

Framework for Rostering in NSW Health

2018–2023

Right People, Right Skills, Right Place



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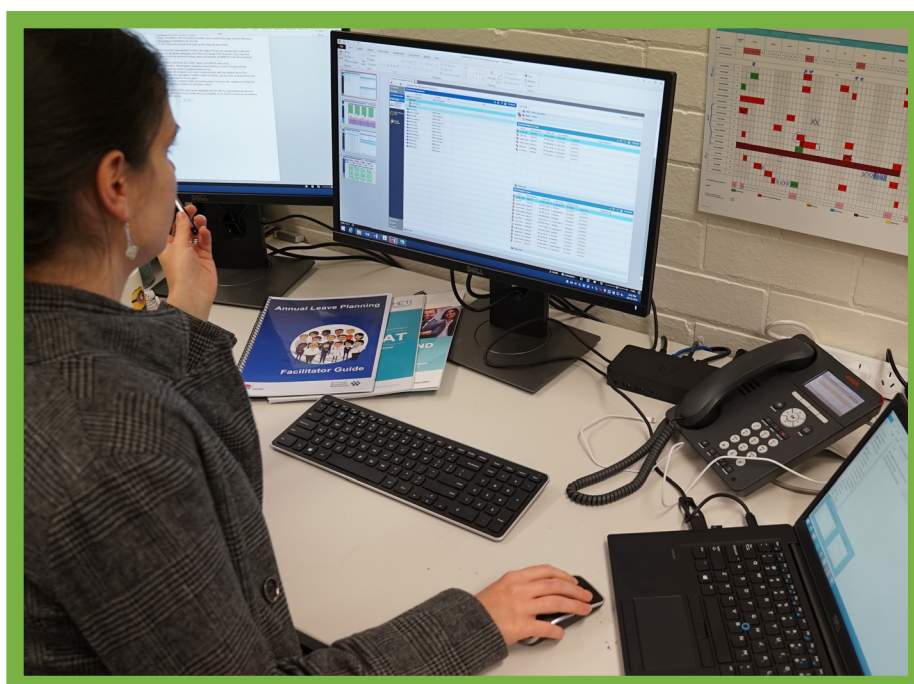
Further copies of this document can be downloaded from the NSW Health website
www.health.nsw.gov.au www.health.nsw.gov.au/rostering/Pages/default.aspx

April 2018



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Message from the Secretary



In 2015 we published the revised ***NSW Health Professionals Workforce Plan 2012-2022***. This describes the strategies that NSW Health will implement to ensure we recruit, train and retain the right people to meet the current and future health needs of our community. We identified our vision to be 'Right People, Right Skills, Right Place'.

Rostering is a critical enabler to the achievement of this vision. It ensures staffing resources are allocated appropriately in order that the right person with the right skills is available in the right place to provide excellent patient care every time and to foster an environment that supports the health and wellbeing of our staff. However, it is a complex and often difficult task, influenced by a broad range of sometimes competing factors including:

- Increasing pressure for greater efficiency in how we manage and deploy our staff
- Increasing demand due to an ageing population and the challenges of maintaining an appropriately resourced and skilled workforce to match this growth
- Ensuring equity in staffing decisions to support an inclusive and fair culture
- Expectations on managers to be experts in workforce management whilst also maintaining their critical clinical focus.

We recognise these challenges, together with the opportunities they afford for NSW Health. Optimal rostering has demonstrated benefits to improving patient safety and quality, supporting the health and wellbeing of our staff and represents better value care for the system.

We have gone some way towards achieving these outcomes through the implementation of several new rostering initiatives over the last few years, including the state-wide rollout of the new electronic rostering system, HealthRoster. However, there is further work to be done. With this in mind we have developed the ***Framework for Rostering in NSW Health 2018-2023*** (the Framework). The Framework provides information on the key initiatives that will play a part in maturing and optimising rostering over the next five years, from increasing the rostering capabilities of our staff to improving rostering processes and enhancing the technology solutions.

