

# Quality Assurance: Through the lens of Life Esidimeni

## PARI presentation

---

DR LJ ROBERTSON

SASOP - PUBLIC SECTOR CONVENOR

UNIVERSITY OF THE WITWATERSRAND

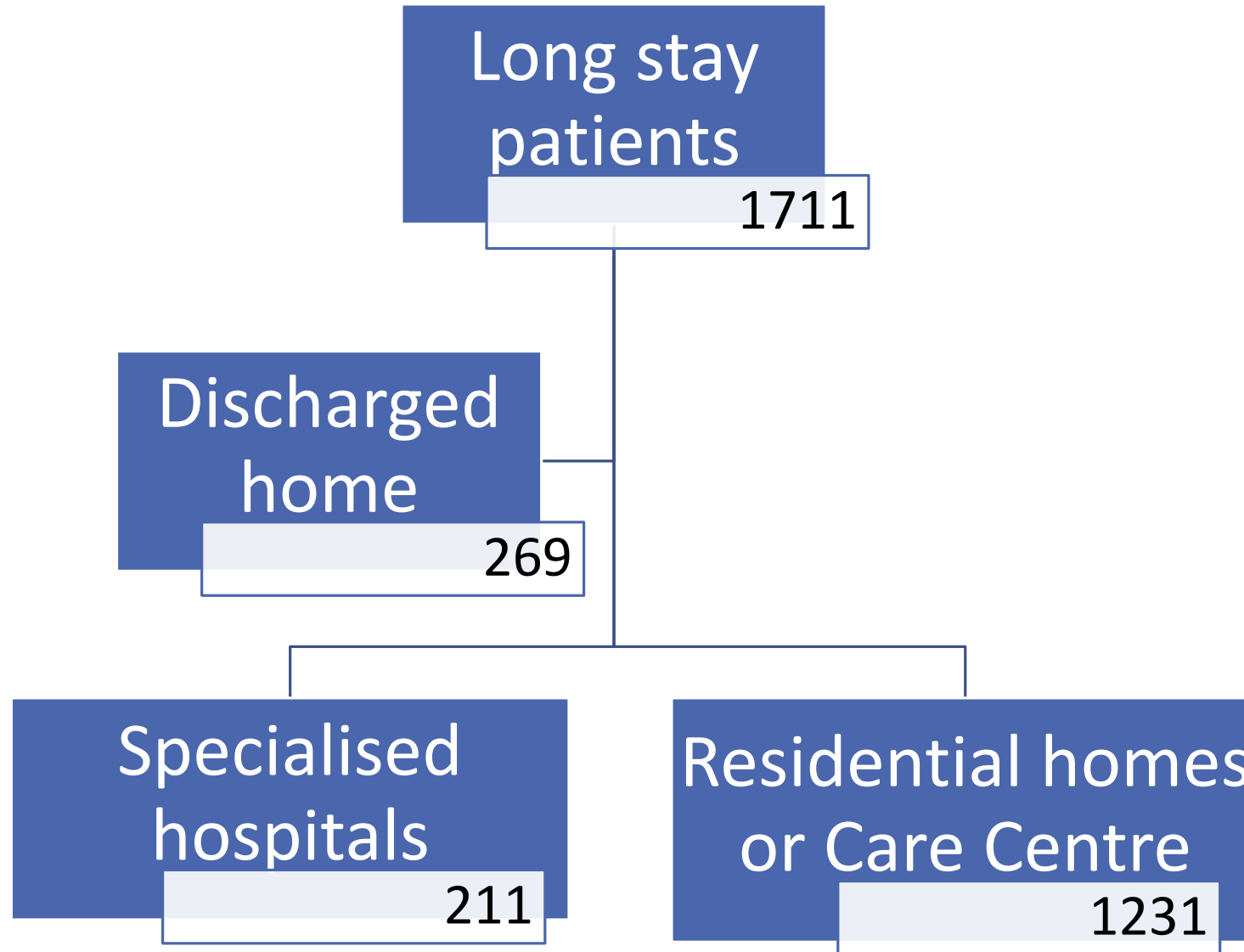
# The 'Life Esidimeni tragedy'

