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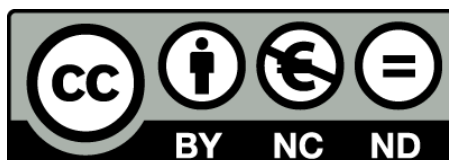
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1 **Research**

2 **Mapping access to health services as a strategy for planning: access to primary care for**
3 **older people in regional Queensland**

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16 Australia has seen a significant increase in people aged over 65 years accessing general practice services over
17 the last decade. Although people aged 65 years and over comprise 14% of the total population, this age
18 demographic accounts for the largest proportion of general practitioner (GP)–patient encounters. Access to
19 general practice is important for older Australians as the burden of chronic disease increases with age. A
20 geographic information system, ArcGIS, was used to assess geographic access to general practice for older
21 people residing in the regional Queensland towns of Mackay, Townsville and Cairns. Geographic units with
22 high proportions of over 65-year-old people were spatially analysed in relation to proximity to geomapped
23 general practices with a 2-km buffer zone. Modelling of changes in access was performed with the strategic
24 location of a new general practice where gaps existed. Geographic access to general practice for the older
25 population was poorest in Cairns despite a high population density. Addition of a single, strategically placed
26 general practice in Cairns markedly improved access. Socioeconomic analysis suggested that general practices
27 were appropriately located in areas of greatest need. Geographic information systems provide a means to map
28 population characteristics against service locations to assist in strategic development and location of future
29 health services.

30 **What is known about the topic?**

- 31 • Ageing populations have a higher burden of chronic illness and increased health needs, leading to a
32 priority focus on increasing access to primary health care for older people.

33 **What does this paper add?**

- 34 • Geographic Information Systems are an essential tool for strategic health service design at a population
35 level that can be used to improve access to primary care for underserved populations.

36
37 **Additional keywords:** elderly, general practice, GIS.

38 **Introduction**

39 Inequitable health outcomes linked to poor access and utilisation of healthcare services persist for
40 regional, rural and remote populations in Australia (Health Workforce Australia 2012). In rural and
41 regional Australia, access to general practice continues to be negatively affected by geographic and
42 vocational maldistribution of the workforce, and this is forecast to continue to at least 2025 (Health
43 Workforce Australia 2012). Population ageing, increased demand for services and decreasing hours
44 worked by health professionals are all factors contributing to difficulty in accessing health services
45 (Australian Government Productivity Commission 2005). Using average Australian general
46 practitioner (GP) utilisation rates as a benchmark, the maldistribution of GPs by count nationally has
47 been calculated at an oversupply of 1 129 in major cities, and an undersupply of 639 GPs by count in
48 inner regional areas, 423 in outer regional areas and 66 in remote areas (Harrison and Britt 2011).

49 In Australia, although people aged 65 years and over comprise 14% of the population (Australian
50 Bureau of Statistics 2011a), they account for 32.5% of GP consultations (Britt *et al.* 2014). There
51 appears to be an upwards trend in general practice utilisation by older people, as highlighted by a
52 significant increase in the proportion of GP–patient encounters for people aged over 65 years in 2014
53 compared with 2004 (Britt *et al.* 2014). Furthermore, patients who attend general practice frequently
54 (more than 12 visits per year) are more likely to be aged over 65 years and reside in areas with greater
55 socioeconomic disadvantage (National Health Performance Authority 2015).

56 Access to general practice is important for older Australians in the management of their health, as
57 they encounter health conditions commonly related to ageing (Australian Institute of Health and
58 Welfare 2014) and a high burden of multi-morbidity in terms of chronic disease. In 2005, the
59 *Bettering the Evaluation and Care of Health* (BEACH) study found that 83.2% of patients aged 75
60 years or older attending general practice had experienced at least one chronic condition, with 58.2%
61 having three chronic conditions (Britt *et al.* 2008). Accessible primary health care provides the most
62 effective and affordable management of long-term health and chronic health conditions (Starfield *et*
63 *al.* 2005).