I therefore encourage all parts of NSW Health to make rostering a priority and to continue to embrace and invest in the changes required to achieve our vision of right people, right skills, right place.

Elizabeth Koff
Secretary, NSW Health

Introduction

Why is rostering important?

In 2016/17 the total budget for NSW Health was \$22 billion, of which staffing costs represented nearly 60%. Staff are therefore our biggest and most important asset.

Rostering is the process which ensures these staff are allocated appropriately to match patient care demands. Effective rostering enables the delivery of safe and quality care and the appropriate management of staff fatigue and wellbeing. It covers the whole roster cycle, from building and maintaining a roster, to generating a pay file and managing retrospective (post pay) roster adjustments. Within this, rosters can vary in complexity, from the more straightforward units where staff will always work standard business hours, usually Monday to Friday each week, to large multidisciplinary units which require staffing 24 hours 7 days a week.

Effective rostering involves clinical, workforce and finance teams working together, taking into consideration factors such as patient needs, staff needs, organisational needs, the workforce and skills required to deliver services and workforce availability.

Rostering therefore plays a key role in:

	Patient safety and quality	Ensuring the right person with the right skills is available in the right place to provide excellent patient care every time
	Staff wellbeing and culture	Fostering an environment that supports the health and wellbeing of our staff, including fair and equitable rostering and appropriate management of fatigue
	Organisational productivity and performance	Supporting the productivity and sustainability of the health system and delivering better value care by optimising the use of our permanent, casual and supplementary workforce

What has been achieved to date?

A number of previous reports and policy directives have highlighted improvements that could be made to NSW Health rostering practices and led to a variety of initiatives being implemented. These include:



- Rostering Best Practice Team reviews, working with each Health Agency to standardise and reduce variation in practice and procedure through the development of a localised package of resources, guidelines, staff brochures and educational workshops with supporting local data
- Development of the NSW Health Rostering Resource Manual, which contains principles and rostering guidelines, as well as tools to facilitate best practice rostering and reporting across the State
- Roll out of the statewide rostering system, HealthRoster. HealthRoster provides a consistent approach to rostering with inbuilt rules and notifications to support award compliance and decision making. Roll out of HealthRoster is planned to be complete across the State in 2018. Roster Perform is an additional module of HealthRoster that provides real time management reporting
- Development of the Staffing Intelligence Application (SIA), an analytical tool available for executives of NSW Health organisations to discover workforce trends and patterns in relation to staff rostering and highlight possible areas for improvement
- Development of the Rostering Capability Framework (RCF). The RCF outlines new training, mentoring, support and culture initiatives designed to improve rostering capability in the NSW Health workforce
- Implementation of the RCF Proof of Concept, providing new elearning and face to face training workshops on leave management
- Monitoring of roster to payroll outcomes by HealthShare NSW. This includes working with Health Agencies on the ongoing management of over and under payments as well as providing Health Agencies with information to support improved processes locally
- Continued improvement to local rostering practices and processes by Health Agencies.

