



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, the First Australians, give strength, inspiration and courage to current and future generations 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 Queensland Government, we offer a genuine commitment to work with, 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.



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Oueensland is home to hundreds of Aboriginal and Torres Strait Islander languages but very few are still spoken today. Across Queensland there has been a lot of work to support, grow and maintain the use of our First Nations languages.



Honourable Craig Crawford MP Minister for Fire and Emergency Services Minister for Aboriginal and Torres Strait

Islander Partnerships



Honourable Grace Grace MP Minister for Education Minister for Industrial Relations

This policy brings together and builds on the work that Aboriginal peoples and Torres Strait Islander peoples and government agencies are doing to ensure Aboriginal and Torres Strait Islander languages are celebrated and maintained for future generations of Queenslanders.

The United Nations International Year of Indigenous Languages 2019, highlighted the value of Indigenous languages but also the ongoing loss of those languages across the world and the devastating impact that has on peoples and communities.

We share this global commitment to protect and promote Indigenous languages. Queensland plays a significant role in preserving Australia's First Nations languages, holding the nation's second largest Aboriginal and Torres Strait Islander population.

The Queensland Government acknowledges that past government policies and practices that separated Aboriginal and Torres Strait Islander families also prohibited Aboriginal peoples and Torres Strait Islander peoples from speaking their languages. This has contributed to the loss of languages and the ongoing challenges to strengthen and grow the use of their languages.

Today a small number of Aboriginal peoples and Torres Strait Islander peoples speak their traditional language fluently daily — they are far more likely to speak a Creole or other contemporary language. By recognising, understanding and supporting all the languages spoken today, we can support communities to connect with education, culture, and more.

This policy is critical to ensuring that this important part of our state's cultural heritage is not lost. Aboriginal and Torres Strait Islander languages are an important part of Queensland's rich and diverse cultural heritage.

Ensuring children learn Aboriginal and Torres Strait Islander languages is an integral part of preservation — our younger generations are the leaders of tomorrow who will be responsible for carrying languages and culture into the future.

The Queensland Government is committed to partnering with Aboriginal and Torres Strait Islander Queenslanders to reconcile the past and achieve a reframed relationship.



Aboriginal and Torres Strait Islander languages are the languages of the world's oldest living cultures. Our languages tell the stories of this country, they connect our people to country and hold within it the lore of our cultures that are passed on through generations of songs, stories and dance. Our languages are an intrinsic part of **Queensland's cultural** heritage.

Many voices

The International Year of Indigenous Languages 2019 empowered us to stand together, sharing and celebrating our languages. By harnessing the strength of our cultures and developing and implementing this policy developed during 2019, we can recognise and reinstate the First Nations Languages of Queensland.

This Queensland Aboriginal and Torres Strait Islander Languages Policy (Languages Policy) recognises the significance of the languages of Aboriginal peoples and Torres Strait Islander peoples. This is a great step forward. Our languages are of great value and benefit to our people, and we know our languages and this policy will positively benefit all Queenslanders. We look forward to a day when our languages will ultimately be protected by legislation that reflects their value to Queensland.

Keeping our languages and building capacity for us to learn our languages and to share and teach them are important and this policy will give our people real hope: hope that our languages will continue for generations to come and continue connecting songlines and storylines with people and country.

Truth telling and healing for future generations

For many years, quietly within communities, people have been working passionately to keep their languages alive. It has been a long and painful journey.

It is a privilege to represent the wishes of our old people and to assist the Queensland Government to take these steps toward embracing our languages. This policy ensures that there is acknowledgement of our people's pain and will lead to truth telling and healing for future generations.

Image (Front L-R): Kerry Charlton, Dana Ober, Lavinia Heffernan, Stacy Saltner, Faith Baisden, Milton Walit, Sharmila Prasad. (Back L-R): Des Crump, Elijah Douglas, Stephen Faifai, Rory O'Conner, Xavier Barker. Absent: Nancy Bamaga and Alberta Hornsby.



A REFRAMED RELATIONSHIP

The Queensland Government is committed to partnering with Aboriginal and Torres Strait Islander Queenslanders to reconcile the past and achieve a reframed relationship.

In July 2019, the Premier signed the historic joint Statement of Commitment as part of the *Tracks to Treaty — Reframing the relationship with Aboriginal* and Torres Strait Islander Queenslanders initiative.

It is a significant step forward in the reconciliation journey, to foster a shared pride in Aboriginal and Torres Strait Islander cultures. It will help heal the wounds of the past, advance the rights of Aboriginal and Torres Strait Islander Queenslanders, and set the foundation for a new and just relationship.