64 Increasingly, better health outcomes are attributed to the linkage of a patient with a ‘medical home’
65 that provides more accessible, comprehensive, coordinated and better quality primary health care
66 (Rosenthal 2008; Aysola *et al.* 2013; DePuccio and Hoff 2013; Moureaux *et al.* 2015). Medical

67 homes use a variety of tools and interventions to: provide a team-based, comprehensive approach to a
68 wide spectrum of health needs; promote coordinated care across the health system; offer more
69 accessible services; and improve quality and safety (Jackson *et al.* 2013). In Australia, support for the
70 medical home model of care is growing and many GPs are already applying elements of the medical
71 home model of care in their daily practice (MacKee 2015).

72 Accessibility is an important component of the quality of primary health care services, and is often
73 conceptualised in terms of availability, appropriateness, acceptability and affordability of care
74 (Campbell *et al.* 2000; World Health Organization 2008; Levesque *et al.* 2013). Physical access to
75 general practice is often the first step in a patient's health journey and as Levesque *et al.* (2013)
76 discuss, involves service availability and accommodation, as well as patient-related dimensions (i.e.
77 ability to: perceive health care need, seek, reach, pay for and engage with services).. Access to general
78 practice may be challenging for older people because of deteriorating health, diminished physical and
79 social mobility and limited financial capacity (Australian Institute of Health and Welfare 2014).

80 Health workforce analyses are often limited to larger geographic areas such as Divisions of General
81 Practice, Medicare Locals, Primary Health Network catchments or Local Government Areas.
82 However, the use of geographic information systems (GIS) to map healthcare services within smaller
83 Census areas has enabled more detailed analyses of access (Kruger *et al.* 2011; Tennant *et al.* 2013).
84 An Adelaide investigation using GIS mapping found inequitable spatial distribution of GPs for
85 residents related to distance from the city centre and residents' socioeconomic status (Roeger *et*
86 *al.*2010). Variation in healthcare access was also shown in a study that used GIS to map proximity to
87 dental clinics in Western Australia, revealing disparity in access to dental care for those residing in
88 areas of lower socioeconomic status in metropolitan and non-metropolitan Perth (Kruger *et al.* 2011).
89 GIS has also been used to map chronic heart failure (CHF) management programs, highlighting
90 difficult access to these programs in rural and remote areas where 20% of CHF patients were
91 estimated to reside (Clark *et al.* 2007). Detailed GIS analyses can provide health workforce planners
92 with practical information to inform their decision-making (Dulin *et al.* 2010; Masoodi and
93 Rahimzadeh 2015).

94 Knowing that older Australians have a great need for GP services, the aim of this study was to
95 assess equitability of spatial access to general practice for older people. The analysis focussed on
96 three regional centres in north Queensland and specifically considered areas that were home to large
97 proportions of older people to assist in the planning of future services. A secondary aim was to assess
98 the utility of this GIS methodology for future health services planning in the northern Australian
99 context.

100 **Methods**

101 All statistical and geographic data used to inform this study were accessed through open access
102 resources. Ethical approval to conduct the study was not required. This study used the GIS software
103 package ESRI ArcMap 10.1 (Environmental System Research Institute Inc., ESRI, Redlands, CA,
104 USA) to map general practices in the study area. Spatial analysis investigating the proximity of
105 general practices to areas with high proportions of over 65-year-old people was conducted (given that
106 this age group accounts for a large proportion of GP encounters in Australia). Relationships between
107 identified areas of inadequate access and levels of relative socioeconomic disadvantage were also
108 investigated.

109 *Study area*

110 The study focussed on the three largest regional centres of north Queensland (Australia);
111 specifically Mackay, Townsville and Cairns (Table 1). The study area was restricted to the ‘built up’
112 areas of these regional centres so as not to confound the study with the added geographic health
113 service access issues of rural and remote areas. The regional centres were defined based on the
114 collation of statistical geographic units, specifically Statistical Area Level 1 (SA1) units, set by the
115 Australian Bureau of Statistics (ABS) in the 2011 Australian Statistical Geography Standard (ASGS;
116 Australian Bureau of Statistics 2011b). SA1 units contain populations between 200 and 800 people,
117 with an average of 400 people in each (Australian Bureau of Statistics 2011c).

