

Queensland Government submission New National Cultural Policy

Acknowledgement

The Queensland Government respectfully acknowledges the Traditional Owners and Custodians of this land. We extend our respect to Elders past and present, and Aboriginal and Torres Strait Islander peoples, as First Peoples of this country.

We acknowledge the continuation of diverse cultural practices and knowledge systems of Aboriginal and Torres Strait Islander peoples.

We acknowledge that Aboriginal and Torres Strait Islander self-determination is a human right enshrined in the United Nations Declaration on the Rights of Indigenous peoples. The *Queensland Human Rights Act 2019* also recognises the particular significance of the right to self-determination of Aboriginal and Torres Strait Islander peoples.

About this submission

This submission to the Australian Government's National Cultural Policy consultation is made by the Queensland Government through Arts Queensland in the Department of Communities, Housing and Digital Economy. The submission is made with regard to the scope of the consultation to *'establish a comprehensive roadmap to guide the skills and resources required to transform and safeguard a diverse, vibrant and sustainable arts, entertainment and cultural sector now and into the future'*, and the proposed reworked policy pillars distilled from the 2013 Creative Australia policy.

Queensland context

The Queensland Government values the significant role that arts, culture and creativity play in enriching peoples' lives and communities and securing prosperous and creative futures for all.

The Queensland Government is implementing a range of policies and strategies to strengthen and grow arts, cultures and creativity in Queensland including *Creative Together 2020-2030: A 10-Year Roadmap for arts, culture and creativity in Queensland (Creative Together)* and *Many Voices: Queensland Aboriginal and Torres Strait Islander Languages Policy*.

These policies and strategies have been informed by extensive consultation with the Queensland arts, cultural and creative sector, other levels of government, key stakeholders and the Queensland public.

They align with the Queensland Government's Statement of Commitment to a reframed relationship with First Nations peoples and the National Agreement on Closing the Gap, which both acknowledge the need for strong First Nations cultures and languages.

Further details regarding these key strategies and policies and their link to draft national cultural policy pillars can be found in Attachment 1.

Queensland's large scale and geographic diversity, its growing population within South East Queensland and its population distribution across several major regional cities and remote communities, presents a unique set of issues for arts and cultural policy and funding, requiring a renewed and more collaborative response in relation to national investment in the state.

The Queensland arts and cultural sector continues to face challenges in securing greater equity in the allocation of Australian Government funding. Historically Queensland has only received approximately 13 per cent of available funding through the Australia Council for the Arts, despite Queensland comprising 20 per cent of the population base. This imbalance has resulted in the Queensland Government doing the heavy lifting to meet the funding needs of the sector and support growth.

The state's arts, cultural and creative sector was supported during the COVID-19 pandemic through the Queensland Government's \$29.5 million Arts and Cultural Recovery Package and live music support, and now faces the challenge of growing its capacity and scale to deliver on the opportunities presented by the Brisbane 2032 Olympic and Paralympic Games (Brisbane 2032). Central to this will be:

- securing a fairer share, proportionate to population and in consideration of the unique geographic and cultural diversity of Queensland, of Federal resources for arts and cultural work.
- increased collaborative and coordinated national approaches to investment to affect localised impact and sector growth
- strengthening the First Nations arts sector including a new commissioning platform to grow Aboriginal and Torres Strait Islander performing arts in Queensland, and supporting ethical supply chains for First Nations visual arts and crafts
- boosting the arts and cultural workforce to ensure the necessary skills and talent to manage and grow arts and cultural work in Queensland.

Responses to proposed policy pillars

In addressing each of the proposed national pillars, the Queensland Government has identified specific opportunities and considerations for implementation. Key to Queensland's capacity to support delivery of National Cultural Policy outcomes will be partnering with all levels of government, other industries, and the private sector.

First Nations first: recognising and respecting the crucial place of these stories at the centre of our arts and culture.

