



HSE National Open Disclosure Programme

Annual Report 2023

Executive Summary



The National Quality and Patient Safety Directorate (NQPSD) was established in mid-2021 as a result of the HSE Central Reform Review. The NQPSD is part of the HSE Office of the Chief Clinical Officer, and is led by Dr Orla Healy, National Clinical Director, Quality and Patient Safety.

Purpose

Our vision for patient safety is that all patients using health and social care services will consistently receive the safest care possible by:

- Building quality and patient safety capacity and capability in practice
- Using data to inform improvements
- Developing and monitoring the incident management framework and Open Disclosure policy and guidance
- Providing a platform for sharing and learning; reducing common causes of harm and enabling safe systems of care and sustainable improvements.

Teams

In line with the “Patient Safety Strategy 2019-2024”, the NQPSD delivers on its purpose through the following teams:

- **Office of the National Clinical Director:** Working in partnership with HSE operations, patient partners and other internal and external partners to improve patient safety and the quality of care.
- **QPS Improvement:** Using of improvement methodologies to address common causes of harm.
- **QPS Intelligence:** Using data to inform improvements in quality and patient safety.
- **QPS Incident Management:** Working with people to identify, understand and share safety learning, advocate for Open Disclosure and develop the national incident management system in the HSE.
- **QPS Education:** Enabling QPS capacity and capability in practice.
- **QPS Connect:** Communicating, sharing learning, making connections.
- **National Centre for Clinical Audit:** Supporting Clinical Audit service providers locally and nationally.

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Reader Information

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Section 1: Mission, Vision and Values of the National Open Disclosure Office and Programme

MISSION



Promoting and supporting a culture of honesty and transparency through compassionate and empathic communication with our patients, service users, their families and staff.

VISION



Everyone experiences open, compassionate and timely communication and will be supported when things go wrong, for whatever reason, in our services.

VALUES



Care	Kindness
Compassion	Empathy
Trust	Openness
Learning	Honesty
Person Centred	

Figure 1: Mission, Vision and Values of the National Open Disclosure Office and Programme

NATIONAL OPEN DISCLOSURE PROGRAMME 2023

✓ **38%** annual compliance
 E-Learning Module 1 for HSE and HSE Funded Services (Sec 38's only)
 (Target 30% annually / 90% over 3 years)

Developing the **Role of the Designated Person** through training, webinars, sharing the learning

Training uptake by **Medical and Dental Staff** increased by **39%** in 2023

8 WEBINARS attracting **4,263 ATTENDANCES**



Publication and launch of the **National Open Disclosure Framework** by the DOH on 19th October 2023



188% increase in uptake of **Face to Face Skills Workshop**, facilitated by Open Disclosure Trainers across services

OPEN DISCLOSURE THEMED WEEK
 02–08 October

Elevating the Voice of Patients

STAKEHOLDER ENGAGEMENT

- Continued work, collaboration and partnership with internal and external Stakeholders, including **Patient Representatives** and **Advocacy Groups**
- Consultation with services on the management of open disclosure in complex situations.



Ongoing promotion and awareness of the importance of **Staff Support** following patient safety incidents

LEGISLATION

- ✓ The enactment of the **Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023** on 2nd May
- ✓ HSE Preparatory Work on the Act, including the establishment of the PSA Implementation Working Group and relevant work streams.

PERFORMANCE MEASUREMENT

Continued work on the development of a Performance Measurement programme for Open disclosure.



The following is a summary of the key developments in the HSE National Open Disclosure Programme during 2023 as outlined in detail in the Annual Report for 2023. The 2023 annual report was written taking into considerations the annual report requirements as set out by the Department of Health in the National Open Disclosure Framework, 2023. The content of the annual report is aligned with the themes of the HSE Patient Safety Strategy.

2.1: The National Open Disclosure Training and Education Programme

The roll out of the National Open Disclosure Training and Education Programme continued and was developed further throughout 2023.

Work was commenced on the following:

- the development of a training programme on the role of the Designated Person;
- the collection of open disclosure training data from the Forum of Postgraduate Training Bodies and the National Doctors Training Programme;
- the inclusion of a 2 hour open disclosure workshop as part of the medical training programme at UCD for fourth and fifth year medical students and in their 4th year and 5th year examinations;
- the NQPSD Upskilling Pilot Programme.