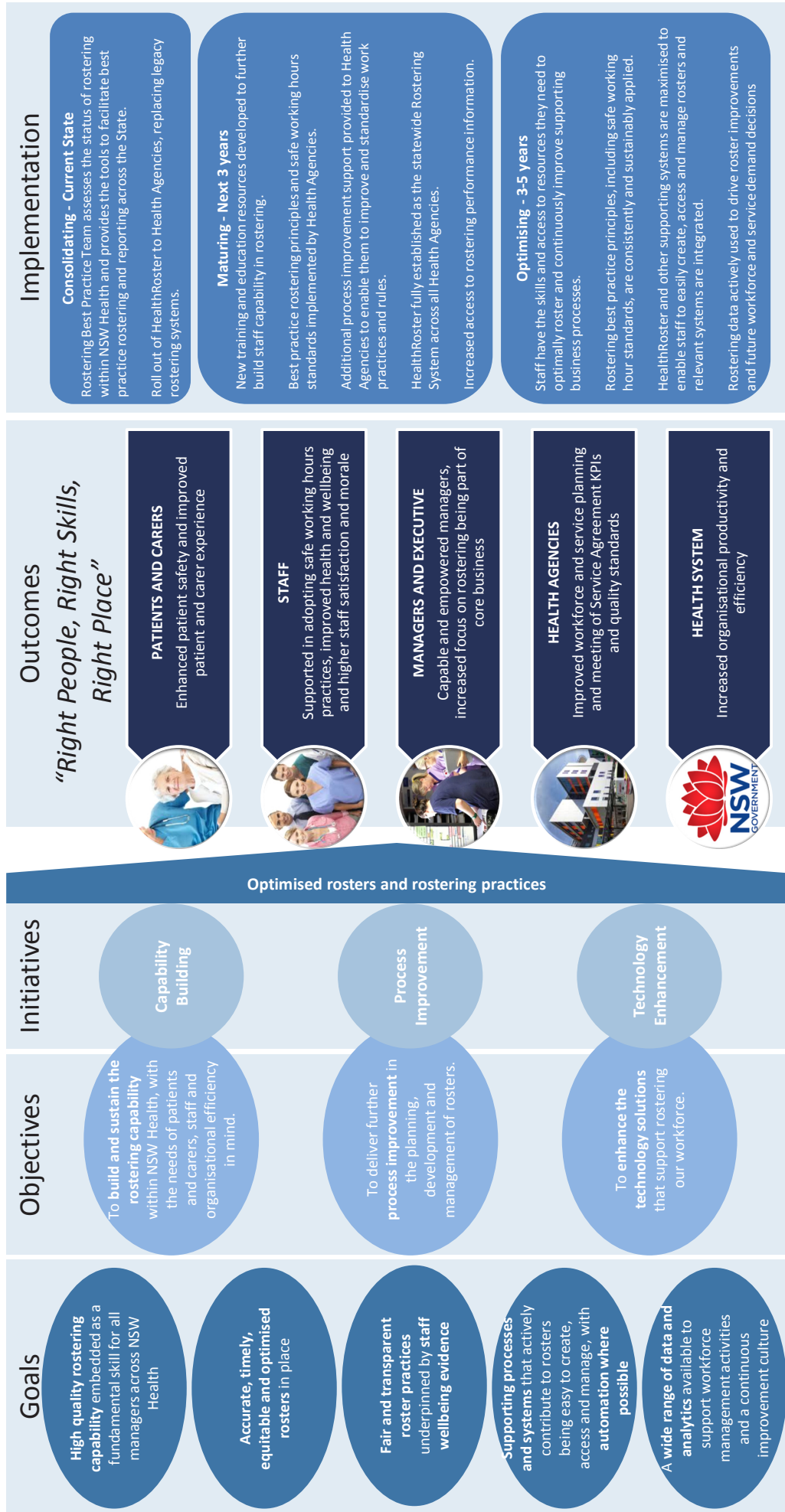
What is the purpose of the Framework for Rostering?

While a large amount of progress has been made, there still remains widescale variability in rostering practices and procedures across the State and there is scope for further improvements. The *Framework for Rostering in NSW Health 2018-2023* therefore outlines the goals, objectives and initiatives that will drive the direction of rostering over the next five years. It aims to raise the profile of rostering as a core part of a whole of health approach to improving patient care, facilitate consideration of staff fatigue and wellbeing when rostering, and ensure a collective commitment by the NSW Health workforce to embrace and invest in the rostering changes required to help realise the NSW Health Professionals Workforce vision of 'Right People, Right Skills, Right Place'.



