Department of Health Governance Framework

July 2019
Department of Health Governance Framework

Published by the State of Queensland (Queensland Health), July 2019

This document is licensed under a Creative Commons Attribution 3.0 Australia licence. To view a copy of this licence, visit creativecommons.org/licenses/by/3.0/au

© State of Queensland (Queensland Health) 2019

You are free to copy, communicate and adapt the work, as long as you attribute the State of Queensland (Queensland Health).

For more information contact:
Risk, Assurance and Information Management Branch, Corporate Services Division, Department of Health, GPO Box 48, Brisbane QLD 4001, email GRC@health.qld.gov.au, phone (07) 3082 0591.

An electronic version of this document is available at www.health.qld.gov.au

Disclaimer:
The content presented in this publication is distributed by the Queensland Government as an information source only. The State of Queensland makes no statements, representations or warranties about the accuracy, completeness or reliability of any information contained in this publication. The State of Queensland disclaims all responsibility and all liability (including without limitation for liability in negligence) for all expenses, losses, damages and costs you might incur as a result of the information being inaccurate or incomplete in any way, and for any reason reliance was placed on such information.
Contents

Introduction ...................................................................................................................................... 3
1. Good governance requirements .................................................................................................. 5
2. Governance principles .............................................................................................................. 6
3. Key governance elements ......................................................................................................... 6
   Plans ........................................................................................................................................... 6
   Structures .................................................................................................................................... 7
   Policies and controls .................................................................................................................. 7
   Resources .................................................................................................................................... 9
   Reports ....................................................................................................................................... 9

Version control .............................................................................................................................. 11
Appendix A – References .............................................................................................................. 12
Appendix B – Quick Guide ............................................................................................................ 13
Introduction

The Framework

The Department of Health Governance Framework (the Framework) identifies the governance principles and practices that drive and support implementation of good public sector governance across the department.

Public sector governance refers to “the arrangements and practices which enable a public sector entity to set its direction and manage its operations to achieve expected outcomes and discharge its accountability duties.” (ANAO, 2014: 7).

Good governance is fundamental to an effective organisation and is the hallmark of a well-managed entity. The Framework provides the foundations of good governance in the department and outlines the department’s direction, control and accountability environment.

A commitment to good governance is fundamental to the achievement of the department’s Strategic Plan, which is our contribution to the 10-year vision and strategy for Queensland My health, Queensland’s future: Advancing health 2026 (the Vision). We all have a part to play to strengthen performance and accountability to support continued enhancement and delivery of health services to Queenslanders.

The Framework is a requirement under the Financial and Performance Management Standard 2009 and applies to all Department of Health (department) staff. It is also a useful resource for Hospital and Health Services (HHSs) and broader system stakeholders to better understand the department’s governance arrangements.

The Framework is structured in five components:

- Section 1 – Good governance requirements
- Section 2 – Governance principles
- Section 3 – Key governance elements
- Appendix A – Reference list
- Appendix B – Quick Guide.

The department operates in a complex and evolving public sector health system and the department is responsible for the overall management of the public health system, defined in the Hospital and Health Boards Act 2011 (HHB Act 2011) and through the Director-General as the accountable officer. Fulfilling and meeting the elements of our Governance Framework helps to ensure successful delivery of our operations efficiently, effectively and economically.

Departmental Governance

The Framework provides an outline of governance arrangements within the department and is established in the context of the HHB Act 2011, other applicable legislation and regulation, policies, frameworks, service agreements and governance arrangements.
Governance of the department, and system, is complex and multi-faceted given the complex and evolving nature of the public health system. Diagram 1 below provides a representation of the interrelationship between the basic components of governance within the department.

![Diagram 1 - Governance interrelationships within the department](image)

The **HHB Act 2011** is the central piece of legislation guiding the governance of the department and the system. The Charter of Responsibilities supports clarity of responsibilities and a culture of system mindedness consistent with the **HHB Act 2011**.