The foundational place of First Nations arts and cultures in Australia's cultural identity is a strong and appropriate starting place for the National Cultural Policy. To support the maintenance, growth and celebration of First Nations arts requires a national, coordinated approach designed and led by First Nations peoples and communities. This is essential to addressing the challenges and barriers for First Nations artists, organisations and communities including issues of cultural rights, cultural appropriation, market share and profit, and administrative burden.

The National Cultural Policy must commit to First Nations-led, localised, and co-designed approaches, supporting the development and presentation of First Nations work, national and international markets for the work, maintaining languages, growing representation in cultural leadership and creative employment. To support the First Nations first pillar, the National Cultural Policy should consider action in the following areas:

- The First Nations first pillar needs to be expansive and adaptive as referendum, Voice, truth telling and Treaty making processes take place, including growing principled approaches across the sector and community in acknowledgement and respect for First Nations peoples, cultural practices, tangible and intangible heritage and rights.
- **Invest in First Nations arts:** Support the development and presentation of First Nations works of scale and national significance including establishing platforms that will support a pipeline of new work.
- **Establish a National First Nations arts and cultural authority or framework:** There is an opportunity to consider a national First Nations arts and cultural framework with a national body assuming oversight. The national body with DGR status could leverage government investment to grow resources for First Nations arts and cultural work, work across government and business to reform investment approaches and develop the First Nations arts and cultural workforce.
- **Harmonise funding approaches:** A cooperative, coordinated national approach with coordinated KPIs, like the National Performing Arts Partnership Framework tripartite agreement, would reduce the administrative burden on, and support better sustainability in, Indigenous arts centres.
- **Reduce and end inauthentic First Nations arts style products:** A strategic national focus on eliminating inauthentic Aboriginal and Torres Strait Islander 'style' arts and cultural products would enhance cultural and economic outcomes for First Nations peoples and strengthen Australia's cultural reputation. Consideration could be given to actions that align with the recommendations in the Australian Government's Productivity Commission inquiry into Aboriginal and Torres Strait Islander Visual Arts and Crafts, particularly the strengthening of legislation that prevents and disincentivises 'fake' art. At least equal to the attention required to prevent unethical ticket sellers exploiting artists and consumers, is the immediate need to amend Australian Consumer Law to prevent the same for First Nations artists and communities.

A place for every story: reflecting the diversity of our stories and the contribution of all Australians as the creators of culture.

Australian stories bring places to life, enliven communities, deepen connections to the past, anticipate futures, and create distinctive cultural tourism experiences. The scale of Australia and its population, its cultural and regional diversity offers distinct and highly localised stories that celebrate people and place.

Supporting access to quality storytelling, in all its forms, through performances, exhibitions, literature, touring (including schools touring), heritage activities, community projects, screen activities and digital distribution, needs to be core to a national approach. It is important that all Australians have opportunity to contribute to the nation's cultural life in ways that are meaningful for them.

Opportunities that could be considered in the National Cultural Policy include:

- **Invest in the inclusive development and presentation of Australian stories** – partner with artists and organisations to develop a pipeline of story sharing that reflects the diversity of the Australian population, in support of truth telling, arts in education, community development and cultural tourism. Stories sharing should encompass all artforms and platforms available and should diverse experiences and communities

including First Nations, culturally and linguistically diverse backgrounds, people with disability, LGBTIQ+, children and young people and older Australians.

- **Foster cultural tourism and place-making:** Work with the tourism industry, state and local governments to celebrate place and local stories that deliver regional development and economic outcomes for Australian communities
- **Build cultural reputation** – enhance national and international distribution channels for story tellers and sharers and foster partnerships that increase profile and market access for our celebrated stories and storytellers.

The centrality of the artist: supporting the artist as worker and celebrating their role as the creators of culture.

Artists and artworkers should be recognised not only as ‘creators of culture’ but also in their critical roles in using arts-led approaches to support outcomes across a range of diverse sectors including education, health, community settings and cultural tourism.

