



Health Complaints Trends Report 2016-17 to 2020-21

November 2021



Supporting improvement through complaint resolution



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Summary of provider managed complaints 2016-17 to 2020-21

Complaint trends and demographics

- The 7,698 complaints received in 2020-21 represent a 16% increase from 2019-20. It was also the highest amount for the five year period assessed.
- Complaints are most frequently made by the consumer (as opposed to a representative).
- Complaints are more likely to concern females than males, and most likely to concern consumers aged 70 or older.
- The majority of service providers closed over 90% of complaints within 90 days.

Complaint issues

- The most common complaint categories related to quality of clinical care, communication and access. These have remained unchanged since 2016-17, and account for approximately 70% of all complaint issues over the past five years. Specifically within these categories:
 - Quality of clinical care 'Inadequate treatment/therapy', 'inadequate assessment' and 'discharge or transfer arrangements' are most frequently identified in regards to quality of clinical care.
 - **Communication** 'Misinformation or failure in communication (but not 'failure to consult')', 'inappropriate verbal/non-verbal communication', and 'failure to listen to consumer/consumer representative/carer/family' are most frequently identified in regards to communication.
 - Access 'Delay in admission or treatment', 'inadequate resources/lack of service', and 'waiting list delay' are most frequently identified in regards to access.

Complaint outcomes

• The most common outcomes have remained consistent across the five years from 2016-17 to 2020-21. These were, 'apology from the service provider', 'explanation from the service provider' and 'acknowledgement of the individual's concerns'.

Mental Health Complaints

- A subset of mental health complaints are collected from the public Health Service Providers (HSP's). In 2020-21, 515 complaints were received. This represents a 56% increase from the number of complaints received in 2019-20 (330), although is consistent with 2018-19 (516).
- Mental health complaints were more likely to concern consumers under the age of 30 (49%) than complaints about health services were (19%).
- The most common mental health complaint issues in 2020-21 were 'quality of clinical care', 'communication', and 'rights, respect and dignity'. These have been the most frequently cited since 2018-19.



1. Introduction

The Health and Disability Services Complaints Office (HaDSCO) is an independent Statutory Authority offering an impartial resolution service for complaints relating to health, disability and mental health services in Western Australia and the Indian Ocean Territories.

The functions of HaDSCO are set out in the governing legislation; the *Health and Disability Services (Complaints) Act 1995*, Part 6 of the *Disability Services Act 1993* and Part 19 of the *Mental Health Act 2014*. HaDSCO's main functions under these Acts are to:

- Deal with complaints by negotiated settlement, conciliation or investigation.
- Review and identify the causes of complaints.
- Provide advice and make recommendations for service improvement.
- Educate the community and service providers about complaint handling.
- Inquire into broader issues of health, disability and mental health care arising from complaints received.
- Work in collaboration with the community and service providers to improve health, disability and mental health services.
- Publish the work of the Office.
- Perform any other function conferred on the Director by the *Health and Disability Services (Complaints) Act 1995* or another written law.

Under Section 75 of the *Health and Disability Services (Complaints) Act 1995* and the *Health and Disability Services (Complaints) Regulations 2010*, each year HaDSCO collects de-identified complaints data prescribed health service providers in Western Australia. This data is collected through HaDSCO's Health Complaints Data Collection Program, which commenced in 2009-10.

The information provided in this report provides analysis of the complaint trends observed through the Health Complaints Data Collection Program between 2016-17 and 2020-21. The information in this report can assist organisations to learn from complaints and improve service delivery to ensure patient-centred care for a sustainable health system.

Information about the methodology used to prepare this report is provided in Appendix 1, and definitions of the terms used in this report are provided in Appendix 2.

The providers prescribed under Section 75 of the *Health and Disability Services* (*Complaints*) Act 1995 are detailed in Appendix 3.

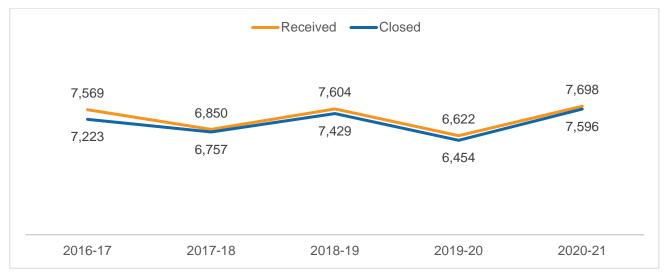


2. Complaint trends

The number of complaints about health services received and closed by prescribed providers since 2016-17 is shown in Figure 1. The Health Complaints Data Collection Program received information relating to 7,698 complaints during 2020-21. The number of complaints reported closed has generally been consistent with the number of complaints received; from 2016-17 to 2020-21 at least 95% of received complaints were closed within the same financial year.

The 7,698 complaints received in 2020-21 represents a 16% increase from the 6,622 recorded in 2019-20. The 2020-21 volume was the highest received in the past five years.

