Queensland Government Response to the Treaty Advancement Committee Report

2022
Acknowledgement

We pay our respects to the Aboriginal and Torres Strait Islander ancestors of this land, their spirits and their legacy. The foundations laid by these ancestors—our First Australians—give strength, inspiration and courage to current and future generations, both Indigenous and non-Indigenous, towards creating a better Queensland.

We recognise it is our collective efforts and responsibility as individuals, communities and governments to ensure equality, recognition and advancement of Aboriginal and Torres Strait Islander Queenslanders across all aspects of society and everyday life.

On behalf of the Queensland Government, we offer a genuine commitment to fearlessly represent, advocate for, and promote, the needs of Aboriginal and Torres Strait Islander Queenslanders with unwavering determination, passion and persistence.

As we reflect on the past and give hope for the future, we walk together on our shared journey to reconciliation where all Queenslanders are equal.
Premier’s foreword

Queensland’s diversity is its strength. Its people, cultures, land and climate make it one of the greatest places in the world. It’s also home to two of the oldest living cultures in the world, but for too long we have not rectified past wrongs and reconciled with Aboriginal and Torres Strait Islander peoples. We should not let that continue.

Calls for Treaty or Treaties have been made for generations. Previous Governments have not adequately responded by setting a path forward for Treaty. We must now recognise the true history and origins of our State. The time has come for Treaty.

I am proud that my Government has committed to progressing a path to Treaty.

This is part of the Queensland Government’s commitment to addressing the wrongs of the past, and reframing our relationship with Aboriginal and Torres Strait Islander peoples.

I am pleased to share the Queensland Government Response to the Treaty Advancement Committee Report and accept or accept in-principle each of the recommendations.

The Queensland Government has committed to supporting the establishment of an independent First Nations Treaty Institute that will develop the Treaty-Making Framework and equip First Nations people to participate in future treaty negotiations.

In accepting the recommendation for a state-wide truth telling and healing process, the Queensland Government recognises the need to address injustice which has left permanent scars on the lives of Aboriginal and Torres Strait Islander peoples.

I would like to acknowledge the strength and resilience of Queensland’s First Nations people and thank them for their commitment to Treaty. I also thank the Treaty Advancement Committee for their work that builds on the recommendations of the Eminent Panel and the Treaty Working Group.

I look forward to sharing a deeper understanding of Aboriginal and Torres Strait Islander cultures and celebrating the vast cultural knowledge as a result of everyone having a seat at the table and building a stronger, more unified Queensland.

Annastacia Palaszczuk MP
Premier and Minister for the Olympics
Minister's foreword

This Queensland Government Response to the Treaty Advancement Committee Report outlines the steps needed for a new, positive future for Aboriginal, Torres Strait Islander and non-Indigenous Queenslanders.

I’m pleased to note that the recommendations from the report have all been accepted in full or in-principle, by the Queensland Government. This decision empowers the voices of Aboriginal and Torres Strait Islander peoples, placing their experiences at the heart of this process. It also gives us the mandate to lay the independent and statutory framework for treaty readiness. This is further supported by a guaranteed minimum annual allocation of $10m each year to support the Path to Treaty process, drawn from returns from the Path to Treaty Fund.

Embracing the recommendations outlined by the Treaty Advancement Committee, particularly those relating to truth telling and healing, echoes the sentiments of the great Aboriginal poetess, Oodgeroo Noonuccal: 'To our fathers’ father, the pain the sorrow; to our children’s children, the glad tomorrow'.

Getting this right, creates hope for a better future, and promotes a new beginning that I believe will lead to a glad tomorrow for all Queenslanders.

Telling the truth about our past and acknowledging our shared history is where our healing as a state begins.

I acknowledge the work of the Treaty Advancement Committee, that has captured major themes identified by the Queensland community, such as reconciliation, respect, inclusion, and self-determination. This work has also provided invaluable guidance to implementing the path laid out by the Eminent Panel and Treaty Working Group.

The Treaty Advancement Committee’s recommendations outline a sustainable process to build the treaty readiness of the Queensland Government and the people of Queensland.

The Queensland Government’s response commits us to working together to confront the complex and deep-seated issues of an unreconciled past.