Tracks to Treaty is underpinned by the principle of self-determination and builds on the progress made to date, including:

- recognition of Aboriginal peoples and Torres Strait Islander peoples as the First Australians in the **Oueensland Constitution**
- the Human Rights Act 2019, which acknowledges the importance of the right to self-determination for Aboriginal peoples and Torres Strait Islander peoples; and specifically acknowledges Aboriginal peoples and Torres Strait Islander peoples' rights to enjoy, maintain, control, protect, develop and use their language, including traditional cultural expressions.

In May 2018, the Queensland Government launched the Reconciliation Action Plan 2018–2021. The Reconciliation Action Plan identifies that the Department of Aboriginal and Torres Strait Islander Partnerships and the Department of Education will co-design a Queensland Government Aboriginal and Torres Strait Islander languages policy with the Aboriginal and Torres Strait Islander community.

The Languages Policy was developed with feedback from community consultation at language forums in 2018–19 and advice from the Languages Working Group.

The Languages Working Group is a joint community and government body, reflecting the goals of Aboriginal and Torres Strait Islander peoples to reframe the relationship.

The community members are representative of language groups across Queensland and provided further insight and advice to finalise this policy. This included how to best support and preserve languages and ways to recognise and value Aboriginal and Torres Strait Islander languages.

At the national level, Queensland is working in partnership with Aboriginal and Torres Strait Islander peak organisations and other jurisdictions to refocus and implement a refreshed Closing the Gap agenda that:

- recognises and acknowledges the importance of promoting strong Aboriginal and Torres Strait Islander cultures, heritages and languages; and
- is based on principles of empowerment and self-determination to deliver a community-led. strengths-based strategy that enables Aboriginal peoples and Torres Strait Islander peoples to move beyond surviving to thriving.

OUR COMMITMENT

This whole-of-government, integrated policy will create the change to enable the next and future generations of all Queenslanders to share in the languages of Aboriginal and Torres Strait Islander Queenslanders.

The Queensland Government commits to:

- recognising the importance of Aboriginal and Torres Strait Islander languages in maintaining cultural identities and building the resilience of Queensland's Aboriginal and Torres Strait Islander communities
- working in collaboration with the Aboriginal peoples and Torres Strait Islander peoples to develop measures to strengthen and promote Aboriginal and Torres Strait Islander languages
- promoting Queensland as a thriving, vibrant cultural state that values, and embraces Aboriginal and Torres Strait Islander cultures and languages as important to everyone.

THE IMPORTANCE OF **ABORIGINAL AND TORRES** STRAIT ISLANDER LANGUAGES

Aboriginal and Torres Strait Islander languages represent a complex and sophisticated system of knowledge developed over thousands of years, where each language represents a unique context for understanding the world. Language is central to identity and connects people to culture, country and kin. Language is also critical to transmitting and preserving cultural knowledge and understanding.

Dispossession, settlement and cumulative acts of colonisation have impacted Aboriginal and Torres Strait Islander peoples' use of their languages.

While Aboriginal peoples and Torres Strait Islander peoples are now encouraged to speak their languages, there was a time when speaking their languages was prohibited. This history has hindered languages being passed down through the generations. As a result, many Aboriginal and Torres Strait Islander languages are now critically endangered.

According to the Australian Bureau of Statistics, less than one in 10 (seven per cent or 13,134 persons) Aboriginal and/or Torres Strait Islander residents in Queensland reported speaking an Australian Indigenous language at home. Most reported only speaking English at home (86.4 per cent or 161,162 people).

With very few fluent speakers remaining, many languages could easily be lost in the next few decades. The loss of language means the loss of cultural heritage that incorporates unique ways of knowing and experiencing the world.

Culture and language also play a critical role for the healing and strengthening of individuals and communities.

Research demonstrates that cultural participation, including language use, supports:

- early childhood development by promoting resilience, and by supporting engagement in early childhood services and education
- schooling by supporting self-esteem, attendance and academic performance through improved literacy and numeracy skills
- health by promoting physical and mental health and wellbeing

- economic participation through employment
- safe communities through developing stronger cultural identity and increasing resilience as protective factors against critical issues such as suicide and racism
- culturally legitimate governance and leadership.

Language benefits all Queenslanders

The United Nations declared 2019 The Year of Indigenous Languages with the purpose of raising awareness:

- for the benefit of language speakers
- so that others can appreciate the important contribution they make to our world's rich cultural diversity.

Language plays a crucial role in all our daily lives. It is not only the first medium for communication. education and social integration but—more importantly—is the heart of each person's unique identity, cultural history and memory.

