



# Overview of the Public Mental Health System

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Presentation to House Public Health Committee  
February 20, 2013

*David L. Lakey, M.D., Commissioner*  
*Mike Maples, Assistant Commissioner*

# Public Mental Health

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- Local Mental Health Authority System
- In-Patient Mental Health System
- Challenges
- Exceptional Items

# Local Mental Health Authority Structure

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- DSHS contracts with 39 community mental health centers to provide evidence-based front-door crisis and on-going services.
- Community Mental Health Centers also serve as the Local Mental Health Authority, responsible for the coordination of local resources.
- Targets adults with schizophrenia, bipolar disorder, and major depressive disorder, and children with severe emotional disturbance.
- Eligible individuals include persons who are medically indigent ( $\leq 150\%$  federal poverty level) who reside in service area and meet clinical criteria.

# Community Mental Health Numbers Served

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- **FY2012:**
  - **Front-Door Crisis Services = 49,711**
  - **On-Going Adult Services = 155,657** (including NorthSTAR)
  - **On-Going Child Services = 46,891** (including NorthSTAR)

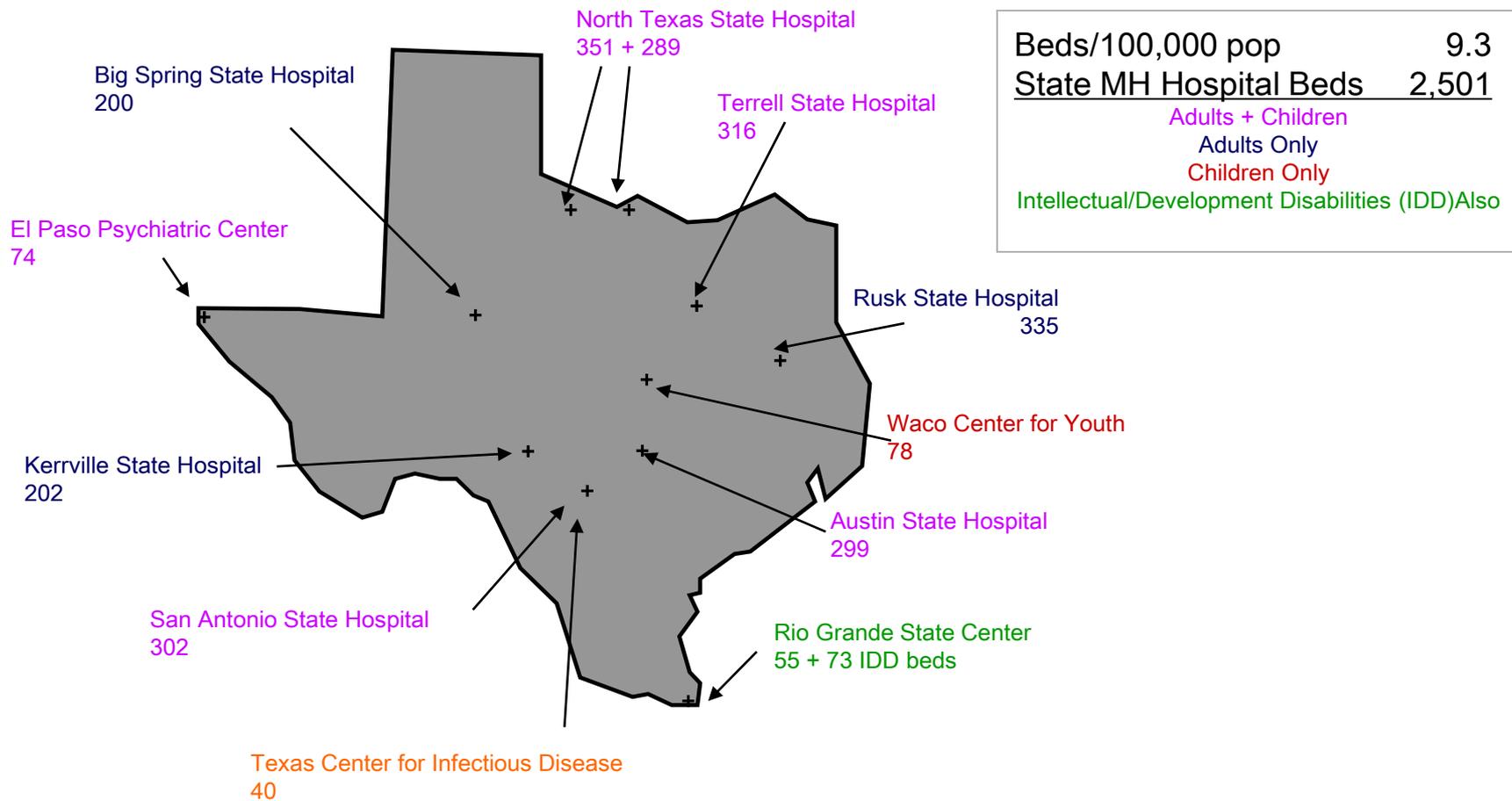


# NorthSTAR

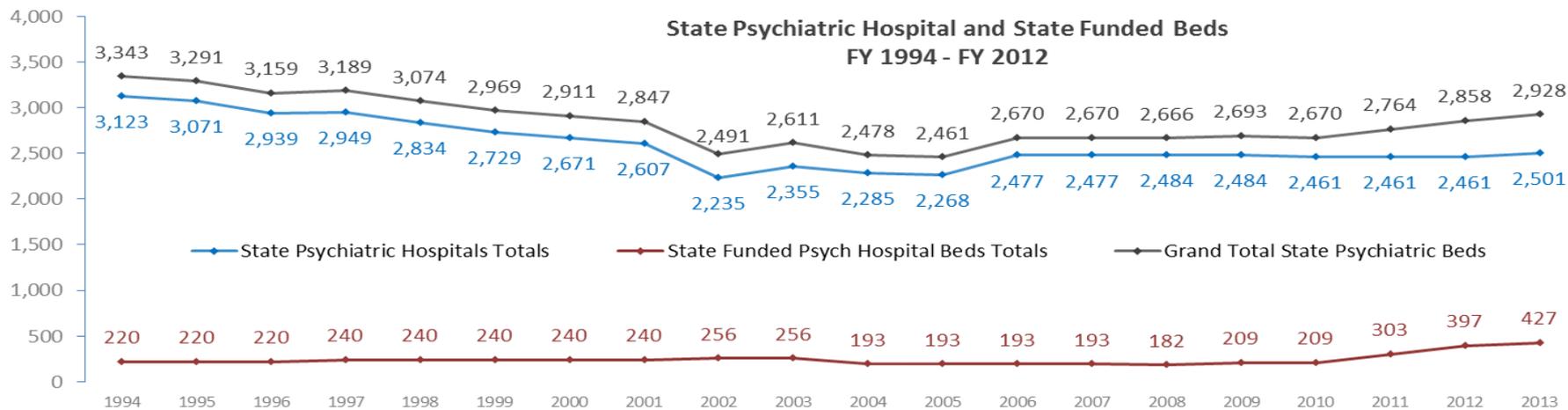
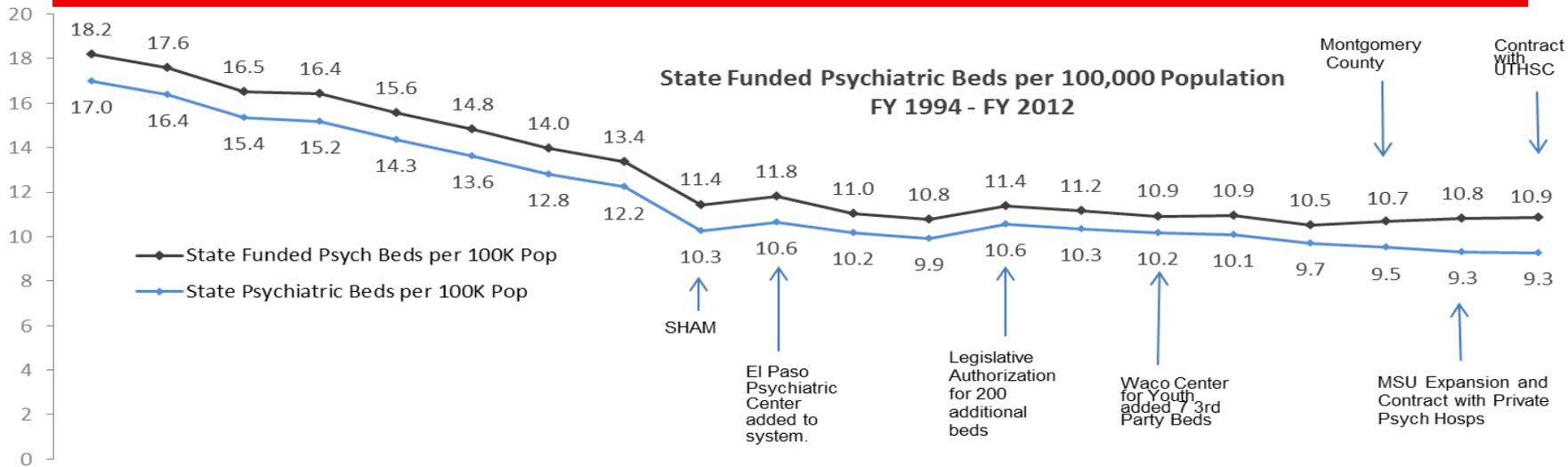
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- Publicly funded insurance program in a 7 county area of North Texas that provides mental health and substance abuse services in an integrated service delivery system.
- Combines services/dollars provided by former HHS legacy agencies TDMHMR and TCADA, TCOOMMI, traditional Medicaid, and local dollars.
- Public-private partnership.
- Eligible individuals include most Medicaid recipients in service area, and medically indigent ( $\leq 200\%$  federal poverty level) who reside in service area and meet clinical criteria.

