



Australian
Human Rights
Commission

Concept Paper for a National Anti-Racism Framework

Australian Human Rights Commission

March 2021

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1 Introduction

As Race Discrimination Commissioner, I am deeply troubled by a resurgence in racism being experienced in Australia and across the globe. This has been painfully apparent over the past year.

The Black Lives Matter movement has highlighted injustices experienced by people from culturally diverse backgrounds and by Aboriginal and Torres Strait Islander peoples.

The COVID-19 pandemic has exposed ugly racism against people of Asian descent here in Australia. And ASIO and the Australian Federal Police have repeatedly identified home grown terrorism and extremism as a significant threat to the national security of Australia.

It is also now just over two years since the terrible events in Christchurch, New Zealand, where an Australian man murdered 51 people, and attempted to murder another 40 people. The New Zealand Royal Commission into that event described it as 'deplorable and incomprehensible'.

The report of that Royal Commission was released in late December 2020. It noted that societies that become polarised around difference, are likely to see radicalised ideologies develop and flourish. It also identified that efforts to build social cohesion are important in preventing or countering such extremism.

We stand at an important moment in our nation's development. The challenges we face to maintain a peaceful, harmonious multicultural society are many. The opportunities we have before us to transform relations with Indigenous peoples and eliminate racism, for example, are substantial.

I wholeheartedly agree with Reconciliation Australia, as it states in its latest State of Reconciliation report, that we are at a tipping point, and as a nation we need to move from a space of 'safe' to 'brave' on issues affecting Aboriginal and Torres Strait Islander peoples.¹ This bravery is needed on all issues relating to racism and inclusion in Australia.

¹ Reconciliation Australia, 2021 State of Reconciliation in Australia, Moving from Safe to Brave, p. 4; https://www.reconciliation.org.au/wp-content/uploads/2021/01/state-of-reconciliation-2021-full-report_web.pdf

And so today I am calling on the Australian Government to implement a National Anti-Racism Framework.

Such a Framework would outline a coordinated, shared vision to tackle racism and promote racial equality in Australia. It would be a statement of our commitment to tackling racism and our intention to protect and promote racial equality. The Framework would seek to not only guide work to address racism but also reflect our commitment to inclusion, equality and social cohesion. It would be an important step in building a common vision of the society we want to build.

It is time that we looked at the scourge of racism in the same way that we look at the scourge of domestic violence, or child abuse. On those issues we have in place longstanding national frameworks, signed onto by all governments in Australia with multi-year plans with priorities, backed up by measurement and evaluation.

Let me be clear: racism is a significant economic, social and national security threat to Australia. It is time we treated it as such.

We need a new approach to combatting racism – one that is more cohesive across government, that builds community partnerships to prevent racism from flourishing, and one that is smarter and more effective.

This paper sets out my initial thinking as Race Discrimination Commissioner of the key elements of a new approach to anti-racism for Australia.

Ultimately, addressing racism is a responsibility for all of us. It is not exclusively the domain of government, nor of any one sector of the community.

My approach will be to build consensus on the need for such a framework and the measures it sets out. The community should embrace the need for change as much as government should.

I look forward to engaging with the community and government in the coming months to discuss the key elements of this new approach to anti-racism and to move towards its implementation over the coming years.

Have your say on the key elements of a new national framework on anti-racism and social cohesion

Over the coming months, the Australian Human Rights Commission will be engaging with the community sector to obtain your feedback on the key

elements of a new anti-racism framework. We will convene workshops with peak sector bodies and provide an opportunity for public comment through our website.

We will also be engaging with government departments and ministers to identify the existing gaps in services, data needs, and ways to improve the approach of government to this critical issue. You can keep up to date with developments here: <https://humanrights.gov.au/our-work/race-discrimination/projects/national-anti-racism-framework>

2 Why do we need a National Anti-Racism Framework?

There are a range of factors that have led me to the view that we need to do more and to do it differently.

