# 12 Mental health management

**CONTENTS**

12.1 Framework for measuring health management performance 12.2

12.2 Profile of mental health management 12.3

12.3 Framework of performance indicators for mental health management 12.18

12.4 Key performance indicators for mental health management 12.23

12.5 Future directions in performance reporting 12.73

12.6 Definitions of key terms 12.74

12.7 List of attachment tables 12.79

12.8 References 12.83

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| **Attachment tables** |
| Attachment tables are identified in references throughout this chapter by a ‘12A’ prefix (for example, table 12A.1). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp. |
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Health management is concerned with the management of diseases, illnesses and injuries using a range of services (promotion, prevention/early detection and intervention) in a variety of settings (for example, public hospitals, community health centres and general practice). This chapter reports on the Australian, State and Territory governments’ management of mental health and mental illnesses through a variety of service types and delivery settings.

Improvements to the reporting of mental health management in this edition include:

* reporting of a new mini‑case study on ‘Reducing the use of seclusion during an acute episode of mental health inpatient care in the ACT’
* addition of a new measure for Medicare Benefits Schedule (MBS) subsidised services for the ‘new client index’ indicator
* inclusion of new disaggregations (by selected community groups) for the indicators ‘new client index’, ‘primary mental health care for children and young people’ and ‘readmissions to hospital within 28 days of discharge’
* reporting of a new outcome indicator on the ‘physical health outcomes for people with a mental illness’
* data quality information (DQI) available for the first time for the indicator ‘rate of seclusion ― acute inpatient units’.

## 12.1 Framework for measuring health management performance

Health management is the ongoing process beginning with initial client contact and including all actions relating to the client: assessment/evaluation; education of the person, family or carer(s); diagnosis; and treatment. Problems associated with adherence to treatment and liaison with, or referral to, other agencies are also included.

Policy makers are seeking alternative service delivery settings and a more coordinated approach to managing health problems. Measuring performance in the management of a health problem involves measuring the performance of service providers in specific settings, and the overall management of diseases, illnesses and injuries across a spectrum of services, including prevention, early detection and treatment programs. The measurement approach is summarised in figure 12.1.

The appropriate mix of services — including the prevention of illness and injury, medical treatment and the appropriate mix of service delivery mechanisms — is measured by focusing on a specific health management issue. The Health sector overview in this Report outlines the complexities of reporting on the performance of the overall health system in meeting its objectives. Frameworks for public hospitals and primary and community health services report the performance of particular service delivery mechanisms. The mental health management performance framework provides information on the interaction and integration arrangements between General Practitioners (GPs) (as the key providers of primary health), community‑based and hospital‑based providers in meeting the needs of people with a mental illness.

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| Figure 12.1 The Australian health system — measurement approach |
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## 12.2 Profile of mental health management

Mental health relates to an individual’s ability to negotiate the daily challenges and social interactions of life without experiencing undue emotional or behavioural incapacity (DHAC and AIHW 1999). The World Health Organization (WHO) describes positive mental health as:

… a state of well‑being in which the individual realizes his or her own abilities, can cope with the normal stresses of life, can work productively and fruitfully, and is able to make a contribution to his or her community (WHO 2001).

Mental health is identified by governments as a national health priority area as are cancer, asthma, cardiovascular health, diabetes mellitus, injury prevention and control, arthritis and musculoskeletal conditions, and obesity. The national health priority areas represent a large proportion of the total burden of disease and injury in Australia and mental illnesses makes a significant contribution to this total burden (Begg et al. 2007). The total burden comprises the number of ‘years’ lost due to fatal events (years of life lost due to premature death) and non‑fatal events (years of ‘healthy’ life lost due to disability). Mental illness is the leading cause of ‘healthy’ life years lost due to disability (Begg et al. 2007).

Mental illness is a term that describes a diverse range of behavioural and psychological conditions. These conditions can affect an individual’s mental health, functioning and quality of life. Each mental illness is unique in its incidence across the lifespan, causal factors and treatments. The most common mental illnesses are anxiety, affective (mood) and substance use disorders. Mental illness also includes low prevalence conditions such as schizophrenia, bipolar disorder and other psychoses, and severe personality disorder (DoHA 2010). While of lower prevalence, these conditions can severely affect people’s ability to function in their daily lives (Morgan et al. 2011).

Specialised mental health management services offered by a range of government and non‑government service providers include promotion, prevention, treatment, management, and rehabilitation services. Community mental health facilities, psychiatrists, clinical psychologists, psychotherapists, mental health clinicians in private practice, counsellors, Aboriginal health workers, Aboriginal mental health workers, public hospitals with specialised psychiatric units and psychiatric hospitals all provide specialised mental health care. In addition, a number of health services provide care to mental health patients in a non‑specialised health setting — for example, GPs, Aboriginal community controlled health services, public hospital emergency departments and outpatient departments, and public hospital general wards (as distinct from specialist psychiatric wards). Some people with a mental illness are cared for in residential aged care services.

Mental health is also the subject of programs designed to improve public health. Public health programs require the participation of public hospitals, primary and community health and other, services. The performance of primary and community health services is reported in chapter 10 and the performance of public hospitals is reported in chapter 11.

This chapter focuses on the performance of State and Territory specialised public mental health services that treat the mostly low prevalence, but severe, mental illnesses. It also includes performance data on the mental health services provided by GPs, psychiatrists, psychologists and other allied health professionals under the MBS. Descriptive data are reported on other health services that provide non‑specialised mental health care (such as, emergency departments). Some key terms used in mental health management are outlined in section 12.6.

Other health and related services are also important for people with a mental illness, including alcohol and drug treatment services (chapter 10) and aged care services   
(chapter 13). This Report does not include specific performance information on these services’ treatment of people with a mental illness. Mental health patients often have complex needs that can also affect other government services they receive, such as those covered in chapter 4 (School education), chapter 8 (Corrective services), chapter 9 (Fire and ambulance services), chapter 14 (Services for people with disability) and chapter 18 (Homelessness services).

### Roles and responsibilities

State and Territory governments are responsible for the funding, delivery and management of specialised public mental health services including admitted patient care in hospitals, community‑based ambulatory care services and community‑based residential care (for further details see the sector scope section later in this chapter). Some of these services are provided by non‑government organisations (NGOs), for example governments can fund private and non‑government entities to provide admitted patient hospital care. State and Territory governments also fund not for profit, NGOs to provide a range of support services for people with psychiatric disability arising from a mental illness.

The Australian Government is responsible for the funding of the following mental health services and related programs:

* MBS subsidised services provided by GPs (both general and specific mental health items), private psychiatrists and allied mental health professionals (psychologists, social workers, occupational therapists, mental health nurses and Aboriginal health workers)
* Pharmaceutical Benefits Scheme (PBS) funded mental health‑related medications
* the Personal Helpers and Mentors and the Carers Respite programs funded through the Department of Social Services (DSS)
* other specific programs, including those provided by the non‑government sector, designed to increase the level of social support and community‑based care for people with a mental illness and to prevent suicide.

In addition, the Australian Government provides funding for mental health‑related services through the Department of Veterans’ Affairs (DVA), Department of Defence and the Private Health Insurance Premium Rebates.

From 2009‑10 to 2011‑12, the Australian Government also provided a specific purpose payment (SPP) to State and Territory governments for health services under the National Healthcare Agreement (NHA). According to the Intergovernmental Agreement on Federal Financial Relations, under which this SPP was provided, State and Territory governments were required to expend the SPP on the health sector, but had budget flexibility to allocate funds within that sector as they deemed appropriate. Consequently, specific mental health funding cannot be separately identified in the Australian Government funding provided to State and Territory governments under the NHA. From 2012‑13, the payments made under the SPP were replaced by new funding approaches specified in the National Health Reform Agreement (NHRA), including Activity Based Funding for future years. However, 2012‑13 specific payments made to State and Territory health services for mental health cannot be separately identified.

The Australian, State and Territory governments also fund and/or provide other services that people with mental illnesses can access, such as employment, accommodation, income support, rehabilitation, residential aged care and other services for older people and people with disability (see chapters 13 and 14, respectively).

### Funding

Real government recurrent expenditure of around $7.3 billion was allocated to specialised mental health services in 2012‑13 (table 12A.4). State and Territory governments made the largest contribution ($4.5 billion, or 61.9 per cent), although this includes Australian Government funding under the NHRA. The Australian Government spent $2.8 billion or 38.1 per cent of total government recurrent expenditure on mental health services (table 12A.4). Real average governments’ expenditure per person on specialised mental health services in 2012‑13 was $317, an increase from $249 in 2005‑06 (figure 12.2).

Expenditure on MBS subsidised services was the largest component of Australian Government expenditure on mental health services in 2012‑13 ($906.4 million or 32.7 per cent) (table 12A.1). This comprised MBS payments for psychologists and other allied health professionals (social workers and occupational therapists) (14.8 per cent), GP services (7.0 per cent) and consultant psychiatrists (10.9 per cent) (table 12A.1).

Another significant area of Australian Government expenditure on mental health services in 2012‑13 was expenditure under the PBS for mental health related medications ($768.1 million) (table 12A.1). While real expenditure on PBS mental health related medications increased every year between 2005‑06 and 2011‑12, it steadily decreased as a share of expenditure. In 2012‑13, real expenditure on PBS mental health related medications fell to below the 2005‑06 value and as a share in total Australian Government expenditure on mental health services it decreased to 27.7 per cent, compared to 43.0 per cent in 2005‑06 (table 12A.1). For details on the remainder of the Australian Government’s expenditure for mental health services see table 12A.1.

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| Figure 12.2 Real recurrent governments’ expenditure on mental health services, by funding source (2012‑13 dollars)**a, b, c** |
| |  | | --- | | Figure 12.2 Real recurrent governments' expenditure on mental health services, by funding source (2012-13 dollars)  More details can be found within the text surrounding this image. | |
| a Real expenditure for all years (2012‑13 dollars), using the implicit price deflators for general government final consumption expenditure on hospitals and nursing homes (table 12A.96). b State and Territory governments’ expenditure includes expenditure sourced from ‘other revenue’ that includes patient fees and reimbursement by third party compensation insurers and from Australian Government funding provided under the Australian Health Care Agreement base grants/National Healthcare Agreement (NHA) specific purpose payment (SPP)/National Health Reform Agreement (NHRA). c Australian Government expenditure includes a small amount of funding provided for State and Territory governments’ specialised mental health services, see table 12A.3 for details. |
| *Source*: Department of Health (unpublished); Australian Institute of Health and Welfare (AIHW) (unpublished) Mental Health Establishments (MHE) National Minimum Data Set (NMDS); table 12A.4. |
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Real expenditure per person on State and Territory governments’ specialised public mental health services is reported in figure 12.3. Recurrent expenditure on State and Territory governments’ specialised public mental health services includes expenditure funded from all sources, including the Australian Government.

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| Figure 12.3 Real recurrent expenditure on State and Territory governments’ specialised public mental health services (2012‑13 dollars)**a, b, c, d, e** |
| |  | | --- | | Figure 12.3 Real recurrent expenditure on State and Territory governments' specialised public mental health services (2012-13 dollars)  More details can be found within the text surrounding this image. | |
| a Real expenditure (2012‑13 dollars), using State and Territory implicit price deflators for general government final consumption on hospitals and nursing homes (table 12A.96). b Estimates of State and Territory governments’ spending include funding from other revenue and Australian Government funds. c Depreciation is excluded for all years. Depreciation estimates are reported in table 12A.5. d Expenditure data on State and Territory governments’ specialised public mental health services by source of funding are presented in table 12A.3. e The quality of the NSW Mental Health Establishments (MHE) National Minimum Data Set (NMDS) 2010‑11 data has been affected by the reconfiguration of the service system during the year. |
| *Source*:Department of Health (unpublished); State and Territory governments (unpublished); AIHW (unpublished) MHE NMDS; table 12A.2. |
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Figure 12.4 shows how recurrent expenditure on State and Territory governments’ specialised public mental health services was distributed across the different service types in 2012‑13.

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| Figure 12.4 Recurrent expenditure on State and Territory governments’ specialised public mental health services, by service category, 2012‑13**a, b, c, d, e** |
| |  | | --- | | Figure 12.4 Recurrent expenditure on State and Territory governments' specialised public mental health services, by service category, 2012-13  More details can be found within the text surrounding this image. | |
| a Includes all State and Territory governments’ expenditure on specialised public mental health services, regardless of source of funds. b Depreciation is excluded. Depreciation estimates are reported in table 12A.5. c The differential reporting of clinical service providers and non‑government organisations (NGOs) artificially segregates the mental health data. Given that the role of NGOs varies across states and territories, the level of expenditure on NGOs does not necessarily reflect the level of community support services available. d Hospital inpatient expenditure can include expenditure on government funded public hospital services managed and operated by private and non‑government entities. e Queensland does not report any in‑scope government operated residential mental health services to the MHE NMDS. However, it funds a number of extended treatment services (campus and non‑campus based) with full clinical staffing for 24 hours a day, 7 days a week that are reported as non‑acute admitted patient services. |
| *Source*: AIHW (unpublished) MHE NMDS; table 12A.6. |
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### Size and scope of sector

#### Prevalence of mental illness and high/very high levels of psychological distress

According to the National Survey of Mental Health and Wellbeing (SMHWB), in 2007, 20.0 ± 1.1 per cent of adults aged 16–85 years (or approximately 3.2 million adults) met the criteria for diagnosis of a lifetime mental disorder and had symptoms in the 12 months before the survey (table 12A.76). A further 25.5 ± 1.4 per cent of adults aged 16–85 years had experienced a mental disorder at some point in their life, but did not have symptoms in the previous 12 months (table 12A.76).

A proxy measure of the overall mental health and wellbeing of the population is the Kessler 10 (K10) psychological distress scale. Data from the 2007 SMHWB show that people with a lifetime mental disorder who had symptoms in the previous 12 months (20.0 ± 1.1 per cent of the total population), were significantly overrepresented in the populations who had high or very high levels of psychological distress — 57.1 ± 5.1 per cent and 79.6 ± 7.2 per cent of these populations respectively (table 12A.7). Analysis of the 1997 SMHWB showed a strong association between a high/very high K10 score and a current diagnosis of anxiety and affective disorders (ABS 2012). According to the Australian Bureau of Statistics (ABS), which uses the K10 instrument in the SMHWB and National Health Surveys (NHS), the K10:

… is a scale designed to measure non‑specific psychological distress, based on questions about negative emotional states experienced in the past 30 days. … it is not a diagnostic tool, but an indicator of current psychological distress, where very high levels of distress may signify a need for professional help. It is also useful for estimating population need for mental health services (ABS 2012).

Females had higher proportions of very high levels of psychological distress than males in 2011‑12 (figure 12.5). People with disability or restrictive long term health condition and people in low socioeconomic areas also reported higher proportions of very high levels of psychological distress than other community groups (table 12A.9). In 2012‑13, 29.4 ± 2.1 per cent of Aboriginal and Torres Strait Islander Australians aged 18 years or over reported high/very high levels of psychological distress (table 12A.15). After adjusting for age, this was 2.7 times the rate for non‑Indigenous adults. Tables 12A.8–16 contain additional data on high/very high levels of psychological distress.

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| Figure 12.5 Adults with very high levels of psychological distress, by gender, 2011‑12**a, b, c** |
| |  | | --- | | Figure 12.5 Adults with very high levels of psychological distress, by gender, 2011-12  More details can be found within the text surrounding this image. | |
| a Adults are defined as people aged 18 years and over. b Rates are age standardised by State and Territory, to the 2001 Estimated Resident Population. c Data for the NT should be used with care as exclusion of very remote areas from the National Health Survey (NHS) translates to the exclusion of around 23 per cent of the NT population. |
| *Source*:ABS (unpublished) Australian Health Survey (AHS) 2011–13 (2011‑12 National Health Survey (NHS) component); table 12A.8. |
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#### Mental health services ― overview

There are a range of government provided or funded services that are specifically designed to meet the needs of people with mental health issues; the key services are the following:

* MBS subsidised mental health specific services — provided by GPs, psychiatrists, psychologists or other allied health professionals on a fee for service basis that are partially or fully funded under Medicare.
* Admitted patient care in hospitals — services provided to admitted patients in stand‑alone psychiatric hospitals or in specialised psychiatric units in acute hospitals.
* Community‑based mental health services, comprising:
* ambulatory care services provided by outpatient clinics (hospital and clinic based), mobile assessment and treatment teams, day programs and other services dedicated to assessment, treatment, rehabilitation and care
* specialised residential services that provide beds in the community, staffed onsite (24 hour and non 24 hour) by mental health professionals
* not‑for‑profit, NGO services, funded by the Australian, State and Territory governments to provide community support for people with psychiatric disability, including accommodation, outreach to people living in their own homes, residential rehabilitation units, recreational programs, self‑help and mutual support groups, carer respite services and system‑wide advocacy (DoHA 2010).

There are a range of other health services provided and/or funded by governments that make a significant contribution to the mental health treatment of people with a mental illness, but are not specialised mental health services: MBS subsidised GP general consultations that are mental health‑related, emergency departments and admitted patient mental health‑related care provided in general wards. Tables 12A.30–32 provide information on these non‑specialised services provided in hospitals.