118 *General practice locations*

119 The addresses for each general practice within the study areas of Mackay, Townsville and Cairns
120 were obtained from local telephone directories and entered into a database. Practice addresses were
121 cross-checked with databases from the earlier Divisions of General Practice and, later (in early 2014),
122 the relevant Medicare Locals. Further cross-checks of data involved telephoning 10% of practices at
123 random to confirm their location and local practitioner verification of list accuracy.

124 The latitude and longitude coordinates of each practice address was obtained using a freely
125 available batch geocoding website (Schneider 2013). Resultant geocodes were manually reviewed to
126 ensure that coordinates fell within the correct geographic zone. The geocodes were then cross-
127 checked for accuracy by overlaying the coordinates on a world street map available from ArcGIS
128 Online (<https://www.arcgis.com/home/>), using ArcMap.

129 Cross-checks of general practice locations with the relevant Medicare Locals and local GPs
130 resulted in removal of four general practices that no longer existed. A total of 15 practices were added
131 to the list of general practice locations. It is important to note that there was a 1-year lag between
132 compilation of the original list and cross-checking of the list. Upon finalisation of the list, 10% of
133 practices were called at random to verify their location; all locations were found to be correct.

134 *Population statistics and SEIFA data*

135 All population data were obtained from the 2011 Australian Census online databases at the level of
136 SA1 units, available from the ABS (Australian Bureau of Statistics 2011d). Data for the study were
137 extracted by place of usual residence and collected for age by gender. Data pertaining to relative
138 socioeconomic disadvantage in the study area were obtained at the level of SA1 units, from the ABS
139 Socioeconomic Indexes for Areas (SEIFA), specifically the Index of Relative Socioeconomic
140 Disadvantage (IRSD) (Australian Bureau of Statistics 2011e). Digital geographic boundary data at the
141 level of SA1 units were also obtained from the ABS (Australian Bureau of Statistics 2011f).

142 *Spatial analysis*

143 To identify those SA1 units that were home to large numbers of older people, the related
144 demographic data were examined and SA1 units with more than 10% of the population over 65 years
145 old were identified. The population and SEIFA data were incorporated with the geographic SA1 units
146 forming an information-rich layer in ArcMap (ESRI). Practice locations were layered onto the map
147 and a 2-km boundary or buffer zone was placed around each practice.

148 Many older people experience limited mobility and access to public transport in these regional
149 centres is often poor relative to metropolitan areas. The definition of good proximity to a general
150 practice was informed by expertise within the research team. This definition is supported by findings
151 from a study by Field and Briggs (2001), who reported that larger proportions of patients were
152 increasingly impeded from accessing general practice as distance to a service from their home
153 increased. The least impedance was experienced when the distance was less than 1 mile (~1.6 km).
154 Therefore, good proximity to a general practice for the entire SA1 unit was defined as having a
155 general practice within 2 km of the weighted mean centre of a SA1 unit within which that person
156 resides. Subsequently, SA1 units found to have their weighted mean centre outside of a 2-km practice
157 buffer zone were identified as having poor access. The population and IRSD data for each SA1 unit
158 identified as having poor access were derived from the analysis. All spatial analyses were performed
159 using geoprocessing tools available in ArcMap. Results were described using proportions with 95%
160 confidence intervals and Chi-Square tests, as appropriate.

161 **Results**

162 *Spatial analysis*

163 Mackay was found to have the highest proportion of SA1 units with high numbers of older people
164 but also the best access to general practices, when compared with Townsville and Cairns (Figs 1–3).
165 Conversely, Cairns had the lowest proportion of SA1 units with high older populations and the
166 poorest access to general practices. These results become more significant when the population
167 density at each regional centre is considered (Table 2).

168 On average, SA1 units in all three regional centres were found to contain between 390 and 400
169 people per unit. However, differences existed in population density (population km⁻²) at each regional
170 centre. The average area of a SA1 unit in Cairns was the smallest of the three centres at 0.76 km².
171 Despite having smaller SA1 units, people over 65 years old in Cairns were found to have the poorest
172 geographic access to general practices of the three regional centres. The population density in Mackay
173 was lower than that of Cairns yet, according to our analysis, Mackay had the greatest accessibility to
174 general practices for older people. Townsville's population was spread over a much larger area than
175 Cairns and Mackay; however, access to general practices in Townsville was almost as good as in
176 Mackay.