Framework on a Page

Framework for Rostering in NSW Health 2018-2023



Strategies for Action

Goals

By 2023 we want:

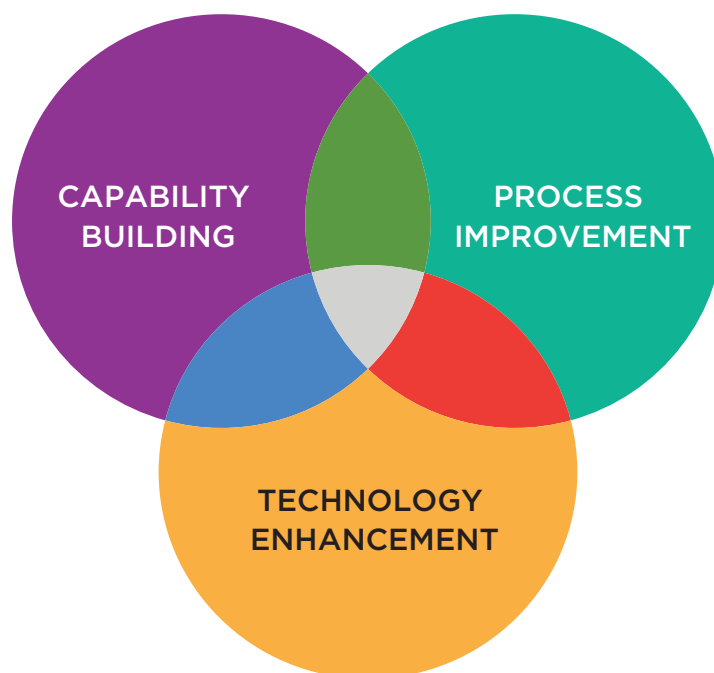
- High quality rostering capability embedded as a fundamental skill for all managers across NSW Health
- Accurate, timely, equitable and optimised rosters in place
- Fair and transparent roster practices underpinned by staff wellbeing evidence
- Supporting processes and systems that actively contribute to rosters being easy to create, access and manage, with automation where possible
- A wide range of data and analytics available to support workforce management activities and a continuous improvement culture

Objectives

With the future vision in mind, we have developed the *Framework for Rostering in NSW Health 2018-2023* and identified the following objectives to meet these goals:

1. To **build and sustain the rostering capability** within NSW Health, with the needs of patients and carers, staff and organisational efficiency in mind.
2. To **deliver further process improvement** in the planning, development and management of rosters.
3. To **enhance the technology solutions** that support rostering our workforce.

These objectives are all interlinked, with capability building for example assisting in process improvement, whilst better technology in turn assists with process improvement and capability building.



Initiatives

Each objective has a number of initiatives that will support it. A summary is provided below.

