

**UNIVERSITY OF PENNSYLVANIA  
SCHOOL OF SOCIAL POLICY & PRACTICE  
SOCIAL WORK PROGRAM**

**SW799/899 – Mental Health Policy**

**Spring 2007**

**Instructors:** Arthur Evans PhD and Trevor Hadley PhD

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**Course Description:**

The focus of this course will be on policies and policy issues that define and influence the care and treatment of persons with severe mental illness from colonial times to the present. The course will examine the primary social, political, economic, legal, and philosophical forces that have influenced mental health service delivery in the United States over different historical time periods and the resulting organizational, financial, service delivery systems. The interface with other major service delivery systems, including welfare, criminal justice, primary health care, vocational rehabilitation, and social security will be addressed. Topics to be included will be deinstitutionalization, managed care, evidence based practice, recovery orientation, psychiatric rehabilitation, children's treatment and services, professional certification and roles, and family and consumer advocacy. Major legal cases, legislation, and governmental issued reports relevant to these topics will be covered.

**Course Objectives:**

By the end of the course, students will be able to demonstrate:

1. Knowledge of the primary, social, political, economic, legal, and philosophical forces that influence mental health service delivery in the United States since colonial times.
2. Knowledge of the interests and roles of various groups in shaping mental health service delivery in the United States – mental health providers, consumers, families, local, state, and federal governmental officials.
3. Understand how these forces and interests influence the financial, organization, structure, and management of mental health delivery in the United States.

4. An awareness of how the other major service delivery systems interface with the mental health service delivery system, including the social welfare, criminal justice, and social security systems.
5. An awareness of the major financing, organizational, administrative issues related to the delivery of mental health services and programs in the United States over time.

**Assignments:**

Students are expected to come to classes having read the assigned readings. The final course grade is based on the student's overall performance. For the final grade, specific assignments and class participation will be given the following weights:

Assignment #1	Article Critiques	30%
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This assignment is an analysis and critique of two mental health policy papers from a list provided by instructors.

Assignment #2	Final paper	60%
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The final assignment is a policy analysis of a selected policy or piece of federal or state legislation. The analysis of the policy should include the primary forces behind the policy or legislation, major interest groups, the intended outcomes for various interest groups, policy alternatives, the impact of the policy, including unintended consequences, and how it has been assessed by various constituencies, what, if any changes you would propose, and how feasible will be able to accomplish these changes. Review topic and outline with instructor.

Class participation		10%
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(Doctoral Students will be expected to perform at a significantly higher level of sophistication.)

**Course Outline and Readings:**

**TEXTBOOK:**

Mental Health Services: A Public Health Perspective, Second Edition  
 Edited by Bruce Lubotsky Levin, John Petril, and Kevin D. Hennessy  
 Oxford University Press 2004

**Meeting 1 History and Background of Mental Health Policy in the U.S.**

- Defining mental health policy
- Colonial times to the late 1950's – poor houses, asylums, moral treatment, mental hygiene movement, WWII
- Action for Mental Health
- Deinstitutionalization policy – primary precipitants and major interest groups

- CMHC legislation

#### Readings:

Deutsch, A. ( 1948) “Byberry-Philadelphia Bedlam. *The Shame of the States*. (Harcourt, Brace, and Company.) no. 40-55.

Hurd, Henry ed., ( 1916) *The Institutional Care of the Insane* ( John Hopkins Press ) no. 400-420, 516-525.

Cutler, D.L., Bevilacqua, J., McFarland, B.H. (2003) “Four Decades of Community Mental Health: a Symphony in Four Movements.” *Community Mental Health Journal*, Vol. 39, No. 5, 381-398

Morrissey, J., Goldman, H. (1984). Cycles of reform in the care of chronically mentally ill. *Hospital & Community Psychiatry*, 35, 785-793. Talbot, J.A. (1985). The Fate of the Public Psychiatric System. *Hospital and Community Psychiatry*, vol. 36, no. 1, 46-50.