# 11 Texas State Hospitals



# State Psychiatric Hospital Bed Capacity



# How do People enter the Hospital System?

## Civil Commitments

- Criteria

Presence of Symptoms of Mental Illness which result in Patient's:

- Danger to themselves
- Danger to others

- Who Gets Involved

- Magistrates/Peace Officers
- Adult Relatives and Guardians
- Admissions Physician
- Treatment Team

- Types

- Emergency Detention (24 hour)
- Orders of Protective Custody (30 day maximum)
- Court Ordered MH Services (90 day Temp/ 12 month Extended)

## Forensic Commitments

- Criteria

- Charged with a crime or determined Not Guilty by Reason of Insanity
- Mental Illness or Instability

- Who Gets Involved

- Courts/Judges/Juries
- Admissions Physician
- Treatment Team

- Types

- Awaiting Adjudication
  - Competency Restoration
- Post-Adjudicated
  - Not Guilty by Reason of Insanity (NGRI)

# When do People exit the Hospital System?

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## Civil Commitments

- Treatment team determines the person is no longer an imminent risk to self or others and can safely be treated in a less restrictive setting
- An appropriate community placement exists

## Forensic Commitments

- Treatment team recommends when the person is competent to stand trial, or (for NGRI) the person is no longer an imminent risk to self or others and can safely be treated in a less restrictive setting
- Courts/Judges must approve discharges or changes in commitment status.
- State Hospitals and Local Mental Health Authorities have little control over the actual discharge of patients.

## Background

- Disability Rights Texas filed a lawsuit against DSHS in February 2007.
  - Referred to as the *forensic patient capacity lawsuit*.
  - Claimed that there was an excessive amount of time between a criminal defendant being found incompetent to stand trial and time of admission to state hospital.
- Judge ruled in plaintiffs' favor in January 2012.
- Judge ordered DSHS to make a bed available to a detainee who is incompetent to stand trial within 21 days of a notice to DSHS.



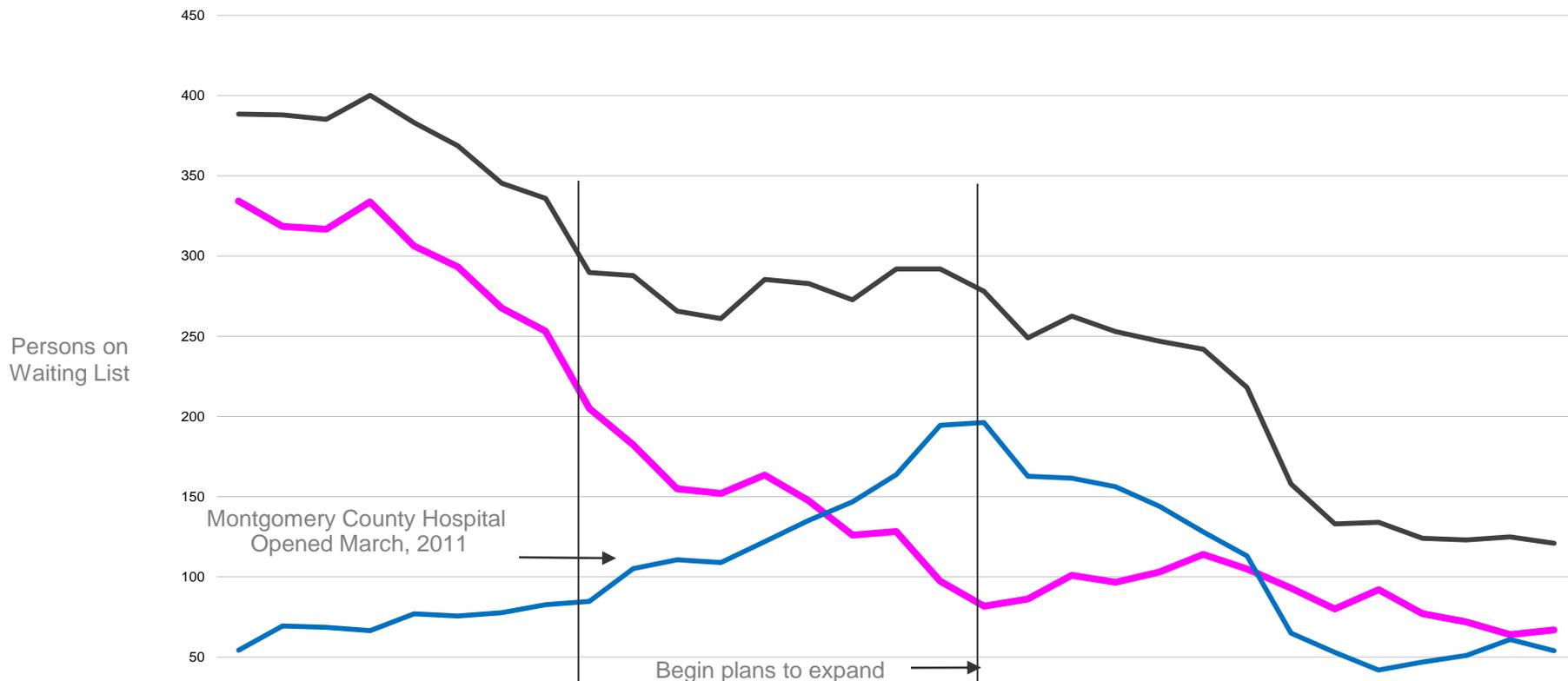
# Forensic Bed Lawsuit: State Hospital Capacity Plan

