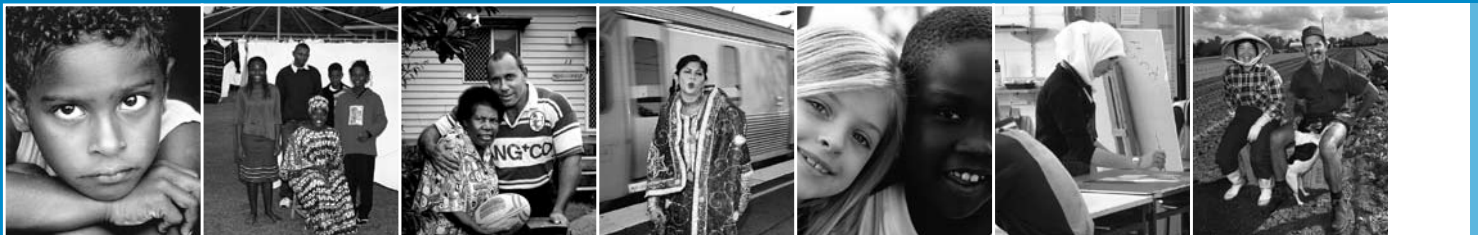


## Multicultural Queensland – making a world of difference



### Queensland Government Multicultural Policy

Implementation Guidelines

December 2005



# Index

<b>Multicultural Queensland – making a world of difference.....</b>	<b>2</b>
<b>Introduction.....</b>	<b>2</b>
<b>Policy – values and strategies.....</b>	<b>3</b>
<b>Implications for Queensland Government departments.....</b>	<b>4</b>
<b>Key success factors.....</b>	<b>4</b>
<b>Performance areas and indicators.....</b>	<b>4</b>
Leadership and governance.....	4
Data collection and research.....	6
Language services.....	7
Community relations.....	9
Human resource management.....	10
Community engagement.....	11
Policy, program and service delivery.....	12
Communication and public relations.....	14
Grants and contracted services.....	15
<b>Appendix A – Action Plan 2005 – 06.....</b>	<b>16</b>
<b>Appendix B – Resources and websites.....</b>	<b>17</b>
<b>Appendix C – Evaluation principles and ethics.....</b>	<b>18</b>
<b>Appendix D – Queensland legislation.....</b>	<b>18</b>
<b>Appendix E – Multicultural organisational survey.....</b>	<b>19</b>

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*Multicultural Queensland – making a world of difference*  
Queensland Government Multicultural Policy Implementation Guidelines

Published by the Queensland Government, December 2005,  
100 George Street, Brisbane Qld 4000.

For copies of this publication phone 07 3224 5690 or  
download from [www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)

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Queensland has more than 200 cultures, 150 languages and 100 religious beliefs. The Queensland Government Multicultural Policy – *Multicultural Queensland: making a world of difference* outlines how we can enhance cohesion and support this rich diversity.

The Beattie Government has always supported and strengthened multiculturalism because it is a smart social and economic way to capture the benefits of diversity.

To continue to grow Queensland as the Smart State, we need to ensure that every Queenslander, irrespective of their cultural background, can benefit from the social and economic development this State offers.

This guide for Queensland Government departments has been developed by Multicultural Affairs Queensland, within the Department of the Premier and Cabinet. The guide provides examples of how the Queensland Government Multicultural Policy can be put into practice under various aspects of a department's activities.

Importantly, it outlines how the policy can improve the responsiveness of departments to our rich cultural diversity. This guide is one tool that departments can use to integrate the Queensland Government Multicultural Policy into their core business.

Through multiculturalism government, community, business and industry, all Queenslanders can 'make a world of difference'.

Chris Cummins MP  
Minister for Small Business, Information  
Technology Policy and Multicultural Affairs



# Multicultural Queensland — making a world of difference

## Introduction

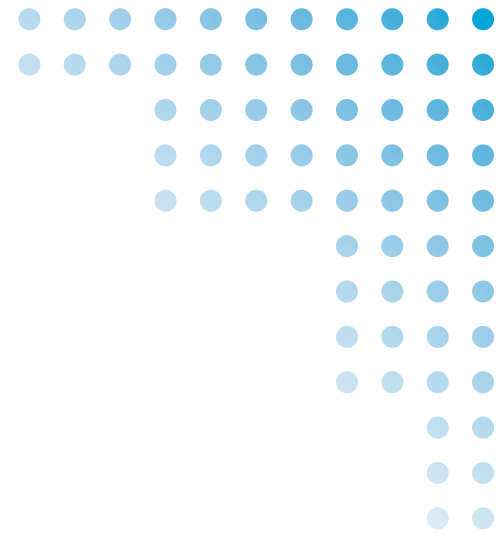
This document is a reference for departments in their planning, actions and reporting under the requirements of the Queensland Government's Multicultural Policy: *Multicultural Queensland – making a world of difference* (the policy).

The guidelines are not prescriptive and are designed to be used by departments to generate ideas, plan and implement the policy within their portfolios.

Ways in which the policy could be implemented can be grouped in a number of formats including under policy outcomes, values or strategy headings. In these guidelines, policy actions and suggested performance indicators have been arbitrarily grouped under generic key activities of departments such as service delivery, human resource management, governance, research and data collection and community relations.

The performance indicators on their own can also be used as an initial stocktaking tool for departments or units within departments (see Appendix E). The list of performance indicators relating to each of the activity areas is not exhaustive, and some indicators may be of less relevance to certain departments because of the nature of the department's core business.

Multicultural Affairs Queensland (MAQ) will monitor the policy implementation process and will work collaboratively with departments to advise on the development of multicultural policy action plans by each Queensland Government department.



## Policy – values and strategies

Multiculturalism, in its simplest form, is about building a sense of belonging regardless of cultural, ethnic or religious background. It requires all Australians to:

- have an overriding and unifying commitment to Australia and its interests and future
- enjoy freedom to express, share and value one another’s cultural heritage
- have equality of opportunity to benefit from, and contribute to, all aspects of life without prejudice or discrimination, and
- uphold universal ideals of human rights.

The following table outlines the principles and strategies that underpin *Multicultural Queensland – making a world of difference*.