#### MBS subsidised mental health services

##### GP mental health services

GPs are often the first type of service accessed by people seeking help when suffering from a mental illness (AIHW 2014). GPs can diagnose, manage and treat mental illnesses and they also refer patients to more specialised service providers such as psychiatrists and psychologists (see other MBS subsidised services below).

According to the Bettering the Evaluation and Care of Health (BEACH) (an annual survey collected from a sample of approximately 1000 GPs), 12.3 per cent of GP encounters (an estimated 15.8 million MBS subsidised services) were mental health‑related in 2012‑13 (table 12A.18). Under the BEACH survey, a mental health‑related encounter is defined as one at which a mental health‑related problem is managed. Problems managed reflect the GP’s understanding of the health problem presented by the patient. These encounters comprise those billed as general surgery consultations and those billed under specific mental health MBS items.

A GP can manage more than one problem at a single encounter. In 2012‑13, 13.1 mental health‑related problems were managed per 100 encounters (table 12A.20). Depression was the most frequently reported mental health‑related problem managed (4.2 per 100 GP encounters), representing around one third of all mental health‑related problems managed (table 12A.20 and AIHW 2014). Anxiety (2.1 per 100 GP encounters) and sleep disturbance (1.6 per 100 GP encounters) were the next most common mental health‑related problems (table 12A.20). The most common form of GP management for a mental health‑related problem was the prescription, supply or recommendation of a medication (AIHW 2014).

GPs can provide services under specific mental health MBS items (GP Mental Health Treatment Plan, Focussed Psychological Strategies and Family Group Therapy). In 2012‑13, 2.4 million MBS subsidised specific mental health MBS items (105.2 per 1000 people) were provided by GPs (table 12A.17).

##### Other MBS subsidised services

In 2012‑13, 6.1 million other MBS subsidised mental health‑related services were provided by psychiatrists, psychologists and other allied health professionals (table 12A.17). This comprised 3.7 million provided by psychologists, 2.1 million services provided by psychiatrists, and 255 129 services provided by other allied health professionals (table 12A.17). This was equivalent to 163.2 psychologist services, 93.3 psychiatrist services, and 11.1 other allied health services per 1000 people (table 12A.17).

#### Specialised admitted patient and community‑based mental health services — service use, patient days, beds and staffing

##### Service use

Estimating activity across the publicly funded specialised mental health services sector, which comprises admitted patient care and community‑based mental health services, is problematic as the way activity is measured differs across the service types. Service activity is reported by separations for admitted patient care, episodes for community‑based residential care, contacts for community‑based ambulatory care and number of participants accessing the targeted community care (mental health) services funded by the Department of Social Services (DSS). Other service use data for the NGOs are not available.

There were 93 602 separations with specialised psychiatric care in public acute hospitals and 10 073 specialised psychiatric care separations in public psychiatric hospitals in 2012‑13 (table 12A.22). Schizophrenia accounted for a large proportion of separations with specialised psychiatric care in public hospitals (19.4 per cent in public acute hospitals and 18.0 per cent in public psychiatric hospitals) (table 12A.22). Ambulatory‑equivalent specialised psychiatric care is also provided in public hospitals. In 2009‑10, the latest year for which data are published, there were 5193 of these separations from public acute hospitals and 132 in public psychiatric hospitals (table 12A.23).

There were 6535 episodes of community‑based residential care in 2012‑13 (table 12A.25). Schizophrenia, schizotypal and delusional disorders (F20–29) as a principal diagnosis accounted for the largest proportion of these episodes (51.5 per cent of episodes with a specified principal diagnosis) (AIHW 2014). There were 6.3 million community‑based ambulatory care patient contacts (excludes Victoria for which data were not available), equivalent to 371.1 contacts per 1000 people, in 2012‑13 (table 12A.24). For those contacts with a mental health disorder specified, the largest proportion was for the principal diagnosis of schizophrenia (22.1 per cent) (AIHW 2014).

In 2012‑13, there were 117 793 participants in the targeted community care (Mental Health) program across three service types (15 066 for Personal Helpers and Mentors (PHaMs), 68 406 for Family Mental Health Support Services and 34 321 for Mental Health Respite: Carer Support) (table 12A.29). Mood disorder was the most prevalent diagnosis for PHaMs participants at the time of entry to a service (64.6 per cent of participants had this diagnosis, although not necessarily as a primary diagnosis as participants could be counted as having more than one) (DSS 2013).

Data on service use by Indigenous status are available, but comparisons are not necessarily accurate because Aboriginal and Torres Strait Islander patients are not always correctly identified (table 12A.25). Differences in rates of service use could also reflect other factors, including the range of social and physical infrastructure services available to Aboriginal and Torres Strait Islander Australians, and differences in the complexity, incidence and prevalence of illnesses between Aboriginal and Torres Strait Islander and non‑Indigenous Australians.

##### Patient days, beds and staffing

Activity can also be measured across State and Territory governments’ specialised public mental health services by accrued mental health patient days, mental health beds and full time equivalent (FTE) direct care staff. Admitted patient care and community‑based residential (24 hour staffed) accrued patient days per 1000 people for 2012‑13 are included in figure 12.6.

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| Figure 12.6 Accrued mental health patient days, 2012‑13**a, b, c** |
| |  | | --- | | Figure 12.6 Accrued mental health patient days, 2012-13  More details can be found within the text surrounding this image. | |
| a Hospital patient days include those funded by government, but provided by services managed and operated by private and non‑government entities. b Queensland does not report any in‑scope government operated residential mental health services to the MHE NMDS. However, it funds a number of extended treatment services (campus and non‑campus based) with full clinical staffing for 24 hours a day, 7 days a week that are reported as non‑acute admitted patient services. c The ACT and the NT do not have non‑acute hospital units. |
| *Source*:AIHW (unpublished) MHE NMDS; table 12A.21. |
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Beds are counted as those that can provide overnight accommodation for patients admitted to hospital or residential services (see section 12.6 for more details). Figure 12.7 presents the number of beds per 100 000 people by service setting, in 2012‑13. These data show the differences in service mix across states and territories.

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| Figure 12.7 Mental health beds in public hospitals and publicly funded community‑based residential units, 2012‑13**a, b, c, d** |
| |  | | --- | | Figure 12.7 Mental health beds in public hospitals and publicly funded community-based residential units, 2012-13  More details can be found within the text surrounding this image. | |
| a Includes beds in public hospitals and publicly funded community‑based residential units. b Hospital beds can include government funded beds managed and operated by private and non‑government entities. c Queensland does not report any in scope government operated residential mental health services to the MHE NMDS. However, it funds a number of extended treatment services (campus and non‑campus based) with full clinical staffing for 24 hours a day, 7 days a week that are reported as non‑acute admitted patient services. d Tasmania, the ACT and the NT do not have public psychiatric hospitals. |
| *Source*:AIHW (unpublished) MHE NMDS; table 12A.26. |
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Figure 12.8 reports FTE direct care staff per 100 000 people employed across the admitted patient and community‑based (ambulatory and residential) service areas. Nursing staff comprise the largest FTE component of direct care staff employed in specialised public mental health services. Across Australia in 2012‑13, there were 67.3 nurses per 100 000 people, compared with 25.5 allied health care staff, 13.5 medical staff and 4.9 other personal care staff (table 12A.27). FTE direct care staff employed by service setting, are reported in table 12A.28.

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| Figure 12.8 FTE health professional direct care staff**a, b** |
| |  | | --- | | Figure 12.8 FTE health professional direct care staff  More details can be found within the text surrounding this image. | |
| a Includes staff within the health professional categories of ‘medical’, ‘nursing’, ‘allied health’ and ‘other personal care’. Section 12.6 provides detailed definitions for these staffing categories. b The quality of the NSW MHE NMDS 2010‑11 data has been affected by the reconfiguration of the service system during the year. |
| *Source*: AIHW (unpublished) MHE NMDS; table 12A.27. |
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### Case study

Box 12.1 contains a case study on reducing the use of seclusion in specialised mental health acute inpatient units.

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| Box 12.1 Reducing the use of seclusion during an acute episode of mental health inpatient care in the ACT |
| Seclusion is the confinement of a consumer at any time of the day or night alone in a room or area from which free exit is prevented. Seclusion is used during inpatient episodes of care where there is a need to secure the safety of the consumer and the safety of others, at a time when the consumer requires safe containment due to the volatile nature of their behaviour and mental illness. However, before strategies to reduce the use of seclusion had been introduced in the ACT, the use of seclusion had been broadened to be:   * a preventative option to de‑escalate a difficult situation even when it was not always clear if there was an immediate safety issue * an option rather than a last resort due to other issues such as adequate staff coverage of the inpatient facility at the time, number of other ‘at risk’ consumers, the level of acuity of the group of consumers being cared for at the time and the general level of experience of staff in dealing with difficult, volatile situations.   Cultural change on the ‘appropriate’ use of seclusion began in the ACT around 2009‑10. The issue of the use of seclusion and the circumstances leading to a seclusion episode were examined more closely to identify triggers, alternative options, staff training and consumer input into the understanding of events that contribute to seclusion for some consumers. The plan was to introduce pro‑active strategies to prevent or reduce (where possible) the likelihood of circumstances that lead to a seclusion event. Around this time, the ACT was also included as a ‘beacon site’ for the National Seclusion and Restraint Project, which provided additional incentives to learn and contribute to the broader issue of seclusion in mental health.  The ACT seclusion review committee was created, comprising clinical staff of the inpatient facility, consumers and carer representatives and operational management of the inpatient facility. The committee reviewed each episode of seclusion focusing on systemic issues that may lead to seclusion being considered and which could be influenced. A number of issues were identified regarding the mental state of the consumer prior to the event, environmental conditions, use of alternative strategies and pro‑active interventions that could be introduced before a situation requiring seclusion developed.   * Feedback and input from consumers was critical in evaluating the use of alternative diversion tactics and de‑escalating potential triggers of unpredictable behaviour before they become a safety issue. Key to this was the approach taken by staff including less obtrusive observance of consumers that was seen as not challenging by the consumer in their altered mental state, the environment, staff mix and the understanding of the acute nature of new consumers entering the inpatient facility. * Staff and consumer experience and knowledge were key to adopting an attitude of supportive care rather than coercive control to change behaviour when circumstances were recognised as potentially volatile. A degree of trust and open communication between staff and consumers was required along with a particular set of skills and experience. It was recognised that what works in one situation may not necessarily work in another as staff and consumers respond variably in different circumstances. Supportive cooperation is needed in each situation, allowing the consumer a degree of control over their own behaviour and staff exercising some restraint in their own responses to de‑escalate a situation. |
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| Box 12.1 (continued) |
| * Time was identified as an important element. Given enough time, potentially volatile triggers can be averted in most situations. Time for the consumer to recognise and understand what is happening and time for the staff member to observe and take pro‑active action. Time works best in a non‑threatening environment. Whether a threat is real or imagined, staff and consumers have demonstrated they have the capacity to make alternative choices other than ones that lead to the need for seclusion.   The aim in the ACT is to eliminate the need for seclusion wherever possible and to provide safe alternatives that promote the wellbeing of consumers, staff and visitors. Seclusion may still be necessary in some situations, but these are now the exception rather than the rule and seclusion is seen as a last resort when the safety of anyone involved reaches a critical threshold.  The effectiveness of the ACT approach is demonstrated by the reduction in, and ongoing low, seclusion rates since 2008‑09 (table 12A.50).  Box 12.1 Reducing the use of seclusion during an acute episode of mental health inpatient care in the ACT  Figure within Box 12.1  More details can be found within the text surrounding this image.  Along with the adoption of the seclusion review committee, other changes were occurring in the ACT mental health service system that may have influenced these seclusion results, including the introduction of additional services (Mental Health Assessment Unit) and the Step‑up and Step‑down services in the community. It is also acknowledged that as public mental health clinical services are provided by one central organisation in the ACT, it is easier to implement cultural change than in most jurisdictions. |
| *Source*: ACT Government (unpublished); AIHW (2014). |
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## 12.3 Framework of performance indicators for mental health management

Preventing the onset of mental illness is challenging, primarily because individual illnesses have many origins. Most efforts have been directed at treating mental illness when it occurs, determining the most appropriate setting for providing treatment and emphasising early intervention.

The framework of performance indicators for mental health services draws on governments’ broad objectives for national mental health policy, as encompassed in the *National Mental Health Policy 2008* (box 12.2). The performance indicator framework reports on the equity, effectiveness and efficiency of mental health services. It covers a number of service delivery types (MBS subsidised, admitted patient and community‑based services) and includes outcome indicators of system‑wide performance.

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| Box 12.2 Broad objectives and policy directions of National Mental Health Policy |
| The *National Mental Health Policy 2008* has an emphasis on whole of government mental health reform and commits the Australian, State and Territory governments to the continual improvement of Australia’s mental health system. The key broad objectives are to:   * promote the mental health and well‑being of the Australian community and, where possible, prevent the development of mental health problems and mental illness * reduce the impact of mental health problems and mental illness, including the effects of stigma on individuals, families and the community * promote recovery from mental health problems and mental illness * assure the rights of people with mental health problems and mental illness, and enable them to participate meaningfully in society.   The key policy directions are summarised as follows:   * Rights and responsibilities of people with mental health problems and mental illness will be acknowledged and respected. * Mental health promotion will support destigmatisation and assist people to be emotionally resilient, cope with negative experiences and participate in the community. * The proportion of people with mental health problems, mental illness and people at risk of suicide will be reduced. * Emerging mental health problems or mental illnesses will receive early intervention to minimise the severity and duration of the condition and to reduce its broader impacts. * People will receive timely access to high quality, coordinated care appropriate to their conditions and circumstances. * People with mental health problems and mental illness will enjoy full social, political and economic participation in their communities. * The crucial role of carers will be acknowledged and respected and they will be provided with appropriate support to enable them to fulfil their role. * The mental health workforce will be appropriately trained and adequate in size and distribution to meet the need for care. * Across all sectors, mental health services should be monitored and evaluated to ensure they are of high quality and achieving positive outcomes. * Research and evaluation efforts will generate new knowledge about mental health problems and mental illness that can reduce the impact of these conditions. |
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### National Mental Health Strategy

In 1991, Australian Health Ministers signed the *Mental Health Statement of Rights and Responsibilities*. This Statement seeks to ensure that consumers, carers, advocates, service providers and the community are aware of their rights and responsibilities and can be confident in exercising them (Australian Health Ministers 1991). The Statement underpins the National Mental Health Strategy (NMHS) endorsed by Australian, State and Territory governments in 1992 (AIHW 2008). During 2011‑12, the Statement was updated to align with the *National Mental Health Policy 2008* and Australia’s international obligations with respect to the *United Nations Convention on the Rights of Persons with Disabilities* and the *United Nations Convention on the Rights of the Child*.

The NMHS was established to guide the reform agenda for mental health in Australia across the whole of government. The NMHS consists of the National Mental Health Policy and the National Mental Health Plan. The National Mental Health Policy describes the broad aims and objectives of the NMHS. The National Mental Health Plan describes the approach to implementing the aims and objectives of the Policy. A fourth plan   
(2009–2014) was endorsed by all Australian Health Ministers in September 2009. The fourth plan aimed to strengthen the accountability framework with Australian, State and Territory governments by developing targets and data sources for a set of indicators and to provide annual progress reports to Council of Australian Governments (COAG) (AHMC 2009). These indicators were the primary vehicle for monitoring the progress of these governments in achieving national mental health reform under the fourth plan.

### COAG National Healthcare Agreement and National Health Reform

COAG has agreed six National Agreements (NAs) to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see chapter 1 for more detail on reforms to federal financial relations).

The NHA covers the area of health and aged care, and health indicators in the National Indigenous Reform Agreement (NIRA) establish specific outcomes for reducing the level of disadvantage experienced by Aboriginal and Torres Strait Islander Australians. Both agreements include sets of performance indicators. The Steering Committee collates NIRA performance information for analysis by the Department of Prime Minister and Cabinet. Performance indicators reported in this chapter are aligned with health performance indicators in the most recent version of the NHA, where relevant.

From 2009‑10 to 2011‑12, the Australian Government provided a SPP to State and Territory governments for health services under the NHA. From 2012‑13, the payments made under the SPP were replaced by new funding approaches specified in the NHRA, including Activity Based Funding for future years. Specific payments made to State and Territory health services for mental health cannot be separately identified in 2012‑13.

### Performance indicator framework

The performance indicator framework provides information on equity, efficiency and effectiveness, and distinguishes the outputs and outcomes of mental health management services (figure 12.9). The performance indicator framework shows which data are complete and comparable in the 2015 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report wide perspective (see chapter 1, section 1.6).

The Report’s statistical context chapter contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (chapter 2).

Data quality information is being progressively introduced for all indicators in the Report. The purpose of DQI is to provide structured and consistent information about quality aspects of data used to report on performance indicators. DQI in this Report cover the seven dimensions in the ABS’ data quality framework (institutional environment, relevance, timeliness, accuracy, coherence, accessibility and interpretability) in addition to dimensions that define and describe performance indicators in a consistent manner, and key data gaps and issues identified by the Steering Committee. All DQI for the 2015 Report can be found at www.pc.gov.au/rogs/2015.

