



Queensland
Government
Queensland Health

Queensland Home and Community Care (HACC) Program

Multicultural Services Development Strategy Consultation Report

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home and community care

A JOINT COMMONWEALTH AND STATE/TERRITORY PROGRAM
PROVIDING FUNDING AND ASSISTANCE FOR AUSTRALIANS IN NEED

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HOME AND COMMUNITY CARE (HACC) PROGRAM MULTICULTURAL SERVICE DEVELOPMENT STRATEGY CONSULTATION REPORT

1. INTRODUCTION

This report summarises the key issues raised throughout the consultation process to support the development of the *Queensland Home and Community Care (HACC) Multicultural Services Development Strategy*. The purpose of the consultation was to obtain feedback from a broad range of organisations about the mix and future direction of HACC-funded services and initiatives to support improved access, equity and services to people from CALD backgrounds.

The consultation process was undertaken during September and October 2005 and involved distribution of the draft *Multicultural Services Development Plan* for comment to a number of identified stakeholders representing the interests of culturally and linguistically diverse (CALD) community groups. These included the key government agencies such as Multicultural Affairs Queensland (MAQ), representative peak bodies such as Ethnic Communities Council of Queensland (ECCQ) and to Diversicare as a major provider of HACC information and education services.

The draft Plan was also distributed to all existing HACC ethno-specific providers and wide cross section of other HACC-funded service providers across Queensland. The draft Plan also reached Health Service District co-ordinators and appeared on the Queensland HACC Program website www.health.qld.gov.au/hacc.

There was a strong response to the draft Plan from a range of individuals and agencies (see Part 6 for a list of Respondents). The responses raised a number of important issues, were detailed and insightful and informed some significant revisions to the Draft Plan including the name of the document which has now been changed from a Plan to a Strategy.

2. CONSULTATION FINDINGS

The key findings from the consultation are outlined below under the headings of:

- Service delivery approaches
- Research and data
- Future directions
- List of Respondents

The issues relevant to each key finding are detailed below including a summary of comments received, the response from the HACC Program to the comments and any changes to the final HACC Multicultural Services Development Strategy resulting from the comments.

3. KEY FINDING - SERVICE DELIVERY APPROACHES

3.1 GENERAL ISSUES

Comments

It was generally agreed that supporting a range of services providing generic, multicultural and ethno-specific delivery models is the most appropriate way to respond to the needs of people from culturally and linguistically diverse (CALD) backgrounds within service provision and meet future needs as they emerge.

There was broad agreement and support for building the capacity of generic HACC services. This approach was perceived as positive and the strategies sound and inclusive to effectively meet the needs of CALD clients. There was also support for the principle of collaborative and partnership arrangements across service models as one way to provide culturally responsive HACC services.

Two issues emerged:

1) Concern that development of capacity for generic services would fail to recognise the value of current services and not allow for future growth of ethno specific service providers.

2) A number of barriers were identified and issues were raised in relation to collaboration and culturally responsive service development for generic providers. Some of the barriers experienced in collaborative arrangements were:

- Lack of recognition of costs incurred in the provision of meaningful services to CALD clients. For example, different fee structures amongst different services in one area which affect collaborative arrangements.
- Lack of understanding of differing special needs of CALD client e.g. responsive care plans, referral issues.
- Unwillingness of some generic service providers to consult with ethno specific providers.
- Reluctance by some ethno specific providers to refer to generic services who have capacity to provide services to CALD clients.
- Resourcing barriers such as time to provide service, language barriers and workforce issues including shortage of a bicultural and bilingual workforce and cost of interpreters.

Response

The Queensland HACC Program supports the position of a flexible response to meeting the special needs of CALD persons and agrees that a range of service models are required to meet future needs. As outlined under the heading Future Directions, the Plan states “Direct HACC services to people from CALD backgrounds will continue to be delivered through the mix of service response models”. As such, the HACC Program will continue to fund “both culturally inclusive service provision by generic services providers and services targeted at single or multiple ethnic communities in the future mix of service provision.”