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Maximum Security Beds	100
Transitional Forensic Beds	54
Civil (contracted) Beds	90
Net New Beds to State System	40
FTEs Needed	132
Biennial Cost FY12-13	\$36.3M

# Forensic Waiting List

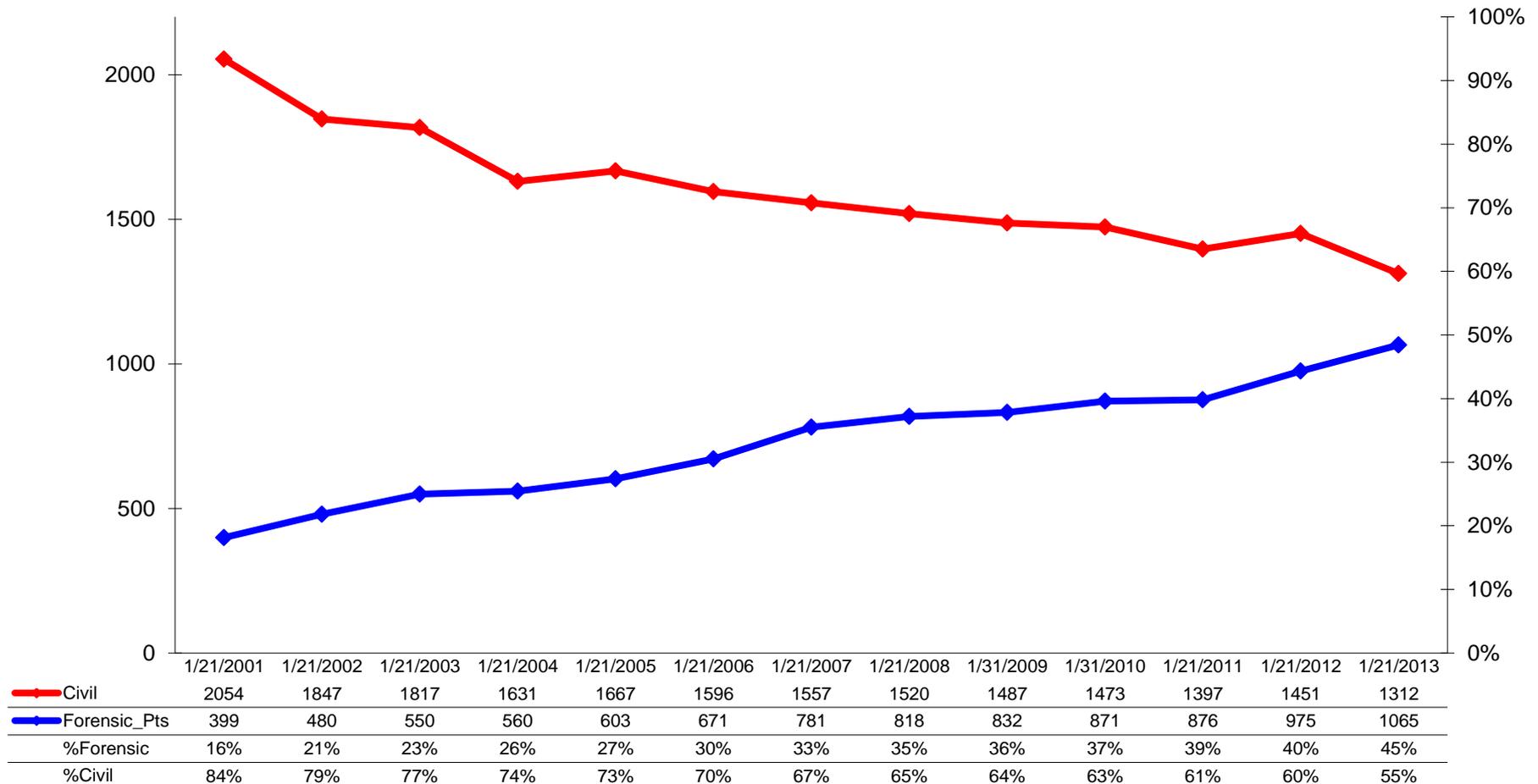
## Forensic Waiting Lists for State Mental Hospitals: Jan 2010 - Sep 2012



	Jul-10	Aug-10	Sep-10	Oct-10	Nov-10	Dec-10	Jan-11	Feb-11	Mar-11	Apr-11	May-11	Jun-11	Jul-11	Aug-11	Sep-11	Oct-11	Nov-11	Dec-11	Jan-12	Feb-12	Mar-12	Apr-12	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13
Clearinghouse Waiting List	334.25	318.5	316.75	333.75	306.25	293.2	267.67	253.25	205	182.5	155	152	163.5	147.6	126	128.25	97.4	81.75	86.25	101	96.75	103	114	105	93	80	92	77	72	64	67
MSU Waiting List	54.25	69.5	68.5	66.5	77	75.6	77.667	82.75	84.8	105.25	110.75	109	122	135.2	146.75	163.75	194.6	196.25	162.75	161.6	156.25	144	128	113	65	53	42	47	51	61	54
Total	388.5	388	385.25	400.25	383.25	368.8	345.33	336	289.8	287.75	265.75	261	285.5	282.8	272.75	292	292	278	249	262.6	253	247	242	218	158	133	134	124	123	125	121

# Civil vs. Forensic Snapshot

**Civil vs Forensic Census Snapshots on Specified Dates from FY 2001 to Present:  
State Psychiatric Hospitals and Montgomery County Hospital**



# Community Beds

Hospital Name	Funds	# of beds
Montgomery County	15,000,000	94
Harris County (HCPC)	28,493,696	162 (24)
Harris County (HCPC)	3,400,000	17
Gulf Coast Center (Galveston)	3,726,006	18
Sunrise Canyon (Lubbock) <small>Page 15</small>	4,126,274	30
Hill Country MHMR (Kerrville)	2,357,120	16
Tri County MHMR	1,104,125	5
Center for Health Care Svcs	5,520,625	25
UTHSC-Tyler	4,635,940	30
Tropical South Tx Behavioral	2,208,250	10
<u>MHMR of Tarrant County</u>	<u>4,031,060</u>	<u>20</u>
<b>Totals</b>	<b>74,603,096</b>	<b>427</b>

# State Hospital Cost Containment

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- Montgomery County applied for, and received, a DSHS contract to manage a facility under the terms of Rider 97 (81<sup>st</sup> session)
- Out Patient Competency Restoration - The majority of clients (67%) who completed program had positive outcomes and avoided hospitalization
- Development of Psychiatric Rehabilitation units (Step Down) - \$3.0 million annual savings realized by providing rehabilitative residential level of care instead of hospital level of care in these 120 beds. Cost savings are due primarily to reduced staffing costs.
- Reduced expenditures on Medications
- Increased revenue through billing Hospital Services in NorthSTAR.