Values	Strategies
<p><b>Promoting the economic and cultural benefits of diversity:</b> All Queenslanders share the economic and social benefits of cultural diversity</p>	<p><b>Productive diversity – economic strategy:</b> Strengthening our Smart State standing as a place that values and wishes to attract intellectual capital, overseas investment and secure further gains in key areas such as trade, skilled migration, educational industry onshore, tourism, science and technology</p>
<p><b>Ensuring access:</b> All Queenslanders have equitable access to services and programs regardless of their cultural, linguistic and religious backgrounds</p>	<p><b>Strengthening multiculturalism in the public sector:</b> Changing how activities of Queensland Government departments are planned and delivered to ensure that all Queenslanders, regardless of cultural and linguistic backgrounds, have access to services</p>
<p><b>Assisting community development and participation:</b> All Queenslanders enjoy equal rights, responsibilities and opportunities to participate in, contribute to and benefit from all aspects of life in Queensland</p>	<p><b>Supporting communities:</b> Funding and investing in Queensland’s communities to further multiculturalism through research, policy development, advocacy, community awareness, festivals, services, projects and networks</p>
<p><b>Promoting community relations and cohesion:</b> All Queenslanders share responsibility for the continuing development of Queensland as a cohesive and fair society</p>	<p><b>Community relations and anti-racism:</b> Strengthening the sense of belonging Queenslanders have in their local environment and in the global community.</p>

A full text pdf of the Queensland Government Multicultural Policy: *Multicultural Queensland – making a world of difference* can be found at: [www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)



## Implications for Queensland Government departments

Under the policy, Queensland Government departments are required to develop action plans identifying practical ways in which the policy can be implemented. A sample action plan template can be found at Appendix A.

From October 2006 Departments are required to report on the progress of their action plans in their annual reports as well as annually to the Premier, through Multicultural Affairs Queensland.

### Key success factors

Keys to successful implementation of the policy include:

- **Aligning policy to the vision:** recognise that the department's strategic direction and outcomes are improved through the integration of the policy into core business
- **Knowing your community and clients:** continue to build an awareness that Queenslanders are culturally diverse, and as such, departments need to accommodate this diversity in planning, program development and service delivery
- **Assessing current practices:** recognise and build on practices which may already be consistent with policy and address gaps which might still exist
- **Evaluation:** Understand how departmental services are impacting on clients from culturally and linguistically diverse backgrounds. This also involves establishing performance indicators and seeking feedback from clients to measure progress and make improvements
- **Collaboration:** use leadership and collaboration within the department and through partnerships with other government and non-government organisations on shared multicultural objectives
- **Communication of successes:** promote good practice, reward, recognise and celebrate successes in implementing the policy within the department and the wider community.

## Performance areas and indicators

### Leadership and governance

Leadership and governance are critical to effective implementation of the Queensland Government Multicultural Policy across Queensland Government departments. The policy identifies leadership as one of the mechanisms for strengthening multiculturalism in the Queensland public sector:

Chief Executive Officers (CEOs) will take an active role in providing leadership in delivering relevant portfolio outcomes of *Multicultural Queensland – making a world of difference*.

Under the policy, performance agreements between the Premier and CEOs (Directors-General) will include multicultural performance indicators.

The diversity of Queensland's communities and the need to engage all Queenslanders in developing solutions to their issues forms part of the *Queensland Public Service Charter* as well as the Queensland Government Multicultural Policy. In *Realising the Vision – Governance for the Smart State 2003*, it is noted that good governance has been identified by the Organisation for Economic Cooperation and Development (OECD) as:

participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive, and as following the rule of law.

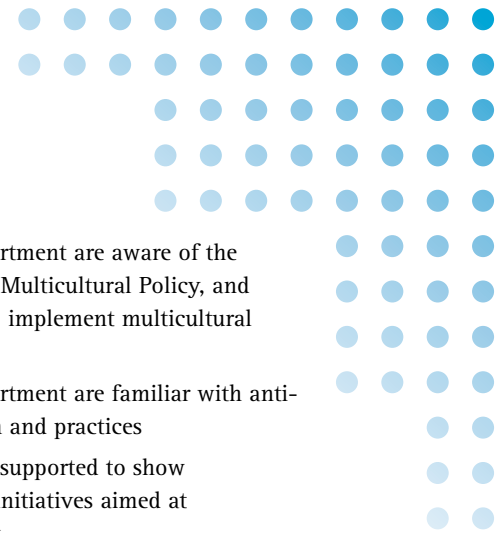
Further:

Good governance for the Queensland public service encompasses, and goes beyond, the principles identified by the OECD. Good governance supports the achievement of Government priorities by:

- having a shared vision and purposeful leadership
- being decisive, productive, responsive and innovative
- enabling flexible decision-making within an accountable and ethical framework
- meeting obligations to the Executive and Parliament
- building effective relationships and collaboration between the public, community, business and *non-Government organisations*, and
- engendering trust within communities.<sup>1</sup>

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<sup>1</sup> *Realising the Vision – Governance for the Smart State, 2003*, Office for Public Sector Merit and Equity



Chief executive officers are well placed to continue to provide clear leadership and commitment to valuing cultural diversity and to embed multiculturalism in their department's core business. Innovation in organisations to highlight ways on how to improve programs and systems is fostered by leadership that encourages a diversity of views.

How diversity of staff is valued is a responsibility and leadership quality for all employees and sends messages to the wider community of acceptance of cultural and linguistic diversity. Some organisations do more than using the language and cultural skills of their staff to influence strategic planning and service delivery, some organisations recognise the community roles which many staff hold and provide support to those staff members to continue in these important roles. Further, organisations that are outward-looking, engaging and develop greater connections with stakeholders, build trust within communities.

**Potential performance indicators** – what do you see if leadership and governance activities are undertaken?

- the department has developed, and is implementing and monitoring a multicultural action plan that includes initiatives to embed multiculturalism into its core business
- the department's corporate and strategic plan, and business and operational planning documents demonstrate a commitment to multicultural principles and values
- the department seeks community feedback and input to monitor progress and make improvements to its multicultural action plan
- the department considers multicultural principles and values when reviewing legislation and regulations that it is responsible for administering
- senior executives provide clear messages affirming the Department's commitment to multiculturalism and demonstrate support and encouragement for multicultural initiatives in their departments
- culturally appropriate and accessible feedback and complaint mechanisms are established and promoted within the community
- resources are committed by the department to implementing multicultural initiatives
- the department proactively seeks to engage with community groups and organisations representing people from culturally and linguistically diverse backgrounds (eg. in planning, consultation and advisory processes and structures)
- the composition of advisory bodies reflects the cultural diversity of Queensland

- staff throughout the department are aware of the Queensland Government Multicultural Policy, and the department's plans to implement multicultural initiatives
- staff throughout the department are familiar with anti-discrimination legislation and practices
- staff are encouraged and supported to show leadership in relation to initiatives aimed at valuing cultural diversity
- cultural and linguistic diversity is recognised and valued within the department's workforce
- all levels of staff are encouraged to participate in cross cultural training
- the recruitment of staff from culturally and linguistically diverse backgrounds is encouraged
- a safe and diverse workplace which allows the freedom of individuals to express their language, religious and cultural beliefs
- senior executives demonstrate their support for participation in significant events such as the United Nations Day for the Elimination of Racism, United Nations Refugee Day and citizenship ceremonies
- staff are supported to contribute in roles which involve positive community relations and development, and
- the department is involved in various multicultural events such as ethnic national days, the Queensland Multicultural Festival, and other community events to build relationships and distribute information.