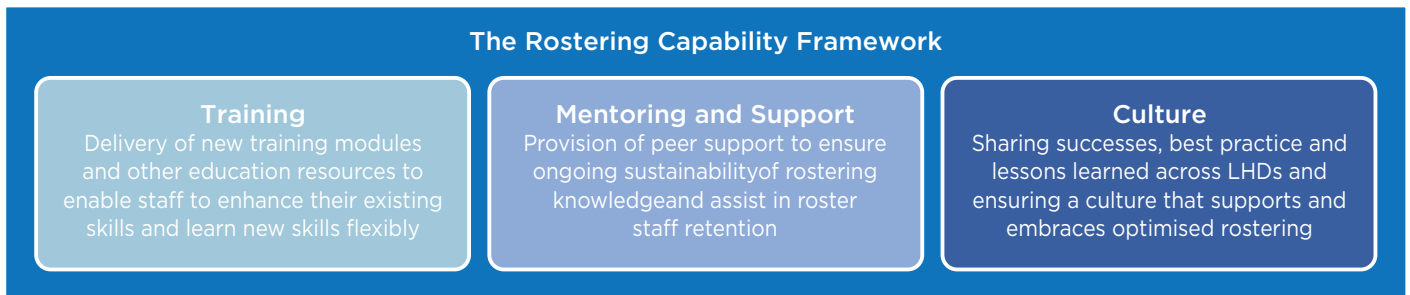
Capability Building

Staff new to rostering in NSW Health typically have no explicit introduction or training in how to roster and tend to learn their rostering skills from their predecessor or line manager, who pass down their practice as it has evolved locally. This had led to a proliferation of rostering practices across the State, and limited knowledge as to what constitutes a 'good' roster. Inequitable and inefficient rostering practices also frequently come up as areas of concern in the working experience of our staff, as seen in the NSW Health all staff 2013 and 2015 'Your Say' survey results and the 2016 whole of government 'People Matters' survey.

In order to offer staff additional rostering education and support, the decision was made at the end of 2015 to develop a Rostering Capability Framework (RCF). The RCF outlines:

- The rostering capabilities staff need at different levels of an organisation
- The initiatives that will help build and sustain these capabilities
- The principles that will underpin its delivery.

The RCF is based around three main streams of work: (1) Training, (2) Mentoring and Support and (3) Culture. The streams are mutually reinforcing and have been developed based on lessons learnt from other projects that if training is provided without the appropriate mentoring, support and culture initiatives being in place, then the information learnt during training is unlikely to lead to the desired behavioural change back within the organisation.



The RCF will provide new, existing and potential roster creators and roster managers with the skills and capabilities they need to roster staff to meet patient, staff and service needs. It will also support Health Agency managers, directors and executives in championing and embedding rostering changes within their organisations, and raise awareness of rostering and its role in wider service management activities such as improving patient flow and staff wellbeing.

Key Rostering Principles and Concepts

1 ABOUT 4 TRANSCRIPT 2 HELP



PRINCIPLE 6:

Rostering practices in NSW Health are based on co-operation between rostering managers and staff, in order to promote fairness in rostering and to deliver appropriate care to patients.

When not applied...

When applied...

Process Improvement

The NSW Health Rostering Best Practice Team (RBPT) facilitates best practice rostering across Health Agencies. Key outcomes of the Rostering Best Practice program include greater adherence to industrial awards, reduction in existing rostering process variations and inconsistencies, improvement in workforce resource allocation and fairer/more equitable rosters.

The eHealth NSW HealthRoster team has also been assisting Health Agencies in post implementation process improvement activities by using the HealthRoster system to its maximum potential, such as being able to use the Auto Roster system functionality based on the required demand and staff skill sets. In addition, HealthShare NSW works directly with Health Agencies to monitor and improve roster to pay outcomes.

Whilst this work will continue, there remains the potential to implement additional business process improvement initiatives and there is high demand from Health Agencies to receive further assistance in this area. Enhanced business process improvement staffing and support will therefore be provided, working directly with Health Agencies to implement improvements, foster standardisation and advise on the governance models and structures that most support optimised rostering. This will be assisted by:

- The RCF providing staff with the relevant skills they need to improve their rosters
- Greater adoption of digital technology to streamline and automate processes
- Consolidation of workforce and financial data and reporting systems to enable improved workforce planning and decision making.

Process improvement activities should lead to numerous benefits for staff, including faster turnaround times, a reduction in manual processing/entering the same information in multiple places, greater standardisation across workplaces and more transparency.

Technology Enhancement

The build and roll out of HealthRoster has been the key focus for the technical aspect of rostering over the last five years. The initial effort has been on creating and maintaining award compliant rosters that then generate a payfile, as well as providing online access to rosters for staff.

New functionality will continue to be rolled out in HealthRoster and other supporting systems over the next few years. Over time HealthRoster will become the system to support short and medium term operational decision making in regards to staffing, and become a fundamental part of how a hospital is run.

Technology will also work hand in hand with process improvement activities, helping achieve the benefits described above.



Implementation

Implementation of the Framework will take place over five years, with the focus of the next three years being on maturing our rostering capabilities in order to provide staff with the skills, knowledge and tools they need to then move into an optimisation phase.