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| Figure 12.9 Mental health management performance indicator framework |
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## 12.4 Key performance indicators for mental health management

### Outputs

Outputs are the services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

#### Equity — access — new client index

‘New client index’ is an indicator of governments’ objective to provide mental health services in an equitable manner (box 12.3). Population treatment rates are relatively low and it might be difficult for a new client to access specialised public mental health services if resources are already utilised by existing clients.

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| Box 12.3 New client index |
| ‘New client index’ is defined by two measures, the proportions of total clients under the care of:   * State and Territory governments’ specialised public mental health services who were new clients * Medicare Benefits Schedule (MBS) subsidised mental health services provided by private psychiatrists, General Practitioners (GPs) and allied health providers, who were new clients.   A new client is a consumer who has not been seen/received a mental health service in the five years preceding the initial contact with a service in the relevant reference period.  A high or increasing proportion of total clients who are new might be desirable, as it suggests it is easier for new clients to access mental health services. However, results are difficult to interpret. The appropriate balance between providing ongoing care to existing clients who have continuing needs and meeting the needs of new clients is unknown.  This indicator does not provide information on whether the services are appropriate or adequate for the needs of the people receiving them (new or existing clients), or correctly targeted to those clients who are most in need.  Data reported for the proportions of total clients under the care of State and Territory specialised public mental health services who were new clients are:   * comparable (subject to caveats) within most jurisdictions over time, but are not comparable across jurisdictions or over time for Tasmania * incomplete for the current reporting period. All required 2012‑13 data are not available for Victoria. |
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| Box 12.3 (continued) |
| Data reported for the proportions of total clients under the care of MBS subsidised ambulatory mental health services who were new clients are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required 2013‑14 data are available.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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The proportions of total clients of specialised public mental health services who are new are reported in figure 12.10. Data are reported by age, gender, Socio‑Economic Indexes for Areas (SEIFA) quintiles, Indigenous status and remoteness in table 12A.34.

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| Figure 12.10 Proportion of total clients of State and Territory specialised public mental health services who are new**a, b, c, d, e** |
| |  | | --- | | Figure 12.10 Proportion of total clients of State and Territory specialised public mental health services who are new  More details can be found within the text surrounding this image. | |
| a Clients in receipt of services include all people who received one or more community‑based ambulatory service contact or had one or more day of inpatient or community‑based residential care in the data period. b A new client is a consumer who had not been seen in the five years preceding the first contact with a State or Territory specialised public mental health service. c The approach to identifying unique clients differs across jurisdictions. Some have a State‑wide unique patient identifier, others use a statistical linkage key. For SA, the client counts are not unique, but are an aggregation of three separate databases. d Victorian 2011‑12 and 2012‑13 data are not available due to service level collection gaps resulting from protected industrial action during this period. The total only includes those jurisdictions that have provided data. e Industrial action in Tasmania has limited the available data quality and quantity for 2011‑12 and 2012‑13. |
| *Source*: State and Territory governments (unpublished); table 12A.33. |
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The proportions of total clients of MBS subsidised ambulatory mental health services who are new are reported in figure 12.11.

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| Figure 12.11 Proportion of total clients of MBS subsidised mental health services who are new**a, b, c** |
| |  | | --- | | Figure 12.11 Proportion of total clients of MBS subsidised mental health services who are new  More details can be found within the text surrounding this image. | |
| a A new client is defined as a patient who has not previously used a Medicare Benefits Schedule (MBS) mental health item in the five years preceding the first use of a MBS mental health item in the reference period. b Data are calculated based on date of processing of specified MBS mental health items. c State/Territory is allocated based on the postcode recorded for the person at the first service event within each reference period year. |
| *Source*: Department of Health (unpublished); table 12A.35. |
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#### Equity — access — mental health service use by selected community groups

‘Mental health service use by selected community groups’ is an indicator of governments’ objective to provide mental health services in an equitable manner, including access to services by selected community groups such as Aboriginal and Torres Strait Islander Australians (box 12.4).

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| Box 12.4 Mental health service use by selected community groups |
| ‘Mental health service use by selected community groups’ is defined by two measures:   * proportion of the population in a selected community group using State and Territory specialised public mental health services, compared with the proportion of the population outside the selected community group using State and Territory specialised public mental health services * proportion of the population in a selected community group using MBS subsidised mental health services provided by private psychiatrists, GPs and allied health providers (psychologists, social workers, occupational therapists, mental health nurses and Aboriginal health workers), compared with the proportion of the population outside the selected community group using MBS subsidised mental health services.   The selected community groups reported are Aboriginal and Torres Strait Islander Australians, people from outer regional, remote and very remote locations and people residing in low socioeconomic areas. For MBS subsidised mental health services, data by socioeconomic status are reported by decile and quintile, at the national level only.  This indicator is difficult to interpret. It does not measure access according to need, that is, according to the prevalence of mental illness across the selected community groups. Variations in use could be due to variations in access, but could also be a result of differences in the prevalence of mental illness. It also does not provide information on whether the services are appropriate for the needs of the people receiving them, or correctly targeted to those most in need.  Data reported for the ‘proportion of the population in a selected community group using State and Territory specialised public mental health services’ measure are:   * comparable (subject to caveats) across jurisdictions, but a break in series means that data from 2012‑13 are not comparable to previous years’ data — previously data were restricted to counts of people receiving one or more service contact provided by community‑based ambulatory services, now they also includes people using inpatient and residential care services * incomplete for the current reporting period (subject to caveats). All required 2012‑13 data are not available for Victoria.   Data reported for the ‘proportion of the population in a selected community group using MBS subsidised ambulatory mental health services’ measure are:   * comparable (subject to caveats) across jurisdictions, but a break in series means that data from 2011‑12 by geographic location and Socio‑Economic Indexes for Areas (SEIFA) are not comparable to previous years’ data * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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The proportions of the population using State and Territory specialised public mental health services in 2012‑13, by selected community groups are reported in figure 12.12. The results are not available for Victoria.

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| Figure 12.12 Population using State and Territory specialised public mental health services, by selected community group, 2012‑13**a, b, c, d, e, f, g** |
| |  | | --- | | **Indigenous status** | | Figure 12.12 Population using State and Territory specialised public mental health services, by selected community group, 2012-13  Indigenous status  More details can be found within the text surrounding this image. | | **Geographic location** | | Figure 12.12 Population using State and Territory specialised public mental health services, by selected community group, 2012-13  Geographic location  More details can be found within the text surrounding this image. | | **SEIFA location** | | Figure 12.12 Population using State and Territory specialised public mental health services, by selected community group, 2012-13  SEIFA location  More details can be found within the text surrounding this image. | |
| SEIFA = Socio Economic Indexes for Areas. a Proportions are age standardised to the Australian population as at 30 June 2001. b State and Territory specialised public mental health services are counts of people receiving one or more services provided by inpatient or community‑based ambulatory or residential services. c Data are not available for Victoria. d Industrial action during 2012‑13 in Tasmania has limited the available data quality and quantity of the community‑based ambulatory mental health care data; which represents a large proportion of the overall figures. e Disaggregation by remoteness area is based on a person’s usual residence, not the location of the service provider, except the NT for which the majority of the data were based on the location of the service. f The ACT does not have outer regional, remote or very remote locations. ACT data are not published for inner regional areas. Data for Quintile 1 are not published for the ACT. g The NT does not have major cities or inner regional locations. |
| *Source*: AIHW (unpublished), derived from data provided by State and Territory governments; State and Territory governments (unpublished) specialised mental health services data; tables 12A.36–38. |
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The proportions of the population using MBS subsidised mental health services, by selected community groups, are reported in figure 12.13 (data by socioeconomic status are available by decile and quintile at the national level only in tables 12A.38 and 12A.40).

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| Figure 12.13 Population using MBS subsidised mental health services, by selected community group, 2012‑13**a, b, c, d** |
| |  | | --- | | **Indigenous status** | | Figure 12.13 Population using MBS subsidised mental health services, by selected community group, 2012-13  Indigenous status  More details can be found within the text surrounding this image. | | **Geographic location** | | **Figure 12.13 Population using MBS subsidised mental health services, by selected community group, 2012-13  Geographic location  More details can be found within the text surrounding this image.** | |
| a Proportions are age standardised to the Australian population as at 30 June 2001. b MBS subsidised services are those mental health specific services provided under the general MBS and by the Department of Veterans’ Affairs (DVA). The specific Medicare items included are detailed in table 12A.41. c Disaggregation by remoteness area is based on a person’s usual residence, not the location of the service provider. However, where a state or territory does not have a particular remoteness category a rate cannot be calculated. d Victoria does not have very remote areas. Tasmania does not have major cities. The ACT does not have outer regional, remote or very remote locations. The NT does not have major cities or inner regional locations. |
| *Source*: AIHW (unpublished), derived from data provided by the Australian Government; Department of Health (unpublished) and Department of Veterans’ Affairs (DVA) (unpublished), Medicare Benefits Schedule (MBS) Statistics data; tables 12A.36‑37. |
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Further data on the use of State and Territory specialised public mental health services and MBS subsidised mental health services by community groups are in tables 12A.39‑40. Data on the use of private hospital mental health services are also contained in tables 12A.36–38 and 12A.40‑41.

#### Effectiveness — access — mental health service use by total population

‘Mental health service use by total population’ is an indicator of governments’ objective to provide equitable access to mental health services for all people who need them (box 12.5). An estimate of the population who need mental health services is not available, so the indicator is reported as a proportion of the total population using services.

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| Box 12.5 Mental health service use by total population |
| ‘Mental health service use by total population’ is defined as the proportion of the population using a State and Territory specialised public mental health service or a MBS subsidised mental health service. Data are reported separately for State and Territory specialised public mental health services and MBS subsidised mental health services. Data from the 2007 National Survey of Mental Health and Wellbeing (SMHWB) on the proportion of people who had a lifetime mental disorder with symptoms in the 12 months before the survey who used any service for mental health are also reported in tables 12A.42‑43.  This indicator is difficult to interpret. It does not measure access according to need, that is, according to the prevalence of mental illness across jurisdictions. Variations in use could be due to variations in access, but could also be a result of differences in the prevalence of mental illness.  This indicator does not provide information on whether the services are appropriate for the needs of the people receiving them, or correctly targeted to those most in need. People with a mental illness can have low rates of service use due to them choosing not to access services, appropriate services are unavailable, lack of awareness that services are available and negative experiences associated with the previous use of services (AHMC 2008). In addition, it might not be appropriate for all people with a mental illness to use a service, for example, some can seek and receive assistance from outside the health system (AHMC 2008).  Data reported for the ‘proportion of the population using State and Territory specialised public mental health services’ measure are:   * comparable (subject to caveats) across jurisdictions and over time for all jurisdictions, except Tasmania — previously data were restricted to counts of people receiving one or more service contacts provided by community‑based ambulatory services, now the time series data include people using inpatient and residential care services * incomplete for the current reporting period (subject to caveats). All required 2012‑13 data are not available for Victoria.   Data reported for the ‘proportion of the population using MBS subsidised mental health services’ measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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In 2012‑13, 1.9 per cent and 7.8 per cent of the total population received State and Territory specialised public mental health services and MBS subsidised services (MBS general and DVA), respectively (figure 12.14).

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| Figure 12.14 Population receiving mental health services, by service type, 2012‑13**a, b, c, d, e** |
| |  | | --- | | Figure 12.14 Population receiving mental health services, by service type, 2012-13  More details can be found within the text surrounding this image. | |
| a Rates are age standardised to the Australian population as at 30 June 2001. b State and Territory specialised public mental health services are counts of people receiving one or more services provided by inpatient or community‑based ambulatory or residential services. c MBS subsidised mental health services are those specific mental health services provided under the general MBS and DVA by psychiatrists, clinical psychologists, GPs and other allied health services. The specific MBS items included are detailed in table 12A.41. People seen by more than one provider type are counted only once. d Data for State and Territory specialised public mental health services are not available for Victoria due to service level collection gaps resulting from protected industrial action during this period. Industrial action during 2012‑13 in Tasmania has limited the available data quality and quantity of the community‑based ambulatory mental health care data; which represents a large proportion of the overall figures. e The total only includes those jurisdictions that have provided data. |
| *Source*:AIHW (unpublished) derived from data provided by Australian, State and Territory governments; State and Territory governments (unpublished) specialised mental health services data; Department of Health (unpublished) and DVA (unpublished), MBS Statistics data; table 12A.41. |
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#### Effectiveness — access — primary mental health care for children and young people

‘Primary mental health care for children and young people’ is an indicator of governments’ objective to prevent, where possible, the development of mental health problems and mental illness and undertake early intervention for mental health problems and mental illness (box 12.6). Early identification of and intervention in mental illnesses for children and young people can result in better outcomes.

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| Box 12.6 Primary mental health care for children and young people |
| ‘Primary mental health care for children and young people’ is defined as the proportion of young people aged under 25 years who received a primary mental health care service subsidised through the MBS. Data are also reported by four age cohorts: pre‑school (0–<5 years), primary school (5–<12 years), secondary school (12–<18 years) and youth/young adult  (18–<25 years).  High or increasing proportions of young people who had contact with primary mental health care services subsidised through the MBS is desirable.  This indicator does not provide information on whether the services are appropriate for the needs of the young people receiving them, or correctly targeted to those young people most in need. It also does not measure access according to need, that is, according to the prevalence of mental illness across jurisdictions. Variations in use could be due to variations in access, but could also be a result of differences in the prevalence of mental illness.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013‑14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Results for this indicator should be interpreted with caution. Primary mental health care for children and young people can be accessed from services other than those that are MBS subsidised. Other providers of primary mental health care to young people include community health centres, Aboriginal Community Controlled Health Services, school counsellors and health nurses and university and Technical and Further Education counselling services. A component of the mental health care provided by State and Territory specialised public mental health services could also be considered primary mental health care for young people, but this cannot be reliably differentiated from other care types (NMHPSC 2011a).

In 2013‑14, 6.1 per cent of all children and young people (aged under 25 years) had received MBS subsidised primary mental health care services (figure 12.15). Data on the proportion of young people who had received MBS subsidised primary mental health care services by Indigenous status, remoteness areas, SEIFA, gender and service type are in tables 12A.45‑46.

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| Figure 12.15 Children and young people who received MBS subsidised primary mental health care, 2013‑14 |
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| *Source*:Department of Health (unpublished); table 12A.44. |
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#### Effectiveness — appropriateness — services reviewed against the National Standards

‘Services reviewed against the National Standards’ is an indicator of governments’ objective to provide mental health services that are appropriate (box 12.7). It is a process indicator of appropriateness, reflecting progress made in meeting the national standards for mental health care (see box 12.8 for details on the relevant standards).

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| Box 12.7 Services reviewed against the National Standards |
| ‘Services reviewed against the National Standards’ is defined as the proportion of expenditure on specialised public mental health services that had completed a review by an external accreditation agency against the National Standards for Mental Health Services (NSMHS). Services were assessed as level 1, level 2, level 3, or level 4 where these levels are defined as:   * *Services at level 1* — services reviewed by an external accreditation agency and judged to have met all National Standards. * *Services at level 2* — services reviewed by an external accreditation agency and judged to have met some but not all National Standards. * *Services at level 3* — services (i) in the process of being reviewed by an external accreditation agency but the outcomes are not known, or (ii) booked for review by an external accreditation agency. * *Services at level 4* — services that do not meet criteria detailed under levels 1 to 3.   A high or increasing proportion of expenditure on specialised public mental health services that had completed a review by an external accreditation agency against the NSMHS and that had been assessed as level 1 is desirable.  The indicator does not provide information on whether the standards or assessment process are appropriate. In addition, services that had not been assessed do not necessarily deliver services of lower quality. Some services that had not completed an external review included those that were undergoing a review and those that had booked for review and were engaged in self‑assessment preparation.  Data reported for this indicator are:   * comparable (subject to caveats) within jurisdictions over time, but are not comparable across jurisdictions * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Revised *National Standards for Mental Health Services* (NSMHS) were released in September 2010 and provide a blueprint for new and existing services to guide quality improvement and service enhancement activities. The standards have been broadened to include non‑government community mental health services and private office based services as well as specialised public mental health services. Implementation guidelines have also been released.

Box 12.8 outlines the 2010 NSMHS against which public mental health services are now assessed. External accreditation agencies, such as the Australian Council on Healthcare Standards, undertake accreditation of a parent health organisation (for example, a hospital) that can cover a number of specialised services, including mental health services. Accreditation of a parent organisation does not currently require a mental health service to be separately assessed against the National Standards; rather, assessment against the National Standards must be specifically requested and involves a separate review process.

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| Box 12.8 The 2010 National Standards for Mental Health Services |
| The first NSMHS were developed under the *First National Mental Health Plan 1993–1998*. Revised NSMHS were released in September 2010 and provide a blueprint for new and existing services to guide quality improvement and service enhancement activities. The 2010 NSMHS comprise 10 overarching standards:   1. Rights and responsibilities 2. Safety 3. Consumer and carer participation 4. Diversity responsiveness 5. Promotion and prevention 6. Consumers 7. Carers 8. Governance, leadership and management 9. Integration 10. Delivery of care.   In future, services will be required to undergo accreditation against the ten new national safety and quality health service standards mandated by the Australian Commission on Safety and Quality in Health Care (ACSQHC) and the revised 2010 NSMHS. Reaccreditation against the 2010 NSMHS was to be undertaken by 2014. However, services indicated their preference to undertake NSMHS reaccreditation in conjunction with the accreditation against the ACSQHC standards which were implemented from January 2013 onwards. |
| *Source*:AHMC (2010) and Department of Health (unpublished). |
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Figure 12.16 shows the proportion of expenditure on specialised public mental health services that had completed an external review against the NSMHS and met ‘all standards’ (level 1). Figure 12.16 also shows the proportions of expenditure on specialised public mental health services that had completed an external review against the NSMHS and met ‘some but not all standards’ (level 2), were either in the process of being reviewed by an external accreditation agency but the outcomes were not known, or that had booked for review by an external accreditation agency (level 3); and those that did not meet criteria detailed under levels 1 to 3 (level 4).