In time this could lead to:

- improved accessibility to all Government services and programs
- improved public sector employment outcomes for Queenslanders of culturally and linguistically diverse backgrounds
- a more responsive and skilled public sector to manage cultural diversity
- improved awareness of the rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds
- a greater acceptance and understanding of multiculturalism and its benefits, and
- fewer instances of racism.



## Data collection and research

Queensland has always had a rich history of Indigenous cultural diversity. Over the past 200 years, Queensland's diversity has been expanded by the arrival of migrants from all over the world.

According to the ABS 2001 Census:

- 17.1 per cent (603 800) of Queensland's population were born overseas
- 7.4 per cent (261 297) were born in a non-English speaking country
- 0.1 per cent (2438) are Australian South Sea Islanders<sup>2</sup>, and
- 32.3 per cent (1 158 532) of people present in Queensland on Census night had at least one parent born overseas.

Further, according to Queensland population projections developed by the Office of Economic and Statistical Research, by 2051 overseas migration will reach 16 000 persons per year, forming 16 per cent of Australia's net overseas migration.

Unfortunately, there is no single measure of cultural diversity that can be used to address all the requirements of planning and service delivery. Departments need to select the indicators which are appropriate to their specific planning and business needs.

Standards on the collection of data on cultural and linguistic diversity are outlined in the document produced by the Australian Bureau of Statistics (ABS) – *Standards for Statistics on Cultural and Language Diversity*, (1999) Catalogue No. 1289.0, ABS Canberra.

The key cultural and linguistic indicators acknowledged by the ABS for the purposes of administrative systems are:

- country of birth
- first language spoken, and
- proficiency in English.

Combined with other basic demographic data such as age, gender, occupation and so forth, additional useful cultural indicators may include:

- length of residence
- birthplace of parents
- religion
- proficiency in language other than English, and
- visa category and residency status.

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<sup>2</sup>This figure is not an accurate reflection of the Australian South Sea Islander population in Queensland. A survey in the publication *The Call for Recognition - A Report on the Situation of Australian South Sea Islanders* produced by Human Rights and Equal Opportunity Commission in 1992 indicated that at that time, there were up to 20,000 Australian South Sea Islanders in Queensland.

Other useful data sources of Queensland's cultural and linguistic diversity, including immigration statistics, can be found in Appendix B.

In Queensland, the collection of data, particularly sensitive information such as ethnic background, is governed by Queensland Government's privacy policy<sup>3</sup>. Generally, consent should be sought from the client explaining why the data is collected and how it will be used.

Departments often collect data related to cultural diversity. Data may be used to monitor the progress of employment targets, to improve their understanding of the needs of their client group, monitor accessibility of their services and to make improvements to their programs, services and funded agencies. Language and cultural diversity data is often collected in the following three areas:

- general environment – local and global context for the department
- service delivery – the clients who access the department's service, and
- employees – the department's workforce.

Additionally, data collection specifically on language services can also be used to better plan, budget and improve communication and service delivery of a department – see page 7 for more details.

Research on the history, cultural beliefs and practices of ethnic groups can also provide an opportunity for departments to improve their understanding of the needs of their client group. It can enable departments to monitor accessibility of their services and make improvements to their programs and services as well as developing a better understanding of difference and improve client and customer relationships.

However, there are significant issues of equity, privacy, participation, informed consent, and general ethical considerations when undertaking research involving populations that may be more vulnerable in terms of language, age, culture, ethnicity, gender, socio-economic grouping, isolation and immigration status.

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<sup>3</sup>The Queensland Government requires that personal information held by Queensland Government departments be responsibly and transparently collected and managed in accordance with the requirements of the government's privacy policy. The primary intent of the privacy policy is to protect the privacy of the personal information of the people of Queensland in the delivery of government services and the conduct of government business. The Queensland Government has not enacted legislation to achieve this aim, rather the current scheme operates as an administrative policy provided by Information Standards. Other relevant information regarding the collection, retention, storage, disposal or access of information collected by Queensland Government departments can be found in the *Queensland Freedom of Information Act 1992* and *Public Records Act 2002*



The Australasian Evaluation Society's *Guidelines for the Ethical Conduct of Evaluations* provides points for researchers and evaluators in planning for and considering these ethical matters.

**Potential performance indicators** – what would you see if data collection and research activities are undertaken?

- cultural diversity data is identified and collected and used to inform and improve the department's business
- an audit of existing data collection practices is undertaken to identify what cultural diversity indicators are being collected and what is missing
- data collection and analysis is undertaken into the department's current and potential client base which is used to improve program design and service delivery
- opportunities to improve existing data collection practices are examined. (eg. Information and communications technology system changes, re-design of client information forms, funding program and funding agreement changes)
- research directed at gaining a better understanding of cultural practices and beliefs of specific ethnic groups is undertaken to improve quality and responsiveness of service delivery
- social and demographic research is carried out to identify issues affecting clients of culturally and linguistically diverse backgrounds and their access to departmental programs and services
- research projects addressing culturally and linguistically diverse communities that involve communities in the planning process and include funding for interpreters, bilingual liaison officers, childcare services, transport, and attendance where necessary, and
- research on issues facing culturally and linguistically diverse communities that adheres to the code of conduct outlined by the Australasian Evaluation Society.

In time this could lead to:

- better meeting the needs of culturally and linguistically diverse Queenslanders
- improved accessibility to all Government services and programs
- improved public sector employment outcomes for Queenslanders of culturally and linguistically diverse backgrounds
- a more responsive and skilled public sector to manage cultural diversity, and
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds.

## Language services

These guidelines touch on language services however greater detail is found in the *Queensland Government Language Services Policy* which is now featured with the *Queensland Government Multicultural Policy* at [www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)

In summary, it is Queensland Government policy that people who have difficulties in communicating effectively in English should have access to interpreting services when dealing with staff of Queensland Government departments. In such cases, professional interpreter services need to be funded by the Queensland Government department.

Multilingual communication covers both translating, ie. accurate written exchange of meaning from one written language to another and interpreting ie. accurate verbal exchange of meaning, from one oral or sign language to another.

According to the ABS 2001 Census, there are 249 655 people (7.1 per cent) who speak a language other than English at home in Queensland. While some are fluent in various languages, some of these people have difficulties communicating effectively in English. Therefore, there is a need to plan for and manage the delivery of government services and programs in a way that takes into account this linguistic diversity.

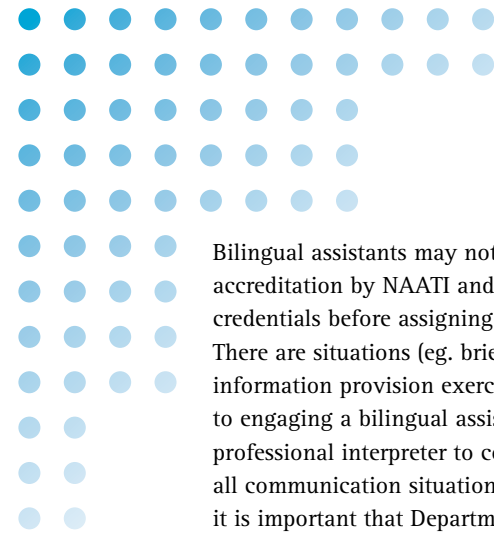
In this context, the principles of access, equity, fairness, the right to be heard and natural justice all underpin the *Queensland Government Language Services Policy*.

