INQUIRY INTO MUSEUMS AND GALLERIES

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Draft Submission to the General Purpose Standing Committee No. 4 Inquiry into Museums and Galleries

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This submission remains in draft form until endorsed by LGNSW Board.

Opening

Local Government NSW (LGNSW) is the peak organisation for local government in NSW, representing general-purpose councils, associate members including 12 special-purpose county councils, and the NSW Aboriginal Land Council. LGNSW facilitates the development of an effective community-based system of local government in NSW.

LGNSW thanks the Committee for the opportunity to respond to the Terms of Reference for the Inquiry into Museums and Galleries. Local government plays a vital role in the delivery of complex and diverse cultural infrastructure and services across all areas of NSW including in metro, regional and remote areas and is a key provider in the museum and gallery sector. The relationship between local government and NSW Government cultural activity is intrinsic, historic and must continue to grow and change with the sector over time.

Local government’s roles and responsibilities are providing and or supporting both professional and community based museums, galleries, arts groups and volunteer groups and their associated exhibitions, programs and research. Increasingly, councils also provide major cultural facilities with professional staff and to professional standards. In the context of this Inquiry it must be noted that local government is also the core provider of NSW’s extensive network of public libraries, many of which are associated with cultural precincts and co-located arts and heritage services.

Local government also has a role in supporting the regional and outreach programs of the five major NSW institutions whose critical outreach services provide connection to significant collections and exhibitions.

Further, local government is a key funder and facilitator of Regional Arts Boards and has a strong relationship with the State Government through the activities and devolved funding of Museums and Galleries NSW.

Purpose

The General Purpose Standing Committee No. 4 is required to inquire into and report on the performance or effectiveness of the NSW Government agencies responsible for the organisation, structure and funding of museums and galleries in NSW. LGNSW interprets this as including the state-owned major cultural institutions: the Art Gallery of NSW, the Museum of Applied Arts and Sciences and the Australian Museum; Arts NSW, peak bodies (Museums and Galleries NSW and Regional Arts NSW) and associated agencies such as Infrastructure NSW and Destination NSW. These organisations all have connection to the cultural spaces and collections of NSW. The Inquiry has nine Terms of Reference. In this Submission, LGNSW provides comment on seven of these.

LGNSW supports improvements to the structure, organisation of and funding for NSW museums and galleries for the benefit of the people of NSW. LGNSW emphasises that any proposed amendments to the existing arts funding system must not increase the burden on local government’s limited resources and capacity. Museums and galleries are sectors of the NSW broader cultural landscape and therefore comments made in this paper are made in isolation from the rest of the sector, yet at the same time are indivisible from it.

According to the Museums and Galleries NSW (MGNSW) 2013 Census, ‘...there are an estimated 500 small to medium sized museums and galleries. 350 are volunteer run, the remainder a mix of professionally staffed regional galleries and museums, artist run spaces, Aboriginal cultural centres and keeping places. Several of these combine functions (or co-
locate) with libraries, visitor information centres and performing arts centres.\(^1\) The Census also identifies that 82% of local government areas in NSW reported providing a museum or gallery.

More recent preliminary findings of LGNSW research into how councils provide arts and culture service suggest that the actual number is higher than the MGNSW research suggests. Councils often support community run initiatives that are not identified as museums or galleries expenditures, when in fact they perform the same functions. For example, community run museums may be housed in buildings that are funded and maintained through council asset management in directorates such as ‘Engineering’ or ‘Economic Development’.\(^2\)

Again, the importance of libraries infrastructure to the museum and gallery sector must be emphasised. The State Library of NSW (SLNSW) reports that; ‘... nearly 1000 service points reach across NSW and are complemented and extended by online services, services to the housebound and outreach to remote areas.’ Between 1985 and 2014 local government per capita expenditure on libraries increased five-fold.\(^3\) The table below indicates the significant growth in investment by local government in libraries by comparison to the State Government over the past fourteen years.

