## ROYAL COMMISSION INTO VICTORIA'S MENTAL HEALTH SYSTEM

Melbourne Town Hall, Yarra Room, 90-130 Swanston Street, Melbourne, Victoria

## On Wednesday, 24 July 2019 at 10.00am

(Day 17)

- Before: Ms Penny Armytage (Chair) Professor Allan Fels AO Dr Alex Cockram Professor Bernadette McSherry
- Counsel Assisting: Ms Lisa Nichols QC Ms Georgina Coghlan Ms Fiona Batten

1 MS NICHOLS: Good morning, Commissioners. Over the past 2 month we've had some compelling evidence from witnesses who 3 have, as I've remarked on earlier occasions, spoken as 4 though with one voice about what is not right with our 5 mental health system.

7 Now we turn to the foundations of the system. In 8 order to function properly, the mental health system must 9 have robust governance structures, funding mechanisms that 10 respond to demand and create equity, not inequity, information systems that allow the system leader, the 11 12 Department of Health and Human Services, to measure, 13 monitor and manage the system, inform infrastructure planning and appropriate infrastructure, and a sustainable 14 15 and supported workforce.

17 In its submissions to the Royal Commission, the 18 Victorian Government has said there are gaps in the 19 foundation of the system that are compounding system 20 challenges that impact significantly on the mental health 21 outcomes of Victorians.

We'll be asking questions in the next few days about how some of those fractures have opened up and why they remain. This Royal Commission, of course, is about the present and the future, but unless we're informed about the root causes of some of those problems, we will risk designing a new house to rest once again on unstable foundations.

In a 2013 report about the history of mental health reform in Australia, John Mendoza and his co-authors said this:

"The history of Australian mental health 35 reform over the past three decades is one 36 37 of world class policies and strategies let down by inadequate planning, poor 38 implementation and our complex system of 39 government. The results have been 40 41 disappointing, wasteful of scarce resources and too often devastating for the millions 42 of Australians affected by mental illness." 43 44

The authors went on to say that, despite this, many consumers, carers and people working in the industry remain positive, afflicted by a condition they called obsessive

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hope disorder, a condition that permits them to understand 1 2 the mistakes of the past and to plan a better future for mental health, and in that spirit which we've seen in 3 4 abundance over the past month, we will ask: how can mental health be prioritised, including within government, and 5 what makes reform stick? In an environment that's now 6 7 awash with very good ideas, how can we future-proof their 8 implementation?

To that end we'll hear from nine witnesses over the next three days, each of whom has significant experience in the governance and leadership of mental health systems.

Dr Gerry Naughtin is the Strategic Advisor of Mental 14 15 Health at the National Disability Insurance Agency. He 16 will talk about the history of mental health services in Victoria, and in particular the transition to 17 community-based services which, as we know, happened quite 18 He will talk about his observations of the 19 some time ago. 20 historical government prioritisation of mental health at both state and Commonwealth levels. His evidence will 21 address the challenges that he sees governments now face in 22 prioritising mental health. 23

In the context of his extensive experience in the mental health sector, Dr Naughtin will raise questions and possibilities for the appropriate mental health system design here in Victoria. He will address the intention behind the NDIS system, the respective roles of the NDIS and the Victorian Government in relation to the NDIS and the improvements it contemplates.

Dr Peggy Brown has held a number of senior leadership roles in the mental health sector, including Chief Executive Officer of the National Mental Health Commission, Chief Executive of the Australian Capital Territory Health and Chief Psychiatrist for the Northern Territory.

39 Dr Brown will describe governance and accountability mechanisms required in a well functioning mental health 40 41 system and will tell you that Victoria's mental health system is unnecessarily complicated by a lack of 42 differentiation between state and Commonwealth roles. 43 44 Dr Brown will also talk about the indicators that are commonly used to measure the performance of mental health 45 systems and explain the challenges in measuring outcomes. 46 47

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The Honourable Robert Knowles was a Minister in the 1 2 Kennett Government between 1992-1999. That was when the Victorian mental health system was mainstreamed. 3 4 Mr Knowles will talk about the vision underlying the institutionalisation, the fact that parts of that vision 5 have atrophied, and explain why, in his opinion, funding of 6 7 the mental health system has not been adequately 8 prioritised in the past decades. Mr Knowles will explain 9 how advocacy and other measures can bolster the political 10 case for reform.

12 Adjunct Professor David Plunkett is the Chief 13 Executive Officer of Eastern Health which is responsible for the delivery of all public health care in Melbourne's 14 15 eastern region and includes Eastern Health Mental Health 16 Program. Adjunct Professor Plunkett will talk about how the internal governance and monitoring of mental health 17 services works, as well as the steps involved in securing 18 19 funding to improve mental health services, including 20 capital funding.

Tomorrow we'll hear from Felicity Topp, who's the 22 Chief Executive Officer of Peninsula Health which delivers 23 24 an array of physical and mental public health services. Ms Topp will talk about the way in which mental health is 25 prioritised at Peninsula Health and the further work needed 26 for the model of care to be broadly understood. 27 Ms Topp will address the challenges involved in advocating for 28 greater investment and in funding the delivery of mental 29 health services. 30

Jennifer Williams is the Chair of Northern Health which is a major provider of public health care in Melbourne's northern region. Ms Williams will give evidence about the strong and focused leadership needed for Victoria to reclaim its title as a leader in public mental health services.

Mr Andrew Greaves is the Auditor-General of Victoria. The Auditor-General's Office has recently published two audits in relation to mental health. He will give evidence about the findings of those audits and about his views about the root causes of some of the failings in the foundation of the system.

46 Ms Kym Peake is the Secretary of the Department of 47 Health and Human Services which is the system leader.

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1 Ms Peake will address the gaps in the mental health system 2 including the gaps in its foundations. 3 4 David Martine, from whom we'll hear on Friday, is the Secretary of the Victorian Department of Treasury and 5 Finance and he will describe how the state and Commonwealth 6 Governments fund mental health services in Victoria. 7 8 9 Finally, we'll hear from two consumer witnesses who we 10 will introduce on Friday. 11 12 Ms Coghlan will call the first witness 13 MS COGHLAN: The first witness to be called is Dr Gerry 14 15 Naughtin, and I call him now. 16 17 <GERARD MICHAEL NAUGHTIN, sworn and examined: [10.11am] 18 19 MS COGHLAN: Thank you, Dr Naughtin. You've made a Ο. 20 statement for the Commission? I have. 21 Α. 22 I tender that statement. [WIT.0001.0068.0001] By way 23 Ο. 24 of background and experience, you are a qualified social worker? 25 26 Α. Correct. 27 You have a Bachelor of Arts from Monash University? 28 Ο. 29 Α. Correct. 30 You have a Bachelor of Social Work from Monash 31 Ο. University? 32 I do. 33 Α. 34 And a PhD from Melbourne University? 35 Ο. Α. Correct. 36 37 You have 38 years of experience in a range of 38 Ο. settings? 39 I do. 40 Α. 41 They include disability, aged care, mental health, 42 Q. working in the public, commercial and non-government 43 44 sectors? 45 Α. Correct. 46 Between 2008 and 2017, you were the CEO of MIND 47 Q.

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A. I was.

Q. You were also one of three community mental health
experts on the Federal Government's Expert Advisory Panel?
A. Yes, in relation to the National Mental Health
Services Planning Framework.

Q. Thank you. Can you please describe your current role and responsibilities?

A. In my current role, I provide strategic advice to the senior management, middle management and the Board of the National Disability Insurance Agency. I also play a role in chairing the National Mental Health Sector Reference Group, which is a National Advisory Committee to the NDIA, if I can use that acronym, and brings together most of the major players in relation to the community mental health aspect of the NDIA's work. It's an important mechanism for the agency.

I've thirdly in my role have been playing a role as 21 principal policy advisor to initiatives that the agency has 22 set up to address some of the perceived weaknesses of the 23 24 agency's role in relation to psychosocial disability. This has involved my participation in a working group with 25 Mental Health Australia, the Department of Social Services, 26 and the Department of Health specifically to address 27 recommendations in a report that Mental Health Australia, 28 that's the National Mental Health Peak Organisation, 29 provided for the agency out of national consultations on 30 improvements to the NDIS pathway that the agency initiated 31 in early 2018. 32

I'll come back to ask you a bit more about that later. 34 Ο. Can I just clarify that the opinions and views that you 35 express in the course of your evidence today are those that 36 37 are held by you, not necessarily the organisation that you're currently employed by or previously employed by? 38 That's correct. I am here to speak, as I understand 39 Α. it, in relation to my views around the issues of 40 prioritisation, implementation and governance. 41 I am here with the approval and support of the NDIA, but I'm not 42 speaking today as an official spokesperson for the National 43 44 Disability Insurance Agency. 45

46 Q. Thank you. Can I then start by asking you about 47 prioritisation of mental health by governments, and in

particular just pose a question to you: when is mental 1 2 health prioritised by governments - I'm talking at both state and Federal levels - relative to other service 3 4 delivery and policy areas? Can you, in answering that, 5 reflect on your own experience over the years, and if we could start with Victoria? 6 7 When I consider that question, my reaction is, in my Α. 8 experience that both in the Victorian Government and the 9 Commonwealth Government there has been a significant 10 prioritisation of mental health over a number of decades at both state and Commonwealth level. 11 12 13 When I reflect on that, I suppose I've probably been around working in the state in these areas for too long, 14 but was certainly part of - when I was a young state public 15 servant - was working in the Victorian Health Department at 16 the time in which de-institutionalisation was commencing, 17 and some of the early design work in relation to the 18 19 current system was there. 20

For me, when I reflect on that, what I understand is, 21 many of the elements of the current architecture of the 22 mental health system in Victoria was set down in the late 23 24 1980s, early 1990s. They were a very deliberate attempt, from my perception, to identify what were the key elements 25 and more integrated community-based system that moved it 26 away from the historical legacy of large self-contained 27 psychiatric hospitals. 28

For me, as I reflect, I suppose, since the 1980s in 30 Victoria, again, I see a series of guite deliberate 31 attempts at innovation across the scheme. I think one of 32 the important elements in relation to this was the 33 Victorian Government really played a major role in the 34 establishment and funding of the non-government sector and 35 building the non-government sector from what was at the 36 37 time in the late 80s very much a small cottage industry which was essentially a range of particularly families who 38 had come together to say we wanted improved responses. 39

41 So, we see innovation in relation to government 42 understanding the elements, and I think as a structure that 43 saw a range of both bed-based and community-based elements 44 within the scheme.

46 Q. You give examples, is this correct, in terms of the 47 innovations? There was a focus on public sector clinical

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services and NGO partnerships in the 2000s? 1 2 Α. As part of government policy there was certainly a very deliberate policy approach of the department 3 4 encouraging local hospital based networks and NGOs in regions to come together; there was a formal mandate to 5 have partnerships; there was a series of working groups, 6 7 which was really focused on how do we think about building 8 a more integrated, community-based network of services. 9 10 So I think again there was a strong focus in relation to trying to achieve that. There were various, across the 11 state, levels of support in relation to that. But again, 12 13 there was quite deliberate attempts to address some of the structural issues in relation to that. 14 15 16 Another example of the sort of very deliberate attempt at innovation was the planning and roll out of the PARC 17 services, the Prevention and Recovery Centres, which I had 18 involvement in a number of those through my role as Chief 19 20 Executive of MIND Australia. But again, this was an attempt to deal with the need for longer term, safe 21 environments for people pre and post hospitalisation. 22 23 24 And certainly I think recognised in Australia as a leading cutting-edge model and something that now other 25 states are starting to roll out. So, again, I think a 26 number of examples of quite deliberate attempt in Victoria. 27 28 29 From the Commonwealth perspective - oh, if I perhaps 30 stop there. 31 If I take you back before we move on to the 32 0. Commonwealth, just to remain with Victoria for a moment but 33 fast-forward to 2014 and particular implementations at that 34 time by the Department of Health and Human Services? 35 In 2014, the department decided to re-tender what we 36 Α. 37 now know as mental health community support services, or historically as psychiatric rehabilitation services, along 38 with drug and alcohol services. It was, I think, a 39 deliberate priority to try and develop a more 40 41 individualised and person-centred approach to introduce the concept of competitive tendering. It resulted in a 42 significant restructuring of the delivery of arrangements 43 44 in relation to the structure of the provision of community 45 mental health support services in Victoria. 46 One of my reflections in that, it was a very well 47

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intended initiative that, in my view, caused significant 1 2 disruption to the service system and created I think much confusion amongst people with mental health issues, and 3 4 secondly with families and carers and providers, so it 5 broke some of the historical patterns of referral and connection, and many people were arbitrarily moved to 6 7 different service providers without choice because of the 8 re-tender arrangements, while the intent of the initiative 9 was to try and introduce people to the concept of choice in 10 preparation for the NDIS. 11

So again, while that's a priority it's probably, in my view, an example of unintended consequences of a policy initiative.

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16 Ο. Can I ask you now then about the Commonwealth Government's prioritisation? 17 It's a hard issue to try and summarise, I think, the 18 Α. diversity of initiatives that have occurred in the 19 20 Commonwealth. I certainly can't fully represent the Commonwealth perspective. But my observation is that the 21 records suggest that from the mid-2000s onwards there was a 22 significant focus by the Commonwealth in relation to 23 24 community mental health services, driven particularly, as I understand it, by representations by women, mothers, 25 sisters, of family members of people with mental health 26 issues. 27

29 Some of those initiatives that arose out of that 30 period were the Commonwealth Community Mental Health 31 Program, the Personal Helpers and Mentors Program, the 32 Partners and Recovery Program, and the Day-to-Day Living 33 Program, and certainly as Chief Executive of MIND, we were 34 involved in a range of those programs.

That was effectively in response to issues raised by, 36 Ο. 37 particularly women in the community, about the responsibility of care falling to them? 38 Again, when I reflect back on the Correct. 39 Α. initiatives post the 2006 initiatives of the Howard 40 41 Government, we see the expansion under the Medical Benefits Schedule in relation to mental health plans and a very 42 deliberate attempt to build primary health services through 43 44 Commonwealth funding of the MBS.

46 We see again five national mental health plans from 47 1993 which was the first, to the most recent plans, Commonwealth leadership in relation to working with states
 and territories to define national agreed priorities in
 relation to mental health.

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I think, again, we see in 2012 the establishment of the National Mental Health Commission to provide strategic and independent advice to the Commonwealth Government in relation to mental health issues.

Of recent times, one of the priorities we've clearly seen is the roll out of the National Disability Insurance Scheme and the inclusion of people with severe and persistent mental health in that scheme. People with severe and persistent mental health were not initially envisaged as being part of that scheme, and it was seen more as focused on physical and sensory disabilities.

However, during the national consultations, as I 18 understand it, there was such strong community opinion that 19 20 people who had disabilities associated with their mental health should be included in the innovation that the NDIS 21 was proposed to deliver, and therefore there was an 22 agreement to build within the need group categories within 23 24 the NDIS Act people with psychiatric conditions, with severe and persistent psychiatric conditions within the 25 scheme. 26

Subsequently, I think we have seen both the Commonwealth and Victorian Government commit, through the NDIS, to what is historically the most significant growth in funding for people with disabilities associated with severe and persistent mental health that's ever been seen in this state and this country.

Notwithstanding that there are some implementation 35 issues still to be addressed in that, I think when I look 36 at the question of prioritisation, what I think I would 37 want to suggest today is, there is a very conscious pattern 38 that I can see from both the Victorian Government and the 39 Commonwealth Government to try to develop over that long 40 41 period of time, different generations of response to the issues that communities experience in relation to mental 42 health, and that certainly needs to be recognised. 43 44

The other priority that I observe in my current work as Strategic Advisor is also the role that the Board and Senior Management and the Department of Social Services and Health all have in relation to the priority that they are
 giving to ensure that the NDIS works effectively for people
 with severe and persistent mental illness.

I think there was early critique in regards to the scheme, the notion of psychosocial disability as we now term it within the scheme, or technically what's called severe and persistent mental illness, did not get the attention that other disability groups did. But I think what we are seeing under the current Board is a very clear prioritisation of psychosocial disability, and I think a program of activity, what is sometimes called the psychosocial disability stream, to encompass this range of activities to try and address these range of issues.

16 I'd be happy to talk about that in detail at a later 17 point, but my point here is, what I'm seeing clearly is 18 significant prioritisation. A key question, however, is 19 how adequate is that prioritisation in contrast to the 20 scale of the human need issues we have.

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Q. Do you have a comment on that?

A. I think, as the evidence that I've heard in the media and some of the witness statements that I've read here would suggest is, the prioritisation, while there, has still left some significant gaps in relation to the mental health service system that need to be addressed.

From my perspective, I suppose that quick look at 29 history is also saying, there have been a number of those 30 over the last 20 years; the questions that are faced at 31 this point it seems to me by this Commission is, how does 32 it define what are the most effective ways of considering 33 the design of the system going forward that understands the 34 balance between these different elements; to understand the 35 complexity of the system we have and bring sufficient focus 36 37 and attention and resources to provide the next generation of response. 38

40 Q. I'll ask you a bit more about that in due course, but 41 can I just return at the moment to this question: is mental 42 health under-prioritised relative to other service delivery 43 and policy areas, in your view?

A. The answer is, yes, and I suppose I'd like perhaps
just to articulate my thinking about why that is the case
and for me the reasons for this are as follows: first,
there are diverse views about priorities for changes within

the mental health sector, and governments at times find the politics of change difficult to manage. The stakeholder groups can present different and at times competing priorities to government at both national and Victorian levels.

Secondly, there are not as many votes in mental health as there are in many other social issues, such as cancer and heart disease, and mental health at times struggles against other competing demands for government resources.

12 A third factor, in my view, is, the mental health 13 system is a very complex one with significant roles played by the public and private agencies, and a significant role 14 played by both several large private corporations in the 15 16 provision of private hospitals, and then the sector is made up of thousands of small business providers: GPs, 17 psychiatrists, psychologists, allied health professions, so 18 it's an extraordinarily diverse sector. 19

I suppose in thinking about prioritisation, it's also a diverse sector that's funded by two levels of government, and thirdly, by significant private contribution: money coming out of people's own pockets. So, in terms of thinking about this notion of the mental health sector it's important to understand the complexity of the sector and the complexity of change involved.

I think, if there were simple levers that could be pulled, my guess is government would have pulled them and actually achieved some of the outcomes, but I think part of that from my perspective about prioritisation is this complexity.

The fourth issue for me is that state governments, in 35 my view, are focused understandably on their priorities 36 37 which are public hospital mental health services, corrections, justice and policing. They have less focus 38 and capacity to influence the provision of primary mental 39 health services which are driven by the Commonwealth, 40 41 predominantly through the Department of Health and the Department of Social Services. 42

It's hard for the states and territory governments to
get a whole-of-system or a whole-of-state view of what's
happening given these many diverse elements.

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1 International experience also indicates that reform is 2 hard and that community pressures, political and 3 bureaucratic variables, need to be aligned for significant 4 change to occur.

Q. You mention in your statement that another factor is that historically there has been a lack of awareness of the economic significance of not addressing mental health issues: can you just elaborate on that?

10 Over the last, I think, five years, there has been Α. growing focus in public policy and within industry on the 11 12 economic impact of mental health. That's certainly been shown particularly within industry in relation to work 13 coming out of both the superannuation industry and the 14 WorkCover industry, so the impact that mental distress is 15 16 having in relation to workforce participation, and there's been a range of work in that space by a range of 17 organisations and I would just highlight the more recent 18 work by Mental Health Australia and KPMG in relation to 19 20 that space.

Certainly, as I would understand it as well, the role 22 of the Productivity Commission and its terms of reference 23 24 and appointment is part of a greater focus in relation to that, so that is another element. So that, I think when we 25 understand the mental health system, we're starting to 26 understand it's not just the delivery of services that have 27 historically been delivered by the Commonwealth and state, 28 but also involves much larger economic and social policy 29 within this country. 30

The final point I'd make is, I made the earlier point about the lack of a comprehensive understanding within the state of what the elements are. The other point I'd make is, the lack of research and good information about the full suite and range of things that are available.