The feedback provided was useful as it elaborates and qualifies awareness of the challenges in providing culturally responsive service provision. There is no singular resolution to these challenges and issues will vary across each HACC Region. The HACC Program funds initiatives which include the Workforce Development Strategy and proposed funding of Client Care Co-ordination to address these issues.

The purpose of the HACC Multicultural Services Development Strategy is to introduce a range of resources that can be used in each Region to address some of these barriers. Part of the role of CALD Advisory Services will be to actively work with generic and ethno-specific service providers to foster collaboration. As noted in the response to section 3.1 below, the HACC Program does acknowledge that there may be slightly different unit costs required to support different service models including brokerage arrangements.

Changes to the HACC Multicultural Services Development Strategy

None required.

3.2 FUNDING ISSUES

Comments

There were a wide range of opinions regarding funding issues for services to CALD clients. However three themes emerged, in particular for the ethno specific service models for multiple and single communities which included:

1) Funding priorities across different models of service delivery

- Rather than capacity building generic providers, all service models require additional support to improve CALD access.
- Criteria for funding new and existing ethno-specific service models were perceived by some respondents as 'restrictive' and 'short sighted'.
- It has been raised there is a belief by some respondents in some areas that ethno specific services would never receive any growth funding.
- Evidence of need requires a wider scope of definition otherwise new and emerging CALD groups would need to indicate existing capacity in the current competitive funding model.
- Most CALD services are based on a mixed service model. There are benefits for ethno specific services to expand their range of service types so they increase their capacity to respond more holistically to client needs.

2) Concerns about understanding and assumptions regarding of delivery of service to people from CALD backgrounds. Funding of CALD service delivery needs to take into account the following issues:

- The increased complexity and increased co-ordination responsibilities in CALD service provision.
- Some areas of service provision are unrecognised such as language facilitation rather than interpreters.
- In the future, the possibility generic HACC services will apply for and receive funding for CALD service provision and broker some or all of these services.
- There is formal (e.g. brokerage) and informal use (e.g. language facilitation) of ethno specific services which may incur additional costs in the provision of HACC services to people from CALD backgrounds.

3) The funding model is perceived as competitive and:

- Impedes incorporation of all costs involved with providing CALD people HACC services.
- Mitigates collaboration across service models (ethno-specific, multicultural and generic) and services.

Response

The identification of CALD communities and their needs should be incorporated within the overall HACC planning process across the Regions. As with all other HACC clients the setting of additional service priorities for CALD clients will include evidence and volume of need.

Once needs and service priorities have been identified, consideration is then given to the most appropriate mix of service delivery options and purchasing strategies. Where there are existing ethno-specific services they are encouraged to make an application to deliver these services. All applications will be considered according to ability and capacity to provide service.

As is the case across the HACC Program, any request for a new service has to be carefully considered against evidence of the nature and volume of need because of costs involved in establishing a new HACC service. Wherever possible, existing services should be encouraged to develop and work collaboratively to meet the needs of all HACC eligible people including people from CALD backgrounds within each Region. The intention of the HACC Program is to support the development of a range of models.

However due to the population numbers and diversity, a significant portion of future services will need to be delivered through generic service providers. Therefore the Program needs to work actively to further develop the capacity of these providers to better develop and meet the needs of CALD clients, but not at the expense of growth and development of ethno specific providers.

Ethno-specific services are important and perform a vital role by providing cultural expertise and effective, meaningful and appropriate care to people from CALD backgrounds and in contributing to capacity building existing generic services.

The HACC Program acknowledges different models of service delivery to CALD may incur some additional costs. All applications for HACC funding are considered against a range of criteria only one of which is the unit cost of service. Applications that can clearly demonstrate a well developed service model including collaboration, co-ordination with other service providers, an ability to meet identified need and a clear explanation of the costs will be given consideration.

