

CENTER FOR HEALTH POLICY RESEARCH

COLLEGE OF OSTEOPATHIC MEDICINE
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HEALTH & MEDICINE ISSUE PAPER



● THE THIRD IN A SERIES ●

PUBLIC SERVICES



KEY ISSUES

STATE LAW

• PUBLIC SYSTEMS

COMMUNITY CENTERS

PRISONS, JAILS/LOCKUPS



MENTAL HEALTH

Title 43A §1-104. Public Policy

The Oklahoma Legislature hereby declares that the public policy of this state is to assure adequate treatment of persons alleged to be in need of mental health treatment ...

"A major disappointment of deinstitutionalization has been the failure to develop good community care systems and support networks alongside rapid reduction of mental hospital beds ... For the most part, incentives to provide a balanced system of mental health services have been absent." David Mechanic, "Emerging Trends in Mental Health Policy and Practice", Health Affairs, November-December 1998, p95.

Mental health afflictions and disease are not much different today than 100 years ago. However the diagnosis, treatment and provisions of care are much different and always evolving. And mental health disorders are much more visible than in previous generations.

As we approach the millennium, one of the major emerging health care issues will be the provision of services for this group. In other words, what should government provide and pay for ... and what is the responsibility of individuals and private groups. The Mental Health Parity laws suggest that certain mental disorders are not the fault of individuals but the result of biological disorders. And that government will require the private sector to apply insurances in the same manner as physical ailments.

Health care "needs" of citizens ... including mental health services ... likely exceed our resources. That said ... how are we to spend the limited available resources to do the greatest good for the greatest number needing mental health services?

A major change in mental health public policy occurred in the 1970's and 80's. It was called "de-institutionalization" ... that is the

This Series About Mental Health

Our nation has experienced a series of highly publicized incidents concerning random acts of lethal violence. National debates concerning inanimate objects (guns) and abstract emotions (hate) immediately followed. The debates are demagogic, shallow, and misleading.

There is another common denominator in most of the acts of violence; almost every perpetrator was involved with some aspect of mental health care and services. They have either been under care, sought care, or have been using (or not using) psychotherapeutic medications.

Yet the high profile national debate continues about guns and hate ... and the silence about adequate and effective mental health care service is deafening.

The Oklahoma record is neither bad nor good. Our state struggles with this emerging health issue as do others.

This series of issue papers has been developed for Oklahoma's laypersons and policymakers. The intent is to place Oklahoma mental health needs in perspective; help promote responsible debate, and to provide a standard reference for policy discussions.

MICHAEL LAPOLLA, DIRECTOR

rapid and large reduction in the number of mental hospital inpatients in favor of publicly funded community-based services. The social theory was that the emergence of "community based services" would allow these citizens a more humane, cost effective and appropriate existence while being appropriately treated for their condition.

This social theory presumed that sufficient public monies would be transferred from institutions to CMHC. It is arguable that this did not happen in a "dollar for dollar" manner.

Therefore ... we now face the same problems as many years ago. We are now armed with powerful pharmacological weapons. That's the good news. The bad news is that all of the problems are now visible rather than being hidden behind institutional walls.

STATEWIDE MENTAL HEALTH SERVICES

The backbone of mental health services is the network of Community Mental Health Centers (CMHC). The state owns and operates four such centers. But the majority of services are provided by private, non-profit Centers under contract with the Department of Mental Health and Substance Abuse Services.

In addition to the Community Mental Health Center Network, the Department of Mental Health and Substance Abuse Services (DMHSAS) also coordinates:

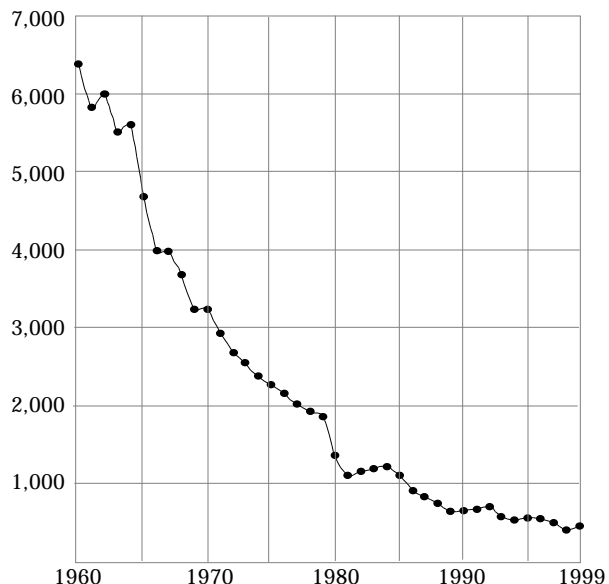
- 3 Hotlines
- 6 Inpatient facilities
- 32 Residential care homes
- 26 Area prevention programs
- 91 Substance abuse programs
- 46 Domestic violence/sexual assault programs
- 12 Other complementary mental health services

Citizens of all 77 counties will reside within the boundaries of a CMHC program.