Aboriginal and Torres Strait Islander languages map the experiences, lore and stories that connect Aboriginal and Torres Strait Islander peoples to country and community and provide all Queenslanders with an understanding of the places where we live, work and play.

A shared appreciation and understanding of Aboriginal and Torres Strait Islander languages provides opportunities to communicate, understand and build relationships that grow a more aware, more open, welcoming and inclusive community for everyone.

For the purposes of this document, Aboriginal and Torres Strait Islander languages refers to all those languages spoken prior to colonisation, and Aboriginal English and *Creole and other contemporary forms. These* languages inform a holistic world view of land, culture and identity.

CASE STUDIES

Honouring Kuku Yalanji Language at Mossman State Primary School

In mid-2017, Kuku Yalanji Elders and Mossman State School (MSS) staff met to explore the idea of teaching Kuku Yalanji language in the school. Over the next 18 months, this collaborative partnership undertook a journey of truth telling, listening and responding, resulting in the co-development of a formally-documented language agreement between MSS and Kuku Yalanji people.

The Kuku Yalanji language initiative explicitly prioritises consultation with and direction from the Kuku Yalanji community for the purpose of building respectful relationships between school and community, and for the teaching of Kuku Yalanji language at MSS.

This initiative has provided a genuine place for truth telling and acknowledgement of past wrongs, an opportunity for Kuku Yalanji students to stand taller, a pathway for understanding, valuing and celebration of Kuku Yalanji culture, and an ongoing voice to the school through the formalised Kuku Yalanji Language Advisory Group.

Image (L-R): Aunty Roslyn Port, (Kuku Yalanji Language Teacher Aide), Indie Baird, Kathrine Mabo, Marcia Williamson, Charlie Brischetto, (Year 2/3 Students), Tahlia O'Brien, (Kuku Yalanji Language Teacher).

Yarrabah Languages Project

The Department of Aboriginal and Torres Strait Islander Partnerships proudly supported the Yarrabah Languages Project through the work of the Queensland Indigenous Languages Advisory Committee. Aunty Gwen Schrieber attends this program every Tuesday afternoon at the Yarrabah Community Hub. She and 10 other Elders gather together to study the language that they were discouraged from speaking when they were younger.

Aunty Gwen's nephew, Nathan Schrieber—a Gurugulu Gunggandji man—is the program teacher. He drops by the Hub in the afternoon after his Gunggay language lessons at the local primary school. He and the Djunngal Elders are revitalising the local first language in a number of different ways, including exploring the sound system so that Gunggay words can be written to capture the appropriate sound. This is 'sensitive work' says Nathan, as he and the Elders seek to remember the oral tradition that informs the project.

Nathan completed a Master of Indigenous Languages in Education with Sydney University and now lives in Cairns, where he travels each week to explore the Gunggay language with Aunty Gwen and the other Elders at the Hub. One of Aunty Gwen's favourite phrases is 'wanyi bama', which translates as 'What did you say?' She loves going to the program for many reasons including reconnecting with her cultural heritage, sharing memories of younger days and laughing with the other Elders from the community.

It is through projects like the one in Yarrabah that Aunty Gwen and her mob can define their identity, preserve their community history and hand the customs and traditions to the next generations.



Language reclamation at Hope Vale State School

The Guugu Yimithirr language, which is the little-known origin of the word "kangaroo" (from the Guugu Yimithirr "gangurru") is a fragile First Nations language of eastern Cape York Peninsula. Few young parents are now able to speak fluently with their children in their ancestral language.

Guugu Yimithirr language champions and language students at Hope Vale are working with Pama Language Centre to develop new ways of teaching, learning and transmitting the Guugu Yimithirr language to support language transmission in the home, community and school. Pama Language Centre's Songs on Country project facilitates song writing workshops with Lillian Bowen and her Guugu Yimithirr language students at Hope Vale School to compose original children's songs in Guugu Yimithirr (image below). The first book of songs—Gunbu Bubu Nganhthanun-gami—has now been published. These songs are sung in Lillian's Guugu Yimithirr language classes. Many have been professionally recorded and are accompanied by beautiful film clips and animations.

In August 2019, one of the Guugu Yimithirr Songs on Country—Nganhthaan Waandaar Nganhthaan Ngurraar—was sung by nine of Lillian's students leading a mass choir at the Sydney Opera House. Songs on Country is now developing song-based language teaching strategies and teaching materials based on our new songs. Lillian's students love learning and singing their language and their parents are proud that their children are learning to speak, sing, read and write their ancestral language.