In addition, the HACC Program also proposes to put some resources directly to Client Care Co-ordination which can be applied for by ethno-specific and generic service providers.

Changes to the HACC Multicultural Services Development Strategy

Revise the wording regarding Evidence of Need and potential growth of service providers.

4. KEY FINDING – RESEARCH AND DATA

4.1 DATA QUALITY AND ANALYSIS

Comments

In general, the key issues that were raised related to the limitations of the Minimum Data Set (MDS) which identified the following two concerns:

- 1) A relatively poor standard of data quality in terms of accuracy, consistency and completeness of collected MDS data.
- 2) MDS identifies a person's CALD status by 'Main Language Spoken at Home' and 'Country of Birth' data fields. MDS does not have the capacity to capture CALD information on the basis of religious or cultural background. This may affect CALD representation in MDS data.

Other points raised related the need to take into account factors that may potentially bias data used in the Strategy. In trying to look at CALD access figures that indicate levels of usage of HACC services, there was concern with assumptions in the comparative analysis between the CALD population and the general population of Queensland. Factors identified in the feedback which may potentially affect the CALD representation within available data included variances in geographical location, age distribution, and migration and settlement patterns of different CALD communities. Another data issue raised was the assumption that comparative levels of disability are equal across both groups.

Response

There is agreement and acknowledgement of the limitations of Minimum Data Set (MDS). However, there is still a need to work with data that is available and the Program encourages HACC service providers to:

- increase the quality and consistency of current MDS data collection that contributes to the local planning process; and
- HACC service providers are encouraged to contribute data they may have to the local planning process.

Although 'Main Language Spoken at Home' is only a partial indicator to identify the CALD status of HACC clients, it is still useful as language is generally considered to be a primary barrier for people from CALD backgrounds accessing HACC services. MDS is developed as a national database by the Australian Government. Issues relating to capturing further CALD indicators such as religion or cultural affiliation will be raised with the Australian Government with a request that these be considered in the development of a future version of MDS.

The HACC Program agrees that there are limitations with the current figures indicating usage of HACC services by people from CALD backgrounds but believes that it still retains applicability as a broad indicator. These data limitations are acknowledged within the Strategy document. The HACC Program will undertake further analysis as improved data becomes available.

Changes to the HACC Multicultural Services Development Strategy

None required.

5. KEY FINDING – FUTURE DIRECTION

5.1 INFORMATION, EDUCATION AND TRAINING SERVICES

Comments

There was a high level of support for this proposed initiative and a broad range opinions about the role and scope of the proposed Regional Advisory services. An extension of Information, Education and Training services (HACC Service Type 018) was strongly

supported as part of an overall strategy aimed at improving cultural awareness and capacity building in HACC services, particularly building competency in generic providers. Two main themes emerged from the comments:

- 1) The breadth of the role that these services should undertake. A number of respondents believe that the 018 services should undertake community development/capacity building.
- 2) Whether these positions should sit within ethno-specific, multicultural or generic providers.

Other comments included:

- The success of Regional Advisory Services will be challenged by the level of response from HACC services willing to participate in culturally inclusive service development.
- A lack of bilingual and bicultural workers limits the capacity of Regional Advisory Services to establish links with CALD communities.

Response

It is an expectation that any providers who receive HACC funding will work towards ensuring that services are accessible to the range of potential consumers within the service delivery area. The role of the Regional Advisors will be to provide support to generic HACC service providers in gaining greater understanding of effective service marketing and delivery to individuals from the range of local CALD communities.

Broad community capacity building is generally outside of the scope of the HACC Program. However it is assumed that the Regional Advisors will work with key stakeholders including CALD community representatives to identify barriers and means of improved access to HACC services and to identify gaps in service delivery to support the HACC Planning process.

As is the case with other HACC funding the decision as to whether these positions will be purchased within statewide, ethno-specific, or generic providers, will be determined through the HACC procurement process.