There are public mental health facilities/programs physically located within 66 of Oklahoma's 77 counties.

Those without a physical facility/program site are: Alfalfa, Beaver, Cimarron, Dewey, Ellis, Grant, Harmon, Harper, McClain, Roger Mills, and Washita. Residents of these counties must travel to an adjacent county for public services.

FIGURE 1
"DE-INSTITUTIONALIZATION" IN OKLAHOMA
 AVERAGE DAILY CENSUS: OKLAHOMA'S PUBLIC PSYCHIATRIC HOSPITALS
 SOURCE: OKLAHOMA DEPARTMENT OF MENTAL HEALTH & SUBSTANCE ABUSE SERVICES



<u>FY</u>	<u>GMH</u>	<u>ESH</u>	<u>WSPC</u>	<u>OYC</u>	<u>Totals</u>
1960	2,882	2,291	1,203		6,376
1961	2,662	2,227	924		5,813
1962	2,559	2,279	1,147		5,985
1963	2,411	2,053	1,050		5,514
1964	2,348	2,268	991		5,607
1965	2,154	1,745	786		4,685
1966	1,845	1,456	697		3,998
1967	1,840	1,466	670		3,976
1968	1,717	1,295	670		3,682
1969	1,537	1,197	522		3,256
1970	1,535	1,202	508		3,245
1971	1,317	1,203	425		2,945
1972	1,134	1,155	397		2,686
1973	1,108	1,108	355		2,571
1974	1,195	845	357		2,397
1975	1,100	818	374		2,292
1976	1,069	740	367		2,176
1977	1,001	672	362		2,035
1978	948	653	339		1,940
1979	941	621	327		1,889
1980	615	484	288		1,387
1981	527	361	247		1,135
1982	537	359	282		1,178
1983	569	375	263		1,207
1984	573	367	304		1,244
1985	532	318	284		1,134
1986	411	292	223		926
1987	327	320	212		859
1988	264	327	190		781
1989	237	328	107		672
1990	245	325	113		683
1991	257	342	108		707
1992	262	371	101		734
1993	222	298	88		608
1994	187	288	86		561
1995	184	318	88		590
1996	179	332	66	22	577
1997	159	306	60	28	525
1998	148	239	49	29	436
1999	161	274	52	24	487

GMH - Griffin Memorial Hospital; ESH - Eastern State Hospital; WSPC - Western State Psychiatric Center; OYC - Oklahoma Youth Center. Data does not include inpatients at Jim Taliaferro Community Mental Health Center, Carl Albert Community Mental Health Center and Central Oklahoma Community Mental Health Center.

OKLAHOMA'S LOWEST PUBLIC PRIORITY

The figures below clearly shows that public mental health services are demonstrably Oklahoma's lowest public priority. The percentage of state appropriations has been steadily declining.

This has resulted in mental health services receiving the smallest increases of any public function during this decade. As the state appropriations increased 70% in an era prohibiting new taxes, the mental health rate of increase was 30% ... less than half of that. Discounting higher education, the state agencies receiving LOWER increases than the overall state average were transportation, health, social services ... and mental health. The DMHSAS appropriations increase was by far the smallest of any area. The percent of all appropriations declined each year, save one, since 1990. Education and corrections received the largest increases. It is clear that public mental health services have demonstrably received the least favorable attention than any other public function.