Issues of low levels of pay (below national average), the gig economy of arts and cultural work (with limited security) and ensuring a culturally safe workplace can make a sustainable career in the arts challenging. This is exacerbated for specific population groups including artists with disability, culturally diverse and First Nations practitioners. Sector consultation highlights gaps in critical skills, which have contributed to a limited pool of skilled workers and therefore competition between organisations, sectors and jurisdictions. The understanding of what a career in the arts is and therefore the value placed on the profession is low.

A National Cultural Policy should consider the support required to grow and build the next generation of artists and arts workers. Support should include investment focused on enabling individuals to develop their careers in addition to improving work conditions, sector capability, and growing the value and understanding of career options in arts and culture. Opportunities that could be considered within the National Cultural Policy to support include:

- **Work conditions:** Explore the development of national guidelines for fair payment such as those being considered in other countries including Ireland.
- **Cultural workforce:** Invest in the next generation of artists and artworkers through a long-term strategy which supports professional development opportunities and reduces critical skill gaps skills (especially First Nations and regional producers and technicians).
- **Build sector capability:** Work with the state jurisdictions and sector to build the capability in artists and artworkers including strengthening links with tertiary instructions and ability to work in or across sectors.
- **Raise the status of the creative workforce:** Promote the roles of arts careers through campaigns that highlight the important contributions of artists and the types of careers artists and artworkers are involved in.
- **Diversify workforce:** Consider actions which encourage greater diversity in Australia’s cultural workforce at all levels including strategies that focus on the interest of arts workers with disability and First Nations arts workers.
- **Promote cross-portfolio collaboration:** Connect the arts sector with other industries and sectors such as health and wellbeing, youth services and communities to deliver locally-led social projects.

Strong institutions: providing support across the spectrum of institutions which sustain our arts and culture.

Cultural institutions narrate and support Australia’s cultural life and provide employment for artists and art workers. Noting that access does not equal engagement, institutions must find new ways to support individuals, audiences and communities to connect with arts and cultural experiences that are relevant and meaningful to them, whether entertainment based or artistically challenging.

Institutions face issues of financial sustainability, growth and investment diversity, coupled with issues relating to the previous pillar regarding gaps in critical skills and high competition for skills. Opportunities that could be considered within the National Cultural Policy include:

- **Stimulate content and production:** Investment in cultural institutions to stimulate more Australian content and production and encourage risk taking and grow economies of scale to grow creative employment
- **Enable investment diversity** – Foster initiatives and partnerships that increase corporate and philanthropic funding across the sector increasing overall investment and diversity of investment. This could be supported support for organisations to gain DGR status to grow their funding.

- **Creative Workforce:** incentivise companies, organisations and venues to retain and grow a diverse, creative workforce.

Reaching the audience: ensuring our stories reach the right people at home and abroad.

Audiences, supporters, and participants are central to the generation of arts, cultural and creative value and can determine demand for, success and status of arts and cultural work. Our diverse identities, needs, tastes and engagement preferences could be better reflected across the subsidised arts and cultural sector.

Digital transformation and changing lifestyles are influencing audience expectations and behaviours. Audiences are seeking unique and immersive opportunities, accessing live and digital channels at times that are convenient.

It is important that policy and investment support the sector to attune and adapt to these changing environments. This will build Australia's cultural reputation through showcasing Queensland stories and story tellers nationally and international whilst ensuring all Queenslanders have access to rich and high-quality experiences.

To ensure Australian's stories reach local and international audiences, the following could be considered:

- **Strengthen infrastructure:** Flexible and accessible infrastructure and platforms, including appropriate spaces and places, digital technology and platforms and touring infrastructure and circuits, are also critical in broadening reach. Consideration of art in non-traditional spaces will also increase engagement.
- **Foster inclusivity and accessibility:** It is important that a National Cultural Policy drives the development of actions to address the barriers that prevent audiences and participants (including people with a disability, culturally diverse backgrounds, geographic barriers) from accessing and participating in arts and cultural activities.
- **Monetising streaming and digital engagement:** Support artists to respond to the needs of online audiences and earn income from their products.