The Honourable Craig Crawford MP
Minister for Seniors and Disability Services
Minister for Aboriginal and Torres Strait Islander Partnerships
Queensland Government Response to the Treaty Advancement Committee Report

Executive summary

Path to Treaty is the journey to a new future between First Nations and non-indigenous Queenslanders.

In February 2021, the Treaty Advancement Committee was established to provide further advice on how the Path to Treaty might best be advanced.

The Committee provided its report to the Premier and Minister for the Olympics and to the Minister for Seniors and Disability Services and Minister for Aboriginal and Torres Strait Islander Partnerships on 12 October 2021.

Together, the Committee’s recommendations provide clear advice on how to advance a treaty process in Queensland in an authentic, rights-based and equitable partnership with Aboriginal and Torres Strait Islander peoples.

Key recommendations of the Committee include:

- treaty-making and First Nations empowerment – facilitated by a First Nations Treaty Institute
- a two-stage approach to truth telling and healing – firstly via local truth telling and then by a formal Truth Telling and Healing Inquiry
- funding to support the functions of the Institute and First Nations Treaty readiness
- Queensland Government Treaty readiness – led by a Path to Treaty Office
- a short-term Independent Interim Body to undertake preparatory activities for the Institute, local truth telling, and co-design activities with the Path to Treaty Office, until the Institute and Inquiry are established.

The Queensland Government has accepted 18 of the Committee’s recommendations in full including those that will be co-designed. Four recommendations are accepted-in-principle as further policy development is required.

The Queensland Government is committed to genuine co-design throughout the Path to Treaty process. This includes co-design of the supporting legislation for the Institute and Inquiry, in accordance with First Nations peoples’ views and aspirations.

The Path to Treaty aligns with parallel reforms underway in Queensland and at the national level that seek to uphold First Nations aspirations, including:

- Local Thriving Communities – focusing on local decision-making and service delivery initially in the state’s 19 remote and discrete communities; and
- First Nations Voice options, including establishing a state-based representative body through a co-design process.

The journey so far

The Queensland Government started the Path to Treaty conversation in 2019, with truth telling and healing at the heart of this dialogue. Along with Local Thriving Communities, Path to Treaty is one of the key initiatives operating in accordance with the Queensland Government’s Tracks to Treaty, signed and launched on 19 July 2019. Tracks to Treaty seeks to give effect to the commitment to a reframed relationship with First Nations Queenslanders.

An Eminent Panel of Aboriginal, Torres Strait Islander and non-Indigenous Queenslanders was established to provide recommendations on the next steps for the Path to Treaty. A Treaty Working Group conducted community consultations in late 2019 on whether and how Queensland might advance treaty-making with First Nations peoples.

On 13 August 2020, the Queensland Government released the Treaty Statement of Commitment and response to recommendations of the Eminent Panel.

Part of the response included the formation of the Treaty Advancement Committee in February 2021 to provide further advice on how the Path to Treaty might best be advanced and to report back to communities on the advice of the Eminent Panel.

The Committee was Co-Chaired by Dr Jackie Huggins AM and Mr Mick Gooda, and members were Emeritus Professor the Honourable Michael Lavarch AO, Dr Josephine Bourne and Dr Sallyanne Atkinson AO.

The Queensland Government notes that the Committee advice builds on the work of the Treaty Working Group and the Eminent Panel.

The Queensland Government’s response to the recommendations from the Treaty Advancement Committee follows.
## Queensland Government Response to the Treaty Advancement Committee Recommendations