The Vision and Ministerial Charter Letter set out the longer-term priorities for health in Queensland and for the health system. Internally, these are translated through the strategic plan and key initiatives to deliver on government commitments to the community.

Strategy execution occurs through operational planning, budgeting and program delivery and is enabled through effective organisational and governance structures, leadership and culture.

The department is structured into divisions and business areas, and peak governance bodies formed and structured to manage and govern delivery on the Vision and strategic plan. These peak governance bodies and organisational structures guide the operations of the department and relationship with other parts of the health system in the context of a broad range of policies, controls and frameworks.

The Queensland Ambulance Service works under this framework however maintains its own related governance arrangements through the responsible Commissioner and Queensland Ambulance Service structure.
1. **Good governance requirements**

The department receives public funding to achieve government’s objectives for public health service delivery in the community. In this public sector context, good governance has two main requirements (ANAO, 2014):

**Performance** – how we design and operate our governance arrangements and practices to shape and enable our overall performance and delivery of effective, efficient and economical departmental services:

- Plan for high performance through systematic strategic and operational planning, supported by robust financial management.
- Clearly define outcomes and improve results through effective use of performance information.
- Successfully engage with and strategically manage risks; and take advantage of opportunities.
- Evaluate and review programs to build on strengths and improve outcomes for the community.
- Drive continuous improvement by supporting the implementation of best practice and innovation.

**Accountability** – how we design and operate our governance arrangements and practices within the department to provide visibility of results to leadership, the Government, the Parliament, and the community. To meet our applicable legislative and policy obligations as well as public expectations of openness, transparency and integrity:

- Establish clear roles, responsibilities and accountabilities for decisions and actions.
- Clear expectations and transparency in reporting on performance and operations of the department.
- Build on relationships with stakeholders to ensure services are fit for purpose.
- Individuals and groups exhibit high standards of probity and integrity in providing services, including managing conflicts of interest.

We strike the right balance between performance and accountability to deliver effective, efficient and economical services. Performance without accountability erodes government and public trust and confidence in the department. The way we prioritise our expenditure and be accountable for decisions must be consistent with organisational objectives and good governance principles and practices.
2. Governance principles

The following governance principles underpin all the work that we do, and decisions we make, and ensure that all staff operate to expected public sector values and standards:

- **leadership** – achieving good governance through leadership from the top
- **accountability** – being answerable for decisions and having meaningful mechanisms in place to ensure adherence to all applicable standards
- **transparency / clarity** – having clear roles and responsibilities and clear procedures for making decisions, exercising power and communicating decisions
- **integrity** – acting impartially, ethically and in the best interests of the public and the health system
- **efficiency** – ensuring the best use of resources to further the aims of the department and the public health system.

These governance principles are further guided by requirements of the *Public Service Act 2008, Public Sector Ethics Act 2008, HHB Act 2011* and the Code of Conduct.

3. Key governance elements

The Framework is implemented through a range of key governance elements, such as plans, structures, policies and controls, resources, and reports that help us to meet our obligations and contribute to the vision of Queenslanders being among the healthiest people in the world.

These elements have also been mapped against the five Cultural Success Factors (connectedness, performance, clarity, respect, and capability) in the Quick Guide at Appendix 2, demonstrating the importance of our culture and behaviours to effective governance. The department is building a positive culture that is vibrant, innovative and collaborative to enable staff to achieve the vision. Governance elements need to both align to and be supported by this evolving culture.

A short description of each key governance elements is provided below, with hyperlinks to more detailed information. An asterix (*) indicates that the document is only available to Queensland Health staff on the Queensland Health Electronic Publishing System (QHEPS).

**Plans**

- **Advancing health 2026 (vision)** articulates a 10-year vision and strategy for Queensland’s health system, overseen by a committee chaired by the Minister for Health and Minister for Ambulance Services.
- **Ministerial Charter Letter** details the Government’s commitments and priorities the Minister for Health and Minister for Ambulance Services is responsible for delivering through the agencies within the Health Portfolio.
- **Charter of Fiscal Responsibility** outlines the Government’s fiscal strategy.
Queensland Health Budget and Service Delivery Statements outline Queensland Health’s portfolio budget, future highlights, recent achievements, performance, staffing, administered items, services, and service standards/ measures.