Mackay Yuwibara Languages Project

The State Library of Queensland (SLQ) conducted its first community language workshop with the Mackay community in 2015 when the Yuwibara language was considered 'lost'. At the first workshop SLQ located a list of approximately 550 words collated by George Bridgeman, mission superintendent at the Mackay Aboriginal Reserve from the 1870s. From that starting point, an enthusiastic core group of community members established the Yuwibara Language Group to guide the revival of the Yuwibara language in the Mackay community.

With the support of Mackay Regional Council Library, the group has since produced innovative language resources for the First 5 Forever program, as well as for schools and the community. There are three community-produced language books and a fourth in the pipeline, as well as a translation of the popular children's book The Very Hungry Caterpillar into Yuwibara language.

The Yuwibara Language Group is also working with local businesses to promote community awareness of their language by creating 'open' and 'closed' signs in Yuwibara.



LANGUAGES POLICY FRAMEWORK

Vision

That Aboriginal and Torres Strait Islander languages in Queensland are strong, acknowledged, maintained and accessible to all Queenslanders.

Guiding principles

The following principles will inform the Queensland Government implementation of the Languages Policy:

Self-determination ensures that Aboriginal peoples and Torres Strait Islander peoples:

- design and lead development of joint actions to implement this framework
- have the right to maintain and transmit through current and future generations the languages that reflect the insights and values of Aboriginal and Torres Strait Islander peoples, as well as their knowledge systems and cultures
- work with locally based language centres and other language champions and speakers of these languages.

Recognition of diversity ensures that the Queensland Government:

 respects, values and actively supports the use of and access to all Aboriginal and Torres Strait Islander languages, including all those languages spoken prior to colonisation, and Aboriginal Englishes and Creole and other contemporary forms. These languages inform a holistic world view of land, culture and identity.

Framework priorities



These priorities will inform development of a whole-of-government action plan to implement the Languages Policy.

Priority 1: Pathways

Investigate strategies aimed at developing physical, cultural and social infrastructure that provides strong foundations to support language growth and maintenance. These can include:

- creating training and employment pathways for speakers and scholars in First Nation languages (e.g. interpreters, teachers, linguists)
- creating accreditation for First Nations language experts
- developing local community-based facilities for learning and sharing languages
- funding of human and physical resources
- establishing a central point of contact for information about Aboriginal and Torres Strait Islander languages in Queensland.

Priority 2: Action and activation

Investigate development of language resources and expertise to grow community capacity to share and encourage the use of Aboriginal and Torres Strait Islander languages across all Queensland communities. These can include:

- co-designing actions that are funded, accountable and monitored
- increasing access to experts, organisations, information and resources
- increasing the skills of the Queensland Government workforce to value and recognise Aboriginal and Torres Strait Islander languages
- development of languages curricula aligned to the Australian Curriculum Framework for Aboriginal Languages and Torres Strait Islander Languages
- building relationships with universities and research institutions to support access to historical resources and information, data and expertise to strengthen and maintain languages.

Scope and application



This framework applies to and guides all Queensland Government departments, agencies and statutory authorities.

Truth-telling and healing ensures that Aboriginal peoples and Torres Strait Islander peoples:

- are recognised as the continuing custodians of their languages and cultures
- have cultural and intellectual property rights to language respected and protected
- experience the measurable benefits of connection to culture, language and community, including improved health and wellbeing.

Urgency and action ensures that the Queensland Government:

- delivers sustainable and measurable joint actions and outcomes in accordance with priorities and aspirations as defined by language communities
- focuses on mitigating the risk of further loss of Aboriginal and Torres Strait Islander languages by providing adequate and appropriate resourcing to support community efforts.

The progress of this policy and action plan will be monitored by a joint governance committee that consists of community and government representatives.

Priority 3: Restoration and transmission

Investigate strategies to increase the number of people speaking Aboriginal and Torres Strait Islander languages regularly including information storage, expertise and local access to learning. These can include:

- recording, documenting and preserving languages with local storage and access
- growing language use among all people, especially young people to sustain languages and language use into the future
- building local knowledge, capacity and community control in the recording, documentation and storage of Aboriginal and Torres Strait Islander languages
- supporting access to heritage by maintaining, learning and researching Aboriginal and Torres Strait Islander languages.

Priority 4: Recognition and promotion

Investigate strategies to grow community awareness and understanding of Aboriginal and Torres Strait Islander languages to encourage reconciliation and pride in Queensland's unique cultural heritage. These can include:

- raising awareness and understanding about local Aboriginal and Torres Strait Islander languages, including in the business of the Queensland Government
- acknowledging the impact of history on Aboriginal peoples and Torres Strait Islander languages
- supporting the use of first languages by Aboriginal and Torres Strait Islander people through inclusive education policies, access to government services, and awareness-raising that promotes recognition and respect
- appropriately naming and co-naming public buildings and facilities using local Aboriginal and Torres Strait Islander languages.



