SW636 MENTAL HEALTH POLICIES AND SERVICES
Winter, 2005  Instructor: Mark Holter
Wednesdays, 2-5 pm  Classroom: 3816 SSWB
Office Hours Tuesdays 4:00 to 5:30 and by appointment
Office: 3848 SSW holter@umich.edu  734-763-9272

Course Descriptive

This course will cover the various mental health services and programs for adults, children, and youth. It will discuss the roles that social workers perform in promotion, prevention, treatment and rehabilitation services to persons with mental illness, developmental disabilities and substance abuse problems. Contemporary policy issues in mental health services, particularly as they relate to larger political and social trends will be discussed. Legislation, ethical issues, stakeholder controversies and social movements affecting services to persons with mental health problems will also be discussed. The historical context of services and how the mentally ill have been historically stigmatized and conceptualized will be reviewed. The impact of race, gender, ethnicity, sexual orientation, and social class on mental health policies and services will be examined. The course will also examine the potential and actual role of various self-help, and natural/informal helping systems.

Course Content

The process and politics of mental health policy making and program development will be examined from the perspective of historical, contemporary, and future models of the mental health system. Alternative approaches to defining mental health and mental illness, developmental and other disabilities, and substance related disorders will be studied. Epidemiological findings related to the incidence and prevalence of disorders and the utilization of mental health services will be examined. Local, state, and national models of mental health programs including self-help and advocacy programs will be reviewed. These programs will represent a range of approaches to promotion, prevention, treatment, and rehabilitation services, along with a range of financing, and service delivery mechanisms. Individual rights, especially as they relate to involuntary treatment and professional conduct will be discussed.

Attention will be given to persons with mental illness, developmental disabilities, learning disabilities, and substance abuse disorders—or combinations of these conditions—with a special focus on individuals with severe and persistent mental conditions, US mental health policy will be examined as it is enacted in programs and services, social entitlements, financing
arrangements, and organizational missions. Associated ethical and value dilemmas will be examined within an American as well as comparative historical and cultural context. The major focus of the course will be on public policies and services, with simultaneous examination of the relationships among the increasingly overlapping public, non-profit and for-profit sectors. Special consideration will be given to how the contemporary mental health system is experienced by economically disadvantaged persons, women, gay male, lesbian, bisexual and transgendered persons, and persons of color.

Objectives:

Upon completion of the course, students will be able to:

1. Demonstrate knowledge of the historical context of mental health policies and services, and apply this knowledge in making a critical analysis of existing and proposed mental health systems.

2. Identify the social work practitioner’s role in mental health policies and services in relation to:
   a) initiating and modifying policy and programs through their service providing activities and other professional activities, e.g. advocacy, public education, service coordination.
   b) applying the values and ethics of the social work profession to the mental health field, especially the rights of individuals regarding commitment, treatment, and social services.

3. Explain how public health concepts and epidemiological data are used in developing and changing policies and monitoring mental health programs.

4. Identify and analyze the effects of oppression, discrimination, stigma and other negative social influences on consumers of mental health services.

5. Analyze current mental health policies, legal issues, delivery systems, service settings, target populations, service approaches, in relation to contemporary social work practice in mental health.

6. Use knowledge about the etiology of mental illness and other disabilities and the effects of labeling to design prevention and promotion programs for the prevention of illness and promotion of health.

Relationship to Curricular Themes

1. Multicultural Issues
Multicultural issues are presented in relation to the various definitions of mental health, mental illness, disabilities, and substance related disorders. Data from epidemiological studies are examined in order to focus on racial/ethnic/cultural groups and other populations at risk in regard to (a) incidence and prevalence rates; (b) acceptability, access, availability, and utilization of services.
2. Social Change and Social Justice
The study of the mental health service delivery system provides students opportunity for assessment of the system in terms of injustice and the effects of stigma and discrimination or those with psychiatric labels to populations at risk. The objectives of system improvement and social justice are explored in relation to legal issues and individual rights that pertain to mental health policy making and program development.

3. Promotion and Prevention
An examination of the community mental health movement will allow for an emphasis on promotion of mental health and prevention of mental illness and disabilities. Research on risk and protective factors related to mental health prevention programs and how knowledge can be translated into effective interventions will be explored.

4. Social Science
Social and behavioral science conceptual frameworks and empirical findings are presented throughout the course on such topics as: epidemiology of disorders and disabilities; causes of illness and disability; program evaluations on the effectiveness of community-based mental health programs; financing of mental health services; and services to women, ethnic minorities, and economically disadvantaged populations.