Drake, R.E., Green, A.I., Mueser, K.T., Goldman, H.H. (2003) “The History of Community Mental Health Treatment and Rehabilitation for Persons with Severe Mental Illness.” *Community Mental Health Journal*, Vol. 39, No. 5, 427-440.

#### **Meeting 2 Models of Community Care**

- The President’s Commission on Mental Health, 1978
- Prevention Services
- Psychiatric Rehabilitation
- Community Support Program

#### Readings:

Stroul, B. (1988) *Community Support Systems*, NIMH

Corrigan, P., Mueser, K., Bond, G., Drake, R., Solomon, P. (in press). Definition of psychiatric rehabilitation. And Case Management. *The Comprehensive Textbook of Psychiatric Rehabilitation*, New York, Guilford Press.

Rothbard, A.B., Richman, E., & Hadley, T.R. (1997): Unbundling of State Hospital Services in the Community: The Philadelphia State Hospital Story. *Administration and Policy in Mental Health*, 24:5, 391-398

Text Chapter 4. Public Mental Health Systems: Structures, Goals, and Constraints ,  
*Jenifer Urff*

Text Chapter 9. Services for Adults with Mental Illness , *Alexander S. Young & Jennifer L. Magnabosco*

### **Meeting 3 A Public Health Perspective on Mental Health**

- Epidemiology of adult mental disorders
- First Surgeon General's Report on Mental Health
- Supplement to the Surgeon General's Report on race, culture, and ethnicity

Readings:

Text Chapter 1. An Overview of Issues in Prevention, Integration with Primary Care, and Parity , *Bruce Lubotsky Levin, Kevin D. Hennessy, & Ardis Hanson*

Kessler, R., Koretz, D., Meikangas, K., Wang, P. (2004). The epidemiology of adult mental disorders. In Levin, B., Petrila, J., Hennessy, K. (eds). *Mental Health Services*, New York, Oxford University Press.

Salzer, M.S., Blank, M., Rothbard, A., & Hadley, T. (2001). "Adult Mental Health Services in the 21<sup>st</sup> Century" In R.W. Manderscheid & M.J. Henderson (eds.), *Mental Health, United States, 2000* (pp. 99-112). Washington, DC: United States Government Printing Office

Draine, J., Salzer, M., Culhane, D., & Hadley, T. (2002). Poverty, social problems, and serious mental illness (Letter). *Psychiatric Services*, 53, 899.

Text Chapter 16. The Public Health Implications of Co-Occurring Addictive and Mental Disorders , *Fred C. Osher*

Surgeon General's Report and Supplement----**Read Executive Summary**  
<http://www.mentalhealth.samhsa.gov/topics/explore/surgeongeneral/>

### **Meetings 4 Transforming Mental Health Care in America**

- The President's New Freedom Commission on Mental health, report issued 2003
- Recovery Orientation
- The Federal Action Agenda for transforming the system

Readings:

The President's New Freedom Commission on Mental Health (July 2003). *Achieving the promise: Transforming mental health care in America.*-----**Read Executive Summary**

National Consensus Statement on mental health recovery, U.S. Department of Health and Human Services.

Improving the Quality of Health Care for Mental and Substance-Use Conditions: Quality Chasm Series, National Academy of Sciences (2006)

Emergency Response: A Roadmap for Federal Action on America's Mental Health Crisis. (2005). (available at [www.mhreform.org](http://www.mhreform.org))

Transforming mental health care in America: The Federal Action Agenda: First Steps (available on [www.samhsa.gov](http://www.samhsa.gov))

### **Meeting 5 Cultural Issues in Care**

- Disparities of Care
- Cultural Issues in the Delivery of mental health services
- Strategies for Change and the future of disparities
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Evans, A. C., Delphin, M., Simmons, R., Omar, G., and Tebes, J. (2004). Developing a framework of culturally competent systems of care. In R.T. Carter (Ed.), Handbook of Racial Cultural Psychology, Volume 2, John Wiley & Sons, New York, NY

Kuno, E., Rothbard, A.B., (2002). Racial Disparities in Antipsychotic Prescriptions Patterns for Patients With Schizophrenia. American Journal of Psychiatry. Vol.159, No.4, April 2002.

