Guideline for multicultural health policy implementation

Queensland Health Multicultural Services

Custodian/Review Officer: Director, Queensland Health Multicultural Services

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Applicable To: Queensland Health Divisions and Hospital and Health Services

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Approving Officer

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Name Dr Jeannette Young

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Accreditation References:

National Safety and Quality health Service Standards

1.   Purpose

This Guideline provides recommendations regarding best practice for the implementation of the *Queensland Multicultural Policy 2011* and the *Queensland Government Language Services Policy 2011*, in a health context.

2.   Scope

This Guideline provides information for all Queensland Health employees (permanent, temporary and casual) and all organisations and individuals acting as its agents (including Visiting Medical Officers and other partners, contractors, consultants and volunteers).

3.   Related documents

Policy and Standard/s:

- The People of Australia - Australia's Multicultural Policy 2011
- Queensland Multicultural Policy 2011
- Queensland Multicultural Action Plan: 2011-2014
- Queensland Language Services Policy 2011
- *Anti-Discrimination Act 1991 (Qld)*
- *Racial Discrimination Act 1975 (Australia)*
- *Australian Human Rights Commission Act 1986*
- *Public Service Act 2008 (Qld)*
- National Safety and Quality Health Service (NSQHS) Standards
- National Mental Health Plan (Multicultural Mental Health Cultural Competency Tools 2010)

Queensland Government

- [Australian Charter of Healthcare Rights 2008](#)
- *[Health and Hospitals Network Act 2011 (Qld)](#)*
- *[Health Quality and Complaints Commission Act 2006 (Qld)](#)*

Procedures, Guidelines, Protocols:

- Attachment A, the Health Care Providers' Guide to Implementing the Queensland Government's 2011 Multicultural Policy and Language Services Policy in a health context.
- Attachment B, Literature Review – Best practice multicultural policy implementation.

Leadership and Partnership

- [Queensland Health Organisational Cultural Competency Framework](#)

Interpreter Services

- [Queensland Health Working with Interpreter Guidelines](#)
- Queensland Health Interpreter Service Order of Preference for Engaging Interpreters Protocol
- [Queensland Health Emergency/After Hours Procedure for Booking and Accessing Interpreters](#)
- [Queensland Guide to Informed Decision-making in Healthcare 2012](#)

Resource Development and Translation

- [Queensland Health Practical Guide to Organising Translations (for staff)](#)
- [Queensland Health Practical Guide to Organising Translations   for Community Organisations](#)

Community Engagement

- [Queensland Health Health care providers' guide to engaging multicultural communities and consumers](#)
- [Department of Communities, Engaging Queenslanders: an introduction to working with culturally and linguistically diverse communities](#)
- [Queensland Health Community Engagement Policy](#)
- [Health Consumers Queensland Consumer and Community Engagement Framework](#)
- [Queensland Health Cross Cultural Learning and Development Strategy 2009-2012](#)

Culturally Competent Staff

- [Queensland Health Five Cross Cultural Capabilities (Clinical staff)](#)
- [Queensland Health Five Cross Cultural Capabilities (Non-Clinical staff)](#)
- [Queensland Health Health Care Providers' Handbook on Muslim Patients (2nd edition)](#)
- [Queensland Health Health Care Providers' Handbook on Sikh Patients](#)

- [Queensland Health Health Care Providers' Handbook on Hindu Patients](#)
- [Queensland Health Multicultural Clinical Support Resource](#)

Recruitment and Retention

- [Registration, Assessment, Placement Training and Support for International Health Professionals (RAPTS): transition to clinical practice in Queensland Health: Orientation Resource for International Medical Graduates](#)
- [Queensland Health Anti-Discrimination Human Resources Policy (E2)](#)
- [Queensland Health Workplace Harassment Human Resources Policy (E13)](#)
- [Queensland Health Recruitment and Selection Human Resources Policy (B1)](#)
- [Queensland Health Diversity Human Resources Policy (G1)](#)
- [Queensland Health Equal Employment Opportunity Human Resources Policy (G2)](#)

Forms and templates:

- Nil

4. Guideline for the implementation of multicultural health policy

The aim of the guideline is to facilitate equitable access and health outcomes for people from culturally and linguistically diverse (CALD) backgrounds through eight outcome areas:

- Leadership and partnership
  - increasing executive sponsorship for culturally capable health services and working in partnership with the multicultural sector

- Interpreter services
  - using professional interpreters for consumers who are not proficient in English, including consumers who are deaf or hearing impaired

- Resource development and translation
  - providing health information to CALD consumers in a format that is meaningful and easy to understand, including translated information, and providing staff resources to improve culturally capable care

- Community engagement
  - involving CALD communities in service planning, evaluation and resource development

- Data collection and analysis
  - ensuring appropriate data collection on health access and health outcomes for CALD communities, meeting whole-of-government reporting requirements in the Queensland Multicultural Policy and enabling improved service planning and delivery

- Culturally competent workforce
  - implementing strategies to build cultural capability of the workforce

- Recruitment and retention
  - implementing strategies to recruit and retain a diverse workforce

- Special needs populations
  - implementing strategies to address health inequalities among refugee, Pacific Islander and Australian South Sea Islander communities

Attachment A, the *Queensland Health guide to implementing the Queensland Government's 2011 Multicultural Policy and Language Services Policy in a health context,* provides detailed guidelines on the implementation of multicultural policy in a health context for each of the above outcome areas.

Attachment B, the *Literature Review for best practice multicultural policy implementation,* demonstrates the evidence base underpinning the content of Attachment A.

5. Definition of Terms

Definitions of key terms used in this guideline and supporting documents are provided below.

Term	Definition / Explanation / Details	Source
Auslan	**Auslan** is a recognised language used by the deaf and hearing impaired community.	Deaf Services Queensland
Australian South Sea Islanders	**Australian South Sea Islanders** are the direct descendants of South Sea Islanders who were brought into Australia between 1863 and 1904 to work as indentured labourers. Most were brought to Queensland and New South Wales to work in the sugar industry. They are a distinct cultural group with a unique history and have contributed greatly to the cultural and economic development of Queensland.	Department of Communities Glossary of Terms http://www.communities.qld.gov.au/resources/multicultural/media/multicultural-affairs-glossary-of-terms.pdf Retrieved 20 March 2012
Bilingual staff	**Bilingual staff** are people who are fluent in two or more languages but their language skills are not formally assessed.	Queensland Government Language Services Policy (2011)
Candidate care	**Candidate care** assists and supports interstate and overseas candidates (and their families) to assimilate into their new community and builds a positive relationship between new staff and their employer. Support may relate to logistics (eg. airport pick-ups, transport), networks (peer links, buddy programs, support groups), accommodation (local real estate contacts/websites), information provision (on the community, getting to work, social activities), resources (pamphlets, local papers) and other areas relevant to the service or candidate.	Work for Us
Child	A child is an individual under 18 years.	*Child Protection Act 1999*
Community engagement	**Community engagement** refers to the connections between government, communities and citizens in the development and implementation of policies, programs, services and projects. It encompasses a wide variety of government-community interactions ranging from information sharing to community consultation and, in some instances, active participation in government decision making. It incorporates public participation, with people being empowered to contribute to decisions affecting their lives, through the acquisition of skills, knowledge and experience.	Health Consumers Queensland, (2010). Consumer Engagement Framework: Brisbane.
Consumer	Consumers are people who use, or are potential users, of health services including their family and carers. Consumers may participate as individuals, groups, organisations of consumers, consumer representatives or communities.	Health Consumers Queensland, (2010). Consumer Engagement Framework: Brisbane.
Cultural competence	Practically, at a personal level, **cultural competence** is the ability to interact comfortably with, and provide services effectively to, people from a wide range of ethnic/cultural and linguistic backgrounds. Cultural competence includes the ability to overcome language barriers. At an organisational level, cultural competence requires policies and systems that support and facilitate individual cultural competence.	Department of Communities Glossary of Terms http://www.communities.qld.gov.au/resources/multicultural/media/multicultural-affairs-glossary-of-terms.pdf Retrieved 20 March 2012

