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## Evaluation Report

Queensland Government Reconciliation Action Plan  
2018–2022

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## Author acknowledgement

Abt Associates as authors of this report, acknowledge the Traditional Owners of the land upon which the organisation's Brisbane and Canberra offices are located. We acknowledge the Traditional Owners of lands across Australia where we conduct our work and pay our respects to, and recognise Elders, past, present and future for they are the custodians of the memories, the traditions, the cultures and the hopes of Aboriginal people and Torres Strait Islander people.

## Abt Associates' vision for Australia

Abt's vision for the future of Australia, is one where our nation is actively anti-racist, promotes equality and equity, one that celebrates diversity and embraces unity between Aboriginal and Torres Strait Islander peoples and the broader Australian community.

Abt's organisational mission is to strengthen the communities in which we work, by improving the social and economic wellbeing of all. Guided by the *United Nations Declaration on the Rights of Indigenous Peoples*, which sets out the minimum standards for the continued survival of, and level of respect and wellbeing for all Indigenous peoples, we aim to be an active participant in the reconciliation journey that Australia continues on, as well as a role model for other mission-driven organisations.

## Guidance on terms used in this report

Throughout the evaluation report Aboriginal peoples and Torres Strait Islander peoples, First Nations peoples and Indigenous peoples are used interchangeably. The definition for Indigenous people is Australian Aboriginal people and Australian Torres Strait Islander people.

The term 'sphere of influence' is used regularly and reflects the same language used by Reconciliation Australia in relation to a 'stretch' Reconciliation Action Plan (see

Appendix A: Stretch RAP requirements (RA). Broadly speaking, stakeholders are be divided into those that are internal and external to the Queensland Government. When thinking about the sphere of influence in the context of the Queensland Government RAP, it is helpful to think about individuals, organisations, community and society as levels, and who exists within each of these spheres. A ‘stretch’ RAP is designed to enhance the sphere of influence out from individuals and the organisation of the Queensland Government into the community and society.

**Figure 1 – Defining sphere of Influence**



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## 1. Executive summary

### Background

In July 2021, the Queensland Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATSIP) engaged Abt Associates to undertake an independent evaluation of the *Queensland Government Reconciliation Action Plan 2018–2022*.

The evaluation was developed through a process of co-design in partnership with the department's Culture and Economic Participation team, other internal stakeholders, the Culture and Reconciliation Working Group and representatives from other Queensland Government agencies.

This report presents the key findings of the evaluation.

### Key Findings

Currently, Queensland is the only Australian state or territory with an established whole-of-government Reconciliation Action Plan (RAP) and reflects the Queensland Government's commitment to building social cohesion, increasing economic participation, improving community participation, and acknowledging and promoting the cultures of Aboriginal and Torres Strait Islander Queenslanders.

Following the launch of the RAP in May 2018, the Queensland Government has commenced an ambitious reform agenda to move the reconciliation agenda forward and build on and strengthen the relationships between Aboriginal peoples and Torres Strait Islander peoples, and non-Indigenous Queenslanders through the Tracks to Treaty agenda.

The evaluation of the *Queensland Government Reconciliation Action Plan 2018–2022* found considerable advancements were achieved to 'embed' reconciliation across Queensland Government during the reporting period from 2018 to 2022. There was also significant progress in the three reconciliation pillars of relationships, respect, and opportunities.

Overall, the RAP 2018-2022 has created a solid foundation for the development of future RAPs to focus on more strategic objectives and sustainable reconciliation activities to ensure equality, equity, recognition and advancement of Aboriginal peoples and Torres Strait Islander peoples across all aspects of society and in everyday life.

With almost 240,000 employees living and working in urban, regional and remote locations across the state, the Queensland Government can play an enormous role and use its sphere of influence to become leading force for reconciliation.

### Advancing reconciliation

Throughout the evaluation, 18 RAP actions were selected for review and a 'traffic light' system was used to measure progress<sup>1</sup> and whether additional resources were required. Of the 18 actions across the three pillars of Relationships (4), Respect (5) and Opportunities (9), it was found that:

- 8 actions (44 per cent) were either complete or needing no additional resources
- 8 actions (44 per cent) require additional resources
- 2 actions (11 per cent) require a significant level of resources (time, money or strategic intent) for the current gains to be maintained.

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<sup>1</sup> Refer Queensland Reconciliation Action Plan Annual Report 2019-2020. The evaluation team have not attempted to replicate the RAP annual report process which already reviews each action but rather offer a complimentary analysis of where additional resources are required to maintain any gains or to fully complete actions. *Please note: Annual Report will be updated to 2020-2021 once published.*

The evaluation found two actions that required the most effort was:

1. To achieve greater employment of First Nations people
2. To enhance procurement from First Nations businesses.

While improvements were achieved overall, the workforce representation rate for Aboriginal and Torres Strait Islander employees was 2.49 per cent and procurement is at 2.07 per cent, both below the established target of 3 per cent.

A striking finding is the number of First Nations employees who felt they were tasked with a disproportionate balance of reconciliation activity. While there is an understandable rationale for non-Indigenous staff to turn to them when reconciliation activities need to be delivered, this needs to be balanced in the genuine spirit of reconciliation. Increasing awareness about the importance for everyone – Aboriginal peoples, Torres Strait Islander peoples and non-Indigenous Queenslanders – to come together and take ownership and collectively advance reconciliation. The concept of collective responsibility for reconciliation is recommended as a key message in communication activities and in the development of the next RAP.

## Recommendations

### 1 – Governance and accountability framework

Currently, the Cultural Agency Leaders committee and the Culture and Reconciliation Working Group fulfil a role of information exchange and to encourage innovation. However, the evaluation finds there is limited inter-agency coordination and these committees do not hold agencies accountable for ensuring RAP actions are implemented.

This is also influenced by the RAP containing many lower-level actions requiring ongoing monitoring. It is recommended both committees are evaluated to assess their function and membership. This would be in anticipation of having a more strategic and inclusive whole-of-government RAP for its next iteration. Acknowledging the number of established reconciliation advisory groups and committees, it is recommended the Queensland Government invite peak non-government organisations to become members of the RAP governance committees.

There is scope to go further, with key performance indicators to be added to all Directors-General individual performance agreements for addressing reconciliation. Interviews with Directors-General indicated they were supportive of this recommendation. Directors-General noted that reconciliation efforts can sometimes “fall off the agenda” as noted by one respondent, against other explicitly referenced policy initiatives. It was therefore important to utilise key performance indicators as one way to reduce the likelihood of this occurring.

### 2 – Authentic co-design to underpin the RAP

Authentic co-design principles with adequate resources are to underpin the development of the next RAP. Furthermore, the evaluation found there was insufficient advancements in reconciliation efforts to enable the Queensland Government to transition to the next level as an ‘elevate’ RAP. The evaluation recommends remaining at the ‘stretch’ level to consolidate the gains already made.

More emphasis on genuine engagement with First Nations staff from across government agencies and authentic co-design principles are to be part of the next RAP development process, as should Indigenous sector peaks who were not part of developing the 2018–2022 RAP. It may be appropriate to change how the RAP document is structured in consultation with Reconciliation Australia, noting the Queensland RAP is the only whole-of-government RAP for an Australian state or territory.

### 3 – Two approaches to RAP actions

The evaluation recommends two types of RAP actions:

#### 1) **Type 1 – Fewer, more strategic actions**

The next RAP should focus on targets and actions that are transformative, highly strategic and require inter-agency commitment over several years. These actions are to be limited to three to five actions only.

Suggested targets and actions would deliver strategic alignment to, and support for the whole-of-government policy initiatives such as the Queensland Government ‘Tracks to Treaty’ reform agenda and a voice to government.

Furthermore, the evaluation recommends continuing two important targets. Increasing the workforce representation of First Nations peoples within the Queensland public sector and increasing procurement from First Nations enterprises.

It also recommends the 3 per cent targets may need to be altered depending on the proportion of First Nations populations in geographical areas across the state. For example, in some regional and remote areas, a very high proportion of the population would identify as First Nations people. The corresponding target for employment and procurement could be increased in these areas.

These high-level actions require significant oversight from a lead agency and commitment from inter-agency Director Generals to achieve dedicated reconciliation outcomes. These actions are to form the key focus of the revised governance group who would take accountability for ensuring they are being progressed.

#### 2) **Type 2 - Maintain ceremonial and training actions that advance reconciliation and enhance the overall culture of the Queensland Government**

The evaluation recommends maintaining inclusive reconciliation activities that are manageable and easily achieved independently by each agency.

Some of these may include enhanced cultural capability training; maintaining high quality reconciliation events (National Reconciliation Week (NRW), National Aborigines and Islanders Day Observance Committee (NAIDOC) week, ‘Sorry Day’ and ensuring First Nations protocols are met appropriately.

Accountability for these actions would rest with the department’s Director-General with the new governance committee having oversight, to monitor progress and update overall reporting.

#### 4 – Resourcing for sustainable reconciliation

The scope of the Queensland Government whole-of-government RAP suggests there is an extensive, almost an unmatched ability to leverage its sphere of influence. In order to do this requires an appropriate level of resourcing for sustainable reconciliation action.

The evaluation found that 55 per cent of the current actions need some additional level of support both in terms of budget and staff time. With greater accountability at the Director-General level, along with enhanced governance arrangements, the annual budget process should provide additional resources to ensure the RAP actions can be realistically met.

Additional resourcing would be required to enable some of the Type 1 strategic, inter-agency initiatives. The evaluation team suggests that each agency must report annually on how much has been spent on reconciliation to achieve the stated actions (both Type 1 & 2). The evaluation also recommends adding an action and target for government spending as a whole in the proposed future RAP.

#### 5 – Enhanced reporting

It is expected Queensland Government agencies will be at different stages in the reconciliation journey. Some agencies such as DTMR, QH and DJAG have made substantial progress with their reconciliation efforts.

This is due in part to the number of First Nations communities these agencies serve, and the number of staff within their agencies who identify as First Nations peoples. However, more can be done both within these agencies and across all of government. Enhanced reporting which details how each action is progressing against the agreed RAP targets is required in the existing RAP and this needs to continue as part of the proposed future RAP.

The evaluation recommends reducing the total number of targets down from 75 to more manageable quantity (the evaluation team suggest no more than 20).

Each agency would have different targets based on their size, available budget and exposure to First Nations communities.

An online reporting tool per agency may assist in data collection. Headline reporting should be both at whole-of-government level but also include agency by agency metrics on employment, procurement, and the progress made on an Indigenous voice to government.

## 2. Background

The Queensland Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATSIP) engaged Abt Associates to undertake an evaluation of the *Queensland Government Reconciliation Action Plan 2018–2022*.

The evaluation was developed through a process of co-design in partnership with the department’s Culture and Economic Participation team, other internal stakeholders, the Culture and Reconciliation Working Group and representatives from other Queensland Government agencies.

Launched in 2009, the *Queensland Government Reconciliation Action Plan 2009–2012* was the first whole-of-government RAP in Australia. It was endorsed by RA and RQI. The RAP 2009–2012 set out 20 actions and associated targets supporting Council of Australian Government’s Closing the Gap priorities. They were led across government by seven agencies.

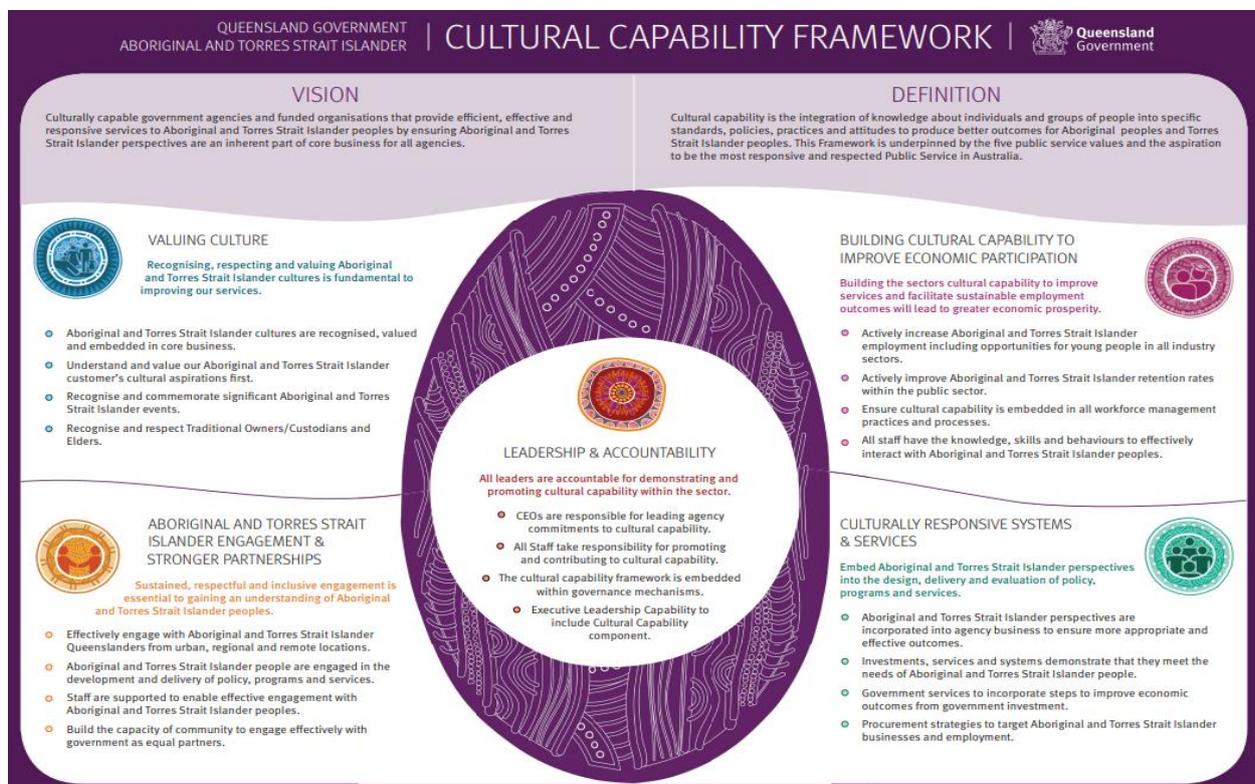
### Governance structure for the RAP

The Culture and Economic Participation team provides whole-of-government leadership in improving outcomes across the Queensland Government.

Through the Culture and Economic Participation team, the Queensland Government developed the *Queensland Government Reconciliation Action Plan 2018-2021* in partnership with Reconciliation Australia and Reconciliation Queensland Incorporated.

The RAP sets out a whole-of-government approach to build social cohesion, increase economic participation, improve community participation and promote cultural recognition of Aboriginal peoples and Torres Strait Islander peoples.

Figure 2 – Cultural Capability Framework

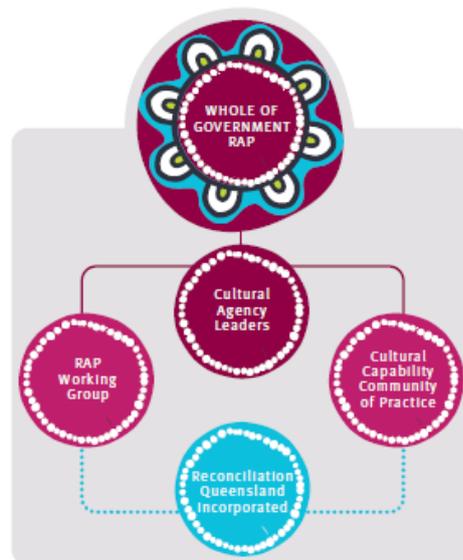


The implementation of the RAP is supported by two whole-of-government coordination groups, which are chaired by DSDSATSIP:

- the **Cultural Agency Leaders** committee, that includes senior leaders from all agencies (see Appendix F: Cultural Agency Leaders committee membership for details)
- the **Culture and Reconciliation Working Group** comprising officers from all agencies.

Figure 3 provides an illustrative view of that governance structure for the RAP.

Figure 3 – Governance Structure of the RAP



### RAP actions

The RAP, launched on 27 May 2018, contains 18 actions and 69 targets with six new targets added from 2019–2021.

**The refreshed RAP has 18 actions and 75 targets that are grouped within the three reconciliation themes of relationships, respect and opportunities. The actions are contained in**

Appendix B: Actions in the current RAP' and a detailed review of each action is provided in '

Appendix C: Review of actions in the RAP 2018-2022’.

### Reporting on implementation

On behalf of the Queensland Government, DSDSATSIP is required to report on the progress under the RAP program to Reconciliation Australia. Reporting on the RAP is an annual requirement and is a commitment in the reporting section of the RAP. To support the reporting process and implementation of the RAP, all participating agencies are required to prepare a response on their progress in meeting their commitments, (noting which targets are ‘on track’, ‘off track’, or completed) within the DSDSATSIP generated reporting templates. The annual report, once approved, is published on DSDSATSIP’s external internet site.

DSDSATSIP is also required to complete the annual Reconciliation Australia RAP Impact Measurement Questionnaire, measuring progress against the minimum requirements of the RAP program. The data provided to RA contributes to its annual RAP Impact Measurement Report, which outlines the collective impact of the RAP program across Australia. This data enables Reconciliation Australia to determine the effectiveness of the overarching RAP program.

Since the commencement of the reporting in 2018, DSDSATSIP has identified the need to improve processes that support the coordination of the annual data collection against key performance indicators against each target in the RAP, as well as reporting on a number of related initiatives including:

- Queensland Government Cultural Capability Framework (2015–ongoing)
- Moving Ahead Strategy (2016–2022)
- Queensland Indigenous Procurement Policy (2017–2022).