---

Privately contracted medium to long-stay mental hospital beds

Decision made in October 2015 to terminate the contract  
'Affordability' and re-prioritising the budget were the rationale

... and that it would promote community re-integration



# The 'Life Esidimeni tragedy'

---

8.3% (n=119) of patients died within a year of being transferred

Age adjusted death rate for 2016 = 63/1000

Standardised Mortality Ratio

- 4.9 (95% CI 3.92–5.80) overall
- 3.9 (95% CI 2.95-4.86) for men
- 6.3 (95% CI 4.22–8.38) for women

# The 'Life Esidimeni tragedy'

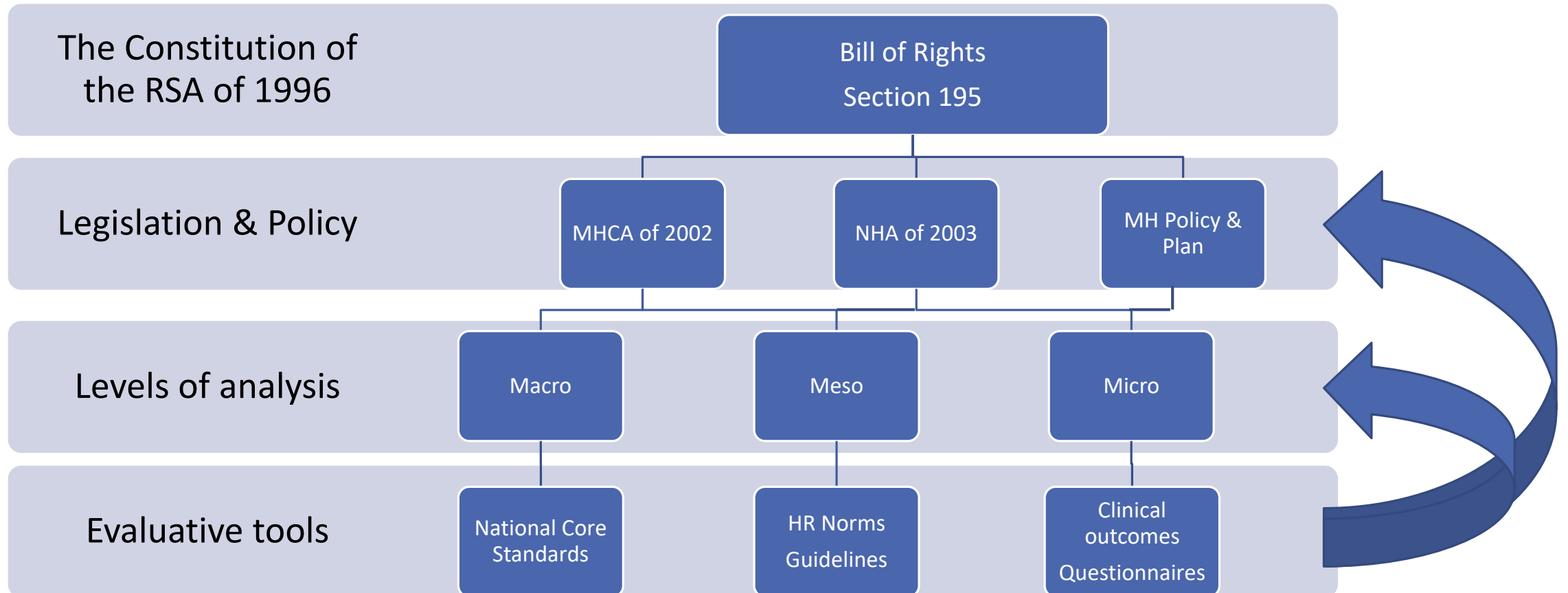
---

71.5% greater probability of survival at a specialised hospital vs a residential home/ care centre (p=0.004)

Cost of higher survival at a specialised hospital:

- > 5 times care at a contracted care hospital
- > 12 times at a residential home