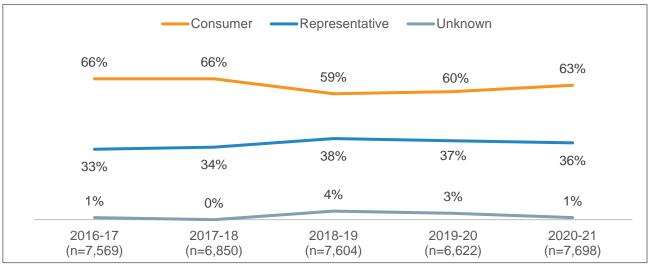
Figure 1: Received and closed health service complaints (2016-17 to 2020-21)



2.1 Individual making the complaint

In 2020-21, the majority of complaints (63%) were made by the consumer who received the service (see Figure 2). This trend had shown little variation across the previous five years.

Figure 2: Individual making the complaint

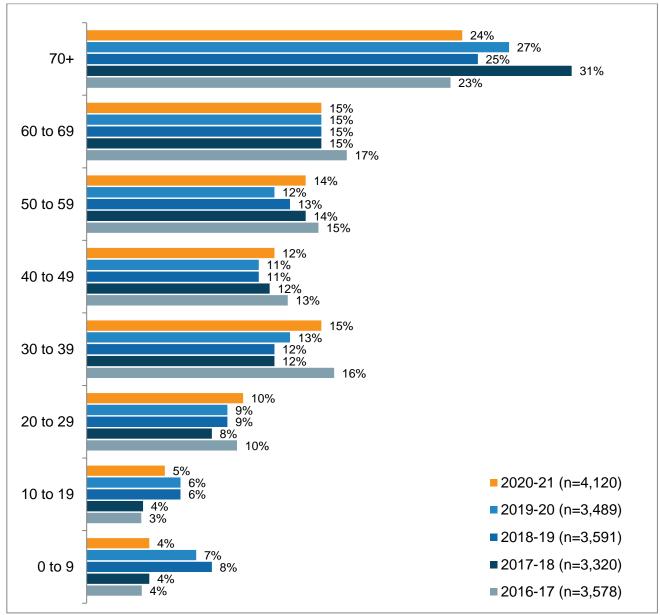


Totals may not sum to 100% due to rounding.

HaDSCO

2.2 Age and Gender

Since 2016-17, complaints were most likely to concern consumers aged 70 years and over, and least likely to concern consumers aged 0 to 9 years or 10 to 19 years (see Figure 3).

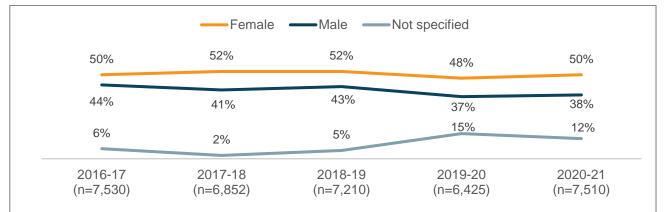




The data in Figure 3 is provided only for complaints where demographic information about the individual receiving a service was recorded. Totals may not sum to 100% due to rounding.

Over the past five years, the proportion of complaints concerning female consumers has been higher than complaints relating to male consumers (Figure 4).

Figure 4: Consumer gender



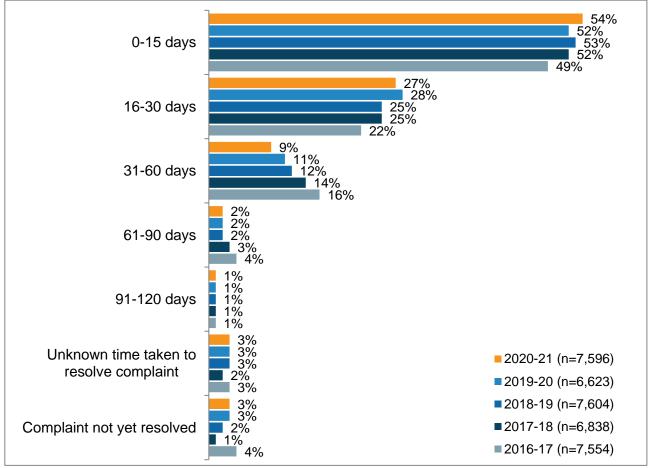
Totals may not sum to 100% due to rounding.

2.3 Time taken to resolve complaints

The time taken to resolve complaints is shown in Figure 5. Examination of the data across all five years shows two main highlights:

- Over 70% of complaints were resolved in 30 days or less.
- Over 90% of complaints were resolved within 90 days.

Figure 5: Time taken to resolve complaints



The following categories are not displayed in Figure 5 due to accounting for less than 1% of complaints: 121-151 days; 151-180 days; 181-210 days; and 211+ days. Totals may not sum to 100% due to rounding. In some instances data was not recorded by prescribed providers.