1. **We lack a clear articulation of what government has committed to doing and is doing to address racism at the national level:**
 - to understand different dimensions and contributory factors;
 - to identify the different levers and roles of different actors in society (and across government)
 - to take action to prevent racism and to respond to it effectively where it occurs.

There are no stated linkages to approach to dealing with racism at the state and territory level; no agreed or coherent national approach.

2. **There is a need to ensure that measures to address racism are complemented by measures to build social cohesion:** It is often not understood that there exists a clear linkage between experiences of discrimination and racism, and social exclusion. Measures to address racism will be more effective when accompanied by measures to promote social cohesion, inclusion and equal opportunity and participation. There is a need for national support for measures that address systemic and structural barriers to the full participation of culturally diverse groups in public life, and the role of this in combatting racism and confronting stereotypes.

3. **Existing anti-racism and racial equality measures that are in place are not acknowledged:** There is limited visibility and understanding of anti-racism and racial equality measures and their impact across Australia; opportunities for partnerships and collaborations are missed; data and evidence including around the evaluation of effective measures is not uniformly collated and shared; limited resources are not maximised.
4. **There is a need for comprehensive, national data to inform, guide and deliver effective anti-racism and racial equality initiatives:**
Robust, nationally consistent data about racism and racial inequality is not available in Australia; lack of this evidence base and transparency affects confidence about anti-racism and racial equality initiatives; adequate resourcing is not assured; priority areas are difficult to identify.
5. **There is growing community awareness and concern about racism in Australia** – racism remains a problem in Australia as demonstrated most recently by:
 - anti-Asian sentiment during the COVID-19 pandemic
 - anti-Muslim sentiment, fears of which were exacerbated by the Christchurch mosque attack in New Zealand in 2019
 - concern from ASIO and the AFP about the growth in far-right extremism in Australia
 - public concern about the treatment of Aboriginal and Torres Strait Islander peoples (for example, through the Black Lives Matter protests globally and in Australia)
 - lingering concerns about racism in sport, with high profile incidents in major sporting codes and among spectators
 - growing public support for recognising the situation of Aboriginal and Torres Strait Islander peoples, through the Uluru Statement from the Heart
 - State and Territory initiatives around treaties and truth telling with Aboriginal and Torres Strait Islander peoples.
6. **It is in the national interest to counter racism and achieve racial equality:** Australia's defence of its national security and national interest does not depend only on military and cyber defence but also on our capacity to protect our social order, peace, and unity. Increased global

tensions, in particular, have the potential to increase social tensions within Australia.

7. **There is a need for greater community understanding of the different dimensions of racism and racial inequality in Australia:** Experiences of racism, discrimination and hatred vary and are experienced differently, ranging from:
 - Verbal abuse and expressions of hate and violence from anonymous encounters
 - Everyday racism like off-hand jokes and comments that reinforce negative stereotypes or prejudices about people based on their race, colour or ethnicity
 - Institutionalised forms of racial discrimination
 - Systemic issues that disproportionately impact certain groups identifiable by race (e.g. Aboriginal people and Torres Strait Islander people, Sudanese people)
 - Lack of cultural diversity in leadership across government and business
 - Fearmongering about asylum seekers and Muslims, often containing racial undertones.
8. **There is growing community momentum to do more to tackle racism and achieve racial equality:** Ranging from statements in federal parliament condemning racism; discrete actions taken at the national and state and territory level in the context of COVID-19; community petitions on the need for a stronger national approach to anti-racism and working towards equal participation and representation; widespread informal, community led campaigning for change using social media.
9. **The Australian Government has already committed to taking action to address racism, especially as experienced by Aboriginal and Torres Strait Islander peoples, but further action is required and we need different approaches to achieve these commitments.** This is most notably through commitments made by all Australian governments in the National Agreement on Closing the Gap and through the process to develop a national voice for Aboriginal and Torres Strait Islander peoples. Addressing systemic, institutionalised racism is also identified as a key priority in the Aboriginal and Torres Strait Islander Social Justice Commissioner's *Wiyi Yanu U Thangani* report of 2020, and by Reconciliation

Australia in its latest State of Reconciliation Report.