Getting language service provision right (eg. providing interpreters where appropriate) also means that departments can protect the State from legal liability arising from ineffective communication, particularly in legal and health settings.

Specific pieces of legislation in Queensland (Appendix D) also note the need to engage interpreters. However, the law does not specify standards or qualifications of interpreters.

Testing and accreditation levels of interpreting and translating are managed by the National Accreditation Authority of Translators and Interpreters (NAATI). NAATI is able to confirm the qualifications and levels of interpreters and/or translators that are engaged. For more information go to [www.naati.com.au](http://www.naati.com.au)

By engaging professional interpreters and translators departments ensure that quality, ethics and accountability feature in the delivery of language services. Further details on these matters are outlined in *Accountability and Professional Standards of Australian Interpreters and Translators*, found at [www.ausit.org](http://www.ausit.org)



Bilingual assistants may not have recognition or accreditation by NAATI and it is important to check credentials before assigning language related tasks. There are situations (eg. brief, straight forward information provision exercises) which lend themselves to engaging a bilingual assistant rather than a professional interpreter to communicate. However, in all communication situations that require interpreters, it is important that Departments maintain the principle of not engaging children or friends and relatives of the client as bilingual assistants or interpreters. Further detailed information on how to work with interpreters is available at

[www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)

Collecting data on demand and supply of interpreters and expenditure will provide departments with a better understanding of their clients' needs as well as provide an indication of the effectiveness of the department's current responses.

Data can be collected on:

- demand - number of times interpreters have been requested and/or engaged including the language, record of client preferred language requirements for future visits, service provider requirements and location, unmet demand for interpreters, number of publications available in languages other than English and number requested and distributed, number of website hits on multilingual information
- supply - how the interpreter service was provided ie. over the telephone, onsite or other, cancellations, professional accreditation levels of the interpreter, availability of interpreters, quality of interpreting service, use of ethnic media, focus groups, bilingual staff, capacity of departmental staff to engage and work with interpreters, number of bilingual staff available to assist in simple interpreting and/or translating tasks, feasibility of translations as an effective mode of communication with targeted groups
- expenditure - annual budget allocation and/or funds used for external interpreter services, funds used for other multilingual communications i.e. translated written materials such as websites and videos.

Collecting information on complaints regarding language services provides an indication of current responses and may point to areas that need attention.

**Potential performance indicators** - what would you see if language service activities are undertaken?

- awareness among staff of the Queensland Government Language Services Policy
- managed and planned expenditure on interpreting and translating services
- innovative and effective ways to deliver language services
- an audit of opportunities to improve existing language services data collection practices (eg. review of data collection forms, regular collection of language services expenditure via cost centres, creation of a centralised list of trained departmental bilingual staff)
- engaging interpreter services is encouraged throughout all levels of the department
- departmental staff at various levels are trained on the use of interpreters
- existing bilingual staff are trained to provide basic language services and are regularly engaged when appropriate
- the use of NAATI accredited interpreters is encouraged and undertaken whenever possible
- feedback mechanisms are developed to monitor, assess and improve the use of interpreter services
- information is easily accessible to staff on how to engage with interpreters
- procedures are in place to flag a client's interpreter needs including gender preferences where appropriate
- a consistent recording of interpreter requests (both met and unmet) across the department
- visible signs at service point areas informing clients of the availability of interpreter services
- consultation with ethnic community groups to determine the best approach to multilingual information management
- targeted communication campaigns to facilitate consultation processes
- research is undertaken into multilingual publications produced by Queensland departments and in other jurisdictions
- literacy levels among members of a language group other than English is assessed before translation work is undertaken
- publications in languages other than English are produced and demand monitored
- multilingual information on websites is easily printable and easily found through search engines
- ethnic print and media are used for publicity and promotional campaigns, and



- tenders and contracts for translations and/or multilingual multimedia projects include specifications that ensure quality control such as local focus group testing, proof reading by an independent or second professional translator, referee checks on former work assignments.

In time this could lead to:

- improved accessibility to all Government services and programs
- a more responsive and skilled public sector to manage cultural diversity
- improved awareness of rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds, and
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds.

## Community relations

The continued development of Queensland as an inclusive, harmonious and cohesive community is the commitment offered through multiculturalism.

In 1999, the Queensland Government endorsed the *Queensland Community Relations Plan* which outlines a number of principles and strategies vital to successful community relations work. See the plan in full at [www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)

Other useful community relations resources and websites can be found at Appendix B.

In summary, community relations work has five core dimensions:

- reducing discrimination and prejudice
- encouraging respect for and communication between people of different cultural, linguistic and religious backgrounds
- promoting inclusiveness, cohesion and a commitment to Australia
- ensuring equitable and fair access to services and programs provided by government and non-government services providers, and
- recognising and overcoming barriers faced by some people to full social, cultural and economic participation in community life.

Queensland community relations activities can be focused at a variety of levels – individual, institutional, local, state, national and international. Activities that foster a greater acceptance of cultural and linguistic diversity can also range from symbolic representation, community participation activities, cultural celebrations, education and awareness raising activities, positive media activities, and anti-racism strategies.

Undertaking planned, coordinated and ongoing work in these core areas to improve community relations will:

- demonstrate strong government leadership to promote the continuing development of Queensland as an inclusive, harmonious and cohesive society
- support reconciliation between Aboriginal and Torres Strait Islander people and non-Indigenous Australians
- build stronger relations between government and diverse communities, and
- build a safer, more supportive community for all Queenslanders including those vulnerable to discrimination and prejudice.

Legislation relevant to community relations work includes the *Anti-Discrimination Act 1991*.

**Potential performance indicators** – what would you see if community relations activities are undertaken?

- people from culturally and linguistically diverse backgrounds are involved in planning, consultation and decision-making processes of the department
- the department's activities and publications include positive portrayals of the diversity of Queensland's population
- recognition and formal awards for diversity initiatives within the department
- support and/or funding for festivals, activities and projects that foster communication and cooperation between diverse groups and individuals
- promotion of multicultural events occurring in Queensland
- inclusion of cross cultural competencies and knowledge in new and existing educational activities, programs and curriculum
- staff are cross culturally trained and competent
- staff throughout the department are familiar with anti-discrimination and anti-racism legislation and practices
- staff have regular contact and positive relationships with multicultural and ethno-specific community organisations
- departmental policies and practices are reviewed to eliminate systemic discrimination
- successful models of culturally inclusive service delivery are identified, promoted and built on
- media campaigns and good news stories promote the benefits of cultural diversity
- significant days such as the United Nations Day for the Elimination of Racism, United Nations Refugee Day, and citizenship ceremonies are recognised and celebrated

- positive community relations images and messages are integrated into a variety of significant events such as Australia Day and International Women’s Day
- successful community relations work undertaken by departments either in Queensland or off-shore is widely promoted.