### First Nations Treaty Institute

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Response</th>
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<tbody>
<tr>
<td><strong>1. Establishment of the First Nations Treaty Institute</strong></td>
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<td>The Committee recommends that:</td>
<td><strong>Accepted</strong></td>
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<tr>
<td>1.1 The First Nations Treaty Institute (the Institute) be created to take carriage of the actions required to progress the Path to Treaty;</td>
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<td>1.2 The Institute be a statutory entity established by an Act of the Queensland Parliament;</td>
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<td>1.3 A Bill to establish the Institute be introduced to Parliament by 30 June 2022; and</td>
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<td>1.4 The Bill clearly state the Institute should not undertake, or be a party to, the negotiation of treaties.</td>
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<td><strong>2. Acknowledgement</strong></td>
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<td>The Committee recommends that the proposed legislation will include acknowledgement that:</td>
<td><strong>Accepted in-principle</strong></td>
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<td>2.1 First Nations successfully governed their lands, seas, waters and air and associated resources for at least 65,000 years prior to British colonisation of Queensland;</td>
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<td>2.2 Colonisation occurred without the consent of First Nations and often against the active resistance of First Nations peoples;</td>
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<td>2.3 First Nations have never ceded and continue to assert sovereignty;</td>
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<td>2.4 Colonisation occasioned devastating disruption to First Nations societies and the dispossession of First Nation Peoples of their lands, seas, waters and air;</td>
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<tr>
<td>2.5 First Nations have continuing responsibility for their lands, seas, waters and air in accordance with traditional laws and customs;</td>
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<td>2.6 First Nations cultures and knowledge is an enormous resource for Queensland; and</td>
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<tr>
<td>2.7 Queensland seeks to embark on a Path to Treaty in partnership, good faith and consistently, with the recognition of the rights of First Nations peoples as embodied in the Human Rights Act 2019 (Qld) and the United Nations Declaration on the Rights of Indigenous Peoples.</td>
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### 3. Guiding Principles

The Committee recommends that the legislation and establishment of the Institute be guided by the following principles:

3.1 Self-determination;
3.2 Participation in decision-making underpinned by free, prior and informed consent and good faith;
3.3 Respect for and protection of culture; and
3.4 Equality and non-discrimination.

**Accepted**

The proposed legislation will include guiding principles to apply to the Path to Treaty process, and to the parties to the treaty process, that embody the rights of the 2007 *United Nations Declaration on the Rights of Indigenous Peoples*.

The Queensland Government recognises these principles are reflected in rights recognised in the *Human Rights Act 2019* (Qld). The Human Rights Act Preamble acknowledges that the right to self-determination is of particular significance for Aboriginal peoples and Torres Strait Islander peoples of Queensland.

The Path to Treaty Office will ensure these principles are appropriately incorporated into the legislation with guidance from the Independent Interim Body.

### 4. Institute Functions

The Committee recommends that, as a minimum, the functions of the Institute include:

4.1 Co-developing a Treaty-Making Framework;
4.2 Building the capacity of First Nations people to engage in the treaty-making process;
4.3 Engaging with representative structures for First Nations peoples;
4.4 Facilitating treaty-making, dispute resolution and advising on a future Treaty Tribunal;
4.5 Undertaking and providing culturally and ethically informed research;
4.6 Engaging with the wider Queensland community about Path to Treaty;
4.7 Leading actions and recommendations that emerge from the Truth Telling and Healing Inquiry process (as referred to below);
4.8 Facilitating truth telling and healing, knowledge transfer and collection;
4.9 Administering allocations from the Path to Treaty Fund; and
4.10 Other functions conferred on it by the Minister, in agreement with the Institute.

**Accepted**

The Queensland Government supports the need for these functions to be delivered by the Institute to progress the Path to Treaty. The operational independence of the Institute will be formalised through its establishment as a statutory body.

Given the Institute will be responsible for administering the funding being provided to support its activities, the *Financial Accountability Act 2009* and the *Statutory Bodies Financial Arrangements Act 1982* will apply to the Institute. Appropriate accountability mechanisms will also be applied in the legislation supporting the Institute.

The Path to Treaty Office will ensure these functions are appropriately incorporated into the legislation with guidance from the Independent Interim Body.
5. Institute Powers

The Committee recommends that the powers of the Institute include, at a minimum:

5.1 Powers to administer allocations from the Path to Treaty Fund;
5.2 Powers to create and develop intellectual property and build the data sovereignty of Aboriginal and Torres Strait Islander peoples; and
5.3 Powers to do all things necessary to carry out its functions.

Accepted

The Queensland Government supports the establishment of the Institute with necessary powers to enable it to perform its functions. This includes, for example, the power to enter into contracts, employ staff and engage consultants. The Path to Treaty Office will ensure the appropriate powers are incorporated into the legislation in co-design with the Independent Interim Body.