# DSHS Rider 71

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- Required the state to contract with an independent entity to review the state's public mental health system.
  - Public Consulting Group (PCG) selected
- Phase I: PCG completed programmatic and financial assessment of current system
- Phase II: PCG provided recommendations for intermediate and long-term system redesign
- Phase II recommendations focus on three areas:
  - Service Delivery System
  - Governance and Oversight
  - Funding and Financing

# State Hospital Patient Safety

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- Dr. Lakey testified before House Public Health Committee on January 24, 2012.
- Improvements Made
  - Immediate Actions
    - Directives to Hospital Superintendents
  - HHS System-Wide Actions
  - Other DSHS Actions
    - Guidelines, policies & practices reviewed and revised
    - Environmental Considerations
  - Employee Screening

# Mental Health Funding

Strategy	FY10-11	FY12-13
MH Adult Services	\$570,219,568	\$562,881,043
MH Children Services	\$132,932,210	\$130,498,386
MH Crisis Services	\$164,953,850	\$168,553,850
NorthSTAR Behavioral Health	\$201,403,108	\$206,833,519
Community Hospitals	\$68,936,154	\$114,206,192
MH State Hospitals	\$775,709,016	\$783,400,983
<b>Total</b>	<b>\$1,914,153,906</b>	<b>\$1,966,373,973</b>



# Exceptional Item # 1

## *State Hospital Patient Safety and Operations*

- Install cameras to increase patient safety - **\$6,381,000**
- Renovate Victory Field located at North Texas State Hospital – Vernon to relocate the adolescent forensic program - **\$4,429,436**
- Provide stipends for resident physicians to complete a portion of training in the Texas public mental health system - **\$2,000,000**
- Replace old vehicles with high maintenance costs; current average mileage is 93,662 and is forecasted to be approximately 111,157 in FY 2014: **\$3,691,056**

<b>MOF (\$ in millions)</b>	<b>Request FY 2014</b>	<b>Request FY 2015</b>	<b>Totals</b>
GR Related	11,497,436	5,004,056	16,501,492
All Funds	11,497,436	5,004,056	16,501,492

<b>FTEs</b>	0.0	0.0	
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<b>Program Impact</b>	<b>FY 2014</b>	<b>FY 2015</b>	<b>Totals</b>
Number of resident physicians per year in rotations in public mental health	24	24	48
Replace vehicles	0	145	145
Number of clients served in Victory Field	462	462	924

# Exceptional Item # 1

## *State Hospital Patient Safety and Operations*

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## Exceptional Item # 4

### *Hospital Facilities and Infrastructure*

- Fund the repair and renovation of aging state hospitals facilities and their infrastructure.
- Some of the repairs and renovations addressed will impact Joint Commission accreditation and limit future high cost emergency repairs.
- The requested **\$76M** would fund Priority 1 Projects of the total \$181M needed in repair and renovation within the state hospital system.

MOF (\$ in millions)	Request FY 2014	Request FY 2015	Totals
GR Related	0	0	0
Other Funds	76,366,891	0	76,366,891
All Funds	76,366,891	0	76,366,891

<b>FTEs</b>	0.0	0.0	
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## Summary of EI Request by Type of Repair/Renovation

Type of Repair or Renovation	Amount Requested
Life Safety Code	\$23,702,669
Roofing	\$13,825,509
HVAC	\$9,325,564
Utilities	\$4,573,546
Plumbing	\$5,586,783
Electrical	\$813,762
Renovation	\$10,861,927
Americans with Disabilities Act / Texas Accessibility Standards	\$3,909,040
Non-Structure Site Repair	\$2,901,466
Hazardous Material	\$866,624
<b>Grand Total</b>	<b>\$76,366,891</b>

## Exceptional Item # 6 *DSHS Waiting Lists*

- This request would fully fund the number of clients on waiting lists as of May 2012 in the Mental Health (MH) adult, MH children, and Children with Special Health Care Needs (CSHCN) programs:
  - MH adult wait list: **\$54,100,000**
  - MH children wait list: **\$3,100,000**
  - CSHCN wait list: **\$23,600,000**

<b>MOF (\$ in millions)</b>	<b>Request FY 2014</b>	<b>Request FY 2015</b>	<b>Totals</b>
GR Related	40,400,000	40,400,000	80,800,000
All Funds	40,400,000	40,400,000	80,800,000