2.1.1: The number of trained clinical and non-clinical staff 2021- 2023:

There was a significant increase in the uptake of open disclosure training programmes during 2023 with a total of **108,321** completions of open disclosure training programmes throughout the year (this includes the completion of E-Learning modules 1 and 2 by all HSeLanD users and face to face workshops). This indicates an encouraging **39%** increase on the previous year.

The training target of 30% compliance with E-Learning Module 1: “Communicating effectively through Open Disclosure” was exceeded for the year (a **38%** compliance rate was recorded for 2023 for this module for staff working in HSE health and social care services and Section 38 agencies).

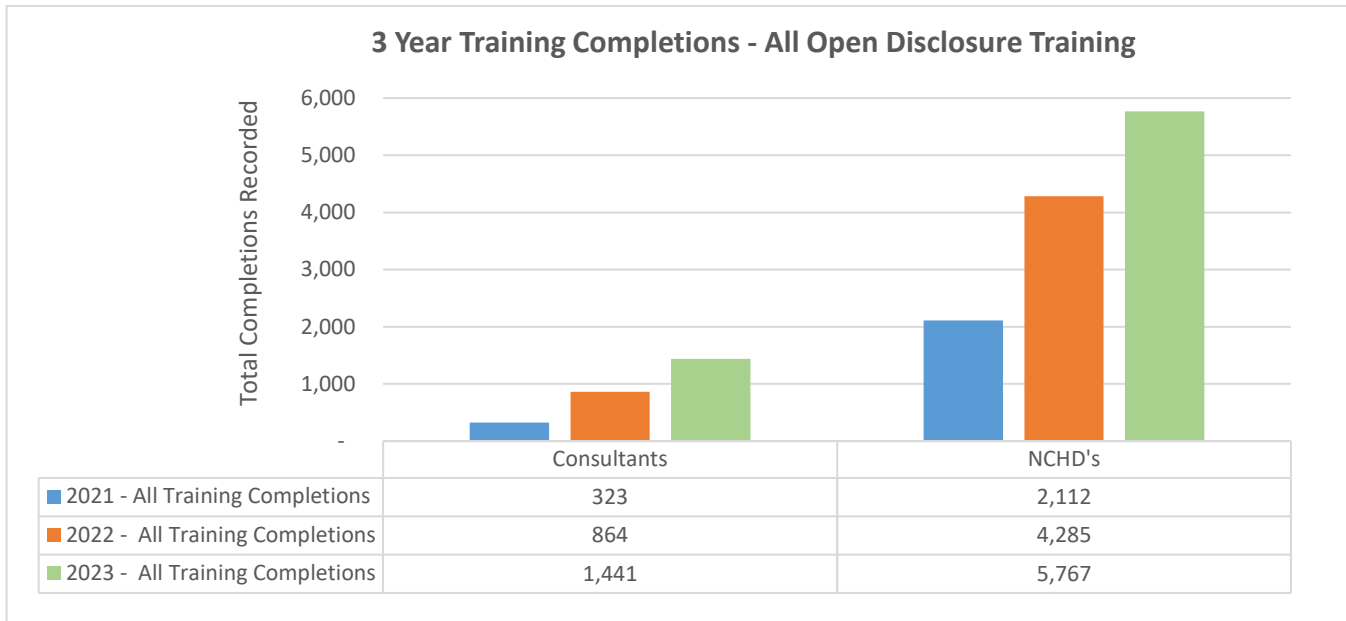
There was a **188%** increase in the number of staff attending face to face skills training as per the national open disclosure training database.

Year	Number of completions of Open Disclosure Training Programmes
2021	38,376
2022	78,084
2023	108,321
Total 2021-2023	224,781

2.1.2: Completions of Open Disclosure Training by Medical Staff 2021-2023

In 2023 there was **7477** completions of open disclosure training programmes by doctors (Consultants / NCHDs – includes medical dental grades). This demonstrates an encouraging **39%** increase on the previous year (5383 completions in 2022).

The medical dental staff group in HSE and Section 38 agencies achieved an overall annual 32% compliance with E-Learning Module 1 (this is based on an annual target of 30% and 3 year target of 90%).