6. Inaugural Institute Council

The Committee recommends that an Inaugural Institute Council be established to oversee the operations of the Institute immediately upon the Institute legislation being enacted and that it be:

6.1 Appointed by the Governor-in-Council for a period of no more than two years;
6.2 Comprised of eight members, and two Co-Chairs, all of whom will be Aboriginal and/or Torres Strait Islander persons;
6.3 Reflect the diversity of Queensland’s First Nations peoples across the state;
6.4 Gender balanced; and
6.5 Co-Chaired by a woman and man who will be selected by members of the Inaugural Council.

Accepted

The Queensland Government supports the establishment of an Inaugural Institute Council, to set the strategic priorities of the Institute and ensure functions and powers are performed effectively and efficiently. The Queensland Government supports the need for an inclusive and diverse membership. The Path to Treaty Office will ensure the design of the Inaugural Institute Council is appropriately incorporated into the legislation in co-design with the Independent Interim Body.

7. Institute Council

The Committee recommends that:

7.1 Members of the First Nations Treaty Institute Council (the Institute Council) be Aboriginal and/or Torres Strait Islander persons directly appointed by First Nations representative mechanisms and structures.

Accepted in-principle

The Queensland Government supports the establishment of an Institute Council. Aboriginal and Torres Strait Islander representation will help First Nations peoples select leadership of the Institute and bring important decisions back to communities.

Further policy development will be required on the appointment of the Institute Council, in co-design with the Independent Interim Body and informed by appropriate advice for government consideration.

Once the First Nations Treaty Institute is established, the Path to Treaty Office will work with the Inaugural Institute Council to develop the appropriate legislative approach to establish a relationship between First Nations representative structures and the Institute Council.
8. Institute Staff
The Committee recommends that the:
8.1 Positions of Chief Executive Officer and Council Secretary of the Institute be established;
8.2 Chief Executive Officer and Council Secretary be appointed by the Institute Council;
8.3 First Chief Executive Officer and first Council Secretary should be appointed by the Inaugural Institute Council;
8.4 Position of the Chief Executive Officer be classed as a ‘special measure’ position in that it must be filled by an Aboriginal and/or Torres Strait Islander person;
8.5 Term of appointment be:
   8.5.1 for the first CEO – not more than two years; and
   8.5.2 for any subsequent CEO – not more than three years.

Accepted
The Queensland Government supports the need for staff to facilitate the work of the Institute and the importance of having an Aboriginal and/or Torres Strait Islander CEO leading the operations of the Institute.

The Path to Treaty Office will ensure the Institute staff provisions are appropriately incorporated into the legislation in co-design with the Independent Interim Body.

9. Advisory Committees
The Committee recommends that:
9.1 The Institute Council may establish Advisory Committees;
9.2 The legislation establishing the Institute mandate the two following permanent Advisory Committees:
   9.2.1 an Audit, Finance and Risk Management Advisory Committee; and
   9.2.2 a Research and Ethics Advisory Committee;
9.3 Any Advisory Committee must be chaired by an Institute Council member; and
9.4 The Institute Council cannot delegate any of its powers and/or functions to any Advisory Committee it establishes.

Accepted
The Queensland Government supports the establishment of Advisory Committees, including two permanent Advisory Committees.

Advisory Committees will strengthen the governance of the Institute and ensure strong and accountable decision-making processes.

The Path to Treaty Office will ensure the Advisory Committee provisions are appropriately incorporated into the legislation in co-design with the Independent Interim Body.

10. Reporting
The Committee recommends that the:
10.1 Institute provides an Annual Report to the Queensland Parliament; and
10.2 Institute develop and publish a Strategic Plan every four years.

Accepted
The Queensland Government supports the reporting recommendations in the Committee’s report.

The Path to Treaty Office will ensure the reporting provisions are appropriately incorporated into the legislation in co-design with the Independent Interim Body.
### 11. Review of the Legislation

The Committee recommends that:

11.1 The Act establishing the Institute be reviewed in the fifth year of the Institute’s operation.

- **Accepted**
  The Queensland Government supports the recommendation for a review of the legislation after five years including that the review should include consultation with the Institute and First Nations peoples and the appointment of an external independent reviewer.

