprises a series of essays analysing the relationship between famine, violence and human rights abuses, and international responses to conflict-related emergencies. The book draws on a range of disciplines, including political economy, international humanitarian law, sociology, anthropology and agricultural economics. It combines case study material from a range of countries with comparative analysis of international policy and practice in these complex situations.

Available from:
Plymbridge Distributors Customer Services, UK
Tel (44 1752) 695745
Fax (44 1752) 695699

The culture of violence

The editors, of this edited volume stress the interplay between traditional societies and modernisation (often outright 'Westernisation') with which they must cope. The resulting societal interplay erupts, from time to time, in violent form. The dozen papers in this important volume emphasise the important historical and geographical specificities of each case, the effects of technology transfer among different countries (a widening chasm) and of the global information revolution on traditional values (social breakdown). This landmark book is derived from a United Nations University programme on Governance and Conflict Resolution and a major international conference held in Lima, Peru, in 1991, under the programme's auspices.

Available from:
The University Bookshop
University of PNG
PO Box 114
University, NCD
Papua New Guinea

Pastoral development planning
Julian Prior 1994, Oxfam, A$26.95

Pastoral communities in Africa are as vulnerable today to drought, famine and environmental degradation as they were 40 years ago. Throughout this time, the efforts of development agencies have been largely at the technical level. Prior argues, however, that these initiatives are more relevant and sustainable if they are supported by social development to strengthen the institutions of pastoral communities. This book is based on a detailed case study of range management in North-West Somalia.

Available from:
World Vision Bookshop
1 Vision Drive
East Burwood, VIC 3151
Australia
Tel (03) 9287 2297
Fax (03) 9287 2427

Principles of Law in Papua New Guinea
Owen Jessup and John Luluaki 1994 (Second edition), University of PNG Press, 254pp., K22.40

This book covers marriage and de facto relationships, marital breakdown and divorce, financial claims, including compensation for adultery, property disputes, and maintenance of spouses and children, and adoption of children. It includes sections on adultery and enticement, and domestic violence. The book gives particular attention to the interaction and conflicts between customary family law and the written laws and procedures of the formal legal system. It discusses uncertainties in the laws and considers proposals for change.

Building international community: Cooperating for peace case studies

This book is a series of case studies outlining how the international community, through the United Nations, has endeavoured to respond to a variety of internal and external conflicts that have challenged international peace and security. Each of the case studies underlines the central importance of establishing the economic, social and political bases for stable peaceful relationships, and the need for greater use of preventive diplomacy to deal with impending problems at an early stage, while parties are still flexible and disputes still tractable. Case studies include: Cambodia, the Gulf War, former Yugoslavia, Afghanistan, South China Sea, Angola, Somalia, Namibia, El Salvador, Kashmir, Cyprus and Sinai.

Available from:
Allen & Unwin
PO Box 8500
9 Atchinson Street
St Leonards, NSW 2065
Australia

Available from:
Oxfam
1 Atchinson Street
St Leonards, NSW 2065
Australia
The progress of nations 1995

In this report, the nations of the world are ranked according to their achievements in child health, nutrition, education, family planning and the progress for women. With its accessible format comprising photos and text, this report is a useful teaching tool.

Available from:
Programme Publications, DH-9B UNICEF 3 UN Plaza New York, NY 10017 USA Fax (1 212) 755 1449

The Asia-Australia survey 1995
Centre for the Study of Australia-Asia Relations, (forthcoming), Griffith University, ISBN 0 7329 3187 8, 376pp., A$79.95 approx.

This comprehensive reference book provides the only detailed survey of Australia's relations with the countries of Asia. A thematic overview of relations with each country is followed by an assessment of multilateral diplomacy within the region. The first part concludes with an analysis of human rights issues throughout the region. Part two details the facts and figures of political and diplomatic, economic, security, and cultural relations. Contacts, journals and academic research centres are among other important entries in this resource.

Every woman's guide to getting into politics

A concise discussion of the Australian political system is followed by practical advice gleaned from women 'in the field' with the aim of demystifying the process of getting into, and staying in the game of Australian politics.

Newsletters and journals

International Journal of Discrimination and the Law

The International Journal of Discrimination and the Law encompasses a wide range of areas of discrimination including racism and sex discrimination, religious discrimination, the treatment of asylum-seekers and refugees, issues of immigration and nationality, discrimination on grounds of disability, sexual or political orientation, age and ill-health, in relation to access to employment, housing, education and other services. The provisions and operation of anti-discrimination law and problems with existing provisions and procedures are critically examined. Reviews of recent literature and decisions from a number of jurisdictions, reports and advance information on major conferences are regularly published.