39 I work in this industry every day, I'm pretty well I find it really hard to keep pace with the 40 informed. 41 diversity of change that's going on. If we look specifically in this state and we look at the recent 42 reforms to the mental health community support services 43 44 that have recently been restructured, there's those changes; we've also seen Primary Health Networks, for 45 example, taking on major roles in relation to Commonwealth 46 responsibilities in relation to new schemes such as 47

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continuity of care and the National Psychosocial Disability
 Measure.

4 So, when I think, where can I go as a supposed expert 5 to say, how do I get a relevant current statement of what might be available in my area if I was looking for 6 7 services, it's very hard to find, and you need to be 8 extraordinarily skilled. So, this whole question which, 9 for me in terms of priorities, how we understand better, 10 how we provide better information about what is available to people, because I think at times many people don't know 11 12 what is available; I don't know in my role at MIND Australia as Chief Executive how often I was - people would 13 share their stories with me and say, "Gerry, if I'd only 14 15 known what non-government organisations were providing five 16 years ago when I was going through hell, my life and my management of this issue could have been much better." 17

So for me, one of those questions is, how do we find a simpler contemporary - that is, it needs to be modern in its accessibility - way of understanding, helping people to navigate this system.

Q. Can I move on to ask you about the challenges that
governments otherwise face in prioritising mental health.
I'll just read to you a portion of your statement and ask
you a question from that. You say:

"There are many challenges and
opportunities that governments face in
addressing improvements for mental health
services. I highlight my top seven."

Can I ask you about each of those in turn, please, starting with the need to build this contemporary picture that you've just touched upon?

A. I suppose, when I think about what are the challenges: if we're going to design or think about the design of a new future, it's really important to understand what we have now. There is significant resources available within the mental health system: one of the questions is, how effectively are they utilised.

For me, one of the challenges is to really bring together a clear picture of what money is available in what areas if we are going to be able to start to stop and say, how do we think about changing the mix of services in a

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particular way? So, that's I think the point I'd be making
 about the need for a strong evidence base.

One of the difficulties for government, and I think Ministers is, often we get pictures, parts of the little people describe their view of the world. In thinking about mental health policy, it seems to me one of the ingredients that other areas of the health sector have been able to develop is a much stronger evidence base and understanding of what's the interventions, what are the policy settings, and what are the outcomes that are and aren't being achieved.

It is very difficult to do that in this space, and it 14 15 seems to me that is one of the technical opportunities to 16 bring that together because what I would hope is that what we can move towards are some settings of policy that can 17 last for a significantly longer period. Often one of the 18 challenges we have is, in the face of a lack of a 19 20 comprehensive picture, often governments and bureaucrats respond to new ideas that look good, solve problems in 21 parts of the system, have got some terrific value in their 22 own right, but don't go to addressing the fundamental 23 24 drivers of structural change.

Q. Can I ask you, in the answer you gave then you talked about other areas where it is achieved, that there is some clear evidence-based picture: can you elaborate on that in terms of what you're thinking about? A. Other geographical areas?

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- Q. Other areas in the health system.
- 33 A. In terms of the challenges?

So, in the answer you gave, you talked about 35 Ο. Yes. needing this evidence-based picture, and you talked about, 36 37 that it is achieved in other areas in health. Do you have a particular example in mind as to where it is achieved and 38 the Commissioners can be informed about? 39 I'm far from an expert in relation to cancer and heart 40 Α. 41 services, but from what I observe in relation to academic, professional practice and organisational lobbying, there 42 has been significant work over decades to build a 43 comprehensive knowledge base and understanding of both 44 resource requirements and what is good practice in those 45 spaces. For me, the comparison is those two areas. 46 47

I think the other comparison is my own knowledge in relation to the NDIS and disability services. We've had a long history prior to the NDIS of very diverse views being put to government in relation to what was needed.

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What I observed in relation to the campaign for the NDIS in this country was the diverse elements in the disability sector came together and were able to formulate a common set of requests to government and provide a strong rationale, and I think that involved then the Productivity Commission being able to undertake work for the government to provide a detailed analysis and then substantive recommendations moving forward.

15 So for me they're three models and ways in which other 16 sectors have been able to address reform in a more coherent way that seemed to me to - and counsel's earlier opening 17 comments raised - the comments from John Mendoza - raised 18 some of these issues in relation to how we can develop. 19 20 The challenge is how we can have agreement around what might be the elements of reform, because government is 21 clearly highly responsive to diversity of community; 22 community and professional and service provider opinion in 23 24 these spaces.

Q. Can I ask you about the second matter in response to challenges, which is consideration of the new policy and funding options? A. When I think about this matter, I think one of the

A. When I think about this matter, I think one of the
questions is, how do we know what works and what's the
basis for it? And, in considering recommendations, what is
the evidence base?

When I look around Victoria, I think we have some quite outstanding models of practice that stand up anywhere in the world. We have a system that is based on recovery and a recovery philosophy.

When we look to say: what is the evidence about what works? What is the impact of this? Do we have the outcome measures to understand what is actually being achieved? The answer is, we don't.

I've been involved in a number of industry initiatives
to try and understand our history, but when we look at our
practice, and one of the areas I would draw to the
Commission's attention, we've invested in the

non-government sector now for - I think it's about 1 2 25 years, I need to be corrected on that - but in that 25 years there's been a range of significant attempts to 3 4 improve employment rates for people with severe mental 5 health issues, particularly with schizophrenia. The evidence is that there's been very little change to 6 7 employment participation rates for that group.

9 So certainly from my perspective - and I know this is 10 an issue that the agency is concerned about is - as we go forward in our practice guidelines and what we're funding, 11 12 it's important to say, how are we able to improve outcomes 13 in this space? So again, this challenge of being able to justify to government that there is a clear set of 14 investment propositions going forward that there can be 15 16 some confidence that they will be effective in the outcomes that people are seeking for those initiatives. 17

Next, can you just address the potential structural 19 Ο. 20 inefficiencies of the current features of the Victorian Government responses and expenditures? 21 For me, this has been a longstanding issue. 22 Α. I was involved in the Victorian Police Mental Health Liaison 23 24 Group in which there was much discussion in relation to the role of police in relation to transporting people to and 25 from hospital, and secondly, the feedback that I learnt 26 through that group was often police being asked to 27 undertake assessments of mental health situations that they 28 did not have the skills for. 29

One of the questions - and I understand it's been an 31 32 issue in evidence to the Commission - is, how do we understand how the current investment of state resources 33 can be used more effectively than the way in which 34 resources that weren't necessarily intended for that 35 purpose for a significant part of the practice are 36 currently being used for that. So, this is again an 37 attempt to say, how can we understand effectiveness and 38 efficiency in the whole system; it seems to me one of the 39 real challenges and how we learn from both experience in 40 41 Australia and internationally in relation to this. 42

And so, when you talk about the whole system in the 43 0. 44 example that you've given, you're considering a broader picture which includes the resources that are used by 45 police, for example? 46 47

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suggest is the contribution of families and carers to the 1 2 mental health system in this state. At MIND Australia, we undertook the development of - for a number of years we had 3 4 been responding to a range of need, we felt the need 5 particularly to do more research to bring together the evidence. We commissioned a study by the University of 6 7 Queensland into the economic costs of caring. Τt 8 identified that the contribution of families and carers of 9 people with mental health was \$3.2 billion, using I think a 10 reasonably sound economic methodology.

12 If we divide that by four for Victoria, what that's 13 saying is that mental health families and carers are 14 contributing over \$3 billion in economic benefit to the 15 mental health system in Victoria, but we're not 16 sufficiently recognising that. We're not understanding the 17 economic consequences of people having to stop work because 18 of their caring role.

20 Again, the question of proportionality: there is no question that the state system recognises the issues of 21 family and mental health carers and funds a range of 22 support programs, and there is, I think again, some 23 24 excellent programs trying to deal with that. But when we understand what is the contribution, we clearly know 25 families are contributing in emotional support, but they're 26 clearly contributing in relation to financial support. 27

That study is an important one and I would bring it to the Commission's attention in terms of understanding that as an important part of this system, so how we understand the dynamics. From my perspective one of the temptations for government and bureaucracies is, only go to the variables they control. The reality for mental health is that it's a much broader whole-of-community issue and how we can understand what are those levers that we can pull.

Again, from our experience in MIND Australia, the development of family and carer inclusive services is a key element of good practice that we need to be able to articulate and understand how we can help and assist that process through our design.

Q. Can I ask you next about the need for a stronger focus
on the full spectrum of drivers of mental ill-health and
the full range of support responses?
A. That's a very complex question, so I'll try and take

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1 it at a couple of levels. From my experience, and when we 2 look at some of the major reports, one of the difficulties 3 we have for government and bureaucracies, it tends often to 4 focus on the key pressure points, and there's no question 5 pressure points on public hospitals and emergency 6 departments is a key pressure point.

The National Mental Health Commission, in its 2014 report, "A Contributing Life", I think provided a very comprehensive analysis of this question and the issue of, what's the balance or the mix of services.

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13 I think from my perspective what I can suggest to the Commission is, that I think is an inevitable and an 14 important part of the deliberations, but I think, when I 15 16 look at some of the international literature and international best practice, particularly some of the work 17 that's coming out of the modelling from the World Health 18 Organisation, the issue of self care, the issue of family 19 20 and carer support; I think the critical importance of informal support networks, and how we understand how we can 21 build those, are some of the key elements that we need to 22 address. 23

One of the difficulties is, unless we can achieve/consider what the balance and mix might be, one of the challenges it seems to me in the face of Victoria and Australia, is just a continuing demand for resources to try and manage the pressures on the public hospital bed system.

For me, one of the questions is, we do need to be able to try and - although it's difficult - to do the planning that understands the elements that we need to bring together in what is a coherent plan for the future.

The comment I make is, as I think about the challenges, for me one of the questions for the Commission, but I think for government more broadly is, is the question that the fundamental design of the system as we have it now from Commonwealth and state is right, or do we need to consider a more robust redesign of the system?

When one looks at many of the elements that are recommended in relation to what should be part of a mental health system, it's clear we have many of those in the current system, both in terms of legislation and service provision. But one of the questions is, what is good practice, or what is better practice might be a more realistic objective to move towards, and how is that judgment made, it seems to me, is one of the wickedly difficult policy questions that needs to be considered.

8 Q. I'm going to come back to ask you about a particular 9 system design that you had in mind which is currently in 10 place in Trieste in Northern Italy; but, before I do that, can we just return to the top seven challenges you'd 11 12 highlighted in terms of the barriers that governments face, 13 and just to return to five, six and seven? For me, I'll just move through these quickly. I think 14 Α. 15 the need for governments to give greater recognition and 16 dialogue to the important role that employers and workplaces play in creating poor mental health through work 17 pressures, bullying and discriminatory practices. 18

20 Secondly, I think the positive role that they play in providing supports to workers in periods of mental illness 21 and in helping workers to stay mentally well or mental 22 wellbeing as we come to know it. So historically I think 23 24 when we've understood the role of the state in relation to employers, that's not been a space that the Victorian 25 Government - you know, it has clearly very established 26 mechanisms in relation to its relationships with employers. 27 There is significant work through Beyond Blue, Mental 28 Health Australia, in relation to a workplace focus in 29 relation to wellbeing. 30

But, in terms of thinking about what's an overall strategy for Victoria, that's for me an area of real opportunity of building on some of the initiatives and being able to use the influence of the State Government with the employer networks in this state to continue some of the terrific initiatives that employers are trying to make in relation to mental wellbeing for their employees.

40 It's also about industry understanding the financial 41 impacts of mental health on their bottom line and therefore 42 trying to ensure that they address their own workplace 43 practices.

The next one is, in terms of the challenges, is the question of workforce. I would say, that clearly always has been and always will be since I have started work, I

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think workforce has been an issue, but as we are growing, the question of both the numbers of people, remuneration, and thirdly the training are all key issues that need to be considered.

The final challenge which comes very much from my immediate work setting is the opportunity to see how we can get the two streams of service, particularly mental health in the public and private sector, and the NDIS services. We have the mixture at the moment between clinical mental health services which is the responsibility of the mental health service system and the NDIS; its responsibilities in relation to psychosocial support or daily living support.

I think one of the real opportunities we have is how we can look at these services being integrated in some smoother transition. This was clearly the intention of COAG in 2015, and I think this is an area where there is considerable activity and work in at the moment, but I think that's a real opportunity perhaps rather than a challenge.

We might return to that later as well in 23 Thank you. Ο. 24 an NDIS-specific context. Can I return at this stage to what I touched on earlier, and you were getting to, which 25 was the system design in Trieste in Northern Italy. 26 Can you first of all explain what you know about it? 27 When I suppose as a Chief Exec I've been looking 28 Α. around to say how we might do better, the model I keep 29 being told about that is the world leader in the provision 30 of mental health is the system in Trieste in Northern 31 This is a provincial city in Northern Italy; that 32 Italv. really out of the 1980s, when it closed a 1,200 bed 33 psychiatric hospital, has built a system of mental health 34 that I have read about that is delivering what I think - it 35 seems to be achieving in Australia what we would think as 36 37 almost unimaginable outcomes.

And, I have not been to Trieste, I have to say to the Commission, so I can't report directly in relation to this, but in understanding the elements of that system, they did a system redesign that had a smaller number of hospital beds but developed a comprehensive program of community centres which were available 24/7 and dealt with a range of crisis issues.

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The other element of that system is that it understood

social networks and relationships matter and education and employment matters. So, what they have done in Trieste is to focus not just on clinical presentation, but the whole person. So, they've understood that the focus has got to be on helping people find jobs, they have developed a system of social co-operatives.

8 It strikes me, one of the key points in the approach 9 in Trieste is what they would say is, "The philosophy of 10 care is more important than any specific service or program 11 that the mental health system offers."

13 The elements that they would see as important is, they would say, the system has to be relational, it's not a 14 15 commodity-based system. Given the vulnerability of people with mental health, it needs to be understood the 16 connection between the individual and the worker: their 17 ability to respond quickly, the notion of, you've got a 18 major crisis, I'm sorry, you have to wait four months on 19 20 our waiting list, is not something that is accepted.

So, they have developed an approach which tries to be 22 more responsive in a way that I as a Chief Executive of a 23 24 large NGO with all the logistical issues of managing a large organisation would say, very difficult to achieve. 25 But it seems to me that a person-centred focus, the sense 26 of it's the philosophy of care and a sense of relationship 27 with someone, and also their sense of, you will get better 28 and we will help you to improve, and that understanding of 29 recovery as learning to live with and without the symptoms 30 of mental illness seems quite central. 31

Now, in Australia and Victoria, we have many of those 33 elements built into scheme design, but for me this question 34 of how do they get those elements right is an important 35 issue. The World Health Organisation recognises this as 36 one of their demonstration sites on mental health system 37 design in the world, so it seems to me an area that I've 38 always been very interested in and thought the Commission 39 might have some interest in that. 40

Q. Can I just ask you two questions arising from your
response. One of the things you mentioned is that it has
unimaginable outcomes: can you just address those as you
understand them?
A. The most prominent is the reduction in demand for
public hospital beds, is the first one that I find an

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amazing issue, but I think it's that sense of, they are 1 2 dealing with issues through alternative crisis support services. 3 4 Secondly, that they have an integrated approach 5 between mental health and drug and alcohol services, and 6 7 so, they're managing that in a much more integrated way. 8 9 The third claim that comes out from my reading is, 10 it's also reducing homelessness within the Trieste community, and the fourth concept that I find interesting 11 is, they understand the mental health system is in the 12 13 community but also by the community. So, what I think they've been able to do is to build a stronger sense of 14 15 social inclusion within that community. 16 Now, it is a smaller provincial town in Northern 17 Italy, so it doesn't have some of the problems of large 18 cities, but what I think the point there is, they've been 19 20 able to deal with stigma and discrimination, and so, people ensure that, again, there's good housing supply; some of 21 those elements that I think we all dream of, but what seems 22 to be the case is, they've been able to, over a 20-year 23 24 period, been able to work with the community. 25 So, there is an understanding - you know, if we think 26 about the understanding we have of cancer and the way in 27 which it affects all our lives; what I understand is, they 28 also understand mental health is not some stigmatised issue 29 to deal with in isolation for the select few, but is 30 something that is in all communities and communities have 31 been encouraged to be involved; to be involved in the 32 community centres. 33 34 One of the features I found fascinating is, other 35 people use the community centres, so there's not this sense 36 of isolation that we've so often had in relation to mental 37 health. 38 39 What do you know then about, I guess, the quality of 40 Ο. the clinical system there and how it operates? 41 I can't answer that question. So, I don't believe I'm 42 Α. The reports certainly from the 43 sufficiently informed. 44 World Health Organisation clearly are very complimentary in relation to that, but I think again part of the success 45 that they would say is, they would put priority on what we 46 would call psychosocial. So, the view is, start with the 47

social and we add the clinical: not, we start with the clinical presentations and we think about the social afterwards.

And, in the social it's also the economics. 5 They would say one of the best things that they could do for 6 7 someone's mental wellbeing is either get them in employment 8 or meaningful engagement, what we've called citizenship. 9 They would suggest in their thinking that that is probably 10 as efficacious as 20 or 30 sessions with a psychologist or So, it's again my earlier point about, a psychiatrist. 11 12 what are these elements that we seem to understand as the prerequisites for good mental health for people who have 13 serious mental health conditions. 14

Q. I want to move on to ask you about the NDIA and NDIS.
Firstly, if you could briefly say what the intention of the
NDIS is?

The NDIS is a fundamental shift in the way in which 19 Α. disability support services are dealt with in Australia. 20 It clearly comes out of extensive consideration by 21 government and the community over many years, and it 22 involves, I think, two key elements: a system that is based 23 24 on client choice and control, and moves away from the historical focus on block funding; that is, it puts the 25 power in the control of the consumer. 26

It's a system that is based on insurance principles, and essentially the element in that is, anybody who meets the disability and other criteria in the Act should be eligible to reasonable and necessary services to be funded by the scheme.

It secondly is a very significant Commonwealth and state initiative and has involved a very significant shift from the role of states in this to a national scheme of provision. As I mentioned earlier, people with severe and persistent mental health issues are within the terms of reference of the Act.

In terms of the scheme itself, it represents a significant departure from a capped scheme in which we've had waiting lists and clearly had gaps in the delivery of service, to a system which has the intention of meeting the disability support needs of all people who meet the eligibility criteria under the Act.

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In the Victorian or the national context, that's a 1 2 very significant shift in relation to psychosocial disability services, where clearly we've had a capped and 3 4 limited approach and we've not been able to respond to the 5 full scale of demand that has been around. 6 I'm going to ask you about that in a moment, but can 7 Ο. 8 you first of all just address the respective roles of the 9 NDIS and the Victorian Government? 10 As part of the roll out of the National Disability Δ Insurance Scheme, through the Council of Australian 11 12 Government there was agreement between the Commonwealth and State Governments to what's called, the principals to 13 determine the responsibility of the NDIS and other service 14 15 systems. 16 17 If I may read from my notes here just to give you a sense of the elements of this: 18 19 20 "The agreement specifies that the health system will be responsible for the 21 treatment of mental illness, including 22 inpatient, ambulatory, rehabilitation 23 24 recovery, and early intervention and residential care, where the primary purpose 25 is for time-limited follow up linked to 26 treatment or hospital diversion. 27 The NDIS in its role is responsible for ongoing 28 psychosocial recovery supports, to focus on 29 a person's functional ability including 30 those that enable a person with a severe 31 mental illness to undertake activities of 32 daily life and participate in the community 33 and in social and economic life. 34 35 "The agreement specifies that the NDIS and 36 the mental health system will work closely 37 together at the local level in trying to 38 ensure a smooth transition between the 39 different services." 40 41 So it is, I think, setting out the respective 42 responsibilities of the two levels of government in 43 44 relation to mental health, and I think is a very important statement and agreement by those governments of their 45 respective responsibilities. 46 47

Q. Can I ask you now, you've mentioned perhaps twice in the course of your evidence, about issues with implementation, challenges to transition. The Commission has heard evidence about a range of difficulties that have been encountered in accessing services.