**Expenditure on Public Library Services**


Source: Public Library Statistics 2013/14\(^4\)

A recent example of significant library museum expenditure and synergy is Albury Library/Museum in which Albury City Council converged library and historical collections into a new purpose built space resulting in combined higher access and visitation. Many libraries also hold and own extensive historical collections. For example the Wollongong City Council Local

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Studies Collection, housed in the Central Library, holds 21,000 historic photographs from the 1800s onward, 100 original manuscripts as well as a vast collection of historic maps, objects and council records.

In summary, local government has an extensive network of arts related infrastructure and services that reach grass roots levels in all areas of NSW and partnerships with state and federal governments are vital to the health, reach and excellence of these services.

Response to the Terms of Reference

a. NSW Government policy, funding and support for museums and galleries, museum and gallery buildings and heritage collections, including volunteer managed museums and museums managed by councils

i. Policy and Planning

Local government supports a collaborative approach with the NSW Government to a strong, relevant and robust arts framework as described in key documents including: Create in NSW, the NSW Aboriginal Arts and Cultural Strategy 2015 – 2018, the Destination NSW Visitor Economy Industry Action Plan and Rebuilding NSW - NSW State Infrastructure Plan.

As local government is comprised of paid council staff and elected members who understand the needs of the community, it should be recognised as the key source for consultation on approaches to planning and policy that relate to local government. Local government is an excellent source of information from the grass roots level that can assist other spheres of government to better deploy policy and funding strategies.

Recommendations:
1. LGNSW calls upon the NSW Government to consult local government in all arts and culture policy and strategic planning and implementation processes including the revision and rollout of the strategies listed above.
2. LGNSW urges the NSW Government to ensure involvement of LGNSW, Joint Organisations, existing Regional Organisations of Councils (ROCs) and council representatives in advisory panels and during policy formulation.

ii. Funding and Support

This Inquiry affords an opportunity for revitalisation of funding for museums and galleries in NSW and should recommend an increase in NSW Government funding across art forms that are supported by local government. This needs to happen in a context of increased financial pressures on all spheres of government and the need to deliver more with less.

Local government itself invests heavily in the arts. The Australian Bureau of Statistics (ABS) estimated total expenditure in 2012/13 on cultural activity (which includes, but is not exclusive to museums and galleries) by the three tiers of government comprised: 33% from the Australian Government, 47% from state and territory governments and 20% from local government. While local government appears to have the smallest percentage contribution, the estimate of total expenditure by local government on cultural activities in NSW itself was $435.7million, indicating significant direct expenditure at a community level across metro, regional and remote areas.

Local government in particular provides a strong continuity for museums, galleries and cultural activities by supporting recurrent funding. In 2012-13, 83% of the estimate of total local government funded expenditure on cultural activities was for recurrent expenses.
NSW local government contributed the largest amount of recurrent arts expenditure in Australia at $372.7 million compared to other states.\(^5\) The estimate of capital expenditure by local government in NSW in 2012-13 was $62.9m.\(^6\)

In February 2015, the NSW Government announced $600 million for arts infrastructure projects within the Restart NSW program. To date $139 million of this has been earmarked for the Walsh Bay Cultural Precinct and $202 million for the Sydney Opera House. This translates to over 56% of the available funds being allocated to State Government owned assets in the Sydney CBD. Almost 70% of museums and galleries in NSW are outside of the Sydney metro area and one in ten Australians reside in Western Sydney. This demonstrates the historic tendency for the State Government to fund its assets in Sydney to the detriment of other areas in the state with high needs such as Western Sydney with its high population growth and cultural diversity, and regional and remote councils with changing demographics and infrastructure backlogs.

Museums and galleries, in a qualitative sense, are key contributors to building identity and cohesion in local communities by providing places for meeting, volunteering, participating and expressing and exploring identity and history. In regional areas culture and history infrastructure is highly valued where often few other cultural destinations are available. Moreover, as local government usually provides low cost or free entry to its museums and galleries, they are seen as highly accessible for all, and as a community space.

In the case of the extensive Aboriginal collections and keeping places managed by local government, the location of objects and stories on country makes them highly accessible and provides the opportunity to meet, share and explore history and culture for Aboriginal and non-Aboriginal people.