For the 2019–2020 reporting period, DSDSATSIP initiated new reporting template that incorporated RAP, cultural capability and Moving Ahead, known as CARMA (Culture and Reconciliation and Moving Ahead) reporting. The new reporting tool (CARMA) offered efficiencies for agencies to enable them to provide all reporting at one time. The improved processes ensured the data collection occurred only once and, by going through the Cabinet Legislation and Liaison Officer (CLLO) network, appropriate levels of approval were provided.

For the 2020–2021 reporting period, DSDSATSIP improved the reporting templates, by including highlights on each target from the previous two RAP annual reports. This tells a story when collecting data and assists agencies on what to report on. The data received from all agencies for this reporting period has seen significant improvements in the quality provided and has reduced the amount of data validation required.

DSDSATSIP continues to seek constructive feedback from all contributing Queensland Government agencies and sees this as an essential component of the continuous improvement cycle for reporting. DSDSATSIP is exploring options for further streamlining these processes in the annual reporting process.

## 3. Purpose and objectives

The overall purpose of the evaluation is to measure the RAP impact, develop recommendations for improvement in the proposed future RAP and create a transparent dialogue with key stakeholders including peak bodies about its implementation and progress.

Within this there are two broad objectives to the evaluation:

- a) to identify what was learnt about the process of developing and implementing the RAP and what the implications are for the process of developing the proposed future RAP.
- b) to determine the achievements (direct and indirect) arising from the RAP, the outcomes or impact that has been realised with respect to the objective of reconciliation and the implications for approaches and activities in the proposed future RAP.

In this respect, the evaluation was both backward and forward looking; what has been achieved in the RAP 2018–2022, what are the barriers to progress and what should be involved in the next phase.

## 4. Evaluation methodology

This section provides an overview of the evaluation processes utilised to answer the key evaluation questions. The primary methods included:

1. Reviewing reports, relevant data and agency documentation that informs actions related to the RAP
2. Interviews and focus groups with three broad stakeholder groups
  - a. Queensland Government staff
  - b. Peak bodies and other representative groups, forums, committees of the Aboriginal and Torres Strait Islander community
  - c. Aboriginal staff and Torres Strait Islander staff through existing staff and peer networks.

### 4.1 Qualitative methods

#### Interviews and focus groups

##### Focus groups

A combination of face-to-face and virtual focus groups were used depending on the group being consulted, their location and preference. Meetings were not recorded, and the evaluation team conducted an informed consent process at the outset of each meeting.

##### Focus group agenda

A total of 12 focus group consultations with 96 participants were conducted, plus an additional 24 individual key informant interviews for a total of 120 consultations. These consultations focused on high level information in relation to the RAP rather than review each action in detail which was gathered from the annual reports. Focus group themes were derived from the evaluation matrix questions.

Appendix D: Evaluation Matrix). In keeping with the broad purpose of the review there was an element of both looking back and forward and this included a discussion on the process for developing the proposed future RAP.

A summarised topic list has been included in Table 1 and was modified based on the seniority and number of people attending, with more detailed questions going to consultations with a longer consultation period. Fewer questions but more strategic themes were discussed with the Director-General level given the shorter time available for discussions (usually 30 minutes).

**Table 1 – Evaluation topics for consultations**

Topics	Description
1. <b>Stretch RAP Objectives</b>	Extent to which high level objectives of the RAP have been met.
2. <b>RAP Actions</b>	Achievements specifically in relation to Respect, Relationships and Opportunities.
3. <b>Governance</b>	What has worked / not worked in relation to Governance and leadership? Does anything need to change?
4. <b>Reporting</b>	What has worked / not worked in relation to reporting (targets, processes and systems, communication)? Does anything need to change?
5. <b>Process of development</b>	Discussion on the process for the development of the new RAP.

Prior to the focus group session, an email was sent to participants with background information, including the topics to be covered, which allowed staff to prepare for their participation.

## Interviews

A total of 11 key informant interviews were conducted with relevant stakeholders – mostly Directors-General and other senior staff who could not attend a focus group. Interview guides were semi-structured and developed for each stakeholder type based on the key themes from the Evaluation Matrix.

## Who was consulted?

The following stakeholders were consulted through interviews or in focus groups.

### Queensland Government staff and agencies

- Cultural Agency Leaders Committee members
- Culture and Reconciliation Working Group members
- Queensland Government staff through two focus groups
- Regional Service Delivery Forum members
- Relevant Directors-General or delegates from:
  - Department of Communities, Housing and Digital Economy
  - Public Service Commission
  - Department of Transport and Main Roads
  - Department of Children, Youth Justice and Multicultural Affairs
  - Department of Tourism, Innovation and Sport
  - Department of State Development, Infrastructure, Local Government and Planning

- Department of the Premier and Cabinet
- Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
- Department of Education
- Department of Justice and Attorney-General
- Queensland Health

### Peak bodies and other representative groups

- Some members of the Closing the Gap Deputy Director-General and Joint Coordination Committee for Local Thriving Communities
- Sector Specific Peak Bodies - Queensland Aboriginal and Islander Health Council and Queensland Indigenous Family Violence Legal Service
- Reconciliation Queensland Incorporated.

### Aboriginal staff and Torres Strait Islander staff

- Four peer networks with more than 40 Aboriginal and Torres Strait Islander staff attending.

## Summary of stakeholders consulted

The following is a summary of the different types of stakeholders consulted.

**Table 2 – Summary of stakeholders consulted**

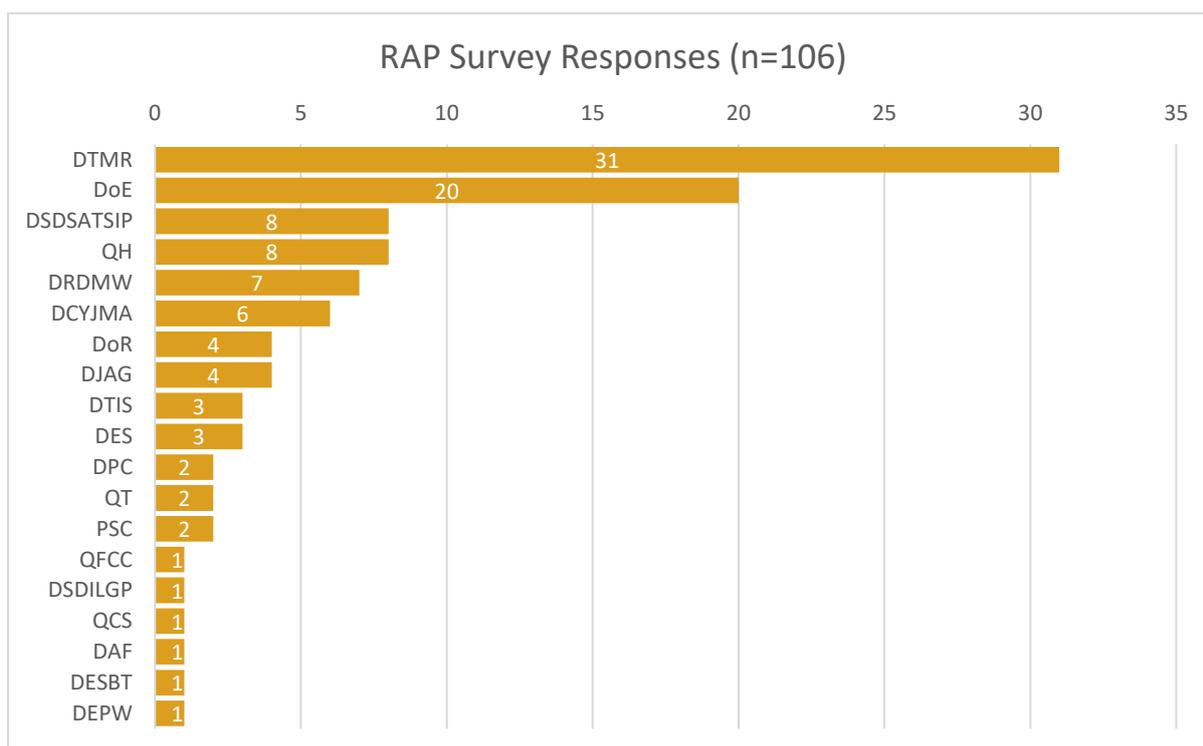
Stakeholder	# of participants
Peak or Representative Bodies	6
Directors-General	11
Aboriginal staff and Torres Strait Islander staff	41
Other staff / agency representatives	62
<b>Total consultations</b>	<b>120</b>

### Supplementary survey

A supplementary survey was also hosted on the department’s intranet site with staff encouraged to share their views and provide feedback on the current RAP. The content was developed in line with department’s guidelines and more than 106 responses were collected from a range of departments as illustrated in Figure 4 below.

**Figure 4 – RAP survey responses**





## 4.2 Quantitative methods

Quantitative data for the evaluation was predominantly drawn from the RAP annual reports and supplemented with procurement data from DSDSATSIP and employment data from the Public Service Commission (PSC).

### Data analysis and management

A mixed-methods approach was used to answer the RAP evaluation questions, using both primary and secondary sources as described above. Specific data analysis approaches were agreed during the evaluation co-design (mainly utilising descriptive statistics) and are further described below. This was done to complement the existing data collection activities that were undertaken for the RAP annual reports.

#### Descriptive statistics

Descriptive statistics were used to describe the achievements of the RAP and any changes over time with simplified graphical analysis. Additionally, a traffic light report (See



## Appendix E: Summary of traffic light actions RAP 2018-2022) was developed to demonstrate (at a glance), the status of the reconciliation themes and specific actions within.

### Thematic analysis

Information gathered from interviews and focus group consultations was analysed against the five evaluation themes (Objectives, Respect, Relationships, Opportunities, Governance and Reporting) and the key evaluation questions and reported accordingly. As relevant, this includes the perspectives from the Queensland Government agencies and Aboriginal staff and Torres Strait Islander staff.

### Limitations of the evaluation

#### Time and resources

As with the vast majority of evaluations, one of the key limitations is the time and resources available for the conduct of the evaluation. For this evaluation this has inhibited the capacity to conduct direct and comprehensive consultation with Aboriginal communities and Torres Strait Islander communities, groups and individuals. This has been further constrained by the fluctuating circumstances associated with COVID-19 and subsequent restrictions to meet in offices. However, ensuring the voices of Aboriginal peoples and Torres Strait Islander peoples were sufficiently heard, with consultation occurring with more than 40 First Nations government staff (the highest subgroup of staff consulted), and two Aboriginal and Torres Strait Islander peak bodies.

#### Attribution

The intent of a RAP is to establish and implement direct actions aimed at progressing reconciliation. However, they can also be both a catalyst for other reconciliation activity that may not be in the RAP and an outcome of other reconciliation activity.

Accordingly, there are challenges and limitations as to what reconciliation activity can be directly attributed to the RAP 2018-2022. The evaluation denotes examples of where direct attribution can be drawn; however, it also reports on other advancements in reconciliation by the Queensland Government more broadly.

#### Data availability

The evaluation team were provided data at agency level for First Nations employment. For procurement data this was provided by sector type, both in terms of aggregate numbers and percentages. For more accurate reporting in future, procurement data should be analysed annually at agency level. This will provide further information on where the greatest progress is being made in terms of First Nations procurement.

As part of the evaluation, we received additional information on the majority of 18 actions. For three actions in the ‘opportunities’ pillar, (3.7, 3.8, 3.9), there was no additional information available to the evaluation team. Accordingly, we have used information directly from the RAP annual reporting process to detail the progress achieved for these actions (see **Error! Reference source not found.**).

## 5 Key Findings

### 5.1 Stretch RAP Objectives

#### Embedded collaboration across agencies

One of the defining elements of a ‘stretch’ RAP is whether the reconciliation efforts are ‘embedded’ and there is collaboration between agencies to address reconciliation.

##### Successes

In pockets, across some agencies, reconciliation efforts are embedded and occur as part of business as usual. The evaluation team found, in many agencies there were examples of progress being made, whether it be through an engaging NRW event or NAIDOC week event, or through other reconciliation activity such as: the year of Indigenous Tourism, effective cultural training, the Languages policy, the work on Local Thriving Communities, Path to Treaty, Aboriginal and Torres Strait Islander workforce strategies, Gurra Gurra Framework or the Cape York Indigenous road procurement contracts. From these varied examples, it is clear many agencies are taking reconciliation seriously, are highly proactive and making substantial progress or at least working hard to progress reconciliation.

##### Challenges

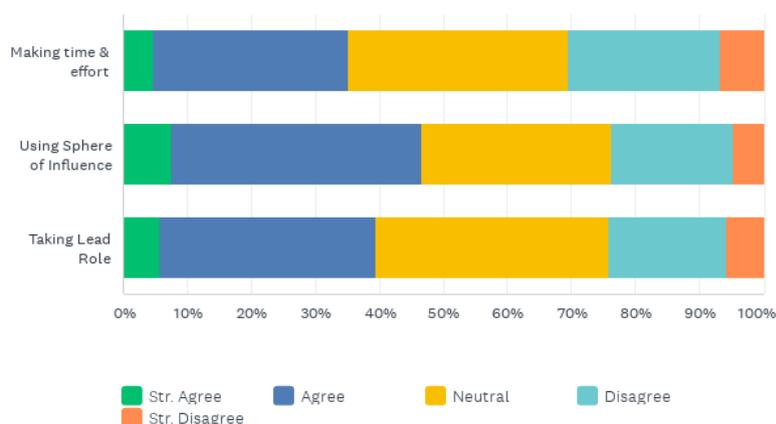
The extent of the reconciliation commitment, effort and contribution is not universal to all of the government agencies. Some agencies, including larger ones, are still working through foundational challenges and face significant hurdles to further reconciliation implementation.

*‘There are passionate pockets of people in our department, but reconciliation is not yet embedded’ (Director-General)*

In addition, there are limited examples of the objective to collaborate together to achieve reconciliation actions.

This analysis concurs with staff views (n=106) from the supplementary survey undertaken, which shows that 50-60 per cent of respondents felt that more progress could be made in relation to the Queensland Government agencies; a) making a greater effort, b) using its sphere of influence more and c) taking a leadership role.

Figure 5 - Staff views on whether reconciliation is progressing



## Sphere of influence and longer-term actions

### Successes

Government has introduced significant ‘reconciliation’ initiatives in the last 3-5 years, not specifically related to and beyond the lifecycle of the RAP including policies such as ‘Path to Treaty’, ‘Local Thriving Communities’ and ‘Cultural Capability’ which is embedded across the whole-of-government.

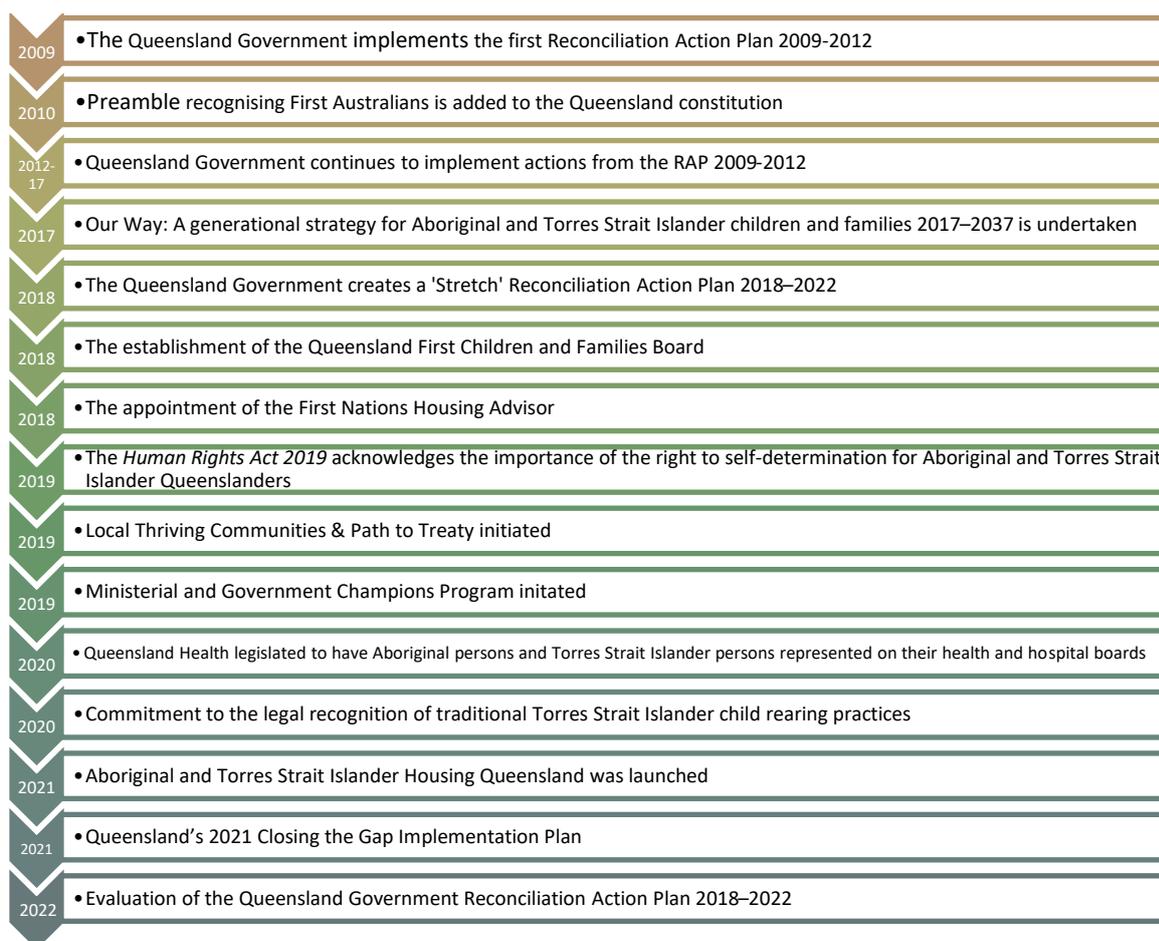
The ‘Ministerial and Government Champions’ program (where Chief Executives work with identified communities to improve the outcomes for Aboriginal peoples and Torres Strait Islander peoples) was an often-cited example of where the Queensland Government sphere of influence was having an effect. Staff consulted were keen to learn more from the initiative.

