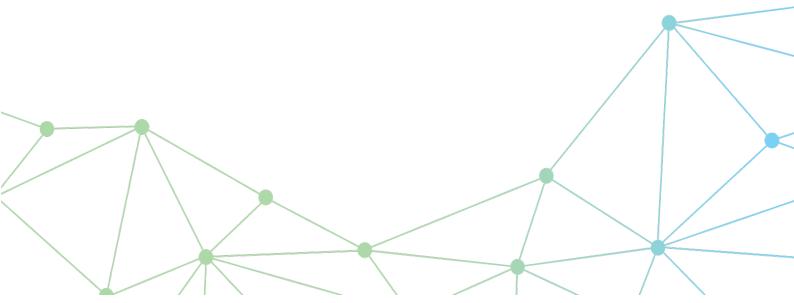


Australian Government

Department of Infrastructure, Transport, Regional Development, Communications and the Arts

Australian Government response to the Productivity Commission's Aboriginal and Torres Strait Islander Visual Arts and Crafts Study Report

November 2024



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We acknowledge the Traditional Custodians of Australia and their continuing connection to land and sea, waters, environment and community. We pay our respects to the Traditional Custodians of the lands we live and work on, their culture, and their Elders past and present.

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Overview

This report sets out the Australian Government's response to the Productivity Commission's study report on Aboriginal and Torres Strait Islander visual arts and crafts.

Introduction

The First Nations peoples of Australia have sustained and safeguarded their cultural expressions and arts for millennia. This ongoing connection to culture is central to the identity and wellbeing of First Nations peoples. The Australian Government acknowledges the harm the appropriation, manufacture and sale of Indigenous-style products by non-Indigenous authors causes to First Nations peoples, their culture and artists. Inauthentic products also prevent First Nations peoples from receiving their fair share of the economic benefits from the art market to which they would otherwise be entitled.

The Australian Government welcomes the Productivity Commission's careful consideration of these matters in its Study Report on Aboriginal and Torres Strait Islander Visual Arts and Crafts (the Study Report). The Study Report was released on 13 December 2022, and made 26 findings and 10 recommendations for Government. The recommendations include strengthening protections through new legislation and policies as well as bolstering the Indigenous Art Code, improving funding arrangements, and increasing professional support and development opportunities for First Nations artists and communities.

The Australian Government's response to the Study Report is guided by its commitment to the *National Agreement on Closing the Gap* and the commitment to working in partnership to improve outcomes for Aboriginal and Torres Strait Islander people. The Australian Government's response has been prepared by the Department of Infrastructure, Transport, Regional Development, Communication and the Arts in consultation across government, in particular with the following agencies:

- Attorney-General's Department
- IP Australia
- The Australian Competition and Consumer Commission
- National Indigenous Australians Agency.

On 30 January 2023, the Australian Government released *Revive*: a place for every story, a story for every place, Australia's National Cultural Policy for the next five years. Pillar One of Revive - First Nations First - includes the following actions by the Australian Government to recognise and respect First Nations art and artists:

- Introduce standalone legislation to protect First Nations traditional knowledge and cultural expressions, including to address the harm caused by fake art, merchandise and souvenirs.
- Review the Indigenous Art Code to strengthen the protections for First Nations artists and consumers across the country.
- Continue investing in First Nations art centres, as well as pivotal sector organisations, through the Indigenous Visual Arts Industry Support (IVAIS) program to benefit First Nations communities.
- Support professional development and training for First Nations peoples to ensure that artists are treated ethically and receive a fair return for their work.
- Establish a dedicated First Nations Board at Creative Australia.
- Provide a comprehensive response to the Productivity Commission's Study Report, building on the commitment to introduce standalone legislation. The release of this response to the Study Report addresses this action under *Revive*.

In this response, the Government uses the term First Nations peoples, and First Nations, to refer to Aboriginal and Torres Strait Islander peoples.

Recommendations

Recommendation 5.1: An Indigenous Cultural and Intellectual Property strategy to coordinate policy development

The Australian Government should develop and publish an Indigenous Cultural and Intellectual Property (ICIP) strategy to provide a coordinated policy framework in relation to different aspects of ICIP. The development of the strategy should be led by the Minister for Indigenous Australians, in partnership with Aboriginal and Torres Strait Islander people and with input from State and Territory Governments.

The Australian Government supports this recommendation in principle.

The Australian Government agrees that a range of responses may be needed to recognise and protect ICIP. This could include declaratory measures, voluntary measures, and policies across various government departments.