#### Truth Telling and Healing

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<tr>
<th>Recommendations</th>
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<tr>
<td><strong>12. Staged Truth Telling and Healing</strong></td>
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<td>The Committee recommends that a staged approach be adopted for a Truth Telling and Healing Process consisting of a:</td>
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<td>12.1 First Nations led engagement with public institutions to build understanding in the Queensland community of the reasons and importance of the Path to Treaty; and</td>
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<td>12.2 Formal Inquiry process through a legislated model created to conduct truth telling and healing.</td>
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<td>- <strong>Accepted</strong></td>
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<tr>
<td>The Queensland Government supports the staged approach to truth telling and healing to underpin the Path to Treaty process long term. This includes local truth telling, a formal state-wide process, and ongoing truth telling work to be led by the Institute.</td>
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<tr>
<td>The Independent Interim Body will facilitate local and regional truth telling and healing initiatives with the support of Queensland’s public institutions. This will include working with Institutions of memory and story – museums, libraries, archives and galleries – as they hold significant collections of First Nations art, documents and artefacts.</td>
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<tr>
<td>The Path to Treaty Office will support the establishment of a Truth Telling and Healing Inquiry in legislation to facilitate the formal truth telling process. This will be developed through a co-design approach with the Independent Interim Body.</td>
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| **13. Truth Telling and Healing Inquiry Objectives** |
| The Committee recommends that the Truth Telling and Healing Inquiry (the Inquiry) should, at a minimum: |
| 13.1 Engage with communities to inquire into and chronicle the history of colonisation and the impacts on First Nations peoples and all Queenslanders; |
| 13.2 ‘Do no harm’ in the conduct of the Inquiry by adopting the principles of free, prior and informed consent and a trauma-informed approach; |
| 13.3 Promote public awareness, inform education and develop shared understandings of First Nations cultures, histories, languages and traditions; and |
| 13.4 Link with the treaty-making process and provide recommendations to inform treaty-making. |
| - **Accepted** |
| The Queensland Government supports the objectives of the formal Inquiry. This will enable a stronger shared understanding of the impacts of colonisation and the protectionist-era policies of assimilation on First Nations peoples. |
| The Queensland Government is supportive of the nature of the Inquiry with a focus on building community understanding and empathy for First Nations truth telling and for wider community acknowledgement of and understanding about these truths. |
| It is anticipated that the Queensland Government would support Queensland schools to access and use resources generated through the Truth Telling and Healing Inquiry as source material to support teaching Aboriginal and Torres Strait Islander histories and cultures. |
Further co-design with the Independent Interim Body will inform the detailed design of the Inquiry, including its functions, powers and subsequent use of information.

### 14. Term of the Inquiry

The Committee recommends that:

14.1 The Inquiry have a three-year term.

**Accepted**

The Queensland Government supports the proposed three-year term of the Inquiry. Requests to extend the Inquiry will be considered on an as-needs basis by the Premier.

### 15. Membership of the Inquiry

The Committee recommends that the Inquiry be conducted by five members, selected in consultation with First Nations peoples and as a guideline the Inquiry have:

15.1 A majority of First Nation members;
15.2 At least one Aboriginal member and one Torres Strait Islander member;
15.3 At least two members that identify as female; and
15.4 At least one member with extensive legal experience.

**Accepted**

The Queensland Government supports the proposed membership of the Inquiry and for members to be appointed through an open and transparent selection process. Further co-design with the Independent Interim Body will inform membership details, including selection of Inquiry membership.

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### Path to Treaty Fund

#### Recommendations

16. Guaranteed funding for the Path to Treaty

The Committee recommends that:

16.1 A minimum annual allocation of $10 million from the $300 million Path to Treaty Fund (the Fund) is made available to maintain the Path to Treaty process.

**Accepted**

The Queensland Government supports that a minimum annual allocation of $10 million from the Path to Treaty Fund (the Fund) is made available to support the Institute to maintain the Path to Treaty process for the duration of treaty-making.
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<tr>
<th>17. Fund allocations once the Institute is established</th>
<th><strong>Accepted in-principle</strong></th>
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| The Committee recommends that, once established, the Institute receive the entirety of allocations from the Fund to resource the:  
17.1 Administration of its operations; and  
17.2 Carrying out of its legislated functions. | $10 million per year from the Fund will be provided to the Institute, once established, to support its functions.  
The Queensland Government recognises that the Fund is limited to supporting treaty-related activities.  
The performance and operation of the Fund will be reviewed by Queensland Treasury before the end of 2025 to allow consideration of returns and future use of the fund for treaty-related actions. |