For more information contact:
Dr Susan Easton
Department of Law
Brunel University
West London
Uxbridge UB8 3PH
UK
Tel (44 1895) 274 000
Fax (44 1895) 810 476

TI Newsletter

This newsletter is published by Transparency International (TI). It provides information on country updates of TI, excerpts from international press on business activities and corruption both in public and private sector in various countries of the world.

For more information contact:
Transparency International e.V.
Heylstrasse 33
D-10825, Berlin
Germany
Tel (49 30) 787 5908
Fax (49 30) 787 5707
E-mail ti@kabissa.com

Asia-Pacific Population Journal

This journal is published four times a year by the United Nations Economic and Social Commission for Asia and the Pacific. Its purpose is to provide a medium for the international exchange of knowledge, experience, ideas, technical information and data on all aspects of the field of population in order to assist developing countries in the region to improve the utilisation of data and information. Original contributions are invited, especially papers by authors from or familiar with the Asia-Pacific region.

For more information contact:
Chief, Population Division
Economic and Social Commission for Asia and the Pacific
United Nations Building
Rajdamnern Nok Avenue
Bangkok 10200
Thailand

ASIA VIEW

This is the newsletter of the Asia Research Centre at Murdoch University, Perth, Western Australia. The Asia Research Centre was established by the Australian Research Council to examine social, political and economic change in contemporary East and South East Asia and the consequences those changes have on Australia's relations with the region. ASIA VIEW will keep academic, business and government communities informed about the Centre's activities and research, and will note new developments. ASIA VIEW is produced three times a year in March, July and November, by the staff of the Asia Research Centre.

For more information contact:
Helen Bradbury
Asia Research Centre
Murdoch University, WA 6150
Australia
Tel (09) 360 2500
Fax (09) 310 4944
Women in Asia Newsletter

This newsletter is published and distributed by the Women's Caucus of the Asian Studies Association of Australia. Its goal is to promote the study of women in Asia and provide networks for women Asianists. Each issue of the newsletter provides a brief article from a guest columnist, a work in progress report from a postgraduate student, news and views, and a section which focuses on a particular theme.

For more information contact:
Anne Cullen
Subscription Officer
Women in Asia Newsletter
Faculty of Asian and International Studies
Griffith University
Nathan, QLD 4111
Australia

The Contemporary Pacific: A Journal of Island Affairs

This journal is interested in receiving scholarly articles on contemporary issues of concern in the Pacific Islands, with particular reference to the late 20th century. Articles on such issues as: urbanisation; culture change; decolonisation; dependency; development; and social and health issues. The journal is also interested in receiving works which address island art, vernacular literature, politics of representation, and critical theory approaches to contemporary Pacific topics.

For more information contact:
Dr David Hanlon
Editor, The Contemporary Pacific Centre for Pacific Islands Studies
University of Hawaii at Manoa
1890 East-West Road, Moore Hall, Room 215
Honolulu, HI 96822
USA
Tel (1 808) 956 9957
Fax (1 808) 956 7053

World Bank Policy Research Bulletin

This bulletin is published five times a year by the Bank's Research Advisory Staff. Each issue typically examines, in some depth, an issue of general interest in development economics, profiles current research projects in the Bank, and identifies recent Policy Research Working Papers which may be requested without charge.

For more information contact:
Ms Evelyn Alfaro
Room N9-017
The World Bank
1818 H Street, NW
Washington, DC 20433
USA
Fax (1 202) 477 0955

Information Update

This is a South African research-based journal which covers business and economic issues, social and political trends, community events and matters in the daily news. Information Update monitors public opinion through regular opinion surveys, and supplies the reader with information about the attitudes and perceptions of all South Africans on a variety of topics.

For more information contact:
Information Update
HSRC
Private Bag X41
Pretoria 0001
South Africa

CRDA News

This is the bi-monthly newsletter of the Christian Relief and Development Association. It welcomes news items and features from members and non members alike.

For more information contact:
PO Box 5674
Addis Ababa
Ethiopia
Tel (251 1) 65 0100
Fax (251 1) 65 2280

Asia-Pacific Economic Review

This international economic journal on the Asia-Pacific region is aimed at empirical economic analyses, from the more general descriptive but quantitative analyses through to advanced applied econometric research. It aims to be of interest to academic, private and public sector economists alike.