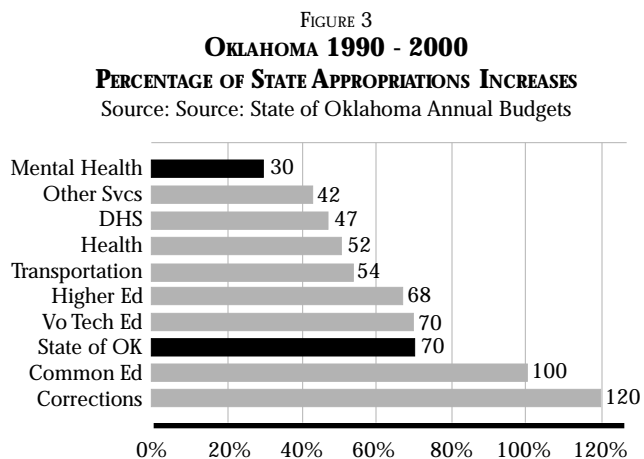
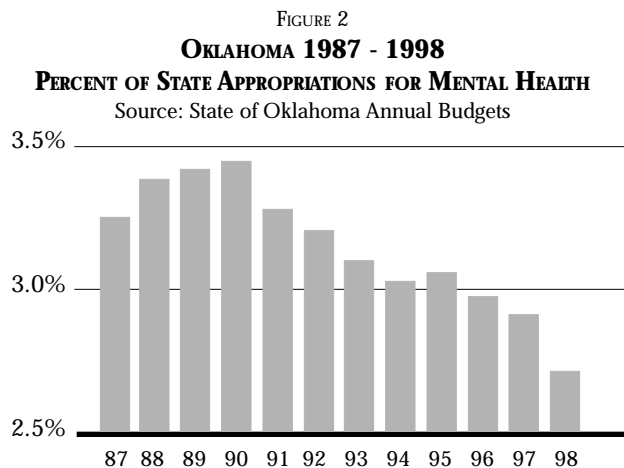


FIGURE 4
DE-INSTITUTIONALIZATION IN OKLAHOMA
INPATIENT PSYCHIATRIC SERVICES
SOURCE: OK STATE DEPARTMENT OF HEALTH, OKLAHOMA COOPERATIVE ANNUAL HOSPITAL SURVEYS

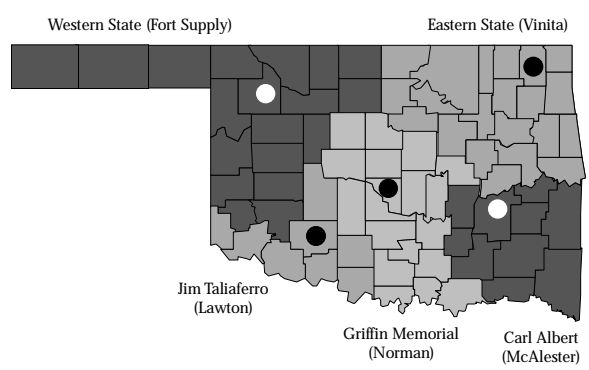


TABLE 1
INPATIENT UTILIZATION DATA
PUBLIC PSYCHIATRIC HOSPITALS IN OKLAHOMA

Eastern State Hospital					
Year	Beds	Admits	Days	Census	LOS
1980	819	2,572	176,878	485	69
1985	364	3,197	116,030	318	36
1990	392	2,136	118,759	325	56
1995	330	2,151	111,310	305	52
1998	314	1,780	89,095	244	50

Griffin Memorial Hospital					
Year	Beds	Admits	Days	Census	LOS
1980	772	4,934	224,489	615	45
1985	565	5,031	194,321	532	39
1990	242	2,592	89,485	245	35
1995	212	2,182	68,239	187	31
1998	182	1,987	54,330	149	27

Western State Psychiatric Center					
Year	Beds	Admits	Days	Census	LOS
1980	477	1,316	105,282	288	80
1985	477	1,580	103,844	285	66
1990	260	1,447	76,000	208	53
1995	184	1,228	56,286	154	46
1998	156	954	36,093	99	38

Jim Taliaferro Mental Health Center					
Year	Beds	Admits	Days	Census	LOS
1980	32	365	3,051	8	8
1985	32	889	8,787	24	10
1990	30	886	8,602	24	10
1995	30	786	5,154	14	7
1998	30	496	4,818	13	10

Carl Albert Mental Health Center					
Year	Beds	Admits	Days	Census	LOS
1980	32	357	5,359	15	15
1985	30	466	6,062	17	13
1990	28	457	8,473	23	19
1995	28	813	6,780	19	8
1998	28	787	6,595	18	8

Public Mental Health Services in Oklahoma

Detail of agency name and contact information may be obtained from the "Yellow Pages" published by the Oklahoma Department of Mental Health and Substance Abuse Services, PO Box 53277, Oklahoma City, OK 73152-3277. Legend: CMHC-Community Mental Health Center, Main Facility or Satellite; SA-Substance Abuse Treatment Facility; DV/SA-Domestic Violence and Sexual Assault; APRC-Area Prevention Resource Center; Hospital-Public Inpatient Psychiatric Facilities. The dots indicate the number of facilities/programs within the community.