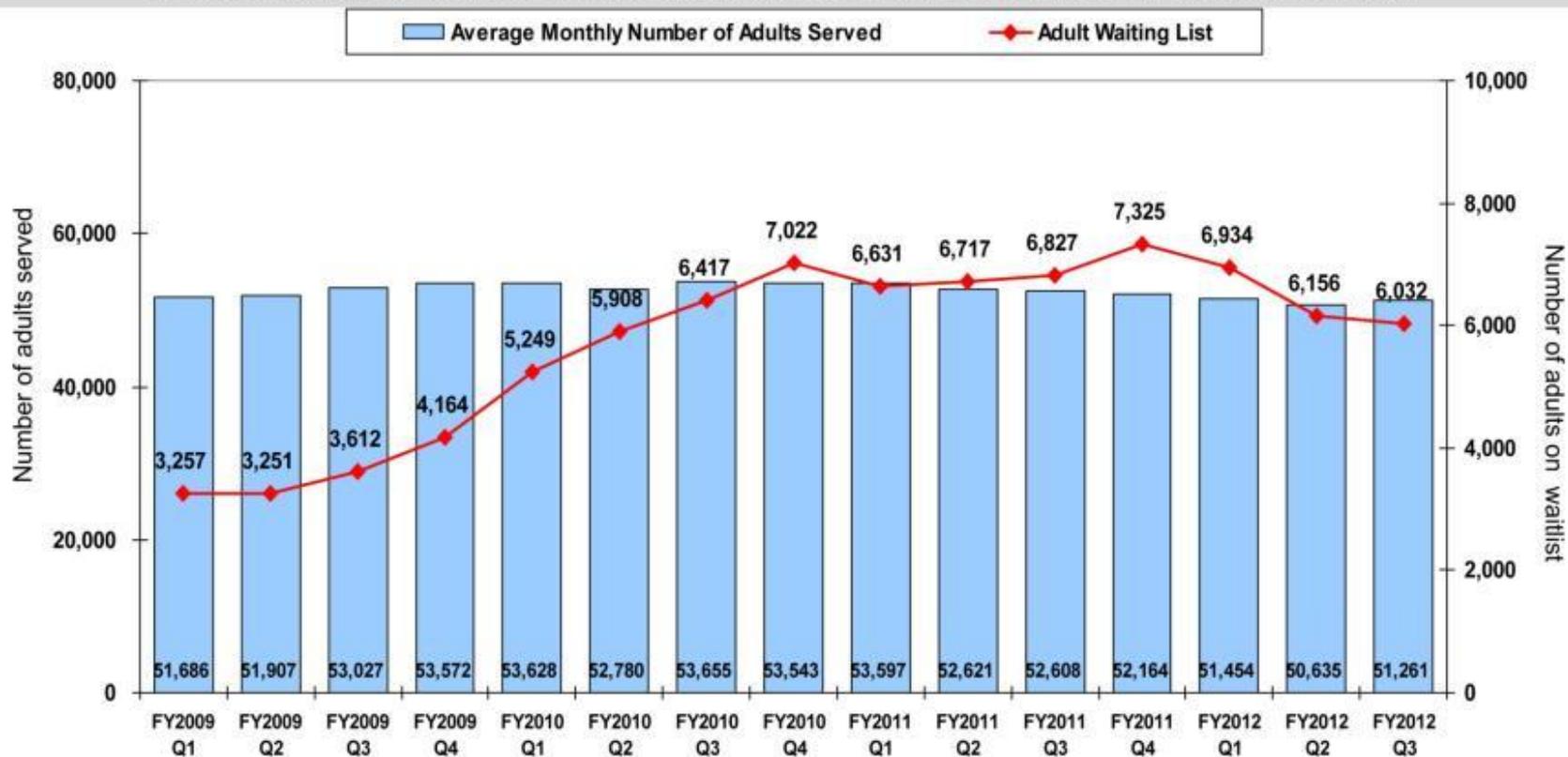
<b>FTEs</b>	<b>0.0</b>	<b>0.0</b>	

<b>Program Impact</b>	<b>FY 2014</b>	<b>FY 2015</b>	<b>Totals</b>
Increase capacity to serve adults in community mental health	6,242	6,242	6,242
Increase capacity to serve children in community mental health	286	286	286
Increase capacity to serve children in CSHCN	802	802	802

# Exceptional Item # 6

## DSHS Waiting Lists

Adult waiting list for community mental health services increased from FY2009 Q1 to FY2012 Q3 by **85%**, as average monthly number of adults served remains constant over time as LMHAs reach capacity.



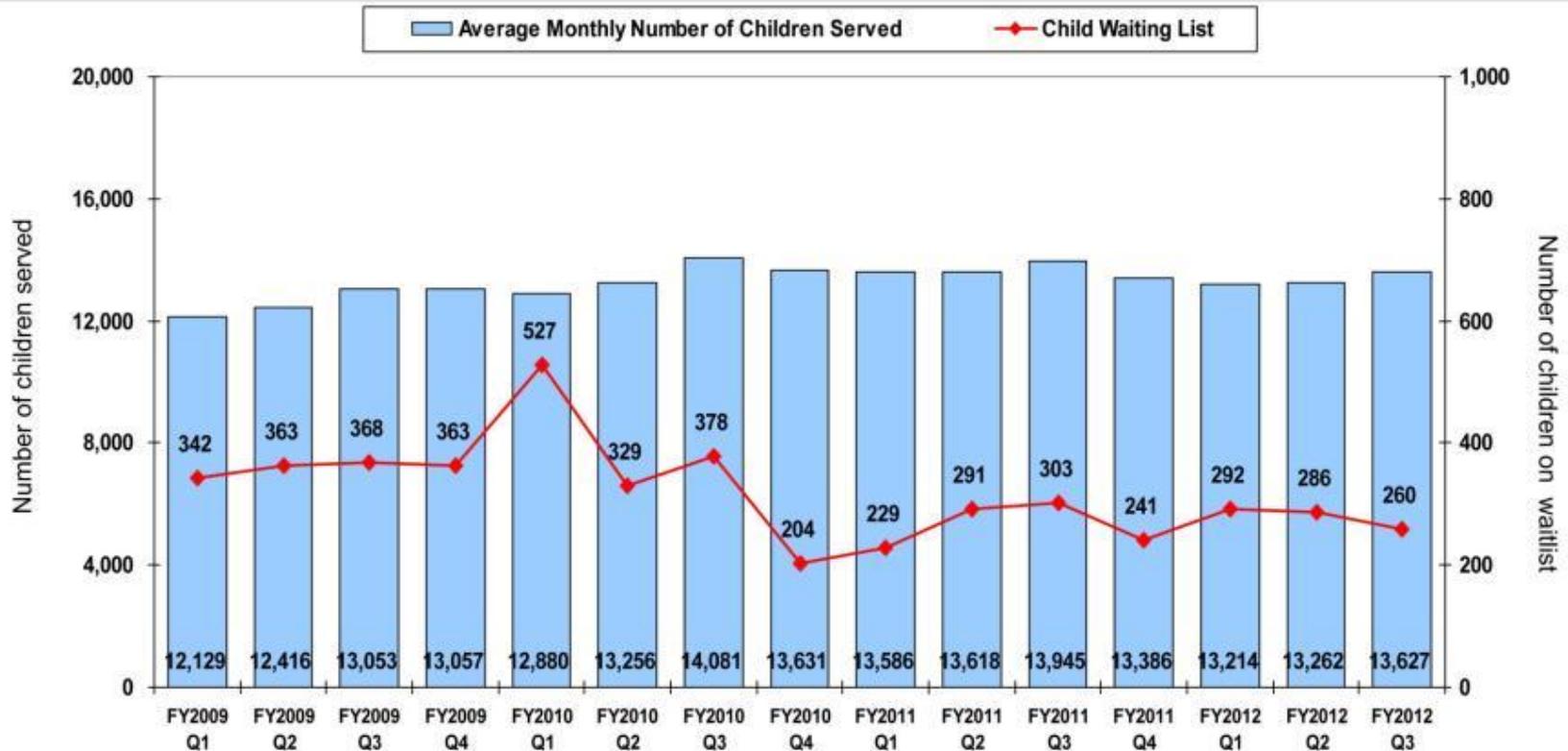
Source: DSHS Client Assignment Registration (CARE) system.

Notes: Average Monthly Number of Adults Served per LBB performance measures.  
Adult Waiting List is number of adults waiting for all services.

# Exceptional Item # 6

## DSHS Waiting Lists

Child waiting list for community mental health services decreased from FY2009 Q1 to FY2012 Q3 by **24%** due to special appropriation but still remains a significant barrier to mental health services, as average monthly number of children served has remained constant over time as LMHAs reach capacity.



Source: DSHS Client Assignment Registration (CARE) system.

Notes: Average Monthly Number of Children Served per LBB performance measures.  
Child Waiting List is number of children waiting for all services.

# Exceptional Item # 7

## *Increase Substance Abuse Treatment Services*

- This request would provide **\$18,471,549** to allow DSHS to:
  - increase the payment rates for substance abuse treatment providers, which have not increased in 5 years
  
- Funds a substance abuse capacity increase of 948 people: **\$4,941,828**
  
- Creates additional capacity dedicated to serving individuals referred by DFPS: **\$10,136,707**

MOF (\$ in millions)	Request FY 2014	Request FY 2015	Totals
GR Related	14,568,333	18,981,751	33,550,084
All Funds	14,568,333	18,891,751	33,550,084

