

1. Introduction

1.1 The purpose of the Review

On 26 April 2005 the Queensland Government announced an independent review (the Review) of Queensland Health's systems. The objective is to review **administrative, workforce and performance management** systems to recommend how Queensland Health can provide better health services and health outcomes for Queenslanders.

The **terms of reference** for the Review are:

Objective:

To undertake a review of the performance of Queensland Health's administrative and workforce management systems with a focus on improving health outcomes for Queenslanders.

To specifically review:

1. Existing administrative systems and recommend improvements to support health service delivery, focusing on:
 - District and corporate organisational structures and layers of decision making
 - Corporate planning and budgeting systems
 - Cost effectiveness of services compared to relevant jurisdictions
 - Effectiveness of performance reporting and monitoring systems
 - Organisation and delivery of clinical support services
 - Risk management systems
 - Quality and safety systems and
 - Clinical audit and governance systems.
2. Clinical workforce management systems to deliver high quality health services, with a particular focus on:
 - Recruitment
 - Retention
 - Training
 - Clinical leadership and
 - Measures to assist in improving the availability of clinicians.
3. Performance management systems including as they relate to:
 - Asset management and capital works planning and delivery
 - Information management
 - Monitoring health system outcomes.

The terms of reference for the Review have been interpreted and analysed from the perspective of patients and the community. The Review has sought to:

- describe the public health system in lay terms
- identify Queensland's health outcomes and services as compared to other places
- ensure a patient focused approach to the review of health services
- identify the performance of the health system overall
- examine the performance of specific systems
- make recommendations to improve the whole system as well as individual systems.

1.2 Context for the Review

The Review was announced by the Queensland Government in the context of public disquiet about the quality and safety of public hospital services, particularly arising from the circumstances surrounding the appointment and practice of Dr Jayant Patel at Bundaberg Hospital.

The Queensland Branch of the Australian Medical Association was also instrumental in influencing the State Government to undertake a far reaching review of Queensland Health's systems and was consulted in development of the Review's terms of reference. Specific concerns raised at that time by a range of professional groups related to Queensland Health's culture, excessive structural layers of decision making, the excessive numbers of administrative staff, bureaucratisation of clinical practice and care, and secrecy in dealing with information. These issues have also been examined in the context of reviewing Queensland Health's systems.

The Bundaberg Hospital Commission of Inquiry (the Morris Inquiry) was established at the same time to investigate specific issues arising from the appointment of Dr Jayant Patel to Bundaberg Hospital and other matters. The full terms of reference for this inquiry are attached at Appendix 1.1. The Commissioner was restrained by the Supreme Court from proceeding with the Inquiry and consequently systemic evidence was then referred to this Review for consideration and forming recommended actions.

A Commission of Inquiry (the Davies Inquiry) was established on 6 September 2005 to continue the work of the Morris Inquiry. The terms of reference for the Davies Inquiry are based on those of the Morris Inquiry. They exclude examination of systemic issues, which are considered in this Review, and include inquiry into whether any reprisals have been taken against persons on account of their making disclosures about matters relevant to the other terms of reference.

This Review has relied on direct assessment, observation, consultation and cooperation from Queensland Health staff and a very broad range of stakeholders, and public consultation to inform its views. The Review is focused on Queensland Health's systems and its terms of reference do not extend to the investigation of individual complaints or grievances.

Queensland Health reviewed health services at Bundaberg Hospital as part of its response to the Morris Inquiry. It offered consultation with patients, staff and the community to determine what occurred, give assistance where it could and identify areas for improvement. This report was also considered by the Review and informed this report's

assessment of Queensland Health's quality and safety, risk management, clinical governance and performance monitoring systems.

1.3 Scope of the Review

The review of Queensland Health's structure and systems provides a unique opportunity to consider how well the significant systems, which have been developed to support the delivery of frontline services are working, and whether these systems are effective in providing the best possible health and health care for Queenslanders.

The Review's terms of reference do not address global funding. Systems are therefore reviewed in the context of the current funding arrangements for Queensland Health. That is, the Review considered how effectively current funding provided by the State and Commonwealth governments is allocated to provide a quality health service. This includes consideration of whether Queensland Health is achieving an appropriate balance of resources between clinical and administration functions, across the health continuum and across geographical areas.

However, because the Review identified such significant systemic deficiency and failure throughout the public health service, some observations have been made.

The total amount of funding allocated to Queensland Health is the subject of annual budget deliberations by the Queensland Government for State funding, and agreements negotiated with the Commonwealth Government. These issues must be finally resolved there.

However, this Review does address approaches a government might consider in delivering a free public health service in a future of ever escalating service cost.

The Review was not tasked to address the specific concerns of individuals regarding their treatment in the health system, whether as patients or employees. However, specific issues raised with the Review have been considered and addressed to the extent that they indicate how well Queensland Health's systems are working both as a whole and individually.

Individuals were advised and in some cases supported in directing their specific concern or case to those in the health system best placed to assist.