**Relationship of the Course to Social Work Ethics and Values:**
This course will examine current ethical issues and controversies in the field of mental health policies and services. The NASW Code of Ethics will be used to inform practice in this area. Students will analyze ethical issues related to: stigmatization and psychiatric labels; client confidentiality; client rights and prerogatives, especially the rights of populations at risk and those related to civil commitment and treatment; prevention and elimination of discrimination; equal access to resources, services, and opportunities; respect for the diversity of cultures; changes in policy and legislation that promote improvements in social conditions; and informed participation of the public.

**POTENTIALLY USEFUL INTERNET ADDRESSES**
(Thanks to Tom Powell.)

http://www.lib.umich.edu/socworklcollect.html
http://www.lib.umich.edu/socwork/mentalpol.html
http://www.lib.umich.edu/socwork/sw636.html
http://coursertools.ummu.m111ch.edu
http://www.nyu.edu/socialwork/wwwrsrw (a very comprehensive site)
http://www.samhsa.gov/
http://www.mentalhealth.org/
http://www.health.org/
http://psychcentral.com/resources (Links to many other mental health references)
http://www.mentathealth.com (Internet Mental Health)
http://www.fedWorld.gov (gateway to federal government information)
http://www.NAMI.org (National Alliance for the Mentally ill (NAIMI))
http://www.mdch.state.mi.us (Michigan Department of Community Health)
http://www.macmhb.org/ (Michigan Association of Community Mental Health Boards)
http://www.co.washtenaw.mi.us/DEPTS/CMH.HTM

Please add to this list of important Internet sites.

**Required Readings:**
http://www.surgeongeneral.gov/lib/mentalhealth/home.html

http://www.surgeongeneral.gov/library/mentalhealth/cre/

**Recommended Texts:**


**Assignments**

1) **Participate in Class (10 percent)**

Criteria for good Classroom Participation:
- Come to class;
- Ask good questions;
- Read the required readings;
- Be involved and interactive with the teacher and your fellow students;
- Don’t be afraid to make suggestions to the teacher;
- Bring in information from other places;
- Don’t just speak up a lot, but think about how to facilitate the involvement and learning of others in the classroom.
Attendance is required. Please let me know in advance if you have to miss class. You will be responsible to obtain copies of handouts and to find out what took place while you were gone.

2) **Class Presentation Assignment: (25 percent)**

Focusing on one of the topics listed below, or on one you choose yourself, prepare a presentation to give in class. The presentation should be approximately 10-15 minutes in length. One week before it is due, I would like to see a fairly well developed description/outline of the presentation so that I can incorporate it into my plans for the next week.

You can prepare for some of these topics by gathering information from the library. In other cases, you may also want to make contact with someone in the community to gather information about what they are doing. I can make suggestions about possible contacts.

You may work individually, or in pairs. You may teach the class about something you already know well, or about something you are just learning yourself.

Each suggested topic has a due date (date of the presentation — submission of the draft is one week earlier). I’d like to have students sign up for a topic by January 19, unless you know you want to present on the topics due on the 19th of January (in that case, please sign up by January 12th).

I will be happy to discuss the topic with you, and make suggestions regarding resources. In addition to the presentation you prepare for class, you should submit a paper to me on the day of or one week after your presentation.

Potential Presentation Topics/Due Date

<table>
<thead>
<tr>
<th>Topic</th>
<th>Due Date</th>
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<tbody>
<tr>
<td>The Community Mental Health Movement</td>
<td>January 19</td>
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<td>Deinstitutionalization</td>
<td>January 19</td>
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<td>The VA system (mental health care for Veterans)</td>
<td>February 2</td>
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<td>Mental health care provided through religious institutions (esp. through African American churches)</td>
<td>February 2</td>
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<td>Alternative therapies</td>
<td>February 9</td>
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<td>Psychiatric Rehabilitation</td>
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<td>The concept of ‘recovery’</td>
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<td>PACT (Program for Assertive Community Treatment)</td>
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<td>Family Education</td>
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<td>National Alliance for the Mentally Ill</td>
<td>February 9</td>
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<td>Local Programs: mental health care at The Shelter</td>
<td>February 16</td>
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<td>Local Programs: Avalon Housing</td>
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<td>Local Programs: Ypsilanti’s SOS</td>
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<td>Alcoholics Anonymous</td>
<td>February 23</td>
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<td>Programs for children</td>
<td>March 9</td>
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<td>Programs for adolescents</td>
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<td>Programs for the elderly</td>
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<td>Mental health Parity</td>
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<td>Mental health care provided through Medicare/Medicaid</td>
<td>March 16</td>
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<td>SSI/SSDI</td>
<td>March 16</td>
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3) Exam (25 percent)