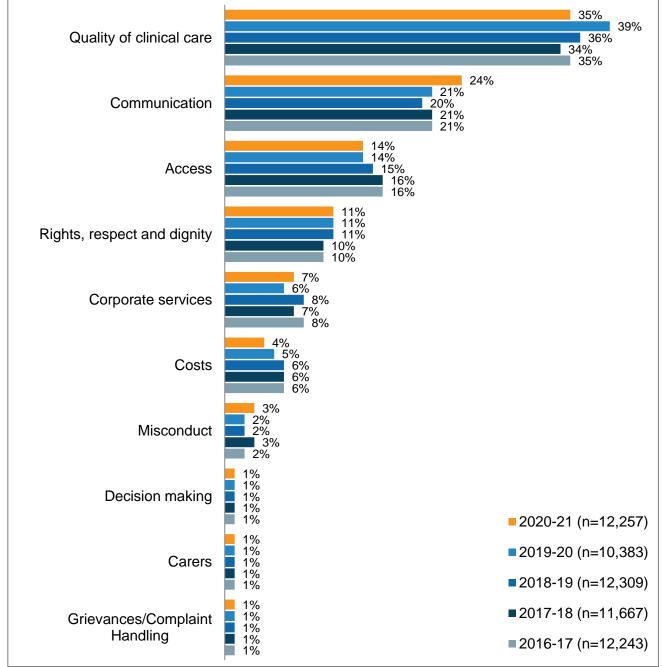


2.4 Complaint issue categories

The issue categories identified in complaints from 2016-17 to 2020-21 are shown in Figure 6. There has been minimal change in the proportion of issues identified over the past five years, with the order in which the categories rank in regards to frequency remaining unchanged year on year.

In total, 12,257 issues were identified in the 7,698 complaints received in 2020-21. This represents an increase of 18% from the 10,383 recorded in 2019-20.





Totals may not sum to 100% due to rounding.

A breakdown of the individual complaint issues associated with each issue category is provided from page 10 through page 18.

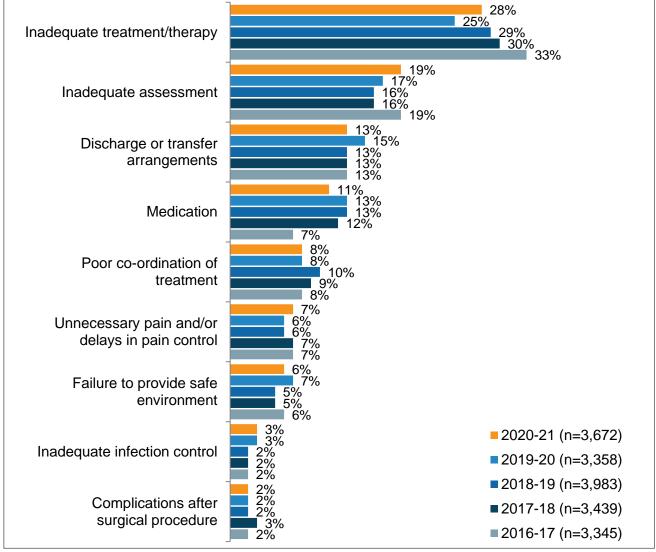


2.4.1 Complaints about quality of clinical care

Quality of clinical care refers to the assessment, planning, implementation and evaluation of clinical care by any health care professional. Issues such as treatment, assessment, and medication all fall within the scope of the quality of clinical care complaint category.

Issues related to quality of clinical care were the most frequently identified over the last five years. Figure 7 shows the issues associated with quality of clinical care.





The following issues are not displayed in Figure 7 due to accounting for less than 2% of issues: 'Complications after non-surgical procedure'; 'Refusal to refer or assist to obtain a second opinion'; and 'Patient's test results not followed up'. As such, totals will not sum to 100% due to rounding.

Within the quality of clinical care category:

- 'Inadequate treatment/therapy' was the most common issue in 2020-21 at 28%. Prior to 2020-21, this issue had been decreasing since 2016-17, from 33% to 25% in 2019-20.
- 'Inadequate assessment' (19%) and 'discharge or transfer arrangements' (13%) were the second and third most common issues respectively in 2020-21. These issues have showed minimal variation across the five years depicted.

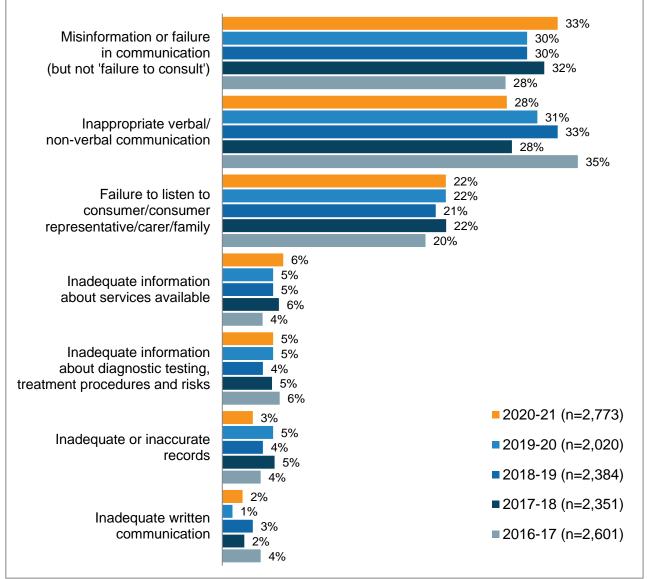


2.4.2 Complaints about communication

Complaints related to communication refer to the quality and quantity of information provided about treatment, risks and outcomes. Issues such as inadequate information, misinformation or the failure by a prescribed provider to listen and act on the information provided all fall within the scope of this category.

Communication was the second most frequently identified issue category over the past five years. Figure 8 shows the issues associated with communication.





Totals may not sum to 100% due to rounding.