1.4 The Review process

The Review team is headed by an independent consultant Mr Peter Forster, and includes experienced senior personnel with systems review and content expertise from the Department of the Premier and Cabinet, Queensland Treasury, Queensland Police Service, Department of Public Works and Queensland Health.

To achieve the Review's objective, the Review:

- considered the needs and expectations of Queensland Health's clients/patients in assessing the effectiveness of health service systems

- defined Queensland Health's services within the broader Queensland and Australian context
- assessed the strengths and weaknesses of Queensland Health's current systems
- identified organisational 'culture' issues impacting on system performance
- reviewed systems with a focus on delivering high quality health services, and health outcomes for Queenslanders with a consumer focus
- reviewed administrative, workforce management and performance management systems collectively as well as individually, to ensure sound performance of the overall health service
- adopted an evidence based approach involving direct and critical assessment of systems as well as undertaking a broad range of consultations with the community.

The review process included:

- research and direct contact to identify national and international trends in respect of the health systems under review
- consultation and analysis of systems and practices currently operating in other states, including visits to New South Wales and Victoria
- opinions from consumers, clinicians, health educators and peak bodies
- input by two reference panels, drawn from metropolitan, regional and rural Queensland, of highly experienced professionals, one which considered broader systemic issues, the other which focussed on health service issues in regional, rural and remote areas of Queensland (the composition of the panels is included at Appendix 1.2)
- over 1,300 submissions from Queensland Health staff, patients, peak bodies, other organisations and the community
- site visits in 18 of the 37 Queensland Health districts, covering all geographic regions within Queensland, plus the Mater Public Hospitals. The visits included detailed assessment of systems, discussions with all categories of Queensland Health staff especially front line clinicians. The list of Health Service Districts visited can be found at Appendix 1.3
- 14 community forums held throughout Queensland to discuss issues with local communities. The list of community forums can be found at Appendix 1.4
- assessment of systems within Queensland Health's Corporate Office and other statewide services
- consideration of issues raised in papers released by the Morris Inquiry
- consideration of issues raised in papers released by Queensland Health
- consideration of material referred from the Morris Inquiry relating to systemic issues.

This report builds on the findings and principles in the *Queensland Health Systems Review Interim Report, July 2005* (Interim Report). It also includes findings from consultation with Corporate Office staff, submissions and systemic issues identified by the Commission of Inquiry. The recommendations for systems change and an organisation reform strategy outline how Queensland Health can implement far reaching reforms to achieve improved health outcomes for Queensland Health service consumers, patients and the community generally.

1.5 The Interim Report

The Interim Report provided an overview of the current Australian and Queensland health system, the range of Queensland Health's services and its systems. It described Queensland Health's role in the broader health system and identified areas that impact on the effectiveness in fulfilling this role.

It analysed Queensland Health's service delivery quality and outcome performance. This included comparison with other jurisdictions, the cost effectiveness of services, and the nature of Queensland's workforce management systems.

The Interim Report highlighted preliminary views based on district visits and submissions received in relation to: rural, regional and remote issues; Indigenous communities, community and patient advocates; the terms of reference – administrative systems, clinical workforce management and performance management systems; and culture.

The Executive Summary from the Interim Report is included as Appendix 1.5.

Following release of the Interim Report the Queensland Government announced funding for initiatives totalling \$20 million including: 20 extra specialist doctors; \$2 million for emergency, renal medicine and operating theatres in Bundaberg; 11 extra hospital beds; \$2.1 million for acute beds to help hospitals manage winter demand; 19 additional clinical staff to focus on preventing chronic disease; funding for 6 multi-disciplinary teams to help patients with chronic respiratory diseases and heart failure; and training for rural doctors and nursing home staff.

1.6 Final report structure

This report comprises summary information from the Interim Report as well as findings from submissions, the review of Corporate Office, and consultation with numerous stakeholders including unions, other government and non-government organisations and community representative groups. The advisory panels and interstate research visits made a significant contribution. The findings regarding the current systems and research conducted on the elements of good administrative, workforce and performance monitoring systems inform the recommendations to improve health outcomes for Queenslanders. A program of reform to renew Queensland Health's capacity to address its problems includes a reform plan to guide how the Queensland Government and Queensland Health can implement change to achieve improved health outcomes.

This report is structured as follows:

Chapter 2 provides an overview of the current state of Queensland Health's systems including a summary of information contained in the Interim Report and the key findings from consultation and research.

Chapter 3 describes Queensland's future health system, the community's expectations of the health system and the challenges Queensland faces in meeting these expectations. Future demands for health services are detailed together with an analysis of fundamental changes which may need to be considered to ensure the sustainability of safe and quality public health services.

Chapters 4 to 13 outline Queensland Health's culture and current systems for each of the terms of reference. Each chapter details the findings from consultation and, based on analysis of possible options, identifies the directions for change and specific recommendations.

Chapter 14 outlines the organisation reform strategy and an indicative plan of stages and timing for programs of change and improvement to guide the Government's reform intentions.

A summary of the recommendations is included following the Executive Summary.