*“We can’t put right 250 years of hurt, but we can walk together” (Director-General).*

Indeed, the Queensland Government has been working on reconciliation efforts for many years, and this was first encapsulated in the 2009 Queensland Government RAP. In 2010, amendments were made to the preamble of the Queensland Constitution noting Queensland “honours the Aboriginal peoples and Torres Strait Islander peoples, the First Australians, whose lands, winds and waters we all now share; and pay tribute to their unique values, and their ancient and enduring cultures, which deepen and enrich the life of our community”. For more information on reconciliation activities and the RAP journey see Figure 6.

The strategic environment around the current RAP has moved well beyond the context in which it was originally written. This positive shift provides a new environment for the process of developing a new ‘stretch’ RAP and should influence and compliment the strategies and actions that are contained within.

**Figure 6 – A sample of reconciliation initiatives**



## Challenges

As highlighted, there have been many different reconciliation initiatives in the last decade, and progress has been consistent. However, for reconciliation actions to have a lasting legacy, it requires greater targeting of resources, inter-agency coordination and a focus on fewer, more strategic actions.

The Queensland Government has an unrivalled ‘sphere of influence’ given its whole-of-government RAP, which means the proposed future RAP has immense potential to reframe the relationship with First Nations peoples.

## Advising government on reconciliation and culture

### Successes

Many agencies have working groups or advisory boards to keep the reconciliation agenda progressing and the evaluation team were advised that without these boards or constant reminders, many of the RAP actions can be left off the agenda.

Some agencies have created external advisory boards (an objective of the stretch RAP), such as Queensland Health (QH), that legislated in August 2020 to have Aboriginal persons and Torres Strait Islander persons represented on their health and hospital boards and to ensure health equity through the *‘Statement of Commitment to Reframe the Relationship between Aboriginal and Torres Strait Islander peoples and the Queensland Government’*. The improved representation provides an enhanced cultural lens which enables policy decisions that better reflect the needs of First Nations peoples. This occurs at the same time that the Queensland Government committed in 2021 to co-design

with Aboriginal and Torres Strait Islander people an ‘Indigenous Voice’ or state-wide representative body to provide advice on laws, policies and services that impact First Nations peoples and their lives.

The Department of Transport and Main Roads (DTMR) have also engaged a sizable number of Aboriginal businesses and Torres Strait Islander businesses through their procurement program in Cape York. Many staff spoken to for this evaluation saw DTMR as taking an active role in reconciliation with a particularly active Director-General, creating significant and lasting change.

Many of the agencies with external advisory bodies also have First Nations’ staff networks. In these employee groups, First Nations staff regularly get together and discuss initiatives and help organise annual reconciliation events, such as NRW or NAIDOC week. Large agencies such the Department of Education (DoE), QH and the Department of Justice and Attorney-General (DJAG) have significant First Nations staff networks, where there is a significant proportion of Indigenous staff employed. These peer networks also provided a strong source of information for this evaluation.

### Challenges

Not all agencies have a mechanism in place for gaining input from First Nations communities, Elders or staff. In essence, the Indigenous voice to these government agencies is weak. The use of advisory boards is not mandatory for each agency. The advisory groups are occurring mainly in agencies that service large First Nations communities or where there are significant First Nations staff within the agency. Potentially, as part of the next co-designed RAP, thought should be given to whether all agencies who service First Nations communities should have these advisory boards. Or rather as part of the ‘voice to government’ policy initiatives, each agency must indicate annually by reporting how they are giving voice to the First Nations staff and communities that they serve.

## 5.2 RAP Actions

In this report, the analysis of RAP actions is provided in summary format and for more detailed information on all 18 actions, please see ‘**Error! Reference source not found.**’. The evaluation team is conscious not to duplicate the existing annual reports and so our Appendix refers to new or complimentary information gathered from the evaluation which is illustrative of additional achievements made. Where additional complimentary information was not available, annual reporting was used to provide the assessment.

### Resourcing analysis

In order for this report to have a simplified view of how actions are being implemented and resourced, all 18 actions have been analysed using a simplified rubric (Table 3) and subsequently coded using a ‘traffic light’ analysis (green, yellow and red). Our analysis indicates where some actions still require additional time and resources to maintain their ‘on track’ status. Note, all actions were noted as ‘on track’ in the RAP Annual Report 2021-2022 and five actions have been marked as ‘complete’.

**Overall, the evaluation team considered that 44 per cent of the actions (8) in the current RAP had sufficient resources allocated for effective implementation and could be maintained with a similar level of resourcing being provided or are already complete. Another 44 per cent or 8 actions require additional support, and two actions require significant resources (11 per cent), and these deal with First**

## Nations employment and procurement. For a more detailed view of each action in this table please see

Appendix E: Summary of traffic light actions RAP 2018-2022’.

**Table 3 – Resourcing analysis for 18 RAP actions (2018-2022)**

Status	Description	Summary	Relationships	Respect	Opportunities
Green	The action has received sufficient resources and can be maintained without additional assistance. <i>Some of these actions have been marked as complete (denoted with a *).</i>	44% 8 actions	1 action (1.4)	3 actions (2.2*, 2.3*, 2.5)	4 actions (3.4*, 3.5, 3.6, 3.8)
Yellow	The action requires some additional resources for it to be maintained or continued.	44% 8 actions	3 actions (1.1, 1.2, 1.3)	2 actions (2.1, 2.4)	3 actions (3.3, 3.5, 3.7)
Red	The action requires significant resources (time, money or strategic intent) for gains to be maintained.	11% 2 actions	n/a	n/a	2 actions (3.1 & 3.2*)
	Totals	18	4	5	9

### Relationships

This section provides an analysis of meaningful and genuine engagement with Aboriginal peoples and Torres Strait Islander peoples within government agencies (inclusive of annual celebrations) and externally.

#### Successes

It was reported that many regions were actively working with external organisations such as local councils, peak bodies and private organisations. This focussed and meaningful engagement is creating relationships that aim to and have potential to create long-lasting effect. Some schools have developed localised RAPs to improve engagement with parents and these could potentially affect attendance rates for Aboriginal and Torres Strait Islander students.

More co-design and engagement of Aboriginal peoples and Torres Strait Islander peoples are occurring through the regionally focussed ‘Local Thriving Communities’ to facilitate local decision-making. However, it is less clear whether or how this model is working in urban communities.

*‘We often reference the remote and discrete communities (for Local Thriving Communities) but what does that mean for urban and regional communities, ... Mt Isa, Logan etc. we need to learn from this’ (Queensland Government staff)*

The evaluation notes that DSDSATSIP continues to explore opportunities to work in collaboration with similar reform priorities so Aboriginal peoples and Torres Strait Islander peoples living in urban and regional locations can also benefit from the whole-of-government reform and new ways of working with Aboriginal peoples and Torres Strait Islander peoples.

NRW events are celebrated regularly, and many staff cite these as worthwhile events. For most agencies these are happening as part of business as usual.

## Challenges

In many agencies, Aboriginal staff and Torres Strait Islander staff are expected to lead and organise the events. These staff feel the disproportionate burden to carry the events without extensive support, budget or assistance from the wider staff.

*‘Not a lot of time, or funding allocated, and this is reflected in the success of the events (First Nations staff).’*

Many events need to be more inclusive of Torres Strait Islander culture and there is a lack of information or education on intergenerational trauma and the history of Aboriginal peoples and Torres Strait Islander peoples. Many staff would like to see more people attending, including more agency leaders (across all agencies), and for increased annual funding.

*It’s always the 11th hour. The dates remain the same every year. Why are events done at the 11th hour? (First Nations staff)* Co-designing strategies and programs with communities and Aboriginal peoples and Torres Strait Islander peoples was cited by many staff as an area which has seen significant change in the RAP period. However, many staff asked whether it was true co-design in the sense of more equal decision-making power between parties or rather, was it a process of enhanced consultation. Many staff cited factors such as short timelines, a lack of budget to complete comprehensive engagement and a fundamental misunderstanding of the principles and practices of true co-design as factors which contributed to these challenges.

*‘We have massive problem with co-design. We are creating less trust with the system because we are not really sharing (the) decision making. We already have decided what we are going to do. We don’t do this right. (Queensland Government staff)*

## Resourcing analysis

Within National Parks, the use of additional signage and enhanced cultural representation (action 1.4) is currently being funded at a sufficient level and could be maintained without additional resources.

The other three actions or 75 per cent of the Relationships’ pillar, could have additional resources allocated to maintain the current gains.

As indicated above, many of the annual reconciliation and community events are currently being undertaken with limited budget support and frequently left to First Nations staff. Often these ceremonial activities, catering and other aspects such as traditional dances attract a fee, and more budget is required for these activities by government agencies.

Co-design activities were viewed by staff as extremely important, however there was a consensus view of an under investment in the resources and staff time allocated to complete co-design effectively.

Figure 7 Resourcing for the Relationships pillar based on current actions

Figure 8 Resourcing for the Relationships pillar based on current actions

75% or 3 actions require additional resources	25% or 1 action requires similar levels of resourcing
<p>1.1 Celebrate National Reconciliation Week to strengthen and maintain relationships between Aboriginal peoples and Torres Strait Islander peoples, and non-Indigenous Queenslanders.</p> <p>1.2 Maintain and leverage mutually beneficial relationships with Aboriginal peoples and Torres Strait Islander peoples, communities and organisations to support positive outcomes.</p> <p>1.3 Improve the voice of Aboriginal peoples and Torres Strait Islander peoples through engagement and co-design.</p>	<p>1.4 Communicate Aboriginal peoples and Torres Strait Islander people’s culture and history through interpretative experiences in National Parks</p>

For more information on the ‘respect’ RAP actions please ‘**Error! Reference source not found.**’

## Respect

This section explores whether genuine respect for Aboriginal and Torres Strait Islander cultures is occurring within government strategies, staff in agencies and external communities

### Successes

Some agencies have accessed extremely meaningful cultural capability training. A commonly cited example was the training provided by senior First Nations staff from the Department of Resources (DoR), that is often delivered to staff in other agencies. It was a common occurrence for staff in focus groups to mention how this training was a “light bulb” moment (as one Acting Director-General responded), giving a deeper understanding of Aboriginal and Torres Strait Islander culture and the many past injustices. It was done face-to-face, using personal anecdotes in a culturally safe manner. Many staff queried how this type of training could be rolled out for all senior leaders across government.

Other initiatives such as the ‘*Many Voices: Queensland Aboriginal and Torres Strait Islander Languages Policy*’ and the ‘*Tracks to Treaty – Reframing the relationship with Aboriginal and Torres Strait Islander Queenslanders*’ are helping staff develop a better understanding and a more genuine respect for Aboriginal and Torres Strait Islander cultures. In addition, the ‘Many Voices’ action plan encourages respect and recognition of Aboriginal and Torres Strait Islander languages in the everyday business of Queensland Government.

There has been progress in the wording and co-naming of public buildings in some agencies.

### Challenges

Practices such as Welcome to Country and Acknowledgment of Country enable the wider community to share in Aboriginal and Torres Strait Islander culture and lead to better community relationships and understanding. Observing these practices connects participants with the Country and provides a welcoming atmosphere and spiritual presence to the place upon which people are meeting.<sup>2</sup>

Respect for cultural protocols and practices of acknowledging country is more widespread, but many Aboriginal staff and Torres Strait Islander staff were frustrated that they were routinely asked to do the Acknowledgment of Country when this can be done by any staff member. It seems some staff have confused the ‘Welcome to Country’ which requires a Traditional Owner, whereas an Acknowledgment

<sup>2</sup> Sourced from Queensland government Indigenous portal:  
<https://indigenousportal.education.qld.gov.au/resources/protocols>

of Country does not. It is recommended that staff need to have this difference explained during inductions and cultural capability training.

*‘Unfortunately, many people don’t know why we are doing it’ (in reference how staff should complete an Acknowledgement of Country and the difference between that and a Welcome to Country)  
(First Nations staff)*

There were expectations that First Nation staff should always lead education activities and reconciliation programs. Many First Nations staff questioned this, especially if it was a reconciliation event, and some asked whether it was indeed reconciliation to rely so heavily on Aboriginal staff and Torres Strait Islander staff.

Whilst there are many examples of positive actions in the area of respect, there was a common view put by staff that progress was like a “slow-moving train” as one participant summarised it. More specifically, there is some leadership at the top and action at the bottom, but there is a blockage in the middle. This blockage was described by some as a lack of cultural capability in middle management, which can be the area in which approvals for procurement, budget decisions and other items are made.

For entry level roles, many of the staff progressing reconciliation would identify as First Nations staff and are keen to progress reconciliation efforts as part of their core business. At the top, as is detailed throughout the report, Directors-General are also demonstrating commitment.

We do know if that there has been a small amount of growth in Aboriginal staff or Torres Strait Islander staff occupying middle management positions (discussed further below), however, as a total proportion of the workforce, this cohort would be small. Indeed, even if significant growth occurred it is unlikely to change the situation.

It is open to speculation as to whether middle management is offered the same opportunities for cultural capability development or whether there are other systematic barriers (policy, procedure, historical practices). It is beyond the remit of this evaluation; however it does appear to be a widespread concern that is worthy of some deeper analysis.

*‘There has been change but cultural change is a slow process’ (First Nations staff)*

*‘I don’t think many people are aware of the RAP’ (Queensland Government staff)*

### Resourcing analysis

Reviewing the status of the respect pillar illustrates that the majority or 60 per cent, are being completed with sufficient resources, noting the level of activity currently in place and it is likely that these actions can be maintained with similar levels of resourcing. Two are noted as complete. For another two actions, one for cultural capability training (2.1) and the other concerning NAIDOC week (2.4) suggest more resources are required for these actions to have sufficient representation across all agencies. Staff have indicated that NAIDOC week celebrations and cultural capability training is most effective when delivered with the help of experienced and professional staff, ideally face-to-face. It may not always be appropriate to ask existing First Nations Queensland Government staff to voluntarily provide this support without additional resourcing. Further considerations for how best to rollout this type of training is recommended.

Figure 9 – Resourcing for the Respect pillar based on current actions

<b>60% of actions require the similar levels of resourcing if they are to be continued. Two are marked as complete.</b>	<b>40% or 2 actions require additional resources</b>
<p>2.2 Demonstrate respect for Aboriginal peoples, Torres Strait Islander peoples and their communities by embedding cultural protocols as part of government business (Completed in 2019)</p> <p>2.3 Implement the strategy for using Aboriginal or Torres Strait Islander words to name or co-name public buildings or facilities. (Completed in 2020)</p> <p>2.5 Grasp unique opportunities to respect Aboriginal peoples and Torres Strait Islander peoples, cultures, lands, histories and rights.</p>	<p>2.1 Increase knowledge and understanding of Aboriginal and Torres Strait Islander cultures, histories and achievements.</p> <p>2.4 Celebrate NAIDOC Week and provide opportunities for Aboriginal and Torres Strait Islander staff to engage with culture and community</p>

For more information on the ‘relationship’ RAP actions please ‘**Error! Reference source not found.**’.

## Opportunities

This section explores whether opportunities for Aboriginal peoples and Torres Strait Islander peoples and businesses is occurring – focusing primarily on employment, procurement and education.

### Employment

#### Successes

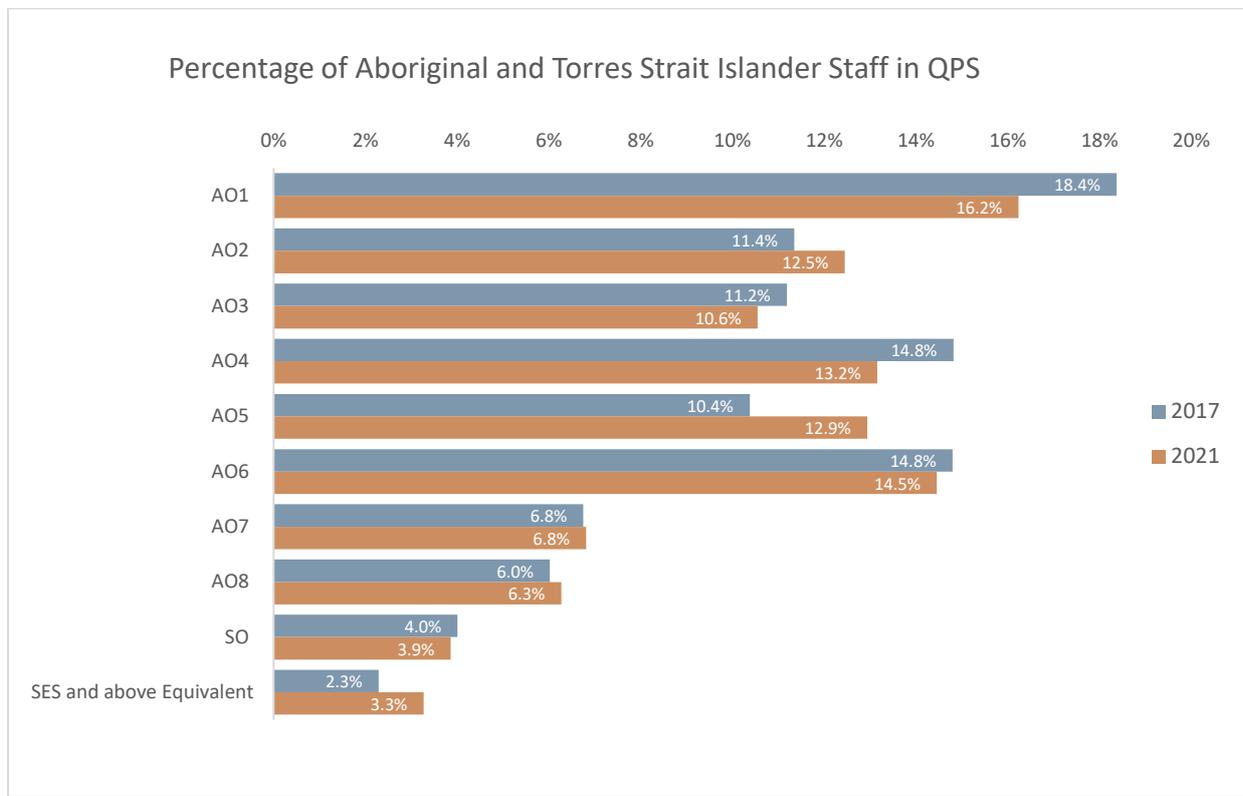
There has been significant progress in the RAP reporting period, with an increase of 1,765 people who identify as Aboriginal or Torres Strait Islander working for the Queensland Government in the last four years (2017-2021). As a proportion of the total workforce, it has improved from 2.06 per cent to 2.49 per cent.