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| Figure 12.16 Share of expenditure on specialised public mental health services reviewed against the NSMHS, by assessment level, 30 June 2013**a, b** |
| |  | | --- | | Figure 12.16 Share of expenditure on specialised public mental health services reviewed against the NSMHS, by assessment level, 30 June 2013  More details can be found within the text surrounding this image. | |
| a Data are based on expenditure on individual service units within mental health organisations, not at the whole organisation level. However, there is variation across jurisdictions in the method used to assign an assessment level (1, 2, 3 or 4) to a service unit. In some jurisdictions, if an organisation with multiple service units is assessed at a particular level all the organisation’s units are ‘counted’ at that assessment level. In other jurisdictions, service units are ‘counted’ individually at assessment levels and assessment levels may or may not be consistent across the units within an organisation. The approach can also vary across organisations within a single jurisdiction. b Box 12.7 contains definitions of the assessment levels. |
| *Source*: AIHW (unpublished) MHE NMDS; table 12A.47. |
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#### Effectiveness — appropriateness — services provided in the appropriate setting

‘Services provided in the appropriate setting’ is an indicator of governments’ objective to provide mental health services in community‑based settings wherever possible (box 12.9).

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| Box 12.9 Services provided in the appropriate setting |
| ‘Services provided in the appropriate setting’ is defined as the proportion of State and Territory governments’ recurrent expenditure on specialised mental health services (excluding aged care community residential expenditure) that was on community‑based services. Community‑based services are defined as ambulatory care, adult residential services and non‑government organisations (NGOs). Aged care community residential expenditure is excluded to improve comparability.  A high or increasing proportion of recurrent expenditure spent on community‑based services is desirable, reflecting a greater reliance on services that are based in community settings.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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The development of local, comprehensive mental health service systems is advocated by the NMHS. Mental health services must be capable of responding to the individual needs of people with mental illnesses and of providing continuity of care to enable consumers to move between services as their needs change. More appropriate mental health treatment options can be provided by encouraging the treatment of patients in community‑based settings, rather than in stand‑alone psychiatric hospitals and public (non‑psychiatric) hospitals.

Figure 12.17 shows recurrent expenditure on community‑based services as a proportion of total expenditure on specialised public mental health services.

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| Figure 12.17 Recurrent expenditure on community‑based services as a proportion of total expenditure on specialised public mental health services**a, b, c, d** |
| |  | | --- | | Figure 12.17 Recurrent expenditure on community-based services as a proportion of total expenditure on specialised public mental health services  More details can be found within the text surrounding this image. | |
| a Community‑based expenditure includes expenditure on ambulatory, NGO grants and adult residential services. Aged care residential expenditure is excluded to improve comparability. b Total expenditure on specialised public mental health services excludes indirect/residual expenditure that could not be apportioned directly to services and aged care community residential expenditure. c Queensland does not report any in‑scope government operated residential mental health services to the MHE NMDS. However, it funds a number of extended treatment services (campus and non‑campus based) with full clinical staffing for 24 hours a day, 7 days a week that are reported as non‑acute admitted patient services. d The quality of the NSW MHE NMDS 2010‑11 data has been affected by the reconfiguration of the service system during the year. |
| *Source*: AIHW (unpublished) MHE NMDS; table 12A.48. |
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#### Effectiveness — appropriateness — collection of information on consumers’ outcomes

‘Collection of information on consumers’ outcomes’ is an indicator of governments’ objective that consumer outcomes be monitored (box 12.10). It is a process indicator, reflecting the capability of services in establishing systems to collect information on consumers’ mental health outcomes.

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| Box 12.10 Collection of information on consumers’ outcomes |
| ‘Collection of information on consumers’ outcomes’ is defined as the proportion of specialised public mental health service episodes with completed clinical mental health outcome measures data, by client type (people in ongoing community‑based care, people discharged from community‑based care and people discharged from hospital).  High or increasing proportions of episodes for which information on consumers’ mental health outcomes is collected is desirable.  This indicator monitors the uptake of the routine National Outcomes Casemix Collection. It does not provide information on whether consumers had appropriate outcomes.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * incomplete for the current reporting period. All required data for 2012‑13 are not available for Victoria.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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The estimated proportions of specialised public mental health service episodes for which information on consumers’ mental health outcomes is collected are shown in figure 12.18.

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| Figure 12.18 Estimated proportion of episodes for which ‘complete’ consumer outcome measures were collected, 2012‑13**a, b, c** |
| |  | | --- | | Figure 12.18 Estimated proportion of episodes for which 'complete' consumer outcome measures were collected, 2012-13  More details can be found within the text surrounding this image. | |
| a These data were prepared by the Australian Mental Health Outcomes and Classification Network, using data submitted by State and Territory governments to the Australian Government (Department of Health). To be counted as an episode for which consumer outcome measures are collected, data need to be completed correctly (a specified minimum number of items completed) and have a ‘matching pair’ — that is, a beginning and end rating are needed to enable an outcome score to be determined. b Victorian data are not available due to service level collection gaps resulting from protected industrial action during this period. The total only includes those jurisdictions that have provided data. c Industrial action in Tasmania has limited the available data quality and quantity of community data. |
| *Source*: Australian Mental Health Outcomes and Classification Network (unpublished), Australian Government Department of Health; table 12A.49. |
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#### Quality — safety — rate of seclusion ― acute inpatient units

‘Rate of seclusion ― acute inpatient units’ is an indicator of governments’ objective that services are of a high quality and safe (box 12.11). The reduction, and where possible elimination of, seclusion and restraint in specialised public mental health services is a national safety priority for specialised public mental health services (NMHWG 2005).

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| Box 12.11 Rate of seclusion ― acute inpatient units |
| ‘Rate of seclusion ― acute inpatient units’ is defined as the number of seclusion events per 1000 bed days in specialised public mental health acute inpatient units. Seclusion involves a patient being confined at any time of the day or night alone in a room or area from which it is not within their control to leave (NMHWG 2005; NMHPSC 2011b). See section 12.6 for further details on seclusion and how ‘seclusion events’ are defined.  A low or decreasing number of seclusion events per 1000 bed days (or where possible none) in specialised public mental health inpatient units is desirable.  The indicator does not provide any information on the duration of seclusion events. Information on the duration of seclusion events if reported alongside this indicator would provide a better understanding of performance in relation to the use and management of seclusion in inpatient units.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required data for 2013‑14 are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Data on the number of seclusion events per 1000 bed days in specialised public mental health acute inpatient units are shown in figure 12.19. Legislation (a Mental Health Act or equivalent) or mandatory policy governs the use of seclusion in each State and Territory and the definition of ‘seclusion’ can vary across jurisdictions (NMHPSC 2011b). Data reported by target population are included in table 12A.51.

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| Figure 12.19 Rate of seclusion**a, b, c, d** |
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| a Data are from a number of ad hoc seclusion data collections for specialised mental health public acute hospital services conducted by the Safety and Quality Partnership Standing Committee of the Mental Health, Drug and Alcohol Principal Committee, in partnership with the relevant state and territory authorities. bVariation in jurisdictional legislation may result in differences in the definition of a seclusion event. Data reported by jurisdictions may therefore vary and comparisons should be made with caution. c Due to the low ratio of beds per person in the NT compared with other jurisdictions, the apparent rate of seclusion is inflated when reporting seclusion per bed day compared with reporting on a population basis. d Further detailed notes on jurisdictions’ seclusion collections are in table 12A.50. |
| *Source*: AIHW (2014) *Mental Health Services in Australia Online*, mhsa.aihw.gov.au/home/ (accessed 17 December 2014); table 12A.50. |
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#### Quality — responsiveness — consumer and carer experiences of services

‘Consumer and carer experiences of services’ is an indicator of governments’ objective that services are of a high quality and responsive to the needs of consumers and their carers (box 12.12). Consumers and their carers should have positive experiences in all mental health service areas with clinicians and services provided. Both are important aspects of the NMHS.

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| Box 12.12 Consumer and carer experiences of services |
| ‘Consumer and carer experiences of services’ is yet to be defined.  Data for this indicator were not available for the 2015 Report. |
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#### Quality — responsiveness — consumer and carer involvement in decision making

‘Consumer and carer involvement in decision making’ is an indicator of governments’ objective that consumers and carers are involved at the service delivery level, where they have the opportunity to influence the services they receive (box 12.13). Consumer and carer involvement is an important aspect of the NMHS.

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| Box 12.13 Consumer and carer involvement in decision making |
| ‘Consumer and carer involvement in decision making’ is defined by two measures:   * the number of paid full time equivalent (FTE) consumer staff per 1000 FTE direct care, consumer and carer staff * the number of paid FTE carer staff per 1000 FTE direct care, consumer and carer staff.   High or increasing proportions of paid FTE direct care, consumer and carer staff who are consumer/carer staff implies better opportunities for consumers and carers to be involved at the service delivery level, where they can influence the services received.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions, but a break in series means that data from 2010‑11 are not comparable to data from previous years * complete for the current reporting period (subject to caveats). All required data for 2012‑13 are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Figure 12.20 reports the number of paid FTE consumer and carer staff per 1000 paid FTE direct care, consumer and carer staff.

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| Figure 12.20 Paid FTE consumer or carer staff per 1000 paid FTE direct care, consumer and carer staff**a, b, c, d, e, f** |
| |  | | --- | | **Consumer staff** | | Figure 12.20 Paid FTE consumer or carer staff per 1000 paid FTE direct care, consumer and carer staff  Consumer staff  More details can be found within the text surrounding this image. | | **Carer staff** | | Figure 12.20 Paid FTE consumer or carer staff per 1000 paid FTE direct care, consumer and carer staff  Carer staff  More details can be found within the text surrounding this image. | |
| a Data up to 2009‑10 were restricted to consumer/carer consultants. From 2010‑11, the definitions were altered to include a broader range of roles in the contemporary mental health environment, transitioning to mental health consumer and carer workers. Comparisons between data up to 2009‑10 with data from 2010‑11 should not be made. bThe quality of the NSW MHE NMDS 2010‑11 data has been affected by the reconfiguration of the service system during the year. c WA has advised that this information does not represent the full range of consumer and carer participation (see table 12A.52 for further details). d Tasmania did not employ consumer staff in 2012‑13. e The ACT do not employ consumer and carer staff. f The NT do not employ carer staff and employed consumer staff in 2012‑13 only. |
| *Source*:AIHW (unpublished) MHE NMDS; table 12A.52. |
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#### Quality — continuity — specialised public mental health service consumers with nominated GP

‘Specialised public mental health service consumers with nominated GP’ is an indicator of governments’ objective to provide continuity of care in the delivery of mental health services. GPs can be an important point of contact for those with a mental illness (box 12.14).

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| Box 12.14 Specialised public mental health service consumers with nominated GP |
| ‘Proportion of specialised public mental health service consumers with nominated GP’ is yet to be defined.  Data for this indicator were not available for the 2015 Report. |
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#### Quality — continuity — post discharge community care

‘Post discharge community care’ is an indicator of governments’ objective to provide continuity of care in the delivery of mental health services (box 12.15).

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| Box 12.15 Post discharge community care |
| ‘Post discharge community care’ is defined as the proportion of admitted patient overnight acute separations from psychiatric inpatient services for which a community‑based ambulatory mental health care contact was recorded in the seven days following separation.  A high or increasing rate of community follow up within the first seven days of discharge from hospital is desirable.  This indicator does not measure the frequency of contacts recorded in the seven days following separation. It also does not distinguish qualitative differences between phone and face‑to‑face community contacts. Only community‑based ambulatory contact made by State and Territory specialised public mental health services are included. Where clinical follow up is managed outside these services (for example, by private psychiatrists or GPs), these contacts are not included.  Data reported for this indicator are:   * comparable (subject to caveats) within most jurisdictions over time, but are not comparable across jurisdictions or over time for Tasmania * incomplete for the current reporting period. All required 2012‑13 data are not available for Victoria.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Continuity of care involves prompt community follow up in the vulnerable period following discharge from hospital (AHMC 2012). A community support system for people who are discharged from hospital after an acute psychiatric episode is essential to maintain clinical and functional stability and to minimise the need for hospital readmission (NMHPSC 2011a).

Data on the rates of community follow‑up for people within the first seven days of discharge from an acute inpatient psychiatric unit are reported in figure 12.21. Community follow‑up rates data by Indigenous status, remoteness areas, SEIFA, age groups and gender are in tables 12A.54‑55.

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| Figure 12.21 Community follow‑up for people within the first seven days of discharge from acute inpatient psychiatric units**a, b, c, d, e, f** |
| |  | | --- | | Figure 12.21 Community follow-up for people within the first seven days of discharge from acute inpatient psychiatric units  More details can be found within the text surrounding this image. | |
| a Community‑based ambulatory mental health contacts counted for determining whether follow‑up occurred are restricted to those in which the consumer participated, except for the NT where the data include all contacts (the NT has advised that the effect on the indicator is immaterial). Contacts made on the day of discharge are also excluded. b Due to data supply issues, totals for 2011‑12 and 2012‑13 should be interpreted with caution. The total only includes those jurisdictions that have provided data. c Victorian data are not available for 2011‑12 and 2012‑13 due to service level collection gaps resulting from protected industrial action during this period. d Industrial action in Tasmania has limited the available data quality and quantity of community data for 2011‑12 and 2012‑13. e Data are not comparable across jurisdictions. States and territories vary in their capacity to accurately track post discharge follow‑up between hospital and community service organisations, due to the lack of unique patient identifiers. SA data and Tasmanian data before 2012‑13 are not based on unique patient identifiers or data matching approaches. Results for these jurisdictions could appear ‘lower’ relative to jurisdictions that are able to track utilisation across services. f For 2012‑13, the ACT has refined its calculation methodology and comparisons to earlier years’ results should be made with caution. |
| *Source*: AIHW (unpublished), from data provided by State and Territory governments’ health authorities; table 12A.53. |
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#### Quality — continuity — readmissions to hospital within 28 days of discharge

‘Readmissions to hospital within 28 days of discharge’ is an indicator of governments’ objective to provide effective care and continuity of care in the delivery of mental health services (box 12.16).

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| Box 12.16 Readmissions to hospital within 28 days of discharge |
| ‘Readmissions to hospital within 28 days of discharge’ is defined as the proportion of admitted patient overnight separations from public psychiatric acute inpatient services that were followed by readmission to public psychiatric acute inpatient services within 28 days of discharge.  A low or decreasing rate of readmissions to hospital within 28 days of discharge from hospital is desirable. Readmissions following a recent discharge can indicate that inpatient treatment was either incomplete or ineffective, or that follow up care was inadequate to maintain people out of hospital (NMHPSC 2011a).  Readmission rates are affected by factors other than deficiencies in specialised public mental health services, such as the cyclic and episodic nature of some illnesses or other issues that are beyond the control of the mental health system (NMHWG Information Strategy Committee Performance Indicator Drafting Group 2005).  Data reported for this indicator are:   * comparable (subject to caveats) within jurisdictions over time, but are not comparable across jurisdictions * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Data on the rates of readmission to hospital within 28 days of discharge are reported in figure 12.22. Rates of readmission to hospital within 28 days of discharge by Indigenous status, remoteness areas, SEIFA, age group and gender are in table 12A.57.

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| Figure 12.22 Readmissions to hospital within 28 days of discharge from acute psychiatric units**a, b** |
| |  | | --- | | Figure 12.22 Readmissions to hospital within 28 days of discharge from acute psychiatric units  More details can be found within the text surrounding this image. | |
| a No distinction is made between planned and unplanned readmissions because data collection systems in most Australian mental health services do not include a reliable and consistent method to distinguish a planned from an unplanned admission to hospital. b For 2012‑13, the ACT has refined its calculation methodology and comparisons to earlier years’ results should be made with caution. |
| *Source*:AIHW (unpublished), from data provided by State and Territory governments’ health authorities; table 12A.56. |
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#### Efficiency — Sustainability

The Steering Committee has identified sustainability as an area for reporting but no indicators have yet been identified.

#### Efficiency — cost of inpatient care

‘Cost of inpatient care’ is an indicator of governments’ objective that specialised public mental health services are delivered in an efficient manner (box 12.17).