Consolidating (current state)

Rostering Best Practice Team assess the status of rostering within NSW Health and provides the tools to facilitate best practice rostering and reporting across the State.

Rollout of HealthRoster to Health Agencies replacing legacy rostering systems.

Maturing (next 3 years)

New training and education resources developed to further build staff capability in rostering.

Best practice rostering principles and safe working hours standards implemented by Health Agencies.

Additional process improvement support provided to Health Agencies to enable them to improve and standardise work practices and rules.

HealthRoster fully established as the statewide Rostering System across all Health Agencies.

Optimising (3-5 years)

Staff have the skills and access to resources they need to optimally roster and continuously improve supporting business processes.

Rostering best practice principles, including safe working hour standards consistently and sustainably applied.

HealthRoster and other supporting systems are maximised to enable staff to easily create, access and manage rosters and relevant systems are integrated.

Rostering data actively used to drive roster improvements and future workforce and service demand decisions.

Outcomes

The outcomes to help achieve *'right people, right skills, right place'* as a result of the Framework are described below.

The Framework aligns strongly to the *NSW Health Strategic Priorities 2017-18*, in particular 'Strategy One: Supporting and Developing our Workforce'. The Framework also supports the vision and objectives within a number of other documents and initiatives, and improvements in rostering will actively contribute towards successful delivery of the wider health initiatives outlined in these documents. Further information is available in the 'Links to other Strategies' section.



Outcomes by group

Group	Outcomes	Rationale
Patients and Carers	<ul style="list-style-type: none"> Enhanced patient safety Improved patient and carer experience 	<p>Rostering practices have a direct impact on a patient's access to appropriately trained skilled staff.</p> <p>Improved rosters will enable the right staffing skill mix to optimise a multi-disciplinary care approach.</p>
Staff	<ul style="list-style-type: none"> Supported in adopting safe working hours practices Improved health and wellbeing Higher staff satisfaction and morale 	<p>Improvements to rosters and rostering practices, including a focus on safe working hours, should support staff in feeling that they are consistently rostered in an approach designed to deliver high quality care while ensuring their individual wellbeing is also a consideration. This includes a focussed approach on fatigue management.</p> <p>Staff being rostered effectively and equitably, using fair and transparent rostering processes, along with improved technology, should also significantly contribute to improved staff satisfaction and morale.</p>
Managers and Executive	<ul style="list-style-type: none"> Capable and empowered managers Increased focus on rostering being part of core business 	<p>Capability building initiatives, along with access to increased data and information, will assist in developing managerial and executive understanding of the importance of rostering and facilitate evidence based decision-making on workforce needs.</p>
Health Agencies	<ul style="list-style-type: none"> Improved workforce and service planning Meeting of service Service Agreement KPIs and quality standards 	<p>Rostering to service level and delivery demands will ensure that rostered staff are available to deliver quality patient care while being flexible to local needs and requirements.</p> <p>Improved workforce and financial data, including accurate recording of unrostered overtime, will also assist Health Agencies in strategic decision-making around future workforce requirements.</p> <p>Service Agreement Key Performance Indicators that should be directly impacted include premium staff usage and leave liability.</p> <p>Quality measures that may be positively impacted are: equity; safety; patient centred culture; efficiency; timeliness and accessibility; effectiveness and; appropriateness.</p>
Health System	<ul style="list-style-type: none"> Increased organisational productivity Increased organisational efficiency 	<p>It is essential for the sustainability of the health care system to identify initiatives that create better value healthcare, whilst maintaining the safety and quality of patient care. An organisation's number one cost is its people. Rostering has therefore been used a key driver for achieving increased organisational productivity and efficiency in other industries such as airlines and hospitality, but has yet to receive the same level of interest within the health sector. The initiatives outlined in the Framework for Rostering aim to develop, mature and optimise rostering across the State over the next five years to help address this.</p>

Enablers

Governance

The initiatives identified in this Framework will be brought together under a single governance structure within the Ministry of Health to ensure alignment of approach and a consistent drive towards common outcomes. The role of existing governance forums (such as the Rostering Steering Committee) will be reviewed to ensure there is appropriate oversight and tracking of the rostering initiatives. Local governance arrangements within LHDs/Ns to support rostering will also be reviewed.