As discussed in relation to recommendation 6.1, the Australian Government has committed to the development of standalone legislation to protect First Nations traditional knowledge and cultural expressions in partnership with First Nations people. As part of the partnership arrangement for developing this legislation, the Australian Government intends to seek advice from First Nations peoples on appropriate ways to develop a pathway for the implementation of the different aspects of ICIP. Australian Government agencies with responsibility for aspects of Australia's current intellectual property (IP) framework, including IP Australia and the Attorney-General's Department, as well the Department of Climate Change, Energy, the Environment and Water in relation to Australia's current heritage framework, will also be consulted as part of the Australian Government's engagement with First Nations peoples on this matter.

Recommendation 6.1: New cultural rights legislation should be introduced to empower traditional owners to decide how their cultural assets are used in visual arts and crafts

To address the issue of Indigenous Cultural and Intellectual Property being used in visual arts and crafts without authorisation from traditional owners, the Australian Government should introduce new legislation that formally recognises the interests of Aboriginal and Torres Strait Islander communities in their traditional cultural assets.

To achieve this, the legislation should create a new cause of action that specifies that a traditional owner's rights are infringed if a person uses a cultural asset to create a cultural expression, such as a piece of art or craft, without the authorisation of a traditional owner, unless an exception applies.

The Australian Government supports this recommendation in principle.

The Australian Government accepts there are gaps and shortcomings in the current legal protections of First Nations ICIP, as outlined in finding 5.1 of the Study Report. First Nations peoples have long called for greater legal protections of their ICIP. The Australian Government agrees that new cultural rights legislation should be introduced and has committed under *Revive* to introduce new standalone legislation to protect First Nations traditional knowledge and cultural expressions, including to address the harm caused by fake art, merchandise, and souvenirs. The Office for the Arts has commenced community consultation on the new standalone legislation, with 43 public, in-person sessions at 38 locations nationally between March – May 2024.

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The Australian Government is mindful of the great diversity in and between First Nations peoples and acknowledges each community may have different aspirations and requirements in protecting their culture as is their right in accordance with the principle of self-determination, consistent with the *National Agreement on Closing the Gap* Priority Reform One. This right also underpins the first principle of the National Cultural Policy, which provides that First Nations arts and culture are First Nations-led. This principle informs all pillars and actions within the National Cultural Policy, including the development of the standalone legislation to protect traditional knowledge and cultural expressions, and the establishment of a dedicated First Nations Board at Creative Australia.

To develop the legislation, the Australian Government will work with First Nations people to establish a formal partnership, made up of First Nations members and Australian Government representatives. The partnership, through engagement with First Nations peoples more broadly, will provide recommendations to the Australian Government on the scope and form of the rights to be protected under the new legislation, including consideration of the cause of action proposed in this recommendation.

Recommendation 6.2: The foundational elements of the cultural rights legislation should be progressed

Building an effective and cohesive legislative regime for cultural rights will take time, but this should not hold up efforts to put the legislation into practice. The primary objective and focus of the initial rollout of the cultural rights legislation should be to develop the foundational elements needed to make the legislation work.

Once the new cultural rights legislation has been in operation for several years, the Australian Government should commission an independent review of the legislation. The review should evaluate how well the legislation is meeting its objectives and identify options for amending the legislation to improve its effectiveness.

The Australian Government supports this recommendation in principle.

The foundational elements of the legislation proposed by the Productivity Commission will form part of the substantial body of material to be considered by the First Nations-led partnership. As discussed in relation to recommendation 6.1, the partnership will recommend the details of the new legislation following engagement with First Nations communities, organisations, and stakeholders.

Once it is in operation, the Australian Government will review the new legislation to ensure it remains fit for purpose. In accordance with the principle of self-determination, the review will need to be First Nations led.

Recommendation 7.1: Mandatory disclosure where products are non-Indigenous authored should be required

The Australian Government should introduce a mandatory disclosure requirement to address the information gaps in the market that make it difficult for buyers to determine if products are created or licensed by an Aboriginal and Torres Strait Islander artist.

This should be done by requiring the clear and prominent disclosure of non-Indigenous authorship where products that a buyer might reasonably consider to be of Aboriginal and Torres Strait Islander origin, design or style have not been produced by or under licence from an Aboriginal and Torres Strait Islander artist.