Across the issues associated with communication:

- In 2020-21, 'Misinformation or failure in communication (but not 'failure to consult')' was the most frequently cited issue (33%). This was the first time this has occurred since 2017-18 (32%).
- 'Inappropriate verbal/non-verbal communication' has decreased in each of the previous three years; from 33% in 2018-19, to 31% in 2019-20, and most recently 28% in 2020-21.



2.4.3 Complaints about access

Complaints related to access refer to the availability of services in terms of location, waiting times and other constraints that limit the service. Issues about delays in admission, waiting lists, lack of resources and refusal to provide a service fall within the scope of this category.

Complaints regarding access were the third most frequently identified in 2020-21, consistent with previous years. Figure 9 shows the issues identified in complaints about access.

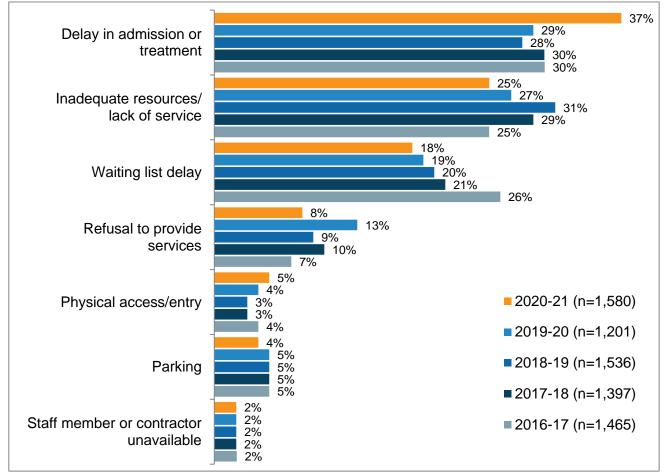


Figure 9: Issues identified in complaints about access

The following issue is not displayed in Figure 9 due to accounting for less than 2%: 'Failure to provide advice about transport options'. Totals may not sum to 100% due to rounding.

Within complaints regarding access:

- Complaints regarding 'delay in admission or treatment' were the most common in 2020-21 at 37%. This represents an increase, following a relatively consistent period from 2016-17 to 2019-20 where between 28% and 30% of access complaints concerned this issue.
- The proportion of 'waiting list delay' issues have shown a decreasing trend from 26% in 2016-17 to 18% in 2020-21.

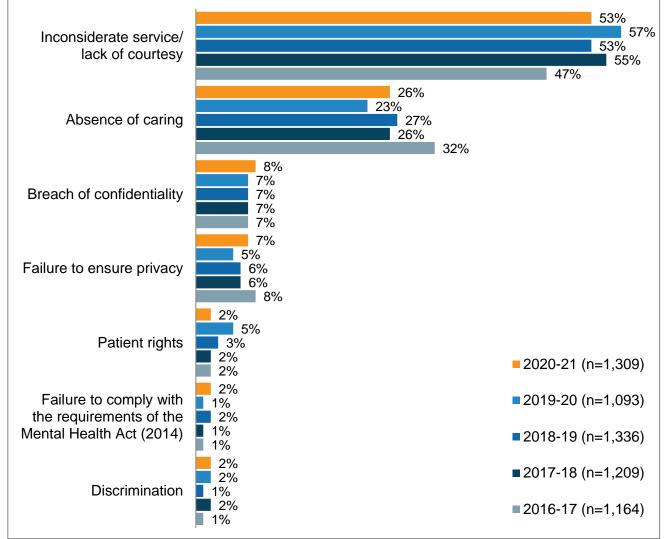


2.4.4 Complaints about rights, respect and dignity

Complaints related to the rights, respect and dignity category refer to the consumers mandated or legislated human and health care rights. Issues such as inconsiderate service, failure to ensure privacy and breaches of confidentiality all fall within the scope of this category.

Rights, respect and dignity was the fourth most frequently identified issue category over the past five years. Figure 10 shows the issues identified within the complaints about rights, respect and dignity.





The following issues are not displayed in Figure 10 due to accounting for less than 2%: 'Certificate or report problems'; 'Translating and interpreting service problems'; and 'Denying or restricting access to personal health records'. As such, totals will not sum to 100% due to rounding.

'Inconsiderate service/lack of courtesy' and 'absence of caring' have remained the most common issues, combining to account for between 79% and 81% of rights, respect and dignity complaints across the past five years.

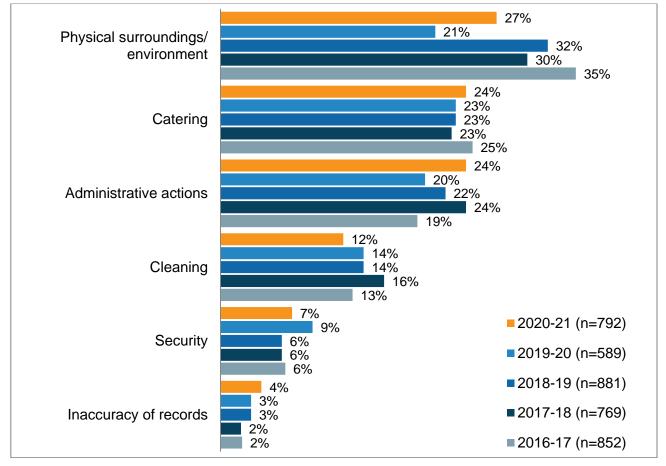


2.4.5 Complaints about corporate services

Complaints related to the corporate services category refer to all corporate issues unrelated to the provision of clinical care such as catering, cleaning, security and the physical surroundings and environment of the health service.