For more information contact:
The Economic Modelling Bureau of Australia
ANU, Canberra, ACT 0200
Australia

Pambu

Pambu is the newsletter of the Research School of Pacific Manuscripts Bureau.

For more information contact:
Adrian Cunningham
Acting Executive Officer
Research School of Pacific and Asian Studies
ANU, Canberra, ACT 0200
Fax (06) 249 0198
Tel (06) 249 2521
E-mail pambu@coombs.anu.edu.au

Population and Development Review

In each issue, internationally respected social scientists from a variety of disciplines (economics, sociology, political science, anthropology, geography, ecology) examine the transformation of human populations and societies in modern times and assess policy responses. The Review aims to discuss significant topics in a straightforward, jargon-free style, without undue simplification but without limiting access to the specialist. It includes reviews of new books, historical selections with a resonance for the contemporary debate on population issues, and official statements on population policy from around the world.

For more information contact:
The Population Council
One Dag Hammarskjold Plaza
New York, NY 10017
USA
This is the newsletter of the Institute of Agriculture and Women-in-Development, Sri Lanka. The focus will be on empowerment of women, their contribution to sustainable economic development and conservation of the environment.

For more information contact:
IAWID
41 2/1 Gregory’s Road
Colombo 7
Sri Lanka
Tel (94 1) 685 487/698 542
Fax (94 1) 692998

AGENDER

AGENDER is the sex discrimination newsletter. It is published twice yearly.

For more information contact:
HREOC Education and Promotion
GPO Box 5218
Sydney, NSW 2001
Australia

Water Newsletter

This newsletter deals with developments in water, sanitation and the environment.

For information contact:
PO Box 93190
2509 AD, The Hague
The Netherlands
Tel (31 70) 331 4133
Fax (31 70) 381 4034

Give a Hoot!

The One World Learning Centre projects through this newsletter its commitment to raising awareness and providing opportunities for learning and action about the causes of current political, economic and social injustices. It provides resources for loan and sale in Subiaco, Western Australia and in Canberra. It is currently under threat of funding cuts from AusAID.

For more information contact:
PO Box 944
Civic Square, ACT 2608
Australia
Tel (06) 247 5350
Fax (06) 257 8896

Monographs and reports

Economic, social and cultural human rights

Advisory Committee on Human Rights and Foreign Policy, Report No. 18, 1994

The report outlines the theoretical issues and vantage points in relation to strengthening of economic, social and cultural human rights and discusses the state of affairs with regard to the consolidation of these rights within various regional and international organisations.

For more information contact:
Advisory Committee on Human Rights and Foreign Policy
C/- Ministry of Foreign Affairs
PO Box 20061
2500 EB, The Hague
The Netherlands

Convention on the Rights of the Child

United Nations Centre for Human Rights and Unicef

This information kit provides introduction and an overview of the original Charter adopted by the forty-fourth United Nations General Assembly meeting in 1989 and subsequently signed by 61 countries of the world. It provides detailed background notes on the key terminology adopted by the Convention as well as unofficial summary of the main provisions.

For more information contact:
PO Box 93190
2509 AD, The Hague
The Netherlands

Workers’ rights in Asia


This briefing paper puts Community Aid Abroad’s position developed in consultation with our project partners. This position differs in some ways with that of the unions. Recommendations for Australian Government action are clearly outlined.

Available from:
Community Aid Abroad
156 George St, Fitzroy, VIC 3065
Australia
Tel (03) 9289 9444
Fax (03) 9419 5895

Conceptualising the Indian Ocean region as community of peoples

Curtin University of Technology, 1995

This is a report of a workshop held at the Curtin University of Technology by the Development Studies Research Unit and the South Asia Research Unit in December 1994. It provides a review of the discussions around the main themes of the conference.

Who’s telling the story?

Penny O’Donnell and Sue Cunningham (eds), Community Aid Abroad, A$15.00

This is a collection of papers from a conference on media and development in Australia and the region. This book takes a fresh look at media and development issues from the perspective of those working in the field.

Available from:
Community Aid Abroad
156 George St, Fitzroy, VIC 3065
Australia
Tel (03) 9289 9444
Fax (03) 9419 5895
Equity in employment


This is a guide for Australian aid agencies on affirmative action for equal employment opportunity, developed by the Australian Council for Overseas Aid. The manual caters to the specific needs of the Australian aid agencies taking account of their diverse characteristics including the small number of paid staff, high numbers of unpaid workers, limited career paths and promotion possibilities for workers, equity, justice and often Christian philosophies, and many other traits shared by the development assistance community.