Term	Definition / Explanation / Details	Source
	At both levels, cultural competence is an ongoing process. There is no final destination to reach. The individual's understanding, knowledge and skills will, ideally, just continue to grow.	
Culturally and linguistically diverse (CALD)	Refers to the range of different cultures and/or language groups represented in the population who identify as having particular cultural or linguistic affiliations by virtue of their place of birth, ancestry or ethnic origin, religion, preferred language or language spoken at home, including people who are deaf or hearing impaired.	Based on Department of Human Services, 2006
Culture	In broad terms, **culture** relates to the traditions, values and ideas which are shared by groups of people. Culture does not necessarily coincide with national boundaries, for example African-American culture, Kurdish culture, or Western culture. Culture can also be dynamic and constantly adapting to changing circumstances and new challenges.	Department of Communities Glossary of Terms http://www.communities.qld.gov.au/resources/multicultural/media/multicultural-affairs-glossary-of-terms.pdf Retrieved 20 March 2012
Data analysis	Process of gathering, manipulating and interpreting data to provide useful information.	Implementation Standard for the Development and Approval of Health Service Planning and Policy
Districts with medium - high interpreter demand	Districts with over 100 bookings per month. Currently these Districts are: - Gold Coast - Metro South - Children's - Metro North - Cairns and hinterland - Darling Downs	Multicultural Health indicators: Health Service District and Divisional performance 2010-11
Engagement session	**Engagement sessions** may include workshops, health education sessions, meetings and health forums conducted with consumers.	Queensland Health Multicultural Services
Evaluation	A systematic method for collecting, analysing and using information to assess progress in the implementation of strategies or achievement of objectives and goals of health service plans. The information may also be used to identify the impact (including both benefits and adverse effects) of changes associated with the implementation of health service plans.	Implementation Standard for the Development and Approval of Health Service Planning and Policy
Health service plan	**Health service plans** are medium to long-term plans (from three to fifteen years) developed to guide the delivery of health services to best meet the needs of the communities they serve. They may be developed at statewide, local network, facility or service level.	Implementation Standard for the Development and Approval of Health Service Planning and Policy
Interpreter	An **interpreter** is a person who conveys oral messages, concepts and ideas from one language into another language (including sign language), with a high degree of accuracy, completeness, objectivity and sensitivity to the cultures associated with the languages of expertise.	Department of Communities Glossary of Terms http://www.communities.qld.gov.au/resources/multicultural/media/multicultural-affairs-glossary-of-terms.pdf

Term	Definition / Explanation / Details	Source
		Retrieved 20 March 2012
ISIS	The term **ISIS** is an acronym for Interpreter Service Information System	Queensland Health Multicultural Services
Key performance indicator	Qualitative or quantitative information that describes the measurable changes resulting from the achievement of an objective or a group of objectives. Key performance indicators (KPIs) are usually the most important or highest level indicators that an organisation or plan employs to monitor and evaluate progress against its objectives.	Implementation Standard for the Development and Approval of Health Service Planning and Policy
Language services	**Language services** are services provided by agencies which address communication issues affecting people with limited proficiency in English, this may include speakers of Aboriginal and Torres Strait Islander languages and Auslan (Australian Sign Language).	Queensland Government Language Services Policy (2011)
Multicultural sponsor register	A register of delegated official sponsors for multicultural health.	Queensland Health Multicultural Services
Pacific Islander people	Migrants to Australia from the island groups of Micronesia, Melanesia and Polynesia are referred to collectively as 'Pacific Islander people'. Despite often being grouped together in this way, populations from these different regions are heterogeneous with diverse cultures, languages and religions.	Queensland Health response to Pacific Islander and Māori health needs assessment
Professional interpreter	For languages where NAATI accreditation testing is available, NAATI issues accreditation at the following levels: • Paraprofessional Interpreter (lowest level) • Professional Interpreter • Conference Interpreter • Senior Conference Interpreter (highest) For languages where NAATI accreditation testing is not available, NAATI issues a recognition level: • Recognised Interpreter	Queensland Government Language Services Policy (2011)
Racism	**Racism** is a term used to describe the belief that some groups are superior to others based on cultural, linguistic or religious or perceived biological differences. These beliefs often underpin practices and behaviours which result in inequalities between different groups. **Institutional racism** occurs when a policy, rule or practice which is set by the dominant cultural group, and have built into social systems, disadvantages some groups and results in unequal power, resources or opportunities for those groups because of their culture, language or religion.	Department of Communities Glossary of Terms http://www.communities.qld.gov.au/resources/multicultural/media/multicultural-affairs-glossary-of-terms.pdf Retrieved 20 March 2012
Refugee	Article 1 of the international *Convention relating to the Status of Refugees 1951* defines a **refugee** as "a person who is: • outside of her country of nationality or habitual residence, and	Department of Communities Glossary of Terms http://www.communities.qld.gov.au/resources/multicultural/media/multicultural-affairs-glossary-of-terms.pdf