In time this could lead to:

- improved awareness of rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds
- a more responsive and skilled public sector to manage cultural diversity
- enhanced community cohesiveness and a greater acceptance and understanding of multiculturalism and its benefits
- increased capacity for communities to contribute to the development of the State, and
- more jobs for Queenslanders.

## Human resource management

Effective human resource management is essential to strengthening multiculturalism in the Queensland public sector. It is also a critical area for realising the potential economic benefits that Queensland’s cultural diversity offers.

Queensland has a highly educated, skilled, multilingual and culturally diverse workforce which contributes to developing Queensland as the Smart State. Language skills, knowledge of overseas markets, overseas contacts and expertise in cultural protocols can be valuable tools in developing a competitive advantage. These factors are recognised by some departments which have actively recruited people with cultural and linguistic skills suited to a targeted business environment.

Additionally, employment in the Queensland public sector has two pieces of legislation that directly support the principles of the *Queensland Government Multicultural Policy*, namely: the *Anti-Discrimination Act 1991* which has the purpose, “to promote equality of opportunity for everyone by protecting them from unfair discrimination in certain areas of activity, including work, education and accommodation”; and the *Equal Opportunity in Public Employment Act 1992*, which defines its purpose as, “to promote equality of employment opportunity in the public sector”.

Under the *Equal Opportunity in Public Employment Act 1992*, CEOs have the statutory responsibility to develop

and implement an Equal Employment Opportunity (EEO) management plan. One of the equity groups targeted under EEO plans is people of non-English speaking backgrounds. Departments aim to ensure that the cultural diversity of their workforce is representative of the broader community and that this diversity is reflected proportionally in range and level of positions.

A *Guide to attracting and hiring a diverse workforce*, available through the Office for Public Sector Merit and Equity at [www.opsme.qld.gov.au](http://www.opsme.qld.gov.au) provides advice to this end.

Some of the ways of attracting and retaining a culturally diverse workforce include:

- promoting vacancies using mainstream media and other methods such as directly to key multicultural community organisations for dissemination
- using recruitment methods which only test the requirements of the position and do not unintentionally discriminate against people from culturally and linguistically diverse backgrounds
- regular involvement of staff from non-English speaking backgrounds and community members from non-English speaking backgrounds to review and assess progress in meeting Equal Employment Opportunity targets
- ensuring staff from culturally and linguistically diverse backgrounds have equitable access to professional development and promotional opportunities
- providing informative and accessible resources for staff
- undertaking activities (eg. awards, celebrating Harmony day and supporting equity committees) in the workplace that recognise the value of multiculturalism and cultural diversity
- supporting cross cultural training and development for all staff
- creating safe and appropriate work environments for a diverse workforce, and
- reviewing existing position descriptions to assess the need to include cultural or specific linguistic skills as a criteria for the job.

Cultural competencies of staff also heavily depend on professional development and training. Training initiatives could include the development of internal cross cultural training programs, using specialised trainers to provide induction and professional development programs, regular reviews of such training to ensure that the cross cultural content reflects the issues relevant to the client base of the department and professional development needs of staff.



**Potential performance indicators** – what would you see if human resource management activities were undertaken?

- the department actively recruits for a culturally and linguistically diverse workforce, advisory groups and committees
- workplaces support and retain staff from diverse backgrounds and provide a non-discriminatory work environment
- a non-discriminatory process occurs through all stages of recruitment including the selection process, job design, induction and post-interview feedback
- ethnic media outlets and community networks are used to advertise positions
- job descriptions and selection criteria are written in plain English
- there is targeted recruitment of people with language other than English skills where relevant
- the principles of cultural diversity are included in position descriptions
- selection panels include people from culturally and linguistically diverse backgrounds
- prior informal experiences and learning of applicants and employees from culturally and linguistically diverse backgrounds are recognised
- cross cultural and interpreter training is provided for staff at all levels including senior managers, member of boards and advisory committees, middle management and those delivering services
- cross cultural training is provided to all new employees as part of their induction
- staff are encouraged to interact with culturally diverse communities by attending festivals, days of cultural significance, community forums and activities
- existing language skills of staff within the department are identified through an audit, and
- the department supports staff to get accreditation or training for the use of these language skills.

In time this could lead to:

- improved public sector employment outcomes for Queenslanders of culturally and linguistically diverse backgrounds
- improved connections with overseas business cultures to strengthen our existing networks and skills base
- improved opportunities for Queensland in the import and export sectors, tourism, arts, education, trade and business

- enhanced community cohesiveness and a greater acceptance and understanding of multiculturalism and its benefits
- increased capacity for communities to contribute to the development of the State, and
- more jobs for Queenslanders.

## Community engagement

Community engagement is about bringing government and community together and refers arrangements for citizens and communities to participate in the processes used to make good policy and to deliver on services and programs. Methods and levels of engagement vary and include strategies such as information sharing, community consultation and active participation.<sup>4</sup>

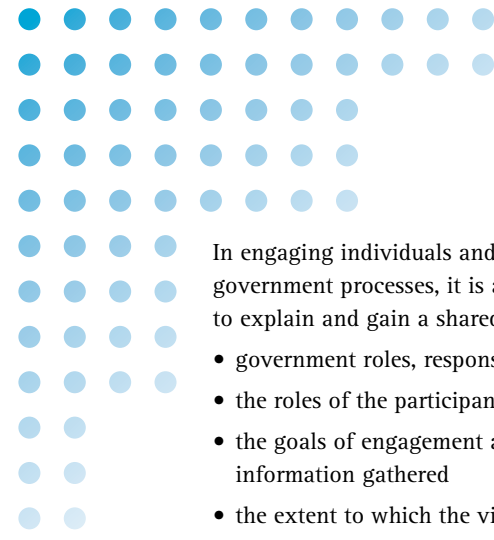
In a multicultural society language needs, cultural sensitivities, gender, social isolation, levels of trust in government, literacy levels and other factors impacting on participation may mean that traditional engagement methods may need to be changed. Therefore the following engagement principles need attention:

- **Inclusiveness:** connecting with those who are hardest to reach
- **Reaching out:** changing the ways government and community work together for the better
- **Mutual respect:** listening, understanding and acting on experiences different from our own
- **Integrity:** engagement as a means of promoting integrity in the democratic processes of government, and
- **Affirming diversity:** changing the processes of government to incorporate diverse values and interests.<sup>5</sup>

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<sup>4</sup> Engaging Queenslanders: *Improving community engagement across the Queensland Public Sector*, (2003) Department of the Premier and Cabinet.