10. **There are potentially significant economic consequences for Australia from not tackling racism and racial inequality:** With racism being a significant concern of other countries, and statements from key economic partners that may impact on significant sectors such as international students. There is increasing evidence from research about the costs of racism to the economy and the benefits of more equitable participation in all aspects of public life. This includes consumer boycotts, such as companies deciding to remove advertising from certain media and grassroots product boycotts.

3 How could a National Framework operate?

11. National frameworks exist across many issues as a way of guiding action by government/s, the third sector, business and community partners on issues of significant concern. They assist in defining challenges, creating awareness of these and ensuring public commitment to addressing them.
12. A national framework on anti-racism would be a central reference point for actions on anti-racism to be undertaken by government, the Commission, NGOs, business, educators, health professionals, police, other justice authorities, civil society, and the community.
13. A national anti-racism framework would provide a basis for all Australian governments to commit to combatting racism in Australia. It would:
- Affirm Australia as a country committed to racial equality, fairness, and justice
 - Identify the different, complementary measures that form part of a comprehensive response to racism and its prevention
 - Set measurable targets
 - Include the capacity for partnerships across society to address racism, acknowledging that it will require action from across the community, business, and government sectors
 - Ensure accountability mechanisms to measure progress over time in reducing the incidence of racism.
14. A national framework would also:

- Identify opportunities to address racism through different national frameworks (for example, by targeting experiences of systemic discrimination in workplaces, in care and protection or criminal justice; ensuring groups who disproportionately experience poverty, marginalisation or other inequality are not left behind)
- Sit alongside national policy frameworks on multiculturalism, reconciliation, and social inclusion
- Identify responsibilities and responses at all levels of government (federal, state, and local)
- Link to key educational frameworks to ensure broad community understanding of anti-racism and cultural diversity
- Build cultural competency in key public institutions.

15. A national framework would focus on the necessity to address racism through complementary measures such as:

- Addressing the unacceptable problem of racism
- Empowering bystanders to support victims of racism
- Encouraging allyship
- Empowering victims of racism to seek redress and providing them with support
- Building community cohesion and resilience, as a counterpoint to racism.
- Strengthening laws and sanctions against racial discrimination and hate.

16. A national framework would ensure anti-racism and racial equality measures effectively target differential outcomes in areas like education, employment, housing, and health. Great Britain's Equality and Human Rights Commission's equality reporting, shared in the [Is Britain Fairer?](https://www.equalityhumanrights.com/en/britain-fairer#:~:text=This%20is%20the%20most%20comprehensive,life%20chances%20in%20Britain%20today)² reports, provides an example of how evidence-based equality reporting can reveal disparity in outcomes

² <https://www.equalityhumanrights.com/en/britain-fairer#:~:text=This%20is%20the%20most%20comprehensive,life%20chances%20in%20Britain%20today>. Accessed 31/07/20.

4 What principles could guide a National Framework?

17. A national framework should build on shared values of equality, freedom, fairness and a 'fair go'.

18. It should recognise and acknowledge Australia's:

- Ancient Indigenous heritage and the unique place of Aboriginal and Torres Strait Islander peoples in Australia.³
- British heritage, and
- Diverse multicultural heritage, with waves of migrants from different parts of the world.

19. A national framework should also acknowledge Australia's geo-political location in the Asia-Pacific region in the 'Asian century' as well as being capable of embracing the history and circumstances of Australia's diverse diaspora communities.

20. The national framework should be designed to recognise and address intersectional experiences of racism. Conceptualising discrimination on the basis of race, colour, descent or national or ethnic origin in isolation limits the effectiveness of equality measures. People can be disproportionately affected and disadvantaged at the intersection of two or more attributes for example by race interacting with age, gender, sexual orientation, or having a disability. The framework must take an intersectional approach, recognising the consequences of two or more forms of discrimination interacting.