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| Box 12.17 Cost of inpatient care |
| ‘Cost of inpatient care’ is defined by two measures:   * ‘Cost per inpatient bed day’ is defined as the cost of providing inpatient services per inpatient bed day — data are disaggregated by hospital and care type (psychiatric hospitals [acute units and non‑acute units] and general hospitals [acute and non‑acute units]) and by inpatient target population (acute units only). * ‘Average length of stay’ is defined as the number of inpatient patient days divided by the number of separations in the reference period — data are disaggregated by inpatient target population (acute units only). Patient days for clients who separated in the reference period (2012‑13) that were during the previous period (2011‑12) are excluded. Patient days for clients who remain in hospital (that is, are not included in the separations data) are included.   These measures are considered together for the inpatient acute units by target population to provide a ‘proxy’ measure to improve understanding of service efficiency. Average inpatient bed day costs can be reduced with longer lengths of stay because the costs of admission, discharge and more intensive treatment early in a stay are spread over more days of care.  A low or decreasing cost per inpatient bed day combined with similar or shorter average lengths of stay can indicate more efficient service delivery, although efficiency data need to be interpreted with care as they do not provide any information on the quality of service provided.  This indicator does not account for differences in the client mix. The client mix in inpatient settings can differ — for example, some jurisdictions treat a higher proportion of less complex patients in inpatient settings as distinct from treating them in the community. More suitable measures for mental health services would be cost per casemix adjusted separation, for which cost is adjusted to take into account the type and complexity of cases, and the relative stay index (that also adjusts for casemix) similar to those presented for public hospitals (chapter 11). Data for these measures are not yet available, as casemix funding has not been applied to specialised mental health services.  Data reported for the two measures for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions providing the services.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Data on average recurrent cost per inpatient bed day by hospital (psychiatric and public acute) and care type (acute or non‑acute) are reported in figure 12.23. Costs per inpatient bed day and average length of stay data for acute units by inpatient target population (for psychiatric and public acute hospitals combined) are presented in figure 12.24. Data for forensic services are included for costs per inpatient bed day only as the length of stay is dependent on factors outside the control of the specialised public mental health services. Data for cost per inpatient bed day for all units by target population are included in table 12A.58.

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| Figure 12.23 Average recurrent cost per inpatient bed day, public hospitals, by hospital and care type, 2012‑13**a, b, c, d, e, f, g** |
| |  | | --- | | Figure 12.23 Average recurrent cost per inpatient bed day, public hospitals, by hospital and care type, 2012-13  More details can be found within the text surrounding this image. | |
| a Depreciation is excluded. b Costs are not adjusted for differences in the complexity of cases across jurisdictions and can reflect differences in the rate of institutional change (that is, the mainstreaming of mental health services). c Mainstreaming has occurred at different rates across jurisdictions. Victorian data for psychiatric hospitals comprise mainly forensic services, because nearly all general psychiatric treatment occurs in mainstreamed units in general acute hospitals. This means the client profile and service costs are very different from those of a jurisdiction in which general psychiatric treatment still occurs mostly in psychiatric hospitals. d Hospital inpatient expenditure can include expenditure on government funded public hospital services managed and operated by private and non‑government entities. e Queensland data for public acute hospitals include costs associated with extended treatment services (campus‑based and non‑campus‑based) that report through general acute hospitals. Queensland does not provide acute services in psychiatric hospitals. f Tasmania, the ACT and the NT do not have psychiatric hospitals. g SA, the ACT and the NT do not have non‑acute units in general/public acute hospitals. |
| *Source*:AIHW (unpublished) MHE NMDS; table 12A.61. |
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Data on ‘average length of stay’ should be considered with caution. The quality of the separations data used to derive them is variable across jurisdictions. Until recently, these separations data were not subject to in depth scrutiny. It is expected that the quality of these data will improve over time. In addition, the ‘average length of stay’ data reported here may not match data reported elsewhere (such as the Australian Institute of Health and Welfare’s [AIHW’s] Mental Health Services in Australia publication) due to differences in scope, for example these data include separations and days within the reference period only.

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| Figure 12.24 Costs for inpatient care in acute units of public hospitals, by target population, 2012‑13**a, b, c, d, e, f, g** |
| |  | | --- | | **Cost per inpatient bed day** | | Figure 12.24 Costs for inpatient care in acute units of public hospitals, by target population, 2012-13  Cost per inpatient bed day  More details can be found within the text surrounding this image. | | **Average length of stay** | | Figure 12.24 Costs for inpatient care in acute units of public hospitals, by target population, 2012-13  Average length of stay  More details can be found within the text surrounding this image. | |
| a Depreciation is excluded. b Costs are not adjusted for differences in the complexity of cases across jurisdictions and can reflect differences in the rate of institutional change (that is, the mainstreaming of mental health services). c Hospital inpatient expenditure can include expenditure on government funded public hospital services managed and operated by private and non‑government entities. d Queensland provides older people’s mental health inpatient services using a number of different service models; however, the majority of older people’s acute care is reported through general adult units, which limits comparability with jurisdictions that report these services differently. Additionally, Queensland does not report any acute forensic services; however, forensic patients can and do access acute care through general units, which may also impact on the comparability of both cost and length of stay data. e Tasmania does not provide, or cannot separately identify, child and adolescent mental health services or older people’s mental health services. f The ACT does not have separate forensic or child and adolescent mental health inpatient services. g The NT has general mental health services only. |
| *Source*:AIHW (unpublished) MHE NMDS; tables 12A.59‑60. |
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#### Efficiency — cost of community‑based residential care

‘Cost of community‑based residential care’ is an indicator of governments’ objective that mental health services be delivered in an efficient manner (box 12.18).

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| Box 12.18 Cost of community‑based residential care |
| ‘Cost of community‑based residential care’ is defined as the average cost per day for specialised public mental health services of providing community‑based residential care.  A low or decreasing average cost can indicate efficiency, although efficiency data need to be interpreted with care as they do not provide any information on the quality of service provided.  The indicator does not account for differences in the client mix. The client mix in community‑based services can differ across jurisdictions — for example, some State and Territory governments treat a higher proportion of more complex patients in community‑based residential settings.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2012‑13 data are available for all jurisdictions providing the services.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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These data are likely to be affected by institutional changes occurring as a result of the NMHS (for example, a shift to the delivery of services in mainstream settings). Differences across jurisdictions in the types of patient admitted to community‑based residential care affect average costs in these facilities. Average recurrent costs to government per patient day for these services are reported for both the care of adults and the care of older people. The distinction is made to reflect the differing unit costs of treating the two groups.

The average recurrent cost per patient day for community‑based residential care services is presented in table 12.1. For general adult units in 2012‑13, the average cost per patient day for 24 hour staffed community‑based residential care was an estimated $469 nationally. For non‑24 hour staffed community‑based residential units, the average cost per patient day was $165 nationally. For State or Territory governments that had community‑based older people’s residential care units in 2012‑13, the average recurrent cost per patient day for 24 hour staffed services was $382 nationally (table 12.1).

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| Table 12.1 Average recurrent cost per inpatient day for community‑based residential services, by target population and staffing provided, 2012‑13**a, b** |
| |  |  |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | |  | NSW | Vic | Qldc | WAd | SAd | Tas | ACT | NTd, e | Aust | | General adult units | | | |  |  |  |  |  |  | | 24 hour staffed | 184 | 515 | .. | 408 | 456 | 641 | 672 | 353 | 469 | | Non‑24 hour staffed | 108 | 156 | .. | 161 | 228 | 248 | 120 | .. | 165 | | Older people’s care units | | | | |  |  |  |  |  | | 24 hour staffed | 237 | 367 | .. | .. | .. | 829 | 257 | .. | 382 | |
| a Depreciation is excluded. b Costs are not adjusted for differences in the complexity of cases across states and territories and can reflect differences in the rate of institutional change (that is, the mainstreaming of mental health services). c Queensland does not report any in‑scope government operated residential mental health services to the MHE NMDS. However, it funds a number of extended treatment services (campus and non‑campus based) with full clinical staffing for 24 hours a day, 7 days a week that are reported as non‑acute admitted patient services. d WA, SA and the NT do not have any older people’s care units. e The NT does not have any non‑24 hour general adult units. .. Not applicable. |
| *Source*:AIHW (unpublished) MHE NMDS; table 12A.62. |
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#### Efficiency — cost of ambulatory care

‘Cost of ambulatory care’ is an indicator of governments’ objective that mental health services be delivered in an efficient manner (box 12.19).

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| Box 12.19 Cost of ambulatory care |
| Cost of ambulatory care’ is defined by two measures:   * average cost per treatment day of ambulatory care provided by community‑based specialised public mental health services * average number of community treatment days per episode of ambulatory care provided by community‑based specialised public mental health services. This measure is provided along with average costs as frequency of servicing is the main driver of variation in care costs. It is equivalent to the ‘length of stay’ efficiency measure for public hospitals.   An episode of ambulatory care is a three month period of ambulatory care for an individual registered consumer where the consumer was under ‘active care’ (one or more treatment days in the period). Community‑based periods relate to the following four fixed three monthly periods: January to March, April to June, July to September, and October to December. Treatment day refers to any day on which one or more community contacts (direct or indirect) are recorded for a registered client during an ambulatory care episode.  Low or decreasing average cost or fewer community treatment days can indicate greater efficiency although, efficiency data need to be interpreted with care as they do not provide any information on the quality of service provided. |
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| Box 12.19 (continued) |
| The measures do not account for differences in the consumer mix. The consumer mix in community‑based services can differ across jurisdictions — for example, some State and Territory governments treat a higher proportion of consumers with more complex conditions in community‑based ambulatory settings.  Data reported for the two measures are:   * comparable (subject to caveats) within most jurisdictions over time, but are not comparable across jurisdictions or for Tasmania over time * incomplete for the current reporting period. All required data for 2012‑13 are not available for Victoria.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Average recurrent cost per treatment day of ambulatory care data are shown in figure 12.25 and average treatment days per episode of ambulatory care data are shown in figure 12.26.

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| Figure 12.25 Average recurrent cost per treatment day of ambulatory care (2012‑13 dollars)**a, b, c, d, e, f** |
| |  | | --- | | Figure 12.25 Average recurrent cost per treatment day of ambulatory care (2012-13 dollars)  More details can be found within the text surrounding this image. | |
| a Real expenditure (2012‑13 dollars), using State and Territory implicit price deflators for general government final consumption on hospital and nursing home services (table 12A.96). b Recurrent expenditure data used to derive this measure have been adjusted (that is, reduced) to account for the proportion of clients in the community mental health care (CMHC) NMDS that were defined as ‘non‑uniquely identifiable consumers’. Therefore, it does not match recurrent expenditure on ambulatory care reported elsewhere. c ‘Non‑uniquely identifiable consumers’ have been excluded from the episodes of ambulatory care. d The quality of the NSW MHE NMDS 2010‑11 data has been affected by the reconfiguration of the service system during the year. e Victorian 2011‑12 and 2012‑13 data are not available due to service level collection gaps resulting from protected industrial action during this period. The total only includes those jurisdictions that have provided data. f Industrial action in Tasmania has limited the available data quality and quantity of community data for 2011‑12 and 2012‑13. |
| *Source*:AIHW (unpublished) CMHC NMDS; AIHW (unpublished) MHE NMDS; table 12A.63. |
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| Figure 12.26 Average treatment days per episode of ambulatory  care**a, b, c, d** |
| |  | | --- | | Figure 12.26 Average treatment days per episode of ambulatory care  More details can be found within the text surrounding this image. | |
| a ‘Non‑uniquely identifiable consumers’ have been excluded from the episodes of ambulatory care and treatment days data. b The quality of the NSW MHE NMDS 2010‑11 data has been affected by the reconfiguration of the service system during the year. c Data are not available for Victoria for 2011‑12 and 2012‑13 due to an industrial dispute leading to reduced collection rates. The total only includes those jurisdictions that have provided data. d Industrial action in Tasmania has limited the available data quality and quantity of community data for 2011‑12 and 2012‑13. |
| *Source*:AIHW (unpublished) CMHC NMDS; AIHW (unpublished) MHE NMDS; table 12A.63. |
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### Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the services delivered) (see chapter 1, section 1.5).

The output indicators reported above focus on specialised public mental health services provided by State and Territory governments (although the indicators ‘new client index’, ‘mental health service use by selected community groups’, ‘mental health service use by total population’ and ‘primary mental health care for children and young people’ include measures of access to MBS subsidised services). The outcome indicators identified and/or reported here reflect the performance of governments (including the mental health sector) against the broad objectives of the NMHS.

The whole of government approach within the *Fourth National Mental Health Plan   
2009–2014* acknowledges that many of the determinants of good mental health, and of mental illness, are influenced by factors beyond the health system. The fourth plan identifies that the mental health sector must form partnerships with other sectors in order to develop successful interventions (AHMC 2009).

#### Rates of licit and illicit drug use

‘Rates of licit and illicit drug use’ is an indicator of governments’ objective under the NMHS to prevent the development of mental health problems and mental illness where possible, by reducing the prevalence of risk factors that contribute to the onset of mental illness and prevent longer term recovery (box 12.20). High rates of substance use and abuse in young people can contribute to the onset of, and poor recovery from, mental illness (NMHPSC 2011a).

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| Box 12.20 Rates of licit and illicit drug use |
| ‘Rates of licit and illicit drug use’ is defined as the proportion of people aged 14 years or over who use specific licit and illicit drugs in the preceding 12 months. The specific drugs include: alcohol, cannabis, ecstasy, cocaine, meth/amphetamine, hallucinogens, Gamma hydroxybutyrate (GHB), inhalants, and heroin.  A low or decreasing proportion of people aged 14 years or over using specific licit and illicit drugs is desirable. It suggests a reduction in the risk factors that contribute to the onset of mental illness and prevent longer term recovery.  Many of the risk and protective factors that impact on a person’s propensity to use licit or illicit drugs lie outside the ambit of the mental health system. These include environmental, sociocultural and economic factors — for example, adverse childhood experiences (such as sexual abuse) and exposure to domestic violence can increase the risk of substance abuse. A reduction in the prevalence of drug use, therefore, will be a result of a coordinated response across a range of collaborating agencies including education, justice and community services.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions, but data for 2013 and 2010 are not comparable to data for 2007 * complete for the current reporting period (subject to caveats). All required 2013 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Alcohol is the substance most commonly used and abused, and is a major cause of death, injury and illness in Australia (AHMC 2012). In 2013, 18.2 per cent of people aged 14 years or over drank alcohol at levels considered ‘risky’ for developing long‑term health problems (figure 12.27). Further data from the 2013, 2010 and/or 2007 National Drug Strategy Household Surveys on alcohol use and lifetime and single occasion risk status are in tables 12A.65, 12A.68‑69 and 12A.70‑71.

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| Figure 12.27 Use of alcohol in last 12 months, by people aged 14 years or over, lifetime risk status, 2013**a, b, c** |
| |  | | --- | | Figure 12.27 Use of alcohol in last 12 months, by people aged 14 years or over, lifetime risk status, 2013  More details can be found within the text surrounding this image. | |
| a Abstainers — people who did not consume alcohol in the previous 12 months. b Low risk — people who on average, had no more than two standard drinks per day. c Risky — people who on average, had more than two standard drinks per day. |
| *Source*: AIHW (2014) *National Drug Strategy Household Survey detailed report 2013*, Drug statistics series no. 28, Cat. no. PHE 183, Canberra; table 12A.64. |
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Cannabis, ecstasy, cocaine and meth/amphetamines are the most widely used illicit drugs in Australia (figure 12.28). Data across the 2007, 2010 and 2013 surveys show that people using illicit drugs had higher levels of psychological distress and a higher proportion of people with a mental illness used illicit drugs than those without a mental illness (table 12A.73). National data on the use of these illicit drugs from 1995 to 2013 by age group are in table 12A.72. Data for 2007, 2010 and 2013 on illicit drug use by social characteristics are in table 12A.74.

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| Figure 12.28 Use of selected illicit drugs in last 12 months, by people aged 14 years or over, 2013**a** |
| |  | | --- | | Figure 12.28 Use of selected illicit drugs in last 12 months, by people aged 14 years or over, 2013  More details can be found within the text surrounding this image. | |
| a The following estimates have a Relative Standard Error (RSE) of between 25 per cent and 50 per cent and should be considered with caution: use of cocaine in SA, use of ecstasy and meth/amphetamine in Tasmania and the use of meth/amphetamine and cocaine in the NT. The use of cocaine in Tasmania is subject to a RSE greater than 50 per cent and is considered too unreliable for general use. |
| *Source*: AIHW (2014) *National Drug Strategy Household Survey detailed report 2013*, Drug statistics series no. 28, Cat. no. PHE 183, Canberra; table 12A.66. |
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Younger people’s usage of cannabis and meth/amphetamines is of particular concern for their associated mental health problems (AHMC 2012). Cannabis use can precipitate schizophrenia in people who have a family history, increase the risk of psychosis symptoms and also exacerbate the schizophrenia symptoms (AHMC 2012). Psychosis symptoms are also associated with meth/amphetamine use and dependent meth/amphetamine users can also suffer from a range of co‑morbid mental health problems (AHMC 2012). Figure 12.29 shows the rates of use of cannabis by young people. National data on the use of meth/amphetamine by age group are in table 12A.72.

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| Figure 12.29 Recent use of cannabis, in last 12 months, by young people, 2013 |
| |  | | --- | | Figure 12.29 Recent use of cannabis, in last 12 months, by young people, 2013  More details can be found within the text surrounding this image. | |
| a The estimates for SA, Tasmania and the ACT for people aged 14–19 years have RSEs of between 25 per cent and 50 per cent and should be considered with caution. |
| *Source*: AIHW (2014) *National Drug Strategy Household Survey detailed report 2013*, Drug statistics series no. 28, Cat. no. PHE 183, Canberra; table 12A.67. |
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#### Prevalence of mental illness

‘Prevalence of mental illness’ is an indicator of governments’ objective under the NMHS to prevent the development of mental health problems and mental illness where possible (box 12.21).