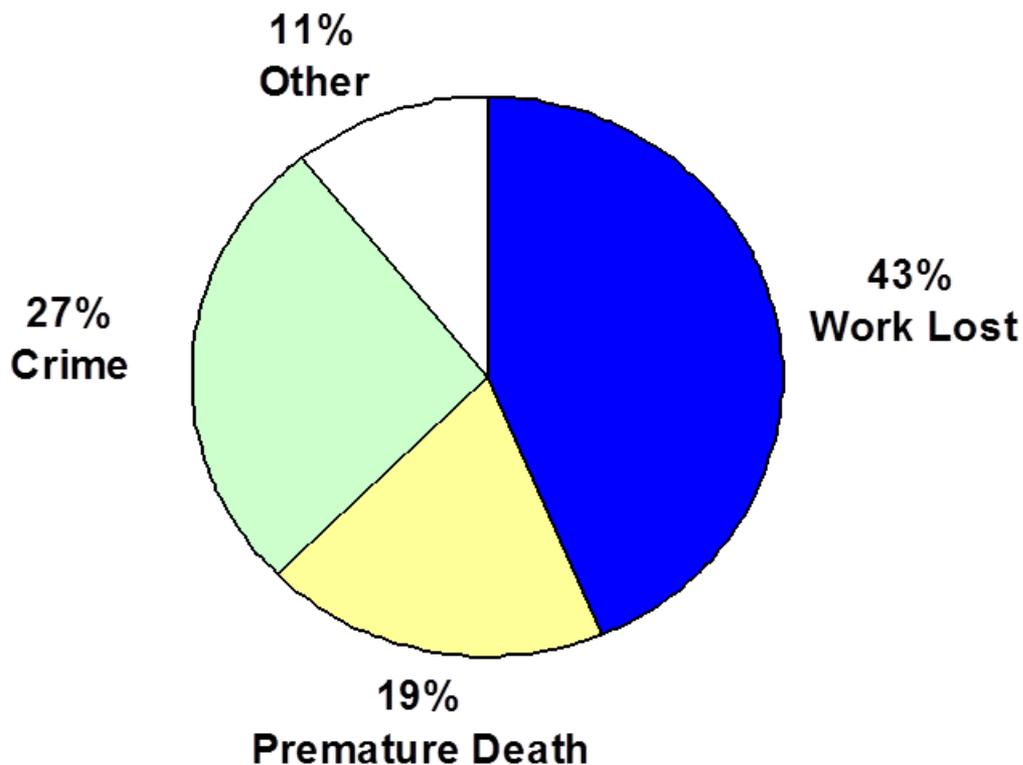
<b>FTEs</b>	0.0	0.0	
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Program Impact	FY 2014	FY 2015	Totals
Increase Substance Abuse treatment capacity	948	948	948
Number of DFPS clients served in Pregnant Postpartum Intervention Services	1,000	1,000	2,000
Number of additional DFPS clients served in substance abuse treatment services	1,000	3,000	4,000

**There is a benefit to cost ratio of 7:1 for individuals attending substance abuse treatment.**

## Exceptional Item # 7 *Increase Substance Abuse Treatment Services*

### Estimated Economic Costs of Substance Abuse, 2007 by Cost Category (Total: \$33.4 Billion)

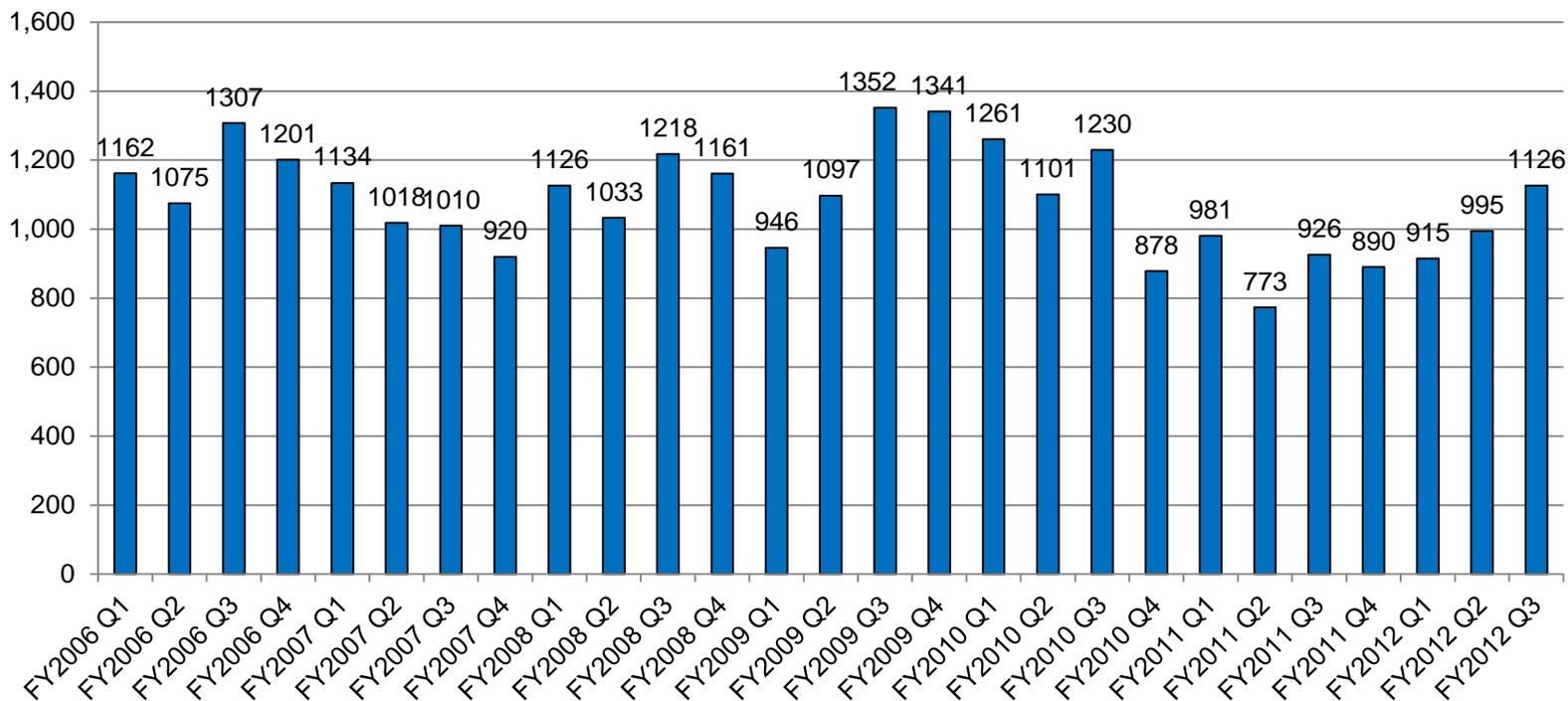


Source: Decision Support Unit, MH & SA, DSHS.