Department of Health Strategic Plan 2019-2023 is a core planning document for the department, outlining the department’s strategies for supporting the health and wellbeing of all Queenslanders and contribution to Advancing health 2026.

Department of Health Operational Plan* annual (financial year) plan outlining the short-term and high-level activities that will contribute to delivery of strategic objectives.

Strategic Management Planner highlights management and corporate governance activities that occur throughout the year across the Queensland public sector.

Structures

Hospital and Health Boards Act 2011 is an Act to provide for the delivery of public sector health services and other health services in Queensland.

Charter of Responsibility* supports the effective functioning of the Queensland public health system by establishing a shared commitment to system mindedness, a culture of respect, and clarity of roles and responsibilities of the department and HHSs, based on the legislative provisions of the HHB Act 2011.

Queensland Health organisational structure outlines Queensland Health’s organisational structure, including the department and 16 HHSs.

Health statutory agencies are non-departmental government entities within the Health portfolio including HHSs, Office of the Health Ombudsman, Queensland Mental Health Commission, Health and Wellbeing Queensland, Hospital Foundations, the QIMR Berghofer Medical Research Institute Council, mental health authorities and ministerial advisory committees.

Department of Health organisational structure* outlines the department’s divisions and business units.

Governance Committees* peak governance structures that support the department and health system governance.

Functional System Leadership Model* outlines how the department leads and enables the Queensland health system.

Policies and controls

Policy and Standards Register provides access to departmental policy documentation.

Health Service Directives list of health service directives issued to HHSs by the Director-General.

Health Employment Directives list of health employment directives issued by the Director-General that are binding on the department and HHSs.

General legislation compliance* policy documentation outlining roles and responsibilities related to monitoring and reporting of compliance with general legislation.

Administering portfolio legislation policy documentation related to administering of portfolio legislation by the Prevention Division (use ‘portfolio’ as the search term in the legislation document schedule).
Corporate Delegations* policy documentation and details related to the department’s corporate delegations (including for example, Expenditure, Corporate Card, Human Resources, Right to Information and Information Privacy, Public Records and Real Property).

Public health delegations* public health related delegations by position (use ‘delegation’ as the search term in the legislation document schedule).

Internal Control Framework* describes the strategies, policies, practices and procedures established to manage and mitigate risks in the achievement of departmental objectives. Internal controls also promote efficiency, ensure integrity in financial information and reduce the risk of loss, both intentional and unintentional.

Control Framework for Expenditure* provides an overview of the requirements for purchasing, expenditure approvals and internal controls regarding those processes. The internal controls set out a compliance framework that reduces the risks associated with purchasing and expenditure approvals.

Financial Management Practice Manual* a statement of the policies that govern the financial, accounting, tax and controls aspects of the department.


Department of Health Performance Management Framework* sets out the department’s requirements for performance management, enabling a clear line of sight between planning, measuring and monitoring performance, and public reporting.

HHS Performance Framework sets out the framework in which the department monitors and assesses the performance of HHSs and Mater Health Services, South Brisbane.

HHS Service Agreements service agreements in place between the department and each HHS for the provision of public health services.

Enterprise Risk Management Framework* describes the intent, roles and responsibilities, accountabilities and processes for the department’s risk management.

Fraud and Corruption Control Framework* supports the department’s zero tolerance for corrupt conduct, fraud and maladministration.

Procurement Framework* high-level framework for procurement and related contract management activity, as well as supporting guide and procedures that assist management of expenditure on services, supplies, equipment and general purchases.

Investment Management Framework* provides a framework to ensure initiatives requiring capital funding are identified, selected, prioritised and managed to optimise performance and return on investment.

eHealth Investment Governance Framework* provides a framework to facilitate assurance that investment in eHealth across the ecosystem aligns with strategy, supports clinical and business objectives and results in the prudent and efficient investment in enabling technologies that are either common or interoperable, as required.