Many agencies have workforce strategies to assist with growing First Nations people employment but are yet to see many tangible effects. Recruiting and retaining First Nations staff is a complex issue and multifaceted, with some of key challenges being the need for culturally friendly recruitment and appropriately worded position descriptions to attract First Nations staff. A key initiative already underway is the Aboriginal and Torres Strait Islander Career Pathways program which helps First Nations staff to develop their career within the public service.

#### Challenges

In several classifications (AO1, AO3, AO4, AO6) First Nation’s employment has declined, and has virtually stayed the same in the higher classifications (AO7, AO8). The majority of the growth has occurred in the AO2 and AO5 classification bands.

**Figure 10 - Percentage of staff who identify as Aboriginal people and Torres Strait Islander people in the Queensland Public Service (QPS) (2017-2021)**

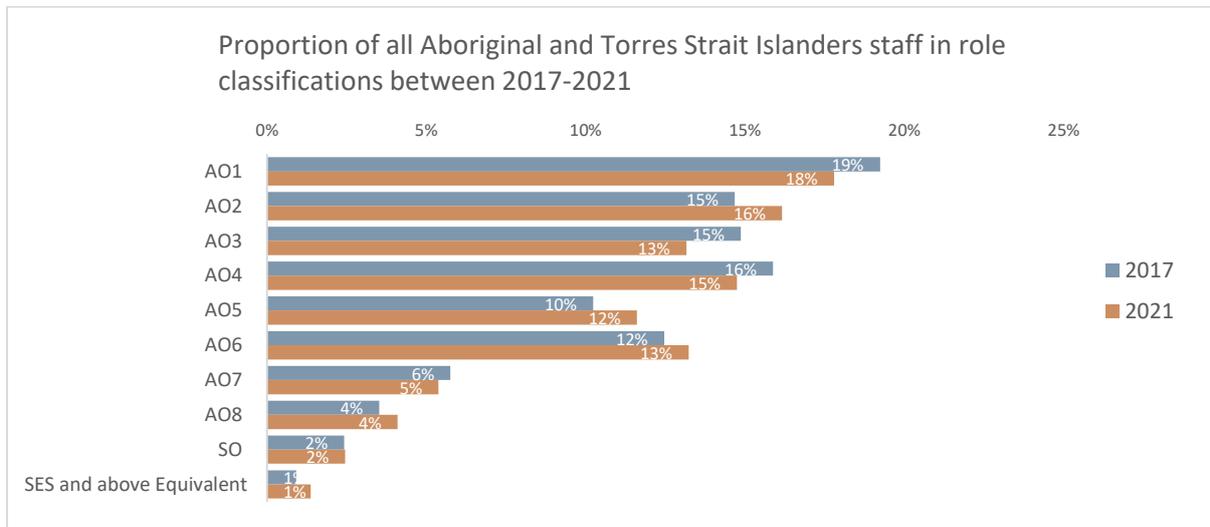


As staff progress through government, programs like the Aboriginal and Torres Strait Islander ‘career pathways service’ offered by the Public Service Commission are helping employees and their supervisors access development opportunities. However, as Figure 10 shows, this has not shown a significant improvement in career progression for many First Nations staff. Between 2017 and 2021, there has only been growth in the AO2, AO5, and AO8 classifications of around 1 per cent or more. Many staff consulted in the evaluation have cited that more could be done to ensure more middle to senior management roles are available and practices put in place to enhance recruitment for Aboriginal staff and Torres Strait Islander staff.

*‘Having a desire to be an employee should mean there are more opportunities for mob at higher levels (say) A06, A07, A08, Directors, Executive Directors etc but this isn’t happening. At the moment, there are very limited Aboriginal and Torres Strait Islander decision makers.’ (First Nations staff)*

‘We need more executive leadership roles for First Nations staff. I have raised this in my performance and development agreement, and it seems to fall on deaf ears. The lack of support has me questioning my move to the State rather than Federal Government.’ (First Nations staff)

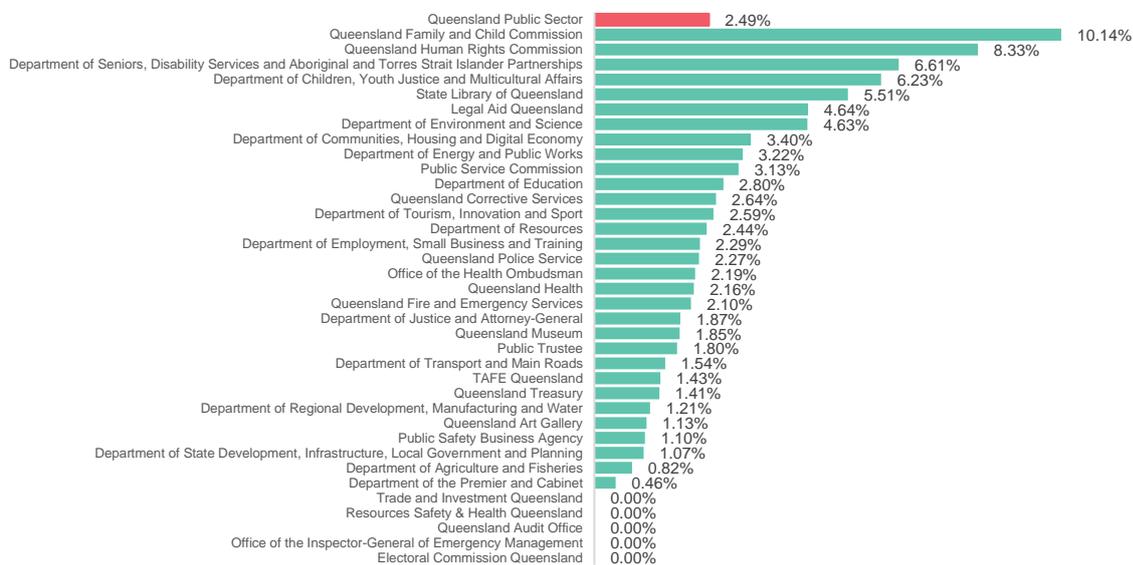
**Figure 11 - Proportion of all Aboriginal staff and Torres Strait Islander staff in role classifications between 2017-2021**



The rate of employment for Aboriginal staff and Torres Strait Islander staff varies widely across agencies. 10 agencies or 32 per cent of all agencies are meeting their current Indigenous employment targets of three per cent while 68 per cent are not<sup>3</sup>. The range varies from a low of 0.46 per cent to a high of 10 per cent at the Queensland Family and Child Commission as illustrated in Figure 11.

**Figure 12 – Percentage of staff who identify as Aboriginal people and Torres Strait Islander People by agency**

**Aboriginal People and Torres Strait Islander People employed by agency as at June 2021**



<sup>3</sup> Data was provided for 31 agencies from PSC that record First Nations employees. Some of these agencies are statutory bodies and are not always considered part of the RAP program.

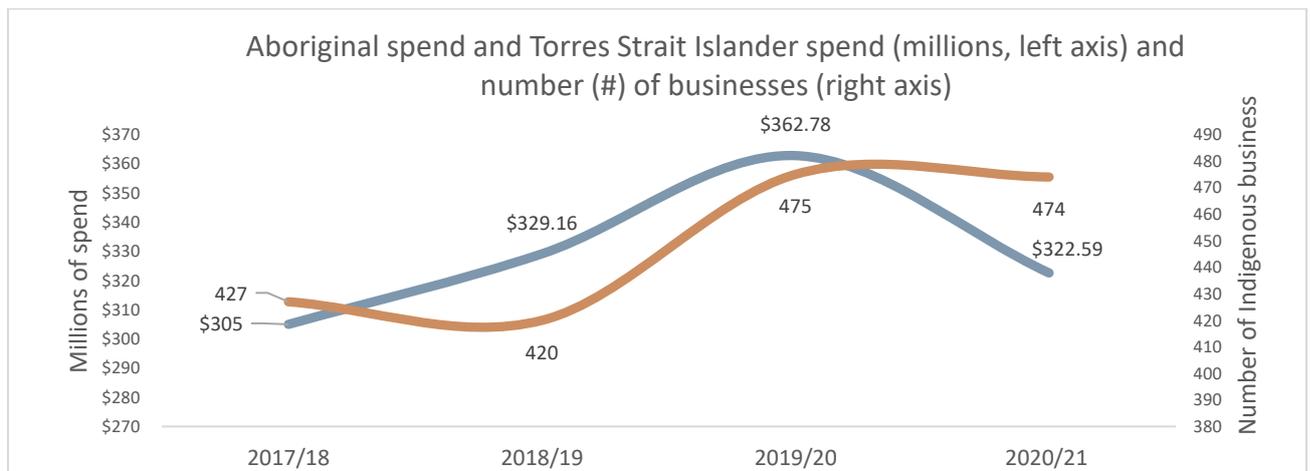
## Procurement

### Successes

Prioritising the procurement of Aboriginal business and Torres Strait Islander business is a key strategy of the Queensland Government through the ‘*Queensland Indigenous Procurement Policy*’. The aim is for Aboriginal businesses and Torres Strait Islander businesses to be three per cent of the total procurement by 2022.

The Queensland Government met its financial target in 2020, with 450 First Nations businesses that were contracted, and more than \$363 million spent in 2019/2020 and \$322 million spent in 2020/2021 (See Figure 12).

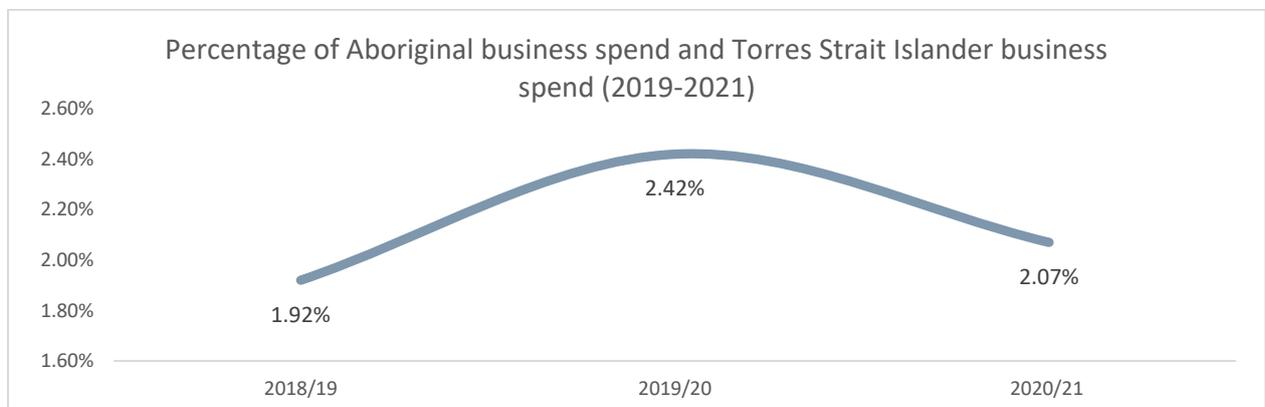
**Figure 13 - Aboriginal spend and Torres Strait Islander spend (millions) and number of businesses**



### Challenges

Fewer agencies have secured the required three per cent of total procurement spend with an Aboriginal business or Torres Strait Islander business. Currently in 2022, the percentage across all Queensland agencies is 2.07 per cent and this was tracking well. However, the data suggests that the impact of COVID-19 has caused this positive increase to start retracting. At the beginning of 2018/2019 the rate was 1.92 per cent and this increased to 2.42 in 2019/2020, but by 2020/2021, this had receded back to 2.07 per cent.

**Figure 14 - Percentage of Aboriginal business spend and Torres Strait Islander business spend over time**



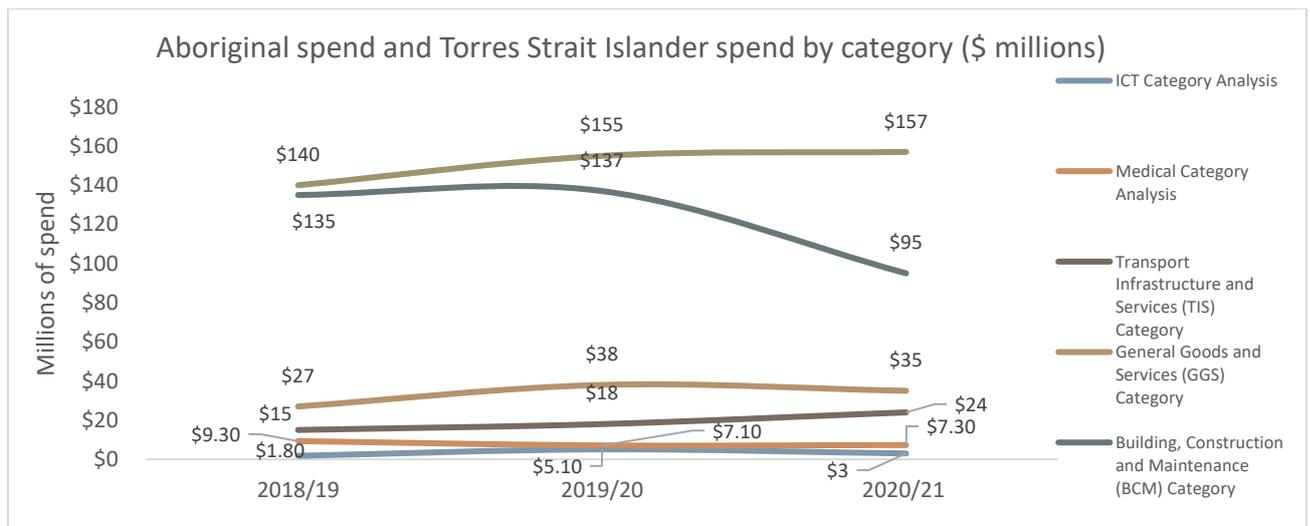
After speaking with many different leaders and Directors-General it was clear prioritising Indigenous procurement is not occurring as a matter of course in most agencies. Again, in pockets there are prominent examples such as the work TMR has done in Cape York communities and engaging local Aboriginal businesses and Torres Strait Islander businesses.

Another example was from the Department of State Development, Infrastructure, Local Government and Planning (DSDILGP). They implemented a requirement for all procurement to have at least one Aboriginal supplier or Torres Strait Islander supplier in the quotation process and if not, this would require Executive Director approval to proceed. This has helped to change attitudes for staff who may not always be aware of the ‘*Queensland Indigenous Procurement Policy*’ or the broader benefits it provides.

Many staff felt the Queensland Government could do more as the biggest employer and one of the largest procurers in the State to better use its sphere of influence. Furthermore, staff sighted a lack of accountability when leaders do not meet Aboriginal and Torres Strait Islander employment or procurement targets. These could be an example of two areas for greater strategic, inter-agency focus under the new RAP. They are significant issues that could be analysed and discussed in detail by very senior decision makers (Directors-General and Deputy Directors-General) in a refreshed governance mechanism. Ideally this would result in policy that was consistent across all government agencies and lead to both inter-agency and independent agency practices, actions and initiatives.

The largest category of spend for Indigenous procurement was the ‘social services’ category, from \$140 million in 2019 to \$157 million in 2021. ‘Building, construction and maintenance’ is the second largest category (\$95 million, 2021) and the ‘information and communication technology’ category has the lowest area of spend (\$3 million, 2021).

**Figure 15 - Aboriginal spend and Torres Strait Islander spend by category (\$ millions)**



### Resourcing analysis

As has been discussed above, the Opportunities pillar has two important targets of increasing the number of Aboriginal employees and Torres Strait Islander employees to three per cent (currently 2.49 per cent, Action 3.1) and procuring three per cent of all contracts with Aboriginal businesses and Torres Strait Islander businesses (currently 2.07 per cent, Action 3.2). These actions are considered ‘red’ indicating significant resources and some clear strategic intent is required to maintain any current gains.

Three actions have been classified as needing additional support (yellow) due to the complex nature of supporting First Nations employees, students and fledgling First Nations businesses. For these actions there appears to be some progress, but more resourcing is required to elevate the reach of the current initiatives. Given the number of actions completed or sufficiently underway, two actions (3.5 and 3.6) appear to have received sufficient resources or are being administered across government within existing programs and this should be maintained. The other two have been completed (3.4 and 3.8).

As stated above these issues could be a real focus of a revised RAP agenda and action between senior leaders and peak bodies.