# Determining Quality Assurance in mental health care



# Macro-level

Health legislation and policy

Organisation of the health system

Robertson & Makgoba 2018

Category	Supporting documents
<b>Basic human rights – to equality, dignity, life, an environment that is not harmful, adequate housing, food, water, social security</b>	<ul style="list-style-type: none"><li>• Constitution of 1996: S9, S10, S11, S24(a), S26(1), S27(1)</li><li>• Mental Health Care Act of 2002: S4(c), S8(1), S11 (1)(a), S11(2)</li><li>• Mental Health Policy 2013 – 2020: Clauses 6 and 7.6</li><li>• WHO Quality Assurance in Mental Health Care 1997</li></ul>
<b>Equity of mental health care with general health care: Financial protection for mental health care in the overall health system budget</b>	<ul style="list-style-type: none"><li>• Mental Health Care Act of 2002: S10(2)</li><li>• Mental Health Policy 2013 – 2020: Clause 7.2</li><li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li><li>• European Psychiatric Association Guidance (Gaebel et al) 2015: Recommendation 5</li><li>• Indicators for mental health coverage in LMICs (Jordans et al) 2016: Indicators ranked 3, 13</li></ul>
<b>Public participation in decision making; stakeholder consultation with timely, accessible and accurate information.</b>	<ul style="list-style-type: none"><li>• Constitution of 1996: S32(1)(a), S32(1)(b), S195 (1)(e), S195(1)(g)</li><li>• National Health Act of 2003: S12, S24(3)(b), S25(2)(t), S28(2) and (3)(b), S30(2)(i)</li><li>• Mental Health Policy 2013 – 2020: Clauses 6 and 7.5</li></ul>

# Meso-level

Health services and service delivery

Robertson & Makgoba 2018

Category	Supporting documents
<p><b>Procedural compliance – adherence to legislative, policy and procedural requirements for service provision, e.g. licensing procedures, norms and standards, principles of deinstitutionalisation and community-based care, service planning, monitoring and evaluation, and management practice</b></p>	<ul style="list-style-type: none"> <li>• Mental Health Care Act of 2002: S4(a) and(b), S5, S6, S8(3), S18, S19, Ch V, S72</li> <li>• National Health Act of 2003: S35, S45, S47</li> <li>• Mental Health Policy 2013 – 2020: Clauses 7.8, 7.9, 8.3 and 8.7</li> <li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li> </ul>
<p><b>Effective coverage – availability of medicines, appropriately trained staff, infrastructure, discharge summaries, medical records; accessibility of general health and psychiatric services</b></p>	<ul style="list-style-type: none"> <li>• Mental Health Care Act of 2002: S3, S6, S10, S13, S16</li> <li>• National Health Act of 2003: S3, S5, S10, S13, S14, S15, S16, S17, S25, S30(2)</li> <li>• Mental Health Policy 2013 – 2020: Clauses 7.1, 7.4, 7.10, 7.11, 8.4, 8.5 and 8.6</li> <li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li> <li>• European Psychiatric Association Guidance (Gaebel et al) 2015: Recommendations 3, 4, 9, 15</li> <li>• Indicators for mental health coverage in LMICs (Jordans et al) 2016: Indicators ranked 1, 2, 4, 5, 6, 7, 8, 9, 11</li> </ul>
<p><b>Financial coverage – Equitable and reasonable distribution of financial support and services according to need; sound financial management</b></p>	<ul style="list-style-type: none"> <li>• Mental Health Care Act of 2002: S4(b), S10(2)</li> <li>• National Health Act of 2003: S25(2)(k), S27(a)(vi), S30(2)(a)</li> <li>• Mental Health Policy 2013 – 2020: Clause 7.2</li> <li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li> </ul>