7 In particular, people falling through the cracks, not 8 getting access; that there have been significant structural 9 changes; that there are less services available; that there 10 are gaps in the implementation in Victoria. What's your comment on the evidence that the Commission has heard? 11 12 I haven't listened to the details of that, so in Α. 13 answering this I will try and be cognisant of the particular points you've put, but perhaps to contextualise 14 15 this in some of my understandings of these issues.

17 The first point I'd make is, the Commonwealth and 18 State and Territory Governments of which Victoria was a 19 part deliberately set out to do a major disruption to the 20 historical pattern. It is a conscious deliberate 21 perspective to set out to provide a new system of support 22 for disability support including people with severe mental 23 health.

When I was a Chief Exec, we certainly were encouraged to go along to a range of training programs that said, the world is changing; government has decided that we are going to put money in the hands of individuals and they will decide.

31 Secondly, in context, the Commonwealth has also put 32 significant money into primary mental health services for 33 people who are not eligible for NDIS. So, through the 34 Primary Health Networks we now have, anybody who is not 35 eligible in their application to the NDIS who is currently 36 a recipient of Commonwealth services is guaranteed 37 continuity of support for life.

Now, I think to come to your specific point: there is nowhere that I understand government intent was to guarantee that the new scheme would provide the same funding as the old scheme. The system has been designed to say, consumers will decide, and what consumers are doing is making choices in accordance with what we've said to them is the new approach.

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There are clearly areas in which service providers are

having redundancies, where they are impacted by consumer preferences to go elsewhere, or they are struggling in relation to some of the variability in relation to some of the financing arrangements that were there.

So, where there are concerns in relation to this, the NDIA is wanting to work very clearly with organisations to help them to understand.

Certainly, I think we've introduced a series of pricing changes: first of all from 1 February in relation to introducing a new level of subsidy which provides for a higher level of skill base for providers.

On 1 July, the agency announced a significant increase in relation to funding for a range of support items within the scheme which was in response to feedback from the industry more broadly, including mental health service providers, that the arrangements weren't sufficient.

So, I think in response to your question, what I understand the Act, the scheme is doing, is implementing the intent of the Federal Parliament. We are trying to work with providers in an adjustment process, because we certainly see a role for the agency in market stewardship. Some agencies in our discussions are indicating they don't believe that they wish or are able to stay in the market.

29 The other comment I'd make in terms of our role as an agency and market stewardship is, what we are seeing is a 30 diversification of the market. We see this as a very 31 positive thing. So, from the agency's perspective, what we 32 are seeing signs of is the diversification of the 33 marketplace opening up more choices rather than - you know, 34 as I understand the critique is, what's called the gap is, 35 the scheme is no longer providing the same level of funding 36 and allowing me as an agency to employ the same number of 37 staff I did in the past. Our response is, this is about a 38 market driving that. 39

One of the historical roles in my experience in this sector under the block funded system was, if you felt you weren't happy with some of the decisions under the grants, you can go and complain to your politician or you'd go to the press. One of the issues as we go forward is, the control of the decision-making power no longer rests with the Victorian Government or the Commonwealth Government.

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The scheme that we have done is, we determine eligibility 1 2 and then we have a process of planning with the person and with their key people in their life to set out a plan. 3 4 They then can choose what they want to buy from the support They're much more diverse than the support items 5 items. that I was able to deliver through the traditional funding, 6 7 so we've got a very deliberate approach which reflects the 8 philosophy.

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Just to summarise, the scheme is implementing the intent of both Federal Parliament and I think the Victorian Government in relation to the bilateral agreement. We are trying to manage and work with the sector, and you've heard earlier on some of the roles we have, both at a national level, but we're also working at a state and regional level where people are needing support to understand what is available or how the system works, and we understand this is a big change for many players.

20 So, we are committed and I think our history is, we 21 have a strong level of involvement in working with the 22 sector in trying to sort out issues, but we are not about 23 bolstering the old service system.

What about the idea of re-introducing recovery? 25 Ο. One of the issues that has been raised by the mental 26 Α. health sector was that recovery was an element of state-run 27 community mental health support services, but wasn't a 28 feature of the new funding model under the NDIA. 29 This was a theme that came out strongly in 2018 from the 30 consultations, the national consultations, and in the 31 report from Mental Health Australia in relation to that. 32

On 10 October 2018, the then Minister for Social Services, Minister Fletcher, announced that the government has listened to that and was committed to bringing back recovery into the scheme and was committed to bringing an approach that understood the more episodic nature of mental health.

41 So, government committed to those two elements as 42 coming back into our further design of the scheme.

44 Since that time we have been working to look at how we 45 introduce that in a way that provides a contemporary 46 statement of what is recovery-based practice. When we 47 looked at that question of, what is good recovery practice,

.24/07/2019 (17) 1626 G M NAUGHTIN (Ms Coghlan) Transcript produced by Epiq and we accept the principle, one of the difficulties is, there's about - we saw nine versions of recovery that are expressed in different ways through the historical state system. And that, what we were committed to do was saying, how do we work with the key providers to develop a more contemporary and national approach?

8 Because we have very different ways in this country. 9 In Victoria the way we deal with recovery and priorities 10 are different to what's happening in New South Wales. So, the way in which we've dealt with that, the Commonwealth 11 12 Government and the agency are committed to working with key 13 stakeholders through the National Mental Health Peak Organisation. We have set up a specific working group to 14 15 actually work with service providers, and we are at a key 16 point at the moment in our deliberations.

The working group - so, this is a working group called 18 the NDIA Mental Health Working Group - is at the moment in 19 20 the midst of looking at recommendations and finalising recommendations to NDIA management and which will 21 eventually go to the NDIA Board in how we find the 22 appropriate ways to bring recovery back into the scheme. 23 24 We see that as probably an element of support item and also practice guidance. 25

The other comment I'd make is, good recovery practice 27 is about, that there is an improvement in the level of 28 functional impairment; that is, by good investment and 29 recovery practice. What we've understood is, we have a 30 body or practice that means for some people, and I think 31 it's important to emphasise this: because there is major 32 heterogeneity in the mental health experience of many 33 people with psychosocial disability, but the international 34 literature and the other evidence that's come out of what's 35 called the SHIP Study, which is a major national study in 36 relation to schizophrenia, is that significant numbers, at 37 least 30 per cent of people, will have significant 38 reduction in their psychosocial disability; that is, by 39 better management of their mental health condition and the 40 41 right supports, will have a reduction.

43 So again, we see this as very connected to an 44 insurance principle which says, we invest in people in 45 building their capacity to try and minimise the impact of 46 the disability on their lives and to allow them to 47 contribute, to have a contributing life as the National

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1 Mental Health Commission has defined it.

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MS COGHLAN: Thank you, Dr Naughtin. Chair, do the Commissioners have any questions?

6 COMMISSIONER FELS: Q. Yes, thank you for your evidence. 7 I'd also like to acknowledge that the NDIS is doing many 8 good things in regard to mental health and that you're 9 making an effort to address some of the preliminary 10 concerns. But I had a couple of questions.

12 I remain a little bit puzzled about the fact that the 13 Australian Bureau of Stats data show that there are 700,000 people with psychotic forms of mental illness; translate 14 that to Victoria, 175,000, shall we say. 15 That is rather 16 larger than the number of people who have access at least to the top tier of the system. I wondered if you had any 17 comments on the reasons for that gap? 18 Commissioner, my initial comment would be that the 19 Α. 20 scheme as it is designed is to respond and to provide services to anybody who meets the criteria within the Act. 21 At this stage, we are in the midst of a significant 22 transition process from people who have been in the old 23 24 scheme to the new scheme.

The agency itself has in its work identified that, 26 based on advice from the Productivity Commission, and it 27 sought some other expert advice at the time - and this is 28 in 2011 - that the figure at the time that they projected 29 for the number of people who would have severe and 30 persistent mental illness and associated disabilities was 31 64,000 - sorry, I'll correct myself. 32 The Productivity Commission suggested 58,000. 33 That has subsequently been adjusted by the scheme actuary to 64,000 34 nationally at full scheme transition. 35

37 So I think that's the first point I'd make in relation 38 to this. One of the difficulties in relation to the 39 estimation of that is, it essentially was based on 40 historical patterns that had been understood rather than an 41 understanding of what future needs are.

43 So the scheme, the agency itself at the moment is 44 acting on the best advice we have from the 45 Productivity Commission. We note those broader estimates 46 that are around. For us at the moment the challenge is 47 responding, in accordance with the requirements in the Act, to those people who are coming to us and that's what we're trying to do at the moment. I'm not a statistical expert, and I don't pretend to be the statistical expert in relation to that.

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The other feature, if I may, counsel, that's related 6 7 to the Commissioner's question: what we are experiencing in 8 the scheme is that many people who we thought would apply 9 because we thought they're likely to be eligible, are 10 choosing not to apply to the scheme. That's a complex phenomena that we're trying to understand further, but what 11 12 we are coming to understand in some of the work that we are 13 exploring at the moment through that working group I mentioned is, how do we look at providing outreach 14 How do we understand that we need to better 15 services? 16 inform people?

Because we've had a statistical projection of what the numbers are, what we're trying to deal with is the reality of making sure people are - Australians with severe mental health are informed of the scheme, understand it and understand its relevance. We're also trying to ensure that our processes and the requirements of evidence don't hinder too much the access process for people.

So what I'm saying is, what we're trying to do is respond to some of the specific issues that we see in responding to these needs in accordance with what the requirements of the Act are. We are looking at a range of initiatives to try and facilitate access to people who meet the criteria there.

My opinion is, we need to be working hard over the next three to five years to welcome people to explain, both to participants, families and carers and health professionals in particular, what this scheme can offer. My sense is that will increase the numbers and ensure people have the conditions, that they know what is available.

Where that sits within larger projection patterns, my comment would be, I think there's a real need for us in three to five years to stop and reflect on what are the numbers that are being supported through the scheme and what are the numbers that are being supported through the initiatives the Commonwealth is funding through the non-NDIS services that it is rolling out, particularly in relation to through PHNs, but to then understand it'll be both what the NDIA is doing and I think the other suite of initiatives.

The other comment I'd make to you is, from my 5 perspective, one of the questions is, how many people in 6 7 So, there may be a number of 700,000 within that a year? 8 need category; one of the variables we don't sufficiently 9 understand is, with good recovery practice what could be 10 the change in the balance of people who need support in any I'd suggest at this stage we do not have the 11 one vear? 12 knowledge base sufficiently at this point to understand 13 what those patterns of support should be in an optimal system. 14

16 So, from my perspective I think there's a real need to say, what we are looking to within the agency is to try and 17 bring in what we see as a very contemporary recovery-based 18 approach to psychosocial disability; we see that should 19 20 result in greater throughput within the scheme itself, so we don't see this as a static number. Part of the issue 21 that will need to be judged by over time is indeed the way 22 in which the design of our system is able to provide 23 24 optimal outcomes for people.

Q. Thank you. You've partly anticipated my next question; it was just about the fact that the aim is to provide supports for dealing with the psychosocial disabilities.

What's the approach to people, for example, who are 31 homeless and whose psychosocial disability is, I quess, 32 worsened and could be improved if there was the provision 33 of some accommodation for them? How does that fit into the 34 NDIS picture? 35 So, in the NDIS picture, the approach that we take to 36 Α. 37 that is to provide information and try and target information to people who are homeless and to offer them, 38 if they meet eligibility, the full suite of services that 39

The agency provides two categories of support: one is
called Supported Independent Living, which is a stream of
money for people who have more intense support needs,
either in accommodation of their choosing or availability.

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The second stream of funding we have is called

are provided by the agency.

Specialist Disability Accommodation, and it is a stream of 1 2 funding that has been set up to provide capital subsidies for the provision of accommodation. So, instead of the 3 4 traditional block grant to organisations through social 5 housing funding, or in the Victorian context we've had the tradition of State Government providing capital for housing 6 7 stock, and that's particularly in relation to adult 8 residential rehabilitation and youth residential 9 rehabilitation, so that has been the tradition. The NDIA 10 mechanism for dealing with that is a capital subsidy to individuals, is the way in which we deal with that in the 11 12 scheme. 13

COMMISSIONER COCKRAM: Q. Dr Naughtin, you've mentioned 14 a number of times the words "eligible criteria", those 15 16 sorts of things. It appears there's a lot of focus on the definition of "the eligibility". Can you just help us 17 further understand the issues about permanent disability, 18 rehabilitation and recovery across the spaces of 19 20 state-based and federally-based responsibilities in this 21 context?

A. So if I start, Commissioner, in relation to the
legislation. The legislation has three elements
essentially: age, residency status and disability status.
Section 24 of the Act sets out six criteria by which then
the issue of disability status would be delivered.

The Act also clearly recognises that you can have a permanent condition, but it has variability. And so, one of the issues in relation to our recent policy work is trying to understand, what's the episodic nature, what's the impact of the episodic nature of mental illness and combined with this notion of permanency?

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35 So, just to explain our processes and then I'll perhaps go to a critique. What we in our assessment 36 process do is look particularly to health professionals and 37 particularly GPs and psychiatrists for advice in relation 38 to diagnosis, and the question of what's the history of 39 treatment, and what's the likelihood of the outcome on 40 41 disability of access to treatment? So, I think we rely on that from the health professionals. 42

We then rely on the plan and the goals set by the participant first of all, and we look for evidence in relation to disability often from people if they have been in contact with service providers or other support. So, 1 our process there tries to bring together the full picture 2 in relation to that. We have a system in which our 3 national assessment team then makes judgment on the 4 evidence provided in the application.

We are very conscious in relation to this, that there is confusion - I think is probably not too strong a word particularly in relation to what's the impact of treatment in relation to disability.

I'm very conscious, the agency spent a week recently at the National Royal Australian and New Zealand College of Psychiatry Annual Conference in Cairns, and spent a lot of time talking to over 200 psychiatrists, and we had a plenary session in which I spoke and we had a lot of discussion with psychiatrists.

Again, one of the questions here is, we are seeing lack of clarity in relation to many psychiatrists about what some of those judgments and what the boundary lines are in relation to treatability.

I think the second comment I'd make to you in relation 23 24 to our understanding of the disability criteria is the variability in the technical competency of some of the 25 people who are providing us reports in relation to 26 So, the scheme as it stands at the moment is 27 disability. reliant upon the considered views of people who have had 28 contact with applicants over time, and then secondly, we 29 encourage the use of some particular instruments: HoNOS, 30 WHODAS 2.0 and an instrument called the Life Skills Profile 31 16, so we're using those to inform those judgments. 32

Just so I understand a little further: if a consumer, 34 0. a participant, is describing - or their service system 35 around them is describing that there is potential for 36 37 treatability and therefore potential for change in their current condition, that would be one thing that might 38 exclude them from eligibility? 39 It would be a factor, yes. 40 Α. 41 42 Okay, thank you. COMMISSIONER COCKRAM:

CHAIR: Q. Doctor, thank you very much for your
comprehensive overview. This a couple of issues I just
want to clarify. The first is just to pursue Professor
Fels issue. In your statement you say:

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2 "As at 31 March 2019, there were 7,908
3 active participants with approved plans in
4 Victoria."

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In terms of the actuarial assessments that have been 6 7 done and the expectation of what that will grow to, 8 remembering those figures you gave us earlier about the 9 national coverage, what is anticipated as being the 10 expected number of people taking up plans for ongoing psychosocial support from the NDIA in Victoria? 11 12 Based on a Victorian proportion of the total Α. 13 population, the figure is 16,000. I just would caution that the point I'm making is, anybody who meets the 14 But if we use the 15 criteria is eligible. 16 Productivity Commission figures, the notional allocation for Victoria - of the the national figure - is 16,000. 17

I take it from that, therefore, that during this 19 Ο. 20 period of transition, whilst more people are establishing their eligibility for the insurance scheme, we will have a 21 cohort of consumers who are potentially eligible but who 22 will need to be supported through other elements of this 23 24 changing service system in the interim: how adequate do you think our plans for that cohort during this period of 25 transition is? 26

A. So, just to explain: in Victoria - Victoria are one of
the few states that had what's called a defined program, so
people who were on the existing state programs had
eligibility in their first plan.

32 The second issue is, the earlier thinking - so, at the moment over the last 12 months the plan has been for 33 particularly the Commonwealth community mental health 34 recipients to transition into the scheme, and that has been 35 slower than was anticipated, and the Department of Health 36 has provided an extension of funding for a further 37 12 months to provide recurrent money for those programs 38 while that transition is occurring. 39

The next point I'd make is, what's called the Continuity of Support Initiatives which has been a commitment of the Federal Government which was, anybody who tests eligibility who's a current recipient of the Partners and Recovery Program, Personal Helpers and Mentors Program, or a day-to-day living program who test eligibility and is judged to be ineligible can receive continuing support for the rest of their life. So, I think there has been clearly deep consideration for trying to manage that transition.

The other comment I'd make to you is, there's been work called the Streamline Access Program that has also worked very hard to address the question of reaching out to people whose information was in the system and was not correct.

10 One of the processes, just to go into a little bit of detail, the agency has is it sends a text message and 11 advising that someone's going to ring three times. 12 Τf 13 there's no response to that, we then send a letter to the known address. One of the issues in terms of people who 14 15 are notionally eligible is that group who can't be 16 contacted. So, again, what we've done is tried to streamline access so that program staff are actually 17 following up with participants; talking to them and, if 18 19 they're not happy about contacting the agency, with 20 approval, their staff member can actually now contact the 21 agency.

23 So, I think we've tried to put in place a series of 24 mechanisms to address this question of trying to facilitate 25 access into the scheme, and I think the outreach strategies 26 I mentioned before is considering a number of other 27 initiatives that we see as could assist in that process as 28 well.

Two other issues around system design and 30 Ο. Thank you. responding more broadly to the historic evolution of mental 31 health services in Victoria and your useful explanation of 32 You do say in your witness statement, however, that 33 that. a key question still is the adequacy of its prioritisation 34 in response to the scale of the problem and its social and 35 economic impact. 36

Can I take it from that you're saying, there still is an issue, in whatever we may have designed, whether we have historically appreciated the true scale and nature of need that there is for consumers with mental health issues and their families? A. That's what I was trying to say in that statement,

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46 Q. So, future modelling of the true extent of need is a 47 priority, from your point of view?
A. I think, in my judgment, it should be a major
 priority.

Q. Thank you. The final issue I just want to test is: we've heard throughout this Royal Commission - and I think your evidence affirmed it today - how complex these systems are to navigate for consumers and families and for professionals involved in it.

10We've heard repeatedly from witnesses and others11engaged with this Royal Commission that it's a very12daunting and difficult system to find your way through.

Given the example you gave of the Commonwealth/state agreements of 2015 around NDIS roles and responsibilities, are you suggesting that something similar would be helpful in mental health?

I think there's a need to think about what 18 Α. I am. makes sense as a Victorian mechanism in relation to 19 20 navigation. There are initiatives around: for example, the Federal Liberal Party policy platform specifies the 21 development of a national information line for the NDIS, 22 but it strikes me that we need to think about a workable 23 24 navigation system and there's a question as to, where does that operate on a state or regional level? 25

There are, I think, some really good initiatives in 27 this space. As an agency we've been very concerned about 28 We've met the Department of Health, the 29 this issue. department of Social Services and the NDIA, have met with 30 all the Chief Executives of the PHNs around the country. 31 We have talked about this question of, how do we think 32 about, given the emerging role of Primary Health Networks 33 in relation to information, how can we work with them given 34 their emerging significant role in the information 35 provision space? And we've now agreed to set up a working 36 group specifically to deal with that. 37

39 Their feedback to us is, they've just got part of the picture and they're very happy and are committed to trying 40 to work with the agency and others in relation to that. 41 But, from my perspective it's quite a complex design 42 question to both understand a state system that doesn't 43 44 daunt people, as well as understanding up-to-date information. You know, there's nothing worse than going on 45 to an information line and getting information of 20 46 different places and getting to 18 when you're struggling 47

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1 with an issue, and the 18th agency says, "Sorry, we can't 2 help you."