<sup>5</sup> Community Engagement Division Directions Statement (2001) Department of the Premier and Cabinet



In engaging individuals and community groups in government processes, it is also important at the outset to explain and gain a shared understanding of:

- government roles, responsibilities and processes
- the roles of the participants and stakeholders
- the goals of engagement and what will be done with information gathered
- the extent to which the view of citizens can or will be taken into account in the decision-making process, and
- the ongoing relationship expectations.

Developing a range of feedback mechanisms throughout the process allows for continual improvement of engagement methods.

A range of resources, including guides and publications, that can assist departments in the development of effective engagement processes are available at [www.getinvolved.qld.gov.au](http://www.getinvolved.qld.gov.au)

**Potential performance indicators** – what would you see if community engagement activities were undertaken?

- the department undertakes research and data collection on its existing and potential client base
- an analysis of data that identifies exclusions to participation and inequities in service access
- identification of existing or potential clients who are the hardest to reach and engage these communities to develop suitable outreach programs
- departmental staff develop and maintain positive relationships with multicultural and ethno-specific community organisations
- multicultural organisations and people of non-English speaking backgrounds have an improved awareness of the department's services and contact points
- there is regular departmental involvement in various cultural events such as ethnic national days, the Queensland Multicultural Festival, and other community events to build informal relationships and distribute information
- the department knows the key information points most often used by members of culturally and linguistically diverse communities and taps into these communication channels
- policies and guidelines are developed on how to appropriately and sensitively engage with diverse community groups and community groups are involved in the process
- interpreters and translated materials are used in engagement processes where appropriate

- a range of communication and dissemination methods are used to inform culturally and linguistically diverse communities about community engagement opportunities (eg. ethnic radio, community newspapers, and relevant community organisations)
- the department employs staff who reflect the cultural diversity found in the broader community
- meaningful and easy to use feedback mechanisms are provided during engagement processes
- local and specific knowledge from communities and citizens is incorporated into policies and program design and delivery, and
- the department actively recruits culturally and linguistically diverse advisory group and committee members.

In time this could lead to:

- programs and services which better meet the needs of culturally and linguistically diverse communities
- improved awareness of the rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds
- a more responsive and skilled public sector to manage cultural diversity, and
- enhanced community cohesiveness and a greater acceptance and understanding of multiculturalism and its benefits.

## Policy, program and service delivery

The Queensland Government is committed to ensuring all Queenslanders have equitable access to services and programs regardless of their cultural, linguistic and religious backgrounds.

The needs and interests of Queenslanders of culturally and linguistically diverse backgrounds should be addressed in the design and delivery of programs and services and in all stages of the policy cycle. This includes identifying issues, undertaking policy analysis, choosing policy instruments, consulting with stakeholders, and implementing and evaluating policy<sup>6</sup>.

In developing and implementing policy, programs and services, departments need to ensure that all programs and services are culturally inclusive. In addition, departments may also identify the need for specific programs and services to respond to the needs of certain groups (eg. refugees and humanitarian entrants).

<sup>6</sup> Governing Queensland – Queensland Policy Handbook



One of the challenges for departments in relation to achieving culturally inclusive programs and services will be to ensure that all relevant staff in all parts of the organisation, including those working in regional areas, have the skills and knowledge to work effectively with people from diverse cultural and linguistic backgrounds.

The delivery of culturally inclusive policy, programs and services links to all of the other key activity areas identified in this document, including:

- leadership and governance (see page 4)
- data collection and research (see page 6)
- language services (see page 7)
- community relations (see page 9)
- human resource management (see page 10)
- community engagement (see page 11)
- communications and public relations (see page 14), and
- grants and contracted services (see page 15).

These linkages are reflected in the suggested performance indicators listed below:

**Potential performance indicators** – what would you see if policy, program and service delivery activities are undertaken?

- corporate, strategic and operational plans include a commitment to multiculturalism and strategies to respond to cultural diversity
- people from culturally and linguistically diverse backgrounds are involved in planning, consultation and decision-making processes of the department
- planning for new and existing programs and services is inclusive of and responsive to cultural diversity
- research directed at gaining a better understanding of cultural practices and beliefs of specific ethnic groups to improve quality and responsiveness of service delivery
- regular review of data for programs and services to monitor access by people from culturally and linguistically diverse backgrounds and to identify any under-representation of people from particular ethnic groups
- research is undertaken into possible barriers experienced by people from culturally and linguistically diverse backgrounds in accessing programs and services
- strategies are developed and implemented to improve access for under-represented groups including the establishment of targets and tailored initiatives for specific groups

- departmental policies, programs and services are inclusive of people from culturally and linguistically diverse backgrounds
- effective models of culturally inclusive program and service delivery are identified and promoted
- culturally appropriate feedback and complaint mechanisms in place
- regular review of access to feedback and complaint mechanisms by people from culturally and linguistically diverse backgrounds
- clear signs at service point areas informing clients of interpreter services including the Queensland Interpreter Card poster (available through Multicultural Affairs Queensland)
- managed and planned expenditure on interpreting and translating services
- information about programs and services available in a range of languages other than English
- information and materials about departmental services at multicultural community organisations and other targeted locations
- ethnic print and electronic media are used for service publicity and promotional campaigns
- a high level of awareness of programs and services within the culturally and linguistically diverse community
- staff throughout the department are aware of the *Queensland Government Multicultural Policy*, and the department's plans to implement multicultural initiatives
- staff participate in cross cultural training, including training in the use of interpreters (particularly for staff involved in client contact), and
- staff throughout the department demonstrate competency in providing programs and services to people from culturally and linguistically diverse backgrounds.

In time this could lead to:

- improved accessibility to all Government services and programs
- a more responsive and skilled public sector to manage cultural diversity
- improved awareness of rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds, and
- increased access to complaint mechanisms.



## Communication and public relations

Communication units in many government departments have a role to plan and manage communication, marketing and public relations strategies. In order to develop inclusive communication strategies it is important to have a clear message that reaches a variety of audiences using a variety of methods.

Background research and data collection that is undertaken for communication strategies that target specific ethnic communities may need to include:

- level of English language competency and first language literacy
- age and gender profile
- religion
- migration experiences
- size of and diversity within the community
- community meeting points, and
- settlement stage.

It is important to reinforce the Queensland Government's commitment to valuing diversity and multiculturalism in all communication strategies. This can be done in many ways including using images that reflect the diversity of Queensland's population, promoting, educating and fostering positive messages of acceptance of diversity and multiculturalism.

Basic language services (see page 11) also need to be considered in developing communication plans.

The Queensland Government's *Your Guide to Queensland Government Advertising 2005* at

<http://premiers.govnet.qld.gov.au/policies>

produced by the Department of the Premier and Cabinet's Marketing Services, provides further advice on Queensland Government communication campaign strategies.