Changes to the HACC Multicultural Services Development Strategy

Clarification of regional advisory services role to incorporate points noted above.

5.2 WORKFORCE AND TRAINING

Comments

The feedback indicated overall support for the value of cultural awareness and training of the HACC workforce. However, a number of respondents noted the limitations of training. Issues that emerged relating to training and skills development for the HACC workforce included:

- Workforce supply related issues particularly the shortage of bilingual and bicultural workers.
- Resource and service delivery implications such as the cost of training.
- Perceptions regarding cultural awareness training particularly in regard to Certificate III qualifications.
- Recruiting people with appropriate motivation and value for diversity is critical in this sector.

Response

The shortage of bilingual and bicultural workers is out of the scope of the HACC program but it can raise this with HACC service providers through CALD service development planning at the local level for potential strategies that better reflect main client groups; and through discussions at Regional Forums being developed under the *HACC Workforce Skills Development Strategy*. Additional funding to support uptake of cultural awareness training will be allocated through the *HACC Workforce Development Strategy* in 2005/2006 and additional funding for direct cultural awareness training can be considered in future years.

Changes to the HACC Multicultural Services Development Strategy

None required.

5.3 HACC MULTICULTURAL INFORMATION STRATEGY

Comments

Overall there was strong support for communication strategies aimed at increasing awareness of HACC services for people from CALD backgrounds. The following comments were raised in regard to HACC Multicultural Information Strategy:

- One way to maximise cost effectiveness is to make information resources electronically available.
- Explore a combination of publicity mediums to ensure equitable access to information.
- The assessment process for HACC services needs to be explained in simple language for potential CALD clients.
- The information strategy to be a yearly recurrent initiative combined with linking to promotional events such as Seniors Week or HACC Week.

Response

This feedback has been noted by the HACC Program and will be passed to the HACC Multicultural Information Strategy Working Group.

The Working Group is currently considering a range of options that utilise different media to increase awareness of HACC services in CALD communities. Examples include illustrated brochures and fact sheets that will also be electronically available in CD ROM format and on the HACC website. Other publicity materials shall include audio files for listening, posters and banners for mobile display units produced for annual promotional campaigns such as HACC Awareness Week and Seniors Week.

Factors guiding decisions in regard to publicity materials for the HACC Multicultural Information Strategy are

- Cultural appropriateness
- Effectiveness reaching CALD groups (simple language)
- Accessibility to target audience and wider community
- Maximum geographical coverage – state wide range for strategy
- Sustainability of resources – media to be utilised more than once
- Affordability

Changes to the HACC Multicultural Services Development Strategy

None required.

5.4 PLANNING ISSUES

Comments

From comments raised in regard to 'Enhanced Planning and Purchasing Process', three issues emerged:

- 1) Consultation with CALD communities at a Regional level.
- 2) Make better use of data in the Planning process.
- 3) Consult directly with CALD consumers regarding service development.

Other points included:

- Consultation with CALD communities must be meaningful and inclusive of CALD special needs which must consider more than language.
- Small, new and emerging CALD communities need to be considered as part of the Planning Process.
- Development of appropriate processes to facilitate access for CALD groups to Planning Forums and develop and/or liaise and consult with appropriate representation
- Access to bilingual and bicultural workers when planning for specific communities would enhance identifying needs.

Response

Information sharing is a two way process. The HACC Program will develop and improve Regional Profiles that incorporate Australian Bureau of Statistics (ABS) data at the Local Planning Area (LPA) level. The Regional Profiles will be made available to any interested Service Providers and will be placed on the Queensland HACC website. Additionally, organisations such as the Ethnic Communities Council of Queensland (ECCQ) are a potential source of information.

The HACC Program also looks to organisations to provide their local knowledge and data that further reflect the needs of the community.