4 So for me that question, we need far more contemporary design that let's us - you know, if we are saying we need 5 to get more timely support, we've got this issue of, how do 6 we link that into thousands of providers? And, where do I 7 8 go in this very complex system? You know, I think the 9 system has tried a number of times in Victoria to develop 10 navigation systems, none of which in my judgment have been adequate, and so, for me this question of at least what is 11 12 available for me, where do I go, and the third one we have 13 to deal with is, can I afford what it's going to cost, I think, are key elements to address some of the issues that 14 15 I understand you've heard about.

17 CHAIR: Thank you. Thank you very much.

19 MS COGHLAN: Thank you, Chair. May Dr Naughtin please be 20 excused?

22 CHAIR: Yes, thank you very much for your evidence today,23 Dr Naughtin, and for your statement.

<THE WITNESS WITHDREW

27 MS COGHLAN: Chair, is now a convenient time for a 28 15-minute break?

30 CHAIR: Thank you.

## 32 SHORT ADJOURNMENT

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34 MS NICHOLS: The next witness is Dr Peggy Brown, I call 35 her now.

37 <PEGGY BROWN, sworn and examined:

[12.09pm]

MS NICHOLS: Q. Dr Brown, are you by training a
specialist psychiatrist?
A. Yes, I am.

Q. Do you hold a number of positions in the mental health
sector, including Chief Executive of ACT Health?
A. Yes.

47 Q. Chair of the Australian Ministers Advisory Council?

1 Α. Australian Health Minister's Advisory Council, yes. 2 Chief Psychiatrist for the Northern Territory? 3 Q. 4 Α. Yes. 5 Chief Psychiatrist in the Australian Capital 6 Ο. 7 Territory? 8 Α. Yes. 9 10 Director of Mental Health in Queensland? Ο. Α. 11 Yes. 12 13 Q. Chair of the Advisory Council of the Queensland Mental Health Commission? 14 15 Α. Yes. 16 And Chief Executive Officer of the National Mental 17 Ο. Health Commission? 18 Yes, that's correct. 19 Α. 20 Have you prepared a statement addressing the questions 21 Q. 22 we've posed to you? Yes, I have. 23 Α. 24 I tender that statement. [WIT.0001.0065.0001] 25 Ο. Dr Brown, in answer to a really important question, which 26 is, how can mental health be prioritised within government, 27 you've said that there are two things that are worth doing: 28 the first being the engagement of both the Minister and the 29 First Minister, meaning in this context the Premier. 30 Why do you say that's crucial? 31 I quess in my experience, you know, there are many 32 Α. challenges in overseeing a health system; it's complex and 33 there are many competing issues, mental health is but one 34 of them. 35 36 37 But I think, in terms of prioritising it, it needs to have the attention of the Minister and the support and, 38 quite frankly, the passion of the Minister, but also the 39 First Minister, because the issues for mental health are 40 41 not just about treatment and care in the health sector. The social determinants of health, social factors that 42 impact on the occurrence of mental health and also are 43 44 often the consequence of having mental health issues, fall 45 well outside the health sector. So you need a really broad cross-sectional approach if you're actually going to tackle 46 the issue of improving the mental health of the population. 47

1 2 In my experience, you're not going to get that from a Health Minister alone, it's really why you need the First 3 4 Minister with the authority over all of the other government departments to actually say, we've all got to 5 play a part here to actually get everybody to come on 6 7 board. 8 9 What sorts of structures or arrangements have you seen Ο. 10 that allow the attention to be given by both the specific Minister with portfolio responsibility and the First 11 12 Minister? 13 Α. Well, I mean, certainly some jurisdictions have established Mental Health Commissions, and that has helped, 14 because the Mental Health Commissions have a role: they 15 16 differ in different jurisdiction as to whether or not they report to the Minister for Health or to the First Minister, 17 but they generally have a mandate to go more broad and 18 speak to the other parts of government. 19 20 But then, you can also have cross-sectorial 21 committees, essentially chaired by the First Minister's 22 Department, so whether that's Premier and Cabinet or Prime 23 24 Minister and Cabinet, and actually bringing in those other government departments to look at how they can work 25 together to be addressing the issues for mental health. 26 27 And presumably, you mean a permanent committee? 28 Ο. Well, the problems are not going to be solved quickly, 29 Α. so yes, I do think that we're talking about something 30 31 that's got permanence, yes. 32 Can I return you to the question of a Mental Health 33 Ο. Commission, and no doubt there are many ways of doing this, 34 but as an option for achieving prioritisation, can you tell 35 the Commissioners about some approach to what they might 36 look like in terms of structure? 37 Α. Well, I think in terms of structure - and look, I have 38 to say my views of this have probably changed a little bit 39 over the various years that the Commissions have been 40 41 established and have been around - I think they function most effectively if they can be independent, and I think 42 statutory independence is a valuable thing. 43 I also think 44 that they function best if they are outside of the Health portfolio and reporting to the First Minister's portfolio. 45 46 47 The reason for that I think is that they need to

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actually be able to give the frank and fearless advice, and 1 2 for that to be heard, and to be heard across the various portfolios, not just within Health, and I certainly don't 3 4 think they should be captured by government; I think in fact, as I think I said in my statement, they need to be a 5 bit of a thorn in the side. Their role is to give advice, 6 to be monitoring the system, to be in touch with the 7 8 sector, to be hearing the voice of people with lived 9 experience and to be able to communicate that, and I think 10 that is best done if they can be really courageous in terms of the advice that they're giving to government. 11 12

But they also need to have teeth, in a sense. You know, part of their role is to drive the reform, to give advice and to actually take forward how things could be different, but you don't want a Commission just to be a toothless voice; what they say has to be listened to, it has to have some impact, it has to have some teeth, so there's got to be some strength there in the way that the Commission's set up to actually give it that teeth.

Q. What are measures that give a Commission teeth? A. Well, first of all the ear of the Ministers and the First Minister. I think that statutory independence gives it some status and teeth. I think annual reports and the ability to actually provide accountability independent of the government departments that might be actually running the services and writing their reports, I think all of those things help to actually give teeth to a Commission.

And so, just to backtrack slightly, what are the 31 Ο. advantages in a system that has a Commission in terms of 32 prioritisation as opposed to one that doesn't? 33 Well, I guess the thing about the Commission is two 34 Α. things: one is, if it's operating well, it should be very 35 much in touch with the sector. So, as I said before, it's 36 a way of hearing what the issues and needs are and actually 37 bringing that to the attention of government. 38

But then, it also should have the capacity to be 40 actually looking out, not just within that jurisdiction, 41 but within the country, internationally in terms of 42 different ways of doing things, of what reforms are 43 44 actually happening and being a bit of a catalyst to bring And actually, just continually 45 those to the attention. knocking on government's door saying, "This is important, 46 this is the impact of this and you need to actually be 47

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1 prioritising it." 2 On a slightly different topic, on the question of the 3 Ο. 4 respective roles of the Commonwealth and the state, how do the different levels of government contribute to the 5 complexity and fragmentation of the mental health system in 6 your experience? 7 8 Α. Yes, look, it is a complex system, and it would be 9 lovely if we could be absolutely clear and say, this is the 10 role of the Commonwealth and this is the role of the states, and we kind of have a broad division across that, 11 but in my experience there is a lot of greyness in between. 12 13 For example, the Commonwealth has responsibility for 14 primary care, it funds the MBS, the PBS, so GPs, private 15 psychiatrists, private psychologists, et cetera, and the 16 states and territories have historically run the hospitals, 17 the community health centres, the community residential 18 19 beds. 20 Both levels of government play a role in suicide 21 prevention. I guess historically the Commonwealth 22 Government took more of a kind of setting national policy, 23 24 national kind of approaches, and the states then implemented the services on the ground; that's probably 25 changed over the last decade or so. 26 27 I think, when you're talking about mental health 28 promotion and prevention, historically that's probably been 29 primarily the Commonwealth Government doing that, but in my 30 own personal view I think that the states probably need to 31 be playing a role in that. 32 33 I think we need to do much more in the space of 34 keeping our well population healthy and well, and mentally 35 healthy and well, and intervening for those people who are 36 at risk of developing a mental illness by virtue of the 37 fact that they've had a previous episode or they have some 38 very early signs, et cetera, and I don't think that should 39 just be a Commonwealth responsibility. 40 41 Part of the reason I say that is because there needs 42 to be this kind of joined up approach between all of the 43 services, otherwise we end up with the fragmentation. 44 45 I think another way in which the complexity has 46 increased is through the changes in the NGO sector. 47 Aqain,

1 going back a couple of decades, the Commonwealth primarily 2 funded the kind of national level NGO bodies, peak bodies 3 et cetera; the states provided some of the services, 4 psychosocial support services on the ground.

Going back, I guess, in the early about kind of 2010, might have been a bit earlier, might have been a bit later, the Commonwealth Government put in place a range of measures for personal helpers and mentors and day-to-day living, et cetera, which was a response to gaps in the system, and they were very welcome by the sector and consumers and carers in particular.

14 With the advent of the NDIS, there's been a lot of 15 change in that space as well, so it's now a very complex 16 sector, even more complex, and potentially even more 17 fragmented because there's not necessarily a lot of clarity 18 as to who's providing what, or how they come together, or 19 how to navigate between them, and there's certainly not a 20 lot of coordination happening.

22 Q. So, is the lack of clarity in particular about how the 23 system should develop?

24 Α. Well, at the end of the day it's not so much about whether or not there's a whole range of services there; I 25 think a range of services is a good thing because it 26 It's about, if I'm a consumer or a carer, provides choice. 27 being able to understand what's out there, who does what, 28 how do I access it, do I need a referral, what kind of 29 referral do I need, what's the pathway to there, what's the 30 communication between the various agencies; and, if you 31 have services just kind of popping up and not necessarily 32 engaging with other services, then it's this kind of jigsaw 33 puzzle that doesn't quite fit together. 34

Q. We're interested in your views about how to change that or improve it. What prospect do you see for a state like Victoria engaging in bilateral arrangements with the Commonwealth to move forward in the Victoria Commonwealth space?

A. Look, I think there's every prospect that that should
be seriously considered. Ideally, we would have a national
approach to taking forward mental health, but when you
bring nine jurisdictions together, the negotiations and the
discussions inevitably get more complicated and more
fraught.

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I think if you have, as you have here in Victoria, a 1 2 government that has seriously declared its intention to address this problem, it essentially has to do that I think 3 4 in conjunction with the Commonwealth who's a major player 5 in the provision of mental health services and, you know, I do note that the current Commonwealth Health Minister is a 6 7 Victorian, but I think regardless of that I think that 8 there's good prospects there for the two governments to 9 come together and say, how can we actually talk about doing things differently. 10

Q. Do you have views at a general level about what the priority should be for that kind of discussion?
A. Well, look, I think there's a couple of things I would say there. One is, we need to think about what's needed.
The second is, what's it going to cost? And the third is, how are we actually going to, I guess, monitor whether it's making a difference, and indeed the right difference. Each of those is important.

As I said, in terms of what's needed, I'm very clearly 21 of the view that we need to think much more about a 22 population health approach to mental health. So, that's no 23 24 longer just looking at what are the treatment gaps and trying to reduce those; it's actually, how do we improve 25 the mental health of the whole population, so that really 26 does bring a sharp focus on those mental health promotion 27 and prevention interventions and the early intervention for 28 those people who are at risk as much as it does for the 29 treatment, support and care and the recovery-focused 30 31 services.

And, we need all of those to be improved. The WA Sustainable Health Review, for example, that was released earlier this year, they actually made a recommendation – and this was for the whole of Health – but they made a recommendation that 5 per cent of the budget should be spent on health promotion, and I think that we're kind of talking that kind of figure.

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Q. That magnitude, yes.

A. That's right. In terms of the investment required,
it's difficult to know exactly what sort of figure there.
What's often kind of looked at is, what's the current level
of investment by government? We know from the latest
figures from the Australian Institute of Health and Welfare
report, \$9.1 billion spent on mental health; \$8.7 billion

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1 of that is government spending, and that represents about 2 7.4 per cent of the Health budget.

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But we know that mental illness represents about 12.1 per cent of the burden of disease. So, if you just did a quick calculation on that, and what would it take to actually bring the current expenditure up to 12.1 per cent rather than 7.4 per cent, we're talking about probably an extra \$5 billion, \$5.5 billion.

The National Mental Health Service Planning Framework 11 12 is another way of looking at that, and again, I haven't been intimately involved in any of those discussions, and 13 each of the jurisdictions will have done their planning and 14 15 will know what their figures are in terms of potential gaps 16 in expenditure or investment, but I would suggest to you that it's somewhere, you know, 40 per cent-plus more than 17 18 what we currently spend. So, we're talking substantial 19 investment.

I do note that the National Mental Health Service Planning Framework was premised on optimal support in the non-Health sectors, which of course we don't have, and when we're not there it falls back to Health, so we certainly have a shortfall in the investment.

Q. Can I ask you some questions about that, just on that
subject. Can you just briefly explain what the National
Mental Health Service Planning Framework is and what its
purpose is?

A. Yes, it's a tool that was developed - in its current format it's been developed I guess since about 2010, but it was premised on a tool that was developed first in New South Wales. What it does is takes the epidemiology of mental illness: so, how common is depression, how common is anxiety, how common is schizophrenia, et cetera.

38 Then it actually brought together a group of experts 39 for each of those particular disorders and said, what's the 40 best treatment for the average? And, you know, that's a 41 challenge because there isn't an average, but they had to 42 tackle it in some way.

44 But from that, actually then said, well, this is 45 what's required to deliver the best treatment for the 46 population in Australia who have mental health issues. As 47 I understand it, the tool can scale it to say, well, we can

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treat 100 per cent of people, or we can treat 80 per cent 1 2 of people, or 60 per cent. 3 4 Our best figures at the moment are probably only about 5 50 per cent of people who experience an episode of mental illness in any given year actually seek any form of 6 7 treatment, and probably many of those don't get effective 8 treatment, but the tool is premised on looking at effective treatment at different levels of coverage for the range of 9 10 mental illnesses in Australia. 11 12 And it provides a set of benchmarks for effective Ο. 13 treatment? Yes. 14 Α. 15 16 Ο. And also, as you were saying earlier, allows states to assess the level of funding that would be required if they 17 designed their services around that effective level of 18 treatment according to those benchmarks? 19 20 Yeah. Well, what it provides is benchmarks for Α. treatment for the population. 21 22 23 Ο. Yes. 24 Α. So, it's provider agnostic, so it includes those services that would be provided by the public sector and 25 indeed services that currently would be provided by the 26 private sector. 27 28 29 Q. And, just to go back to something you were saying earlier, can you give us a sense of the magnitude of the 30 gap between funding that would be required if those 31 benchmarks were adopted and the level of funding that 32 currently exists on a national level? 33 As I said, I think we're probably talking - and I 34 Α. premise this by saying, I haven't been involved in recent 35 things - but I think we're probably talking in the order of 36 40 per cent-plus over the current spending, and the current 37 government spending is \$8.7 billion. I think we're 38 probably talking another, you know, \$3 billion, 39 \$3.5 billion if we're going to address the gaps. 40 That's at 41 100 per cent coverage of, you know, optimal treatment. 42 And that, interestingly, compares to I think you said 43 0. 44 on a national level current government spend for mental 45 health is about 7.4 per cent of the budget? That's right. 7.4 per cent of government health 46 Α. expenditure. 47

1 2 Yes, sorry. But the burden of disease for mental Ο. health is about 12 per cent? 3 4 Α. 12.1, I think it was in 2015, which was the latest figure I saw; there might be a more recent one, but yes. 5 So, if you do those back of the envelope-type calculations, 6 7 if 7.4 per cent is \$8.7 billion, then 12.1 per cent adds 8 another \$5 billion, \$5.5 billion. 9 10 Which is probably more than it would take to bring the Ο. funding up to the level required for the treatment model 11 12 envisaged in the National Mental Health Service Planning 13 Framework? Α. Yes. 14 15 16 Ο. Just doing back of the envelope calculations? 17 Α. Just doing back of the envelope, yes. 18 To your knowledge, do any states in Australia use the 19 Ο. National Mental Health Service Planning Framework to fix 20 their spending on mental health? 21 Look, I'm certainly aware that, I believe all of the 22 Α. jurisdictions have the tool and have used it to do their 23 24 own internal planning. I know that the WA plan, for example, is very much premised on the National Mental 25 Health Service Planning Framework. Nobody currently 26 reaches the level of expenditure that might be predicted by 27 the tool; that is my understanding. 28 29 And you've made the point in your statement that the 30 Ο. tool can certainly be tailored to account for local 31 factors? 32 Look, well, I think the point I was trying to make was 33 Α. that it should be tailored for the local factors. The 34 reality is, it's just a tool, it's not an absolute, it's an 35 aid, and because it takes an average position, you have to 36 37 be careful about not trying to take it down to too small a But you do need to take into account what the 38 population. characteristics of the local - you know, the demographics 39 of the regional population. 40 41 For example, if you're in a rural and remote region, 42 there is a loading for that. If you have a high proportion 43 of Indigenous people in the region, there needs to be 44 consideration taken for that. So, it shouldn't be taken as 45 an absolute, it needs to be a guide that does take into 46 account other factors. 47

2 And, as a guide, the level of funding and services Ο. indicated in the tool assumes non-health funding and 3 4 services are otherwise being provided? That's right. I think that's a really key issue. 5 Α. We know, for example, that having safe and stable 6 7 accommodation is really important for people who experience 8 mental health issues. The NDIS does not fund 9 accommodation. And, of course, if you're on a disability 10 pension or Newstart, achieving affordable accommodation and housing is a major challenge. But, if nobody's providing 11 12 housing, then what happens? It's more likely to I guess 13 influence a deterioration in someone's mental state, they present to the hospital, they may be admitted, their 14 15 discharge is delayed because there's no accommodation for 16 them to go to. 17

18 So, where those other services like accommodation, for 19 example, aren't available, it does increase the burden on 20 the mental health system.

You've made a comment in your statement in the context 22 Ο. of the National Mental Health Service Planning Framework, 23 24 that gaps between funding and service availability should be made more transparent and publicly known: can you 25 elaborate on that? 26 Look, I think the reality is, everybody in Australia 27 Α. knows that we have an issue with our mental health system. 28 Coming down in the plane, I was sitting beside an 29 80-year-old retired farmer and he was saying, "Gee, we've 30 got problems with the system." 31 It's not a secret, so I don't know why we don't have a level of transparency in 32 terms of, you know, what we think we should be aiming for 33 and where we are now.

Indeed, what I think is required, is governments need 36 37 to come together and actually have a plan for how we're going to tackle this, and it's going to take time. 38 You know, if you gave us an extra 2, 3, \$5 billion now, we 39 wouldn't be able to spend it wisely; we need to be able to 40 41 invest over time in a planned way, and actually ensure that we've actually got the workforce, that we've got the 42 connections there, that we take a regional approach, all of 43 44 those things, but the first part of that is being 45 absolutely transparent about where we are and where we want to get to. 46 47

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Q. Can I ask you about measuring where we are as opposed to where we want to get to. You have emphasised the importance of measuring outcomes as opposed to just activity: can you say some more about why that is so important?

Look, I mean, again, historically I think we started 6 Α. 7 with a focus, I guess, on how much we spend, and what 8 workforce we've got and how many beds we've got. Then we 9 look at, well, what's the product of that, what are the 10 services that are being provided and whether it's admissions or whether it's occasions of service in the 11 12 community or residential beds, et cetera.