177 As proof-of-concept for modelling targeted enhancement of services based on the GIS data of this
178 study, a single theoretical general practice was placed amongst Cairns residential areas, which
179 appeared to be inadequately served by existing practices. The proposed site was chosen to offer the
180 highest effect based on consideration of gaps visually identified on the study map and proportion of
181 older people residing in the area (Table 3; Fig. 4). The addition of a single general practice, on a main
182 road into the identified area of need, decreased the number of older residents with inadequate access
183 by 26%. Overall, in Cairns, the proportion of older people with adequate access to general practice
184 was increased by 1.7% (217 people), to a level of access similar to that seen in Townsville.

185 Investigation of relative socioeconomic disadvantage in adequately and inadequately served SA1
186 units found that the proportion of units with adequate access to general practice increased as the
187 relative disadvantage increased (Pearson's χ^2 for trend = 13.65, d.f. = 1, $P = <0.001$; Table 4).

188 Discussion

189 Access to primary health care is an important component in maintaining health and reducing
190 healthcare costs for ageing populations. Information about ease of access to health services within
191 population centres is important for effective health service planning, particularly in this era of
192 increasing focus on high-quality primary health care within an identified medical home. In the context
193 of this study, consideration of older people's ability to physically access services will be a core
194 component of access to equitable primary health care at medical homes.

195 Geographic information systems can be useful planning tools for matching the available services
196 with population characteristics (Coffee *et al.* 2012; McKernan *et al.* 2013; Yao *et al.* 2013; Jin *et al.*
197 2015). This study has mapped general practice locations against population demographics in the
198 regional centres of Mackay, Townsville and Cairns, in north Queensland, Australia. Despite similar
199 proportions of older residents, differences in access to general practices are evident for this age
200 demographic in each of these locations.

201 The proportions of older people who have limited access to a general practice (defined as residing
202 in a SA1 unit that has a mean centre greater than 2 km from the nearest general practice) was found to

203 be worst in Cairns. The importance of this finding is made more apparent upon consideration of the
204 higher population density in Cairns compared with Townsville and Mackay. That is, despite people
205 living closer together in Cairns (compared with Townsville and Mackay), geographic access to a
206 general practice in Cairns was still poorer than in the other regional centres.

207 Geographic analysis of socioeconomic disadvantage for the older demographic is especially
208 relevant given that over 70-year-olds are overrepresented in the lower (more disadvantaged) deciles of
209 relative disadvantage (Pink 2011). However, owing to limitations of SEIFA data, this correlation
210 between older people and areas of high socioeconomic disadvantage cannot be supported conclusively
211 using our data. Our findings suggest that those residing within good proximity to a general practice
212 experienced higher levels of disadvantage compared with those having poorer geographic access. It is
213 possible that those identified as having poorer geographic access in this study may have somewhat
214 better ability to access services that are further away than those with better spatial access; based on the
215 assumption that those living in areas of advantage are more likely than those in areas of disadvantage,
216 to own a car (Australian Bureau of Statistics 2014). Results of the analysis also imply that, in terms of
217 health service location planning, general practices have become established in areas of greater
218 socioeconomic disadvantage and, perhaps by association, health need. The significance of this
219 association should be confirmed with a larger-scale study. However, the usefulness of the spatial
220 analysis performed even at this smaller scale is evident.

221 Locations of future general practices in Mackay, Townsville and Cairns may be informed by
222 similar spatial analyses. As the Australian population continues to age at an increasing rate, the
223 burden of chronic illness on primary healthcare services will also increase. In 2009, 49% of 65 to 74
224 year olds reported suffering from more than five long-term conditions (a condition lasting more than 6
225 months; Australian Institute of Health and Welfare 2014) and in 2007, 78% of over 65 year olds
226 reported having at least one chronic condition (Australian Institute of Health and Welfare 2014). This
227 is reflected in health service usage by the older population, as reported in the 2011–2013 Australian
228 Health Survey, where 96% of over 65 year olds reported consulting a GP in the preceding 12 months
229 (Australian Bureau of Statistics 2012). Supporting the growing health needs of older people with
230 increased and equitable access to primary healthcare services is essential. Herein, geographic access is
231 an important foundational consideration in the strategic location of future health services.