Part of the Regional Advisor role is to support the planning process for CALD communities within their Region. Consultation at a regional level by Advisors will incorporate support and facilitation of direct dialogue between HACC services and CALD community representation at a regional level. The HACC Program is continuing to develop mechanisms for more frequent consumer consultations generally, that will include CALD communities that use HACC services.

Changes to the HACC Multicultural Services Development Strategy

Expand section 'Enhanced Planning and Purchasing Process' to clarify regional planning process in regard to information sharing and consultation.

5.5 CLIENT CARE CO-ORDINATION

Comments

There was general support for Client Care Co-ordination. However, feedback suggested there should be:

- Flexibility in terms of length of time that this service can be received by individual clients.
- Client Care Co-ordination should be available to all HACC services – generic, ethno specific and multicultural.

- Client Care Co-ordination must be strategically placed where linkages to local CALD groups and existing community-based infrastructure can occur.

Response

Client Care Co-ordination is intended as a short term service type. While the expectation would be generally a short intervention for clients to receive a service, the Program acknowledges the length of time may vary according to individual need. Both ethno specific, multicultural and generic services are eligible to apply for Client Care Co-ordination funding. However, regardless who delivers services the intention is to facilitate access for CALD clients to generic as well as ethno specific services to ensure a holistic service mix according to client needs.

Changes to the HACC Multicultural Services Development Strategy

- Inclusion of the HACC Program's acknowledgement for flexibility of time required within this service type.
- Further clarification of the service type definition and scope of activity. Client Care Co-ordination is for facilitating access to HACC services for individual clients from CALD backgrounds rather than broadly approaching CALD communities.

6. LIST OF RESPONDENTS

Position	Organisation
HACC Services	Balmoral Uniting Community Care - Wesley Mission
Chief Executive Officer	Blue Care
HACC Services	Burdekin Flexible Support Service Inc.
Service Co-ordinator	Burnie Brae
Chairperson	Caloundra HACC Association Inc.
Director, Corporate Services	Centacare Bribie Community Options
Regional Manager	Chaicare Agency Pty Ltd
Co-ordinator	Diversicare
Chairperson	Ethnic Communities Council of Qld
President	Ethnic Community Care Links Inc.
Co-ordinator	Gemfields Community Support Assoc. Inc.
Co-ordinator	Golden Age Respite
President	Greek Orthodox Community of St George
President	Hervey Bay Neighbourhood Centre
A/Area HACC Manager, Peninsula	Home and Community Care
Area HACC Manager, Brisbane South	Home and Community Care
Area HACC Manager, South West	Home and Community Care
Area HACC Manager, Central West	Home and Community Care
Area HACC Manager, Darling Downs	Home and Community Care
Area HACC Manager, Central	Home and Community Care
A/Area HACC Manager, Northern	Home and Community Care
Area HACC Manager, Wide Bay	Home and Community Care
Area HACC Manager, Sunshine Coast	Home and Community Care
Area HACC Manager, West Moreton	Home and Community Care
Area HACC Manager, Mackay	Home and Community Care
Area HACC Manager, South Coast	Home and Community Care
Area HACC Manager, Brisbane North	Home and Community Care
Director	Italian-Australian Welfare Association Inc
Manager, Home Care Services	Logan Beaudesert Health Service District
A/Executive Director	Multicultural Affairs Queensland
Chairperson	Multicultural Communities Council Gold Coast Inc
Community Health Action Group	Multicultural Development Association
President	Multilink Community Services Inc
President	OzPol
President	Polonia Polish Association of Queensland
Policy Officer	Queensland Council of Social Service Inc
Co-ordinator, Home Assist	Redland Home Assist Secure
A/Manager	SPIRAL Incorporated
Manager	St Johns Community Care Ltd
A/Chief Executive Officer	St Lukes Nursing Service
Co-ordinator	Tara Community Care
President	The Cathay Community Association Inc
Multicultural Health Co-ordinator	West Moreton Health Service District
District Manager	Woorabinda Aboriginal and Islander HACC Program