Business Continuity Management Framework* guiding framework and supporting tools designed to help business units to establish and improve their business continuity programs or planning arrangements.
Business Resilience* a collection of key departmental resources, communiques and contacts relating to security, emergency procedures and business continuity to build capacity to better manage threats to business success, both expected and unexpected.

Safety and Wellbeing Management* information on the department’s Safety Management System that provides a systematic approach to safety in the workplace.

Performance, Capability and Recognition Strategy* ensures that within the department, we have the necessary capability to guide our people, drive performance, and deliver on our strategic objectives.

Mandatory training* the suite of required training, as mandated by relevant legislation, codes of practice, directives, policies and service agreements, all department employees regardless of role or location, must complete.

Code of Conduct for the Queensland Public Service applies to all department employees and reflects the principles of integrity and impartiality, promoting the public good, commitment to the system of government, accountability and transparency.

Resources

Queensland Public Service values five values that guide our behaviour and the way we do business.

Working for Queensland Survey* provides valuable insight into the culture and climate of the department. It allows teams and employees to understand what’s working well, and to understand and respond to improvement opportunities.

Cultural Success Factors and Behaviours* represent our aspirational culture, underpinned by the behaviours we collectively value, which will help us deliver our vision of healthier Queenslanders.

Capability and Leadership Framework Queensland Public Service Commission tools to assist the department to develop the capability and leadership of people at all levels through the department.

Professional development* information about education, professional development and training entitlements.

Position role descriptions* job description and evaluation tools, training programs and support.

Managing employee complaints* information to assist staff with managing and reporting concerns about incident or issues that may have occurred in the workplace.

Public interest disclosures* information relating to reporting a concern or complaint about certain types of wrongdoing or danger.

Reports

Department of Health Annual Report provides an overview for Parliament and the community, of the department’s financial and non-financial performance and key achievements.

Open Data Strategy lists data collected by the department, timetables for its release and standards for data management.

Publication scheme sets out the range of information the department makes routinely available.
**Internal Audit** assists management in reviewing and evaluating the adequacy and effectiveness of controls regarding the department’s governance activities, day-to-day operations and information systems.

**External review** (QAO, Parliamentary Committees) the department is subject to a range of external review processes, including, for example, those conducted by the Queensland Auditor-General and Parliamentary Committees.
Version control

The Framework will be regularly reviewed and updated by the Corporate Services Division.

<table>
<thead>
<tr>
<th>Version</th>
<th>Date</th>
<th>Description of change / revision</th>
</tr>
</thead>
<tbody>
<tr>
<td>V1.0</td>
<td>5 July 2017</td>
<td>Endorsed first version</td>
</tr>
<tr>
<td>V1.1</td>
<td>31 July 2018</td>
<td>Updated hyperlinks</td>
</tr>
<tr>
<td>V2.0</td>
<td>9 August 2019</td>
<td>Updated hyperlinks and references</td>
</tr>
</tbody>
</table>
Appendix A – References

ASX, 2014, Corporate Governance Principles and Recommendations, 3rd Edition

Australian Institute Of Company Directors, 2014, Guiding Principles of Good Governance


Australian Public Service Commission, 2007, Building Better Governance, Australian Government


International Federation of Accountants, 2014, International Framework: Good Governance in the Public Sector


New South Wales Government – Premier and Cabinet, 2013, NSW Public Sector Governance Framework

Queensland Department of Education and Training, 2016, Corporate Governance Framework

Queensland Department of Transport and Main Roads, 2016, Corporate Governance Framework


Good public sector governance

Performance
How we design and operate our governance arrangements and practices to shape and enable our overall performance and delivery of effective, efficient and economical services.

Accountability
How we design and operate our governance arrangements and practices within the department to:
- Leadership – achieving good governance through leadership from the top.
- Accountability – being answerable for decisions and having meaningful mechanisms in place to ensure adherence to all applicable standards.
- Transparency / clarity – having clear roles and responsibilities and clear procedures for making decisions, exercising power and communicating decisions.
- Integrity – acting impartially, ethically and in the interests of the department and the health system.
- Efficiency – ensuring the best use of resources to further the aims of the department and public health system.