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| Box 12.21 Prevalence of mental illness |
| ‘Prevalence of mental illness’ is defined as the proportion of the total population who have a mental illness. Proportions are reported for all people, for males and females and for people of different ages, by disorder type.  A low or decreasing prevalence of mental illness can indicate that measures to prevent mental illness have been effective.  A reduction in the prevalence of mental illness can be brought about by preventative activities to stop an illness occurring, or by increasing access to effective treatments for those who have an illness (AHMC 2012). Many of the risk and protective factors that can affect the development of mental health problems and mental illness are outside the scope of the mental health system, in sectors that affect the daily lives of individuals and communities. These include environmental, sociocultural and economic factors — for example, adverse childhood experiences (such as sexual abuse) and exposure to domestic violence can increase the risk of mental illness, whereas employment is recognised as important in supporting good mental health. A reduction in the prevalence of mental illness, therefore, will be a result of a coordinated response across a range of collaborating agencies including education, justice and community services. Not all mental illnesses are preventable and a reduction in the effect of symptoms and an improved quality of life will be a positive outcome for many people with a mental illness.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions * complete for the current reporting period (subject to caveats). All required 2007 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Prevalence of mental illness data are from the 2007 SMHWB, the latest prevalence estimates available. The 2007 SMHWB was designed to provide reliable estimates at the national level, not at the State and Territory level; however, jurisdictional data are available in table 12A.75. National data on the prevalence of mental illness by disorder, age, sex and social characteristics are reported in tables 12A.76‑78.

The SMHWB provided prevalence estimates for the mental disorders that are considered to have the highest incidence rates in the population — anxiety disorders, affective disorders and substance use disorders, but did not measure the prevalence of some severe mental disorders, such as schizophrenia and bipolar disorder. The *National Survey of Psychotic Illness 2010* provides information on the one month treated prevalence of these and other psychotic illnesses. In 2010, there were an estimated 3.1 cases of psychotic illness per 1000 adult population (aged 18–64 years), for which there was a contact with public specialised mental health services. Males had a higher treated prevalence rate than females (3.7 cases compared to 2.4 cases per 1000 adult population). Males aged 25–34 years had the highest rate at 5.2 cases per 1000 population (Morgan et al. 2011).

#### Mortality due to suicide

‘Mortality due to suicide’ is an indicator of governments’ objective under the NMHS to prevent mental health problems, mental illness and suicide, and identify and intervene early with people at risk (box 12.22).

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| Box 12.22 Mortality due to suicide |
| ‘Mortality due to suicide’ is defined as the suicide rate per 100 000 people. The suicide rate is reported for all people, for males and females, for people of different ages (including those aged 15–24 years), people living in capital cities, people living in other urban areas, people living in rural areas, Aboriginal and Torres Strait Islander and non‑Indigenous Australians.  A low or decreasing suicide rate per 100 000 people is desirable.  While mental health services contribute to reducing suicides, other government services also have a significant role. Public mental health programs are primarily concerned with providing treatment and support services for individual clients affected by severe mental illness, some of whom have either attempted, or indicated an intention, to commit suicide. Suicide prevention targeted at the wider population is also addressed through the initiatives of other government agencies, NGOs and other special interest groups. Any effect on suicide rates, therefore, will be a result of a coordinated response across a range of collaborating agencies, including education, housing, justice and community services.  Many factors outside the control of mental health services can influence a person’s decision to commit suicide. These include environmental, sociocultural and economic risk factors — for example, adverse childhood experiences (such as sexual abuse) can increase the risk of suicide, particularly in adolescents and young adults. Alcohol and other drugs are also often associated with an increased risk of suicidal behaviour. Other factors that can influence suicide rates include economic growth rates, which affect unemployment rates and social disadvantage. Often a combination of these factors can increase the risk of suicidal behaviour.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions but a break in series means that data are not comparable across time periods for some disaggregations (see the attachment tables 12A.81–83 for details) * complete for the current reporting period (subject to caveats). All required 2012 or  2008–2012 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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People with a mental illness are at a higher risk of suicide than are the general population. They are also at a higher risk of death from other causes, such as cardiovascular disease (Coghlan et al. 2001; Joukamaa et al. 2001; Sartorius 2007; Lawrence, Hancock and Kisely 2013).

All Coroner certified deaths registered after 1 January 2006 are subject to a revisions process. The revisions process enables the use of additional information relating to Coroner certified deaths either 12 or 24 months after initial processing. This increases the specificity of the assigned International Classification of Diseases (ICD) 10 codes over time (ABS 2010). Each year of data is now released as preliminary, revised and final. For further information on this revisions process see the DQI for this indicator.

In the period 2008–2012, 12 073 deaths by suicide were recorded in Australia (table 12A.81) — equivalent to 10.8 deaths per 100 000 people (figure 12.30). The rate for males (16.8 per 100 000 males) was over three times that for females (5.1 per 100 000 females) in the period 2008–2012 — a ratio that was relatively constant over all age groups, except for those aged 85 years or over where the male suicide rate was around six times the female rate (figure 12.31). Table 12A.82 shows suicide death rates per 100 000 people aged 15–24 years for all jurisdictions.

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| Figure 12.30 Suicide rates, 5 year average, 2008–2012**a, b, c** |
| |  | | --- | | Figure 12.30 Suicide rates, 5 year average, 2008-2012  More details can be found within the text surrounding this image. | |
| a Suicide deaths include International Classification of Diseases (ICD) 10 codes X60‑X84 and Y87.0. b The death rate is age standardised to the midyear 2001 population. c Causes of death data for 2008–2010 have undergone revision/s and are now considered final. Causes of death data for 2011 have been revised and are subject to further revisions. Causes of death data for 2012 are preliminary and subject to a revisions process. |
| *Source*:ABS (unpublished) *Causes of Deaths, Australia*, Cat. no. 3303.0; table 12A.81. |
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| Figure 12.31 Suicide rates, by age and sex, 2008–2012**a, b, c** |
| |  | | --- | | Figure 12.31 Suicide rates, by age and sex, 2008-2012  More details can be found within the text surrounding this image. | |
| a Suicide deaths include ICD 10 codes X60‑X84 and Y87.0. b Age‑specific death rates are calculated as the number of suicides for an age group per 100 000 population in the same age group, for the period 2008–2012. c Causes of death data for 2008−2010 have undergone revisions and are now considered final. Causes of death data for 2011 have been revised and are subject to further revisions. Causes of death data for 2012 are preliminary and subject to a revisions process. |
| *Source*:ABS (unpublished) *Causes of Deaths, Australia*, Cat. no. 3303.0; table 12A.80. |
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Nationally the suicide rate in the period 2008–2012 was higher in rural areas. There were 9.7 suicides per 100 000 people in capital cities and 12.2 suicides per 100 000 people in urban centres, compared with 13.8 suicides per 100 000 people in rural areas in Australia (figure 12.32). Tables 12A.79 and 12A.81–83 contain time series suicide data.

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| Figure 12.32 Suicide rates, by area, 2008–2012**a, b, c, d, e** |
| |  | | --- | | Figure 12.32 Suicide rates, by area, 2008-2012  More details can be found within the text surrounding this image. | |
| a The capital city, urban centres and rural groupings are based on the ABS’ Significant Urban Areas classification (Cat. no. 1270.0.55.004). Capital cities comprise Statistical Area 2s classified as capital cities. Urban centres comprise all Statistical Area 2s within a state which are classified as having or contributing to an urban area with a population of 10 000 or greater, excluding capital cities. Rural areas are those Statistical Area 2s which are not within a capital city or urban centre. b The suicide rate is directly age standardised to the midyear 2001 population. c Suicides are reported by year of registration of death. d Causes of death data for 2008–2010 have undergone revisions and are now considered final. Causes of death data for 2011 have been revised and are subject to further revisions. Causes of death data for 2012 are preliminary and subject to a revisions process. e The ACT does not have any ‘urban centres’. Data for ACT ‘rural’ areas are not published. |
| *Source*: ABS (unpublished) *Causes of Deaths, Australia*, Cat. no. 3303.0; table 12A.83. |
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Aboriginal and Torres Strait Islander suicide rates are presented for NSW, Queensland, WA, SA and the NT (figure 12.33). After adjusting for differences in the age structure of the two populations, the suicide rate for Aboriginal and Torres Strait Islander Australians during the period 2008–2012, for the reported jurisdictions, was higher than the corresponding rate for non‑Indigenous Australians.

Care needs to be taken when interpreting these data because data for Aboriginal and Torres Strait Islander Australians are incomplete and data for some jurisdictions are not published. Aboriginal and Torres Strait Islander Australians are not always accurately identified in administrative collections (such as hospital records, and birth and death registrations) due to definition variations, different data collection methods and failure to record Indigenous status. The rate calculations have not been adjusted for differences in the completeness of identification of Aboriginal and Torres Strait Islander deaths across jurisdictions.

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| Figure 12.33 Suicide rates, by Indigenous status, 2008–2012**a, b, c, d, e, f** |
| |  | | --- | | Figure 12.33 Suicide rates, by Indigenous status, 2008-2012  More details can be found within the text surrounding this image. | |
| a Deaths from suicides are deaths with ICD 10 codes X60–X84 and Y87.0. b Suicide rates are age standardised. c Data on deaths of Aboriginal and Torres Strait Islander Australians are affected by differing levels of coverage of deaths of Aboriginal and Torres Strait Islander people across states and territories. Care should be exercised in analysing these data, particularly in making comparisons across states and territories and between Aboriginal and Torres Strait Islander and non‑Indigenous data. d Deaths with a ‘not stated’ Indigenous status are excluded. e Causes of death data for 2008−2010 have undergone revisions and are now considered final. Causes of death data for 2011 have been revised and are subject to further revisions. Causes of death data for 2012 are preliminary and subject to a revisions process. f Total data are for NSW, Queensland, WA, SA, and the NT combined, based on the state or territory of usual residence. Data has been included for these five states and territories only as there is evidence of sufficient levels of identification and sufficient numbers of deaths to support mortality analysis. |
| *Source*:ABS (unpublished) *Causes of Deaths, Australia*, Cat. no. 3303.0; table 12A.84. |
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#### Physical health outcomes for people with a mental illness

‘Physical health outcomes for people with a mental illness’ is an indicator of governments’ objective to promote the recovery of people with a mental illness and to provide high quality services that are appropriate to the conditions and circumstances of people with a mental illness (box 12.23).

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| Box 12.23 Physical health outcomes for people with a mental illness |
| ‘Physical health outcomes for people with a mental illness’ is defined by two measures:   * Proportion of people with a mental illness (compared with the proportion of people without a mental illness) who are exposed to particular health risk factors: * obese/overweight * daily smokers * at risk of long term harm from alcohol. * Proportion of people with a mental illness (compared with the proportion of people without a mental illness) who experienced a long‑term physical health condition (cancer, diabetes, arthritis, cardiovascular disease and asthma).   Low or decreasing proportions of people with a mental illness who are subject to particular health risk factors and who experience a long‑term physical health condition are desirable.  The relationship between a person’s physical and mental health is complex. Poor physical health can exacerbate mental health problems and poor mental health can lead to poor physical health. In addition, some psychiatric medications that are prescribed to treat mental health conditions are known to lead to worse physical health outcomes. A person’s decision to take medications to improve mental health, is often made with the knowledge that their physical health will suffer (NMHC 2012).  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions (no time series data are reported) * complete for the current reporting period (subject to caveats). All required 2011‑12 data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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Greater exposure to particular health risk factors can contribute to poorer physical health outcomes. People with a mental illness have higher daily smoking rates than people without a mental illness (26.1 ± 2.4 per cent, compared with 14.7 ± 0.8 per cent in 2011‑12) (figure 12.34). However, the proportions of people who are obese/overweight or at risk of long term harm from alcohol are similar for those with and without a mental illness. Nationally, in 2011‑12, the proportions of people with a mental illness who were:

* obese/overweight was 67.0 ± 2.5 per cent, compared with 62.4 ± 1.2 per cent for people without a mental illness
* at risk of long term harm from alcohol was 21.3 ± 2.0 per cent, compared to 19.0 ± 0.9 per cent for people without a mental illness (figure 12.34).

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| Figure 12.34 Adults who are exposed to particular health risk factors, by mental illness status, 2011‑12**a, b** |
| |  | | --- | | **Obese/overweight** | | **Figure 12.34 Adults who are exposed to particular health risk factors, by mental illness status, 2011-12  Obese/overweight  More details can be found within the text surrounding this image.** | | **Daily smokers** | | Figure 12.34 Adults who are exposed to particular health risk factors, by mental illness status, 2011-12  Daily smokers  More details can be found within the text surrounding this image. | | **At risk of long term harm from alcohol** | | **Figure 12.34 Adults who are exposed to particular health risk factors, by mental illness status, 2011-12  At risk of long term harm from alcohol  More details can be found within the text surrounding this image.** | |
| a People with a mental illness are defined as those who self‑reported mental and behavioural problems that have lasted for six months, or which the respondent expects to last for six months or more. Includes organic mental conditions, alcohol and drug conditions, mood conditions and other mental and behavioural conditions. b Estimates have been age standardised to the 2001 estimated resident population. |
| *Source*: ABS (unpublished) AHS 2011–13 (2011‑12 NHS component), Cat. no. 4364.0; table 12A.85. |
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People with a mental illness are also more likely to have a long‑term health condition. Nationally, in 2011‑12, the proportion of people with a mental illness who had:

* asthma was 16.7 ± 1.8 per cent, compared to 9.2 ± 0.7 per cent for people without a mental illness
* cardiovascular disease was 9.5 ± 1.2 per cent, compared to 5.2 ± 0.4 per cent for people without a mental illness (figure 12.35).

Table 12A.86 also shows data for cancer, arthritis and diabetes.

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| Figure 12.35 Adults with long‑term health conditions, by mental illness status, 2011‑12**a, b** |
| |  | | --- | | **Asthma** | | Figure 12.35 Adults with long-term health conditions, by mental illness status, 2011-12  Asthma  More details can be found within the text surrounding this image. | | **Cardiovascular disease** | | **Figure 12.35 Adults with long-term health conditions, by mental illness status, 2011-12  Cardiovascular disease  More details can be found within the text surrounding this image.** | |
| a People with a mental illness are defined as those who self‑reported mental and behavioural problems that have lasted for six months, or which the respondent expects to last for six months or more. Includes organic mental conditions, alcohol and drug conditions, mood conditions and other mental and behavioural conditions. b Estimates have been age standardised to the 2001 estimated resident population. |
| *Source*:ABS (unpublished) AHS 2011–13 (2011‑12 NHS component), Cat. no. 4364.0; table 12A.86. |
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#### Social and economic inclusion of people with a mental illness

‘Social and economic inclusion of people with a mental illness’ is an indicator of governments’ objective to improve mental health and facilitate recovery from illness through encouraging meaningful participation in recreational, social, employment and other activities in the community (box 12.24).

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| Box 12.24 Social and economic inclusion of people with a mental illness |
| ‘Social and economic inclusion of people with a mental illness’ is defined by two measures:   * proportion of people aged 16–64 years with a mental illness who are employed, compared with the equivalent proportion for people without a mental illness * proportion of people aged 16–30 years with a mental illness who are employed and/or are enrolled for study in a formal secondary or tertiary qualification (studying full or part time), compared with the equivalent proportion for people without a mental illness.   A high or increasing proportion of people with a mental illness aged 16–64 years who are employed is desirable. A high or increasing proportion of people aged 16–30 years with a mental illness who are employed and/or are enrolled for study is also desirable.  This indicator measures employment participation relative to the total population aged  16–64 years, as distinct from the labour force (that is, people who are employed or unemployed, but actively looking for work). Some people can choose not to participate in the labour force (that is, they are not working or actively looking for work). Data on the proportion of people aged 16–64 years who are unemployed or not in the labour force (by mental illness status) are in table 12A.87. It also does not provide information on whether for those employed or enrolled for study, their jobs/studies are appropriate or meaningful.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and overtime depending on the source, that is 2011‑12 NHS data are comparable to 2007‑08 NHS data, but not to 2007 SMHWB data * complete for the current reporting period (subject to caveats). All required 2011‑12 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Mental illness can act as a barrier to gaining and maintaining employment (AHMC 2012). Nationally, in 2011‑12, the proportion of all Australians with a mental illness who were employed was 61.7 ± 3.1 per cent, compared to 80.3 ± 0.9 per cent for those without a mental illness (figure 12.36).

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| Figure 12.36 People aged 16–64 years who are employed, by mental illness status, 2011‑12**a, b** |
| |  | | --- | | Figure 12.36 People aged 16-64 years who are employed, by mental illness status, 2011-12  More details can be found within the text surrounding this image. | |
| a People with a mental illness are defined as those who self‑reported mental and behavioural problems that have lasted for six months, or which the respondent expects to last for six months or more. Includes organic mental conditions, alcohol and drug conditions, mood conditions and other mental and behavioural conditions. b Estimates have been age standardised to the 2001 estimated resident population. |
| *Source*: ABS (unpublished) AHS 2011–13 (2011‑12 NHS component), Cat. no. 4364.0; table 12A.87. |
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Data from the 2007‑08 National Health Survey and the 2007 SMHWB on the labour force and employment participation of people who had a mental illness/disorder are in tables 12A.89, 12A.91 and 12A.93.