**Figure 16 - Resecuring for the Opportunities pillar based on current actions**

44% of actions require similar levels of resourcing if they are to be continued. Two are marked as complete.	33% or 3 actions require additional resources	22% or 2 actions require significant additional resources.
<p>3.4 <i>Support capability and capacity development of Indigenous business sector. (Completed in 2019)</i></p> <p>3.5 Grasp opportunities where government practice supports Aboriginal and Torres Strait Islander opportunities for reform</p> <p>3.6 Develop the Aboriginal and Torres Strait Islander tourism sector in partnership with Traditional Owners, the tourism industry and government agencies</p> <p>3.8 <i>Delivery of the Indigenous Student Academic Achievement Network—a project to enhance academic outcomes of high achieving Indigenous students and support their transition into tertiary education. (Completed in 2020)</i></p>	<p>3.3 Increase industry employment and business supply opportunities.</p> <p>3.7 Delivery of Solid Pathways—a program for high achieving Aboriginal and Torres Strait Islander students to increase the number of students with tertiary aspirations and enhance economic participation</p> <p>3.9 Dedicated support to increase the numbers of Aboriginal and Torres Strait Islander students attaining Year 12 Certification (QCE/QCIA) and close the gap in attainment rates.</p>	<p>3.1 Continue to implement the Queensland Public Sector Workforce Strategy to increase the proportion of Aboriginal peoples and Torres Strait Islander peoples in the Queensland Public Sector.</p> <p>3.2 <i>Increase government procurement from Indigenous businesses (Notionally completed in 2020).</i></p>

For more information on the ‘opportunity’ RAP actions please ‘**Error! Reference source not found.**’.

## 5.3 Governance of the RAP

### Successes

There are several positives when it comes to how the current RAP is being implemented and managed. All 11 Directors-General the evaluation team spoke to, were keen to see elevated responsibilities and key performance indicators in their individual performance agreements to provide guidance and authority to undertake more reconciliation efforts. Even without these performance indicators, many Directors-General are already taking effective leadership and providing an authorising environment for staff to contribute more to reconciliation. In many cases there are more reconciliation activities taking place in those agencies, and this leadership should be highlighted and celebrated for the improvements and commitments being made.

Some agencies have a higher proportion of clients, customers and beneficiaries who identify as First Nations peoples (given the type of service they provide and the over-representation of Indigenous peoples in areas such as health and justice) and many of those agencies are further along the reconciliation path and have a greater appreciation of what is required to deliver on reconciliation commitments. This is due to a number of factors, but two major considerations should be noted:

- a) better engagement with First Nations peoples, with many having advisory boards to provide leadership
- b) agencies co-design their services with Aboriginal peoples and Torres Strait Islander peoples wherever possible.

Working in this way massively benefits First Nations peoples, but it also has an effect of raising the service delivery standards for all clients, customers, and beneficiaries.

Many agencies are creating significant institutional change which will have a lasting legacy in communities. When asked if this was due to the RAP, many Directors-General could trace some of their work to the RAP, but several initiatives were implemented outside of the RAP process (noting it was still complementary). We would argue this is a natural part of the whole-of-government RAP process. RAPs

need to have the flexibility for agencies to meet reconciliation targets in a way the best suits their partners and stakeholders so long as agreed principles and ways of working are being followed.

### Challenges

In reviewing the effectiveness of the existing governance mechanisms for the current RAP, the majority of staff consulted, did not see the Cultural Agency Leaders committee or the Culture and Reconciliation Working Group as decision-making bodies or governance mechanisms enabling accountability for the RAP. Rather, these meetings were managed more as information sharing forums and as such it was often a delegate that was sent to the meeting rather than the designated member (usually a Deputy Director-General).

*“See how many Aboriginal and Torres Strait Islander people are on the Cultural Agency Leaders committee, the decision makers aren’t there. This comes across as tokenism – in need of a radical transformation of what the (proposed future) RAP should look like.” (Queensland Government staff)*

However, it was also evident from those consulted that a governance mechanism that does hold agencies to account for actions, beyond the annual reporting requirements, was definitely needed. Without this, including an opportunity for discussion on jointly shared issues in the RAP (i.e. procurement, employment, cultural capability) the effective implementation of the RAP would be constrained.

A key discussion in focus groups was how the proposed future RAP should be governed, and which agency should lead it. Many staff suggested a central agency such as the Department of the Premier and Cabinet (DPC) should be tasked with the overall policy intent and structure and potentially an agency such as DSDSATSIP can act as an implementation partner supporting agencies to achieve their best reconciliation outcomes and strategies. Others suggested it should remain with DSDSATSIP, but greater accountability and responsibility was needed to ensure actions were met.

*‘The challenge with having a whole-of-government RAP is holding individual agencies to account for its implementation.’ (Queensland Government staff)*

*‘We need a mechanism to make (leaders) commit to the actions’ (Queensland Government staff)*

It is likely that under the new RAP, activities will be more strategic in nature and need to align with significant whole of Queensland Government initiatives that have arisen more recently such as the ‘Tracks to Treaty’. Accordingly, as part of the process for developing a new stretch RAP, it is proposed that an appropriate mechanism for governance and ensuring accountability should be developed.

In addition to the need for greater accountability through a new governance mechanism, consideration should be given to whether key members from Indigenous sector peaks (e.g. QAIHC, QATSICPP, ATSILS, QIVLS) should be part of the RAP governance mechanism. This is similar to other advisory boards such as the Queensland’s First Children and Families Board which is an external board that guides the implementation of the ‘Our Way strategy: A generational strategy for Aboriginal and Torres Strait Islander children and families 2017-2037’. Having Indigenous peak representation as part of the governance mechanism would further bolster accountability and ensure annual actions were met in accordance with agreed agency plans.

## 5.4 Reporting

### Successes

Many staff consulted for the evaluation cite the annual reports when discussing the achievements of the RAP.

Staff suggest that the annual reporting tool is an important mechanism for providing feedback and they support its public release each year.

The streamlining of reporting similar reconciliation and cultural strategies into one reporting mechanism was noted as useful. Staff who complete the reporting take it seriously and feedback does go through a thorough approval process firstly at the agency and secondly at DSDSATSIP.

### Challenges

All agencies are at different stages in the reconciliation journey and each agency needs to be accountable for reporting on their annual RAP targets. An online reporting tool which highlights progress against each agency action would be step forward, as would utilising an annual plan by each agency to house their reporting.

A consistent theme from the evaluation was that reporting doesn't seem to engage a wide cross section of each agency. Often the reporting is centralised in a Human Resource team, and the information being provided is restricted to short narratives and high-level statistics. Many staff questioned whether it was the complete picture of activities, and it doesn't allow for much discussion of the emerging learnings or challenges to implement the complex and diverse activities.

Staff find the excel reporting tool challenging to complete and they would appreciate even more tailoring / streamlining of the reporting for each agency. If agencies report on internal RAPs or similar cultural strategies, many of the staff still feel there is a duplicated effort despite the many modifications and harmonisations being made by DSDSATSIP and other agencies.

Some staff have said they feel overwhelmed with how much there is to document, and they say it sometimes takes months to prepare the reporting, especially if it is a large agency.

In the proposed future RAP, targets for each agency should be different based on the agency size, budget, and exposure to the First Nations communities and the total should be reduced from 75 to something more manageable. All agencies should report on headline metrics regarding employment, procurement, and their progress on a voice to government, along with information on the annual reconciliation spend. The Queensland Government as a whole, would also be required to report using the same but aggregated metrics.

## 5.5 Future RAP

When the evaluation team spoke to staff, frequently the discussion moved to how to design the next RAP. Most staff consulted wanted the next RAP to be meaningfully co-designed with government staff, with a lot more feedback from First Nations staff and better engagement with the sector peaks and established external advisory boards. At the time, the whole-of-government RAP 2018-2022 was a bold undertaking for all Queensland Government agencies to come together and develop such a comprehensive RAP. It is readily acknowledged and accepted that the process for its development could have been greatly improved.

Most staff would like the proposed future to stay on 'stretch' as they do not feel the current RAP is sufficiently 'embedded' and reconciliation activities are not yet 'routine' or occurring in a business-as-usual fashion. These 'terms' are used as markers of progress in a 'stretch' RAP and are defined in more detail in

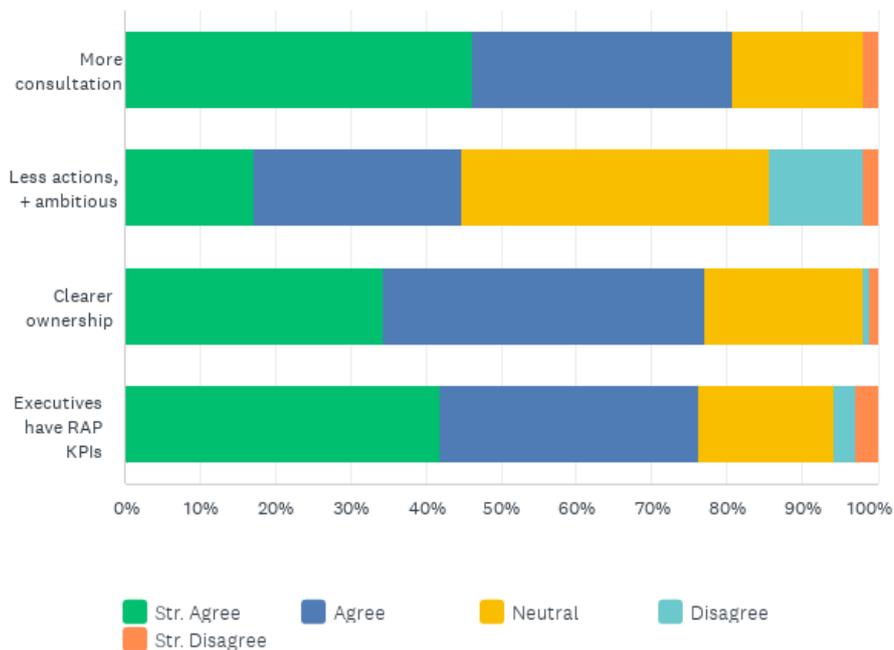
Appendix A: Stretch RAP requirements (RA).

Most staff felt there should be fewer but more strategic actions at a much larger scale and they needed to be transformational. Headline actions should undertake by all agencies and each agency should be able to define its path and report against its progress annually. Targets should be clear, consistent, and defined during the co-design period and not after the RAP is launched.

Many of the current actions do not utilise the full sphere of influence available to the Queensland Government. As the only state government with a whole-of-government RAP and coupled with the visibility of the 2032 Summer Olympics, the potential for far-reaching change is immense. The proposed future RAP will be an opportune time for a range of forward thinking and longer-term reconciliation efforts, focused primarily on substantial and meaningful actions, while still maintaining the routine cultural and ceremonial activities. Such a RAP may look and feel different, and consultation with RA would assist in allowing the RAP to take on a slightly different format given the scope of the Queensland Government, the reach of its services and the ability to affect change across the state.

In the supplementary survey conducted for the evaluation, almost all staff wanted the proposed future RAP to have more consultation with staff and external peaks, clearer ownership on actions, and more accountability for results (i.e. Directors-General having key performance indicators in their executive agreements). 40 per cent also felt that actions needed to more ambitious and strategic.

Figure 17 – Survey data on the wishes of staff for the development of the proposed future RAP (n=105)



## 6 Recommendations

There are five recommendations based on the analysis provided in this report. In describing these recommendations, the evaluation team have sequenced the recommendations noting some require foundational work before other activities can proceed. The recommendations section also provides some indicative guidance on the most important next steps.

### 1 – New governance and accountability framework

Before policy change can be made around the proposed future RAP, a new authorising environment and governance mechanism will be required. The current Cultural Agency Leaders committee and Culture and Reconciliation Working Group governance committees should be reviewed to ensure they are fit for purpose. While the committees do share information and encourage some innovation, there is limited inter-agency coordination and the current structures do not hold agencies to account for actions undertaken (beyond the annual reporting requirements). Without effective accountability, the implementation of the RAP will be further constrained.

Once a new governance mechanism has been designed, each agency should be represented at the Deputy Director-General level. This is befitting the more strategic RAP, the interagency action required and the need for committing tangible resources to implementation. Consideration should also be given to whether Indigenous sector peaks are represented on the governance committees (e.g. QAIHC, QATSICPP, ATSILS, QIVLS). By including eminent, external First Nations members who are directly associated with government service provision on these governance committees, it may provide additional accountability mechanisms to government, and ensure annual actions are robustly met.

Directors-General should have key performance indicators included in their individual performance agreements to indicate they are accountable for achieving the actions ascribed to their Department. The evaluation team found Directors-General were overwhelmingly supportive for this to occur, and many stated it was one way to ensure reconciliation does not “fall off the agenda” as one respondent mentioned, against other competing policy initiatives. Each agency should be required to define how they plan to meet the actions annually (potentially through the use of an agency-specific, annual action plan).

### 2 – Authentic co-design to underpin the RAP

The RAP 2018-2022 was an ambitious and commendable undertaking at the time. However, it was not co-designed with representatives of Aboriginal staff, Torres Strait Islander staff nor the Indigenous sector peaks and drew largely on existing activities. Aboriginal staff and Torres Strait Islander staff indicated they want greater involvement in the next design as do sector peaks, ensuring that their contribution is meaningful and resourced appropriately.

A comprehensive co-design of the proposed future RAP is one of the most important recommendations of the evaluation. This report provides many of the lessons learnt from the current RAP and these should inform a new co-design process. It is, however, important for the co-design to be treated as a project, resourced appropriately, with consultation sufficiently broad and adequate, using a time period of at least 6 to 12 months.

It may be necessary to make changes to how the RAP is structured and set out so it can be effectively implemented by the Queensland Government. This amended structure may be a departure from the established mechanism and framework set out by Reconciliation Australia for a ‘stretch RAP’. However, the new Queensland whole-of-government RAP would benefit from a revised structure, and it is something which should be agreed with RA and the Queensland Government as part of the next co-design.

### 3 – Two types of RAP actions

For the proposed future RAP we consider there are two types of actions that should be included. Type 1) Firstly, a headline group of challenging, transformative and longer-term actions, likely requiring inter-agency collaboration, limited to 3-5 and that would take multiple years to achieve. Type 2) The second type of actions would be those that pick-up on existing activities, occur regularly and are much more part of routine agency level business. These would, over time become an integral part of doing business with the Queensland Government.

#### Type 1 - More strategic and fewer actions

Since the RAP 2018-2022 was first developed, the Queensland Government has embarked on more strategic reconciliation initiatives such as 'Path to Treaty' and 'Local Thriving Communities' which form part of the 'Tracks to Treaty' initiative introduced in 2019. These policy foundations were not formally part of the existing RAP, but they demonstrate a commitment to reconciliation, and this shows a willingness to use the Queensland Government 'sphere of influence' to drive more change into the future.

The starting point for a new RAP should be these higher order strategic policies, that all agencies are required to achieve. Each agency would indicate how they would meet their targets using their own strategies including in collaboration with other agencies and peak advisory bodies as required. Guidance would also be provided by DSDSATSIP. These headline actions would be a particular focus of the revised governance group and they would hold accountability for their implementation and achievement.

Additionally, the 'resourcing' analysis in this evaluation suggested there are two existing 'opportunities' actions that should be carried over to the proposed future RAP, as they still require a high level of time, resources, inter-agency collaboration and strategic intent. 1) Growing First Nations employment for Aboriginal staff and Torres Strait Islander staff, and 2) First Nations procurement from Aboriginal businesses and Torres Strait Islander businesses to their respective three per cent target. These high-level actions would require inter-agency partnerships, and a lead agency would need to be identified.

#### Type 2: Maintain ceremonial and training actions that advance reconciliation and enhance the overall culture of the Queensland Government

The second of type of actions are those which happen more routinely within each agency, and which enhance reconciliation and the overall culture of the Queensland Government. Some of these could include enhanced cultural capability training; maintaining high quality reconciliation events (NRW, NAIDOC week, 'Sorry Day'); and ensuring First Nations protocols are met appropriately.

Whilst they would be reported on by the agency and have oversight of the governance committee, it would be expected that agencies would take primary accountability and responsibility for ensuring these actions were implemented.

### 4 – Resourcing for sustainable reconciliation

As part of the co-design of the proposed future RAP, a key requirement will be an appropriate allocation of funds to achieve the required actions across and within each agency. It is worth noting that not all RAP actions will require an additional budget. As an example, mandating that at least one Aboriginal business or Torres Strait Islander business is part of a three-quotation process does not cost any more as a policy to implement. However, it may take more time and resources to train staff to ensure they follow the *Queensland Indigenous Procurement Policy*. However, this cost could be shared across government if training was completed efficiently.

Most of the other reconciliation actions will require a budget, such as the cost of the cultural capability training that could be shared across agencies. Recording how much is spent on reconciliation efforts would also be a useful metric that Queensland Government agencies must consider implementing as part of the proposed future RAP. Currently there is no requirement to record how much is spent as a proportion of all spending. In addition, it would also be required for the next RAP to have an action for measuring how much is spent on reconciliation for the whole of the Queensland Government.

Final allocations of reconciliation budgets should be determined in line with the normal annual budget cycle process. However, given the RAP commitments are usually spread over a number of years, it will be important for annual allocations to be sufficient to cover headline activities.

### 5 – Enhanced reporting

While agencies are at different stages of their reconciliation journey, all agencies need to be accountable for demonstrating, implementing, and promoting reconciliation activities. DSDSATSIP's streamlining of reporting has been helpful and agencies have requested that realistic actions and targets are part of the next whole-of-government RAP. An online reporting tool per agency may assist in data collection and increase efficiencies.

All government agencies should report annually on how they are meeting headline targets, noting each agency may have different targets based on their size and reach into First Nations communities. Headline targets would be agreed during the co-design of the proposed future RAP and not after the RAP is created. The total number of targets should be reduced, down from 75, to something more manageable (the evaluation team suggest 20). Targets should include the key metrics of employment, procurement, and progress on a voice to government. Targets should also be aggregated for the whole of the Queensland Government for the RAP annual report.