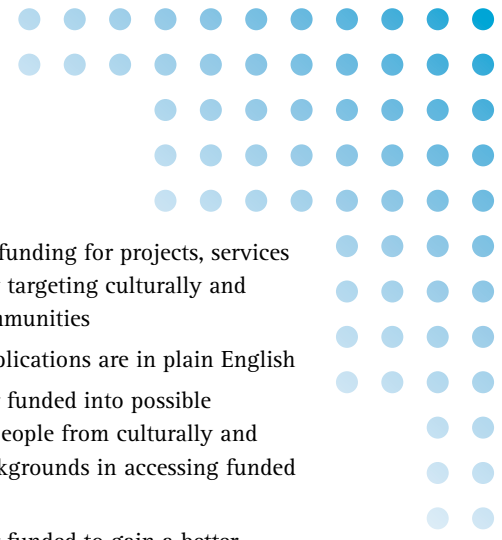
**Potential performance indicators** – what would you see if communications and public relations activities are undertaken?

- data collection and analysis is undertaken into the department's current and potential client base
- research is compiled on the cultural values and beliefs of the audience receiving communication strategies
- communication strategies also involve multilingual strategies to target identified non-English speaking communities
- existing communication strategies are evaluated and measures developed to improve access, equity and suitability of strategies
- an awareness within the department where different client groups gain access to information

- identification of the most effective media and community channels for particular information dissemination
- partnership arrangements exist and are developed with other government departments or community organisations for information dissemination
- consultations and focus group testing with targeted community members and organisations are undertaken to determine whether communication strategies, publications and media themes are clear and culturally appropriate
- the images used in departmental publications represent the diverse client and population base
- the department uses a diverse range of strategies and mediums for information dissemination, such as:
  - ethnic newspapers and radio
  - web pages and fact sheets (departmental and links via other sites)
  - community information sessions and workshops
  - pre-recorded audio and audio visual materials
  - engagement of bilingual staff, and
  - other government departments and community organisations
- the department conducts outreach programs which may involve regional forums, visiting places of cultural and religious significance or developing innovative interactive projects to deliver sensitive information
- departmental employees participate in community events such as the Queensland Multicultural Festival as an avenue to communicate services, promote public service activities and build trust in government
- materials about departmental services at multicultural community organisations and other locations
- culturally and linguistically diverse communities are aware of the department's services, and
- the workplace environment reflects the cultural diversity in Queensland and the benefits of multiculturalism.

In time this could lead to:

- improved accessibility to all Government services and programs
- improved awareness of rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds
- an enhanced sense of belonging and ability to participate in government activities for Queenslanders of culturally and linguistically diverse backgrounds, and
- increased access to complaint mechanisms.



## Grants and contracted services

Queensland Government departments that provide funding for grants and to deliver services should ensure that cultural diversity is addressed across all aspects of the funding process.

Many people from culturally and linguistically diverse backgrounds may experience disadvantages and barriers in relation to accessing services. This may be the result of a lack of information, language barriers, or other service design and delivery issues that restrict their access.

There are a number of ways in which departments that provide grants and funding to purchase services can respond to cultural diversity.

These include:

- allocating funding that targets culturally and linguistically diverse communities, including communities with identified needs that are not being met
- providing information and training to ethnic community organisations to assist them access funding opportunities
- ensuring that funding guidelines explicitly highlight the Queensland Government's expectations in relation to multiculturalism
- analysing the distribution of funding to identify the proportion allocated for culturally and linguistically diverse communities and clients where possible
- including cultural diversity performance measures and reporting requirements in funding and service agreements (eg. reporting on number of culturally and linguistically diverse clients accessing services), and
- reviewing grants processes to ensure that they are culturally inclusive (eg. including cultural diversity selection criteria, having representatives from culturally and linguistically diverse backgrounds on selection panels, providing cross cultural training to members of selection panels).

In addition, many of the activities identified under the Policy, Programs and Service Delivery (page 12) of this document can be applied to funded programs and services.

**Potential performance indicators** – what would you see if grants funding and contracted services activities are undertaken?

- the principles of access, equity and participation of people from culturally and linguistically diverse backgrounds are explicit in all aspects of the funding and contracting process (eg. in grants guidelines, service agreements, reporting requirements)

- the department provides funding for projects, services and activities specifically targeting culturally and linguistically diverse communities
- grants guidelines and applications are in plain English
- research is undertaken or funded into possible barriers experienced by people from culturally and linguistically diverse backgrounds in accessing funded programs and services
- research is undertaken or funded to gain a better understanding of cultural practices and beliefs of specific ethnic groups to improve quality and responsiveness of service delivery
- planning for funding of new programs and services is inclusive of and responsive to cultural diversity
- funded programs and services are required to collect and report on data to monitor access by people from culturally and linguistically diverse backgrounds and to identify any under-representation of people from particular ethnic groups
- strategies are developed and implemented to improve access for under-represented groups including the establishment of targets and tailored initiatives for specific groups
- effective models of culturally inclusive programs and service delivery are identified and promoted to funded services
- regular review of culturally appropriate feedback and complaint mechanisms for funded services and access to these mechanisms by people from culturally and linguistically diverse backgrounds, and
- ethnic print and electronic media are used for publicity and promotional campaigns.

In time this could lead to:

- a greater acceptance and understanding of multiculturalism and its benefits
- increased capacity for communities to contribute to the State's development
- more jobs for Queenslanders
- enhanced community harmony and sense of belonging
- improved awareness of rights and responsibilities of Queenslanders of culturally and linguistically diverse backgrounds
- fewer instances of racism, and
- increased access to complaint mechanisms.

# Appendix A – Action Plan 2005 – 06

## Multicultural Queensland – making a world of difference

### Action Plan 2005–06

#### Sample template

Key outcome area 1 (Provide brief statement from Government Priorities, MFO or Strategic Plan)				
Multicultural policy strategy	Action	Lead responsibility	Performance measures	Timeframe
Identify relevant Queensland Government Multicultural Policy strategy	Provide details of the planned action/initiative under the strategy (what will you do?)	Unit/branch/division that has lead responsibility for implementation	Performance measures to assess whether the outcome has been achieved. Performance measures should be specific, measurable, achievable, realistic and with targets	Start and finish date (note that this may be outside of current financial year)

\*There may be more than one key outcome area, therefore the action plan may have more than one table outlining the actions required.

# Appendix B

## Resources and websites

### Multicultural Affairs Queensland

[www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)

This site has a range of resources and publications including:

- *Multicultural Queensland – making a world of difference*
- *Queensland Community Relations Plan*
- MAQ Funded Multicultural Workers (LAMP and Multicultural Community Worker Program), and
- grants information.

### Multicultural Resource Directory

[www.premiers.qld.gov.au/multicultural](http://www.premiers.qld.gov.au/multicultural)

The directory provides a comprehensive listing of some 1500 key organisations with an ethnic community focus in Queensland.