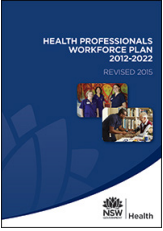

Change, Communications and Culture


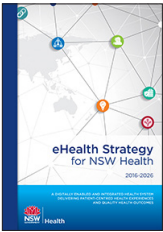


To enable successful adoption of initiatives in the Framework, a strong change management and communications approach is required. Change and communications activities will be built into the strategies for action, and where possible, process improvement and change management roles at the local level, for example the new Workforce Quality Improvement roles that a number of LHDs have established.

The culture must also support staff in developing and maturing their rostering capability and ensuring there is executive accountability for optimised rostering practices.

Links to other Strategies

The *Framework for Rostering in NSW Health 2018-2023* supports the vision and objectives within a number of other documents and initiatives, and improvements in rostering will actively contribute towards successful delivery of the wider health initiatives outlined in these documents.

Document/ Initiative	Description	Rostering Links
Health Professionals Workforce Plan 2012-2022 (Revised 2015) 	<p>The Plan aims to address the long-term projected workforce needs of NSW Health. It provides the policy objectives and local and collaborative activities to ensure that NSW trains, recruits and retains appropriate numbers of doctors, nurses and midwives and allied health professionals in the appropriate locations.</p>	<p>The Framework for Rostering contributes towards a large number of the strategies for action within the Plan, particularly:</p> <ul style="list-style-type: none"> • Integrated and comprehensive workforce planning • Provide effective working arrangements • Develop effective health professional managers and leaders • Recognise the value of generalist and specialist skills • Grow and support a skilled workforce • Effective use of our health care workforce.
The NSW State Health Plan: Towards 2021 	<p>The NSW State Health Plan: Towards 2021 provides a strategic framework which brings together NSW Health's existing plans, programs and policies and sets priorities across the system for the delivery of 'the right care, in the right place, at the right time'.</p> <p>The Plan highlights strategies to deliver on health priorities and improved health outcomes, and builds on previous reforms focusing on devolved decision-making, health system integration and increased transparency of funding and performance.</p>	<p>The Framework for Rostering contributes towards 'Strategy One: Supporting and Developing our Workforce' through its links to the <i>Health Professionals Workforce Plan 2012-2022</i> (described above).</p> <p>It also contributes towards 'Strategy Three: Enabling eHealth' where HealthRoster is explicitly mentioned under the commitment to invest in new business systems: "<i>Trial a new system, HealthRoster, to allow managers to more effectively match the availability and skill levels of staff to the needs of patients. The new system, which is earmarked for statewide roll-out, will also be linked with our payroll and HR systems</i>".</p>
Integrated Care Strategy	<p>In March 2014, the NSW Government announced the NSW Integrated Care Strategy, alongside an investment of \$120 million over four years from 2014-17. The aim is to develop a health system that people can navigate easily, which offers a better experience and outcomes for people through providing connected health services and continuity of care and which offers better value, avoiding duplication of services and tests, and unnecessary hospitalisations.</p>	<p>The initiatives within the Framework for Rostering will upskill staff capability in creating and managing rosters and provide a number of other process and technological improvements. These actively contribute towards integrated care by ensuring relevant health organisations have the 'right people with the right skills in the right place'.</p>
Whole of Health Program (WOHP)	<p>The Whole of Health Program (WOHP) is a centrally facilitated but locally led Program which aims to improve access to care for patients across NSW. The Program recognises that in order to reduce delays, it requires a 'whole of hospital' approach to streamlining systems, people and processes across the whole care continuum. With ever increasing numbers of emergency department presentations, smooth patient flow and ease of access become more and more critical, in order to ensure there are hospital beds available for those who need them most.</p>	<p>The initiatives within the Framework for Rostering will upskill staff capability in creating and managing rosters and provide a number of other process and technological improvements. These will help contribute towards patient flow improvement strategies, streamline the appropriate deployment of staff to meet service need and ensure the hospital has the 'right people with the right skills in the right place'.</p>