21. It should be informed by Australia's human rights obligations. Under the International Convention the Elimination of All Forms of Racial Discrimination this includes undertaking measures such as the following:

- Art 2.1 (a): Governments take measures to ensure that no public authority or institution engages in racial discrimination

³ Senator Dodson, https://parlinfo.aph.gov.au/parlInfo/download/chamber/hansards/f0da77eadf1b-49bb-a70d-4c511f0c093e/toc_pdf/Senate_2020_06_17_7788.pdf;fileType=application%2Fpdf

- Art 2.1(c): regular review of governmental policies that create or perpetuate racial discrimination (such as UK racial audit process)
- Art 2.1(d): effective legal prohibitions of racial discrimination
- Art 2.1(e): strengthening of multiculturalism
- Art 2.2: Adoption of positive or special measures to address inequalities experienced on the basis of race
- Art 4: protection against dissemination of racial propaganda and race hate
- Art 5: guarantees of equality before the law on the basis of race in relation to civil and political and economic, social and cultural rights
- Art 6: guarantee of effective protection against racial discrimination and remedies
- Art 7: measures to combat prejudices (through teaching, education, culture and information) and to promote understanding, tolerance and friendship.

22. The most recent concluding observations of the UN Committee on the Elimination of Racial Discrimination sets out a range of key issues to be addressed in relation to Australia's obligations under the ICERD. It includes:

- Incorporation of the Convention into law
- Disaggregated data
- Anti-racism campaigns
- Education and training of public officials
- Recognition of Indigenous peoples
- Special measures to address inequality experienced by Indigenous people
- Support for migrant workers about their rights
- Culturally appropriate service delivery.

23. The national framework should also be informed by Australia's other relevant obligations under international law including obligations under the Convention on the Elimination of all Forms of Discrimination against Women, the Convention on the Rights of the Child and the Convention on the Rights of Persons with Disabilities. These human rights instruments elaborate standards that are relevant to intersectional experiences of

racism.

24. The national framework should also be guided by the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). This requires that mechanisms and structural reforms be in place to guarantee that Aboriginal and Torres Strait Islander peoples can meaningfully participate in, and have control over, the policy and legislative decision-making that affects them. (see Article 18 and Articles 19, 3 and 4). This is particularly relevant to ensuring the national framework can tackle experiences of systemic discrimination against Indigenous peoples.

25. The Commission's *Free and Equal* process identifies an approach to human rights more broadly that is proactive and preventative in focus. In relation to racism, a rights-based approach requires governments to:

- **Respect:** Governments do not discriminate through their own actions
- **Protect:** Governments put in place protective measures (such as laws, educative measures) to prevent others from breaching human rights, and provide effective remedies where breaches occur
- **Fulfil:** Governments take measures to ensure equal enjoyment of human rights and address inequality (especially structural or institutional discrimination).

5 How would the National Framework be developed?

26. The Race Discrimination Commissioner intends to use his statutory functions under the *Racial Discrimination Act 1975* (Cth) to conduct national consultations on the scope and design of a draft national anti-racism framework.

27. The development process will involve engagement from:

- community and civil society peak organisations including peak Indigenous and multicultural community stakeholders, and researchers
- a public submission process (through the Commission's 'Have your say' consultation hub)