Published by:
ACFOA
Private Bag 3
Deakin, ACT 2600
Australia
Tel (06) 285 1816
Fax (06) 285 1720
E-mail acfoa@peg.apc.org

Climate impact assessment methods for Asia and the Pacific


This publication contains papers presented at a symposium on climate impact assessment methods for Asia and the Pacific conducted in Canberra in 1993. The publication is intended to serve as a reference document for individuals and organisations in the private and public sectors involved in the assessment of impacts of climate change in the Asia and Pacific regions.

Available from:
AusAID
GPO Box 887
Canberra ACT 2601
Australia
Tel (06) 276 4757
Fax (06) 276 4864

Pacific Islands yearbook

Norman and Ngaire Douglas (eds), 17th edition, Fiji Times Ltd, A$74.61

Material for the Yearbook is derived from sources mostly official or semi-official. It contains an Islands summary, sections on Pacific chronology, Pacific Islands economies, decolonisation and political change, Pacific Islander migration and intergovernmental organisations, and entries on American Samoa, Clipperton Island, Cook Islands, Easter Island, Federated States of Micronesia, Fiji, French Polynesia, Guam, Hawai'i, Howland, Baker and Jarvis Islands, Irian Jaya, Johnston Island, Kiribati, Line Islands, Marshall Islands, Midway Island, Nauru, New Caledonia, New Zealand, Niue, Norfolk Island, Northern Marianas, Palau (Belau), Papua New Guinea, Pitcairn Islands, Solomon Islands, Tokelau, Tonga, Torres Strait Islands, Tuvalu, Vanuatu, Wake Island, Wallis and Futuna, and Western Samoa.

Available from:
Fiji Times Ltd
20 Gordon Street
Fiji

Honest dealing in international business: What role will Australia play

Jeremy Pope, March 1995, TI Australia, A$8.00 (including postage)

The report provides a brief overview of the activities of transparency international in various parts of the world and recommendations for public as well as the private sector in Australia for assisting in the fight against corrupt trade practices.

For more information contact:
TI-Australia
PO Box A2327
Sydney South, NSW 2000
Australia
Tel/Fax (02) 969 6854
E-mail tioz@ozemail.com.au

Working papers

Advisory Committee on Human Rights and Foreign Policy of the Netherlands

Economic, Social and Cultural Human Rights, 1994

The World Conference on Human Rights, 1993

Indigenous peoples, 1993

The traffic in persons, 1992

Humanitarian intervention, 1992

Available from:
Advisory Committee on Human Rights and Foreign Policy
C/- Ministry of Foreign Affairs
PO Box 20061
2500 EB, The Hague
The Netherlands

Overseas Development Institute, London

Briefing Papers

1995(3) May: Developing countries in the WTO

1995(2) April: EU aid post-Maastricht: Fifteen into One?

1995(1) March: Poor country debt: A never-ending story?

Papers available from:
Overseas Development Institute
Regent's College
Inner Circle
Regent's Park
London, NW1 4NS
United Kingdom

August 1995
Australian National University

Economics Division Working
Papers, Research School of Pacific
and Asian Studies

South Pacific (SP)

No. 95/4 Roman Grynberg and Matthew Powell, A review of the SPARTECA trade agreement, 1995

No. 95/3 E.K. Fisk, The subsistence sector in Pacific island countries, 1995

No. 95/2 Stephen Pollard, The Pacific tuna: towards policies that support sustained investment, 1995

No. 95/1 James Mak and Seiji Finch Naya, Is there a need for a Pacific islands development bank?, 1995

Development Issues (DI)

No. 95/2 David Throsby and Christopher Heaton, Postgraduate education of overseas students in Australia, 1995

No. 95/1 Frances Perkins and Martin Raiser, State enterprise reform and macro-economic stability in transition economies, 1995

No. 94/7 Ligang Song, Changing sources of international comparative advantage: a Bayesian estimation of the trade dependence model, 1994

No. 94/6 Suiwah Leung, Financial deregulation and trade expansion, 1994

No. 94/5 Alexander Agafonoff, Banco Solidario S.A., Microenterprise financing on a commercial scale in Bolivia, 1994

Papers available for A$10.00 each, plus postage from:
Reply Paid 440
Bibliotech
Canberra, ACT 0200
Australia

Griffith University

Centre for the Study of Australia:
Asia Relations (CSAAR)

Australia-Asia Papers

No. 74 Michael Wilson, The nuclear future: Asia and Australia and the 1995 Conference on Non-Proliferation, March 1995, A$12.00