232 In the local context, we found that Townsville and Mackay were reasonably well-served in terms of
233 primary care for older residents, but future practice locations should be sought and carefully
234 considered in Cairns. Our modelling showed that in Cairns, the addition of one strategically located
235 general practice can make a significant difference by increasing geographic access for older residents
236 (found previously to have poor access) by 26% or 217 people. Spatial analyses involving complex
237 mathematical formulae have previously been developed to measure accessibility to health services
238 (Mao and Nekorchuk 2013). Some studies have used spatial information to create accessibility

239 indexes for specific healthcare based on travel time and health service location (Coffee *et al.* 2012).
240 Yet, evidence of the feasibility of real-world implementation of such methods for health service
241 planning is lacking in the literature.

242 Through using GIS systems to map population characteristics against service locations, it is
243 possible for urban planners and health service managers to strategically consider the location of future
244 health services to best meet population need. Although in this analysis GIS was used to assess the
245 distribution of general practices, it could also be used to assess the distribution of allied health or
246 dental services. In the rural and remote context, ability to measure geographic accessibility in relation
247 to population and health needs could contribute to: improved access to, and sustainability of, outreach
248 services; effective delivery of specialised services; and better health outcomes overall for populations
249 with inequitable access to healthcare services (Rodriguez *et al.* 2013; McKinnon *et al.* 2014; Zaman *et*
250 *al.* 2014).

251 **Strengths and limitations**

252 There are many other factors that may affect an individual's ability to access general practice,
253 including health professional availability, financial capacity, patient mobility, appropriateness and
254 acceptability of individual services and other socially themed factors. Access to general practice, in
255 terms of practitioner availability, is complex and involves several factors such as practitioners per
256 practice (headcount and full-time equivalents), hours of operation and areas of expertise, all of which
257 lie outside the scope of this study. The findings presented here are essentially a best-case scenario,
258 describing accessibility assuming that factors such as GP availability are optimal and equal.
259 Mathematical models have been proposed that may account for other factors that have potential to
260 influence access (e.g. distance decay, transportation modes and routes, service supply), though
261 trialling such models in this context lay outside the scope of this study (Luo and Wang 2003; Mao and
262 Nekorchuk 2013; McGrail 2012 & 2014). This study provides an analysis of one component of
263 service access, but implications in relation to overall general practice accessibility should be
264 considered with care given the multifaceted nature of health service accessibility.

265 A strength of this study was that spatial analysis of the study area was conducted based on the
266 smallest unit of statistical data available, making findings more appropriate for the local area.
267 However, several pragmatic decisions were made based on assumptions that might affect the results
268 reported in this small study. For example, geographic access to general practices was measured with
269 Euclidean distance and provided an overview of the study area, disregarding distance by actual road
270 route. A more detailed perspective may be gained through analysis of distance and travel time by
271 road. Such analyses become increasingly feasible as travel route applications are developed and
272 refined within GIS software. For the older population, travel time using the bus network may also be a

273 consideration. The usefulness of such analysis in the context of this study is questionable, given the
274 minimal distance of 2 km used to define inadequate access.

275 In addition, assumptions were made to include the entire population of a SA1 unit as either within
276 range (2 km) of a general practice or outside based on whether the weighted centroid of the SA1 unit
277 was within the 2-km buffer zone. It was also assumed that residents would access the nearest general
278 practice and that residents were not hindered by geographic boundaries such as creeks or rivers.
279 Accurate identification of current, existing practices may be enhanced through use of the subscription-
280 based online database, Medical Directory Australia Online (Australasian Medical Publishing Co. Pty
281 Ltd, see <https://www.mda.com.au/secure2.jsp>).

282 **Conclusion**

283 Tools such as GIS will be increasingly useful for planners involved in health service design at a
284 population level. Through combining population demographic and socioeconomic data with the
285 location of existing services (and, in the future, health need data), areas of unmet need may be
286 identified and highlight where additional services are required. In Australia, as Primary Health
287 Networks are instituted and take on a greater role in regional needs-based health service planning,
288 utilising geospatial methodologies to design services and evaluate effectiveness will be an important
289 part of their tool kit.

290 **Conflicts of interest**

291 None declared.

292 **Acknowledgements**

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294 practices in Cairns, Townsville and Mackay.