In terms of funding, Arts NSW reports statistics around geographical breakdown of funding including regional support, Western Sydney support, major festivals support, service organisations and Aboriginal arts and culture. While these statistics are useful, it remains difficult to discern what proportion of each is directed to local government as opposed to non-government organisations or individuals.

**Recommendation:**
3. LGNSW recommends that the Government should quarantine the remainder of the $600 million Restart NSW funds to support local government infrastructure projects particularly in Western Sydney, regional centres and rural and remote NSW.\(^7\)
4. LGNSW calls for more clarity about what proportion of funds are allocated annually to peak bodies, State Government, local government, individuals and to non-government organisations. This would provide a statistical benchmark and permit analysis against local government areas of most need as a result of demographic change or social issues.

**b. Potential funding impacts on museums and galleries affected by council amalgamations**

It is too early to gauge actual funding impacts on arts and culture as a result of council amalgamations. Currently Administrators are focussed on meeting State Government targets so there is a risk that arts and culture may not be a focus in the context of major organisational and fiscal rearrangements that are underway.

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\(^5\) This figure is for all cultural activities.
\(^7\) Western Sydney represents 1 in 10 Australians yet attracts only 5.5 % of the State's Cultural Arts, heritage and events funding.
Historically, local council operations have focussed on infrastructure and service provision. In recent decades, the importance of culture to communities has been recognised more and arts and culture service and infrastructure delivery by local government has increased. However, as these services are not always perceived as core by councils, councillors or communities, their place in the financing at a local level can slip in the face of challenges to address traditional core service delivery needs.

Currently, due to rate freezes and cost-shifting, local government faces significant backlogs around basic services such as infrastructure and roads. As one general manager stated during recent LGNSW research into how councils deliver arts and culture: ‘I’ve got potholes everywhere, I’ve just had to close the only swimming pool in town for three days a week - the community would be outraged if I tried to do something around art in the budget.’ While this is not the opinion of all councils/communities, this circumstance means that councils are challenged to adequately manage the planning for, and production or transition of culture in the amalgamation actions. Museums and galleries are in danger of becoming part of the backlog.

The forced amalgamation of councils is an opportunity for the State Government to assist with transition to shared resources, collections and better management of collections across previous borders, meaning local histories and arts communities can be united and strengthened. The amalgamation debate has largely centred on assets and infrastructure, but also on perceived threats to local history and identity. This is the State Government’s opportunity to foster and fund new and stronger identities for these merging communities.

The Stronger Communities Fund Major Projects Program is described by the Minister for Local Government as ‘...funds for important projects like local roads, parks, playgrounds and footpaths.’ The Community Grants Program within the Fund is described as ‘...projects that may include upgrades of club facilities, funding of sporting equipment, or providing tools and equipment to improve the delivery of community services.’ While the guidelines and criteria for the Stronger Communities Fund do not exclude arts and culture projects and infrastructure, they are not explicit in the guidelines and thus may not be the focus.

**Recommendation:**
1. LGNSW recommends that the NSW Government supports and funds cultural projects as a high priority for councils that are amalgamating.
2. LGNSW calls upon the NSW Government to recognise the opportunity to fund transition of museums and galleries in merging councils via a specific allocation for arts projects and infrastructure including but not confined to museums and galleries within the Stronger Communities Fund.

**c. Opportunities to revitalise the structure, reach, and impact of museums and galleries, and their research and collecting priorities**

Local government acknowledges the positive outcomes of collaborations between local government museums and galleries with state institutions such as the Australian Museum, the Museum of Applied Arts and Sciences (MAAS), the Art Gallery of NSW (AGNSW) and the State Library of NSW (SLNSW). Further, local government staff and volunteers continue to express appreciation for the advice, support and networking of Museums and Galleries NSW over many years, and welcome this organisation’s offering of Museum Advisor and Standards Programs. Local government has been a key collaborator, as a funder and a

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6 Comment noted during interview for LGNSW Research 2015/16.
partner, in the establishment and expansion of the NSW Regional Arts Network since its inception and welcomes the opportunity to apply for Country Arts Support Program funding for council projects.