No. 70 Pradeep Taneja, Hong Kong and Australia: Towards 1997 and Beyond, March 1994, A$10.00

Australians in Asia

No. 12 L.R. Humphreys, Seeds of progress: An agricultural scientist in Southeast Asia, November 1994, A$12.00

Papers available from:
Publications Officer
CSAAR
Faculty of Asian and International Studies
Griffith University, Qld 4111
Australia
The Australian Development Studies Network

• The Network offers a forum for discussion and debate of development issues.
• It provides members with up-to-date information and notices of forthcoming events.
• It helps members to inform each other about their work.
• It gives extensive, often annotated, listings of written and other information and education resources.
• Membership is open to anyone interested. Members come from fields as diverse as health, economics, agriculture, administration and human rights.

If you wish to join this growing group of development workers, professionals, academics, educators, administrators and policy-makers, please complete the form below and return it with your payment.

Mail To: Australian Development Studies Network
ANU
CANBERRA ACT 0200

Please find enclosed my annual membership/subscription fee of
☐ $25 Ordinary OR ☐ $15 Student Rate OR ☐ $50 Institutions/Libraries
for membership of the Australian Development Studies Network which includes a subscription to Development Bulletin and Briefing Papers.

NAME: _________________________________________
POSITION: _______________________________________
ORGANISATION: _________________________________
ADDRESS: _______________________________________
_________________________________________________
_________________________________________________
POSTCODE: ________
PHONE: ________________ FAX: ________________

NOTE: All cheques should be made payable to ANUTech Pty. Ltd.
The Open University, UK

Working for development

This is a truly excellent course on development, created by the Development Studies Group at the Open University. It is designed for self-study, and includes 65 hours study time.

For more information contact:
LMSO
The Open University
PO Box 188
Milton Keynes
MK7 6DH
UK
Fax (44 908) 654 320

The University of New England

Role of institutions in development

This course will appeal to planners and practitioners alike, who wish to have a greater understanding of the role of their organisation in the development of their country, and how this role may be improved. The course outline includes: background to development; institutional structures; evaluation of institutions; agricultural marketing; conflict resolution within institutions; constitutional constraints; and government institutions versus private enterprise. The course will be offered from 23 January to 16 February 1996.

Economics of resource and environmental management

This seven week course is scheduled to run from 16 April to 31 May 1996. Course outline includes: impacts of development and population growth on resource use; resource and environmental planning strategies; principles of resource economics; benefit-cost analysis, valuation of non priced goods; the project approach to resource development; principles of ecological economics; resource accounting; people's participation and gender aspects of resource management, and environmental impact assessment.

For more information contact:
Executive Officer
Development Studies Program
PO Box U298
University of New England
Armidale, NSW 2351
Australia
Tel (067) 733 248
Fax (067) 733 799
Australian National University

Environmental management - a gender balance approach

This four week course scheduled to run from 6 November - 8 December 1995, will examine methods of environmental management which fully value the contributions of both women and men. Participants will gain skills in gender-balanced environmental and social assessment, natural resource management and conflict resolution skills in the context of national goals and regional cultures.

Forestry planning and management

The course is designed to develop the skills of forestry professionals and rural project managers in the planning and sustainable management of forest and tree resources. The course will cover the planning and management of plantations, natural forests, small scale commercial forestry and community and agroforestry programmes within the framework of the project cycle. The course will be offered from 16 October to 8 December 1995.

For more information contact:
ANUTECH Pty Ltd
ANU, Canberra, ACT 0200
Australia
Tel (06) 249 4713
Fax (06) 249 5875

Gender training for trainers

The course aims to familiarise participants with the concept of gender and the need for and role of gender training in both the Australian and developing country contexts. This four week course will be offered from 16 October to 10 November 1995. The course is designed for government staff, NGO staff, consultants and individuals in developing countries who are already acting as gender trainers or who need/wish to become trainers in the field of Gender and Development. No prior familiarity with gender related issues will be assumed.

Child survival: Caring for children and their mothers

This four week course is concerned with the multiple social, environmental, demographic and medical factors which affect the health and survival of children. The course scheduled to run from 29 January to 23 February, 1996, focuses on strategies for analysing research findings on the many determinants of child health, and identifying their policy implications.

For more information contact:
Dr Christine McMurray
NCDS, ANU
Canberra, ACT 0200
Australia
Tel (06) 249 4705
Fax (06) 248 8805 / 249 5570

The University of Queensland

Promoting HIV prevention

This two week course will be re-offered from 30 October to 10 November 1995. It is suitable for health professionals, project managers and senior health education officers working within a large national or non governmental organisation HIV strategy. It is expected that the participants should have a good knowledge of HIV/AIDS at the start of the course.