- government representatives from across departments and layers of government.
28. The Commissioner will work collegiately with his colleague commissioners at the Australian Human Rights Commission, especially as relates to Aboriginal and Torres Strait Islander Social Justice, Sex Discrimination and Children.
29. Guidance in developing the framework should be taken from other national frameworks (e.g. [National Plan to reduce violence against women and their children](#); [National framework for protecting Australia's children](#)) as these will identify a range of core elements for inclusion in any framework (e.g. data collection).
30. The Commission will also invite governments to identify the key thematic action areas that they see as priorities for such a framework.
31. A report setting out the Race Discrimination Commissioner's views on what an effective national framework would look like will then be provided to the federal government and publicly released. This will identify actions that should be taken by different sectors of society and government.
32. Throughout the consultation and development process, the Race Discrimination Commissioner intends to maintain close discussions and cooperation with the Australian Government to ensure that the framework proposal and individual priorities identified within it are known to the government, in order for the government to commit to implementing the framework and its proposed actions.
33. The framework would provide a longer-term basis for actions on anti-racism. Inevitably, it would require funding and other commitments that would progressively be pursued over time.

6 Examples of what a National Framework might look like

34. There are many ways that a national framework could be devised.

35. As an example, below is an extract from a previous racial equality framework developed by the former Race Discrimination Commissioner, Dr Helen Szoke, in 2012. As she explained in the framework document ‘we need to focus not just on eliminating racism, but also on how to build racial equality.’

Aims	Areas of effort	Priorities
Ensuring social and economic outcomes	Reducing inequality and improving life chances	Advocate for Government policies and programs to be implemented in ways which protect and promote the human rights of all racial and ethnic groups in Australia
	Supporting sustainable employment outcomes	Identify opportunities to support and promote good practice initiatives to achieve employment outcomes for vulnerable racial and ethnic groups
	Recognition of overseas qualifications	Work with bodies that regulate professions to identify and address any systemic inequalities in the recognition of overseas qualifications
	Supporting inclusive education	Identify opportunities for partnerships to support the inclusiveness of the education system for young people of all

		racial and ethnic backgrounds
	Investing in language proficiency and competency	Engage with the settlement sector to address barriers to the use of qualified interpreters in service delivery
	Improving cultural competence for appropriate and quality service provision	Partner with public sector agencies to improve cultural competency in the delivery of government services
Building a strong legal framework	Improving protections against discrimination	Develop resources to help business understand and comply with their obligations regarding racial discrimination under Federal law
	Constitutional Recognition of Aboriginal and Torres Strait Islander peoples	Support the community education campaign for constitutional recognition of Aboriginal and Torres Strait Islander peoples
	Implementation of the Declaration of the Rights of Indigenous Peoples	Advocate for the implementation of the Declaration of the Rights of Indigenous Peoples.

	Protection of workplace rights for all people, including temporary migrant workers	Work with employer bodies, unions, and other regulators to identify and address practices which may contribute to employment discrimination
Preventing racism and racial hatred	Raising awareness of racism and supporting responses to it	Implementation of the National Anti-Racism Strategy with a particular focus on young people
	Combating cyber racism as an emerging form of bullying and racial hatred	Build on previous work of the Commission to improve industry, regulatory and community responses to cyber-racism
	Improving responses to racial hatred and violence	Contribute to any consideration of changes to Australia's legal protections in relation to racial hatred and violence
Leadership in support of Australia's diverse communities	Encouraging leadership in employment to support equal participation at all levels	Support initiatives to improve cultural diversity in the leadership of private and public sector agencies.

	Enhancing diversity of representation in the entertainment industry	Identify opportunities to work with industry and its representative bodies to encourage its diversification
	Building collaboration and cooperation through the media	Work with the media industry and regulatory bodies to address reporting of race issues

36. The Commission's Free and Equal Issues paper sets out actions that might form part of a rights-based approach and which may also form the basis for actions in a national anti-racism framework.