4) Policy Analysis Paper (40 percent)
Within the past year, a number of critical public policy issues have been debated. These public policy issues present ideal areas for topics for analysis for the course paper. For example, the Yates' murder case in Houston represents a number of challenges to Texas' policy on the insanity defense. In the state of Maine, a successful effort was made to pass a state law that authorizes "universal insurance coverage" paid for by the state. However, federal law prevents its implementation. For a number of years, advocates for African Americans have complained that federal drug laws are biased against them. The allegation centers on different sentencing for possession of powered cocaine vs. crack cocaine. In the past 10 years, the growth in managed health care and its application to mental health has been remarkable. The present and future impact of these developments on clients, state and federal governments, and the field of social work offer policy students an ideal opportunity to study, evaluate, and critique these and related developments as they occur.

For this course, each student is required to complete a paper that focuses on one of the following: 1) a detailed and careful analysis of a single public policy in mental health, health or substance abuse (examples will be shared in class); 2) a detailed analysis of the process involved in the development of or citizen challenge to a specific public policy in one of these areas (health, mental health, or substance abuse); 3) a detailed analysis of the outcomes (actual or predicted) of a specific public policy in mental health or substance abuse on a specific group (aged, racial, ethnic, gender etc.); 4) a detailed analysis that includes a combination of 1-3 with a specific focus on mental health or substance abuse.

The policy selected for analysis can be drawn from Michigan legislation, the legislation of one or more states, from the federal government, or from policies that govern a state or federal agency. One example at the moment is a state's policy on execution of persons with mental illness or mental retardation while another focuses on the impact of a state's welfare policies on availability of mental health care for children. There are community groups who are opposed to these current policies and are proposing a new set of policies to govern the insanity defense and persons found not guilty by reason of insanity. The policy selected can be one that is under consideration or has actually been passed. You can also select a major judicial decision that affects mental health or substance abuse (see for example the Olmstead decision: bazelon.org).

Students should identify legislators, organizations, groups, and committees that have worked on or are currently working on the policy issue of interest. Each student is encouraged to work with or observe groups, organizations, or committees currently working on their selected area of interest if this is possible.

Students should investigate the history of the policy problem or issue, become familiar
with proposals to introduce new policies or modify existing policies, seek the opinions of those with various views on the issue, and determine which groups and individuals (such as state legislators, professional groups, citizen advocacy groups) are supportive of, opposed to, or are neutral on the policy. It is important to understand the rationale or reasons, pro and con, of those who support and those who oppose the legislation or proposed legislation. You may work with class colleagues to gather information. However, each student must complete her/his own paper. It may help to approach this project as if you were a legislative aide working for a state or federal legislator, or a policy analyst in a social welfare agency or in a membership or advocacy organization concerned about social welfare policy. As another option, you may approach the project as if you were a staff member of a key legislative committee and you have been assigned to prepare a detailed analysis to familiarize committee members of all aspects of the problem, issue, and policy. Do not exceed 20 single spaced pages.

Proposed outline for the paper includes the following:

1) Brief Introduction: The introduction should state the importance of the policy issue or problem for the development of social welfare policy in Texas, another state, the United States as a whole, or another nation. Include in your introduction a statement of what you plan to accomplish in your paper and the source of your interest in this area.

2) Description of the problem: What is the nature of the problem? How widespread is the problem? How many people are affected by the problem? What is the history of the problem? How long has it existed? How does it manifest itself? Are specific populations more impacted than others? Who specifically is affected and how? What are the know or suspected causes of the problem? Include here a brief description of how the policy is intended to (or has) address the problem. This is an important section in that you must establish that a problem exists and its dimensions.

3) Historical background of this policy: What are the historical antecedents of the policy? What is the legislative, judicial, administrative, and/or broader social, economic, and political history of the policy? How has the policy changed overtime? What recent events led to the creation of the proposed policy? When and how did the most recently proposed policy originate? What are the policies in various other states or nations? What corresponding policies exist at the federal level?