Care and support for people affected by HIV/AIDS: Planning for the HIV epidemic

The course places care and support issues in the broader framework of the national AIDS programmes and the principles of primary health care. Participants will gain skills to anticipate the course of the epidemic, the burdens it will place on the health care system and strategies to respond efficiently and compassionately to infected persons, their families, friends and wider community. The course is scheduled for 13-24 November 1995.

For more information contact:
Ms G. Cohen or Dr A. Larson
ACITHN (Tropical Health Program)
The University of Queensland Medical School
Herston Road
Herston, QLD 4006
Australia
Tel (07) 365 5397
Fax (07) 365 5599
E-mail A.Larson@mailbox.uq.edu.au
Organisation Profiles

HURIGHTS OSAKA

HURIGHTS OSAKA is the Asia-Pacific Human Rights Information Center. The Center's goals include: promotion of human rights in the Asia-Pacific region; to convey the Asia-Pacific perspectives on human rights to the international community; to ensure that human rights principles are included in Japanese international cooperative activities, to contribute to the Asia-Pacific region; and to raise human rights awareness among the people to meet with the internationalisation in Japan.

The Center's activities include:

- information handling with collection of information on basic international human rights documents, information on social, economic and cultural situations in the region, and human rights education materials;
- research on a range of human rights issues in the region in collaboration with experts in Japan and the region as a whole;
- international education and training for human rights issues in the region;
- publication of a newsletter in English and Japanese, and in future production and publication of audio-visuals and materials based on research; and
- consultancy services to advise on human rights programmes and research.

The Center provides information to human rights organisations, NGOs, marginalised people, central and local governments, experts, the media and general public. It welcomes support such as information and document exchange, co-project programmes, financial support and all types of organisational support.

For more information contact:
Asia-Pacific Human Rights Information Center
15th F.L 2-1-1500
Benten 1-chome, Minato-ku
Osaka 552
Japan
Tel (81 6) 577 3577-8
Fax (81 6) 577 3583
The Chinese Economy Research Unit (CERU) is the focus of University of Adelaide’s research programmes on the Chinese economy. CERU’s research programme has included a variety of topics associated with the process of economic reform. It has, however, tended to concentrate on developments in rural China, especially the impact of reforms in agriculture and industry.

For more information contact:
Dr Christopher Findlay / Prof. Andrew Watson
Chinese Economy Research Unit
The University of Adelaide
Adelaide, SA 5005
Australia
Tel (08) 303 5756/303 5791
Fax (08) 303 4394/303 4388

World Vision Action Network

Action Network links together people who care about, and want to act upon, issues affecting the poor. It provides an opportunity to be involved in campaigning and raising awareness on behalf of needy people - another kind of support beyond giving money.

World Vision is already campaigning on issues like the Australian Government’s overseas aid levels, the exploitation of children by tourists and employers, and the use of landmines in war.

For more information contact:
World Vision Action Network
GPO Box 9944
Melbourne, VIC 3001
Australia
Fax (03) 287 2427

VANGO

The Vanuatu Association of Non Government Organisations (VANGO) is an umbrella organisation for indigenous and international NGOs working in Vanuatu. It aims at establishing a resource centre to support the work of VANGO’s members and make information about global issues accessible to the local community.

For more information contact:
Cathy Taylor
Resource Centre Coordinator
Private Mail Bag 096, Port Villa
Vanuatu
Tel (678) 26034
Fax (678) 26035

The Development Resource Centre

The Development Resource Centre is a library set up to provide information on global environment, development, peace and justice and human rights issues. The Centre contains library collections of Africa Information Centre (AIC), Amnesty International NZ (AI), Asia Pacific Workers Solidarity Links (APWSL), Centre for International Development (CID), Eritrea Support Group, Latin America Committee (LAC), Pacific Institute of Resource Management (PIRM), Vietnam and Cambodia Support Network, Volunteer Service Abroad (VSA), and Centre for International Development Education and Action (IDEA).

Subjects covered by the collection include: environment and climate change; food and health; agriculture and pesticides; indigenous peoples; sustainable and people-centered development; country-specific information (Africa, Latin America, Pacific and Asia); aid/development issues; third world politics and economics; peace and justice issues and disaster studies. The Centre also provides personal contacts within the development/environment/human rights sector nationwide and overseas.