### Conclusion

The evaluation of the *Queensland Government Reconciliation Action Plan 2018-2022*, has shown that for many Queensland Government agencies, progress to 'embed reconciliation' has occurred. The evaluation found that 55 per cent of current actions still need further resourcing to retain any current gains. The proposed future RAP should stay at the 'Stretch' level as reconciliation has not been yet sufficiently 'embedded' across the whole of the Queensland Government.

The proposed future RAP would need to be co-designed with First Nations staff and sector peaks, contain at least three-to-five headline actions that all agencies can support, and a range of routine actions at agency level that would enhance how reconciliation is maintained across government.

The scope of the whole of Queensland Government RAP has the potential to significantly enhance reconciliation in a way that no other Australian state can. In appropriately designing the proposed future RAP, lessons should be learnt from the development of the current RAP ensuring Queensland will have an opportunity to be a leading force for reconciliation in Australia.

## Appendix A: Stretch RAP requirements (RA)

### Stretch – Embedding reconciliation

A Stretch RAP is best suited to organisations that have developed strategies and established a strong approach towards advancing reconciliation internally and within the organisation’s sphere of influence. This type of RAP is focused on implementing longer-term strategies and working towards defined measurable targets and goals. The Stretch RAP requires organisations to embed reconciliation initiatives into business strategies to become ‘business as usual’.

RAP objectives	<ul style="list-style-type: none"> <li>• Embed reconciliation initiatives into the organisation</li> <li>• Utilise sphere of influence to drive reconciliation</li> </ul>
Duration	2-3 years
Prerequisites	<p>Organisations are expected to have:</p> <ul style="list-style-type: none"> <li>• successfully completed a previous RAP</li> <li>• strong meaningful engagement with internal and external Aboriginal and Torres Strait Islander stakeholders</li> <li>• an effective governance structure, including RAP Working Group with Aboriginal and/or Torres Strait Islander representation, and senior decision makers from across the organisation</li> <li>• processes and systems in place to capture information on staff cultural learning, Aboriginal and Torres Strait Islander employees, spend with Aboriginal and Torres Strait Islander businesses, and any other relevant RAP commitments</li> <li>• strong support and engagement from senior leaders, including a designated RAP Champion</li> <li>• an effective Aboriginal and Torres Strait Islander engagement strategy, cultural learning strategy and employment strategy</li> <li>• completed the RAP Impact Measurement Questionnaire Report each year</li> </ul>
Suitable for	<p>Organisations that have met the above requirements and:</p> <ul style="list-style-type: none"> <li>• are confident in their tried and tested approach to embedding reconciliation within their organisation</li> <li>• have tailored additional commitments to their business activities, services, programs, stakeholders and/or sphere of influence</li> <li>• are ready to expand on their efforts through specific and measurable longer-term commitments with outcomes focus</li> <li>• can commit to robust reporting requirements</li> <li>• are willing to collaborate with other RAP organisations to advance reconciliation</li> </ul>
Key expectations of the RAP	<ul style="list-style-type: none"> <li>• Set measurable targets and firm tangible commitments throughout the RAP</li> <li>• Implement strategies to ensure staff throughout the organisation is engaged in reconciliation</li> <li>• Continuous improvement of engagement, cultural learning, employment and procurement strategies</li> <li>• Engage external stakeholders in reconciliation</li> <li>• Consider initiatives to address the five dimensions of reconciliation</li> <li>• Report to Reconciliation Australia by September each year, through the RAP Impact Measurement Questionnaire</li> <li>• Publicly report on RAP progress to external stakeholders</li> </ul>

## Appendix B: Actions in the current RAP

### **ACTION 1.0 – RELATIONSHIPS**

- 1.1 Celebrate National Reconciliation Week to strengthen and maintain relationships between Aboriginal peoples and Torres Strait Islander peoples, and non-Indigenous Queenslanders.
- 1.2 Maintain and leverage mutually beneficial relationships with Aboriginal peoples and Torres Strait Islander peoples, communities, and organisations to support positive outcomes.
- 1.3 Improve the voice of Aboriginal peoples and Torres Strait Islander peoples through engagement and co-design. Action.
- 1.4 Communicate Aboriginal peoples and Torres Strait Islander people's culture and history through interpretative experiences in National Parks.

### **ACTION 2.0 – RESPECT**

- 2.1 Increase knowledge and understanding of Aboriginal and Torres Strait Islander cultures, histories, and achievements.
- 2.2 Demonstrate respect for Aboriginal peoples, Torres Strait Islander peoples and their communities by embedding cultural protocols as part of government business.
- 2.3 Implement the strategy for using Aboriginal or Torres Strait Islander words to name or co-name public buildings or facilities.
- 2.4 Celebrate NAIDOC Week and provide opportunities for Aboriginal and Torres Strait Islander staff to engage with culture and community.
- 2.5 Grasp unique opportunities to respect Aboriginal peoples and Torres Strait Islander peoples, cultures, lands, histories, and rights.

### **ACTION 3.0 – OPPORTUNITIES**

- 3.1 Continue to implement the Queensland Public Sector Workforce Strategy to increase the proportion of Aboriginal peoples and Torres Strait Islander peoples in the Queensland Public Sector.
- 3.2 Increase government procurement from Indigenous businesses.
- 3.3 Increase industry employment and business supply opportunities.
- 3.4 Support capability and capacity development of Indigenous business sector.
- 3.5 Grasp opportunities where government practice supports Aboriginal and Torres Strait Islander opportunities for reform.
- 3.6 Develop the Aboriginal and Torres Strait Islander tourism sector in partnership with Traditional Owners, the tourism industry and government agencies.
- 3.7 Delivery of Solid Pathways—a program for high achieving Aboriginal and Torres Strait Islander students to increase the number of students with tertiary aspirations and enhance economic participation.
- 3.8 Delivery of the Indigenous Student Academic Achievement Network—a project to enhance academic outcomes of high achieving Indigenous students and support their transition into tertiary education.
- 3.9 Dedicated support to increase the numbers of Aboriginal and Torres Strait Islander students attaining Year 12 Certification (QCE/QCIA) and close the gap in attainment rates.

## Appendix C: Review of actions in the RAP 2018-2022

Each of the 18 actions in the RAP has been analysed against the feedback provided by staff and external stakeholders consulted during the evaluation. Annual reports and data sourced from the PSC and DSDSATSIP have also assisted to provide a thorough understanding. This Appendix complements existing annual reports (2018-2019, 2019-2020, 2020-2021) and care has been taken to offer a complimentary review of each action based on any new and additional information. As such, for a complete picture, the annual reports should also be reviewed in tandem with this Appendix. For three actions in the opportunities pillar, (3.7, 3.8, 3.9), there was no additional information available to the evaluation team. In those sections we have used the narratives directly from the RAP annual reports.

### 1.0 Relationships

Queensland Government relationships with First Nations peoples that are sustained, respectful and inclusive are an essential ingredient to reconciliation efforts. Each engagement with First Nations peoples holds an opportunity to create new partnership based on openness, trust, and mutual understanding.

The Queensland Government has recognised that the past acts of dispossession, settlement and discriminatory policies, and the cumulative acts of colonial and state governments since the commencement of colonisation have left an enduring legacy of economic and social disadvantage that many Aboriginal peoples and Torres Strait Islander peoples have experienced and continue to experience.

By committing to reframe the relationship with First Nations peoples it seeks to address some of these past traumas and create a more positive and inclusive future for all.

### 1.1 Celebrate National Reconciliation Week to strengthen and maintain relationships between Aboriginal peoples and Torres Strait Islander peoples, and non-Indigenous Queenslanders.

Celebrating NRW is based on strengthening and maintaining relationships between Aboriginal peoples and Torres Strait Islander peoples and non-Indigenous Queenslanders. From the staff consulted, NRW is celebrated broadly across the agencies as a regular event. There has been some cross collaboration between agencies, and this can be dependent on the office location and the existing working relationships agencies have already developed. The celebration of NRW has included some educational content which involved truth telling, however this could be improved. Staff have requested more information on the effects of intergenerational trauma and colonisation and how these challenges can be addressed by current policies.

It appears that regional government offices tended to be more collaborative in celebrating NRW, with some agencies planning celebrations over three days. It was also noted the Torres Strait Islander culture is not as prominent in the celebrations as Aboriginal culture.

The resource burden for managing the reconciliation events is largely falling to First Nations staff and there is little ownership and leadership from non-Indigenous staff. These celebrations are not well resourced and, in most cases, not resourced at all. Some First Nations staff suggested this demonstrates that reconciliation is not a priority and could demonstrate a lack of respect for reconciliation.

*“There is a lot of pressure, and the RAP keeps following me. It’s almost like I am stuck in a box. We do want to walk with you, but we also want to share the load.” (First Nations staff)*

## 1.2 Maintain and leverage mutually beneficial relationships with Aboriginal peoples and Torres Strait Islander peoples, communities, and organisations to support positive outcomes.

Each Aboriginal community and Torres Strait Islander community is unique, and what works to create a sustainable and successful relationship in one community may not necessarily work in another community.

From the evidence gathered through consultations, some regional staff from government were actively working with external organisations such as local councils, peak bodies, and private organisations. These strategic relationships and engagement should have a lasting effect on change if maintained. Some examples include schools developing a localised RAP to improve engagement with parents. The potential of these strategies could result in improvements with First Nations students' attendance. Other initiatives include DSDSATSIP working with councils to improve their economic sustainability and governance.

*“The economic health of Indigenous councils was at risk, and we had concerns for how they will operate effectively and financially. We tailored our approach to spend more time with these Indigenous councils. (Queensland Government staff)”*

## 1.3 Improve the voice of Aboriginal peoples and Torres Strait Islander peoples through engagement and co-design

Co-design involves using community members and beneficiaries as equal collaborators in the design of government programs. The main purpose of this approach is to ensure the programs and services are tailored effectively and this increases the likelihood of program success. This is a crucial process for Aboriginal communities and Torres Strait Islander communities as previous government programs did not always include local decision makers in their design and many programs have not succeeded as a result.

Initiatives like 'Local Thriving Communities' are a good starting point and local decision making is paramount in making improvements for these communities. However, government representatives and employees suggested to the evaluation team, that more needs to be done to better understand the unique perspectives of Aboriginal people and Torres Strait Islander people and to meaningfully engage.

The evaluation team noted a range of programs have been co-designed as part of the RAP, but staff consulted for the evaluation wondered if it was true co-design or enhanced consultation. Consideration should be given to the factors that contribute to effective co-design including the financial costs, extended timelines, and the ability to obtain genuine engagement between the Queensland Government and the respective Indigenous communities.

*“We need to work with community to encourage local decision-making. We want them to contribute to the design... we shouldn't dictate. We need to have a lot of consultations and work with councils on a daily basis. We have delivered this capital works program which has created relationships with communities, and that works by not dictating.” (Queensland Government staff)”*

## 1.4 Communicate Aboriginal peoples and Torres Strait Islander peoples culture and history through interpretative experiences in National Parks

The incorporation of stories, language, artwork, and cultural meanings in the content developed for Nations Park signs, projects and publications has been reported to be on target and has been ongoing for some time. In 2020-2021, an additional 107 signs were added containing cultural content for First Nations peoples. In 2021, three management plans were co-designed with the respective Traditional Owner groups of Raine Island, Naree Budjong Djara, and Currawinya. The Camooweal Cave National Park was also renamed to Wiliyan ngurru National Park, the traditional name of the location for the Indjalandji Dhidhanu People.

## 2.0 Respect

Reconciliation aims to build a positive two-way relationship built on trust and respect between Aboriginal and Torres Strait Islanders and non-Indigenous Australians to overcome any residual forms of racism. The Queensland Government principles for respect are to:

- Ensure Aboriginal and Torres Strait Islander cultures are recognised, valued and embedded in core business.
- Understand and value Aboriginal and Torres Strait Islander customers' cultural and wellbeing aspirations.
- Recognise and commemorate significant cultural events.
- Recognise and respect the position and scholarship of Traditional Owners, Aboriginal and Torres Strait Islander councils and Elders.
- Recognise and value Aboriginal and Torres Strait Islander customers of all ages and abilities, including those living with disability.

### 2.1 Increase knowledge and understanding of Aboriginal and Torres Strait Islander cultures, histories and achievements.

By increasing the knowledge and understanding of Aboriginal and Torres Strait Islander cultures, histories, and achievements, this can help all staff navigate cultural differences and provide for a culturally safe workplace.

Many staff who attended face-to-face training (the training most commonly cited was by the Department of Resources) found this to be an effective mechanism for understanding difficult historical injustices and the traumatic effects on First Nations peoples. If resources allow, many staff would prefer training to be delivered face-to-face given the complex issues being discussed.

The online training 'Starting the Journey' is being used by 15 agencies and this is also being made available to other agencies on learning management systems.

Some First Nations staff wanted more information provided to staff on the issues arising from colonisation and the causes of inter-generational trauma.

*We are at the beginning of the reconciliation journey but have a way to go yet. You may be the pay clerk, but you still need cultural capability and to understand how your work fits into the broader reconciliation agenda" (Queensland Government staff)*

### 2.2 Demonstrate respect for Aboriginal peoples, Torres Strait Islander peoples and their communities by embedding cultural protocols as part of government business.

This action was marked as complete in the RAP Annual Report 2018-2019. However, feedback from staff as part of the evaluation indicate there is still a need for ongoing staff training on the value of using cultural protocols effectively.

The cultural protocols of including a Welcome to Country or Acknowledgement of Country at official meetings and events recognises Aboriginal peoples and Torres Strait Islander peoples as the Traditional Owners of the land and demonstrates respect. This is an opportunity for any staff to show respect to the Traditional Owners, to provide sincerity and information about the Country you are acknowledging.

The evaluation team learnt that an Acknowledgement of Country is occurring regularly for the opening of meetings and events, however, there is an expectation usually this is for First Nations staff to perform. First Nations staff within the Queensland Government suggested when this occurs it is a tokenistic attempt to demonstrate a protocol and it lacks sincerity and authenticity. This also undermines cultural safety for First Nations staff and further training on cultural protocols for non-Indigenous staff may be required.

It is not clear to the evaluators if the whole-of-government cultural capability strategy and respectful languages guide is truly embedded yet. It was noted that a number of government staff were not familiar with the policies at the time of consultation and for many it was the first time reading the RAP document.

*“The RAP is a bit of tick and flick – people don’t know why we are doing it” (First Nations staff).*

*“The only action I’m aware of (from the RAP) are the Acknowledgements of Country at the beginning of some meetings” (Survey Respondent)*

### 2.3 Implement the strategy for using Aboriginal or Torres Strait Islander words to name or co-name public buildings or facilities.

The strategy was marked as complete in the RAP Annual Report 2019-2020; however, many lessons were learnt from staff when implementing the strategy. It appears agencies are continuing to implement the strategy and further guidance may still be required.

In 2020, the Co-Naming Strategy was uploaded to the Cultural Capability Portal and all relevant agencies were invited to implement it. Some agencies continue to go through the process to rename rooms, buildings, public places, and outdoor areas.

DSDSATSIP play a vital role in providing information on the traditional custodians of where agencies reside and many stated that DSDSATSIP is their first point of reference to understand cultural protocols.

Renaming government places can involve several steps and several agencies recounted the lessons learnt when renaming rooms, being careful to distinguish between Elders and Traditional Owners and how to receive advice and build appropriate relationships. This also involved taking the necessary amount of time to research and understand the history ensures the naming is culturally safe and not offensive.

### 2.4 Celebrate NAIDOC Week and provide opportunities for Aboriginal and Torres Strait Islander staff to engage with culture and community.

National Aborigines and Islanders Day Observance Committee (NAIDOC) origins can be traced to the development of Aboriginal groups in the 1920’s which sought to increase awareness in the wider community of the status and treatment of Aboriginal and Torres Strait Islander Australians. NAIDOC week is celebrated annually in the first week of July across the nation.

NAIDOC is celebrated throughout all agencies with an increasing attendance from staff. The level of events and celebrations were varied, and most events were successful.

First Nations staff stated that NAIDOC (in some agencies) is celebrated as a symbolic effort, there is no planning or effort for the annual event, and it is regularly left to the First Nations staff to organise a celebration with little or no budget. For First Nations staff this lack of involvement and participation from non-Indigenous staff felt like it was working against reconciliation.

Some staff were not clear if using cultural leave is akin to using their annual leave entitlements and if so, they stated it is not really appropriate for it to be named ‘cultural leave’.

*“As an agency we offer this advice service – but we do need more people in more senior level positions. Our Mob will get burnt out quickly if we have to do everything relating to Aboriginal affairs.” (DSDSATSIP staff member)*

*“We have got to build the road to reconciliation from both ends” (Director-General)*

## 2.5 Grasp unique opportunities to respect Aboriginal peoples and Torres Strait Islander peoples, cultures, lands, histories, and rights

This action reports on a range of initiatives each year that the Queensland Government undertakes to improve the opportunities to respect Aboriginal peoples and Torres Strait Islander peoples, cultures, lands, histories and rights. The following is a summary of activities undertaken in 2021:

- Through the Queensland Government Repatriation Working Group and direct engagement with individuals and communities, support Aboriginal and Torres Strait Islander communities repatriate human remains and secret and sacred objects. (DCHDE)
- Continue to embed reforms to enhance the participation of Aboriginal and Torres Strait Islander families in child protection matters. (DCYJMA)
- Implement the Aboriginal and Torres Strait Islander Languages Policy. (DSDSATSIP lead and DoE)
- Continue to strengthen the Murri Court to ensure culturally appropriate court processes that respect and acknowledge Aboriginal and Torres Strait Islander cultures. (DJAG)
- Support Aboriginal and Torres Strait Islander artistic and cultural expression by investing at least \$3.15 million per annum through the Backing Indigenous Arts Initiative and other competitive funds. (DCHDE)
- Established the Murridhagun Cultural Centre, to support QCS:

## 3.0 Opportunities

The nine actions under the opportunities pillar are aimed at increasing the economic participation of Aboriginal peoples and Torres Strait Islander peoples in Queensland to deliver real value for individuals' families and communities. The Queensland Government is committed to creating an inclusive workforce and supporting Indigenous businesses. For many Queensland Government staff spoken to for the evaluation, the focus of the opportunities pillar is enabling more First Nations staff to become employed by the Queensland Government and for more work to be contracted to Indigenous businesses. The evaluation team relied on data provided by the PSC and DSDSATSIP for employment and procurement rates. Qualitatively, from the consultations undertaken, few staff could speak to the achievements of the respective programs being undertaken under this pillar, and the evaluation team relied on annual reports to fill in any data gaps and this is noted in each section.