# Exceptional Item # 7

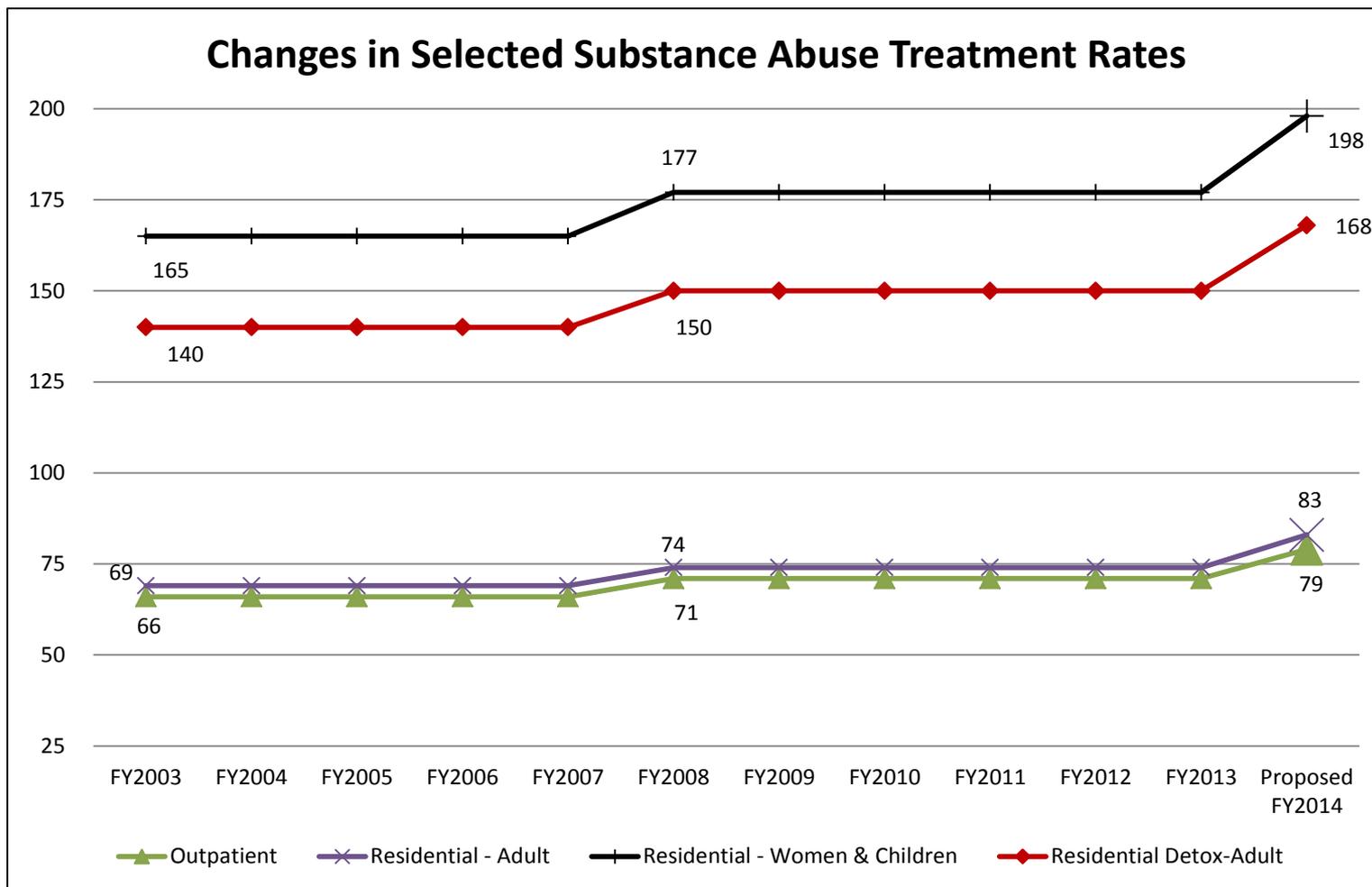
## *Increase Substance Abuse Treatment Services*

**Average Monthly Clients Needing Access to  
Substance Abuse Treatment Services,  
FY2006-2012 by Quarter**



# Exceptional Item # 7

## *Increase Substance Abuse Treatment Services*



## Exceptional Item # 7

### *Increase Substance Abuse Treatment Services*

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- The Exception Item will provide for additional substance abuse services to promote and hasten safe reunification for children who are in DFPS custody due to parental substance abuse.
- In fiscal year 2012, the number of families served by DFPS with a substance abuse concern was 79,826. Of these, 14,573 had a child in DFPS custody.
- In each of these families at least one parent was in need of a substance abuse screening or assessment and, where appropriate, substance abuse treatment.
- The additional capacity to serve individuals referred by DFPS has the potential to shorten the time children stay in DFPS custody and reduce the number of children living in paid foster care.



# Exceptional Item # 8

## *Increase Behavioral Health Treatment Outcomes*

- Establishes and maintains supportive housing for people in substance abuse recovery:
  - Oxford House: **\$1,140,000**
  
- Expands housing support options for persons with mental illness who are homeless or at risk of being homeless. Additionally, provides State GR match for a Medicaid home and community based services state plan option for high need persons with extended stays in the state mental health system:
  - Supportive Housing: **\$24,840,940**
  
- Funds 10 beds in private residential treatment centers (RTC) for children/youth that are at risk for parental relinquishment of custody to DFPS: **\$2,056,262**

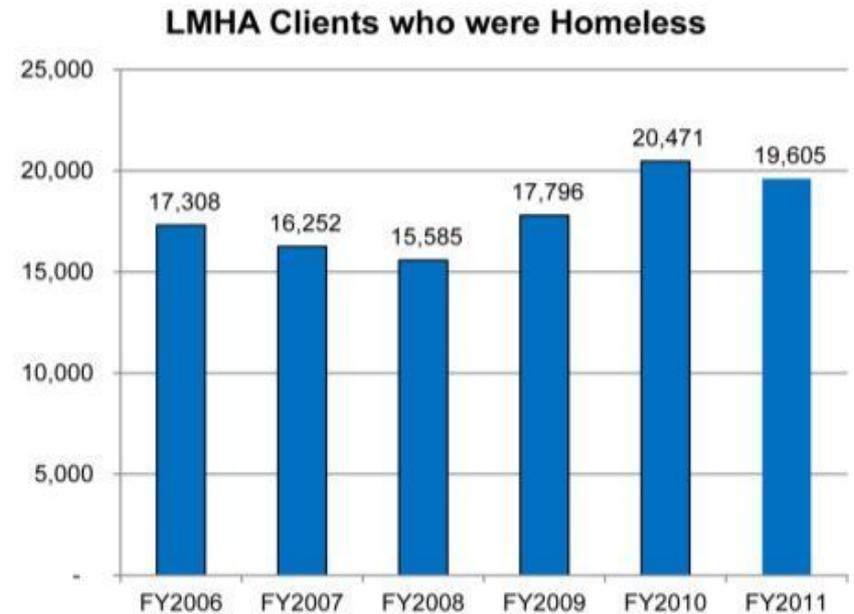
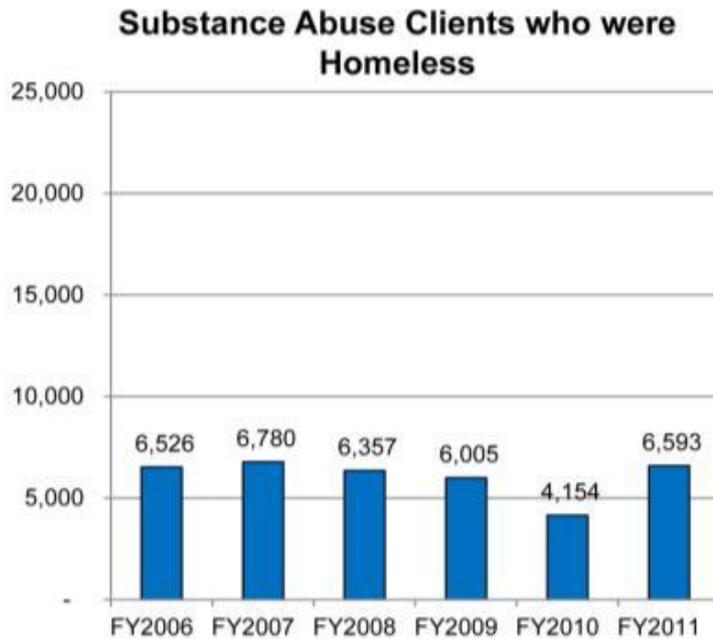
MOF (\$ in millions)	Request FY 2014	Request FY 2015	Totals
GR Related	9,523,060	13,690,608	23,213,668
Federal Funds	1,632,193	3,191,341	4,823,534
All Funds	11,155,253	16,881,949	28,037,202

<b>FTEs</b>	0.0	0.0	
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Program Impact	FY 2014	FY 2015	Totals
Number of individuals in substance abuse recovery participating	175	175	350
Number of homeless mental ill provided long term and short term rental assistance	707	977	1684