**Recommendations:**

7. LGNSW urges the NSW Government to enrich, encourage and further fund the outreach and support programs of large institutions by extending the reach of their knowledge, expertise and collections to areas outside of the Sydney CBD. Regional capacity and sustainability will be enhanced by this approach. A key strategic step toward this is involvement and consultation with local government.

8. LGNSW calls upon the NSW State Government to ensure representation from LGNSW, Western Sydney and regional NSW councils on the Boards and Advisory Panels of the state’s major cultural institutions, Arts NSW advisory and assessment panels and the advisory panels of MGNSW and RANSW. The Public Libraries Consultative Committee already includes an elected councillor and LGNSW representative and this is a good model.

d. **Access to the collections of the Museum of Applied Arts and Sciences, the Australian Museum and any other state collections held in trust for the people of New South Wales, and programs that promote physical and online access**

LGNSW notes decreasing outreach and community based services offered by the NSW state institutions and the high demand from councils for more physical and digital reach. For example, councils have noted a decrease in the availability of mentorships, free advice, professional skills training and internships, and stakeholder engagement.

One recent significant example of this is the mothballing of the NSW Migration Heritage Centre (MHC) based at the MAAS and closure of that active research and project funding program. The Migration Heritage Centre over a number of years provided grants, capacity building and support for council-owned and smaller community museums that councils assist. The funding supported the development of a significant research base around key migration stories in historic and contemporary NSW which brought a NSW contribution to the national picture. Communities at a local level were able, through the Centre, to generate evidence and identify cultural materials that are important identity makers and tools for fostering cross cultural understanding and harmony. These avenues of support were invaluable for facilitating councils’ ability to undertake recognition work around the way in which their local areas grew and were being shaped. There is no significant replacement for the Centre, meaning this type of work has all but ceased.

**Recommendations:**

9. LGNSW calls for a reinstatement of services that supply appropriate, accessible support and funds to local communities within the state cultural institutions’ budgets.

10. Local government museums and galleries are increasingly managed as professional community arts spaces. Local government-run museums and galleries are often denied the opportunity to host exhibitions of significant materials from the large state institutions due to space, climate control and resources.

11. Local government calls upon the state to consider revitalised funding and touring programs from the major institutions, tailored for local government that includes physical and digital touring of collections and access to advice, research and training from these institutions.
e. The sale of the Powerhouse Museum site in Ultimo and its proposed move to Parramatta, and whether there are alternative strategies to support museum development

LGNSW notes that Parramatta City Council and surrounding Western Sydney LGAs support this initiative as a method to redress the significant lack of a major state cultural institution in Western Sydney. LGNSW also acknowledges that the MAAS has a significant history on and near its current site and is currently a significant local asset for residents of the City of Sydney and other LGAs.

The concerns for LGNSW, should this proposal be implemented, are around funding and consultation. Whether it is the establishment of a new cultural institution in Western Sydney or the proposed relocation, this must be fully informed by planning and consultation with the host council, surrounding councils and their communities. Further, the funds allocated should not be at the cost of funding to other NSW councils and thus should not be taken from the current $600 million arts infrastructure funding or from annual Arts NSW program and project funding. Funding must not draw on and thus diminish these already stretched funding streams for museums and galleries in NSW.

The Inquiry will no doubt consider the cost and profile of the MAAS project in the context of the entire NSW arts community and the right way and time to expend such a significant amount of funds given areas of high and urgent need in the arts.

Recommendations:
12. If the relocation occurs and, if it involves the sale of the existing MAAS site, LGNSW recommends that the proceeds from the sale be quarantined for the relocation, establishment and integration of the MAAS in Western Sydney. LGNSW also recommends that a publicly accessible place for the local community is created on the existing site. The future use of the Ultimo site must be considered through a broad and highly transparent process.
13. LGNSW suggests that the NSW Government ensures the MAAS is networked intrinsically with local government wherever it sits and includes significant representation on advisory panels, boards and project teams. Also, for the benefit of all NSW, that transport corridors and the Museum itself must be fully accessible and of high quality.
14. Wherever MAAS is located the NSW Government should build into the mission and vision for the MAAS, and thus budget, that there will be significant and extended outreach and advisory services for volunteer, regional and remote NSW including funding programs, mentorships, networking opportunities and expert advice.