But that doesn't actually tell us a whole range of 14 It tells us something: it tells us about a level 15 things. 16 of activity. It doesn't tell us who's not getting services, for example. It doesn't tell us the quality of 17 that service or indeed what the experience of the person 18 was; whether in fact, as a result of receiving that 19 20 service, their quality of life improved in any way. We may not even necessarily know whether their mental health 21 symptoms improved in any way, but that's not always the 22 most important thing for people who are experiencing mental 23 24 health issues.

Sometimes their symptoms are but one of their concerns. You know, their concern may well be about their housing or their finances, et cetera, so we need to have ways in which we can actually know about the outcomes for people and whether the money that we're spending and the services that we're delivering are actually making a difference to their life.

And so, a focus on outcomes, things like I guess suicide rates, but also life expectancy, physical health status, accommodation status, employment, social contact and participation in the community: all of those things are equally important as well as knowing about mental health symptom change.

41 Q. Does a lack of data inhibit outcomes reporting in your 42 experience?

A. Yes, getting the data to be able to provide those
outcomes and for it to be meaningful. You know, the
Productivity Commission's report on government services
each year publishes both output and outcome data, but for
some of those measures they say the data's not available,

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they're still working to collect it; for some they give 1 2 data and results, but they indicate that, for example, when they're talking about connectedness with family or other 3 4 social activities, they'll say, but we can't tell you So, it's whether it was actually meaningful to the person. 5 not particularly helpful if we don't really know whether 6 7 it's meaningful to the individuals. 8 9 So, would you say that having good intelligent data Q. 10 monitoring systems ought to be a priority for system reform? 11 12 Yes, absolutely. We do need to have data and it needs Α. 13 good systems underpinning that. The one caveat I would put on that is that, we need to be cautious not to impose that 14 15 data collection burden on the clinicians in the system who 16 already currently have a huge administrative load, and in fact many of them would say they would like to have less 17

18 administrative load and free up time to actually have 19 face-to-face contact with consumers and carers to actually 20 do what they were trained to do. 21

Although it's a question without notice: do you have 22 Ο. any views about the ways in which data collection can be 23 24 improved but without imposing the burden on clinicians? Well, I think the obvious answer to that is to seek to 25 Α. automate it as much as possible through administrative 26 collections and electronic systems. Now, that might be 27 within electronic health records, and increasingly across 28 29 the country we're doing that.

But also, we need to be looking at the other data 31 collection opportunities. Some of the data comes from 32 national surveys, some of it may come from other government 33 departments. But there are many challenges in that, in 34 terms of getting data definitions that people can agree on 35 across different jurisdictions, actually getting them 36 37 collected in the same way. There are privacy issues that get raised when you're wanting to actually identify whether 38 someone has experienced an episode of mental illness and 39 whether that should be disclosed to other departments, you 40 know, for the purpose of data collection, et cetera, and 41 data matching. So, it's not an easy undertaking, but it's 42 43 an important one. 44

Q. You say in your statement on a different subject that
in a devolved governance system a balance needs to be found
between making health services accountable to deliver safe

effective services and micro-management of the service by 1 2 the department: can you say some more about what are the hallmarks of a balanced system in that respect? 3 4 Α. Yes, that's not easy. We have moved to devolved governance systems, and I think that's a good thing, and 5 the reason I say that is because they are more able to take 6 7 account of what their local regional needs and to seek to 8 address that in a way that is joined up across the 9 different players, so the primary care sector, working with 10 the Commonwealth, et cetera.

12 And obviously at a local level services need to be 13 accountable for what they deliver and how it's delivered 14 and what are the outcomes that they're actually achieving, 15 and ensuring that they're engaging with consumers and 16 carers and the sector.

But there also needs to be the oversighting, and I 18 think that was highlighted here in Victoria after the 19 20 Bacchus Marsh incidents, and Stephen Duckett's report, which basically said the centre has got a role to be 21 oversighting and looking at: you've got a whole host of 22 different services, but someone's got to be looking from 23 24 above with, I guess, a degree of independence but also for the whole picture, not just the individual pictures. 25

The risk is, when you bring data information into the centre, they'll want to say, well, you should be doing this, you should be doing that, we all have to do it the same way, and that's where that tension between the centre and the kind of devolved is a challenge.

And there needs to be a level of consistency, I quess, 33 in the approach, but equally the services need to be able 34 to tailor the service delivery to what meets their local 35 need, and it's not going to be the same in far west 36 37 Queensland as it is in Brisbane or the centre of Melbourne. So, there is the need to actually allow some independence 38 for the devolved systems as well, but it's a combination of 39 both. 40 41

Q. Do you have views about the core attributes of good
leadership for the system leader?
A. In terms of the System Manager at the Department of
Health?

47 Q. Sure.

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Look, again, I think one of the things that helps is 1 Α. 2 to have the role of the Chief Psychiatrist. The Chief Psychiatrist is an experienced clinician, has an 3 4 understanding of the sector, has a role to oversight standards of care, and also provide clinical leadership. 5 But then also needs to have the ear of the Minister and the 6 7 Secretary of the department to be able to give them advice 8 and, in a sense, to interpret some of what's coming in from 9 the services in terms of, perhaps, what to make of it and 10 perhaps in terms of informing how they might respond to particular issues. So, I think the role of a Chief 11 12 Psychiatrist is important. 13 I think it's important as well that, at a central 14 level, there is still also the voice of the consumer and 15 16 carer: now, whether that comes through a Commission or whether it comes through a kind of peak body or committee 17 that gets that voice in there, but that needs to be heard 18 as well as the clinical voice. 19 20 Thank you, Dr Brown. 21 MS NICHOLS: Chair, do the Commissioners have questions for Dr Brown? 22 23 24 COMMISSIONER FELS: Q. Thank you for your excellent First of all, I wanted to be pedantic for a 25 evidence. moment. If you go from 7.4 to 12.1, that is 63 per cent. 26 Thank you, Professor Fels. 27 Α. 28 29 Q. Secondly, you said sort of back of the envelope stuff. I quess you could do a similar exercise at state level. 30 You did the Commonwealth one, obviously? 31 No, I did the joined up one. 32 Α. 33 You did the joined up one. 34 Ο. So, the total expenditure on mental health is 35 Α. \$9.1 billion. \$8.7 billion of that is government, the 36 remaining is private health insurance et cetera. 37 Of the \$8.7 billion, about \$5.7 billion of that is state and 38 territory, and about \$3 billion is Commonwealth. 39 40 41 And, well, incidentally, the reason I made that Q. Okay. 42 little mistake in assuming it was Commonwealth, was that, you would have seen some Commonwealth figures for the 43 44 Commonwealth's total spending on mental health where it 45 includes disability support pensions? That's right. 46 Α. 47

Q. And various things that have a rather similar sized 1 2 number? Indeed, it does, but it's a different beast, yeah. 3 Α. 4 5 And I'm just wondering about whether you applied that Ο. formula to that or not. That's a question for another day, 6 7 perhaps. 8 Α. Yes. Look, I think possibly not necessarily. 9 Because, if you're aiming to - I don't think it's 10 proportionately the same anyway - because if you're aiming to improve your health system and your treatment and 11 12 support, you would hope that ultimately you would be 13 decreasing your welfare, your need for welfare payments, for example. So, I don't think you can necessarily apply 14 15 the same very rubbery multiplications to the broader 16 government spend. 17 The other question on Mental Health Commissions, 18 Ο. you've said a few things about them. Do you have any views 19 20 on the Western Australian model, where the Mental Health Commission actually allocates funds as distinct from having 21 just more of that independent reporting and advocacy role? 22 Yes, I do. I need to be cautious in what I say, 23 Α. 24 because I'm currently participating as part of a review of the clinical governance of the public mental health 25 services in Western Australia, and we're due to provide a 26 report to the Minister very soon. 27 28 29 I think there are advantages - potential advantages and potential disadvantages. In the review that I've been 30 a part of, I think I've seen evidence of both of those. 31 32 One of the advantages in holding the budget and 33 undertaking the purchasing is, they have more capacity to 34 make decisions about - I guess, that help to drive the 35 reform, so to change the pattern of expenditure, and 36 37 certainly in Western Australia what you've seen is that they have had a significant increase in the funding to the 38 non-government organisations and that's been a very 39 positive and well received thing. 40 41 I quess the challenge is - well, I see a couple of 42 challenges - but one is, I have a level of concern about 43 separating mental health off from general health, and 44 indeed certainly it was evident in Western Australia, 45 there's still significant mental health expenditure that 46 comes out of the general health budget: for example, for 47

Emergency Departments, for consultation liaison services, 1 2 et cetera. What we've seen in Australia, around the whole of Australia, not just Western Australia, is increasing 3 4 presentations to the Emergency Department.

I think you potentially increase the fragmentation of 6 7 the system and there's a potential for a lack of clarity as 8 to who's responsible in terms of the monitoring of that because you have the system manager role that's trying to 10 take the overview.

12 So, I think that there are pros and cons to it. Т 13 guess it's for a government to actually look at that and make a decision about whether or not it should be a 14 15 fundholder or not.

What I can say and I think is on the record, there's 17 been various reviews in WA, including a review by 18 Professor Mascie-Taylor in 2017 which looked at the safety 19 and quality systems in WA and made the comment that he 20 thought there needed to be a review of mental health 21 services in WA, which is part of the reason that I'm 22 involved in the review I'm in now. 23

The Sustainable Health Review that was published 25 earlier this year led by Robyn Kruk, who is well-known as 26 the former CEO of the National Mental Health Commission 27 amongst many other roles, also made the same recommendation 28 that there needed to be a review of mental health, and 29 particularly the clinical governance, and that I think is a 30 reflection of the fragmentation that has been experienced 31 in WA, and they actually use the words of "complex and 32 confused." 33

I do think caution is wise in thinking through where 35 the funds are best held. 36

And finally, on the Commission: an independent 38 Ο. Commission still is attached to a Ministry? 39 40 Α. Yes.

Central agency or Health Department: do you have any 42 Q. views on the pros and cons? 43 I do indeed and, as I said earlier, I think my views 44 Α. have probably changed somewhat over time, but I do believe 45 that they should be central agency and they should be 46 independent. 47

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2 COMMISSIONER McSHERRY: Q. Thank you very much for your statement and for your evidence. I was just wondering if 3 4 you have a view on the peer workforce and perhaps how that could be developed as part of a system-wide approach? 5 Yes, look, I think the peer workforce is a very 6 Α. 7 important element of our workforce, and unfortunately far 8 too small at this point in time. I think there's a growing 9 body of evidence for the role that peer workers can play in 10 a service, and very much welcomed by those with lived experience and who are seeking services. 11 12

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13 There's a role really right across the board in terms of, from Emergency Departments, acute units, community 14 units, rehabilitation services, for the peer workers to 15 16 play a very prominent role, and of course they're a big 17 part of services in the non-government sector as well. We need to see a concerted effort to actually increase the 18 presence of peer workers across services, in clinical and 19 20 non-clinical settings, across the whole of Australia.

Q. In your view, do you think that Mental Health
Commissions perhaps develop that voice of those with lived
experience?

Look, I think one of the important roles for having a 25 Α. Commission is actually to be out there hearing from those 26 with lived experience, and it's not a one-off thing, it's a 27 continuous process. But then, to be actively listening, 28 29 hearing the accounts that people are telling them, and then taking that back to government and, in a sense, translating 30 it to government in terms of what it means for the 31 experience of people in everyday life. 32

And again, not just in the health settings alone, but in these other settings, in terms of, what's happening in the prisons, what's happening in the police response, in the ambulance response, what's happening in child protection. All of these interface for people and in the lives of people with mental health issues. I mean, not everyone has those, but you know what I mean.

The Commission has an important role to actually take that voice and take it to the departments and to government more broadly.

46 CHAIR: Q. I just want to follow-up on the issue you
47 said about your concern about the potential of separating

out fund holding for mental health, particularly hospital-based mental health services from the broader health system.
Does your concern also hold true in relation to community-based service provision, or do you think there's

community-based service provision, or do you think there's
different considerations in relation to that?
A. I'm not entirely sure I'm following what you mean by
that.

So, you said in your evidence to Professor Fels' 11 Ο. 12 question about the value of a Mental Health Commission being a fundholder, and you said you had reservations in 13 relation to whether or not splitting off fund holding for 14 mental health services would advantage or disadvantage 15 16 mental health because of the broader contribution from the health budget, particularly for Accident and Emergency and 17 other departments. 18

19 A. Yes.

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Q. Would you hold the same concern about separating off
 community-based mental health services from hospital-based
 services?

A. Oh, absolutely. Hospitals and community services need to work in an integrated fashion, and really, we should be trying to minimise the need for hospitalisation by providing as much services in the community as we can, and that's both clinical and non-clinical services.

If you have separate fundholders for community and 30 inpatient, I can just foresee issues. And, of course, the 31 problem is, if there is a shortfall in one, so for example, 32 if the community services are not providing the level of 33 service required to meet the need, where are people going 34 They're going to go to the hospital, they're going 35 to go? to go to the Emergency Department and get admitted to the 36 37 inpatient unit. And discharge from the inpatient unit, safe discharge, relies on having accommodation and then the 38 appropriate supports in the community, whether it's 39 clinical or non-clinical. 40

But, if you've got two separate parts of the sector funded by different fundholders, it's to my mind a recipe for, not necessarily disaster, but probably not much short of that.

47 CHAIR: Thank you.

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2	MS NICHOLS: May Dr Brown be excused?
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4	CHAIR: Yes, thank you very much for your evidence today,
5	Dr Brown.
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7	MS NICHOLS: Is it convenient to take the lunch break now?
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9	CHAIR: Yes.
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11	LUNCHEON ADJOURNMENT
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13	UPON RESUMING AFTER LUNCH
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15	MS NICHOLS: Commissioners, the next witness is Robert
16	Knowles, I call him now.
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18	<pre><robert [2.05pm]<="" and="" examined:="" ian="" knowles,="" pre="" sworn=""></robert></pre>
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20	MS NICHOLS: Q. Mr Knowles, have you had a number of
21	positions throughout your career in the area of mental
22	health and healthcare policy reform and governance?
23	A. Yes.
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25	Q. Including, you were a member of the Victorian
26	Legislative Council from 1976-1999?
27	A. That's right.
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29	Q. You were from 1992 to 1996, the Victorian Minister For
30	Housing and Aged Care?
31	A. Yes.
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33	Q. And between 1996 and 1999, the Victorian Minister for
34	Health and aged care?
35	A. That's right.
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37	Q. Were you a Commissioner on the National Mental Health
38	Commissioner?
39	A. I am.
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41	Q. And a former Chair of the National Mental Health
42	Commission?
43	A. That's right.
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45	Q. Are you currently the Chair of the Board of the Royal
46	Children's Hospital, Melbourne?
47	A. I am.

1 2 Q. And the views you express here today are your views? 3 Α. They are. 4 As opposed to representing any organisation? 5 Q. That's right, yes. 6 Α. 7 8 Q. Have you prepared a statement addressing the questions 9 we have asked of you? 10 Α. Yes. 11 12 Ο. I tender the statement. [WIT.0001.0059.0001] Mr Knowles, as a Member of Parliament, how were you first 13 exposed to the systematic issues relating to mental health? 14 There were two aspects, I guess: the first was that 15 Α. there were two then mental hospitals in my electorate, 16 Lakeside, Ballarat and Airedale in Ararat, and there were a 17 series of reports over the years which highlighted some 18 pretty appalling experiences that people had within those 19 20 institutions. 21 And then, when de-institutionalisation started to 22 occur in the early 1980s, there were a number of former 23 24 boarding houses in Daylesford which was in my electorate that became special accommodations, and there was a 25 decamping of a significant number of residents from 26 previously those mental institutions relocated to 27 Daylesford with an absolutely scarcity of any local support 28 services for them and that generated a great deal of 29 community concern in that community. So, it was that 30 background that I felt the way as government and a 31 32 community we responded to those with quite complex needs left an enormous amount to be desired, and I did hope that 33 34 I might some time have an opportunity to make some

37 What were the forces or the circumstances that allowed Ο. de-institutionalisation then mainstreaming to come onto the 38 political agenda with such concentrated attention? 39 Α. Well, it came to a head, I guess, in 1992 when we 40 41 became the government. At that stage, the Victorian 42 economy was experiencing some fairly turbulent times, the demise of a lot of manufacturing industry, the Pyramid 43 44 housing cooperative collapse, the loss of the State Bank, so there was a general malaise in the economy and that had 45 46 a significant impact on State Government revenue. 47

contribution to rectifying that.

When we became government, we were advised by Treasury that the State's finances were unsustainable and, to bring the budget in to balance required a reduction of 10 per cent recurrent expenditure over a two year period, which was enormously challenging, particularly for those Ministers who had responsibility in the social policy area.

8 Marie Tehan was my colleague in the first term as 9 Minister for Health, we worked closely together; and we 10 determined that, even though we were going to have to reduce government expenditure, we did want to improve 11 12 outcomes and provide more services. And, in mental health, 13 that became a particular challenge as I think there was an acceptance that mental health had been a neglected area of 14 15 government expenditure, and to reduce that by 10 per cent 16 was quite challenging.

What we became aware of is that a large - a 18 significant, I wouldn't say a large - but a significant 19 20 proportion of that expenditure was being expended in maintaining old obsolete buildings, large areas of gardens 21 and parklands, and so, the decision was taken that if we 22 could in fact close those, open modern facilities, we could 23 24 treat more people but at a lower recurrent cost. We were enormously assisted by the then Federal Government who'd 25 introduced the Better Cities program providing capital 26 funds to the states and territories for them to redevelop 27 urban infill, particularly in metropolitan areas, and we 28 used those funds to provide the capital for the development 29 of the new services as part of the general hospital system, 30 and that was an important decision to try and get some 31 local accountability to the way those services were 32 operated, and to recognise that you can't separate out 33 mental health from physical health, that they're 34 interrelated, and people with a poor mental health are more 35 likely to have a poorer physical health. So, it was seen 36 important that we in fact construct those new services. 37

We also took the opportunity of getting a betterdistribution of those services.