### Department of Immigration and Multicultural and Indigenous Affairs

[www.immi.gov.au](http://www.immi.gov.au)

Range of information relating to immigration and demographics including:

- *Immigration Update July – December 2004*
- *Population Flows – Immigration Aspects 2003-04 Edition*
- *Settler Arrivals 1993-94 to 2003-04* at publications on [www.immi.gov.au/statistics](http://www.immi.gov.au/statistics)
- Translating and Interpreting Service (TIS) [www.immi.gov.au/tis](http://www.immi.gov.au/tis)

### National Accreditation Authority for Translators and Interpreters. (NAATI)

[www.naati.com.au](http://www.naati.com.au)

### Local Government Association of Queensland (LGAQ)

[www.lgaq.asn.au](http://www.lgaq.asn.au)

- Local Area Multicultural Partnership (LAMP) [www.lgaq.asn.au](http://www.lgaq.asn.au)
- *Settling Migrants* [www.lgaq.asn.au](http://www.lgaq.asn.au)
- *Embracing Cultural Diversity: Action Guide to Community Relations for Queensland Local Governments* [www.lgaq.asn.au](http://www.lgaq.asn.au)

### Health Translations Directory

[www.healthtranslations.vic.gov.au](http://www.healthtranslations.vic.gov.au)

This directory links to online multilingual health resources from government departments, peak health bodies, hospitals, community health centres and welfare agencies.

### Australian Refugee Council

[www.refugeecouncil.org.au](http://www.refugeecouncil.org.au)

### Ethnic Community Council of Queensland (ECCQ)

[www.eccq.com.au](http://www.eccq.com.au)

## Interstate Offices

### Victorian Office of Multicultural Affairs

[www.voma.vic.gov.au](http://www.voma.vic.gov.au)

### Community Relations Commission: For a multicultural NSW

[www.crc.nsw.gov.au](http://www.crc.nsw.gov.au)

### Multicultural South Australia

[www.multicultural.sa.gov.au](http://www.multicultural.sa.gov.au)

### Office of Multicultural Interests

[www.omi.wa.gov.au](http://www.omi.wa.gov.au)

### Multicultural Tasmania

[www.dpac.tas.gov.au/divisions/multitas](http://www.dpac.tas.gov.au/divisions/multitas)

### Office of Multicultural Affairs (Northern Territory)

[www.nt.gov.au/dcm/ethnic\\_affairs](http://www.nt.gov.au/dcm/ethnic_affairs)

### Office of Multicultural Affairs (ACT)

[www.dhcs.act.gov.au/community/mau](http://www.dhcs.act.gov.au/community/mau)



## Appendix C

### Evaluation principles and ethics

The *Guidelines for the Ethical Conduct of Evaluations* offer practical advice when planning research and/or evaluation, namely:

- The evaluation should be designed, conducted and reported in a manner that respects the rights, privacy, dignity and entitlements of those affected by and contributing to the evaluation.
- An evaluation should be conducted in ways that ensure that the judgments made as a result of the evaluation and any related actions are based on sound and complete information. This principle is particularly important for those evaluations that have the capacity to change the total quantum and/or distribution of program benefits or costs to stakeholders in the program.
- Account should be taken of the potential effects of differences and inequalities in society related to race, age, gender, intellectual ability
- The informed consent of those directly providing information should be obtained. In the case of minors and other dependents, informed consent should also be obtained from parents or guardians. (Australasian Evaluation Society, 2002)

These guidelines and principles are consistent with the Queensland Government's guiding principles for community engagement – see: *Engaging Queenslanders: evaluating community engagement*.

## Appendix D

### Queensland legislation

The use of interpreters in specific situations is provided for in the following Queensland legislation:

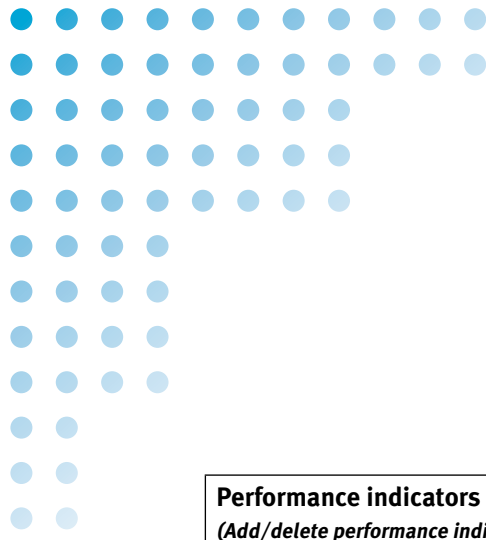
- *Anti-Discrimination Act 1991*, sections 162 and 184
- *Anti-Discrimination Tribunal Rule 1993*, section 3[1](1)
- *Criminal Code 1899*, section 613
- *Domestic and Family Violence Protection Act 1989*, section 50(2)
- *Electoral Act 1992*, sections 103(2)(a), 109(5)(a) and 111(8)(a)
- *Local Government Act 1993*, section 287(2)(b)
- *Juvenile Justice Act 1992*, section 58
- *Juvenile Justice Regulation 1993*, section 11
- *Legal Aid Queensland Act 1997*, section 44(1)(g), and
- *Commission for Children and Young People Act 2000*, section 18(d).

# Appendix E – Multicultural organisational survey

## Sample multicultural organisational survey

The performance indicators in this guide also can be used in a survey format (see below) to gauge the views of staff or others in how effectively the policy is implemented.

<b>Performance indicators</b> <i>(Add/delete performance indicators as required)</i>	<b>Always</b>	<b>Frequently</b>	<b>Occasionally</b>	<b>Rarely never</b>
The department's corporate and strategic plan, and business and operational planning documents demonstrate a commitment to multicultural principles and values				
Departmental staff are aware of the Queensland Government Multicultural Policy and the Queensland Government Language Service Policy and the department's plans to implement multicultural initiatives				
The department is involved in various multicultural events such as ethnic national days, the Queensland Multicultural Festival, and other community events to build relationships and distribute information				
Data collection includes language, ethnicity and cultural diversity indicators and analysis of data is undertaken to improve program design and service delivery				
Research directed at gaining a better understanding of cultural practices and beliefs of specific ethnic groups is undertaken to improve quality and responsiveness of service delivery				
Departmental staff have positive relationships with multicultural and ethnic community organisations				
The department uses a diverse range of strategies and mediums, including ethnic media and community forums, for information dissemination and advertising their programs, services and job vacancies				
People from culturally and linguistically diverse backgrounds are involved in planning, consultation and decision making processes of the department.				
Strategies are developed and implemented to improve program and service access for under-represented groups including the establishment of targets and tailored initiatives for specific groups				



<b>Performance indicators</b> <i>(Add/delete performance indicators as required)</i>	<b>Always</b>	<b>Frequently</b>	<b>Occasionally</b>	<b>Rarely never</b>
The department actively recruits for a culturally and linguistically diverse workforce and advisory group and committee members.				
Cross cultural and interpreter training is provided for staff at all levels including senior managers, member of boards and advisory committees, middle management and those delivering services				
Successful community relations work undertaken by departments either in Queensland or off-shore is widely promoted				
Departmental staff know how to engage interpreters where required according to the Queensland Government Language Services Policy				
Publications in languages other than English are produced and demand monitored				