- This chart displays total completions of open disclosure training by Consultants and NCHD's in 2021, 2022 and 2023
- This includes all open disclosure training (both e-learning modules, face to face skills workshop and other face to face training).
- The majority of training for all Consultants and NCHD's was through completions of the e-learning modules.
- Open disclosure face to face training was significantly impacted by Covid-19 and associated restrictions in 2021 and Q1 and Q2 of 2022.
- The uptake of online open disclosure training for Q2 and Q3 2021 was significantly impacted by the cyber-attack.
- Over the three-year period, a total of **2,628** completions of open disclosure training were registered for Consultants.
- Over the three-year period, a total of **12,164** completions of open disclosure training were registered for NCHD's.

This chart displays the annual percentage compliance rate by Medical Staff for Open Disclosure E-Learning Module 1 for 2021, 2022 and 2023.

Year	Annual Compliance Rate Module 1
2021	13%
2022	27%
2023	32%

- Data has been refined further during 2023 and now only includes Medical Dental staff registered on HSeLanD as HSE and Section 38 staff to reflect a more accurate percentage based on headcount.



2.1.3: Continuation of the Open Disclosure Programme Webinar Series.

The National Open Disclosure Office facilitated 8 webinars in 2023 on a number of open disclosure and incident management related topics. **4263** people in total attended these webinars from across HSE and HSE funded services, patient representative groups, patient advocacy groups and a number of external agencies including State Claims Agency, Department of Health and Royal Colleges.

2.2: Performance Measurement:

The five performance measurement work streams established in 2022 continued their work on the development of a performance measurement and assurance programme for the National Open Disclosure Programme.

Performance Measurement Work Stream 1 continued work on the development of a KPI for the Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023, the identification of data required and the adaptation of NIMS to provide this data. The following two key performance indicators (KPIs) were proposed by the work stream members and agreed by the National Open Disclosure Steering Committee:

KPI's

1. An open disclosure meeting has taken place for a NI within 20 working days of the service becoming aware of the incident (target 95%) – this will be incremental initially.
2. A written record (statement in writing) of the open disclosure meeting is shared with the patient or relevant person within 5 days of the date the meeting took place (target 95%) - this will be incremental initially.

Work has commenced with the State Claims Agency on the technical changes required to NIMS to provide the data to inform both KPIs.

Performance Measurement Work stream 2 continued to focus on the development of audit and assurance mechanisms to demonstrate compliance with the implementation of the HSE Open Disclosure Policy and legislation.

The work of this group has involved the review and further development of the IMF self-assessment audit tool and the development and publication of an Open Disclosure Implementation Toolkit.

Performance Measurement Work Stream 3 continued their work in collaboration with UCD on the development of a tool or mechanism to measure patient experience of the open disclosure process. The recruitment phase of this project has been completed with 10 Advocates/ Healthcare Staff and 6 Patient / Service Users recruited. The interviews of all participants are currently being completed. A co-design workshop with stakeholders is planned for March 2024.

Performance Measurement Work Stream 4 focused on the development of an indicator to accurately capture the percentage of staff who are up to date with their open disclosure training within the past 3 years. Two draft training indicators were developed as follows:

- % of NCHDs registered on the Doctors Integrated Management E-system(DIME) who have uploaded evidence of completion of open disclosure training to DIME/NER system within the past 3 years;
- Number of consultant doctors who have completed face to face training*.

*It was agreed that uptake would be monitored initially during 2023 and 2024 before setting a training target.

The work of the group also involved actions to improve the data provided in the open disclosure annual and quarterly training and education reports.

Performance Measurement Work Stream 5 continued to oversee the work of work streams 1-4 and provide support as required.

2.3: Open Disclosure Legislation

The Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023 was signed into law by President Michael D Higgins on 3rd May 2023. The Act introduces a new requirement for mandatory open disclosure and external notification of specific notifiable incidents to HIQA, the Chief Inspector and the Mental Health Commission. This mandatory open disclosure and external notification of notifiable incidents will equally apply to public and private health services. The provisions of this Act include amendments to Part 4 of the Civil Liability Amendment Act 2017. The date for commencement of the Act is not known but it is anticipated that it may commence in May/June of 2024.

In preparation for commencement the Act the HSE established the Patient Safety Act HSE Implementation Working Group in May 2023 with the first meeting of the group taking place in June 2023. This group is chaired by Dr Orla Healy, National Clinical Director for Quality and Patient Safety. 7 meetings of the group took place throughout 2023 which included a full day workshop for group members on 17th August in Dublin. This workshop was also attended by staff from the Department of Health. An interim high level implementation plan was developed. The working group membership includes staff from across a wide range of services and directorates in the HSE, patient representative and patient advocacy groups, legal services and the Forum of the Voluntary Hospital Group.