OBLIGATION OF GOVERNMENT



RESPECT Own actions do not breach human rights

Human rights are protected in Australian law and remedies are provided for breaches when they occur

Consideration is given to the human rights impact of laws, policy and practice

Mechanisms exist to enable the participation of affected groups in law and policy making

The gender and child's rights impact of laws and policy is understood



PROTECT Action taken by government to prevent others from breaching human rights and obligations on people and institutions across the community to respect human rights

Laws prevent discrimination and provide remedies for breaches

Business obligations to respect and protect human rights (eg human rights due diligence to identify, prevent and account for human rights risks and impacts,)

Human rights education initiatives build awareness of rights and responsibilities in the community

Partnerships between government, business and community sectors to protect human rights



FULFIL Positive actions taken to advance human rights

Programs exist that provide access to basic social services (eg health care; free education for children, and income support)

Targeted programs exist to address known inequalities (eg Close the Gap; National frameworks on family violence, child protection National Disability Insurance Scheme etc)

Proactive planning and measurement frameworks address priority human rights issues (eg national action plan on human rights; national implementation mechanism for Sustainable Development Goals)

Access to justice measures support people to know and protect their rights (legal assistance; advisory services)

37. International anti-racism initiatives also provide useful reference for the development of an Australian anti-racism framework.

Canada's Anti-Racism Strategy 2019-22

38. Canada has developed a three-year anti-racism strategic plan - [*Building a Foundation for Change: Canada's Anti-Racism Strategy 2019-2022*](#).
39. The Strategy states it is guided by a vision of Canada where all Canadians benefit from equitable access to and participation in the economic, cultural, social, and political spheres.
40. The Strategy takes a human rights approach which is reflected in its guiding principles:
- i. **Demonstrating Federal Leadership:**
The Government of Canada committed itself to taking a lead role in addressing systemic racism and discrimination when this was found to exist within national institutions and in public policies, programs, and services.
An Anti-Racism Secretariat was established to lead a whole of government approach to coordinate national action and identify and develop further areas for action through engagement with communities and Indigenous peoples, stakeholders, and other levels of government.
 - ii. **Empowering Communities:**
Indigenous peoples and communities on the ground who have expertise in addressing various forms of racism and discrimination will be supported. Funding for projects and capacity building at the community level will be recognised and outcomes enhanced through community expertise.
Funding support was committed for local, regional, and national employment, social participation and justice initiatives and outcomes-based activities.
 - iii. **Building Awareness and Changing Attitudes:**
Increasing awareness of the historical roots of racism and discrimination, and their impacts on communities and Indigenous peoples was identified as a priority. Public education and awareness, an indigenous focused approach, addressing hate

crimes and combatting online hate and the collection of data and evidence were identified as activities to progress the Strategy.

The United Kingdom's Race Disparity Audit

41. In the United Kingdom in August 2016 the Prime Minister announced the Race Disparity Audit. The Audit aimed to shine a light on how people of different ethnicities are treated across public services including health, education, employment, and the criminal justice system by publishing data held by the Government. The initial results were [reported](#) in October 2017 and updated in March 2018.
42. The Audit was conducted by a specialist unit, the Race Disparity Unit, working from within the Cabinet Office. A wide range of people helped to produce the Audit, including academics, experts, and external partners.
43. The results of the initial Audit showed a complex national picture of racial disparity outcomes in the United Kingdom. Across some measures there were significant disparities between and within ethnic groups, and in others there was a narrowing of the gaps between ethnicities. There were also significant differences in outcomes in different parts of the United Kingdom.
44. The Audit required all Government Departments to identify what data they held on UK public services that could be analysed by ethnicity. The review identified a vast amount of information, some of which was already published and some that had not yet been analysed for ethnic differences. The data identified by the Audit was very varied in quality and depth. It spanned the Census, published official statistics, numerous Government surveys and Departments' own administrative records.
45. All of the collated data was made available on <https://www.ethnicity-facts-figures.service.gov.uk>. The Ethnicity Facts and Figures website was developed in parallel with extensive research with different types of user, and with reference to the UK Government's Digital Service Standard and good practice in presenting UK official statistics. The content seeks to present, in one easily accessible place, the experiences and outcomes

of people of all ethnicities across public services.