Governance principles

Governance elements
plans, structures, policies, resources, and reports aligned to and supported by our positive culture and behaviours:

CONNECTEDNESS
Connecting with each other, our community and the system

PERFORMANCE
Aspiring to high-performance and supporting excellence

CLARITY
Understanding our role and the contribution we all make

RESPECT
Respecting others and valuing diversity

CAPABILITY
Continually developing our own capability and others
Index of key governance elements

Governance elements, such as plans, structures, policies, resources and reports ensure we meet our obligations and contribute to the vision of Queenslanders being among the healthiest people in the world. The key elements are mapped below against the cultural success factor/s they most clearly reflect, to demonstrate the importance of how we operate to effective governance within the Department of Health.

<table>
<thead>
<tr>
<th>Plans</th>
<th>Policies &amp; controls</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advancing health 2026 (vision)</td>
<td>HHS Performance Framework</td>
</tr>
<tr>
<td>Ministerial Charter Letter</td>
<td>HHS Service Agreements</td>
</tr>
<tr>
<td>Charter of Fiscal Responsibility</td>
<td>Enterprise Risk Management Framework*</td>
</tr>
<tr>
<td>Health Budget and Service Delivery Statements</td>
<td>Fraud and Corruption Control Framework*</td>
</tr>
<tr>
<td>Strategic Plan</td>
<td>Procurement Framework*</td>
</tr>
<tr>
<td>Operational Plan*</td>
<td>Investment Management Framework*</td>
</tr>
<tr>
<td>Strategic Management Planner</td>
<td>eHealth Investment Governance Framework*</td>
</tr>
<tr>
<td>Hospital and Health Boards Act 2011</td>
<td>Business Continuity Management Framework*</td>
</tr>
<tr>
<td>Charter of Responsibility*</td>
<td>Business Resilience*</td>
</tr>
<tr>
<td>Queensland Health organisational structure</td>
<td>Safety and Wellbeing Management Framework*</td>
</tr>
<tr>
<td>Health statutory agencies</td>
<td>Performance, Capability and Recognition Strategy*</td>
</tr>
<tr>
<td>Department organisational structure*</td>
<td>Mandatory training*</td>
</tr>
<tr>
<td>Governance Committees*</td>
<td>Code of Conduct for the Queensland Public Sector</td>
</tr>
<tr>
<td>Functional System Leadership Model*</td>
<td>Queensland Public Service values</td>
</tr>
<tr>
<td>Policy and Standards Register</td>
<td>Working for Queensland*</td>
</tr>
<tr>
<td>Health Service Directives</td>
<td>Cultural Success Factors and Behaviours*</td>
</tr>
<tr>
<td>Health Employment Directives</td>
<td>Capability and Leadership Framework</td>
</tr>
<tr>
<td>General legislation compliance*</td>
<td>Professional development*</td>
</tr>
<tr>
<td>Administering portfolio legislation*</td>
<td>Position role descriptions*</td>
</tr>
<tr>
<td>Corporate Delegations*</td>
<td>Managing employee complaints*</td>
</tr>
<tr>
<td>Public health delegations*</td>
<td>Public interest disclosures</td>
</tr>
<tr>
<td>Internal Control Framework*</td>
<td>Annual Report</td>
</tr>
<tr>
<td>Control Framework for Expenditure*</td>
<td>Open Data Strategy</td>
</tr>
<tr>
<td>Financial Management Practice Manual*</td>
<td>Publication scheme</td>
</tr>
<tr>
<td>Queensland Government Performance Framework</td>
<td>Internal Audit*</td>
</tr>
<tr>
<td>Department Performance Management Framework*</td>
<td>External review *(QAQ, Parliamentary Committees)</td>
</tr>
</tbody>
</table>

* Link only available to Queensland Health employees.