Snowden, L., (2003). Bias in Mental Health Assessment and Intervention: Theory and Evidence. American Journal of Public Health, Volume 93, Number 2, February 2003

Alegria, M., et al. (2002). Mental Health Care for Latinos: Inequalities in Use of Specialty Mental Health Services Among Latinos, African Americans, and Non-Latino Whites. Psychiatric Services. Vol. 53, No. 12, December 2002.

Text Chapter 15. Racial and Ethnic Minorities , *Emily D. Ihara & David Takeo Takeuchi*

### **Meeting 6 Quality Mental Health Services**

- Evidence-based mental health services
- Quality chasm of mental health services
- NAMI's report on grading the states in mental health care

Readings:

Drake, R., Merrens, M., Lynde, D. (eds) (2005). *Evidence-based mental health practice*. New York, W.W. Norton & Co.

Torrey, W. C., Finnerty, M., Evans A.C., and Wyzik, P (2003). Strategies for Leading the Implementation of Evidence-Based Practices. *Psychiatric Clinics of North America*; 26(4): 883-97

Free Executive Summary – *Improving the Quality Health Care for Mental and Substance-Use Conditions: Quality Chasm Series*. (available on [www.nap.edu](http://www.nap.edu))

The National Alliance on Mental Illness (2006). *Grading the states: A report on America's care system for serious mental illness*.  
<http://www.nami.org/template.cfm?template=/contentManagement/contentDisplay.cfm&contentID=31181>

NIMH (1999). “Bridging science and service: A report by the National Advisory Mental Health Council's Clinical Treatment and Services Research Workgroup.” (NIH Publication No. 99-4353). Washington DC: National Institutes of Health Publication

### **Meeting 7 Financing Mental Health Care**

- Public/private financing
- Federal & state funding – Medicaid, Medicare, SSI, SSDI
- Block grants – mental health & substance abuse
- Capitated funding

#### Readings:

Conti, R., Frank, R., McGuire, T. (2004). Insuring mental health care in the age of managed care. Levin, B., Petrila, J., Hennessy, K. (eds). *Mental Health Services*. New York, Oxford University Press.

Davidson Larry, O'Connell Maria J, Tondora Janis, Lawless Martha, Evans Arthur C (2005). *Professional Psychology: Research and Practice*. Vol 36 (5) pp. 480-487

Century, Jane (2001). *Outlook: The Philadelphia Behavioral Health System*

Schlesinger, M. (1986). On the Limits of Expanding Health Care Reform: Chronic Care in Prepaid Settings. *The Milbank Quarterly*, 64, 189-215.

Hadley, T.R.: “Financing Changes and Their Impact on the Organization of The Public Mental Health System”, *Administration and Policy in Mental Health*, vol. 23, no. 5, 1996

Frank, R., Glied, S. (2006). Changes in mental health financing since 1971: Implications for policymakers and patients. *Health Affairs*, 25, 601-613.

Goldman, W., McCulloch, J., and Sturm, R. (1998). Costs and use of mental health services before and after managed care. Health Affairs, 17(2), 40-52.

### **Meeting 8 Consumer and Family Advocacy and Support Services**

- Stigma of mental illness
- Impact of civil rights movement
- Formation of consumer movement
- Consumer provided services
- Formation of the family movement
- Services to families
- Impact of consumer and families on policy formation and legislation

Readings:

Corrigan, P., et al (in press). Family Interventions and Peer supports and services. *The comprehensive textbook in psychiatric rehabilitation*. New York Guilford Press.

Chamberlin, J., Rogers, J., Sneed, C. (1989). Consumers, Families, and Community Support Systems. Psychosocial Rehabilitation Journal, 12, 93-106.