Document/ Initiative	Description	Rostering Links
<p><u>JMO Wellbeing and Support Plan</u></p> 	<p>The NSW Health JMO Wellbeing and Support Plan has been developed during 2017 to improve support mechanisms for the junior medical workforce, particularly in regards to their wellbeing and mental health.</p> <p>Consultation for development of the Plan highlighted that staff felt fatigued due to their working hours and rostering practices were potentially unsafe. They also felt it was difficult to take leave, and that there was an implicit culture around not claiming unrostered overtime so the actual service demand remains unknown.</p>	<p>The Plan makes a commitment to conducting a review of existing JMO rosters/rostering practices to identify any evidence of unsafe working hours. This information will be used to develop new policies and practices around safe working hours. Health Agencies and Medical Colleges are also looking at additional workforce support measures they can put in place to support JMOs.</p>
<p><u>eHealth Strategy for NSW 2016-2026</u></p> 	<p>The eHealth Strategy for NSW Health 2016-2026 has been developed to guide NSW to deliver worldclass, eHealthenabled healthcare services across the State over the next decade.</p> <p>The Strategy sets the focus and underpinning principles for NSW to realise the vision of ‘a digitally enabled and integrated health system delivering patientcentred health experiences and quality health outcomes’.</p>	<p>Rostering is explicitly mentioned in the eHealth Strategy:</p> <p><i>“Workforce and Business Management Systems: NSW Health will continue to develop and enhance systems and tools to improve workforce management, support our staff and effectively manage our business through initiatives such as Human Capital Management, Streamlined Credentialing, Workforce Information and Rostering Systems, Financial and Asset Lifecycle Management and Learning Management Solutions.”</i></p>
<p><u>Public Sector Capability Framework</u></p> 	<p>The NSW Public Sector Capability Framework is a key deliverable against the Public Service Commission’s Strategic Priority to develop NSW public sector capability. The Framework provides a common foundation for creating roles, recruiting to roles, managing performance, capability development, career planning and more broadly, workforce planning.</p>	<p>The Rostering Capability Framework, which is a core part of the Framework for Rostering, can be used in conjunction with the Public Sector Capability Framework, and provides the additional capabilities required of rostering staff that is specific to NSW Health.</p>
<p><u>NSW Health Leadership and Management Education Directory</u></p> 	<p>The Directory enables managers from all NSW Health organisations to navigate the wide range of Leadership and Management education options available for their employees.</p>	<p>The Rostering Capability Framework will look to utilise existing leadership and management education opportunities for enhancing rostering education across the State and ensuring it is seen as a core skill of those in roster creation, roster management, roster approval and service demand planning roles.</p>

Consultation

A large number of individuals and governance groups at the NSW Ministry of Health, eHealth NSW, HealthShare NSW, the Health Education and Training Institute (HETI) and Health Agencies have been consulted in the development of this Framework.

The contact point for further information in regards to the Framework is:

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Glossary

HETI	Health Education and Training Institute
JMO	Junior Medical Officer
LHD/N	Local Health District/Network
RBPT	Rostering Best Practice Team
RCF	Rostering Capability Framework. A new program that will deliver training, mentoring and support and culture streams of work to help build staff rostering capability
SHN	Specialty Health Networks
SIA	Staffing Intelligence Tool
WOHP	Whole of Health Program