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428 **Fig. 1.** Map of Mackay depicting distribution of Statistical Area Level 1 (SA1) units with high proportions of
429 aged populations in relation to general practices.

430 **Fig. 2.** Map of Townsville depicting distribution of Statistical Area Level 1 (SA1) units with high-aged
431 populations in relation to general practices.

432 **Fig. 3.** Map of Cairns depicting distribution of Statistical Area Level 1 (SA1) units with high-aged populations
433 in relation to general practices.

434 **Fig. 4.** Placement of a single general practice in an area in Cairns found to have poor access for older people.

435

Table 1. Description of the study area

436

Data extracted from datasets available from the Australian Bureau of Statistics (2011a, 2011d). SA1, Statistical Area Level 1; N/A, not applicable

Total number of SA1 units	193	428	335	956
Total geographic area (km²)	208.2	1080.0	254.3	N/A
Average geographic area per SA1 unit (km²)	1.08	2.52	0.76	N/A
Total population	77285	167307	133912	378504
Total population over 65 years old	8321	16185	12925	37431
Proportion of total population over 65 years old (%)	10.8	9.7	9.7	9.9

437

438

439 **Table 2. Number of Statistical Area Level 1 (SA1) units and associated population figures for older people in the study area with specific reference**
 440 **to access to general practices**

441 CI, confidence interval

	<i>n/N (%) (95% CI)</i>	<i>n/N (%) (95% CI)</i>	<i>n/N (%) (95% CI)</i>	<i>n/N (%) (95% CI)</i>
SA1 units with high proportion aged population/total SA1 units in study area	88/193 (45.6) (38.6–52.6)	173/428 (40.4) (35.8–45.0)	127/335 (37.9) (32.7–43.1)	388/956 (40.6) (37.5–43.7)
SA1 units with high proportion aged population and inadequate access to a general practice	8/88 (9.1) (3.1–15.1)	16/173 (9.2) (4.9–13.5)	18/127 (14.2) (8.1–20.3)	42/388 (10.8) (7.7–13.9)
Aged population [count] with inadequate access/total aged population [count]	296/8321 (3.6) (3.2 - 4.0)	746/16185 (4.6) (4.3 - 4.9)	835/12925 (6.5) (6.0-6.9)	1877/37431 (5.0) (4.8-5.2)

442

443

444

Table 3. Change in access levels for older people living in Cairns based on the addition of one strategically placed general practice

	Prior to addition of proposed general practice <i>n/N (%) (95% CI)</i>	After addition of proposed general practice <i>n/N (%) (95% CI)</i>
SA1 units with high-aged population and inadequate access to a general practice	18/127 (14.2) (8.1-20.3)	14/127 (11.0) (5.6-16.4)
Aged population [count] with inadequate access/total aged population [count]	835/12 925 (6.5) (6.1-6.9)	618/12 925 (4.8) (4.4-5.2)

445

446

447 **Table 4. Comparison of the frequency of deciles for the Index of Relative Socioeconomic Disadvantage (IRSD) for adequately and inadequately**
 448 **served Statistical Area Level 1 (SA1) units**

449 IRSD data extracted from the dataset available from the Socioeconomic Indexes for Areas (SEIFA) database (Australian Bureau of Statistics 2011e). For the
 450 IRSD decile, 1 indicates a high proportion of relatively disadvantaged people in the area and 10 indicates low incidence of disadvantage

IRSD decile (State)	SA1 units >2 km from a general practice (<i>n</i>)	SA1 units <2 km from a general practice (<i>n</i>)	Total SA1 units (<i>n</i>)	Proportion of SA1 >2 km from a general practice (%) (95% CI)
1 and 2	5	84	89	5.6 (0.8–10.4)
3 and 4	5	108	113	4.4 (0.6–8.2)
5 and 6	10	72	82	12.2 (5.1–19.3)
7 and 8	8	51	59	13.6 (4.9–22.3)
9 and 10	9	26	35	25.7 (11.2–40.2)
Total	37	341	378	9.8 (6.8–12.8)

451 ^cSome SA1 units were excluded as no SEIFA data were available from the Australian Bureau of Statistics owing to low population or poor quality data.

452