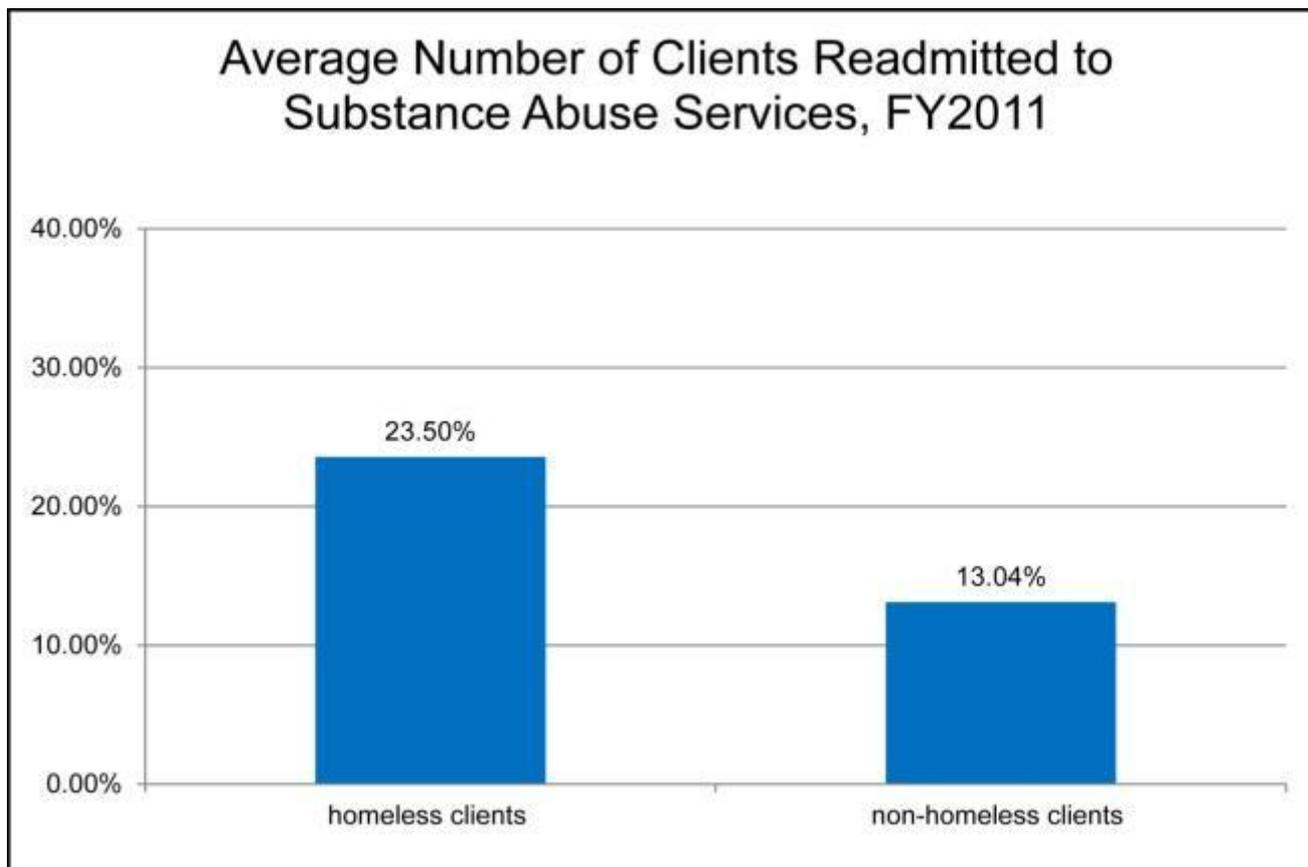
**The \$1.1M investment in Oxford House has a projected ROI of \$5.0M for the biennium.  
The \$24.8M investment in MH Supportive Housing has a projected ROI of \$39.2M for the biennium.**

# Homelessness Among Substance Abuse and LMHA Clients, 2006-2011

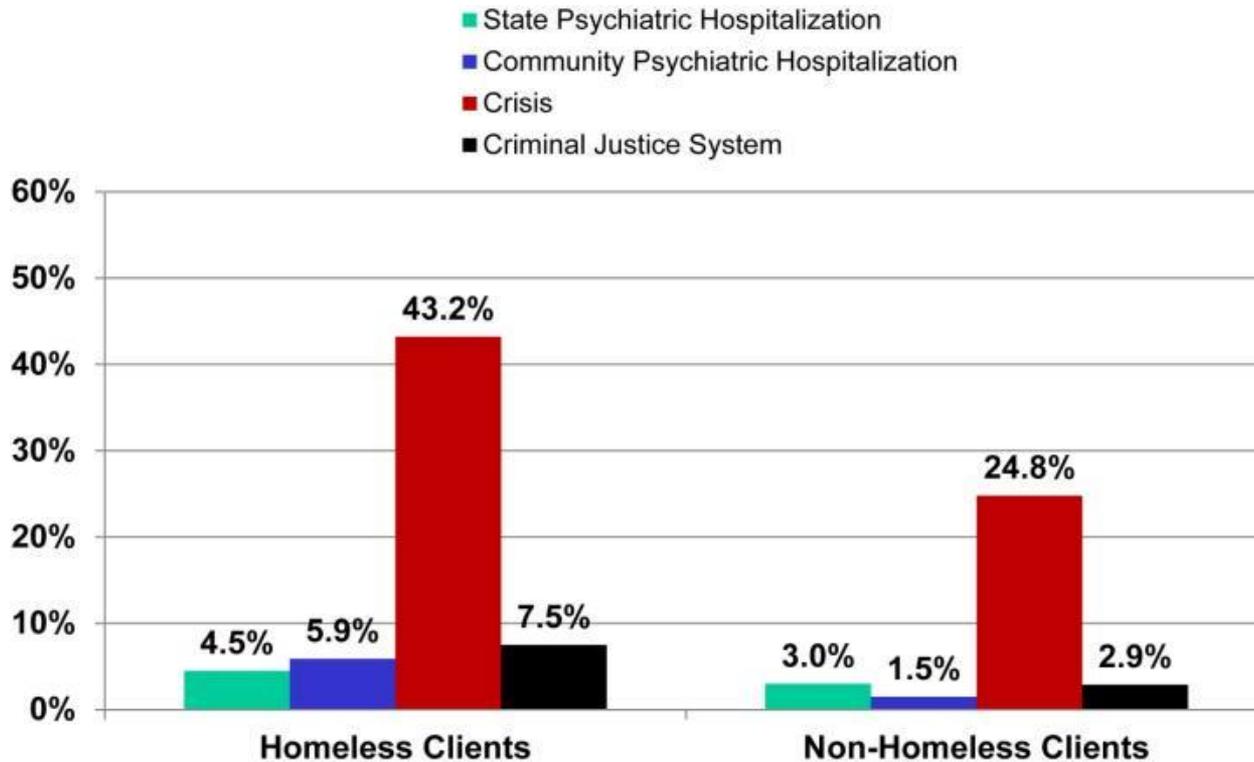


## Exceptional Item # 8

### *Increase Behavioral Health Treatment Outcomes*



### Percent of Homeless MH Adults Using Other State Services



Source: System Cost Savings Analysis of Homeless LMHA Clients, Office of Decision Support, MHSA, DSHS.