4) Description of the policy. How is the policy intended to work? On what knowledge base or scientific grounding, if any, does the policy rest? What are the hypotheses that undergird the policy? Is there any relevant theoretical base on which the policy is founded? What resources or opportunities is the policy expected to provide (e.g., economic opportunity, case, in-kind services, redistribution of goods and services, empowerment, status, preventive services, education, others)? Who will be covered by the policy and how (i.e., selective entitlement, universal entitlement, means testing, or other)? How will the policy be implemented? What are the intended short and long term goals and outcomes of the policy? Under what administrative auspices will the policy be developed and implemented? What funding will be needed? What are the potential or actual sources of funding? How adequate is the funding compared to the needs addressed in the policy? What provisions are made for overseeing, evaluating, and coordinating policy implementation? What criteria, if any, will be used in determining the effectiveness of the
policy outcomes? How long is the policy expected to exist (i.e., is there a specific requirement for review and continuation)?

(5) **Identification of individuals and groups concerned about the policy issue and their positions.** Each student is encouraged to interview concerned individuals (including elected officials, legislative assistants, members of citizens' or advocacy groups, consumer organizations, human service providers, professional associations, and others) and to attend, if possible, meetings of organizations, agencies, and committees where the issue is discussed. Such activities should be incorporated in the analysis section of the paper and cited in the references.

(6) **Policy Analysis.** This is the most important section of the assignment. This section is based on responses to a number of interrelated questions:

- What value premises or ideological assumptions underlie the policy approach?
- What hypotheses about causation is the policy based on?
- Are the goals just and democratic?
- Do the goals contribute to a better quality of life for the target population?
- Do the goals adversely affect the quality of life for the target of other populations?
- Are the goals consistent with the value of professional social work?
- Are the goals, purposes, and objectives of the policy attainable in the near future?
- What are the potential unplanned effects if the policy is implemented?

Other pertinent questions will be drawn from the particular policy analysis model that you select to apply. The models of policy analysis will be discussed in detail in class and one or more models of analysis will be demonstrated in classroom exercises.

(7) **Conclusions.** Based on your analysis, what conclusions do you reach about the proposed or actual policy? For example, if you have selected a legislative policy, are the goals socially, economically, and especially, politically feasible (i.e., is there sufficient support to pass the proposed legislation or sustain the implementation of legislation that has been passed, or is there sufficient power in the hands of community groups to change the direction of existing policy)? Or if you have selected a recent judicial decision by a lower court, is it likely that a higher court would support or overturn the policy? Is public sentiment favorable toward the goals? Are the goals of the proposed policy economically feasible (i.e., is sufficient funding available for the successful implementation of the policy, and is it likely that funding will be continued as needed in the future)? Is the policy important enough to justify the expenditure of scarce resources? Are the goals administratively feasible (i.e., Are there responsible administrative agencies capable of effectively implementing the policy to achieve its stated goals)? Is there a process of legislative oversight that will permit the legislature or the courts to determine whether the agencies have in fact implemented the program as proposed in legislation? Are there alternative policies that might better achieve the goals?

(8) **Recommendations.** What Are your recommendations regarding the legislative policy, proposed policy, administrative policy, or court decision? Do you recommend it is it is currently stated? Would suggest modifications or major alternations? How would you improve it?

(9) **Implications for Social Work**
(10) References. The number of references will vary depending on your topic, but it is anticipated that at least 10 scholarly references will be needed to complete an analytical paper of this type. Use APA referencing style.

Note: The policy analysis should be a balanced critical evaluation of the policy issue or proposal, presenting accurately and fairly the positions of the proponents and opponents. No matter how strongly you feel about the policy issue, you should present an analysis that is as objective as possible with recommendations that are based on empirical evidence where possible and a well considered philosophical and theoretical perspective. The paper should be written as a polished professional product, suitable for use by others interested in the topic. Students should carefully consider the topic they want to explore and provide the title in writing to the instructor by January 26. The completed policy analysis paper is due on April 15. The instructor is available to assist in developing the focus and outline for the paper. Students will have an opportunity to share their topics, conclusions, and recommendations with other members of the class in the final two sessions of the course.

Structure of the Class

The format of the class will be flexible but something like the following: Sessions will begin with a brief lecture and be followed by a discussion of the readings as a jumping off point. After the break, there will be a presentation or input by various guests, video programs, or students. This will be followed by a policy-relevant discussion of the presentations. Sometimes it will be necessary to carryover discussions from one class to the next which is why attendance is very important. To get maximum benefit from these discussions it also will be necessary to keep up with the readings. Please come to class prepared to participate in the discussions. The presentations, discussions, and readings will also be incorporated in the final exam and therefore it will be helpful to keep detailed notes on classroom presentations including the persons and incidents depicted in the videos.