Corporate services was the fifth most frequently identified issue category over the past five years. Figure 11 shows the issues identified within the complaints about corporate services.





Totals may not sum to 100% due to rounding.

The proportion of corporate services issues has remained relatively consistent over the past five years, with only the proportion of 'physical surroundings/environment' displaying a single year change greater than 5%. This occurred over the three most recent years, decreasing from 32% in 2018-19, to 21% in 2019-20, before increasing again to 28% in 2020-21.

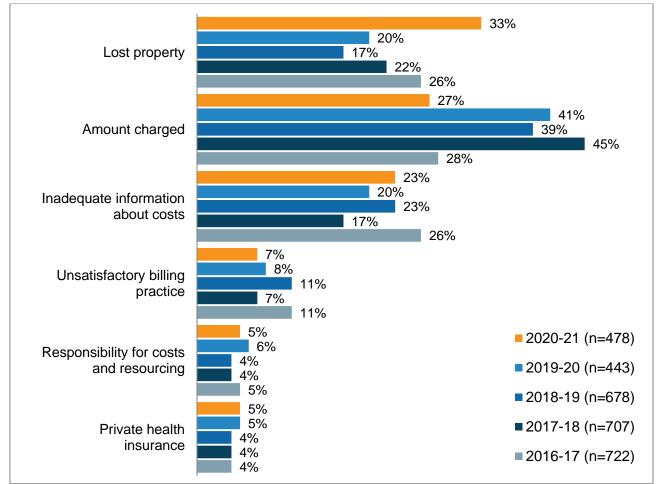


2.4.6 Complaints about cost

Complaints related to the cost category refer to issues about costs and fee structures. Issues such as inadequate information about costs, the amount charged and unsatisfactory billing practices all fall within the scope of this category.

Cost issues were the sixth most frequently identified in 2020-21, consistent with previous years. Figure 12 shows the issues identified within the complaints about cost.





The following issue is not displayed in Figure 9 due to accounting for less than 2%: 'Over-servicing'. Totals may not sum to 100% due to rounding.

Within complaints regarding cost:

- 'Lost property' was the most common cost related issue in 2020-21 (33%). This is the first time that this has occurred during the five year period reported.
- 'Amount charged' was previously the most common cost issue, occurring in an average of 42% of cost complaints received between 2017-18 and 2019-20. In 2020-21, this decreased to 27%, making it the second most common issue.



2.4.7 Complaints about misconduct

Complaints related to the misconduct category refer to alleged unethical and illegal practices. Issues such as aggression/assault, unprofessional behaviour and illegal practices all fall within the scope of this category.

The proportion of complaints citing misconduct over the past five years has remained consistent at between 2-3% of all complaint issues (Figure 6). Figure 13 shows the issues identified within the complaints about misconduct.

'Unprofessional behaviour' has accounted for at least 75% of complaint issues regarding misconduct over the past five years, and has been increasing in proportion since 2017-18.

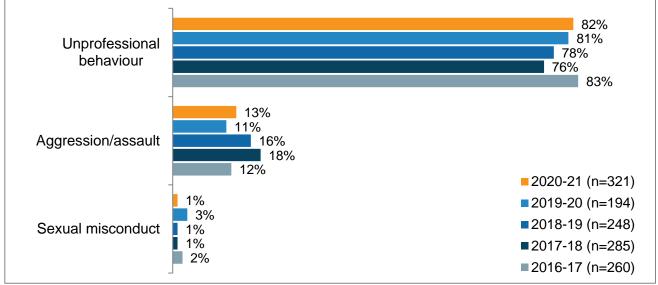


Figure 13: Issues identified about misconduct

The following issues are not displayed in Figure 13 due to accounting for less than 2%: 'Physical or mental impairment of health professional'; 'Sexual impropriety'; 'Illegal practices'; and 'Fraud/illegal practice of a financial nature'.

Totals may not sum to 100% due to rounding.



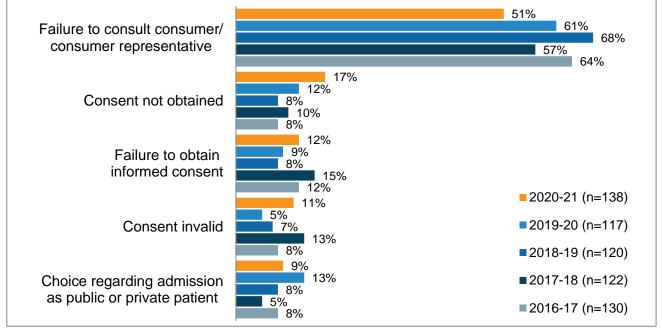
2.4.8 Complaints about decision making

Complaints related to the decision making category refer to consultation with the consumer or their representatives regarding choices about their treatment. Issues such as failure to consult consumer/consumer representative, choice regarding admission as public or private patient and consent issues all fall with the scope of this category.