To establish and progress the deliverables relating to all parts of the Act the HSE set up 5 work streams as follows:

- The Open Disclosure and Incident Management Work Stream
- The Legal Clarifications and Notifiable Incidents Work Stream
- The NIMS (technical) Work Stream
- The Part 5 Reviews Implementation Work Stream
- The Clinical Audit Work Stream

These work streams are tasked with the consideration of the implementation of the various parts of the Act as identified in the work stream titles and to project manage the same.

2.4: The publication of the National Open Disclosure Framework

“The National Open Disclosure Framework (2023) was launched by the Minister for Health, Mr Stephen Donnelly, on 19th October, 2023 at the Department of Health, National Patient Safety Conference.

The National Open Disclosure Framework (Framework) is an initiative of the Department of Health (DOH) which aims to promote a clear and consistent approach by health and social care service providers, and other organisations where appropriate, to open communication with patients/service users and any relevant support person following a patient safety incident or an adverse event. This includes a discussion about what has happened, why it happened, and what is being done to prevent it from happening again. The Framework was prepared by the National Patient Safety Office (NPSO) of the DOH and informed by recommendations from the Independent Patient Safety Council (IPSC) which were developed based on independent research and consultation undertaken by consultants during 2020. The provisions of the framework apply to public and private health and social care services.

It is the responsibility of each relevant organisation to adopt the Framework and to embed positive open disclosure cultures and behaviours into practice. Individual organisations will need to identify mechanisms and initiatives that support the consistent, coherent, and sustainable implementation of open disclosure in line with the principles of this Framework.

Each relevant organisation will be required to submit an annual report to the Minister for Health regarding their implementation of open disclosure and compliance with the Framework. This annual report requirement will commence in April 2025 with the requirement for organisations to provide information on the following:

- Development and implementation of open disclosure policy.
- Development and implementation of open disclosure training for all clinical and non-clinical staff including agency staff.
- Evidence of the availability of support structure for all staff clinical and non-clinical including agency staff.
- The number of trained clinical and non-clinical staff including agency staff.
- The number of appointed and trained clinical and managerial open disclosure champions.
- The number of open disclosure events initiated and closed.

Currently an accurate data set to report on the number of open disclosure events does not exist. The National Incident Management System (NIMS) currently provides inadequate insight. Whilst incidents are reported here the questions and data re open disclosure is inadequate for reporting purposes. It is critical for the HSE to make improvements in this area to be able to report on this effectively in the future. Making the technical changes to



NIMS is a priority for the HSE in 2024 to ensure it can meet its reporting requirements under the Patient Safety Act and National Open Disclosure Framework. This is being worked on with the SCA.

The Framework also sets out the requirement for all health and social care service providers to comply with the requirements for mandatory open disclosure as set out in the Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023.

2.5: National Open Disclosure Themed Week

The HSE planned, facilitated and supported an Open Disclosure Themed Week across HSE and HSE funded services from 2nd to 8th October, 2023.

This year’s Open Disclosure Themed Week was based on the theme of the WHO World Patient Safety Day 2023 ‘Engaging Patients for Patient Safety –Elevating the Voice of Patients’, in recognition of the crucial role patients, families and caregivers play in the safety of health care. The purpose of this week was to promote and raise awareness of the crucial role held by patients, their support persons and caregivers in open disclosure and in improving patient safety generally.

This week was an opportunity also for services to ensure that staff are aware of their obligations in relation to open disclosure, are compliant with mandatory training requirements and, in particular, that they recognise the importance of providing the opportunities for patients to actively partner staff in the open disclosure process.

The week provided an opportunity to increase staff and the public awareness of the forthcoming changes to open disclosure as a result of the implementation of the Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023, the revised Part 4 of the Civil Liability Amendment Act and the National Open Disclosure Framework 2023.

A different theme relating to open disclosure was planned from Monday to Friday of the week as follows:

Date	Theme
Monday 2 nd October, 2023	The Patient's and Service-User's Perspective
Tuesday 3 rd October, 2023	Patient and service-user involvement in incident management and review process
Wednesday 4 th October, 2023	Leadership in Open Disclosure and Patient Safety
Thursday 5 th October, 2023	The Patient Voice in the formulation of Open Disclosure legislation and policy
Friday 6 th October, 2023	Staff Support

In keeping with the overall theme of “Elevating the Voice of Patients”, videos based on each of the daily themes were recorded with members of Patients for Patient Safety Ireland and with Stephen Teape from the Cervical Check 221+ Group. Each day started with posting a patient video on Twitter and LinkedIn with additional messaging to support the video content.