Q. I might just take you back a little bit just to
summarise in terms of the factors driving such a major
change. So, are you saying you had really a coincidence of
Federal Government funding under the Better Cities program
and an understanding that you and your colleagues arrived
at, that you could in your assessment provide better care

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and treatment for people but at a lesser cost: is that 1 2 really the constellation of factors? Yes, and when I say "at a lower cost", it wasn't 3 Α. Yes. 4 at a lower cost of the clinical services, that was consistent, but the overall costs were reduced because 5 there was a less expenditure on poor infrastructure 6 7 maintenance. 8 9 Yes, so you changed the approach to infrastructure, Q. 10 and therefore changed the costs of infrastructure maintenance --11 12 Α. Yes. 13 -- and that coalesced with a different approach, which 14 Ο. we'll talk about in a moment, in terms of how the system 15 16 should be structured. 17 Α. Yes. 18 Do you think, on reflection, you would have had one 19 Ο. without the other? So, it was a budgetary measure as well 20 as a different approach to the whole system? 21 If we hadn't been faced with the budgetary 22 Α. difficulties? 23 24 Q. 25 Yes. I think it might have been a little more challenging. 26 Α. When you have to reduce expenditure by 10 per cent 27 recurrent funding over a two year period, the status quo is 28 29 not an option, and that was broadly understood and accepted by the Victorian community, so it did allow government to 30 adopt more radical changes than what is sometimes possible 31 when the broader community don't see the need for 32 systematic major change. 33 34 Can I ask you, what was bound up in the notion 35 Ο. I see. of mainstreaming? 36 37 Α. There are a couple elements of that. One was to recognise a quite different approach to the historic 38 approach, where historically almost all of the expenditure 39 had gone in bed-based services in those large old 40 41 institutions. There was a recognition that we needed to 42 develop a much broader range of community support services. 43 44 There was a recognition that the vast majority of 45 people with a mental health issue did not require 24-hour care, that generally that can only practically be provided 46 in a concrete setting. So, there was a recognition that 47

2 and so, would need interaction in a service. 3 4 There was a recognition that these people also had significant physical health needs, and that those needs 5 needed to be met as much as treatment and care for their 6 7 mental health issues. 8 9 We also wanted to get - because our then service 10 structure really reflected history, which meant most of the institutions were in relatively inner-city Melbourne or in 11 12 the major provincial towns, often within those towns in 13 quite isolated circumstances. Whereas, I think history had shown that our public health services are more centrally 14 located for communities, and so, it made a lot of sense to 15 16 build those new bed-based services where they were required 17 as an integral part of the public hospital system. 18 19 And, did that lead to the development of the catchment Ο. 20 system? Yeah, well, that was the way in which we tried to 21 Α. ensure a rational distribution of those public mental 22 health dollars. I think the plan was, our planning divided 23 24 the state into, I think it was about 28 districts, then there was a pro rata allocation of beds, community-based 25 services; we established Crisis Assessment and Treatment 26 teams which were meant to be the frontline response to 27 those experiencing psychosis, so that they got better 28 29 access to the system with immediate treatment. So, it was quite a sophisticated plan, but it was seen as a starting 30 base. 31 32 Unfortunately, I think some of those decisions have 33 taken on a rigidity which has worked to the detriment of 34 those who experience mental health issues. 35 36 37 Reflecting on that point, what aspects do you think Ο. have taken on a particular rigidity? 38 I think identifying that people can only access these 39 Α. services within a geographic area, that they must meet 40 41 certain criteria. We would never accept that in our general health services: I described it as "The last of the 42 Soviet systems", I think it's appalling. 43 And we can't 44 really talk about a patient-centred system if we dictate to 45 patients specifically that they can only access services through a particular provider. 46 47

people would get relatively better then perhaps relapse,

What was the essential model of governance that you 1 Q. 2 and your colleagues put into the system back then? We already had the model of, in terms of local 3 Α. 4 management of the public hospital system, that brought an 5 element of local accountability because it was very clear from a series of reports that there was very little 6 7 accountability for inappropriate staff behaviour in the 8 previous system which was all centrally managed. 9 10 There were some statewide services that were

designated as providing coverage, and they were managed centrally or managed by a particular service for the statewide provision. It was a conscious decision and I think it did lead to an improvement in that local accountability.

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I guess, in an ideal world, we might have started from 17 scratch but we weren't in an ideal world. 18 Some of the staff that had worked in the system had themselves become 19 20 quite institutionalised, and I think some of them found it difficult moving into a different environment where there 21 was a much stronger local accountability through local 22 management systems, but the cost of doing it differently 23 24 was just beyond the capacity of the state to fulfil.

Was there an apprehension that, in a devolved 26 Ο. governance model, there could be a drift of money allocated 27 to mental health to general health? 28 Yeah, although the funding was in program-specific, so 29 Α. services had to acquit their expenditure consistent with 30 the requirements of the program. 31 And I quess, there was some nervousness, particularly amongst some of the 32 clinicians, that there would be a drift. 33

There was also some concern that there would be a drift in the complexity of patients being treated, and I think there was concern that, particularly in the early days, we ensure that those with the most complex needs were still able to access services.

I think, with the scarcity of growth funding, I think that's become quite problematic now that they're the only people that are able to access support through the public mental health system.

46 Q. Can you elaborate on that a little?47 A. People have to be diagnosed as having a quite severe

complex mental health issue before they generally are able 1 2 to access the public mental health system. Our primary care system generally picks up the needs of those with much 3 4 less complex mental health needs, if I can put it that way: 5 that doesn't mean they don't have significant needs, but generally the primary care system is able to meet those 6 7 But there is a group between that that is severely needs. 8 compromised and do have enormous difficulty in accessing 9 appropriate care.

If I could just give one example, at the Royal 11 12 Children's Hospital we do have a public mental health 13 program, but it's specified for inpatient adolescents. But we probably provide more treatment and support for children 14 15 with mental health issues from our general program budget 16 than we do through the public mental health system and, if we didn't do that, there'd be a significant number of 17 children and their families that would not have access to 18 19 appropriate treatment.

Q. Just going back to the early 1990s, was there an
overwhelming community support for de-institutionalisation
and then mainstreaming?

A. There was overwhelming support from those who advocate in the field, but I think there was a proportion of the population who were apprehensive, maybe through ignorance.

I mentioned the experience of the Daylesford community. One could well understand the apprehension in that community about de-institutionalisation and mainstreaming, because they'd seen it occurring without a comparable development of community-based support systems and services.

As I said, there were a number of former boarding 35 houses or guest houses that had become special 36 37 accommodations. The only provision of mental health services was a psychiatric nurse half a day a week, it was 38 hardly an adequate support system, and so many of those 39 former residents of the mental health institutions were 40 41 really just at a loose end during the day, wandering the streets of Daylesford. 42 43

44 So, one could understand, but I think those of us who 45 were passionate about it were pretty confident that, if we 46 got the service system right, then in fact, not only need 47 the community not be concerned, but there would be much

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better outcomes from those who were experiencing mental
 health issues and their families and those who supported
 them.

Q. Going forward, do you think that since that time mental health in Victoria has ever been adequately funded? A. No. Nor has it ever been adequately funded anywhere in Australia.

I can perhaps just quantify that a little. Some years ago I was one in quite a large group of people that looked at, what would a modern mental health system in Australia what might that look at, looking at both a community-based service system, through to an adequate range of bed-based services covering the different age groups and it was quite a detailed exercise that took a couple of years in the undertaking.

19 Unfortunately, the report's never been released, but I 20 can say that the costing of that showed the then mental 21 health system was at least 40 per cent underfunded in terms 22 of being able to provide that balanced integrated service 23 system. I suspect the figure would be now significantly 24 more than that.

Q. How do you think the funding compares with the burden
of disease for mental health?
A. I think the funding is about 7 or 8 per cent of the
total health budget; the burden of disease is, what, around
11 per cent, so there is an enormous gap between the

31 proportion of the health budget spent on issues around 32 mental health as opposed to the need, as mentioned, by the 33 burden of disease.

What, in your view, are the reasons why mental health 35 Ο. isn't better prioritised, including for more funding? 36 Well, frankly, I don't think it's been accepted by 37 Α. policymakers as a mainstream health issue, and I think that 38 is just fundamental, that we have siloed mental health as 39 if somehow completely unrelated to physical health, and 40 it's an irrational siloed response. 41

I think there's some stigma around mental health. I
think organisations like Beyond Blue and others have done a
lot about reducing the stigma of depression and anxiety,
but I think there's still enormous community stigma around
some of the psychotic illnesses, and I think that plays

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1 into that lack of priority.

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Can I ask you to perhaps drill down into that concept. 3 Ο. 4 What's the connection, in your view, between a perception about community-held stigma for certain kinds of mental 5 illness, and the challenges governments face in 6 7 prioritising mental health, including in funding? 8 Α. Government is often about leading as well as 9 responding: I'm not one of those that subscribe to the view 10 that governments only respond to popular community sentiment. I think experience tells us that can change 11 12 quite dramatically very quickly, so it's not a good basis 13 for making public policy or then implementing public policy. 14

But I think a rational examination shows that the cost of mental health issues to the Australian economy is very, very significant in terms of lost days in sickness, in underemployment, in the lack of economic participation.

I think the work that a number of bodies - the Productivity Commissioner currently has got an inquiry going, the work that the Mental Health Commission have done in the past, and a number of other inquiries have shown that it would be an economic rational thing to do to invest significantly in mental health programs that would have an economic return to the country.

So, I think governments are generally concerned to ensure the economy continues to grow, that's what dictates the living standard we all enjoy, so I would argue that good government would say, here is a rational, sensible economic argument as to why we need to invest more, and that ought to be a motivating rather than necessarily what might be community sentiment at any given point.

37 Are you suggesting that perhaps historically a Ο. perception about community sentiment might tend governments 38 away from what is an economically rational decision to 39 prioritise mental health? 40 41 Α. It might have. I think there are some within government who - mind you, they say this about health 42 generally rather than just mental health: as health is a 43 bit of a black hole, you keep pouring more resources in and 44

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There is an interesting argument though, while

the demand keeps coming for even more.

advances in technology have replaced a lot of labour in 1 2 many areas of the economy, there are three areas that that's not true: education, health and symphony orchestras. 3 4 All of them are labour-intensive and will remain labour-intensive into the foreseeable future. 5 6 7 Certainly the first two, education and health, are 8 major economic drivers for an advanced economy like 9 Australia, so I would argue that good government would see 10 these both areas as sensible areas of investment. 11 12 One of the things you've said in your statement on Ο. 13 this topic is that perhaps there's not a full appreciation of the treatment possibilities in mental health. 14 15 Oh, absolutely I think there's a bit of a view that Α. mental health issues can be just areas of despair. 16 Т think, while we still need to make more significant 17 advances, we are constantly making advances in how to 18 respond to those with mental health issues. 19 20 I think one of the problems that we have is that our 21 system is so stretched that we do not get sufficient 22 response for early identification or early indicators, and 23 24 I think that would lead to much better health outcomes if we could develop a system that was able to respond earlier 25 to indications of where issues are arising or where a 26 person is deteriorating. 27 28 29 It is, I think, appalling that many people when they do contact public mental health service, they're told, "I'm 30 sorry, you're not sick enough, wait till you're sicker then 31 come back." We would find that outrageous if we said that 32 in a public health service. 33 34 Does the way in which responsibility for mental health 35 0. is allocated affect its prioritisation in your view? 36 37 Yes. Α. 38 How so? 39 0. My view is that the Minister responsible for health 40 Α. needs to be the person responsible for mental health. 41 42 And, why is that? 43 Ο. 44 Α. Because I think they are so interrelated. Australia's experiencing significant growth in chronic illness. 45 For those with more than one diagnosis in chronic illness, it's 46 highly likely that one of the diagnoses will be a mental 47

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health issue. You can't separate out the treatment of
 diabetes from the treatment of depression, anxiety, if the
 person's experiencing both those.

I go back to the point I made about the Royal Children's Hospital, where it would be inconceivable that we would be treating a physical condition in a child if they're also experiencing anxiety and we ignore that or said, "That's someone else's responsibility." That is a health issue that ought to be confronted by the health system in its totality.

- 13 Q. Yes, I think you've said in your statement that, if you don't silo mental health, if you stop the siloing, it 14 15 forces the managers or the owners of the system to grapple 16 with its problems more directly? And then think about, how do we get 17 Α. Yes, absolutely. better ways of managing this issue. I can think of one 18 example that, fortunately the Royal Children's Hospital has 19 20 been funded to extend our Emergency Department because of
- 21 growth in demand. We're taking that opportunity to think 22 about how we develop part of that expansion to more 23 appropriately facilitate those who present with behavioural 24 issues, whether that is a mental health issue or other.
- Because, a typical Emergency Department is the most 26 inappropriate place, with noise and lights, for someone 27 experiencing psychosis to enter. So, how do you develop, 28 not completely separately from the Emergency Department, 29 but how do you develop access that is appropriate to the 30 needs of that person? And that can only happen if you 31 think about the operation of the Emergency Department in 32 its totality, not as two different silos. 33
- Q. And, if you were to have a single point of accountability for health, including mental health, in your ideal world would you have a separate budget for mental health?
- You might have aspects of a program which go 39 Α. specifically to meet a mental health need, but you would 40 41 have some outcome measures that you would require a service to provide from a general budget with possibly specific 42 programs, as we currently do. We have a funding stream for 43 44 the operation of emergency departments; that is quite 45 explicit and has to be acquitted for that expenditure for that purpose, but the general operation of the hospital 46 comes through a general budget program. 47

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1 2 Ο. While we're on structures, is it your view that community-based mental healthcare should be tied to 3 hospitals or not? 4 Not necessarily. One of the experiences I think is 5 Α. fairly well accepted, is that there is a tendency for 6 7 hospitals to constantly want to drag patients in. One of 8 the organisations I'm involved with is an organisation of 9 Silver Chain which is a very large now national 10 organisation, originally started in Perth, that provides home-based healthcare and palliative care, and particularly 11 12 those working in palliative care. The clinicians frequently made the point that if they had access to beds 13 at 2 o'clock on a Saturday morning when a crisis hits, they 14 15 would relocate the patient. The fact that they don't have 16 access to beds forces them to work harder to provide 17 treatment and support. 18 So, there's no perfect model that fits all 19 20 circumstances, and there will be circumstances where, in practical terms, the organisational structure can only be a 21 hospital based service delivering those services, but I'd 22

want a mix so that you can actually compare and contrast 23 24 the outcomes. 25 I think some of the best innovation has occurred 26 through community-based organisations not bound by a long 27 So in my ideal world I'd have a mix of providers, 28 history. community-based, hospital-based, particularly if you 29 develop some good outcome measures, you can actually 30

31 provide significant information to consumers that enable 32 them to then drive the way services operate.

I think we've constantly got to look at, how do we further empower consumers because I think they can become a significant driver of innovation, improvement and better outcomes.

Q. We asked you a question which you've answered in your written statement, and we asked, what would it look like to properly prioritise mental health. The first point you made was:

44"We'd need capital injection to build more45appropriate facilities."

46 47 How important is that?

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A. That's in terms of a more sensitive entry point,
either through co-location with an Emergency Department or
a community-based treatment service. My priority is, how
do we build the community-based sector.

Every report that's been done in mental health over 6 7 the last 20 years, they have consistently made the same 8 point: our first priority is not more beds, it's actually 9 building the community sector. We might need more beds, 10 but let's get better utilisation of the services that we There are people who are in hospital, not 11 have now. 12 because they necessarily need to be in hospital, but it is 13 the lack of appropriate treatment and support services outside of a hospital that keep them there. 14

I think there are a number of examples where very good - sometimes called step-up, step-down, sometimes called rehabilitation units - but it provides ongoing support in that transition back to independent living, and then those people being supported in their independent living.

I think we need to recognise that, if people are going to live in the community, they need access to secure, appropriate housing; they need access to activity, whether that is employment, education or just social connectedness; all of those things go to improving the health outcome for those individuals and those who are supporting them.

So, by priority is how do we further invest in the development? I think we also need to recognise as a priority, we need to significantly invest in developing the workforce. There is a huge shortage in that area, and it's silly to talk about a substantial expansion of the mental health capacity of the service system unless we significantly invest in the attraction and development of an appropriate educated workforce.

39 Q. You

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You also said in your statement that:

"We need a five year program of

priorities."

A. Yeah. It might actually even take longer than that,
but I think a five year priority with some measurable
outcomes is an important way of ensuring that we continue
to expand.

1 2 If we are to achieve the outcome that I said, where expenditure somewhere near equates with the burden of 3 4 disease, that's probably larger than a five year program, that's probably a 10 year, if not a generational program. 5 But there needs to be a well articulated plan with the 6 7 priorities set out that means that the investment will be 8 sensibly used, but then measuring the outcomes and, if it's 9 not, then adjusting the plan accordingly. 10 Are you saying you need a detailed plan of that kind 11 Ο. 12 over a very long period but with measurable outcomes over 13 shorter periods of time? Yeah, I do, yeah. 14 Α. 15 16 Ο. Is there such a thing as reform fatigue that you've 17 encountered along the way? Well, yeah, there is. We've experienced a little bit 18 Α. of it with the restructure of mental health services. 19 20 Human beings, we quickly become settled and that's the way we like to do things. 21 22 But the reform that I'm talking about is more a 23 24 development program rather than a fundamental change. There will be changes in the way the service operates, but 25 I think that change will hopefully be seen as delivering 26 better outcomes and therefore - you know, the reform we had 27 was a fundamental change in the way people were being 28 employed, the way they were being managed, whereas the 29 planning that I'm advocating for now I think is more a 30 development of a service system rather than a fundamental 31 reform of the way the system's currently structured. 32 33 We've heard evidence from another witness in the 34 Ο. Commission that, once that fundamental reform was put in 35 place, it was a bit of set and forget and there wasn't 36 37 enough constant re-evaluation: what do you say about that? Α. Yeah, I'd agree with that. That's why I think 38 accountability is an important component of, particularly 39 if we are looking at a substantial increase in investment, 40 41 I think the community's entitled to know that this is 42 actually leading to improved outcomes. 43 44 And accountability at what level in that context? Ο. I think at two levels: one is at a state level, that's 45 Α. an overall system reform; but one also needs accountability 46 in terms of the way services are operating and delivering, 47

so I'd argue for accountability both locally - one might 1 2 even want it at a regional level as well as at a state level. 3 4 5 At state level, what are the levers for achieving Ο. accountability, do you think? 6 7 What are the? Α. 8 9 Levers? What makes the state accountable? Ο. 10 Well, I do like the concept of an independent Α. evaluator; that can take a number of forms, but what it 11 12 requires are some measurable outcomes. 13 14 I've been highly critical in the past: we've had 15 national mental health plans which have been five year 16 plans, and they've supposedly been evaluated. To start with, the plans outline a range of activities but don't 17 have any specified outcomes. And so, when the evaluation 18 occurred is, well, yeah that activity occurred. 19 In my 20 view, that's not accountability; accountability is that, we're going to set some outcomes in terms of the population 21 accessing services and then actually measuring, is that 22 I think there's a lot of evidence now that less 23 occurring? 24 people are accessing aspects of mental health services than what they were. That's a very poor outcome. 25 26 In terms of accountability at a more local level, you 27 Ο. said that DHHS should think about how to put mental health 28 better into its statements of priorities; that requires of 29 the hospitals and Area Mental Health Services: do you want 30 31 to say any more about that? Yeah, I do, and that is, that we have to then develop 32 Α. the outcomes that we want to measure. 33 At the moment, we simply measure whether or not beds were occupied. 34 So, hospitals are funded in public mental health for activity, 35 not for outcomes. 36 37 Now, at the Childrens we're developing internally some 38 outcomes that we want to measure whether or not we are 39 delivering the outcomes that families are entitled to 40 41 expect through receiving treatment: they're the sorts of 42 measures I'd like to see the department develop as part of the Statement of Priorities against which health services 43 44 are held accountable. 45 At the Children's Hospital, has that just been an 46 Q. initiative of the hospital itself? 47

A. Yes.

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Q. And led by the clinicians or the board or both? A. Both. We set out - I guess when I joined the board of the hospital, I made it clear that mental health was one of the areas that I was fairly passionate about, so we've pushed it as part of our strategic planning. We freely admit we've still got a significant way to go, but I think we've made some significant advances there.