Mental illness in early adult years can lead to disrupted education and premature exit from school or tertiary training, or disruptions in the transition from school to work (AHMC 2012). The effect of these disruptions can be long term, restricting the person’s ability to participate in a range of social and vocational activities over their lifetime (AHMC 2012).

Nationally, in 2011‑12, the proportion of people aged 16–30 years with a mental illness who were employed and/or are enrolled for study in a formal secondary or tertiary qualification was 79.2 ± 4.2 per cent, compared to 90.2 ± 1.2 per cent for those without a mental illness (figure 12.37). Data from the 2007‑08 NHS and the 2007 SMHWB on the participation of people aged 16–30 years in the labour force and/or in education or training are in tables 12A.90 and 12A.92‑93.

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| Figure 12.37 People aged 16–30 years who were employed and/or are enrolled for study in a formal secondary or tertiary qualification, by mental illness status, 2011‑12**a, b** |
| |  | | --- | | Figure 12.37 People aged 16-30 years who were employed and/or are enrolled for study in a formal secondary or tertiary qualification, by mental illness status, 2011-12  More details can be found within the text surrounding this image. | |
| a People with a mental illness are defined as those who self‑reported mental and behavioural problems that have lasted for six months, or which the respondent expects to last for six months or more. Includes organic mental conditions, alcohol and drug conditions, mood conditions and other mental and behavioural conditions. b Estimates have been age standardised to the 2001 estimated resident population. |
| *Source*:ABS (unpublished) AHS 2011–13 (2011‑12 NHS component), Cat. no. 4364.0; table 12A.88. |
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#### Mental health outcomes of consumers of specialised public mental health services

‘Mental health outcomes of consumers of specialised public mental health services’ is an indicator of governments’ objective to improve the effectiveness and quality of service delivery and outcomes and promote recovery from mental health problems and mental illness (box 12.25).

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| Box 12.25 Mental health outcomes of consumers of specialised public mental health services |
| ‘Mental health outcomes of consumers of specialised public mental health services’ is defined as the proportion of people receiving care in specialised public mental health services who had a significant improvement in their clinical mental health outcomes. Data are also reported on the proportion who experienced no significant change or a significant deterioration in their mental health outcomes. Data are reported by three consumer types: people in ongoing community‑based care, people discharged from community‑based care and people discharged from a hospital psychiatric inpatient unit.  Results are difficult to interpret as there are a range of mental health clinical outcomes for people treated in specialised public mental health services and ‘best practice’ outcomes are unknown (AHMC 2012). A high or increasing proportion of people receiving care in specialised public mental health services who had a significant improvement in their clinical mental health outcomes is desirable.  The assessment of a consumer’s clinical mental health outcomes is based on the changes reported in a consumer’s ‘score’ on a rating scale known as the Health of the Nation Outcomes Scale (HoNOS), or for children and adolescents, the Health of the Nation Outcome Scales for Children and Adolescents (HoNOSCA) (AHMC 2012). Outcome scores are classified based on effect size — a statistic used to assess the magnitude of a treatment effect (AHMC 2012). The effect size is based on the ratio of the difference between the pre‑ and post‑scores to the standard deviation of the pre‑score (AHMC 2012). Individual episodes are classified as ‘significant improvement’ if the effect size index is greater than or equal to positive 0.5; ‘no change’ if the index is between 0.5 and zero; and ‘significant deterioration’ if the effect size index is less than or equal to -0.5 (AHMC 2012).  This indicator has many technical and conceptual issues. The outcome measurement tool is imprecise. A single ‘average score’ does not reflect the complex service system in which services are delivered across multiple settings (inpatient, community and residential) and provided as both discrete, short term episodes of care and prolonged care over indefinite periods (AHMC 2012). The approach separates a consumer’s care into segments (hospital versus the community) rather than tracking the person’s overall outcomes across treatment settings. In addition, consumers’ outcomes are measured from the clinician’s perspective and not as the ‘lived experience’ from the consumer’s viewpoint (AHMC 2012).  Data reported for this indicator are:   * not comparable across jurisdictions or over time due to differences in the quality of the data and the proportion of episodes for which completed outcomes data are available * incomplete for the current reporting period. All required data for 2012‑13 are not available for Victoria.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally, in 2012‑13, 26.1 per cent of people in ongoing community‑based care, 50.8 per cent of people discharged from community‑based care and 72.1 per cent of people discharged from a hospital psychiatric inpatient unit showed a significant improvement in their mental health clinical outcomes (figures 12.38‑39). Caution is required in interpreting results across states and territories. Data are of variable quality and there are different levels of coverage across states and territories (AHMC 2012).

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| Figure 12.38 Mental health outcomes of consumers of State and Territory community‑based specialised public mental health services, 2012‑13**a, b** |
| |  | | --- | | **People in ongoing community‑based care**c | | Figure 12.38 Mental health outcomes of consumers of State and Territory community-based specialised public mental health services, 2012-13  People in ongoing community-based care  More details can be found within the text surrounding this image. | | **People discharged from community‑based care**d, e | | Figure 12.38 Mental health outcomes of consumers of State and Territory community-based specialised public mental health services, 2012-13  People discharged from community-based care  More details can be found within the text surrounding this image. | |
| a Victorian data are not available due to service level collection gaps resulting from protected industrial action during this period. The total only includes those jurisdictions that have provided data. b Industrial action in Tasmania has limited the available data quality and quantity of community data. c Data comprise people receiving relatively long term community‑based care. Data include people who were receiving care for the whole of 2012‑13, and those who commenced community‑based care sometime after 1 July 2012 who continued under care for the rest of the year. The defining characteristic of the group is that all remained in ongoing care when the year ended (30 June 2013). Outcome scores were calculated as the difference between the total score recorded on the first occasion rated and the last occasion rated in the year. d Data comprise people who received relatively short term community‑based care. The defining characteristic of the group is that the episode of community‑based care commenced, and was completed, within 2012‑13. Outcome scores were calculated as the difference between the total score recorded at admission to, and discharge, from community‑based care. People whose episode of community‑based care was completed because they were admitted to hospital are not included. e The ACT and NT data are not published due to insufficient observations. |
| *Source*:Australian Mental Health Outcomes and Classification Network (unpublished), Australian Government Department of Health; table 12A.94. |
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| Figure 12.39 Mental health outcomes of consumers discharged from State or Territory inpatient mental health services, 2012‑13**a, b, c** |
| |  | | --- | | Figure 12.39 Mental health outcomes of consumers discharged from State or Terriroty inpatient mental health services, 2012-13  More details can be found within the text surrounding this image. | |
| a Data comprise people who received a discrete episode of inpatient care within a psychiatric unit. The defining characteristic of the group is that the episode of inpatient care commenced, and was completed, within the year. Outcome scores were calculated as the difference between the total score recorded at admission and discharge. The analysis excludes episodes where the length of stay was three days or less because it is not meaningful to compare admission and discharge ratings for short duration episodes. b Victorian data are not available due to service level collection gaps resulting from protected industrial action during this period. The total only includes those jurisdictions that have provided data. c The ACT data are not published due to insufficient observations. |
| *Source*:Australian Mental Health Outcomes and Classification Network (unpublished), Australian Government Department of Health; table 12A.94. |
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## 12.5 Future directions in performance reporting

Priorities for future reporting on mental health management include the following:

* developing an estimate of the number of people who need mental health services so that access to services can be measured in terms of need
* improving reporting on government funded non‑government entities to include information on their activity and the outcomes of the consumers of these services
* identifying indicators that relate to the performance framework dimension of sustainability
* improving reporting on outcomes to include indicators that relate to the participation of people with a mental illness in meaningful social and recreational activities
* further developing the measurement and reporting on the clinical mental health outcomes of consumers of specialised public mental health services.

## 12.6 Definitions of key terms

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| General terms |  |
| **General practice** | The organisational structure in which one or more GPs provide and supervise health care for a ‘population’ of patients. This definition includes medical practitioners who work solely with one specific population, such as women’s health or Aboriginal and Torres Strait Islander health. |
| **Health management** | The ongoing process beginning with initial client contact and including all actions relating to the client. Includes assessment/evaluation, education of the person, family or carer(s), and diagnosis and treatment. Involves problems with adherence to treatment and liaison with, or referral to, other agencies. |
| **Incidence rate** | Proportion of the population experiencing a disorder or illness for the first time during a given period (often expressed per 100 000 people). |
| **Separation** | An episode of care for an admitted patient, which can be a total hospital stay, or a portion of a hospital stay beginning or ending in a change of type of care (for example, from acute to rehabilitation). Separation also means the process by which an admitted patient completes an episode of care. |
| Mental health |  |
| **Acute services** | Services that primarily provide specialised psychiatric care for people with acute episodes of mental illness. These episodes are characterised by recent onset of severe clinical symptoms of mental illness that have potential for prolonged dysfunction or risk to self and/or others. The key characteristic of acute services is that the treatment effort focuses on symptom reduction with a reasonable expectation of substantial improvement. In general, acute psychiatric services provide relatively short term treatment. Acute services can:   * focus on assisting people who have had no prior contact or previous psychiatric history, or individuals with a continuing psychiatric illness for whom there has been an acute exacerbation of symptoms * target the general population or be specialised in nature, targeting specific clinical populations. The latter group include psychogeriatric, child and adolescent, youth and forensic mental health services. |
| **Accrued mental health patient days** | Mental health care days are days of admitted patient care provided to admitted patients in psychiatric hospitals, designated psychiatric units and days of residential care provided to residents in residential mental health services. Accrued mental health care days can also be referred to as occupied bed days in specialised mental health services. The days to be counted are only those days occurring within the reference period, that is from 1 July to the following 30 June for the relevant period, even if the patient/resident was admitted prior to the reference period or discharged after the reference period.  The key basic rules to calculate the number of accrued mental health care days are as follows:   * For a patient admitted and discharged on different days, all days are counted as mental health care days except the day of discharge and any leave days. * Admission and discharge on the same day are equal to one patient day. * Leave days involving an overnight absence are not counted. * A patient day is recorded on the day of return from leave. |
| **Affective disorders** | A mood disturbance, including mania, hypomania, bipolar affective disorder, depression and dysthymia. |
| **Ambulatory care services** | Mental health services dedicated to the assessment, treatment, rehabilitation or care of non‑admitted inpatients, including but not confined to crisis assessment and treatment services, mobile assessment and treatment services, outpatient clinic services (whether provided from a hospital or community mental health centre), child and adolescent outpatient treatment teams, social and living skills programs (including day programs, day hospitals and living skills centres), and psychogeriatric assessment teams and day programs. |
| **Anxiety disorders** | Feelings of tension, distress or nervousness. Includes agoraphobia, social phobia, panic disorder, generalised anxiety disorder, obsessive–compulsive disorder and post‑traumatic stress disorder. |
| **Average available beds** | The number of beds available to provide overnight accommodation for patients admitted to hospital (other than neonatal cots [non‑special‑care] and beds occupied by hospital‑in‑the‑home patients) or to specialised residential mental health care, averaged over the counting period. Beds are available only if they are suitably located and equipped to provide care and the necessary financial and human resources can be provided. |
| **Child and adolescent mental health services** | Services principally targeted at children and young people up to the age of 18 years. Classification of services in this category requires recognition by the regional or central funding authority of the special focus of the inpatient service on children or adolescents. These services can include a forensic component. |
| **Co‑located services** | Psychiatric inpatient services established physically and organisationally as part of a general hospital. |
| **Community‑based residential services** | Staffed residential units established in community settings that provide specialised treatment, rehabilitation or care for people affected by a mental illness or psychiatric disability. To be defined as community‑based residences, the services must: provide residential care to people with mental illnesses or psychiatric disability; be located in a community setting external to the campus of a general hospital or psychiatric institution; employ onsite staff for at least some part of the day; and be government funded. |
| **Co‑morbidity** | The simultaneous occurrence of two or more illnesses such as depressive illness with anxiety disorder, or depressive disorder with anorexia. |
| **Comparability** | Data are considered comparable if (subject to caveats) they can be used to inform an assessment of comparative performance. Typically, data are considered comparable when they are collected in the same way and in accordance with the same definitions. For comparable indicators or measures, significant differences in reported results allow an assessment of differences in performance, rather than being the result of anomalies in the data. |
| **Completeness** | Data are considered complete if all required data are available for all jurisdictions that provide the service. |
| **Consumer involvement in decision making** | Consumer participation arrangements in public sector mental health service organisations according to the scoring hierarchy (levels 1–4) developed for monitoring State and Territory performance under Medicare Agreements Schedule F1 indicators. |
| **Cost per inpatient  bed day** | The average patient day cost according to the inpatient type. |
| **Depression** | A state of gloom, despondency or sadness lasting at least two weeks. The person usually suffers from low mood, loss of interest and enjoyment, and reduced energy. Sleep, appetite and concentration can be affected. |
| **Forensic mental health services** | Services principally providing assessment, treatment and care of mentally ill individuals whose behaviour has led them to commit criminal offences or makes it likely that they will offend in the future if not adequately treated and contained. This includes prison‑based services, but excludes services that are primarily for children and adolescents and for older people even where they include a forensic component. |
| **General mental health services** | Services that principally target the general adult population  (18–65 years old) but that can provide services to children, adolescents or older people. Includes, therefore, those services that cannot be described as specialised child and adolescent, youth, older people’s or forensic services.  General mental health services include hospital units whose principal function is to provide some form of specialised service to the general adult population (for example, inpatient psychotherapy) or to focus on specific clinical disorders within the adult population (for example, postnatal depression, anxiety disorders). |
| **Mental illness** | A diagnosable illness that significantly interferes with an individual’s cognitive, emotional and/or social abilities. |
| **Mental health** | The capacity of individuals within groups and the environment to interact with one another in ways that promote subjective wellbeing, the optimal development and use of mental abilities (cognitive, affective and relational) and the achievement of individual and collective goals consistent with justice. |
| **Mental health  problems** | Diminished cognitive, emotional or social abilities, but not to the extent of meeting the criteria for a mental illness. |
| **Mental health promotion** | Actions taken to maximise mental health and wellbeing among populations and individuals. It is aimed at changing environments (social, physical, economic, educational, cultural) and enhancing the ‘coping’ capacity of communities, families and individuals by giving power, knowledge, skills and necessary resources. |
| **Mental illness prevention** | Interventions that occur before the initial onset of an illness to prevent its development. The goal of prevention interventions is to reduce the incidence and prevalence of mental health problems and mental illnesses. |
| **Mortality rate  from suicide** | The proportion of the population who die as a result of suicide. |
| **Non‑acute  services** | Non‑acute services are defined by two categories:   * Rehabilitation services that have a primary focus on intervention to reduce functional impairments that limit the independence of patients. Rehabilitation services are focused on disability and the promotion of personal recovery. They are characterised by an expectation of substantial improvement over the short to mid‑term. Patients treated by rehabilitation services usually have a relatively stable pattern of clinical symptoms. * Extended care services that primarily provide care over an indefinite period for patients who have a stable but severe level of functional impairment and an inability to function independently, thus requiring extensive care and support. Patients of extended care services present a stable pattern of clinical symptoms, which can include high levels of severe unremitting symptoms of mental illness. Treatment is focused on preventing deterioration and reducing impairment; improvement is expected to occur slowly. |
| **Non‑government organisations** | Private not‑for‑profit community managed organisations that receive State and Territory government funding specifically for the purpose of providing community support services for people affected by a mental illness or psychiatric disability. Programs provided by the non‑government organisation sector can include supported accommodation services (including community‑based crisis and respite beds), vocational rehabilitation programs, advocacy programs (including system advocacy), consumer self‑help services, and support services for families and primary carers. |
| **Older people’s mental health services** | Services principally targeting people in the age group 65 years or over. Classification of services in this category requires recognition by the regional or central funding authority of the special focus of the inpatient service on aged people. These services can include a forensic component. Excludes general mental health services that may treat older people as part of a more general service. |
| **Outpatient services   — community‑based** | Services primarily provided to non‑admitted patients on an appointment basis and delivered from health centres located in community settings, physically separated within hospital sites. They can include outreach or domiciliary care as an adjunct to services provided from the centre base. |
| **Outpatient services   — hospital‑based** | Services primarily provided to non‑admitted patients on an appointment basis and delivered from clinics located within hospitals. They can include outreach or domiciliary care as an adjunct to services provided from the clinic base. |
| **Percentage of  facilities accredited** | The percentage of facilities providing mental health services that are accredited according to the National Standards for Mental Health Services. |
| **Prevalence** | The number of cases of a disease present in a population at a given time (point prevalence) or during a given period (period prevalence). |
| **Preventive interventions** | Programs designed to decrease the incidence, prevalence and negative outcomes of illnesses. |
| **Psychiatrist** | A medical practitioner with specialist training in psychiatry. |
| **Public health** | The organised, social response to protect and promote health, and to prevent illness, injury and disability. The starting point for identifying public health issues, problems and priorities, and for designing and implementing interventions, is the population as a whole or population subgroups. Public health is characterised by a focus on the health of the population (and particular at‑risk groups) and complements clinical provision of health care services. |
| **Public (non‑psychiatric) hospital** | A hospital that provides at least minimum medical, surgical or obstetric services for inpatient treatment and/or care, and around‑the‑clock, comprehensive, qualified nursing services, as well as other necessary professional services. |
| **Schizophrenia** | A combination of signs and symptoms that can include delusions, hallucinations, disorganised speech or behaviour, a flattening in emotions, and restrictions in thought, speech and goal directed behaviour. |
| **Seclusion** | Seclusion is the confinement of the consumer at any time of the day or night alone in a room or area from which free exit is prevented. The intended purpose of the confinement is not relevant in determining what is or is not seclusion. Seclusion applies even if the consumer agrees or requests the confinement (NMHPSC 2011b).  The awareness of the consumer that they are confined alone and denied exit is not relevant in determining what is or is not seclusion. The structure and dimensions of the area to which the consumer is confined is not relevant in determining what is or is not seclusion. The area may be an open area, for example, a courtyard. Seclusion does not include confinement of consumers to High Dependency sections of gazetted mental health units, unless it meets the definition (AIHW 2013). |
| **Seclusion event** | An event is when a consumer enters seclusion and when there is a clinical decision to cease seclusion. Following the clinical decision to cease seclusion, if a consumer re‑enters seclusion within a short period of time this would be considered a new seclusion event. The term ‘seclusion event’ is utilised to differentiate it from the different definitions of ‘seclusion episode’ used across jurisdictions (NMHPSC 2011b). |
| **Specialised mental health inpatient services** | Services provided to admitted patients in stand‑alone psychiatric hospitals or specialised psychiatric units located within general hospitals. |
| **Specialised mental health services** | Services whose primary function is specifically to provide treatment, rehabilitation or community support targeted towards people affected by a mental illness or psychiatric disability. Further, such activities are delivered from a service or facility that is readily identifiable as both specialised and serving a mental health function. This criterion applies regardless of the source of funds. |
| **Specialised residential services** | Services provided in the community that are staffed by mental health professionals on a non‑24 or 24‑hour basis. |
| **Staffing categories (mental health)** | Medical officers: all medical officers employed or engaged by the organisation on a full time or part time basis. Includes visiting medical officers who are engaged on an hourly, sessional or fee‑for‑service basis.  Psychiatrists and consultant psychiatrists: medical officers who are registered to practice psychiatry under the relevant State or Territory medical registration board; or who are fellows of the Royal Australian and New Zealand College of Psychiatrists or registered with Health Insurance Commission as a specialist in Psychiatry.  Psychiatry registrars and trainees: medical officers who are formal trainees within the Royal Australian and New Zealand College of Psychiatrists’ Postgraduate Training Program.  Other medical officers: medical officers employed or engaged by the organisation who are not registered as psychiatrists within the State or Territory, or as formal trainees within the Royal Australian and New Zealand College of Psychiatrists’ Postgraduate Training Program.  Nursing staff: all categories of registered nurses and enrolled nurses, employed or engaged by the organisation.  Registered nurses: people with at least a three year training certificate or tertiary qualification who are certified as being a registered nurse with the State or Territory registration board. This is a comprehensive category and includes general and specialised categories of registered nurses.  Enrolled nurses: refers to people who are second level nurses who are enrolled in all states except Victoria where they are registered by the state registration board to practise in this capacity. Includes general enrolled nurse and specialist enrolled nurse (e.g. mothercraft nurses in some states).  Diagnostic and health professionals (allied health professionals): qualified staff (other than qualified medical or nursing staff) who are engaged in duties of a diagnostic, professional or technical nature. This category covers all allied health professionals, such as social workers, psychologists, occupational therapists, physiotherapists, and other diagnostic and health professionals.  Social workers: people who have completed a course of recognised training and are eligible for membership of the Australian Association of Social Workers.  Psychologists: people who are registered as psychologists with the relevant State or Territory registration board.  Occupational therapists: people who have completed a course of recognised training and who are eligible for membership of the Australian Association of Occupational Therapists.  Other personal care staff: attendants, assistants, home companions, family aides, ward helpers, warders, orderlies, ward assistants and nursing assistants who are engaged primarily in the provision of personal care to patients or residents, and who are not formally qualified or who are undergoing training in nursing or allied health professions.  Administrative and clerical staff: staff engaged in administrative and clerical duties. Excludes medical, nursing, diagnostic and health professional and domestic staff wholly or partly involved in administrative and clerical duties, who should be counted under their appropriate occupational categories. Civil engineers and computing staff are included in this category.  Domestic and other staff: staff involved in the provision of food and cleaning services including domestic staff primarily engaged in administrative duties such as food services manager. Dieticians are excluded. |
| **Stand‑alone psychiatric hospitals** | Health establishments that are primarily devoted to the treatment and care of inpatients with psychiatric, mental or behavioural disorders, and that are situated at physically separate locations from a general hospital. Stand‑alone hospitals may or may not be managed by the mainstream health system. Psychiatric hospitals situated at physically separate locations from a general hospital are included within the ‘stand‑alone’ category regardless of whether they are under the management control of a general hospital. A health establishment that operates in a separate building but is located on, or immediately adjoining, the acute care hospital campus can also be a stand‑alone hospitals if the following criteria are not met:   * a single organisational or management structure covers the acute care hospital and the psychiatric hospital * a single employer covers the staff of the acute care hospital and the psychiatric hospital * the location of the acute care hospital and psychiatric hospital can be regarded as part of a single overall hospital campus * the patients of the psychiatric hospital are regarded as patients of the single integrated health service. |
| **Substance use disorders** | Disorders in which drugs or alcohol are used to such an extent that behaviour becomes maladaptive, social and occupational functioning is impaired, and control or abstinence becomes impossible. Reliance on the drug can be psychological (as in substance misuse) or physiological (as in substance dependence). |
| **Youth mental health services** | Services principally targeting children and young people generally aged 16‑25 years. The classification of a service into this category requires recognition by the regional or central funding authority of the special focus of the service. These services may include a forensic component. |