### 3.1 Continue to implement the Queensland Public Sector Workforce Strategy to increase the proportion of Aboriginal peoples and Torres Strait Islander peoples in the Queensland Public Sector.

In addition to the Queensland Public Sector Workforce Strategy, many agencies including Queensland Health (QH), have developed their own strategy to improve representation of Aboriginal staff and Torres Strait Islander staff. QH has implemented Grow-Your-Own workforce initiatives to enable continued growth in Aboriginal and Torres Strait Islander health workforce participation through support and development.

There has been an increase of 1,765 people who identify as Aboriginal or Torres Strait Islander working for the Queensland Government in the last four years (2017-2021). As a proportion of the total workforce, it has improved from 2.06 per cent to 2.49 per cent (2017-2021). However, in several classifications (AO1, AO3, AO4, AO6) it has declined, and it has virtually stayed the same in the higher classifications (AO7, AO8).

It was commonly mentioned throughout all consultations that recruitment of Aboriginal peoples and Torres Strait Islander peoples is patchy and there is not a coordinated effort across agencies to increase the First Nations workforce. Several agencies are creating identified entry level positions such as traineeship and graduate programs to improve the proportion of Aboriginal and Torres Strait Islanders employed in the public service. However, many First Nations staff lament the lack of middle to senior management roles offered to First Nations peoples.

*“People often get pigeonholed into only cultural identified roles - where we could and would be able to work across the work area and all that our culture brings to the role is an added benefit.” (First Nations Staff)*

The rate of employment for Aboriginal staff and Torres Strait Islander staff varies widely across agencies. The lowest proportion of First Nations staff is the Department of the Premier and Cabinet (0.46 per cent) and the highest rate is 10 per cent in the Queensland Family and Child Commission.

Some agencies such as DCYJMA and DCHDE have engaged external organisations to provide culturally appropriate counselling support for Aboriginal employees and Torres Strait Islander employees. These counsellors help staff navigate a range of concerns to help improve their social and emotional health and wellbeing.

In 2021, some agencies such as SLQ, QAGOMA, Queensland Performing Arts Centre, the Queensland Museum and Arts Queensland have created a graduate program for First Nations employees for the first time. This shows agencies are willing to demonstrate a commitment to enhancing First Nations employment however, as stated previously more could be done to improve leadership opportunities for existing First Nations staff within agencies.

### 3.2 Increase government procurement from Indigenous businesses

The target of 450 Aboriginal and Torres Strait Islander businesses securing government procurement between 2019–2020 was achieved in 2020. However, moving forward, the other goal of achieving Indigenous procurement of three per cent against all government procurement has not been achieved.

The strategy of the Queensland Government through the *Queensland Indigenous Procurement Policy* (QIPP) is for Indigenous businesses to be three per cent of the value of government procurement contracts by 2022. Currently, the percentage is 2.07 per cent and will be important to dedicate sufficient resources and strategic intent across all agencies.

Many staff felt the Queensland Government could do more as the biggest employer and one of the largest procurers in the State and better use its sphere of influence. Furthermore, staff sighted a lack of accountability when leaders do not meet Aboriginal and Torres Strait Islander procurement targets.

### 3.3 Increase industry employment and business supply opportunities.

The Queensland Government through Indigenous Economic Opportunity Plans (IEOP) have initiated 39 selected Indigenous projects, under the Queensland Government Building and Construction Training Policy. In 2021, 9 were completed, 18 are under construction and 12 are at pre-tender/tender stage.

This has resulted in additional employment opportunities and more accredited training and more than \$4 million in procurement from 31 Aboriginal and/or Torres Strait Islander owned businesses.

Another program which has enhanced industry employment is the Back to Work (BTW) program supporting Aboriginal peoples and Torres Strait Islander peoples to gain access to employment. Since its inception 2,411 Aboriginal and Torres Strait Islander jobseekers have been supported with \$24.1 million provided to 1,668 employers.

### 3.4 Support capability and capacity development of Indigenous business sector.

DESBT, through the Advancing Indigenous Business initiative, supported Aboriginal and Torres Strait Islander businesses through the provision of grants and support programs in the 2019-2020 reporting period. In that period:

- Delivered 12 Aboriginal and Torres Strait Islander business development support programs.
- Hosted eight Aboriginal and Torres Strait Islander marketplaces which supported 56 businesses establish new markets and sell products locally.
- Delivered the first Aboriginal and Torres Strait Islander Construction Symposium in September 2019 promoting 18 Aboriginal and Torres Strait Islander businesses from across Queensland to key industry and government representatives.
- Awarded 156 small business grants to Aboriginal and Torres Strait Islander businesses with total funding of \$1.3 million.
- During Indigenous Business Month, supported four Aboriginal businesses to run business development workshops, and backed the launch of a national online platform, BuyingBlack.com.au.

The Advancing Indigenous Business initiative finished on 30 June 2020.

### 3.5 Grasp opportunities where government practice supports Aboriginal and Torres Strait Islander opportunities for reform

There are currently 8 initiatives underway for this action across government, and a further seven have been completed in previous years as part of the RAP. The current initiatives include improving vocational education, offering more 'Identified' positions such as Indigenous Rangers, QCS Cultural Liaison Officers, returning Cape York Peninsula lands to traditional owners, supporting joint management of national parks, and maintaining several Indigenous focused programs such as the 'Backing Indigenous Arts initiative' and the 'Building our Regions (BoR)' program.

The six initiatives completed to enhance government practices include:

- Cultural Capability Accreditation Framework 2020.
- In 2019 a trial of domestic and family violence integrated services was conducted in response to the Not Now, Not Ever Report.
- In 2019 implementation began for the 'Our Way' generational strategy 2017–2037 and the 'Changing Tracks' action plan.
- Two projects to enhance liveability and support community sustainability were initiated on Palm Island and in Yarrabah with Aboriginal and Torres Strait Islander shire councils.
- Invested \$2.1 million in 2019 through new Backing Indigenous Arts Performing Arts funding to strengthen Queensland's Aboriginal and Torres Strait Islander performing arts sector.
- Maintained an Aboriginal and Torres Strait Islander workforce of 6.6 per cent in the North Queensland Stadium development.

### 3.6 Develop the Aboriginal and Torres Strait Islander tourism sector in partnership with Traditional Owners, the tourism industry and government agencies.

There are four activities (or targets) within this action, and one has been completed (Establish a cross-government working group on Aboriginal and Torres Strait Islander Tourism (DITID)) and the other three are ongoing.

The Year of Indigenous Tourism was announced for 2020 and has been extended to include 2021 due to COVID-19 interruptions.

As at 30 June 2021, the Quandamooka Yoolooburrabee Aboriginal Corporation (QYAC) has received \$8.7 million under the Minjerribah Futures Program, and expenditure for Growing Indigenous Tourism in Queensland Fund of \$2.5 million.

Under the Growing Indigenous Tourism in Queensland Fund, 24 businesses received funding of up to \$25,000 to further develop new business concepts for an Indigenous tourism product or experience, while 9 businesses received funding of up to \$1 million to deliver a new tourism product, experience or infrastructure.

In 2020–2021, the Cape York Peninsula Tenure Resolution Program within DES, through the Eastern Kuku Yalanji land dealing, supported the Jabalbina Yalanji Aboriginal Corporation (JYAC) to develop a tourism strategy. The strategy allows JYAC to engage with the tourism industry and provide significant opportunity for Indigenous led tourism initiatives in the jointly managed Daintree, Ngalba-bulal, Hope Island and Kalkajaka National Parks (CYPAL).

### 3.7 Delivery of Solid Pathways—a program for high achieving Aboriginal and Torres Strait Islander students to increase the number of students with tertiary aspirations and enhance economic participation.

*(No additional information was provided to the evaluation team for this action and this section has been provided from the RAP annual reports)*

Solid Pathways changed to become Solid Pathways-STEM at the end of 2019 and was delivered to students in Years 4-6.

Solid Pathways-STEM is an extension program for high-achieving Aboriginal and Torres Strait Islander students and enables them to develop STEM capabilities and nurtures their scientific curiosity through critical and creative thinking.

In 2020, Solid Pathways-STEM was delivered in approximately 239 state schools to 2,066 high achieving Aboriginal and Torres Strait Islander students to develop and nurture their scientific capabilities.

With the increase in demand on human resources due to the collaboration process, professional development for staff is no longer offered through this program.

### 3.8 Delivery of the Indigenous Student Academic Achievement Network—a project to enhance academic outcomes of high achieving Indigenous students and support their transition into tertiary education.

*(No additional information was provided to the evaluation team for this action and this section has been provided from the RAP annual reports)*

This action no longer exists. A broader approach, encompassing all Year 10 Aboriginal and Torres Strait Islander students has been undertaken.

In 2019, 15.6 per cent (227) Indigenous students were OP eligible, a decrease from 2018 where 17.3 per cent (363) students were OP eligible. By comparison 38.5 per cent (7,376) non-Indigenous students were OP eligible in 2019 and 39.4 per cent (10,835) in 2018.

The Indigenous and non-Indigenous OP eligible gap was 22.8 per cent in 2019 and 22.1 per cent in 2018. The 2019 graduating class was the half cohort of students who started their Prep Year in 2007.

### 3.9 Dedicated support to increase the numbers of Aboriginal and Torres Strait Islander students attaining Year 12 Certification (QCE/QCIA) and close the gap in attainment rates.

*(No additional information was provided to the evaluation team for this action and this section has been provided from the RAP annual reports)*

In 2019, 98.1 per cent (1,425) of Aboriginal and Torres Strait Islander state school Year 12 completers achieved either a Queensland Certificate of Education (QCE) or Queensland Certificate of Individual Achievement (QCIA), compared to 98.3 per cent (18,848) of non-Indigenous students. The gap in Queensland certification between Aboriginal and Torres Strait Islander students and their non-Indigenous peers remains at less than one percentage point.

In 2020, 91.9 per cent (1,857) of Aboriginal and Torres Strait Islander state school Year 12 completers achieved either a Queensland Certificate of Education (QCE) or Queensland Certificate of Individual Achievement (QCIA), compared to 96.2 per cent (25,217) of non-Indigenous students. The gap in certification (QCE or QCIA) was 4.2 percentage points. Note: In 2020, the Queensland Government introduced a new system for QCE. The redevelopment and introduction of new syllabuses combined with changes to assessment and moderation processes represents a break in time-series for the QCE. Comparisons with results prior to 2020 should be interpreted with caution.

178 out of 242 schools (74 per cent) with Indigenous enrolments achieved a certification rate above 98 per cent for Indigenous students. DoE are continuing to work with Aboriginal and Torres Strait Islander students who did not achieve a successful schooling outcome in 2020, to ensure they receive a QCE in 2021 or transition into meaningful employment or further study.

## Appendix D: Evaluation Matrix

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Meeting the objectives of a STRETCH RAP</b>		
<p>1. Overall, to what extent and how have reconciliation activities been embedded into agencies?</p>	<ul style="list-style-type: none"> <li>Evidence of reconciliation activities being routinely embedded into agency business</li> <li>Aboriginal and Torres Strait Islander peaks, organisations or people identify agency actions that further reconciliation</li> <li>Identification of innovative approaches</li> <li>Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>Review of RAP annual reports</li> <li>Review of other whole-of-government or agency documentation</li> <li>Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>2. To what extent and in what ways have whole-of-government or agencies utilised their sphere of influence to drive reconciliation?</p>	<ul style="list-style-type: none"> <li>Evidence of whole-of-government and agencies undertaking actions that are driving reconciliation</li> <li>Aboriginal and Torres Strait Islander peaks, organisations or people identify whole-of-government or agency actions that further reconciliation</li> <li>Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>Review of RAP annual reports</li> <li>Review of other whole-of-government or agency documentation</li> <li>Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>3. To what extent and in what ways has the Queensland Government as a whole and agencies collaborated with other RAP organisations to advance reconciliation?</p>	<ul style="list-style-type: none"> <li>Evidence of whole-of-government or agency collaboration with other RAP organisations to advance reconciliation</li> <li>Identification of innovative approaches</li> <li>Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>Review of RAP annual reports</li> <li>Review of other whole-of-government or agency documentation</li> <li>Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>4. Are there longer-term commitments with an outcomes focus that have been determined and commenced during this RAP period? To what extent and in what ways has the whole-of-government and/or agencies considered initiatives to address the five dimensions of reconciliation?</p>	<ul style="list-style-type: none"> <li>Evidence of whole-of-government or agency approaches and actions that are aimed at longer term and more outcomes focussed reconciliation including across five dimensions of reconciliation</li> <li>Aboriginal and Torres Strait Islander peaks, organisations or people report being genuinely engaged in co-designing approaches and actions aimed at longer term and more outcomes focussed reconciliation</li> <li>Identification of innovative approaches</li> <li>Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>Review of other whole-of-government or agency documentation</li> <li>Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Relationships</b>		
<p>1. To what extent and in what ways have whole-of-government and agencies developed genuine, meaningful engagement with internal and external Aboriginal and Torres Strait Islander stakeholders aimed at self-determination and reconciliation?</p>	<ul style="list-style-type: none"> <li>Evidence of a range of commitments, strategies, policies and practices that are aimed at changing the way whole-of-government and agencies relate to and do business with Aboriginal and Torres Strait Islander peaks, organisations or people aimed at self-determination and reconciliation</li> <li>Aboriginal and Torres Strait Islander peaks, organisations or people report a positive change in 'their relationship' with whole-of-government or agencies and believe they can work together towards shared goals</li> <li>Identification of innovative approaches</li> <li>Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>Review of whole-of-government or agency documentation</li> <li>Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>2. To what extent have the 'relationship' actions of the RAP been progressed and what have been the outcomes?</p>	<ul style="list-style-type: none"> <li>Evidence of successful NRW celebrations</li> <li>Evidence of mutually beneficial relationships having been established and sustained</li> <li>Evidence of increased representation for Aboriginal and Torres Strait Islander peaks, organisations or people in a range of whole-of-government or agency 'positions' (e.g. employment, advisory, leadership, design)</li> <li>Aboriginal and Torres Strait Islander peaks, organisations or people report enhanced engagement and involvement in co-design activity by whole-of-government or agencies</li> <li>Identification of innovative approaches</li> <li>Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>Review of RAP annual reports</li> <li>Review of other whole-of-government or agency documentation</li> <li>Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> <li>Analysis of public service data</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Respect</b>		
<p>1. To what extent and in what ways have whole-of-government and agencies demonstrated genuine respect for Aboriginal and Torres Strait Islander culture aimed at enhancing reconciliation?</p>	<ul style="list-style-type: none"> <li>• Evidence of a range of commitments, strategies, policies and practices that demonstrate respect for and highlight Aboriginal and Torres Strait Islander peoples, culture, lands, histories and rights</li> <li>• Aboriginal and Torres Strait Islander peaks, organisations or people are observing, experiencing and can report a positive change in the way they as First Nations people and their culture are respected</li> <li>• Identification of innovative approaches</li> <li>• Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>• Review of RAP annual reports</li> <li>• Review of whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>2. To what extent have the 'respect' actions of the RAP been progressed and what have been the outcomes?</p>	<ul style="list-style-type: none"> <li>• Evidence of actions that demonstrate respect for and highlight Aboriginal and Torres Strait Islander peoples, culture, lands, histories and rights</li> <li>• Aboriginal and Torres Strait Islander peaks, organisations or people report a positive change in whole-of-government or agencies respect for culture, history, wrongs of the past, knowledge, and rights and for the Aboriginal and Torres Strait Islander ways of doing things</li> <li>• Outcomes of whole-of-government engagement strategy</li> <li>• Outcomes of plan to increase ways of giving voice to untold and personal stories</li> <li>• Evidence of successful NAIDOC events</li> <li>• Outcomes of cultural capability training</li> <li>• Identification of innovative approaches</li> <li>• Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>• Review of RAP annual reports</li> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Opportunities</b>		
<p>1. To what extent and in what ways have whole-of-government and agencies developed opportunities within government and more broadly that improves socio-economic opportunities for Aboriginal and Torres Strait Islander people, communities and organisations?</p>	<ul style="list-style-type: none"> <li>• Evidence of a range of commitments, strategies, policies and practices that improve social and economic opportunities for Aboriginal and Torres Strait Islander organisations, communities or people</li> <li>• Aboriginal and Torres Strait Islander peaks, organisations or people report a positive change in socio-economic opportunities arising from whole-of-government or agency initiatives</li> <li>• Identification of innovative approaches</li> <li>• Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>• Review of whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>2. To what extent have the 'opportunity' actions of the RAP been progressed and what have been the outcomes?</p>	<ul style="list-style-type: none"> <li>• Evidence of increases in:               <ul style="list-style-type: none"> <li>○ proportion of Aboriginal peoples and Torres Strait Islander peoples in the Queensland Public Sector</li> <li>○ proportion of Aboriginal peoples and Torres Strait Islander peoples in more senior positions in the Queensland Public Sector</li> <li>○ level of procurement from Indigenous businesses</li> <li>○ industry employment and business supply opportunities</li> <li>○ Year 12 certification completions</li> <li>○ vocational education and training participation and employment outcomes</li> </ul> </li> <li>• Continued implementation and demonstrated effectiveness of support programs</li> <li>• Evidence of effective partnerships between Traditional Owners, the tourism industry and government agencies</li> <li>• Outcomes from a trial of domestic and family violence integrated service responses.</li> </ul>	<ul style="list-style-type: none"> <li>• Review of RAP annual reports</li> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> <li>• Analysis of public service data</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Governance</b>		
<p>1. Is there strong support and engagement from senior leaders for the whole of Queensland Government RAP?</p>	<ul style="list-style-type: none"> <li>• Evidence of a commitment to the RAP by senior leaders throughout government</li> <li>• Commitment to RAP included in key performance indicators of senior staff</li> <li>• Aboriginal and Torres Strait Islander peaks, organisations or people report there is an increasing commitment to the RAP and reconciliation shown by senior leaders in government</li> <li>• Identification of innovative approaches/leadership</li> <li>• Identification of enablers and barriers to success</li> </ul>	<ul style="list-style-type: none"> <li>• Review of whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>2. Is the governance structure for the whole of Queensland Government RAP the most appropriate mechanism?</p>	<ul style="list-style-type: none"> <li>• Identification of the effectiveness and benefits of the current structure</li> <li>• Identification of the detriments of the current structure</li> <li>• Identification of opportunities for improving the RAP governance structure</li> </ul>	<ul style="list-style-type: none"> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
<p>3. Is the governance structure for the RAP within agencies sufficient for driving reconciliation activity within the agency and for connecting with the whole-of-government RAP governance structure?</p>	<ul style="list-style-type: none"> <li>• Identification of the effectiveness and benefits of the current governance structures within agencies</li> <li>• Identification of the detriments of the current governance structure within agencies</li> <li>• Identification of opportunities for improving the RAP governance structure within agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Reporting</b>		
1. Are the commitments and the targets within the RAP appropriate?	<ul style="list-style-type: none"> <li>• Commitments made within the RAP are relevant to a Stretch RAP and to the current and aspirational levels of intent</li> <li>• Targets are appropriate to the commitments and actions and intent</li> </ul>	<ul style="list-style-type: none"> <li>• Review of whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
2. Are the processes and systems in place for capturing information that will inform the progress with and the achievement of the whole-of-government RAP effective and efficient?	<ul style="list-style-type: none"> <li>• Identification of the effectiveness and benefits of the current reporting systems and processes</li> <li>• Identification of the detriments of the current reporting systems and processes</li> <li>• Identification of opportunities for improving the RAP reporting systems and processes</li> </ul>	<ul style="list-style-type: none"> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>
3. Have the reporting requirements to Reconciliation Australia and public reporting been met each year? Is the reporting to external stakeholders on RAP progress sufficient?	<ul style="list-style-type: none"> <li>• Evidence of annual reports</li> <li>• Evidence of external reporting</li> <li>• Identification of opportunities for improved reporting to external stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Review of RAP annual reports</li> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Developing the proposed future RAP</b>		
1. Going forward, what should be the key foci for including in the whole of Queensland Government RAP? Should government be considering an Elevate RAP or consolidating Stretch?	<ul style="list-style-type: none"> <li>• Identification of key foci for the proposed future RAP</li> </ul>	<ul style="list-style-type: none"> <li>• Review of whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>