Additional videos were recorded with the CEO and Chief Clinical Officer supporting the importance of open disclosure and how it relates to patient safety and just culture in our health and social care services.

The response across the system was amazing in terms of the efforts made by Open Disclosure Leads, Trainers, managers and staff across our health and social care services, patient representatives and patient advocacy services to promote the importance of open disclosure.

2.6: Open Disclosure: Share the Learning

The focus of this year’s “**Share the Learning**” section of the report is the role of the Designated Person (key contact person) in open disclosure and incident management and how this role, when undertaken well, can impact so positively on the experience of patients and families who have been involved in and/or affected by patient safety incidents. This learning is also in keeping with the WHO Patient Safety Day theme of “**Engaging Patient for Patient Safety – Elevating the Voice of Patients**”. Patients who have suffered harm as a result of a patient safety incident and their relevant person(s) will need practical, emotional and psychological support and this should arrive seamlessly. The early assignment of a named designated person (also known as the key contact person) is essential to ensure that the person affected/their relevant person(s) and staff do not feel isolated and that their support and communication needs in respect of the plans for the management of the incident (including review) and open disclosure are identified, communicated and addressed.

The appointment of a designated person is a requirement of the HSE Open Disclosure Policy 2019, the DOH National Open Disclosure Framework October 2023 and HSE Incident Management Framework 2020 and is a provision of Part 4 of the Civil Liability Amendment Act 2017 and the Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023.

The Open Disclosure webinar in October 2023 “**Beyond disclosure: How listening to, and learning with, patients and families during incident investigations can reduce further harm**” facilitated by Professor Jane O Hara from “Learn Together” in the UK focused on how we can improve learning by supporting the involvement of patients and families in reviews/investigations undertaken following patient safety incidents.

The Open Disclosure webinar in December 2023 spoke to the role of the designated person and staff working in this role shared their experiences with attendees.

2.7: Partnering with Patients and Service Users

The mission of the National Open Disclosure Programme is to promote and support a culture of honesty and transparency through compassionate and empathic communication with our patients, service users, their families and staff. Central to achieving our mission is our engagement and partnership with patients, service users, patient representative and patient advocacy groups. The overall philosophy and approach of the programme is based on the patient voice and patient rights, needs, expectations and preferences.

Examples of the involvement of patients, patient representatives and patient advocacy services in the work of the National Open Disclosure Office and Programme during 2023 include the following:

- Patient representation on the National Open Disclosure Steering Committee;
- Patient and patient advocacy representation on the Open Disclosure Performance Measurement Work Streams;
- Patient and patient advocacy representation on the Patient Safety (Notifiable Incidents and Open Disclosure) Act 2023 HSE and HSE-funded Implementation Working Group and work streams;
- Patient and patient advocacy involvement in the open disclosure webinar series during 2023;
- Patient and patient advocacy involvement in Open Disclosure Themed Week 2nd to 8th October 2023;
- Update on open disclosure facilitated for members of the 221+ Group;
- Continual engagement with patient advocacy services;
- Continual engagement with patient representative groups and particularly Patients for Patient Safety Ireland.

2.8: Stakeholder Involvement

Ensuring that all the right stakeholders have been included and timely, informed communications and collaborations with these stakeholders has been an integral part of the implementation of the HSE Open Disclosure Policy and programme to date. From the outset the National Open Disclosure Team have engaged with a number of stakeholders and have steadily extended the collaboration with various stakeholders as the project has progressed. These stakeholders include HSE services, HSE funded services, professional and regulatory bodies, indemnifying bodies, trade unions, patient representative and patient advocacy groups, royal colleges, training bodies, the Department of Health and other government agencies. The relationships established with these stakeholders has been critical in driving the importance of open disclosure, embedding open disclosure in ways of working, improving the uptake of open disclosure training and the implementation of the HSE Open Disclosure Policy.