The proportion of issues associated with decision making over the past five years has remained consistent at 1% of all complaint issues. Figure 14 shows the issues identified within the complaints about decision making.

'Failure to consult consumer/consumer representative' has accounted for the majority of complaint issues regarding decision making over the past five years.

Figure 14: Issues identified in complaints about decision making



Totals may not sum to 100% due to rounding.



2.4.9 Complaints about carers

Complaints related to the carers category refer to how the provider treats the carer of the consumer. Issues such as failure to consider the needs of a carer, failure to treat a carer with respect and dignity and failure to consult a carer all fall within the scope of this category.

The proportion of issues associated with carers over the past five years has remained consistent at 1% of all complaint issues. Figure 15 shows the issues identified within the complaints about carers.

'Failure to consult a carer' was the most commonly identified issue in four of the past five years.

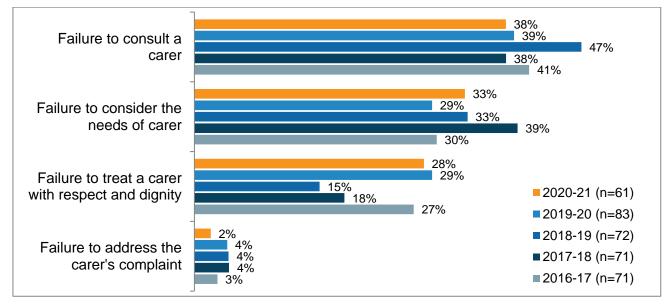


Figure 15: Issues identified in complaints about carers

Totals may not sum to 100% due to rounding.

2.4.10 Complaints about grievances/complaint handling

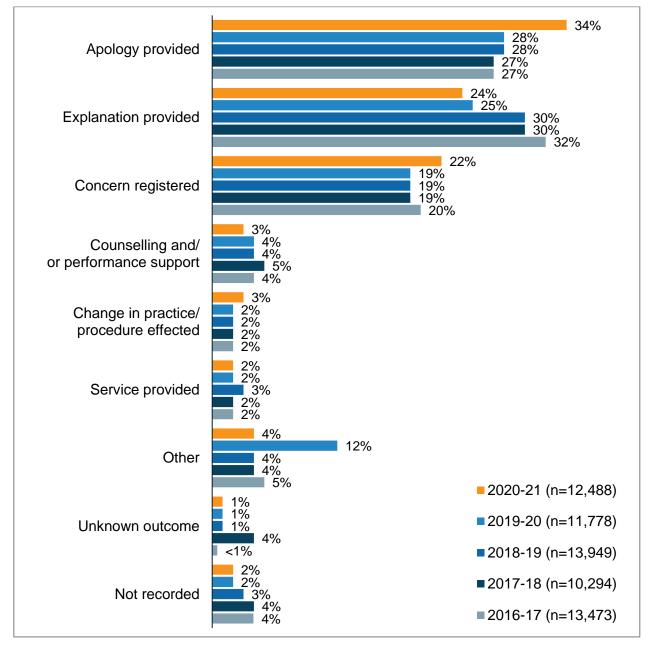
Complaints related to the grievances/complaint handling category refer to the timely and fair management of a complaint. The complaint issues associated with this category are 'response to a complaint' and 'retaliation or negative outcomes as a result of making a complaint'.

The proportion of issues associated with grievances/complaints handling over the past five years has remained consistent at 1% of all complaint issues. From 2016-17 to 2020-21, 'response to a complaint' has accounted for at least 90% of the complaint issues, while 'retaliation or negative outcomes as a result of making a complaint' has accounted for all remaining complaint issues.

3. Outcomes achieved

A range of outcomes were achieved from the complaints managed by prescribed providers from 2016-17 to 2020-21. These are shown in Figure 16.





The following outcomes are not displayed in Figure 16 due to accounting for less than 2% of outcomes: Change in policy effected; Costs refunded/reduced; Complaint withdrawn by complainant; Compensation paid; Agreement not reached; and Complaint not yet resolved. Totals may not sum to 100% due to rounding.

Across the outcomes, the following findings were observed:

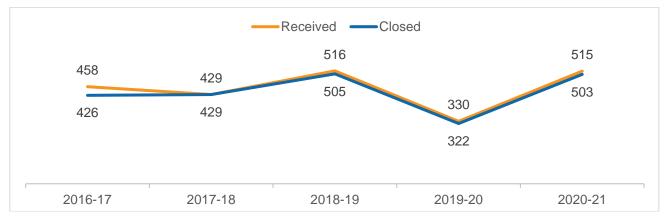
- The total number of outcomes achieved decreased from 2016-17 to 2020-21 by 8%, despite a 2% increase in complaints over the same time period.
- Over the past five years, cases citing 'apology provided' have generally increased, while a declining trend is observed for the proportion of 'explanation provided' outcomes.

4. Mental Health Complaints

Under Section 75 of the *Health and Disability Services (Complaints) Act 1995* and the *Health and Disability Services (Complaints) Regulations 2010*, each year HaDSCO receives complaints data from prescribed government, non-government and not-for-profit health service providers in Western Australia. During the 2015-16 financial year, HaDSCO began collecting a sub-set of mental health complaint data from a selection of public Health Service Providers¹ (HSPs). This section provides an overview of the mental health data collected over the past five years.