Key Queensland Government strategies and initiatives

Creative Together 2020-2030

Creative Together 2020-2030: A 10-Year Roadmap for arts, culture, and creativity in Queensland (Creative Together) is a whole-of-government approach to renewing and transforming Queensland through arts, culture and creativity.

Shaped through consultation with Queenslanders, *Creative Together* focuses on building a strong and sustainable sector in Queensland, that can adapt to meet audience demand, embrace innovative delivery models, attract investors, and build financial sustainability.

A strong and sustainable sector is at the core of *Creative Together* with interconnected priorities including:

- Embrace Brisbane 2032 across Queensland
- Elevate First Nations arts
- Activate Queensland's places and spaces
- Drive social change and strengthen communities
- Share our stories and celebrate our storytellers.

Creative Together is being delivered across three action plans. The second action plan, *Grow 2022-2026* was released in August 2022. Underpinned by new investment \$50 million over four years, this action plan will amplify the impact of arts, culture, and creativity in Queensland,

Table 1 outlines some of the key actions the Queensland Government is implementing or planning across each of the *Creative Together* priorities.

Table 1: *Creative Together* priorities and examples of actions to be delivered through *Grow 2022-2026*

Creative Together priority	Key or planned actions
A strong and sustainable sector	<ul style="list-style-type: none"> • Develop and release an arts, cultural and creative sector workforce plan to address skills gaps • Invest in sector skills, network and capacity development in collaboration with the sector and key partners • Grow investment in the sector through partnerships with philanthropic and corporate sectors and other levels of government • Enable initiatives that facilitate resource sharing and collaboration
Embrace Brisbane 2032 across Queensland	<ul style="list-style-type: none"> • Enhance the pipeline of high-quality arts and cultural experiences to ensure Brisbane 2032 is a celebration of First Nations arts in Queensland • Strengthen ethical approaches to the production and distribution of First Nations arts, with a focus on protecting artists' and communities' cultural and intellectual property • Leverage Queensland Government international networks to build the profile of Queensland artists and arts organisations • Elevate Queensland's significant cultural events on national and international stages
Elevate First Nations arts	<ul style="list-style-type: none"> • Support focused employment and career development initiatives for First Nations arts practitioners • Strengthen ethical production and distribution pipelines to grow audiences and markets for First Nations arts and cultural work • Facilitate the telling of First Nations stories and sharing of cultural knowledge to support Queensland's commitment to Path to Treaty • Lead coordination across all levels of government in streamlining funding models to benefit First Nations artists and organisations
Activate Queensland's places and spaces	<ul style="list-style-type: none"> • Open the new theatre at the Queensland Performing Arts Centre (Brisbane) which will expand opportunities for local artists and audiences to create, develop and experience performing arts • Support shared and sustainable infrastructure solutions that reduce delivery costs and maximise use of resources

Creative Together priority	Key or planned actions
Drive social change and strengthen communities	<ul style="list-style-type: none"> Support opportunities to activate non-traditional spaces in regional and remote communities with cultural and creative experiences Invest in festivals and events that activate communities, deliver significant regional development, employ local artists, and realise local career pathways Support local arts and cultural initiatives that enable vibrant, inclusive, and cohesive Queensland communities Grow opportunities for arts-led programs in communities through partnerships with education, health and wellbeing and youth services Partner with councils and other funding partners to deliver impactful arts projects and programs in regional and remote communities
Share our stories and celebrate our storytellers.	<ul style="list-style-type: none"> Partner with Queensland artists and arts organisations to create and share new work that reflects the diversity of Queenslanders and their communities Promote and support the implementation of the Cultural Engagement Framework to guide the government and sector in working with Aboriginal and Torres Strait Islander arts and cultures Recognise and showcase Queensland's storytellers nationally and internationally

Further information about *Creative Together* and its action plans can be found on the Arts Queensland website at <https://www.arts.qld.gov.au/creative-together>

Reframed relationship with First Nations peoples

The Queensland Government is committed to a reframed relationship with Aboriginal peoples and Torres Strait Islander peoples that acknowledges, embraces, and celebrates the humanity of First Nations Queenslanders.