Session Schedule

January 5 Session One: Introduction to the Course
* Introductions
* The Syllabus

January 12 Session Two: Orientation to the Course
* Definitions of Mental Health and Illness, Policies and Services
* Public Health Perspective
* Policy Making Groups
* Mental Health Personnel
* Global Burden of Disease Research

Readings Due on January 12:
Surgeon General’s Report:
Chapter 1 (Introduction and Themes), pages 1-11.
Chapter 2: Fundamentals, pages 31-45, 49-52, 64-73, 80-92 (52-64 is optional)
SGR Culture, Race and Ethnicity Supplement: “Message, Forward, Preface and Chapter 1”

January 19 Session Three: History of MH Policies and Services
* History
* The CMH movement
* Deinstitutionalization

Readings Due on January 19:
Surgeon General’s Report, Chapter 2: Fundamentals, pages 73-80
SGR Culture, Race and Ethnicity Supplement: “Chapter 2. Culture Counts: The Influence of Culture and Society on Mental Health”

January 26 Session Four: Epidemiology
* The DSM
* Prevalence, Incidence, Utilization, Mental Health problems in the Community
* ECA,NCS,
* WMH2000, NCS2, NSAL, NLAAS
* Social Factors in Mental Health and Illness

Readings Due January 26:
SGR Culture, Race and Ethnicity Supplement: “Chapter 3. Mental Health Care for African Americans”

February 2 Session Five: Mental Health Services
* Current Structure of Services
* Small Group Discussion of Criteria for Assessing Quality, and Making Priorities
* Care for Veterans
* Through Religious Institutions
* Alternative Treatments
Readings Due February 2:
SGR: Chapter 4, Adults and Mental Health
SGR Culture, Race and Ethnicity Supplement: “Chapter 4. Mental Health Care for Asian Americans and Pacific Islanders”

February 9 Session Six: The Seriously Mentally Ill

MIDTERM EXAM: 1st half of class

* Rehabilitation
* PACT
* Family Education
* NAMI

Readings Due February 9


An article on the PACT program
An article on the McFarlane Psychoeducational Multiple Family Group model
SGR Culture, Race and Ethnicity Supplement: “Chapter 5. Mental Health Care for Asian American and Pacific Islanders”

February 16 Session Seven: Homelessness

* Local Programs:
The Shelter
Avalon Housing
SOS

Readings Due February 16

February 23 Session Eight: Alcohol, Drugs, and CoMorbidity
* Guest Speaker
* AA/NA
* Impaired Practitioners

Readings Due February 23:

March 2 Vacation

March 9 Session Nine: Children, Adolescents, and the Elderly
* Michael Trout’s Film: Multiple Transitions
* Children
* Adolescents
* The Elderly

Readings Due March 9:
SGR Chapter 3 “Children and Mental Health”
SGR Chapter 5 “Adults and Mental Health”

March 16 Session Ten: Financing of Mental Health Care
* Insurance
* Managed Care
* Government Programs (Medicaid, Medicare, SSI, SSDI)
* Parity

Readings Due March 16:
SGR: Chapter 6 “Organizing and Financing Mental Health Services”


March 23 Session Eleven: The Courts
* Services to Criminal Offenders
* The Mentally Ill in Jails instead of Mental Hospitals
* The Relationship between Violence and Mental Illness

Readings Due March 23:
Tumbo, C., and Murray, D. “The State of Mental Health Services to Criminal Offenders”
Teplin, L., and Voit, E. “Criminalizing the Seriously Mentally Ill: Putting the Problem in Perspective”

***NIMH Strategic Plan for Reducing Health Disparities

March 30 Session Twelve: Other Policy Issues
* Involuntary and Outpatient Commitment
* Licensing
* Legal Risk Management
* Preparation for Being Sued

Readings due March 30:
SGR: Chapter 7 “Confidentiality of Mental Health Information”
Multi cultural handout — to be determined

April 6 Session Thirteen: Wrap Up
* Advocacy
* Prevention
* Anti — Stigma Efforts
* Vision for the Future
* Self-care for Mental Health Practitioners (Secondary PTSD; need for Tx, impaired providers)
Readings Due April 6:
SGR: Chapter 8 “Vision for the Future”
Multicultural handout — to be determined

April 15 Session Fourteen: Wrap Up