# Micro-level

Individual patient care

Robertson & Makgoba 2018

Category	Supporting documents
Participation in healthcare decisions - communication with user/ family	<ul style="list-style-type: none"><li>• Mental Health Care Act of 2002: S17</li><li>• National Health Act of 2003: S6, S7, S8</li><li>• Mental Health Policy 2013 – 2020: Clause 6</li><li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li></ul>
Change in health/ mental health – weight, illness, frailty; disability/ psychosocial functioning; relapse, readmission due to mental illness	<ul style="list-style-type: none"><li>• Mental Health Care Act of 2002: S8(2)</li><li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li><li>• European Psychiatric Association Guidance (Gaebel et al) 2015: Recommendations 8, 11, 12, 16, 17</li><li>• Indicators for mental health coverage in LMICs (Jordans et al) 2016: Indicators ranked 10, 14, 15</li></ul>
Satisfaction with services – User/ family; staff/ caregiver satisfaction; user quality of life	<ul style="list-style-type: none"><li>• WHO Quality Assurance in Mental Health Care 1994 &amp; 1997</li><li>• European Psychiatric Association Guidance (Gaebel et al) 2015: Recommendations 16</li><li>• Indicators for mental health coverage in LMICs (Jordans et al) 2016: Indicator ranked 12</li></ul>

# QA deficits and measures identifiable in the Ombud's report



**THE REPORT INTO THE CIRCUMSTANCES  
SURROUNDING THE DEATHS OF MENTALLY  
ILL PATIENTS: GAUTENG PROVINCE**

NO GUNS: 94+ SILENT DEATHS AND STILL COUNTING

# Results

Level	Category	Quality measure	
<b>Macro</b>	Human rights	Abuse/ neglect	
		Housing/ food/ security	
		Mortality	
	Equity	Financial protection	
		Public participation	Public involvement
			Reliable information
			Stakeholder consultation
<b>Meso</b>	Procedural compliance	Adherence to legislation and regulations	
		Good management practice	
		Information and monitoring systems	
		Project planning	
	Effective coverage	Access to health services	
		Availability of medicine	
		Availability of trained staff	
		Discharge summaries and medical records	
		Infrastructure	
		Financial coverage	Equitable distribution
			Financial management
<b>Micro</b>	Participation in health care decisions	Transparent communication	
	Change in health/ mental health	Level of function	
		Medical conditions	
		Relapse of mental illness	
		Readmission for mental illness	
	Satisfaction with services	Family satisfaction	
		Staff/ caregiver satisfaction	

Robertson & Makgoba 2018

# Lessons learnt

---

- What have we got in South Africa?
  - Constitution
  - Health and mental health legislation and policy
  - Norms and standards
    - Realistic?
  - No national clinical programme guideline for mental health

# Lessons learnt

---

- What are our obligations?
  - Participate in decision making
    - Provide expert input
  - Hold others accountable
  - Hold ourselves accountable
    - Meso-level
    - Micro-level

# References

---

Gaebel W, Großimlinghaus I, Heun R, Janssen B, Johnson B, Kurimay T, et al. European Psychiatric Association (EPA) guidance on quality assurance in mental healthcare. *European Psychiatry*. 2015;30(3):360-87.

Jordans MJ, Chisholm D, Semrau M, Upadhaya N, Abdulmalik J, Ahuja S, et al. Indicators for routine monitoring of effective mental healthcare coverage in low- and middle-income settings: a Delphi study. *Health policy and planning*. 2016;31(8):1100-6.

Muller L, Flisher A. Standards for the mental health care of people with severe psychiatric disorders in South Africa: Part 1. Conceptual issues. *S Afr Psychiatry Rev*. 2005;8:140-145

Robertson LJ, Makgoba MW. Mortality amongst chronic mental health care users transferred from hospital to community care in Gauteng, South Africa. Accepted for publication. *SAMJ*. 2018

# References cont.

---

Votruba N, Thornicroft G and the FundaMentalSDG Steering Group. Sustainable development goals and mental health: learnings from the contribution of the FundaMentalSDG global initiative. *Global Mental Health*. 2016; 3 e26: 1-6

Walker ER, McGee RE, Druss BG. Mortality in mental disorders and global disease burden implications: a systematic review and meta-analysis. *JAMA Psychiatry*. 2015;72(4):334-41.

WHO Division of Mental Health. Quality assurance in mental health care. Check-lists and glossaries Vol. 1. Geneva: World Health Organisation; 1994

WHO Division of Mental Health. Quality assurance in mental health care. Check-lists and glossaries Vol. 2 Geneva: World Health Organisation; 1997

Robertson LJ, Makgoba MW. A case study of Life Esidimeni. Submitted on request to the Lancet Global Health Commission on High Quality Health Systems (HQSS) in the SDG Era. 2018