COMMUNITY	COUNTY	CMHC	SA	DV/SA	PRC	HOSP	COMMUNITY	COUNTY	CMHC	SA	DV/SA	PRC	HOSP
Ada	Pontotoc	.	.	.			Muskogee	Muskogee	.	..	.	.
Altus	Jackson	.	..	.			Norman	Cleveland	...	..	.	...	..
Alva	Woods	.		.			Nowata	Nowata	..	.	.
Anadarko	Caddo	.					Okemah	Okfuskee	.	.	.		
Antlers	Pushmataha		..	.			Oklahoma City	Oklahoma	.....	.....	.	....
Ardmore	Carter	..	.	.	.		Okmulgee	Okmulgee	...	.	.	.
Atoka	Atoka	.	..				Owasso	Tulsa	.				
Bartlesville	Washington	.	.	.	.		Pauls Valley	Garvin	.		.		
Broken Arrow	Tulsa			.			Pawhuska	Osage	.				
Broken Bow	McCurtain			.			Pawnee	Pawnee	.	.			
Chandler	Lincoln	.					Perry	Noble	.	.			
Chickasha	Grady	.	.	.			Ponca City	Kay	.	.	.		
Choctaw	Oklahoma		.				Poteau	Le Flore		.	.		
Claremore	Rogers	..	.	.	.		Pryor Creek	Mayes	.	.	.		
Clinton	Custer	.	.	.	.		Sallisaw	Sequoyah	.				
Coalgate	Coal	.	.				Sapulpa	Creek	.	.	.		
Duncan	Stephens	.		.			Seminole	Seminole	..	.	.
Durant	Bryan	.	.	.			Shawnee	Pottawatomie	.	..	.	.
Edmond	Oklahoma		.				Skiatook	Tulsa			.		
El Reno	Canadian	..		.			Stigler	Haskell	.				
Elk City	Beckham	.	.	.			Stillwater	Payne	.	..	.	.
Enid	Garfield	.		.	.		Stilwell	Adair	.				
Eufaula	McIntosh	.	.				Sulphur	Murray	.				
Fairview	Major	.					Tahlequah	Cherokee	.	.	.		
Fort Supply	Woodward	.					Talihina	Le Flore	.				
Frederick	Tillman		.				Tishomingo	Johnston	.	.			
Grove	Delaware	.	..	.	.		Tonkawa	Kay		.			
Guthrie	Logan	.	..				Tulsa	Tulsa	....	.....	....	...
Guymon	Texas	.	.	.	.		Vinita	Craig	.	..	.		.
Heavener	Le Flore	.					Wagoner	Wagoner	..			.	
Hobart	Kiowa	.	.				Walters	Cotton		.			
Holdenville	Hughes	.					Watonga	Blaine	.	.			
Hominy	Osage		.				Waurika	Jefferson		.			
Hugo	Choctaw	.	.	.			Waynoka	Woods		.			
Idabel	McCurtain	.	.	.	.		Weatherford	Custer	.				
Jay	Delaware		.				Wetumka	Hughes		.			
Kingfisher	Kingfisher	.					Wewoka	Seminole	.				
Lawton	Comanche	.	....	.	.		Wilburton	Latimer		.			
Lexington	Cleveland	.					Woodward	Woodward	.		.		
Lone Wolf	Kiowa		.				Yukon	Canadian	.			.	
Madill	Marshall	.					Legend: CMHC-Community Mental Health Center, Main Facility or Satellite; SA-Substance Abuse Treatment Facility; DV/SA-Domestic Violence and Sexual Assault; APRC-Area Prevention Resource Center; Hospital-Public Inpatient Psychiatric Facilities. The dots indicate the number of facilities/programs within the community..						
Mangum	Greer		.										
Marietta	Love	.											
McAlester	Pittsburg	.	..	.	.				
Miami	Ottawa	.	.	..						
Moore	Cleveland		.										