Term	Definition / Explanation / Details	Source
	• has a well-founded fear of persecution • because of race, religion, nationality, membership of a particular social group, or political opinion, and • unable or unwilling to avail himself or herself of the protection of that country, or to return there, for fear of persecution". Only a very small proportion of refugees are resettled from their country of asylum to third countries, such as Australia. Under the Australian Government's Humanitarian Program, an asylum seeker can apply for a permanent refugee protection visa while offshore (outside of Australia), or onshore (within Australia). Upon receipt of a permanent visa, refugees and humanitarian entrants are eligible for various kinds of assistance in order to settle in Australia. Further information is available from the Australian Government Department of Immigration and Citizenship on www.immi.gov.au.	Retrieved 20 March 2012
Special needs population	Refers to refugees, Australian South Sea Islander people and Pacific Islander people. Identified in the Queensland Government Multicultural Policy as new and emerging communities due to their relative social and economic disadvantage.	Queensland Multicultural Policy (2011)
Staff	Refers to employees of Queensland Health	
Translator	A **translator** is a person who makes a written transfer of a written message or information from one language into another language to provide complete and accurate text reflecting the original material.	Queensland Government Language Services Policy (2011)
Workforce	Refers to employees of Queensland Health	

6.   References and Suggested Reading

In 2012 Queensland Health conducted a literature review to inform the development of this guideline.   The literature review identified emerging trends and best practice in the following seven outcomes areas:

• Interpreter Services

• Resource Development and Translation

• Community Engagement

• Leadership

• Data Collection

• Culturally Competent Staff

• Recruitment and Retention

The literature review (Attachment B) includes references/suggested readings related to multicultural health policy and implementation.

7. Consultation (optional)

Three levels of consultation was undertaken in the development of this guideline.

1. An Advisory Group guided its development. The Advisory Group comprised representatives from:

- Metro South, West Moreton and Cairns & Hinterland Health Service Districts
- Policy, Strategy and Resourcing Division
- Performance and Accountability Division
- Division of the Chief Health Officer
- Health Planning Infrastructure Division
- Centre for Healthcare Improvement
- Queensland Health Multicultural Services
- Community sector (Health Consumers Queensland, Ethnic Communities Council of Queensland, Multicultural Health Network)
- Multicultural Affairs Queensland, Department of Communities

2. Consultation workshops were conducted with the following stakeholders:

- Community stakeholders in areas of relatively high CALD populations[1] such as Brisbane, Logan, Gold Coast, Toowoomba, Townsville and Cairns
- Health Service Districts with high CALD populations – Darling Downs, Metro South, Metro North, Children's, West Moreton, Townsville, Gold Coast, and Cairns and Hinterland
- Health Service Districts with low CALD populations - Mackay, Central Queensland and Central West
- Divisions - Chief Health Officer; Centre for Health Care Improvement
- Stakeholders in the deaf and hearing impaired community

3. Stakeholders were invited to comment on the final drafted guideline:

- Advisory Group members
- Health Service Districts
- Divisions.

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[1] Areas with high CALD populations are defined as areas with CALD populations above 10%

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8. Guideline Revision and Approval History

Version No.	Modified by	Amendments authorised by	Approved by
1.	Ann Garred	Ellen Hawes, Director, QHMS	Kaye Pulsford, Exec Director Governance and Capability Directorate, DCHO