f. The development and transparency of advice to the government on priorities for NSW museums and galleries

LGNSW's response to this Term of Reference is included in a) and d).

g. The impact of the efficiency dividend on the budgets of museums and galleries over the last 10 years, and funding levels compared to other states

LGNSW is not responding to this Term of Reference.

h. The economic impact of museums and galleries on cultural tourism, and their role in supporting the visitor economy in Sydney and regional New South Wales

LGNSW asserts that while the tourism, employment and economic outcomes of investing in cultural activities are increasingly important, it is imperative to recognise the positive social
outcomes of arts and culture engagement such as increasing educational outcomes, health and well-being, artistic excellence and identity and creative expression.\textsuperscript{10}

The State Government is often a collaborative partner with local government in the creation of cultural infrastructure and in ongoing recurrent funding and project funding. LGNSW acknowledges the growing awareness of cultural tourism as an economic driver and encourages the State Government to continue support cultural infrastructure in NSW.

An example of this is the Margaret Olley Arts Centre (MOAC), part of Tweed Regional Gallery in Murwillumbah northern NSW. The Centre was developed with funds from all spheres of government, a bequest and community fundraising as follows:

<table>
<thead>
<tr>
<th>Margaret Olley Arts Centre Funders</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Community and Philanthropy</strong></td>
<td></td>
</tr>
<tr>
<td>Margaret Olley Art Trust</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>Tweed River Art Gallery Foundation Ltd.</td>
<td>$620,000</td>
</tr>
<tr>
<td>Friends of the Tweed River Art Gallery Inc.</td>
<td>$80,000</td>
</tr>
<tr>
<td><strong>Government</strong></td>
<td></td>
</tr>
<tr>
<td>Tweed Shire Council</td>
<td>$1,112,840</td>
</tr>
<tr>
<td>NSW State Government - Community Infrastructure</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>NSW State Government - Arts NSW</td>
<td>$200,000</td>
</tr>
</tbody>
</table>

In 2014, the Margaret Olley Art Centre in Murwillumbah (population 8,500) attracted 122,746 visitors and the direct economic impact of this visitation to the Tweed economy was, at a conservative estimation, $7.38 million. As the figures above demonstrate, local government and the local community are core stewards and drivers of projects.\textsuperscript{11}

Murray Art Museum Albury (MAMA), which opened in 2015, has likewise demonstrated significant economic and tourism impact for the local region. In the first five months from opening, MAMA attracted 55,000 visitor with a predicted 80,000 annually. The direct economic impact of MAMA’s construction and operation is estimated at $27.6 million and there is a projected $9.66 million boost to the visitor economy following its first year of opening, growing to $12.2 million after five years.\textsuperscript{12}

These two projects have not only involved significant collaborations but have also fostered a culture of philanthropy that contributes to the vitality of the arts and culture sector in NSW and demonstrated the high cultural esteem in which culture is held at a local level. Both projects attracted highly significant bequests of cash, but also artworks. In the case of Tweed, Margaret Olley bequeathed $1 million to the MOAC, but subsequently, the Margaret Olley Art Trust gifted several artworks to the collections. In Albury, the John Flood Nagle


Bequest gifted over 30 significant works to MAMA’s public collection. Cases such as ‘the Olley’ and MAMA are evidence of the high importance of council and community collaboration around significant fundraising and philanthropy for the arts sector and the significant economic benefits this produces.

Councils need to be able to make forward plans to invest in such projects and depend on a reliable funding stream from State Government to support the planned operations of these major facilities. NSW Government multi-year Program Funding for arts and culture is characterised by onerous grant application processes and frequent acquittal. The Funding also requires calendar year, rather than financial year figures. As local government planning and reporting is on a financial year basis, it is difficult for councils to demonstrate the financial management and outcomes at acquittal.