For more information contact:
The Development Resource Centre
PO Box 12-440
Wellington
Aotearoa/ New Zealand
Tel (64 4) 472 9549
Fax (64 4) 472 6374

Non Government Organisations Disaster Relief Forum

The Non Government Organisation Disaster Relief Forum (NDRF) aims at establishing a forum for New Zealand NGOs involved in international disaster relief. Its key objectives include: to act as a coordinating point and forum for liaison with the New Zealand Government on matters relating to overseas disasters; to provide information to the media and the public on NDRF membership, contacts and concerns; to develop inter-agency cooperation through sharing of experiences and information concerning international disasters and relief activity; to facilitate greater awareness and interest in potential and existing international disaster situations; and to promote greater understanding of the relationship between disasters and development.

For more information contact:
NDRF
C/- Council for International Development
PO Box 12-470
Wellington
New Zealand
Relief and Rehabilitation Network

The Network provides a forum for discussion and debate concerning relief and rehabilitation primarily targeted at NGO practitioners, but also valuable to academics, bilateral and multilateral agency staff. The Network produces a newsletter reporting on topical issues in the humanitarian relief system, updates on major disasters, good practice reviews, and network papers.

For more information contact:
Nathalie Shellard
Relief and Rehabilitation Network
Overseas Development Institute
Regent's College
Inner Circle, Regent's Park
London NW1 4NS
UK
Tel (44 171) 487 7413
Fax (44 171) 487 7590

International Council on Social Welfare

The International Council on Social Welfare (ICSW) is a global and regional, non government body which seeks to promote social welfare, social development and social justice. It develops and advocates policies which are designed to help people who are living in poverty or experiencing some other form of severe hardship. It is especially active in the Asia-Pacific region, with member organisations in more than 20 countries.

ICSW was closely involved in preparations for the ESCAP Ministerial Conference on Social Development in Manila in 1994 and for the World Summit for Social Development in Copenhagen earlier this year. Amongst other things, ICSW joined with ESCAP in organising a Social Development Seminar in Bangkok last July which enabled more than 100 NGOs from throughout the region to prepare a detailed response to ESCAP's draft Agenda for Social Development before it was finalised for consideration in Manila.

For more information contact:
380 St Antoines St, Suite 200
Montreal, Quebec
H2Y 3X7
Canada
Fax (514) 987 1567

Materials

Working for Development Study Pack

This pack was produced by The Open University’s Development Studies Group and is for workers and trainers in development organisations. Priced at £53.94, it contains the books Poverty and development in the 1990s, a Third World atlas, a video cassette and video notes, case study and study guide. It is designed for self study, but is organised around themes and activities so that trainers and educators can easily adapt the materials for use in internal training or development education work.

For more information contact:
LMSO
The Open University
PO Box 188
Milton Keynes
MK7 6DH
UK
Fax (44 908) 654 320

Pacific profiles on computer disk

Up-to-date information at your fingertips on topics such as demography, environment, economy, politics and government, education and health, and much more in text, tables and charts. Disk profiles available now include Ppol 1 Polynesia, PMel 1 Melanesia, PMic 1 Micronesia, SPF 1-2 South Pacific Forum (not including Australia and New Zealand). A$16.95 per disk includes postage within Australia, New Zealand and South Pacific, US$16.95 per disk elsewhere. Please specify formats when ordering.

For more information contact:
Pacific Profiles
PO Box 229
Alstonville, NSW 2477
Tel/Fax (066) 280 083

World resources 1994-95: A guide to the global environment

This is a publication of the World Resources Institute with UNEP and UNDP. It provides an assessment of the world’s natural resource base, featuring sections on natural-resource consumption, population growth and the environment, and the role of women in sustainable development. It also contains more than 130 pages of data tables covering 152 countries and a wide range of charts, maps and figures.
The PRA report: Walking in their shoes

This video documents parts of the staff training exercise in Participatory Rural Appraisal (PRA) in Zambia. Interviews with World Vision staff, interspersed with footage from the PRA exercises, reveal much about the situations encountered and personal insights gained. The video fills in the gap between theory and practice, with a picture of what it looks and feels like to be 'doing PRA' in the field.

For more information contact:
World Vision Australia
Research and Policy Unit
GPO Box 399C, VIC 3001
Australia
Fax (03) 287 2427

Changing Times Package

This package (book, video and facilitators guide) is now out of print. Copies can be obtained for A$90 from:

Video Education Australia,
111A Mitchell St., Bendigo,
Victoria 3550
Australia
Tel (054) 42 2433
Fax (054) 41 1148.