## 12.7 List of attachment tables

Attachment tables are identified in references throughout this chapter by a ‘12A’ prefix (for example, table 12A.1). Attachment tables are available on the Review website (www.pc.gov.au/gsp).

|  |  |
| --- | --- |
| **Table 12A.1** | Real estimated Australian Government expenditure on mental health services (2012‑13 dollars) ($million) |
| **Table 12A.2** | Real estimated recurrent expenditure on State and Territory governments specialised mental health services (2012‑13 dollars) |
| **Table 12A.3** | Real estimated expenditure on State and Territory governments’ specialised mental health services, by funding source (2012‑13 dollars) ($million) |
| **Table 12A.4** | Real Australian, State and Territory governments expenditure on specialised mental health services (2012‑13 dollars) ($million), |
| **Table 12A.5** | Depreciation (current prices) ($million) |
| **Table 12A.6** | Total state and territory recurrent expenditure on specialised mental health services (current prices) |
| **Table 12A.7** | Functioning and quality of life measures, by 12‑month mental disorder status, 2007 (per cent) |
| **Table 12A.8** | Age standardised rate of adults with very high levels of psychological distress, by State and Territory, 2011‑12 |
| **Table 12A.9** | Age standardised rate of adults with very high levels of psychological distress, by remoteness, SEIFA IRSD quintiles, SEIFA IRSD deciles, and disability status, 2011‑12 |
| **Table 12A.10** | Age standardised rate of adults with high/ very high levels of psychological distress, by State and Territory, 2011‑12 |
| **Table 12A.11** | Age standardised rate of adults with very high levels of psychological distress, by State and Territory, 2007‑08 |
| **Table 12A.12** | Age standardised rate of adults with very high levels of psychological distress, by remoteness, SEIFA IRSD quintiles, SEIFA IRSD deciles, and disability status, 2007‑08 |
| **Table 12A.13** | Age standardised rate of adults with high/ very high levels of psychological distress, by State and Territory, 2007‑08 |
| **Table 12A.14** | Level of psychological distress K10, 2007‑08 (per cent) |
| **Table 12A.15** | Age standardised rate of adults with high/ very high levels of psychological distress, by State and Territory, by Indigenous status, 2011‑13 |
| **Table 12A.16** | Level of psychological distress K10, 2004‑05 (per cent) |
| **Table 12A.17** | Mental health care specific MBS items processed |
| **Table 12A.18** | GP mental health‑related encounters (general and mental health specific) |
| **Table 12A.19** | GP mental health‑related encounters (general and mental health specific),  2012‑13 |
| **Table 12A.20** | The 10 most frequent GP managed mental health‑related problems, by gender, 2012‑13 |
| **Table 12A.21** | Mental health patient days |
| **Table 12A.22** | Admitted patient mental health‑related separations with specialised psychiatric care, by principal diagnosis in ICD‑10‑AM and hospital type |
| **Table 12A.23** | Ambulatory‑equivalent mental health‑related separations with specialised psychiatric care, by principal diagnosis and hospital type, 2009‑10 |
| **Table 12A.24** | Community mental health service contacts, by sex and age group |
| **Table 12A.25** | Specialised mental health care reported, by Indigenous status |
| **Table 12A.26** | Available beds in specialised mental health services |
| **Table 12A.27** | Full time equivalent (FTE) direct care staff employed in specialised mental health services by staff type (per 100 000 people) |
| **Table 12A.28** | FTE direct care staff employed in specialised mental health services, by service setting (per 100 000 people) |
| **Table 12A.29** | Targeted Community Care (Mental Health) DSS Program participants (number), 2012‑13 |
| **Table 12A.30** | Admitted patient mental health‑related separations without specialised psychiatric care, by principal diagnosis in ICD‑10‑AM groupings, 2012‑13 |
| **Table 12A.31** | Ambulatory‑equivalent mental health‑related separations without specialised psychiatric care, by principal diagnosis and hospital type, 2009‑10 |
| **Table 12A.32** | Mental health‑related emergency department occasions of service in public hospitals, by episode end status, 2011‑12 |
| **Table 12A.33** | New clients as a proportion of total clients under the care of State or Territory specialised public mental health services |
| **Table 12A.34** | New clients as a proportion of total clients under the care of State or Territory specialised public mental health services, by selected characteristics, 2012‑13 |
| **Table 12A.35** | Proportion of total clients of MBS subsidised mental health services who are new |
| **Table 12A.36** | Proportion of people receiving clinical mental health services by service type and Indigenous status |
| **Table 12A.37** | Proportion of people receiving clinical mental health services by service type and remoteness area |
| **Table 12A.38** | Proportion of people receiving clinical mental health services by service type and SEIFA |
| **Table 12A.39** | Proportion of people receiving clinical public mental health services, by age group and gender, 2012‑13 |
| **Table 12A.40** | Proportion of people receiving clinical mental health services, by service type and SEIFA IRSD deciles (age‑standardised rate) |
| **Table 12A.41** | Proportion of people receiving clinical mental health services by service type |
| **Table 12A.42** | Services used for mental health problems, Australia, 2007 (per cent) |
| **Table 12A.43** | Services used for mental health, by mental disorder status, 2007 (per cent) |
| **Table 12A.44** | Young people who had contact with MBS subsidised primary mental health care services, by age group |
| **Table 12A.45** | Proportion of young people (aged < 25 years) who had contact with MBS subsidised primary mental health care services, by selected characteristics (per cent) |
| **Table 12A.46** | Proportion of young people (aged < 25 years) who had contact with MBS subsidised primary mental health care services, by service type (per cent) |
| **Table 12A.47** | Specialised public mental health services reviewed against National Standards for Mental Health Services, 30 June |
| **Table 12A.48** | Recurrent expenditure on community‑based services as a proportion of total spending on mental health services (per cent) |
| **Table 12A.49** | Specialised public mental health services episodes with completed consumer outcomes measures collected |
| **Table 12A.50** | Rate of seclusion in public specialised mental health acute inpatient units (per 1000 bed days) |
| **Table 12A.51** | Rate of seclusion in public specialised mental health acute inpatient units (per 1000 patient days), by target population |
| **Table 12A.52** | Consumer and carer participation |
| **Table 12A.53** | Rates of community follow‑up for people within the first seven days of discharge from hospital |
| **Table 12A.54** | Rate of community follow up within first seven days of discharge from a psychiatric admission, by State and Territory, by Indigenous status and remoteness |
| **Table 12A.55** | Rate of community follow up within first seven days of discharge from a psychiatric admission, by age group, gender and SEIFA quintiles, 2012‑13 |
| **Table 12A.56** | Readmissions to hospital within 28 days of discharge |
| **Table 12A.57** | Readmissions to hospital within 28 days of discharge, by selected characteristics, 2012‑13 |
| **Table 12A.58** | Average recurrent costs per inpatient bed day, public hospitals, by target population (2012‑13 dollars) |
| **Table 12A.59** | Average recurrent costs per inpatient bed day, public hospitals, by target population and care type (2012‑13 dollars) |
| **Table 12A.60** | Average length of stay, public hospitals acute units, by target population (no. of days) |
| **Table 12A.61** | Average recurrent cost per inpatient bed day, by public hospital type (2012‑13 dollars) |
| **Table 12A.62** | Average recurrent cost per patient day for community residential services (2012‑13 dollars) |
| **Table 12A.63** | Average cost, and treatment days per episode, of ambulatory care |
| **Table 12A.64** | Risk status recent drinkers (in last 12 months) aged 14 years or over, 2013 (per cent) |
| **Table 12A.65** | Recent drinkers lifetime and single occasion risk, people aged 14 years or older, by social characteristics, 2013 (per cent) |
| **Table 12A.66** | Recent alcohol and illicit drug use, people aged 14 years or over, by substance, 2013 (per cent) |
| **Table 12A.67** | Use of cannabis, by age group, 2013 (per cent) |
| **Table 12A.68** | Risk status recent drinkers (in last 12 months) aged 14 years or over, 2010 (per cent) |
| **Table 12A.69** | Recent alcohol and illicit drug use, people aged 14 years or over, by substance, 2010 (per cent) |
| **Table 12A.70** | Lifetime risk status recent drinkers (in last 12 months) aged 14 years or over, by age group (per cent) |
| **Table 12A.71** | Single occasion risk status recent drinkers (in last 12 months) aged 14 years or over, by age group (per cent) |
| **Table 12A.72** | Selected illicit drug use, by substance and age group (per cent) |
| **Table 12A.73** | Selected illicit drug use by people aged 18 years or over, by level of psychological distress and self‑reported health conditions (per cent) |
| **Table 12A.74** | Illicit drug use, people aged 14 years or older, by social characteristics (per cent) |
| **Table 12A.75** | Prevalence of lifetime mental disorders among adults aged 16–85 years, 2007 (per cent) |
| **Table 12A.76** | Prevalence of lifetime mental disorders among adults aged 16–85 years, by sex, 2007 (per cent) |
| **Table 12A.77** | Prevalence of lifetime mental disorders among adults, by age, 2007 (per cent) |
| **Table 12A.78** | Prevalence of lifetime mental disorders among adults, by disadvantage and section of state, 2007 (per cent) |
| **Table 12A.79** | Suicides and mortality rate, by sex, Australia |
| **Table 12A.80** | Suicides and mortality rate, by age and sex, Australia |
| **Table 12A.81** | Suicide deaths and death rate |
| **Table 12A.82** | Suicide deaths and death rate of people aged 15–24 years |
| **Table 12A.83** | Suicide deaths and suicide death rate, by area |
| **Table 12A.84** | Suicide deaths, by Indigenous status, 2008–2012 |
| **Table 12A.85** | Age‑standardised proportions of adults by health risk factors and mental illness status, 2011‑12 |
| **Table 12A.86** | Age‑standardised proportions of adults by long term health conditions and mental illness status, 2011‑12 |
| **Table 12A.87** | Age standardised proportion of people aged 16–64 years who are employed, by mental illness status, 2011‑12 (per cent) |
| **Table 12A.88** | Age standardised proportion of the population aged 16–30 years who are employed and/or are enrolled for study in a formal secondary or tertiary qualification (full or part‑time), by mental health status, 2011‑12 (per cent) |
| **Table 12A.89** | Age standardised proportion of people aged 16–64 years who are employed, by mental illness status, 2007‑08 (per cent) |
| **Table 12A.90** | Population aged 16–30 years who are employed and/or are enrolled for study in a formal secondary or tertiary qualification (full or part‑time), by mental health status, 2007‑08 (per cent) |
| **Table 12A.91** | Labour force and employment participation among adults aged 16–64 years, by mental disorder status, 2007 (per cent) |
| **Table 12A.92** | Education, training and employment participation among adults aged 16–30 years, by mental disorder status, 2007 (per cent) |
| **Table 12A.93** | Labour force and employment participation among adults aged 16–30 years, by mental disorder status, 2007 (per cent) |
| **Table 12A.94** | Clinical outcomes of people receiving various types of mental health care provided by State and Territory public mental health services (per cent) |
| **Table 12A.95** | People who received mental health care provided by State and Territory public mental health services and who significantly improved, by service type and age group (per cent) |
| **Table 12A.96** | Deflators used to calculate real State and Territory mental health expenditure |
| **Table 12A.97** | Estimated resident populations used in mental health per head calculations |

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