In 2020-21, details of 515 complaints concerning 634 issues were submitted to HaDSCO. This represents a 56% increase from the number of complaints received in 2019-20 (330), although is consistent with 2018-19 (516), as indicated in Figure 17.

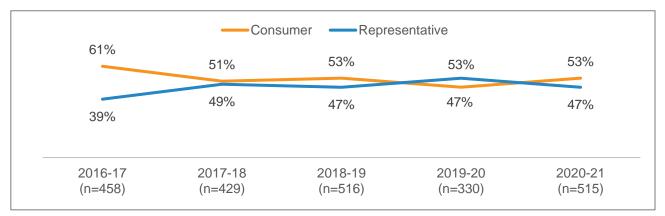




4.1 Individual making the complaint

Mental health complaints received by the HSPs since 2017-18 have been equally likely to be made by the consumer or their representative (see Figure 18). This is in contrast to health complaints, where the majority are made by the consumer (Figure 2).





Totals may not sum to 100% due to rounding.

¹ The public Health Service Providers are: Child and Adolescent Health Service, East Metropolitan Health Service, North Metropolitan Health Service, South Metropolitan Health Service and Western Australian Country Health Service.



4.2 Age and gender of consumer

Mental health complaints received by the HSPs in 2020-21 were most likely to concern service users aged between 20 and 29 (27%) or 10 and 19 (22%). The proportion of service users aged between 30 and 39 has decreased during the five year period. A detailed breakdown of age can be found below in Figure 19.

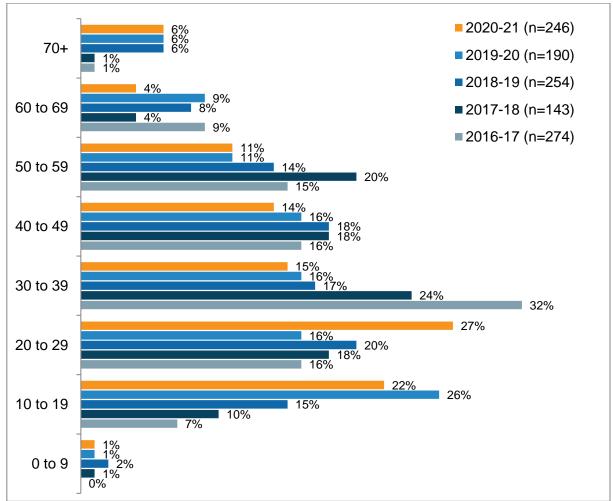


Figure 19: Age of consumer

Totals may not sum to 100% due to rounding.

Similar to health complaints over the past five years, the proportion of complaints about mental health services concerning female consumers has been higher than complaints relating to male consumers. This breakdown is shown below in Figure 20.

Figure 20: Gender of consumer

1
52%
36%
11%
20 2020-21
0) (n=512)

4.3 Mental health issues

In 2020-21, quality of clinical care (32%), communication (21%), rights, respect and dignity (16%) and access to services (10%) were the most commonly identified issue categories in mental health complaints. Of the four most frequently cited categories, only communication increased in proportion form 2019-20 (3%).

The issue categories identified in mental health complaints received over the past five years are shown in Figure 21.

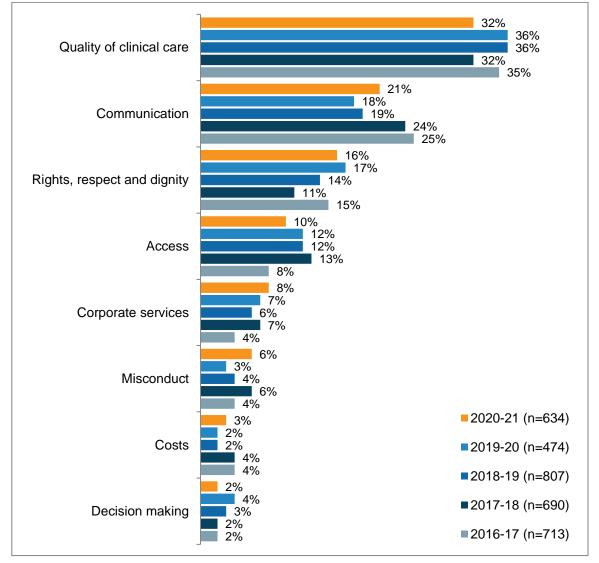


Figure 21: Mental health issue categories

The following issues are not included in Figure 21 due to accounting for fewer than 2% of issues in all five years: 'Carers' and 'grievances/complaint handling'. As such, totals may not sum to 100%.

4.4 Mental health outcomes

A range of outcomes were achieved from the mental health complaints managed by the HSP's. Over the past three years the three most common outcomes have remained consistent: providing an apology; concern registered (acknowledging the concerns that resulted in a complaint being made); or providing an explanation.

While isolating the past three years in particular, the proportion of complaints to receive an apology or have the concern registered has displayed an increasing trend, while a decreasing trend has been identified for the proportion of complaints receiving an explanation regarding the service.

The outcomes achieved in complaints received by HSP's over the past five years are shown in Figure 22.