Moxley, D., Mowbray, C. (1989). Consumers as Providers: Forces and Factors Legitimizing Role Innovation in Psychiatric Rehabilitation. In Mowbray, C., Moxley, D., Jasper, C., Howell, L. (eds.). Consumers as Providers in Psychiatric Rehabilitation. IAPRS, Maryland: Colburn House Publishing, 2-34.

Solomon, P. (2000). Interventions for Families of Individuals with Schizophrenia: Maximising Outcomes for their Relatives. Dis Manage Health Outcomes, 8, 211-221.

Text Chapter 5. The Recovery Movement: Consumers, Families, and the Mental Health System , *Sharon Green-Hennessy & Kevin D. Hennessy*

### **Meeting 9 Mental Disability Law and Client Rights**

- Inpatient/outpatient commitment
- Right to treatment – major court cases – Wyatt vs. Stickney, Donaldson
- American with Disabilities Act (ADA) – Olmsted vs. L.C.
- Right to Refuse Treatment
- Rights of clients in the community – Protection & Advocacy Agencies
- Duty to Warn
- Advanced Directives
- Protection of Confidentiality

Readings:

Petrila, J. & Levin, B.L. (2004). Mental disability law, policy, and service delivery. In *Mental Health Services* (Levin, B., Petrila, J., Hennessy, K, eds.) New York, Oxford University Press.

Kapp, M. (1994). Treatment and Refusal Rights in Mental Health: Therapeutic Justice and Clinical Accommodation. *American Journal of Orthopsychiatry*, 64, 223-234.

Perlin, M. (1994). Law and the Delivery of Mental Health Services in the Community. *American Journal of Orthopsychiatry*, 64, 194-208.

### **Meeting 10 Housing Policies and Programs and Homelessness**

- Local zoning laws
- Public Housing laws
- Fair Housing Act
- Residential programs
- Homelessness

Readings: Corrigan, P. et al (in press) Housing. The Comprehensive textbook of psychiatric rehabilitation. New York, Guilford Press.

Culhane, D., Metraux, S., Hadley, T. (2002). Public services reductions associated with placement of homeless persons with severe mental illness in supportive housing. *Housing Policy Debate*, 13, 1, 107-164.

Bazon Center for Mental Health Law (2004). Allocating the burden of proof in disability cases under the fair housing act.

Culhane DP, A. J., Hadley TR (1998). “Prevalence of treated behavioral disorders among adult shelter users: A longitudinal study.” *American Journal Of Orthopsychiatry*, 68(1): 63-72.

The Bazon Center for Mental Health Law (2004). Fact Sheet: Just like where you and I live – Integrated housing options for people with mental illness.

### **Meeting 11 Employment Policies and Programs**

- Role of State/Federal Vocational Rehabilitation System
- Rates of Employment by those with severe mental illness
- Barriers to Employment
- Recent Policy initiatives – Ticket to Work & Self Sufficiency
- Employment program models
- Educational models

Readings:

MacDonald-Wilson, K., Rogers, E.S., Massaro, J., Lyass, A, Crean, T. (2002). An investigation of reasonable workplace accommodations for people with psychiatric disabilities: Quantative findings from a multi-site study. Community Mental Health Journal, 38, 35-50.

Baron, R. (2000). Employment Policy: Financial Support Versus Promoting Economic Independence. International Journal of Law and Psychiatry, 23, 375-391.

Cook, Judith ( 2006 ). Employment Barriers for Persons with Psychiatric Disabilities: Update of a Report for the President’s Commission.

Macias, C., Rodican, C. F., Hargreaves, W.A., Jones, D.R., Barreira, P. J., Wang, Qi (2006). Supported Employment Outcomes of a Randomized Controlled Trail of ACT and Clubhouse Models.

Schonebaum, M.A., Boyd, J. K., Dudek, K. J. (2006). A Comparison of Competitive Employment Outcomes for the Clubhouse and PACT Models.