On 16 August 2022, Premier Anastacia Palaszczuk announced the Queensland Government's next steps on the Path to Treaty, including the key structures to be established in legislation – a First Nations Treaty Institute and a Truth Telling and Healing Inquiry. The legislation supporting these structures will be co-designed with an Independent Interim Body, made up of Aboriginal people, Torres Strait Islander people and non-Indigenous Queenslanders.

The Queensland Government's Statement of Commitment to negotiate a new way of working in partnership with Aboriginal and Torres Strait Islander peoples provides an important opportunity to elevate the role of First Nations arts, cultures, languages, and heritage in truth telling, community empowerment and agreement making.

Further information can be found at www.qld.gov.au/treaty

Changes to Cultural Heritage Acts

In line with the Queensland Government's objective to reframe the relationship with Aboriginal and Torres Strait Islander peoples, the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATIP) is undertaking a review of Queensland's Cultural Heritage Acts to ensure the legislation is operating as intended, achieving outcomes for Aboriginal and Torres Strait Islander peoples and is consistent with the current native title landscape.

The review will be informed by feedback from statewide public consultation, which identified the critical importance of supporting the desire by Aboriginal and Torres Strait Islander peoples to fulfil their obligations as the primary guardians, keepers and knowledge holders of cultural heritage. Public feedback also stressed the need to enhance the state-wide compliance network and educate industry and government on the value of cultural heritage and how to recognise, protect and conserve it.

Further information can be found at <https://www.dsdsatip.qld.gov.au/our-work/aboriginal-torres-strait-islander-partnerships/culture/aboriginal-torres-strait-islander-cultural-heritage>

Queensland Government Languages Policy

Queensland's *Many Voices: Queensland Aboriginal and Torres Strait Islander Languages Policy* (Queensland Languages Policy) was launched in 2020.

The codesigned Queensland Languages Policy aligns with the language goals of the United Nations: the right to preserve, revitalise and promote Indigenous languages, and is being implemented via the *Many Voices: Queensland Aboriginal and Torres Strait Islander Languages Policy Action Plan 2020–22*.

This action plan, and future plans, are underpinned by the principles of self-determination, recognition of diversity, truth telling and healing, and urgency and action.

The Queensland Languages Policy and connected action plans will assist the Queensland government to meet its commitments under the National Agreement on Closing the Gap, particularly target 16: by 2031, *there is a sustained increase in the number and strength of Aboriginal and Torres Strait Islander languages being spoken*.

Further information can be found at <https://www.dsdsatsip.qld.gov.au/our-work/aboriginal-torres-strait-islander-partnerships/culture/many-voices-queensland-aboriginal-torres-strait-islander-languages-policy>

The Queensland Government notes the strong alignment between *Creative Together* priorities and the five pillars proposed for the National Cultural Policy as follows:

Proposed National Cultural Policy pillars	Creative Together priorities	Many Voices: Queensland Aboriginal and Torres Strategy Islander Languages Policy priorities
First Nations first: recognising and respecting the crucial place of these stories at the centre of our arts and culture	<ul style="list-style-type: none"> • Elevate First Nations arts 	<ul style="list-style-type: none"> • Pathways • Action and activation • Restoration and transmission • Recognition and promotion
A place for every story: reflecting the diversity of our stories and the contribution of all Australians as the creators of culture.	<ul style="list-style-type: none"> • Elevate First Nations arts • Activate Queensland’s places and spaces • Share our stories and celebrate our storytellers 	
The centrality of the artist: supporting the artist as worker and celebrating their role as the creators of culture	<ul style="list-style-type: none"> • Elevate First Nations arts • A strong and sustainable sector 	
Strong institutions: providing support across the spectrum of institutions which sustain our arts and culture	<ul style="list-style-type: none"> • A strong and sustainable sector • Embrace Brisbane 2032 in Queensland 	
Reaching the audience: ensuring our stories reach the right people at home and abroad	<ul style="list-style-type: none"> • Elevate First Nations arts • Drive social change and strengthen communities • Share our stories and celebrate our storytellers 	