And, working with the Murdoch and Children's Research 11 12 Institute, we've prioritised mental health as one of those 13 areas of research. Because again I think in this country we have underfunded research into mental health, and by and 14 15 large that reflects the nature in which the Federal 16 Government have historically funded research, it has to be a competitive research grant, and by and large that works, 17 but it also favours those areas of disease where more 18 researchers operate. So it becomes a bit of a chicken and 19 20 the eqq: until you build the capacity, you're unlikely to get the fair share of the research funding. 21

Now, fortunately I think the new program the 23 24 Commonwealth have released, and they've identified mental health as one of those priority areas for research, it does 25 start to give us the ability to build that capacity to 26 attract the brightest minds to further undertake research 27 in this area, which is very important for the ongoing 28 development of better treatments, better evidence for what 29 works and what doesn't. 30

Just picking up on a comment you made earlier about, 32 0. there's a number of reports that have happened over the 33 last 20 years that all say the same thing: do you have any 34 observations about why, in mental health, we're quite good 35 at reaching conclusions about what should be done, but we 36 have to keep telling ourselves the same thing? 37 Yeah, that's right. Probably, if we spent half the 38 Α. money we did on reports on actually implementing reforms, 39 we'd all be better off. 40

I think there are a couple of things, and I'm really interested in, and I hope the Commission will set some priorities, because I think that's what might have been lacking a little in some of those reports: that it says, here's a whole host of things that have got to be done and policymakers, or those who manage look at those and think,

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well, yeah, that's right, but what do we do first? 1 2 Whereas, I think we do need to not only develop a 3 4 plan, but then set some priorities as to what comes first, and some of those will be about building blocks. 5 Some of it will be about trial and error, about supporting the 6 7 development in a particular locality; having a requirement 8 that, if it works there, what are the significant issues 9 that led to it working so that it can be replicated. 10 I guess I'm one of those, if you get a little nervous 11 12 about pilots, we've had endless pilots which often show they work, but then a lot of funding runs out and they 13 disappear. And sometimes it's because the pilot might have 14 worked in a particular instance, but there were particular 15 16 aspects that enabled it to work without anyone ever identifying what were they, and how do we make those 17 transferrable both geographically and organisationally. 18 19 20 MS NICHOLS: Thank you very much Mr Knowles. Chair, do 21 the Commissioners have questions? 22 I just have one, thank you very much, 23 CHAIR: 0. 24 Mr Knowles. One of the issues that you identified in your witness statement, and has also been raised at this Royal 25 Commission is, you talk about the evolution after 26 de-institutionalisation, and also talked about what 27 happened with the creation of the CAT teams. 28 29 You mentioned that they came out of the police 30 shootings and a range of other things at the time, and you 31 went on to conclude that: 32 33 "Over time the CATTs became staffed with 34 people who had more limited experience and 35 police have progressively resumed their 36 37 role as the frontline response." 38 39 Can you talk to us about what concerns you about that evolution back to police being the frontline response for 40 41 mental health? 42 Indeed. It was envisaged that the CAT teams would be Α. the frontline, and therefore by definition you would hope 43 44 that you would attract the most experienced staff that had 45 the expertise and the experience to be able to respond. 46 I think what we found within a short space of time 47

though, that many of those CAT teams were being populated by very young graduates who perhaps did not have the level of their experiences to being able to respond; a level of concern that there was a risk of violence and, therefore, the police tended to then become the first line.

There are two things: one, I'm not sure that we adequately train all of the police well enough as to, what is the best way to respond to someone in crisis. Secondly, it might be better to think about, is it possible to develop a combined response which is both an experienced mental health personnel as well as a police presence?

I think it can be quite traumatic, both for the individual and for their family, if the frontline response is a police response. Now, that's not to denigrate in any way the role of the police, but if you look at it from the person with the mental health issue, it's probably not the best response.

There have been some experiences overseas where they explicitly train a significant proportion of the police force to how to most appropriately respond, and then to actually follow up with the same police officer seeing the person after they've recovered illness, so that the police get a much more balanced view of the human being, rather than seeing the human being only at the time of crisis.

I do think we need to be a bit more innovative and imaginative in the way we develop that first response to a person in crisis, and I think that goes fundamentally to then, well, what is their entry into the treatment system and how we get a better pathway in.

I think pathways in, pathways out of treatment, are equally important and I don't think we do either of that very well in our current system.

39 CHAIR: Thank you. Thank you very much.

41 MS NICHOLS: May Mr Knowles be excused?

CHAIR: Yes, thank you very much for your witness
statement and evidence today, Mr Knowles.

<THE WITNESS WITHDREW

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The next witness to be called this afternoon 1 MS COGHLAN: 2 is Adjunct Professor David Plunkett, and I call him now. 3 4 <DAVID JOHN PLUNKETT, affirmed and examined: [2.59pm] 5 MS COGHLAN: Thank you, Mr Plunkett. You provided a 6 Ο. statement to the Commission? 7 8 Α. Yes. 9 10 I tender that statement. [WIT.0001.0069.0001] You are 0. The Chief Executive Officer at Eastern Health? 11 12 Α. Correct. 13 14 You have the following qualifications: you're a Q. 15 graduate from the Australian Institute of Company 16 Directors, January 2017? 17 Α. Correct. 18 You have a Master of Business Administration? 19 Ο. 20 Α. Correct. 21 You have a Graduate Diploma in Business Management 22 Ο. from Monash University? 23 24 Α. Correct. 25 You have a certificate in Perioperative Nursing from 26 Ο. Austin Health? 27 28 Α. Correct. 29 And you are also a registered nurse, or at least you 30 Q. were, in 1988? 31 That's when I graduated, correct. 32 Α. 33 Just in terms of your current role as Chief Executive 34 Q. Officer, you commenced that role in July 2016? 35 Α. Correct. 36 37 What role did you hold prior to that? 38 Ο. Prior to that role at Eastern Health I was the 39 Α. Executive Director of Acute Health and held the portfolio 40 as the Chief Nursing and Midwifery Officer. 41 42 For how long did you have that role? 43 Ο. 44 Α. I had that role for approximately three years. 45 Can I ask you broadly about your role as CEO and what 46 Q. your responsibilities are as you see them, just in a broad 47

1 compass? 2 Α. Yeah. Thank you, my role as CEO is to fulfil the directions of the Board in delivering Eastern Health's 3 4 strategic plan and operationalise those plans, and to deliver a safe, high quality, care system that is timely 5 and is financially sustainable. 6 7 8 Q. One of the things that you deliver is the strategic 9 plan? 10 Α. Correct. 11 12 And that's approved by the Board? Q. 13 Α. That's approved by the Board and then the Minister For Health. 14 15 16 Ο. You also assist to deliver organisational performance in accordance with the annual Statement of Priorities? 17 18 Α. Correct. 19 20 Ο. I'll come to ask you some more questions about the Statement of Priorities in a little while. 21 Can I commence though by asking you about governance and services at 22 Eastern Health, and just really keeping this to quite a 23 24 broad level, just so that there's some understanding of particularly Eastern Health's operations and the scale of 25 it, we'll get to that. 26 27 But just on the issue of governance, the strategy and 28 29 operations of Eastern Health are overseen by a Board of nine Directors? 30 31 Α. Correct. 32 The Board appoints a CEO, which is you, and that also 33 Ο. has to be approved by the Secretary of the Department of 34 Health and Human Services? 35 Α. Correct. 36 37 Then you, in your role as CEO, report to the Board? 38 Ο. 39 Α. Correct. 40 In terms of the responsibility of Eastern Health you 41 Q. say in your statement that it's: 42 43 44 "... responsible for all public healthcare 45 service delivery within its primary catchment." 46 47

Can you just detail what that catchment includes? 1 2 Yes, thank you. Eastern Health's primary catchment Α. covers 2,800 square kilometres, and largely goes from the 3 4 Box Hill region out to past Healesville and beyond. There are approximately 790,000 people within that community and 5 we provide services across acute health, subacute care, 6 7 mental health, drug and alcohol, community health for that 8 population. 9 10 In terms of the catchment that you've described, the Ο. catchment for mental health services differs in some small 11 respects from the catchment of physical health services? 12 13 Α. Correct. 14 15 I'm going to ask you about that later on, but that's Ο. 16 something that exists within the systems that you provide. 17 Can you also just address then which hospitals and services Eastern Health encompasses? 18 So, our large hospitals are: Box Hill Hospital, 19 Α. 20 Maroondah Hospital, Angliss Hospital, the Peter James Centre, Wantirna Health, Yarra Ranges Health and 21 Healesville Hospital and Yarra Valley Health. We also have 22 our statewide services of Turning Point and Spectrum which 23 24 are located in Richmond, and we have numerous community-based sites which is largely where our mental 25 health services and some community health services are 26 provided from across the catchment. 27 28 Just in relation to Turning Point, that's an alcohol 29 Q. and drug clinic? 30 Α. Correct. 31 32 33 Ο. And then Spectrum is the statewide personality disorder service? 34 Just to clarify, Turning Point is clinical Correct. 35 Α. treatment, research and education for addiction - alcohol 36 and other drugs and addiction medicine. 37 38 In terms of the amount of staff that Eastern Health 39 Ο. has? 40 Α. We have 10,500 staff and volunteers, of which 9,500 of 41 those are paid staff. 42 43 44 They're divided into two main areas of clinical Ο. 45 operations? So, the way that we operate the organisation is, as 46 Α. you said, through two clinical operations Directorates: one 47

of those is largely focused around the unplanned patient, 1 2 unplanned and physical health patient, and the other Directorate has more planned services in it, and that is 3 4 also where mental health - Turning Point and Spectrum are The other corporate also located in that Directorate. 5 Directorates then support those clinical operations 6 7 Directorates. 8 9 What about the Eastern Health Mental Health Program, Ο. 10 how does that fit in? So that fits into a Directorate that we have, the 11 Α. acronym called SWMMS, and so, it fits in there with, as I 12 13 say, other services such as statewide services, and for us they are Turning Point and Spectrum. 14 15 16 Can I now take you to the Statement of Priorities, and 0. just first of all ask you some general propositions about 17 what it is and what its purpose is, and the respective 18 roles of Eastern Health as compared with government in its 19 20 preparation. 21 So, first of all, the SoP, as I'll call it, is agreed 22 each year in accordance with legislative requirements? 23 24 Α. Correct. 25 26 Ο. That's the same across the board? 27 Α. Yep. 28 29 Q. And Eastern Health identifies and aligns its objectives and priorities with government for the year 30 ahead? 31 Correct. 32 Α. 33 There are essentially three parts to the SoP each time 34 Ο. 35 it's prepared? Α. Correct. 36 37 38 Can you just take the Commissioners through those Ο. three parts, please? 39 So, they're called part A, B and C. Part A is one 40 Α. where the strategies are delivered and it is one where 41 there is either mandatory items that must be completed to 42 fulfil government policy or, as mentioned, Eastern Health 43 44 would fit its directions within the broader remit that 45 government have played with respect to their priorities. 46 The number of items in Part A varies each year as what 47

are mandatory items to come from government or the 1 2 department, and then Eastern Health will then fulfil the 3 rest. 4 Part B and C: Part B is activity data or performance 5 data, and that includes things such as waiting list, 6 7 information, emergency access through Emergency 8 Departments. Access through specialist clinics are some 9 examples. 10 Part C is largely the activity levels and the funding 11 12 to go with that. 13 You say in your statement that, once all parts are 14 Ο. 15 developed, that's done separately and they're all brought 16 together for final approval and signing? 17 Α. Correct. 18 Can you just elaborate on that process, in terms of 19 Ο. 20 how it comes to be that that comes together? So, once the guidelines for the Statement of Priority 21 Α. are issued, which happens on an annual basis towards the 22 end of the closing financial year, health services will 23 24 then populate a pre-formed template for Part A for those items that we spoke about. 25 26 27 Part B is largely driven by state performance targets, and therefore the negotiation that you have around those 28 items is really limited to the elective surgery waiting 29 list activity. 30 31 Part C, the financial, is pre-populated by the 32 department and it is the outcome of the annual budget cycle 33 the department sets. 34 35 You spoke about the issue of guidelines before, are 36 Ο. 37 they guidelines that are issued by the Department of Health and Human Services? 38 39 Α. Correct. 40 Just in relation to the input that Eastern Health can 41 Q. have in terms of determining the mental health related 42 strategic priorities: can Eastern Health do that, and has 43 44 it done so? 45 Α. Yes, Eastern Health can include in Part A a priority for mental health, and we have done that in the past. 46 An example of that is where we included an activity to 47

complete the actions from our application of the state's 1 2 10-year mental health plan and we reflected that through the year that it was, it was Year 3 at the time, and we 3 4 included that in Part A. 5 When was that, do you know? 6 Q. Last year, 18/19. 7 Α. 8 9 That's Eastern Health's ability to drive what's in Ο. 10 Part A. What about DHHS's ability to drive strategic priorities for mental health? 11 12 So, I described before about potentially mandatory Α. 13 items that all health services must fulfil, and that is where the department or the government will indicate their 14 15 requirement for health services to focus on a particular 16 item, and it may well be mental health. We could also do 17 that. 18 The other aspect with respect to some area for 19 20 performance is through the annual funding and policy guidelines which also come out at the same time as the 21 template for the Statement of Priorities, and there may be 22 items in there that relate specifically to delivery of 23 24 mental health service. 25 So, can I ask, DHHS's ability to include it is to do 26 Ο. so by making it a specific priority? 27 Correct. 28 Α. 29 Apart from what you've described about recent 30 0. experience, so leave aside the 18/19 or 19/20 31 financial years, can you say historically - so for the 32 10 years preceding that - whether it has been made a 33 specific priority by DHHS to your knowledge? 34 To my knowledge it hasn't been a consistent focus. 35 Α. 36 37 I'll just put something to you that you say in your Ο. statement and just ask you to address it. So, other than 38 those financial years that we've addressed, 18/19 and 39 19/20, you say this in your statement: 40 41 "Prior to this, mental health was included 42 as one of a number of 'actions' that health 43 services could prioritise to address 44 through a deliverable, under the domain of 45 'Supporting healthy populations'." 46 47

So, is that the experience you had then as to the 1 2 level of priority that was given by DHHS? So, that statement is true, that you could select that 3 Α. 4 item. The format that the Statement of Priorities has taken has changed over years, and the level of choice 5 versus prescription has also changed across the years. 6 So, 7 I couldn't say that it has been a consistent option or not, 8 because the format has actually changed. 9 10 But is it true to say that your sense of it is that it Ο. has achieved priority in recent financial years that it 11 12 didn't otherwise appear to have? 13 Α. Correct. 14 15 Can I ask you about prioritisation by the Board, so Ο. 16 directing these questions at the Board of Eastern Health. In particular, what standing agenda items and regular 17 reporting are used by the Board to monitor the performance 18 of Eastern Health's Area Mental Health Service? 19 20 Α. Each month the Board receive a comprehensive report of operations that goes straight to the Board meeting itself; 21 it is supported by a suite of measures which are largely 22 focused around the items included in the Statement of 23 24 Priorities, but they may include other items at the Board's discretion. 25 26 They will review that and determine whether or not the 27 performance that is being reported to them and the action 28 that is being taken to address that performance will result 29 in further action by myself and the Executive Team. 30 31 The board is supported by its Quality and Safety 32 Committee which will receive properties from all clinical 33 programs in Eastern Health, both the areas where harm may 34 occur plus also where clinical care is at the standard that 35 it should be, and will look to seek assurance under their 36 37 obligations that actions are being taken to improve performance. 38 39 An example of what the Quality and Safety Committee 40 41 will receive is a report that we use called, Appropriate and Effective Care, which is just that, is the care that's 42 43 provided by this program appropriate and effective, and 44 that will be presented by the Mental Health Program Leadership Team for the Board to consider whether or not 45 they view that any further action needs to be taken with 46 respect to that. 47

1 2 The information that the Board will receive will be supported by things such as an extensive patient experience 3 4 report which they receive on a quarterly basis, and that will also include the high rated complaints that are 5 received right across the organisation and the status of 6 7 those complaints. 8 9 So, the Board has full visibility of those higher 10 order indicators with respect to how appropriate is the care that Eastern Health's providing. 11 12 13 Q. And so, what occurs, what does the board do if an indicator is not met? 14 So, the Board - if I could reflect the proceedings of 15 Α. 16 the board meeting - they will ask me to articulate what is the cause behind the performance, variation, and also what 17 we are doing about it. And if the Board is not satisfied 18 that I can respond to that appropriately, they will ask for 19 20 further review and analysis of that and for me to report back again next time. 21 22 I'm going to ask you shortly about the Executive level 23 Ο. 24 and those who might inform you about operational matters, but can you give an example of, if there is one, of where 25 an indicator in mental health has not been met and the 26 response by the Board? 27 I can. I can talk about, at times we have had the 28 Α. indicator for seclusion has not been achieved, we have 29 exceeded the number of times that seclusion has been used, 30 and the Board has sought clarity as to the causes for that, 31 and the immediate action that has been taken from that if 32 it was possible to be done. 33 34 The variance from those indicators is largely 35 patient-specific where it was actually a balance in a 36 clinical decision about the most appropriate place for care 37 for that particular client in that example. 38 39 In terms of the Board's desire or inclination to 40 Ο. improve the prioritisation of mental health services, what 41 steps could it take to achieve that outcome? 42 The Board - could you just ask the question again, 43 Α. 44 sorry? 45 If the Board wants to improve the prioritisation of 46 Q. mental health services, what steps could it take? 47

The Board could include that in our annual plan that 1 Α. 2 we have as a health service for what we're going to be It could look to seek further detailed information 3 doing. 4 on the particular topic that they are requesting, and the management team would therefore respond to that to be able 5 to fulfil that. Does that answer your question? 6 7 8 Ο. Yes. Can I also just direct you to some other 9 specific examples that you've given in your statement at 10 paragraph 21: that the steps available to the Board do include actions in the annual SoPs? 11 12 Α. Yep. 13 You've raised this, but actions in the annual 14 Ο. improvement and innovation plan; communication of its 15 16 priorities and expectations to the CEO and Executive Team. 17 Α. Correct. 18 Targeted monitoring and increased reporting, including 19 Ο. 20 discussions with senior staff from the mental health program, which you've raised. Then finally, approval of 21 major expenditure on capital works and other initiatives 22 recommended by management? 23 24 Α. Correct. 25 So, they are things that are available to the Board to 26 Ο. seek to improve the prioritisation of mental health if it 27 so chooses? 28 29 Α. Correct. 30 What factors then influence the level of attention 31 Ο. given by the Board to mental health services? 32 Α. The focus of the Board is an assessment of performance 33 and the level of variation from that. That could be 34 influenced by many factors which include the performance 35 indicators which will be in the Statement of Priorities. 36 37 If we have our performance against internal targets, 38 what is Eastern Health's performance in a particular area 39 against benchmarked peers. It could be related to the 40 41 patient or community feedback, as well as discussions with staff, management, or in fact from knowledge about 42 comparative need across the system. So, it will come from 43 44 a variety of different areas that may trigger the Board to 45 ask for further review and analysis. 46 One of the factors you mentioned was benchmarking 47 Q.

against other services, so how do you share information 1 2 between services to establish that benchmark or understand 3 it? 4 Α. We participate in the Health Roundtable as a benchmarked organisation; however, it does not cover mental 5 health services, and so, the opportunity to have 6 7 independent benchmarked performance is limited in my 8 experience with mental health. 9 10 Just in terms of what you've mentioned about the level Ο. of attention given by the Board and the response that you 11 12 provided, is it your view that mental health receives no 13 less attention than any other area of the service? Is that your view? 14 15 Α. That is my view. 16 And that the attention it receives is commensurate to 17 Ο. the need as it arises? 18 19 Α. Correct. 20 Can I move to ask you about oversight by the Executive 21 Ο. Leadership Team. In your role as CEO, what kinds of 22 regular performance and activity information about Eastern 23 24 Health's Mental Health Program do you receive? So, I receive reports and information based on three 25 Α. domains: timely access to care, and that is largely through 26 our Emergency Departments; the second is with respect to 27 quality and safety and the measures that are reported 28 through our Clinical Executive Committee through to Board 29 quality and safety; and also around financial performance 30 and financial sustainability of the service. They're the 31 three areas that I receive regular reports on. 32 33 The detailed review of that within the Mental Health 34 Program - so I sit at the high level - the program has a 35 detailed scorecard that they review their performance 36 37 against, against their targets on a regular basis, and that goes into much more granular information for them related 38 to the particulars of their service that they run, and that 39 is the same across all of our clinical programs. 40 41 42 Can I just ask you about the Executive Director's Q. You mentioned SWMMS earlier on, so there's an 43 role. 44 Executive Director of SWMMS? 45 Α. Correct. 46 One of the other aspects of the program is having what 47 Q.

you describe as a dual model. Can you just explain how 1 2 that structure works and, I guess, ending with you at the top of that structure? 3 4 Α. Okav. So across our clinical programs we have what we call 43 clinical streams: they are grouped into programs. 5 So, mental health has three streams which are well-known 6 7 around age: so child and youth, adult and aged, they are 8 called streams in our organisation. That's the Mental 9 Health Program itself. 10 Each program has dual leadership: it has a medical 11 12 leader who is titled our Executive Clinical Director, and a 13 non-medical leader as a Program Director, and they lead that service within the Directorate called SWMMS which has 14 15 numerous programs within it. 16 17 Q. And so, they share that role of directorship? 18 Α. Correct. 19 20 And so, you've talked about, I quess, the detailed Ο. reporting: can you just explain at what level that occurs 21 and who is privy to that information? 22 So, the information is most granular at the local 23 Α. 24 level, and then it builds up across the organisation. So, the Mental Health Program clearly see all of their 25 performance around those three domains I described earlier. 26 They then report that to their Executive Director through 27 their own governance - the Directorate's governance 28 program, and then some of those come to the Executive, and 29 then further on to the Board in its various sub-committees 30 or straight to the Board. 31 32 33 So, each area has their own performance measures that they are reviewing on a regular basis, and variance to that 34 is escalated either through a committee or to me via the 35 Executive Director should there be concern about meeting 36 37 the required performance. 38 So, absent not meeting the required performance, you 39 Ο. may not receive it? 40 Α. Depending on its level, and it is based on the 41 Executive Director's view as to what level of risk not 42 43 achieving that plays. 44 45 So, that's ultimately a decision that would be made by Ο. the Executive Director and whether it then flows through to 46 the Board and to you, or to you and the Board? 47

1 Α. Correct. 2 One of the things, and I'll just read this to you from 3 Ο. 4 your statement, is that: 5 "The responsible Executive Director will 6 escalate performance concerns to me if they 7 8 see the need to do so. These concerns 9 usually arise from a variance from 10 performance targets or established criteria." 11 12 13 Α. Correct. 14 15 One of the other things that - you may have already Ο. 16 just covered this, but there's a daily operating system in 17 place each week day? 18 Α. Correct. 19 20 And that is a mechanism by which issues can also be 0. escalated? 21 Correct. 22 Α. 23 24 Q. And again, if it's not resolved at a level below yours, it may make its way up to the Board and the CEO? 25 It will make its way up to me. It won't make its way 26 Α. to the Board. 27 28 I'm going to ask you further down the 29 0. Thank you. track about Eastern Health's own KPIs. I'm going to ask 30 you later about that and how they perhaps complement what 31 the Department of Health and Human Services requires, but 32 before moving to that, can I ask you about funding and 33 prioritisation. 34 35 I'll just take you to a portion of your statement, and 36 37 this is at paragraph 30. One of the questions that was posed to you in preparing that statement was this: what is 38 the scope for you, as the CEO of Eastern Health, to 39 advocate with DHHS for higher funding in mental health in a 40 41 financial year? Can you just address that question, please? 42 So, I have regular forums with the Department to 43 Α. discuss and raise our performance and funding issues that 44 45 may have occurred in the current financial year or into the future for where we may need to go. It is easier to be 46 able to do that with physical health, because there are 47

1 much clearer metrics that can be used to demonstrate the 2 need for increased funding, versus in mental health and in 3 alcohol and other drugs, they're not as sophisticated as in 4 physical health, and so, it is a little bit harder to do 5 that.