Recommendations:
15. To contribute to the stability and forward planning that adequate support affords, LGNSW urges the NSW Government to continue its investment in cultural infrastructure and to increase multi-year Program Funding through the Arts and Culture Development Program (ACDP).
16. Local government also requests that ACDP funding applications and acquittals be based on the financial, not calendar year.

i. Any other related matter.

LGNSW has no additional matters to raise under this point.

Conclusion and Recommendations

LGNSW welcomes the opportunity to respond to the Inquiry. LGNSW supports practical improvements to the structure, organisation of and funding for NSW museums and galleries for the benefit of the people of NSW. LGNSW emphasises that any proposed amendments to the existing arts funding system must not increase the burden on local government’s limited resources and capacity.

In summary, local government has an extensive network of arts related infrastructure and services that reach grass roots levels in all areas of NSW and partnerships with state and federal governments are vital to the health, reach and excellence of these services.

LGNSW makes the following recommendations:
1. LGNSW calls upon the NSW Government to consult local government in all arts and culture policy and strategic planning and implementation processes including the revision and rollout of the strategies listed above.
2. LGNSW urges the NSW Government to ensure involvement of LGNSW, Joint Organisations, existing Regional Organisations of Councils (ROCs) and council representatives in advisory panels and during policy formulation.
3. LGNSW recommends that the Government should quarantine the remainder of the $600 million Restart NSW funds to support local government infrastructure projects particularly in Western Sydney, regional centres and rural and remote NSW.\(^{13}\)
4. LGNSW calls for more clarity about what proportion of funds are allocated annually to peak bodies, State Government, local government, individuals and to non-government

\(^{13}\) Western Sydney represents 1 in 10 Australians yet attracts only 5.5 % of the State’s Cultural Arts, heritage and events funding.
organisations. This would provide a statistical benchmark and permit analysis against local government areas of most need as a result of demographic change or social issues.

5. LGNSW recommends that the NSW Government supports and funds cultural projects as a high priority for councils that are amalgamating.

6. LGNSW calls upon the NSW Government to recognise the opportunity to fund transition of museums and galleries in merging councils via a specific allocation for arts projects and infrastructure including but not confined to museums and galleries within the Stronger Communities Fund.

7. LGNSW urges the NSW Government to enrich, encourage and further fund the outreach and support programs of large institutions by extending the reach of their knowledge, expertise and collections to areas outside of the Sydney CBD. Regional capacity and sustainability will be enhanced by this approach. A key strategic step toward this is involvement and consultation with local government.

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10. Local government museums and galleries are increasingly managed as professional community arts spaces. Local government-run museums and galleries are often denied the opportunity to host exhibitions of significant materials from the large state institutions due to space, climate control and resources.

11. Local government calls upon the State Government to consider revitalised funding and touring programs from the major institutions, tailored for local government that includes physical and digital touring of collections and access to advice, research and training from these institutions.

12. If the relocation occurs and, if it involves the sale of the existing MAAS site, LGNSW recommends that the proceeds from the sale be quarantined for the relocation, establishment and integration of the MAAS in Western Sydney. LGNSW also recommends that a publicly accessible place for the local community is created on the existing site. The future use of the Ultimo site must be considered through a broad and highly transparent process.

13. LGNSW suggests that the NSW Government ensures the MAAS is networked intrinsically with local government wherever it sits and includes significant representation on advisory panels, boards and project teams. Also, for the benefit of all NSW, that transport corridors and the Museum itself must be fully accessible and of high quality.

14. That wherever MAAS is located the NSW Government builds into the mission and vision for the MAAS, and thus budget, that there will be significant and extended outreach and advisory services for volunteer, regional and remote NSW including funding programs, mentorships, networking opportunities and expert advice.

15. To contribute to the stability and forward planning that adequate support affords, LGNSW urges the NSW Government to continue its investment in cultural infrastructure and to increase multi-year Program Funding through the Arts and Culture Development Program (ACDP).

16. Local government also requests that ACDP funding applications and acquittals be based on the financial, not calendar year.

For further information, please contact Dr Sally Watterson, LGNSW Project Manager Arts and Culture, on