A COLLABORATIVE POLICY

Development of this languages policy is the result of collaboration and co-design between the Queensland Government and Aboriginal peoples and Torres Strait Islander peoples. The Queensland Government wishes to thank the Languages Working Group, the Queensland Indigenous Languages Advisory Committee and the many Aboriginal peoples and Torres Strait Islander peoples who have shared their time, experience, knowledge and ideas throughout the language forums.

The successful implementation of this policy will rely on genuine partnership and collaboration. The progress of this policy will be monitored by the Department of Aboriginal and Torres Strait Islander Partnerships, which will oversee the implementation of the policy guided by a joint governance committee consisting of Aboriginal and Torres Strait Islander community and government representatives.

The Queensland Government will continue to work with community to support languages through:

- the roll out of language programs in state schools under the Australian Curriculum Framework for Aboriginal Languages and Torres Strait Islander languages and the Queensland Curriculum and Assessment Authority (QCAA) Senior Syllabus Aboriginal and Torres Strait Islander languages short course 2019
- promotion and implementation of language names using the Queensland strategy for naming and co-naming of public building and facilities
- support for artists to share stories in language
- support to build community capacity to research and manage their language preservation, nurturing and maintenance including through the State Library of Queensland's Language program and the Queensland Government's Indigenous Languages Grants Program.

The Queensland Government will develop an action plan to support implementation of this policy that builds on the work already being done, encourages whole-of-government support and embeds respect and recognition of Aboriginal and Torres Strait Islander languages in the everyday business of government.

The joint governance committee report on implementation of the policy and action plan through the annual Reconciliation Action Plan reporting process which includes an independent review.

What will success look like?

Success will be seeing Aboriginal and Torres Strait Islander languages and cultures protected, preserved, promoted and actively practiced. First Nations languages will be integrated into everyday business and becomes part of the 'norm' rather than the exception. Support for languages is ongoing and activities are appropriate and sustained to ensure Aboriginal and Torres Strait Islander languages continue into the future. This includes:

- hearing, seeing and speaking Aboriginal and Torres Strait Islander languages
- all Queenslanders have easy access to learning languages
- all Queensland children are able to learn First Nations languages in school
- improved community wellbeing through strong connection to community and culture
- languages are being preserved and maintained
- improved public sector cultural capability and better service delivery
- improved social and economic participation outcomes
- increased understanding about the diversity of languages and locations of language groups in Oueensland.

RESOURCES

Government policy/ legislation

Oueensland Government Reconciliation Action Plan 2018-2021

> https://www.datsip.qld.gov. au/publications-governanceresources/policy-governance/ reconciliation-action-plan

- **Aboriginal and Torres Strait Islander Cultural Capability** Action Plan 2019-2022
- **Department of the Premier** and Cabinet and Public Service Commission

https://www.premiers.qld.gov. au/publications/categories/ plans/cultural-capabilityaction-plan.aspx

Tracks to Treaty

https://www.datsip.qld.gov. au/programs-initiatives/ tracks-treaty

Queensland Human Rights

https://www.ghrc.gld.gov.au/ your-rights/human-rights-law

Closing the Gap

https://closingthegap.niaa. gov.au/

Language sources

State Library of Queensland Aboriginal and Torres Strait Islander languages

> https://www.slq.qld.gov.au/ discover/aboriginal-andtorres-strait-islander-culturesand-stories/languages

Queensland Indigenous Languages Advisory Committee

http://www.gilac.org.au/

- First Languages Australia https://firstlanguages.org.au/
- **Our Languages** http://ourlanguages.org.au/
- **AUSTLANG Indigenous** Languages Database, **AIATSIS**

https://collection.aiatsis.gov. au/austlang/search

Other

United National Declaration on the Rights of Indigenous People

> https://www.un.org/ development/desa/ indigenouspeoples/ declaration-on-the-rights-ofindigenous-peoples.html

United Nations International Year of Indigenous Languages

https://en.iyil2019.org/

United Nations Convention on the Rights of the Child

> https://www.ohchr.org/en/ professionalinterest/pages/ crc.aspx

WOVEN LANGUAGES

The 'woven languages' tapestry represents Aboriginal and Torres Strait Islander languages and dialects once spoken, of which less than 50 remain and less than 20 being used as first languages.