46. The data is presented under themes adapted from the Equality Measurement Framework, developed by the UK's Equality and Human Rights Commission, to reflect the range of data held by Departments and user research on how it is best organised.
47. It was intended that the Ethnicity Facts and Figures website be a permanent resource. Since the initial report, the measures have been updated as data changes and new measures have been added over time.
48. The above international examples have been drawn on to spark further discussion. Any framing of an Australian framework should be subject to intensive debate and consideration of different options. The model proposed below identifies guiding principles, national outcome areas with key strategies and actions for these.

7 Key elements of a proposed National Framework

49. The above international examples have been drawn on to spark further discussion. Any framing of an Australian framework should be subject to intensive debate and consideration of different options.
50. The Race Discrimination Commissioner has prepared the below model as a starting point for community consultation by the Commission in the coming months. It identifies guiding principles, national outcome areas with key strategies and actions for these.



51. The framework should include guiding principles that broadly state the objectives and intent of the framework. It might include the following.

Proposed Guiding Principles

1. Acknowledge and recognise Australia's Indigenous peoples, celebrate their cultures and histories, and champion their rights.
2. Acknowledge and recognise Australia's British and migrant heritage, and the complex nature of the cultural diversity of modern Australia.
3. Reflect Australia's commitment to democracy, the rule of law and upholding human rights and fundamental freedoms.
4. Acknowledge the fundamental importance of the right to non-discrimination in Australia.
5. Protect and promote the right of equality before the law and equal opportunity to enjoy all areas of life.
6. Recognise intersectional experiences of racial discrimination.
7. Racism and racial discrimination cause significant harm to individuals, communities, and Australian society.
8. Racism takes many forms (e.g. individual, vilification / abuse, institutional or systemic) and is experienced and impacts on people in different ways.

52. Actions in the national framework should be built around outcome areas. The following eight action areas are proposed.

Proposed National Outcomes

National Outcome 1 – The nature, prevalence, and incidence of racism in Australia is understood.

National Outcome 2 – Australia has an effective legal framework to protect people from racial discrimination and racial hatred.

National Outcome 3 – All Australian Governments commit to eradicating racism and racial discrimination through their actions.

National Outcome 4 – There is broad based community understanding of racism and racial discrimination, and how to counter it.

National Outcome 5 – All sectors of society commit to countering and preventing racism, and community partnerships are formed.

National Outcome 6 – All sectors of society commit to ensuring communities vulnerable to racism and racial discrimination are adequately represented and have effective participation in all areas of public life.

National Outcome 7 – All Australian Governments commit to addressing racial inequality and adopt targeted and appropriate measures to address it

National Outcome 8 – Measures to address racism, racial discrimination and racial inequality complement measures to strengthen multiculturalism, social inclusion, and Indigenous reconciliation.

53. Each of these national outcomes should include a range of key actions that are measurable and on which there is accountability. The Commission proposes the following key actions for each of the proposed outcome areas.

Key actions and strategies by outcome area

National Outcome 1 – The nature, prevalence, and incidence of racism in Australia is understood

Key actions and strategies:

- A national data framework can identify the extent of racism, cyber-racism, and racial discrimination in Australia, who suffers it, and the nature of it
- A national data framework can identify intersectional discrimination
- Disaggregation of national data provides evidence for priority setting
- The national data framework ties current data collection, analysis and reporting to agreed nationally consistent benchmarks
- Research identifies key drivers for racism in Australia, as well as best practice responses to it
- The prevalence and nature of racist extremism in Australia is understood
- Racial equality audits identify disproportionate impacts of decision making by government and public officials, as well as potential systemic or institutional discrimination
- Artificial intelligence decision making frameworks are regularly reviewed for racial bias

Regular reporting identifies changes over time in the experiences of racism and racial discrimination.