Such disclosure would facilitate informed purchasing decisions, reduce unfair competitive pressures on Aboriginal and Torres Strait Islander artists and likely reduce the prevalence of non-Indigenous authored products in the market. In developing the disclosure requirement, the Australian Government should engage effectively with Aboriginal and Torres Strait Islander people.

The Australian Government notes this recommendation.

In recommendation 7.1, the Study Report proposes that the onus to comply with the proposed authenticity labelling requirements be placed on the producers and sellers of inauthentic products. The proposed mandatory disclosure requirement will require further consideration by the Australian Government through engagement with First Nations stakeholders. This engagement will also need to consider the interaction between any possible mandatory disclosure requirement and the standalone legislation and related non-legislative measures. The Australian Government will consider whether a ban on these products would be more appropriate and achievable.

The Australian Government recognises the benefits of continuing the voluntary process of labelling or certifying of authentic products, particularly for galleries and art centres. Labelling schemes have previously been recommended as a way of achieving greater protection of First Nations arts and crafts, including the former House of Representatives Standing Committee on Indigenous Affairs' 2018 <u>Report on the Impact of Inauthentic Art and Craft in the Style of First Nations People</u> (Recommendation 2). Current initiatives include the national rollout of digital labelling for art works and products funded under the Indigenous Visual Arts Industry Support (IVAIS) program and delivered by Desart Incorporated (the peak arts service organisation for Central Australian Aboriginal Art Centres), and the Indigenous Art Code administered by Indigenous Art Code Ltd.

The Australian Government agrees with finding 7.3 of the Study Report that education and awarenessraising measures are more effective when partnered with initiatives that help consumers distinguish between authentic and non-Indigenous authored products. The Australian Government will consider implementing education and awareness-raising measures to support the new standalone legislation, which will seek to address in part the harm caused by fake art, merchandise, and souvenirs.

Recommendation 8.1: Strengthening Indigenous Art Code Limited

The Australian Government, in partnership with State and Territory Governments, should modestly increase funding to Indigenous Art Code Limited to support key processes, including:

- an enhanced complaints and dispute process, including a referral pathway to independent review of decisions and public reporting of compliance and educative actions and outcomes
- collecting and reporting on performance indicators to inform evaluation of the Code's effectiveness, including data on trends in reported unethical conduct.

Additional funding should be subject to ongoing monitoring and evaluation of the Code's effectiveness. Commensurately higher membership fees from dealer members should also be levied to co-fund these improvements.

The Australian Government notes this recommendation.

The Indigenous Art Code establishes standards for commercial dealings between dealers and Aboriginal and Torres Strait Islander artists to support fair and ethical trade in art, transparency in the promotion and sale of works of art, and to ensure disputes are dealt with efficiently and fairly. It also has a role in educating artists, art centre staff and art dealers to encourage best practice in commercial dealings.

As a self-regulated, voluntary, code there are currently limits to the reach and powers of the Indigenous Art Code. One of the actions in the National Cultural Policy is to review the Indigenous Art Code to strengthen the protections for First Nations artists and consumers across the country. The Australian Government is currently undertaking a review, with independent, First Nations consultants engaged to lead the review and deliver findings. The Report's recommendations will be considered by the consultants leading the review, which will be guided by the principles in the Productivity Commission's Indigenous Evaluation Strategy.

Recommendation 8.2: Ensuring support services are accessible and centre artists' needs

The Australian Government should identify gaps in and barriers to access to Aboriginal and Torres Strait Islander artist support services, and consider ways to ensure services are able to respond to the needs of all types of artists in all regions. The planned Australian Government evaluation of Indigenous Art Code Limited should consider what role the organisation should play in artist outreach and referral.

The Australian Government supports this recommendation in principle.

The Australian Government acknowledges the importance of ensuring accessibility to support services to First Nations artists. Relevant support services provided by the Australian Government include:

- The Arts Law Centre of Australia's Artists in the Black (AITB) program, supported under IVAIS Program, provides specialised free or low-cost tailored legal assistance for First Nations artists. The AITB program includes brokering significant pro-bono legal support for more complex cases and the Adopt a Lawyer program for art centres.
- The Indigenous Art Code establishes standards for commercial dealings between dealers and Aboriginal and Torres Strait Islander artists to support fair and ethical trade in works of art, transparency in the process of promotion and sale of works of art, and that disputes arising under the Indigenous Art Code are dealt with efficiently and fairly. It also has a role in educating artists, art centre staff and art market professionals to encourage best practice in commercial dealings.
- The IVAIS funded network of Indigenous art centres and service organisations provides significant support and protection for artists in relation to unethical dealing.