7 Also, the need to liaise directly with those areas 8 within the Department to be able to raise those issues of 9 funding requirements is a little more tenuous and takes a 10 bit longer to be able to do that, because you have to do it with a specific area within the Department, rather than 11 12 with the area that's called performance and commissioning, 13 which covers the whole health service but it's predominant history has been around physical health. 14

Q. So, when you are seeking further funding from the Department of Health and Human Services for mental health, you have to specifically seek that through the mental health channel at the Department? A. Correct.

21
22 Q. That is distinct from the channels that you would
23 normally use to seek a funding increase in physical health?
24 A. Correct.

Q. In addition to that, there is a further separate
channel for alcohol and other drug funding?
A. Correct.

And so, what challenges does that pose for you as a 30 0. CEO running a whole health organisation as you do? 31 So, as I mentioned, it takes longer to do that, and 32 Α. you have to make sure that you are talking with multiple 33 areas of the Department to be able to ensure that 34 communication is occurring with all, whilst the specifics 35 with respect to the conversations and the negotiations 36 you're having with mental health happen there, need to make 37 sure that that's in the context of the overall 38 commissioning and performance of the health service through 39 the other area of - the other branch. 40

It does separate it out and also the performance monitoring of the health service, whilst it is intended that all elements of performance of Eastern Health are in one spot, mental health is somewhat separate.

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Q. Can I just take you to a specific part of your

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statement and this deals with funding growth. 1 This 2 question was posed and this is the answer you gave and I just want to ask you about it at paragraph 33. 3 You were 4 asked: 5 "How has the funding that Eastern Health 6 7 receives for the delivery of physical 8 health services grown over the past ten 9 years compared with the growth of funding 10 it has received for mental health services over the same period?" 11 12 13 In your answer you say that: 14 "Overall funding increases at Eastern 15 16 Health can be broken down into two categories - mental health and 'non-mental 17 health'. Based on the data available in 18 the DHHS Policy and Funding Guidelines, 19 20 overall funding from DHHS for Eastern Health increased by 50.87 per cent between 21 the 2009-10 financial year and the 2017-18 22 financial year. The increase in funding 23 24 during that period for 'non-mental health' services was 52.08 per cent. The increase 25 in funding for mental health services was 26 43.38 per cent." 27 28 29 So, what do those statistics tell you? So, those statistics tell me that the sophistication 30 Α. in being able to quantify the demand for service and 31 therefore the need for increased funding is easier in 32 physical health. It itself is broken down into a number of 33 pockets, but for that purpose we have grouped it up 34 35 together. 36 37 An example of that is presentations and admissions through an Emergency Department is very easy to quantify 38 and therefore demonstrate demand and need, than some of the 39 mental health indicators, or measures, for demand which are 40 41 less robust in their form. 42 That's what it tells me about its need. The mental 43 44 health growth has been most pronounced in the last three or so years, and I think that the whole system has experienced 45 that, which is good. 46 47

So, from what you've said, is it the case that, 1 Q. 2 because it's difficult to demonstrate what the demand is in mental health, that can impact on funding growth? 3 4 Α. Correct. 5 Can I ask you, under the heading of "Implementation 6 Ο. 7 and reform", paragraph 35 of your statement, and just 8 firstly put a proposition to you which is set out in your 9 statement, which is this: 10 "It is understood from Eastern Health's 11 12 2017-2018 Annual Report and Eastern Health's Strategic Plan 2017-2022, that 13 Eastern Health is meeting, and in most 14 cases exceeding, the majority of its KPIs 15 16 for mental health." 17 18 Now, first of all, you say in your statement there are three key performance indicators specific to mental health 19 20 services. Could you just identify what they are? So, the three indicators are: the percentage of 21 Α. patients who are re-admitted within 28 days of discharge, 22 the rates of seclusion related to mental health admissions, 23 24 and the post-discharge follow-up post an inpatient episode, are the three areas and they are replicated across the 25 three age groups within mental health. 26 27 You go on to say in your statement: 28 Ο. 29 "However, these key performance indicators 30 31 are not designed to comprehensively address 32 service demand." 33 34 Correct. Α. 35 They report on those specific matters that you've 36 Ο. identified. So, are there measures within Eastern Health 37 that are designed to address service demand? 38 We have some measures which go some way to being able 39 Α. to identify whether or not we are meeting demand, and an 40 41 example of that is our drop-out rate from our telephone triage service. It's not a reliable indicator, because we 42 actually don't know what happens with those calls that 43 drop-out and those people on the end of those calls: do 44 45 they ring back? Do they go to an Emergency Department? Do they seek treatment elsewhere? So, there's not a level of 46 sophistication around that demand as there has been and is 47

1 within physical health. 2 And, what do you do with that information? 3 Ο. 4 Α. So, we look at that information to be able to see what improvements can we make to be able to meet that demand, 5 and there's an example in my statement for the Child and 6 7 Youth Mental Health Service who use that information to 8 change their entry criteria and therefore remove their 9 waiting list. 10 Is this service demand information that you've 11 Ο. described, the drop-out with calls, communicated to the 12 13 Department of Health and Human Services in any way? No, it's not. 14 Α. 15 16 Ο. In relation to prioritisation of capital expenditure at paragraph 51, firstly ask you this: how does Eastern 17 Health undertake service planning to inform capital 18 And how does mental health feature in 19 investment projects? 20 those efforts? Eastern Health undertakes service planning in 21 Α. accordance with the Department of Health and Human 22 Services' framework for service and capital planning. 23 Ιt 24 is completed at the location level or what we call the precinct level, and it is based on the service need as 25 demonstrated by previous activity to project into future 26 activity. 27 28 It will be largely focused around the entire 29 population that is accessing services through that 30 location. So, a recent example of that is what we've done 31 with the Maroondah Hospital precinct, which included our 32 services for adult and child and youth mental health in 33 that analysis and, therefore, projections for service 34 demand based on our own internal data. 35 36 37 And so, in that sense is mental health just competing Ο. on a level playing field with other capital investment 38 project needs? 39 Α. Yes, it is. We are in the midst of undertaking a 40 specific mental health service plan for across our 41 catchment, which is following the same process that I 42 described, and we've also participated in a Regional Mental 43 44 Health, Alcohol and Drug and Suicide Prevention Plan which 45 is being undertaken by the Eastern Metro Primary Health Network for their catchment, of which Eastern Health is a 46 large part of that. 47

1 2 Ο. And so, those two initiatives that you've described, are they driven by Eastern Health or by the Department of 3 Health and Human Services? 4 Α. So, the Primary Health Network has driven the latter. 5 The former is a negotiation that we would have with the 6 7 Department: they provided us with some financial support to 8 be able to undertake the plan. There are other plans that 9 we would do from our own resources. 10 In terms of Eastern Health prioritising its 11 Ο. applications for capital investment projects made to the 12 13 Victorian Health and Human Services Building Authority, can you just talk the Commissioners through how you prioritise 14 15 applications? 16 Α. So, I categorise capital into an easy simple way for me to talk about that as far as "Big C", "Middle C" and 17 "Little C". "C" being "Capital". "Big C" are things like 18 the Joan Kirner Hospital, Footscray, Box Hill Hospital, are 19 20 "Big Cs", and they undergo a rigorous business case to be able to demonstrate the need and the cost, et cetera, that 21 will be delivered through that. 22 23 24 They are done in conjunction with the capital area within the Department and the health service and they are 25 supported financially to undertake those by the Department, 26 or the Building Authority as it's now called. 27 28 29 The "Middle C" are things that would be a particular ward, building a new ward, or a couple of wards. 30 An example that we've had in the past is, we've had our adult 31 inpatient mental health units rebuilt and expanded and a 32 new child and youth mental health building - these are the 33 things over the last 10, 15 years that happened. 34 That's what I call "Middle C". 35 36 Then there is "Small C", which will be things like 37 refurbishing a particular area, undertaking some work to 38 reduce the risk of occupational violence and aggression, or 39 creating small service improvements through capital, and 40 they are based on either an invitation to submit or a 41 request. 42 43 44 Can I just ask you do provide a specific example in Ο. relation to alcohol and other drugs? 45 That's what I would call a "Small C", and we have 46 Α. recently opened in a refurbished part of a physical health 47

ward a higher intensity detox service which was the 1 2 instigation of our Exec Clinical Director for Turning Point, who saw the need for greater inpatient 3 4 detoxification facilities that weren't being met, and so, over a period of time he justified the case for that and we 5 were provided funding to do that and it's opened in the 6 7 last 12 months. 8 As you mentioned before, that is through the alcohol 9 Ο. 10 and other drug channel at the Department of Health and Human Services, not mental health and not the physical 11 12 health arm? 13 Α. Correct. 14 To what extent has Eastern Health been successful in 15 0. 16 obtaining funding for capital improvement projects to support its mental health services in recent times? 17 So, I've mentioned about the occupational violence and 18 Α. aggression, and a lot of that work has happened both in 19 20 inpatient and community sites and clinics for mental health. 21 22 We also are in the process of planning to build 23 24 behavioural assessment rooms in two of our Emergency Departments. We have it in our third Emergency Department 25 already. Another example would be the Psychiatric 26 Assessment and Planning Unit that was built at Maroondah 27 Hospital. 28 29 Do you have any sense of why it is at certain times 30 Ο. applications for particularly mental health might be 31 successful or not, other than a strong business case? 32 My hypothesis is, it depends on the amount of funds 33 Α. that the Department has available to it to be able to 34 exercise, and then the demand for those funds as to whether 35 they're successful in total, in part, or not at all. 36 37 Do you mean demand from you and other services? 38 Ο. 39 Α. Correct. 40 41 So you're competing for those funds at various times? Q. 42 Correct. Α. 43 44 One of the questions you were asked in preparing your Ο. 45 statement was this: 46 47 "Have mental health facilities been given

an appropriate level of prioritisation in 1 2 capital improvement projects within Eastern Health compared to facilities and parts of 3 4 facilities targeting physical health?" 5 And you gave this answer: 6 7 8 "Eastern Health prioritises mental health 9 facilities in the same way as non-mental 10 health. It is largely based on the identification of risk." 11 12 13 Α. Correct. 14 15 Ο. Can you expand on what you mean by that? 16 Α. So, the identification of risk would be related to patients or staff, and the general state of the 17 infrastructure that is before it. So, it's a comprehensive 18 It may be as a result, for example, of an 19 risk assessment. 20 incident that has identified an issue, therefore assessed the risk and therefore it's prioritised in that way. 21 22 Each year we undertake a prioritisation process and, 23 24 where funds are available, we therefore execute the most highest priority items of risk. 25 26 27 Just a final topic I'd like to cover with you is Ο. catchments, and ask you this question: do you have a view 28 about the relevance or appropriateness of geographic 29 catchments in mental health service delivery? 30 I think that catchments do have a role to play in 31 Α. mental health service delivery, and the reason for that is, 32 if you have a population you can assess what their needs 33 are and therefore tailor services to be able to meet the 34 specific needs of that catchment. 35 36 37 And, does that happen? Ο. The example that I gave about the mental health 38 Α. service plan, we're using our catchment to be able to guide 39 that plan, and also, as I mentioned, the Primary Health 40 41 Networks catchment is different to ours so they've used 42 their catchment to be able to guide that. 43 44 Sorry, I cut you off. You were saying that it can be Ο. 45 helpful? It absolutely can be helpful. It would be ideal if 46 Α. the catchments were the same. 47

1 2 Ο. So when you say that, you mean the catchments for physical health and mental health? 3 4 Α. And mental health. 5 One of the things you say in your statement is: 6 Ο. 7 8 "What is more important is to review the 9 services of each catchment on a regular 10 basis to make sure that they are appropriate for the particular community's 11 12 needs as they change over time." 13 Α. Correct. 14 15 16 Ο. So the idea that you might have a stagnant catchment for a long period of time may not be suitable? 17 Correct, and each catchment or part of the catchment 18 Α. will have different needs to each other depending on their 19 20 population and what their needs are, and so, being able to make sure that you can tailor services to the needs of the 21 particular - in our context, 2,800 square kilometre 22 catchment or subsets of that catchment, is I think a vital 23 24 aspect of being able to make sure we're delivering the care that the community needs. 25 26 One of the things you raise in your statement is the 27 Ο. example in the United Kingdom: can you just expand on that? 28 So, the United Kingdom has undertaken numerous 29 Α. different ways of being able to review their catchments, 30 and they have smaller parts of their catchment that they 31 are now planning services around the particular needs of 32 that community. 33 34 Their catchment areas can be quite small, and I 35 wouldn't propose that that's what we do, but we consider 36 37 segments of our catchment to make sure that we are delivering services collectively across all service 38 39 providers to meet that need. 40 41 One of the things, and you say this in your statement, Q. 42 that: 43 44 "Finally, there are significant 45 opportunities to connect the system if the 46 information in the system could also be connected." 47

1 2 Could you just expand on that, please? So, in the service system there are multiple 3 Α. Yes. 4 players, multiple health providers, multiple social care providers, and the information about clients is not 5 available necessarily to each other in that regard. 6 And 7 so, the person who is the recipient of care is in fact needing to replicate their information or they may in fact 8 9 fall through some of the gaps between the system because 10 the system's not joined up. 11 12 Sharing information will help to assess the health of the community and also to be able to help to plan services, 13 because you can see the services that are provided for each 14 15 client or groups of clients rather than by service provider 16 and try to match. There's no way of actually being able to join up data right across the system between primary care 17 18 or for us in tertiary care. 19 20 Thank you, Mr Plunkett. Are there any other issues Ο. you'd like to raise before I ask the Commissioners if 21 they've got questions for you? 22 No, thank you. 23 Α. 24 25 MS COGHLAN: Thank you. 26 CHAIR: Thank you, Mr Plunkett. I just have a few 27 0. The first one is: this Royal Commission has heard 28 issues. 29 about the great pressures on the mental health system in Victoria, and you've heard it through other means, it's 30 been described as a broken system, or a system certainly 31 that has very significant demand pressures. 32 33 As the CEO of the hospital, and your broad network of 34 services, how do you satisfy yourself about how Eastern 35 Health is managing those service demands? 36 37 I think it's a really challenging area to be able to, Α. first of all, understand the demand, because Eastern Health 38 does not see the demand that is being experienced by other 39 health providers, and that relates back to the issue about 40 So, I can't say whether or not sharing information. 41 Eastern Health is meeting its demand or not according to 42 what our service profile is. 43 44 45 I know through some of the measures I mentioned before around telephone drop-out, that I would probably estimate 46 or hypothesise that there is missed care or missed access 47

1 to service through that means.

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I also know through areas such as the work that Turning Point did with Beyond Blue around the prevalence of some conditions being presented through Ambulance Victoria, for example, with respect to men's suicidal thoughts that there is a huge demand for service that, really, the only entry point is through our Emergency Departments.

10 So, your question about meeting demand is one part of 11 it, but then there's the appropriate care to meet that 12 demand as well, which at present I don't have an answer for 13 the how or the what, as in, the quantum of what that would 14 look like yet. I can only see what I can see through our 15 performance metrics and I can't satisfy myself that we are 16 meeting demand.

Q. I did note in your current KPIs, the three main KPIs that are reported regularly to yourself and your Board, focus primarily on inpatient mental health services. How do you maintain visibility over the quality of your community-based mental health services that are being delivered?

A. That is where we undertake that through the reports
that the Mental Health Program provides through our
clinical governance reporting system on the appropriateness
and the effectiveness of their care.

It would be fair to say that there is not sophisticated measures to be able to go to the effectiveness of community-based care. There are some process measures that would go to, say, are we doing the things that we should be doing, rather than how good is it that we're doing it.

So, I don't know that there's great, from what I can 36 37 see, great measures there for us to be able to say that the care is as effective. We are relying on clinical leaders 38 to be able to highlight the risks that they see with care 39 that is being provided in their service, and they certainly 40 do that and advocate that through the program leadership 41 where they have concerns about the types or levels of care 42 that are being provided or risks that they are seeing with 43 44 their clientele.

46 Q. We have heard also through this Royal Commission that 47 sometimes access to service depends on where you live. In

your catchment areas that are covered by your services, do 1 2 you know whether the population has access to the same range of services consistently throughout the entire 3 4 catchment or whether it varies in mental health according to where people live? 5 So, I would like to reflect on my role in the eastern 6 Α. 7 metro partnerships, where the community there has told the 8 partnership that there is differences in access to service, 9 and it's not necessarily Eastern Health's services, and 10 there's particular references around access to youth mental health services in the outer east; that there is a paucity 11 12 of services available and that they are looking for more 13 services and easier to access and navigate services in that 14 I know that from that context, not necessarily region. from Eastern Health's context, and it's not necessarily 15 16 related to services that we currently provide either. 17 18 CHAIR: Thank you. 19 20 MS COGHLAN: Thank you, Chair. May Mr Plunkett be 21 excused? 22 Yes, thank you very much for your evidence today. 23 CHAIR: 24 <THE WITNESS WITHDREW 25 26 That concludes the evidence. 27 MS COGHLAN: 28 29 AT 3.55PM THE COMMISSION WAS ADJOURNED TO THURSDAY, 25 JULY 2019 AT 10.00AM 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47

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