National Outcome 2 – Australia has an effective legal framework to protect people from racial discrimination and racial hatred

Key actions and strategies:

- Legal framework protects against racial discrimination and racial hatred
- The effectiveness of the legal framework is reviewed regularly, including to ensure that protections and remedies for victims of racism are accessible and affordable

The legal framework has the capacity to address systemic and institutional discrimination

National Outcome 3 – All Australian Governments commit to eradicating racism and racial discrimination through their actions

Key actions and strategies:

- All governments in Australia commit to eradicating racism through adoption of a national framework on addressing racism
- All Australian governments identify actions that they will take to eradicate racism through the operation of laws, policy and practice, funding, and other supports
- All Australian Governments adopt strategies to increase diversity in leadership and across public services

All Australian Parliaments commit to anti-racism, including in their operations

National Outcome 4 – There is broad based community understanding of racism and racial discrimination, and how to counter it.

Key actions and strategies:

- A national anti-racism campaign has broad reach and contributes to greater understanding of anti-racism in Australia
- Community based supports exist for people targeted by racism and racial discrimination
- Effective guidance and support exist for bystanders and allies to challenge racism where they witness it
- The media (including social media) commits to countering and preventing racism and racial discrimination through their operations.

National Outcome 5 – All sectors of society commit to countering and preventing racism, and community partnerships are formed

Key actions and strategies:

- A national anti-racism strategy builds commitments across sectors to address and prevent racism, as well as building community partnerships between sectors
- A national anti-racism strategy identifies best practice examples of countering and preventing racism across sectors, and develops guidance to assist different organisations to confidently act
- A national anti-racism strategy encourages the corporate sector to act to counter and prevent structural racism and racial inequalities including the development of leadership pathways which promote racial equality.
- Reconciliation Action Plans include commitments to countering racism

- AHRC has the legislative basis and resourcing to certify special measures undertaken to promote equality.

National Outcome 6 – All sectors of society commit to ensuring communities vulnerable to racism and racial discrimination are adequately represented and have effective participation in all areas of public life.

Key actions and strategies:

- Aboriginal and Torres Strait Islander and multicultural communities are central to the development of all policies, programs and strategies affecting them
- Support is provided for Aboriginal and Torres Strait Islander and culturally and linguistically diverse communities to ensure equal representation in areas linked to political, economic, social, and cultural rights
- Multicultural and Indigenous communities are supported to grow their leadership
- Youth leadership programs ensure diverse representation of Aboriginal and Torres Strait Islander youth and youth from culturally and linguistically diverse communities
- Newly arrived migrants as well as new and emerging communities are supported to understand their rights, including through ESL training and settlement services
- Capacity building initiatives support the capacity of Indigenous and multicultural communities to address racism and race hate.

National Outcome 7 – All Australian Governments commit to addressing racial inequality and adopt targeted and appropriate measures to address it

Key actions and strategies:

- Data collection across all national frameworks is disaggregated by ethnicity to identify where there are unequal outcomes based on ethnic background or race.
- National frameworks prioritise actions to remedy these inequalities across all socio-economic outcomes

- The discriminatory experiences of women from minority backgrounds including the systemic inequality they experience is recognised, with additional protections and support provided as appropriate
- Service provision is culturally competent
- Supporting inclusive education.

National Outcome 8 – Measures to address racism, racial discrimination and racial inequality complement measures to strengthen multiculturalism, social inclusion, and Indigenous reconciliation.

Key actions and strategies:

- Measures to address racism are embedded in approaches to promote multiculturalism and build social cohesion.
- Aboriginal and Torres Strait Islander peoples, and people from culturally and linguistically diverse communities have a central role in the design and prioritisation of actions within a multicultural agenda and in promoting social inclusion
- The voices, stories and histories of Indigenous peoples and diverse communities are central to policies on multiculturalism, reconciliation, and social inclusion.

54. The draft framework set out here is intended to guide thinking on what a new, more comprehensive approach to anti-racism might look like.
55. The Race Discrimination Commissioner looks forward to engaging broadly on this proposed framework in the first half of 2021 and taking on board the views of government and the community as we refine this proposal and build consensus on the need for it.