The Australian Government will continue to support the provision of these vital services to First Nations artists. As outlined in its response to recommendation 8.1, the Australian Government is currently reviewing the Indigenous Art Code as part of its actions under the National Cultural Policy. The National Cultural Policy also includes supporting professional development and training for First Nations peoples to ensure that artists are treated ethically and receive a fair return for their work. In undertaking these actions, the Australian Government will have regard to the recommendations and findings of the Study Report, in particular its suggestion that in the first instance, the Australian Government should work with stakeholders to map out the current support services available to different artist groups and regions, identify the gaps and limitations of the existing network of support services and refocus funding to address these shortcomings.

The Australian Government notes the personal experiences of participants to the Productivity Commission's Inquiry that indicate unfair or unethical treatment of artists. The review of the Indigenous Art Code and the standalone legislation should provide stronger structural and legal protections. The Australian Government's continued support of peak organisations and its efforts to meet Priority Reforms under *Closing the Gap* should be targeted at ensuring that irrespective of whether a First Nations artist works independently or through an art centre, an artist is empowered to negotiate confidently to both protect their interests and benefits from art markets.

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Recommendation 9.1: Australian Government funding should be evaluated to inform future arrangements

The Australian Government should commission an independent evaluation of the effectiveness of Australian Government expenditure directed to the Aboriginal and Torres Strait Islander visual arts and crafts sector. The scope of the review should include the Indigenous Visual Arts Industry Support (IVAIS) program, the National Indigenous Visual Arts (NIVA) Action Plan and relevant Australia Council funding.

This evaluation should be undertaken in partnership with Aboriginal and Torres Strait Islander representatives of the sector, in accordance with the principles of the Productivity Commission's Indigenous Evaluation Strategy, and be completed by December 2025. The evaluation should consider:

- how effectively funding has met existing objectives, and whether these objectives are the right ones (having explicit regard to workforce development – recommendation 10.1)
- whether and what additional support is required to help meet sector priorities
- what aspects of the NIVA Action Plan, such as support for independent artists, should be maintained as part of ongoing government funding to the sector.

The Australian Government supports this recommendation in principle.

The Australian Government welcomes the recommendation for a review into the funding of government expenditure directed to the First Nations visual arts and crafts sector.

The Indigenous Visual Arts Industry support (IVAIS) program provides support to over 80 Indigenousowned art centres, most of which are located in remote and very remote communities. An internal evaluation in 2017-18 found that the program outcomes continue to be relevant and appropriate, and that it was achieving its intended outcomes. The Australian Government acknowledges there are benefits in reviewing Commonwealth expenditure to ensure that it is adequately and appropriately targeted.

The Study Report's recommendation will form part of the materials to be considered as part of the current review of the Indigenous Art Code. The terms of reference for the review are currently being finalised, with guidance sought from the Productivity Commission's Indigenous Evaluation Strategy.

In addition, the Government will consider options for a review of the IVAIS program. Any review will consider the issues raised the by Study Report and in the context of broader Australian Government expenditure directed to the First Nations visual arts and crafts sector.

Recommendation 9.2: Aboriginal and Torres Strait Islander people should be part of shared decision-making in settling objectives for government funding for visual arts and crafts

Under the *National Agreement on Closing the Gap*, governments committed to build and strengthen the structures that empower Aboriginal and Torres Strait Islander people to share decision-making authority with governments. The current approach to determining funding objectives in the Aboriginal and Torres Strait Islander visual arts and crafts sector does not include shared decision-making between governments and Aboriginal and Torres Strait Islander people.

The Australian Government (led by the Office for the Arts) should establish a formal shared decision - making partnership with Aboriginal and Torres Strait Islander artists and art organisations to help identify funding priorities and strategic initiatives to support growth across the sector.

The Australian Government supports this recommendation in principle.

The Australian Government reiterates its commitment to ensuring shared decision-making with First Nations peoples on First Nations matters. This accords with the principle of self-determination, set out in the *National Agreement on Closing the Gap* Priority Reform One. This also aligns with the overarching principle of the Productivity Commission's Indigenous Evaluation Strategy, of centring Aboriginal and Torres Strait Islander people, perspectives, priorities and knowledges.