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<tr>
<th>18. Fund allocations before the Institute is established</th>
<th><strong>Accepted</strong></th>
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| The Committee recommends that, until the Institute is established, the accrued allocations from the Fund be utilised as follows:  
18.1 At least $5 million for the agreed functions of the Institute could commence immediately, in line with the Committee’s recommendations; and  
18.2 The remaining funds being made available to contribute to initial costs of establishing the Inquiry. | The Queensland Government supports the need for action while the legislation to establish the Institute is under development.  
Allocations from the Fund will be available to commence key functions of the Path to Treaty, including local truth telling and healing activities, community engagement and research and advisory functions. |

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<tr>
<th>19. Administration of Funds</th>
<th><strong>Accepted</strong></th>
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| The Committee recommends that:  
19.1 The legislation establishing the Institute provide for accountability and transparency in its operations and in the use of allocations from the Fund. | The Queensland Government supports the need for the Institute’s legislation to include accountability and transparency provisions regarding its operations and use of funding and that these should align with the existing legislative requirements for statutory bodies. |

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<tr>
<th>20. Transfer of Funds</th>
<th><strong>Accepted in-principle</strong></th>
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| The Committee recommends that:  
20.1 The transfer of allocations from the Fund to the Institute be made available in four-year funding blocks. | The Queensland Government will set aside $40 million from the Path to Treaty Fund for the First Nations Treaty Institute upon its establishment to support its operation. The Institute will receive allocations of $10 million each year, allowing flexibility to reprofile the annual allocations in line with the Institute’s planned activities.  
To evaluate the effectiveness of this approach the Queensland Government will work with the Institute to review this approach prior to the end of the four-year period. |
**Path to Treaty Office**

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<th>Recommendations</th>
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<tr>
<td><strong>21. Path to Treaty Office</strong></td>
<td>✓ Accepted</td>
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<tr>
<td>The Committee recommends that a Path to Treaty Office, overseen by the Premier, be established to:</td>
<td>The Queensland Government will establish a Path to Treaty Office in the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships to: work with the Independent Interim Body to co-design the arrangements for the Institute and Inquiry; lead policy and program development relating to the Path to Treaty across Queensland Government; lead state-wide community engagement to generate support for treaty-making and broader understanding of Queensland’s history, particularly with non-Indigenous Queenslanders. In addition, a Government Treaty Readiness Committee will be established to coordinate whole of government treaty readiness and have oversight, at the agency level, over Path to Treaty actions. A Path to Treaty Ministerial Consultative Committee will be formed to provide Ministerial oversight of the progress of the Path to Treaty reform and facilitate implementation of Queensland Government treaty readiness. The Premier and Minister for the Olympics will receive regular progress reports to ensure effective oversight of the progress of the Path to Treaty reform.</td>
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<td>21.1 Deliver community engagement activities to build awareness of the history of First Nations peoples and the Path to Treaty process in the wider Queensland community; and</td>
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<td>21.2 Build capacity of the Queensland Government to prepare and be treaty-ready.</td>
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**Independent Interim Body**

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<th>Recommendations</th>
<th>Response</th>
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<tr>
<td><strong>22. Independent Interim Body</strong></td>
<td>✓ Accepted</td>
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<tr>
<td>The Committee recommends that an Independent Interim Body or equivalent mechanism be established to continue the momentum of the Path to Treaty by:</td>
<td>The Queensland Government recognises the importance of maintaining the momentum of the Path to Treaty and supports the establishment of an Independent Interim Body to provide a co-design partnership with the Path to Treaty Office, guide the truth telling process and undertake research and community engagement functions. It is proposed that this body consist of ten members, with the majority being Aboriginal or Torres Strait Islander, providing strategic direction, supported by a secretariat. In consultation with public institutions such as libraries, archives, museums and galleries, the Independent Interim Body will develop a plan to share and build on the rich collections of First Nations stories that exist.</td>
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<tr>
<td>22.1 Providing a co-design partnership with the Queensland Government to inform the legislative phase of the Path to Treaty;</td>
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<td>22.2 Guiding the truth telling and healing process inclusive of the establishment, of the Inquiry and developing the Terms of Reference; and</td>
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<tr>
<td>22.3 Facilitating research and community engagement functions that will provide a solid grounding for the Institute’s commencement.</td>
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