Electronic forum

Internet Research Electronic Networking Applications and Policy

This international, refereed quarterly provides coverage of the rapidly growing use of electronic networks. Annual subscription to IRENAP is US$145 and is available through the publishers:

Customer Representative
MCB University Ltd.
PO Box 10812
Birmingham
AL 35201-0812
UK

IRENAP has a WWW site:
http://volvo.gslib.utexas.edu/~IRjml/IR_home.html

Australia South Pacific Community Computing Free-Net Access Discussion Group

With subscribers in Australia, New Zealand, USA and Canada, membership is rapidly expanding.

Email only:
listproc@socs.uts.edu.au and typesub fnoz
(your name/interests)
then correspond with the group at:
fnoz@socs.uts.edu.au

The Demography Page

Provides a comprehensive listing to all ftp, wais, gopher and WWW servers in the demographic and population studies field. Maintained by the Australian National University, the page provides access to the Census Bureau's gopher and ftp service. There are many other features to this page which make it an important resource for researchers.

Available via the World Wide Web service at:
http://coombs.anu.edu.au/
resfacilities/demographypage.html

List for Historical Demographers

H-DEMOG is intended to provide scholars for all disciplines addressing historical populations and population change with a forum to discuss theories, teaching and research methods, and findings. If demand is sufficient, a historical demography gopher pointing to historical documents, census data etc. will be developed. Other features include an upcoming plan to provide referees and publish scholarly works, a Book Review Forum, relevant job postings, conference calender and reports, and fellowship announcements.

To subscribe, send the following message to h-demog@uicvm.uic.edu; (bitnet users: h-demog@uicvm) but replace the angle brackets and contents with your information:
sub h-demog<firstname> <lastname> <institution>

PeaceNet

PeaceNet is a non-profit progressive networking service. For the latest on issues such as the status of the nuclear testing and the relevant addresses for your individual activism, contact Daryl Kimball at PSR National by email to:
daryl.kimball@environet.org
or send a message to: peacenet-info@igc.apc.org
Science, Technology & Development

This refereed journal is open to contributions treating science and technology which could be applied to the benefit of the people of the Third World. Short reports, items for the News and Events section and Institution profiles are welcomed.

Send articles, communications and requests for further information to either:
Grima Zawdie at G.Zawdie@strath.ac.uk
Dipak Ghosh at dipak.ghosh@stir.ac.uk

International Development Research Centre

The IDRC Canada is pleased to announce its new program, Pan Asia Networking (PAN). Information about PAN may be accessed through the WWW of its Asia Regional Office at the following URL:

http://www.idrc.org.sg/
or send mail to:
Pan Asia@idrc.org.sg

PNG Information Databases

The Papua New Guinean Government is developing two computer-based information packages on Papua New Guinea to help planners in various fields.

The Village Services and Provincial Affairs database will show all census units, with their geographical features, population, and services by sector. The information includes communications, health and sanitation, education, law and order, economic activities, church, women and youth, sports and other activities. The database will be used as a local-level planning tool for government and non-government services. It is being developed in cooperation with the National Mapping Bureau, National Statistical Office, and provincial government.

The PNG Resource Information System (PNGRIS) database includes physical features, climate, soil, vegetation, village locations, population, current land use and economic activity.

Population Index

Two volumes of the quarterly demographic bibliography are now available on the World Wide Web.

Point your Web browser to the following URL:
http://opr.princeton.edu/pi/index.htm
or send mail to:
popindex@princeton.edu

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Style
Quotation marks should be double; single within double.
Spelling: English (OED with ‘-ise’ endings).

Notes
(a) Simple references without accompanying comments to be inserted in brackets at appropriate place in text, eg. (Yung 1989).
(b) References with comments should be kept to a minimum and appear as endnotes, indicated consecutively through the article by numerals in superscript.

Reference list
If references are used, a reference list should appear at the end of the text. It should contain all the works referred to, listed alphabetically by author’s surname (or name of sponsoring body where there is not identifiable author). Authors should make sure that there is a strict correspondence between the names and years in the text and those on the reference list. Book titles and names of journals should be italicised or underlined; titles of articles should be in single inverted commas. Style should follow: author’s surname, forename and or initials, date, title of publication, publisher and place of publication. Journal references should include volume, number (in brackets), date and page numbers. Examples:

Publication/resource listings
An important task of the Network is to keep members up-to-date with the latest literature and other resources dealing with development-related topics. To make it as easy as possible for readers to obtain the publications listed, please include price information (including postage) and the source from which materials can be obtained.