Evaluation sub-questions	Measure/indicator	Data source and method
<b>Developing the proposed future RAP</b>		
2. What are the learnings with respect to the process of developing this first Stretch RAP? What are the critical factors for the development of a new whole-of-government RAP?	<ul style="list-style-type: none"> <li>• Identification of the critical factors for the development of a new whole-of-government RAP?</li> </ul>	<ul style="list-style-type: none"> <li>• Review of other whole-of-government or agency documentation</li> <li>• Consultation with Cultural Agency Leaders committee, agencies, peak bodies and other representative groups</li> </ul>

### Program Logic for the RAP 2018-2021

The following program logic was proposed for the RAP 2018-2021 and includes the 18 actions and the intended outcomes that should arise from their effective implementation.

Drivers	Inputs	If we:	Then there should be evidence of:	Which should result in:	And contribute to:
<ul style="list-style-type: none"> <li>Recognising, respecting and valuing Aboriginal and Torres Strait Islander cultures and history is fundamental to being a responsive government for all Queenslanders.</li> <li>The state-wide application of reconciliation actions across all arms of government will contribute to greater respect, stronger relationships and more opportunities for Aboriginal and Torres Strait Islander Queenslanders.</li> </ul>	Whole of Government Plan	<b>RELATIONSHIPS</b> <b>1. Engage in a sustained, respectful and inclusive way by:</b> 1.1. Celebrating National Reconciliation Week to strengthen and maintain relationships between Aboriginal peoples and Torres Strait Islander peoples, and non-Indigenous Queenslanders 1.2. Maintaining and leveraging mutually beneficial relationships with Aboriginal and Torres Strait Islander people 1.3. Improving the voice of Aboriginal and Torres Strait Islander peoples through engagement and co-design 1.4. Communicate Aboriginal and Torres Strait Islander peoples' culture and history through interpretative experiences in National Parks.	<ul style="list-style-type: none"> <li>Successful National Reconciliation Week celebrations</li> <li>Mutually beneficial relationships having been established and sustained</li> <li>Engagement and co-design processes</li> <li>Interpretative experiences in National Parks which communicate culture and history</li> </ul>	<ul style="list-style-type: none"> <li>Improved relationships with Aboriginal peoples and Torres Strait Islander peoples, organisations, and communities through engagement and co-design</li> <li>Increased representation for Aboriginal and Torres Strait Islander people, communities and organisations</li> </ul>	<ul style="list-style-type: none"> <li>Stronger partnerships with Aboriginal peoples</li> <li>Improved community participation</li> <li>Improved economic opportunities and participation</li> <li>Closing the Gap initiatives</li> </ul>
		<b>RESPECT</b> <b>2. Recognise, respect and value Aboriginal and Torres Strait Islander cultures by:</b> 2.1. Increasing knowledge and understanding of Aboriginal and Torres Strait Islander cultures, histories and achievements 2.2. Demonstrate respect for Aboriginal and Torres Strait Islander peoples and their communities by embedding cultural protocols as part of government business 2.3. Implement the strategy for using Aboriginal and Torres Strait Islander words to name or co-name public buildings of facilities 2.4. Celebrate NAIDOC Week and provide opportunities for Aboriginal and Torres Strait Islander staff to engage with culture and community 2.5. Grasp unique opportunities to respect Aboriginal and Torres Strait Islander peoples, cultures, lands, histories and rights.	<ul style="list-style-type: none"> <li>Implementation of a plan to increase ways of giving voice to untold and personal stories</li> <li>Cultural capability training impact</li> <li>Implementation of a whole-of-government Aboriginal and Torres Strait Islander engagement strategy</li> <li>Public buildings and facilities having been named as per the strategy</li> <li>Successful internal and external NAIDOC events</li> <li>Opportunities which respect Aboriginal and Torres Strait Islander peoples, cultures, lands, histories and rights.</li> </ul>	<ul style="list-style-type: none"> <li>Increased awareness of Aboriginal and Torres Strait Islander language, culture and histories</li> <li>Improve cultural capability across the Queensland Government and Schools</li> </ul>	
		<b>OPPORTUNITIES</b> <b>3. Increase the economic participation of Aboriginal and Torres Strait Islander peoples in the Queensland economy by:</b> 3.1. Continuing to implement the Queensland Public Sector Workforce Strategy 3.2. Increasing government procurement from Indigenous businesses 3.3. Increasing industry employment and business supply opportunities 3.4. Supporting capability and capacity development of the Indigenous business sector 3.5. Grasping opportunities where government practice supports Aboriginal and Torres Strait Islander opportunities for reform 3.6. Develop the Aboriginal and Torres Strait Islander tourism sector in partnership with Traditional Owners, the tourism industry and government agencies 3.7. Delivering Solid Pathways to increase the number of students with tertiary aspirations 3.8. Delivering the Indigenous Student Academic Achievement Network 3.9. Providing dedicated support to increase the numbers of Aboriginal and Torres Strait Islander students attaining Year 12 Certification	<ul style="list-style-type: none"> <li>Progress toward an increase in:               <ul style="list-style-type: none"> <li>the proportion of Aboriginal and Torres Strait Islander peoples in the Queensland Public Sector</li> <li>government procurement from Indigenous businesses</li> <li>industry employment and business supply opportunities.</li> </ul> </li> <li>Continued implementation of support programs</li> <li>Partnership activity between Traditional Owners, the tourism industry and government agencies</li> <li>Year 12 Certification completions</li> <li>Participation in Vocational Education and Training and employment outcomes</li> <li>Completion of a trial of domestic and family violence integrated service responses</li> </ul>	<ul style="list-style-type: none"> <li>Increased procurement opportunities for Aboriginal and Torres Strait Islander businesses</li> <li>Increased employment and training for Aboriginal people and Torres Strait Islander people</li> </ul>	

#### KEY ASSUMPTIONS UNDERPINNING THE RECONCILIATION ACTION PLAN 2018-2021

<b>The Queensland Government recognises:</b> <ul style="list-style-type: none"> <li>There is no single Aboriginal and Torres Strait Islander culture</li> <li>Each Aboriginal and Torres Strait Islander community is unique, and what worked to create and sustain a successful relationship in one community may not necessarily work in another community</li> <li>Effective relationships take time to develop, and each engagement will develop on its own terms, taking into account the community's specific needs and aspirations</li> </ul>	<b>Social cohesion is created by:</b> <ul style="list-style-type: none"> <li>Supporting the protection and value of cultures and heritage</li> <li>Increase economic opportunities</li> <li>Improve community participation</li> <li>Build strong partnerships</li> </ul>
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## Appendix E: Summary of traffic light actions RAP 2018-2022

Green (44%)	The action has received sufficient resources and can be maintained without additional assistance. <i>Some of these actions are marked as complete (dark shaded).</i>
Yellow (39%)	The action requires some additional resources for it to be maintained or continued.
Red (17%)	The action requires significant resources (time, money, or strategic intent) for gains to be maintained.

75%		25%		60%		40%		44%		33%		22%	
RELATIONSHIPS				RESPECT				OPPORTUNITIES					
1.1	Celebrate National Reconciliation Week to strengthen and maintain relationships between Aboriginal peoples and Torres Strait Islander peoples, and non-Indigenous Queenslanders.	2.1	Increase knowledge and understanding of Aboriginal and Torres Strait Islander cultures, histories and achievements.	3.1	Continue to implement the Queensland Public Sector Workforce Strategy to increase the proportion of Aboriginal peoples and Torres Strait Islander peoples in the Queensland Public Sector.								
1.2	Maintain and leverage mutually beneficial relationships with Aboriginal peoples and Torres Strait Islander peoples, communities and organisations to support positive outcomes.	2.2	Demonstrate respect for Aboriginal peoples, Torres Strait Islander peoples and their communities by embedding cultural protocols as part of government business	3.2	Increase government procurement from Indigenous businesses.								
1.3	Improve the voice of Aboriginal peoples and Torres Strait Islander peoples through engagement and co-design.	2.3	Implement the strategy for using Aboriginal or Torres Strait Islander words to name or co-name public buildings or facilities.	3.3	Increase industry employment and business supply opportunities.								
1.4	Communicate Aboriginal peoples and Torres Strait Islander peoples culture and history through interpretative experiences in National Parks	2.4	Celebrate NAIDOC Week and provide opportunities for Aboriginal and Torres Strait Islander staff to engage with culture and community	3.4	Support capability and capacity development of Indigenous business sector.								
		2.5	Grasp unique opportunities to respect Aboriginal peoples and Torres Strait Islander peoples, cultures, lands, histories and rights.	3.5	Grasp opportunities where government practice supports Aboriginal and Torres Strait Islander opportunities for reform								
				3.6	Develop the Aboriginal and Torres Strait Islander tourism sector in partnership with Traditional Owners, the tourism industry and government agencies								
				3.7	Delivery of Solid Pathways—a program for high achieving Aboriginal and Torres Strait Islander students to increase the number of students with tertiary aspirations and enhance economic participation								
				3.8	Delivery of the Indigenous Student Academic Achievement Network—a project to enhance academic outcomes of high achieving Indigenous students and support their transition into tertiary education.								
				3.9	Dedicated support to increase the numbers of Aboriginal and Torres Strait Islander students attaining Year 12 Certification (QCE/QCIA) and close the gap in attainment rates.								

## Appendix F: Cultural Agency Leaders committee membership

Member	Role	Representative for
Dr Ian Mackie	Deputy Director-General, Culture and Economic Participation <b>(Chairperson)</b>	Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
Donna Smith	Executive Director, Culture and Economic Participation	Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
Phillip Brooks	Deputy Director-General, Department of Youth Justice	Department of Children, Youth Justice and Multicultural Affairs
Ron Weatherall	Executive Director	Department of Children, Youth Justice and Multicultural Affairs
Rob Setter	Commission Chief Executive	Public Service Commission
Megan Barry	Acting Deputy Commissioner	Public Service Commission
Sandra Lerch	Acting Executive Director	Public Service Commission
Leon Proud	Acting Assistant Director-General	Department of Education
Kristy Springer	Executive Director, Organisational Development	Department of Education
Cheryl Leavy	Executive Director, Partnerships	Department of Environment and Science
Ben Klaassen	Deputy Director-General, Queensland Parks and Wildlife Service	Department of Environment and Science
Libby Gregoric	General Manager, Corporate Services	Department of the Premier and Cabinet
Karenne Graham	Director, Human Resources	Department of Agriculture and Fisheries
Matthew Nye	Assistant Director-General, Corporate Services	Department of Communities, Housing and Digital Economy
Joshua Rayner	Executive Director, Jobs Queensland Secretariat	Department of Employment, Small Business and Training
Robyn Turbit	Deputy Director-General, Corporate	Department of Energy and Public Works
Haylene Grogan	Chief Aboriginal and Torres Strait Islander Health Officer and Deputy Director-General	Department of Health
Michelle Palmer	Executive Director, People and Engagement	Department of Justice and Attorney-General
Natalie Lewis	Commissioner	Queensland Family and Child Commission
Michael MacFarlane	Chief Superintendent Custodial Operations	Queensland Corrective Services
Troy Davies	Acting Executive Director	Queensland Fire and Emergency Services
Michelle Tayler	Executive Director, Communication, Culture and Engagement	Queensland Police Service
Genevieve Gillies-Day	Chief Human Resource Officer	Queensland Treasury
Jarrod Cowley-Grimmond	Acting Head of Corporate and Acting General Counsel	Department of Regional Development, Manufacturing and Water
Charlene Berndt	Director, Aboriginal and Torres Strait Islander Futures	Department of Resources
Belinda Bayliss	Executive Director, People and Performance	State Development, Infrastructure, Local Government and Planning
Andrew Sly	Acting Deputy Director-General	Department of Tourism, Innovation and Sport
Geoff Magoffin	Acting Deputy Director-General, Customer Service, Safety and Regulation	Department of Transport and Main Roads
Tim Fell	Executive Director, Local Thriving Communities	DSDSATSIP

<b>Member</b>	<b>Role</b>	<b>Representative for</b>
Scott Finlay	Director, HR Strategy Services and Systems	DSDSATSIP
Erin Lang	Chief Executive Officer	Reconciliation Queensland Incorporated
Alex Hanlon	Co-Chair (Non-Indigenous)	Reconciliation Queensland Incorporated
Danielle Ah Boo	Co-Chair (Indigenous)	Reconciliation Queensland Incorporated

## Appendix G: Elevate RAP requirements (RA)

### *Elevate – Leadership in reconciliation*

An Elevate RAP is for organisations that have a proven track record of embedding effective RAP initiatives in their organisation through their Stretch RAPs and are ready to take on a leadership position to advance national reconciliation.

Elevate RAP organisations have a strong strategic relationship with Reconciliation Australia and actively champion initiatives to empower Aboriginal and Torres Strait Islander peoples and create societal change.

Elevate RAP organisations also require greater transparency and accountability through independent assessment of their activities.

### **Note:**

*Organisations aspiring to undertake an Elevate RAP need to contact Reconciliation Australia as there are unique requirements, expectations and processes to consider prior to commencement*

## Acronyms and Abbreviations

Abt	Abt Associates
NAIDOC	National Aborigines and Islanders Day Observance Committee
NRW	National Reconciliation Week
QAIHC	Queensland Aboriginal and Islander Health Council
QATSICPP	Queensland Aboriginal and Torres Strait Islander Child Protection Peak
QCE	Queensland Certificate of Education
QCIA	Queensland Certificate of Individual Achievement
QIFVLS	Queensland Indigenous Family Violence Legal Service
RAP	Queensland Government ‘Stretch’ Reconciliation Action Plan 2018–2022
RA	Reconciliation Australia
RQI	Reconciliation Queensland Incorporated

## Queensland Government Agency Acronyms

DAF	Department of Agriculture and Fisheries
DCHDE	Department of Communities, Housing and Digital Economy
DCYJMA	Department of Children, Youth Justice and Multicultural Affairs
DoE	Department of Education
DEPW	Department of Energy and Public Works
DES	Department of Environment and Science
DESBT	Department of Employment, Small Business and Training
DJAG	Department of Justice and Attorney-General
DoR	Department of Resources
DPC	Department of the Premier and Cabinet
DRDMW	Department of Regional Development, Manufacturing and Water
DSDILGP	Department of State Development, Infrastructure, Local Government and Planning
DSDSATSIP	Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
DTIS	Department of Tourism, Innovation and Sport
PSC	Public Service Commission
QCS	Queensland Corrective Services
QFES	Queensland Fire and Emergency Services
QH	Queensland Health
QPS	Queensland Police Service
QT	Queensland Treasury
DTMR	Department of Transport and Main Roads

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