The HSE National Open Disclosure Team continued to work proactively with many internal and external stakeholders, on an on-going basis throughout 2023 as part of the implementation strategy for the National Open Disclosure Policy and Programme. The type of collaboration varied from provision of training, attending meetings, engaging in and supporting various work streams, presentations at study days/conferences/webinars, providing and receiving data,

embedding Open Disclosure in policies, curriculums, systems and programmes, responding to queries, providing support and guidance, supporting local policy development and sharing learning.

The following is a list of *some* of the stakeholders that the programme engaged with during 2023:

Stakeholder	Stakeholder	Stakeholder
HSE and HSE funded services	(UCD), (NUIG)	Nursing and Midwifery (NMPDU) and (CMME)
Department of Health (DOH)	The National Doctors Training Programme (NDTP)	Patient representatives and patient advocacy groups
State Claims Agency(SCA)	Irish Hospital Consultants Association (IHCA)	National Screening Services (NSS)
Royal Colleges; RCSI RCPI, Royal College of Anaesthetists	HIQA and Mental Health Commission (MHC)	Pharmacy
General Practice	Medical Council	Health Managers Institute

2.9: Supporting staff in the implementation of the HSE Open Disclosure Policy and following patient safety incidents

Staff support is one of the principles of open disclosure and work continued throughout 2023 in supporting staff across health and social care services who have been involved in and/or affected by patient safety incidents. The following are examples of the support provided to staff and organisations during 2023 in relation to the implementation of the HSE Incident Management Framework and open disclosure programme, in preparing for and managing open disclosure meetings and promoting the support of staff involved in/affected by patient safety incidents.

- Access to training programmes and promotion of the ASSIST ME Model of staff support in all training.
- Development of resources which are easily accessible
- Facilitation of 8 webinars – 2 webinars had a specific focus on staff support and staff wellbeing
- Communications and publications
- Providing on-site consultation/training, telephone and written advice relating to all open disclosure topics and particularly in supporting staff in preparing for and engaging in complex open disclosure meetings.
- Facilitating and supporting open disclosure events

- Facilitating a day during Open Disclosure Themed Week dedicated to the theme of the importance of staff support.

2.10: Publications during 2023

The following is a list of publications developed in 2023 and links to those that are available on-line (some publications are only available to members of various organisations).

- Open Disclosure Programme Annual Report 2022 available [here](#)
- Open Disclosure Programme Annual Report 2022 Executive Summary available [here](#)
- Open Disclosure Programme Annual Training Report 2022 available [here](#)
- Open Disclosure Programme Quarter 1 2023 Training Report
- Open Disclosure Programme Quarter 2 2023 Training Report
- Open Disclosure Programme Quarter 3 2023 Training Report
- Open Disclosure Programme Quarter 1 2023 Newsletter available [here](#)
- Open Disclosure Programme Quarter 2 2023 Newsletter available [here](#)
- Open Disclosure Programme Quarter 3 2023 Newsletter available [here](#)
- Open Disclosure Programme Quarter 4 2023 Newsletter available [here](#)
- Open Disclosure Submission to IHCA Annual Report 2023 (available to members only)
- Open Disclosure Submission to Radiocht Newsletter 2023 (available to members only)
- RCSI Patient Safety Conference Abstract and Poster
- Open Disclosure Themed Week 2022 raises awareness - Health Matters Spring Edition 2023 – available [here](#)
- Patient Safety Act Embeds Culture of Open Disclosure – Health Matters Autumn Edition 2023 available [here](#)
- Open Disclosure Themed Week 2023 sees an uptake of training - Health Matters Winter Edition 2023 available [here](#)
- Open Disclosure Themed Week 2023 NQPSD Quality and Safety Matters Newsletter Nov 2023 available [here](#)
- Insights on the Patient Safety Act and National Open Disclosure Framework NQPSD Quality and Safety Matters Newsletter, Nov 2023 available [here](#)
- Open Disclosure Resources - Win Magazine Quality and Safety Column Dec 2022/Jan 2023 (available to members)
- Roles and Responsibilities of Managers in Open Disclosure and Incident Management - Health Manager Journal September 2023 available [here](#)
- Developments in relation to Open Disclosure - Health Manager Journal available [here](#)
- Open Disclosure ‘The Right thing to do’ NQPSD Quality and Safety Matters Newsletter available [here](#)



An Stiúrtóireacht um Ardchaighdeán
agus Sábháilteacht Othar
Oifig an Phríomhoifigigh Cliniciúil

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