### **Meeting 12 Criminal Justice Policy & Programs for Persons with Mental Illness**

- Issues of violence
- Use of Restraining Orders
- Criminalization of the Mentally Ill
- Therapeutic Jurisprudence
- Incompetency to Stand Trail
- Insanity Defense
- Jail Diversion Programs
- Mental Health Courts

#### Readings:

Corrigan, P. et al (in press). Managing criminal justice involvement. The comprehensive textbook of psychiatric rehabilitation. New York Guilford Press.

Draine J, Wolff N, Jacoby JE, Hartwell S, DuClos C. “Understanding community reentry of former prisoners with mental illness: A conceptual guide to guide new research. “ Beh Health Sci Law 2005; 23:689-707.

Freudenberg N, Daniels J, Crum M, Perkins T, & Richie BE. “Coming home from jail: The social and health consequences of community reentry for women, male adolescents, and their families and communities.” Am J Public Health 2005; 95:1725-1736.

Text Chapter 14. Mental Health Issues in the Criminal Justice System , *Randy Borum*

### **Meeting 13 Mental Health Policy and Aging**

- Prevalence of mental disorders in older adults
- Mental Health Service delivery system for older adults
- Financing geriatric mental health services
- Regulatory policies and their impact on services
- Prescription drug coverage
- Integrated care

#### Readings:

Hybels, C., U Blazer, D. (2004). Epidemiology of mental disorders in older adults. In Levin, B., Petrila, J., Hennessy, K. (eds.) *Mental Health Services*. Oxford University Press, New York.

Bartels, S., Dums, A., & Shea, D. (2004) Mental Health Policy and Aging. In Levin, B., Petrila, J., Hennessey, K. (eds.) *Mental Health Services*. Oxford University Press, New York.

Rosen, A., Pancake, J., Richards, L. (1995). Mental Health Policy and Older Americans: Historical and Current Perspectives. In Gatz, M. (ed.). Issues in Mental Health and Aging. Washington DC: American Psychiatric Association Press, 1-18.

### **Meeting 14 Child Mental Health Policy**

- Prevalence of childhood disorders, impairment and need for care
- Child and Adolescent Service System Program (CASSP)
- North Carolina class action suit – *Willie M.*
- Fort Bragg Experiment
- Financing child mental health services
- Education Policies
- Recommendation of Surgeon General's Conference & State Commissions

#### Readings:

Mayor's Blue Ribbon Commission Report on the Philadelphia Behavioral Health System (2006)

Costello, E.J., Mustillo, S., Keller, G., & Angold, A. (2004). Prevalence of psychiatric disorders in childhood and adolescence. In Levin, B., Petrila, J., Hennessy, K. (eds.) *Mental Health Services*. New York, Oxford University Press.

Friedman, R., Best, K, Armstrong, M, Duchnowski, A., et al. Child mental health policy. In Levin, B., Petrila, J., Hennessy, K. (eds.) *Mental Health Services*. New York, Oxford University Press.

Stroul, B., Pires, s., Armstrong, M., Meyers, J. ( Summer/Fall 1998). The impact of managed care on mental health services for children and their families. *The future of children: Children and Managed Health care.* 8, 2.

**Extra Readings For All Who Dare:**

Starr, P.: The Transformation of American Medicine. Basic Books, New York, 1985.

Rosenberg, C.E.: The Care of Strangers—The Rise of America’s Hospital System. Basic Books, New York, 1987.

Grob, G.F.: “From Asylum to Community: Mental Health Policy in Modern America,” Princeton University Press, 1991.

Grob, G.N. (1994). The Mad Among Us: A History of the Care of America’s Mentally Ill. New York: Free Press.

US Surgeon Generals Report on Mental Illness

<http://www.mentalhealth.samhsa.gov/topics/explore/surgeongeneral/>

Lefley, H. (ed.)(1996). Family Caregiving in Mental Illness: Chapter 2: Historical Overview of Family Caregiving. California: Sage Publications, 10-19.