In relation to funding decisions for First Nations visual arts and crafts, the first principle that guides the Australian Government's actions and investments under the National Cultural Policy is that First Nations arts and culture are First Nations-led. Further, under the National Cultural Policy, the Australian Government will establish a dedicated First Nations-led Board within Creative Australia (formerly the Australia Council). The role of the First Nations-led Board will be to invest in, create, and produce First Nations works of scale and with priorities and funding decisions determined by First Nations leaders.

As per recommendation 9.1, the Australian Government will consider an independent review of the IVAIS program. The Report's recommendation for a shared decision-making partnership will be considered as part of any review.

Recommendation 10.1: Improving government support for Aboriginal and Torres Strait Islander visual arts and craft workforce development

The Australian Government should ensure that funding for the Aboriginal and Torres Strait Islander visual arts and crafts industry supports the development of a sustainable workforce.

As part of the Commission's recommended funding evaluation (recommendation 9.1), the Australian Government should:

- clarify responsibilities for developing the workforce of Aboriginal and Torres Strait Islander visual arts and crafts workers and leaders
- consider additional ring-fenced funding for:
 - art centres and arts hubs with capacity to provide on-the-job training and skills transfer to Aboriginal and Torres Strait Islander artists and arts workers
 - flexible and accessible professional development programs delivered by regional arts industry service organisations, where they address demonstrated need and build pathways to improved Aboriginal and Torres Strait Islander representation in the sector
 - improved access to programs that allow independent artists to strengthen business skills alongside their artistic practice.

Any changes to funding and workforce policy should account for:

- the outcomes of the National Skills and Jobs Summit and any workforce and training strategies for the broader arts sector developed under the National Cultural Policy
- the replacement of the Community Development Program
- the National Agreement on Closing the Gap priority reforms.

The Australian Government supports this recommendation in principle.

In line with the *Closing the Gap* Priority Reforms, the Australian Government is committed to supporting the development of a sustainable First Nations arts sector workforce. The Australian Government's actions under Pillar 1 of the National Cultural Policy, First Nations First, include supporting professional development and training for First Nations peoples to ensure that artists are treated ethically and fairly and receive a fair return for their work. In addition, the First Nations-led Board of the newly established Creative Australia will develop a First Nations Creative Workforce Development Strategy, and promote best practice cultural protocols, self-determination and cultural safety training across arts and cultural organisations. This recommendation will be considered as part of the review of the Indigenous Art Code and any future review of the IVAIS program.

Recommendation 10.2: Public cultural institutions should expand opportunities for Aboriginal and Torres Strait Islander visual arts and crafts workers

Through their funding of cultural institutions, Australian, State and Territory Governments should demonstrate leadership in providing skills development, career pathways, and culturally safe workplaces for Aboriginal and Torres Strait Islander people in the visual arts and crafts industry. Institutions could:

- offer a wider range of identified Aboriginal and Torres Strait Islander cadetships and traineeships
- expand opportunities for secondments and mentoring, including with arts organisations in regional and remote areas
- implement targeted recruitment practices, such as cluster hiring and recognition of lived experience.

The Australian Government supports this recommendation in principle.

The Australian Government acknowledges the importance of continuing to increase opportunities for First Nations visual arts and crafts workers at public cultural institutions. This aligns with National Agreement on Closing the Gap Priority Reform 3 and is reflected in the Australian Government's actions in the National Cultural Policy. Under Pillar 1 – First Nations First, the Australian Government supports the telling of First Nations histories and stories in Australia's galleries, libraries, archives and museums. The First Nations-led Board within the newly established Creative Australia will develop a First Nations Creative Workforce Development Strategy, and promote best practice cultural protocols, selfdetermination and cultural safety training across arts and cultural organisations. The Australian Government will also continue to support professional development and training for First Nations peoples to ensure that artists are treated ethically and receive a fair return for their work. National cultural institutions support First Nations arts workers through a variety of programs. At the National Gallery of Australia, the Indigenous Arts Leadership and Fellowship program, which is supported by Wesfarmers Arts, provides an immersive professional development experience for First Nations arts professionals to deepen their understanding of the sector, build supportive industry networks and nurture career progress. The National Gallery of Australia directly contributes to the program through the time and expertise of First Nations staff in addition to the Wesfarmers Indigenous Arts Leadership Program Coordinator. It also provides the venue, facilities and talks/training by other curators, exhibition managers, registrars and conservators. As national cultural institutions are independently administered Commonwealth entities, the recommended changes to employment opportunities, practices and policies for First Nations peoples will be a matter for each cultural institution to consider and respond to. The Australian Government will also raise this recommendation with other jurisdictions.

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