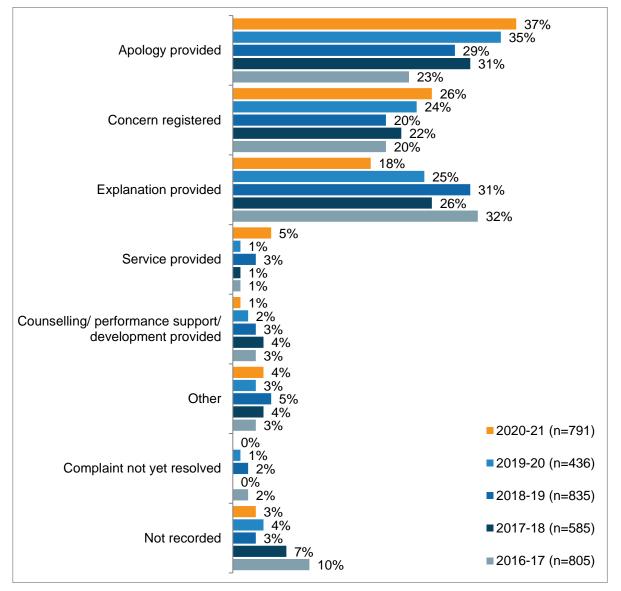


Figure 22: Mental health outcomes achieved

The following outcomes are not displayed in Figure 22 due to accounting for less than 2% across all five years: Change in policy effected; Complaint withdrawn by complainant; Compensation paid; Cost refunded/reduced; Change in practice/procedure effected; and Agreement not reached. As such, totals will not sum to 100%

Appendix 1:

Health Complaints Data Collection Program

Each year, under Section 75 of the Health and Disability Services (Complaints) Act 1995 and the Health and Disability Services (Complaints) Regulations 2010, HaDSCO collects complaints data prescribed public, private and not-for-profit health service providers in Western Australia. The data is collected through annual returns under HaDSCO's Health Complaints Data Collection Program and is used to identify systemic issues and trends across the health sector. The data collection also provides HaDSCO with the opportunity to work with service providers to improve their complaints management processes.

Only de-identified data is collected from the 25 prescribed service providers. A list of the prescribed health service providers can be found in Appendix 3. The information collected includes:

- Number of complaints
- Demographics of consumers
- Complaint issues and outcomes
- Timeliness of complaint resolution

Purpose of this report

The aggregate data received by HaDSCO includes all complaints received by prescribed providers in a given financial year. This report details the health complaint trends observed from 2016-17 to 2020-21 in the complaints data submitted to HaDSCO through the Health Complaints Data Collection Program.

The purpose of the report is to:

- Provide an overview of complaint data and emerging trends.
- Provide a profile of the consumers making complaints.
- Give an understanding of what people commonly complain about and what outcomes were achieved for them.

Notes on interpretation

Unless otherwise stated, all of the data presented in this report is for complaints closed by health service providers during the specified financial years (2016-17, 2017-18, 2018-19, 2019-20 or 2020-21). One complaint may have multiple objectives, issues, and/or outcomes; a complaint may also be made by more than one person. As a result, the charts included in the report may not sum to 100%.

Data limitations

Data collected through the Health Complaints Data Collection Program is aggregate data. This means that:

- Case level outcomes and processes cannot be evaluated.
- Consumer demographics cannot be associated to specific complaint issues or outcomes.



Appendix 2: Definition of terms used

Complaint: an expression of dissatisfaction made to an organisation, related to its products, services, staff or the handling of a complaint, where a response or resolution is explicitly or implicitly expected or legally required¹ (Standards Australia/New Zealand Standard, 2014).

Complaint categories: combines complaint issues (defined below) into specific themes.

Complaint issues: the specific issues, or concerns, that an individual has regarding the health or mental health services provided.

Consumer: an actual or potential recipient of health care from a prescribed provider. May also be known as a patient or customer.

Consumer representative: someone who makes a complaint on behalf of the consumer of a health service, for example a carer, guardian or spouse.

Outcome: actions taken by the organisation to resolve the complaint.



Appendix 3: Health providers prescribed under s75 of the Health and Disability Services (Complaints) Act 1995

Prescribed entity			
Abbotsford Private Hospital			
Albany Community Hospice			
Attadale Rehabilitation Hospital			
Bethesda Hospital			
Department of Justice			
Child and Adolescent Health Service			
East Metropolitan Health Service			
North Metropolitan Health Service			
South Metropolitan Health Service			
WA Country Health Service ¹			
Glengarry Private Hospital			
Hollywood Private Hospital			
Joondalup Health Campus			
Mount Hospital			
Ngala Family Services			
PathWest Laboratory Medicine WA			
eel Health Campus			
Perth Clinic			
Royal Flying Doctor Service			
Silver Chain Nursing Association Incorporated			
South Perth Hospital			
St John Ambulance Service			
St John of God Hospital ^{2, 3}			
Subiaco Private Hospital			
The Marian Centre			
Waikiki Private Hospital			

¹ Includes Busselton Hospice Care Incorporated.

² Includes the following St John of God Hospitals: Bunbury, Geraldton, Mt Lawley, Murdoch, Midland (private and public) & Subiaco.

³ St John of God Mt Lawley Hospital was previously known as Mercy Hospital.



Health and Disability Service Complaints Office (HaDSCO)

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