Reasons for Delays in Hospital Discharges of Behavioral Health Patients

Results from the Minnesota Hospital Association Mental and Behavioral Health Data Collection Pilot

JULY 2016

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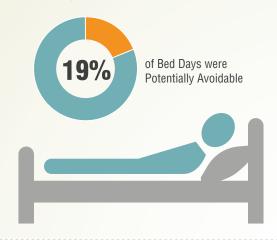
Mental Health Discharge Delays in Minnesota Hospitals

Results from the Minnesota Hospital Association
Mental and Behavioral Health Data Collection Pilot

Rates of Potentially Avoidable Days

Of the **32,520** possible bed days in the 20 participating hospitals,

6,052 were potentially avoidable



Top 8 Reasons for Potentially Avoidable Days

	Reason	Number of days	of PADs
1	State psychiatric hospital bed unavailable at a Community Behavioral Health Hospital (CBHH)	836	14%
2	Chemical dependency treatment bed not available	681	11%
3	Intensive Residential Treatment Services (IRTS) bed not available	639	10%
4	Delay due to patient legal involvement, including civil commitment	476	8%
5	State psychiatric hospital bed unavailable at Anoka Metro Regional Treatment Center (AMRTC)	445	7%
6	Group home bed not available	424	7%
7	Awaiting Community Access for Disability Inclusion (CADI) Waiver approval	343	6%
8	Waiting for a social service or government agency to identify an IRTS placement	338	6%

Background

The Minnesota Hospital Association contracted with Wilder Research to conduct a pilot study with 20 hospitals across Minnesota. This study measured:

- The number, percent, and reasons for inpatient hospital admissions in which a patient does not meet inpatient admission criteria or there is no lower intensity disposition option available
- The number, percent, and reasons for Potentially Avoidable Days (PADs), which are defined as days in inpatient hospital care when a patient is stabilized and ready to be discharged, but is unable to be discharged

This summary includes data collected from March 15, 2016 through April 30, 2016.

Participating hospitals

Allina Health – Abbott Northwestern Hospital

Allina Health – Cambridge Medical Center

Allina Health - Mercy Hospital

Allina Health - New Ulm Medical Center

Allina Health – Owatonna Hospital

Allina Health - United Hospital

Allina Health – Unity Hospital

CentraCare Health - St. Cloud Hospital

Essentia Health - Duluth

Essentia Health – St. Joseph's Medical Center

Essentia Health - St. Mary's Medical Center*

HealthEast Care System – St. Joseph's Hospital

Hennepin County Medical Center

Hutchinson Health

Mayo Clinic Health System in Albert Lea and Austin (Austin)

Mayo Clinic Health System in Mankato

Mayo Clinic Health System in Rochester

North Memorial Medical Center

PrairieCare Brooklyn Park

-

Regions Hospital

Sanford Bemidji Medical Center*

St. Luke's Hospital

This pilot study was led by:

Information. Insight. Impact.

* These hospitals participated in the pilot study, but were excluded from the aggregate analysis because they are the only participating hospitals without an inpatient psych unit

Wilder Research

July 2016

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See the full report Reasons for Delays in Hospital Discharges of Behavioral Health Patients: Results from the Minnesota Hospital Association Mental and Behavioral Health Data Collection Pilot for more information.

Purpose

In December 2015, the Minnesota Hospital Association released a white paper supporting their focus on mental health as one of their highest priorities. The Association identified a vision of "a comprehensive and robust statewide mental and behavioral health system that serves all residents of Minnesota with appropriate, high-quality, accessible care." However, hospitals often face challenges finding appropriate community-based resources for patients who are ready to be discharged from inpatient psychiatric units. These delays inhibit the optimal provision of care, and may cause stress for patients, their families, and providers. In addition, hospital-based care may be more expensive than some kinds of community-based care. Often, patients who no longer require hospital-based care remain in hospitals because more appropriate care options are not available.

To address this issue, Wilder Research conducted a pilot study to identify opportunities for mental health and behavioral patient care outside the hospital system, and to determine reasons for delays in the discharge of patients. This study, conducted at the request of the Minnesota Hospital Association, can inform policy and practice within the mental health infrastructure in Minnesota. The pilot may be replicated or expanded in the future if participating hospitals wish.

For the study, Wilder Research collected data from 22 participating hospitals throughout Minnesota to measure:

- Inpatient hospital admissions: reasons for inpatient behavioral health hospital admissions in which a patient does not meet inpatient admission criteria or there is no lower intensity disposition option available (NoLIDOs)
- Potentially avoidable days: reasons for days in inpatient behavioral health hospital care when a patient is stabilized and ready to be discharged, but is unable to be discharged. These patients still require some treatment, but no longer need hospital level care.

Twenty hospitals had inpatient psychiatric units; two hospitals did not. These two groups of hospitals are described separately in this report because the way potentially avoidable days are counted, tracked, and explained differs greatly between these two types of facilities.

This report reflects results for 45 days of the pilot period, from March 15, 2016 through April 30, 2016. Nearly all patients with potentially avoidable days were Minnesota residents (99%) and most were admitted from the Emergency Department (90%).

Findings

Inpatient hospital admission

There were approximately 455 patients during the pilot period with potentially avoidable days in hospitals with inpatient psychiatric units. Most patients (94%) met the facility's criteria for inpatient hospital admission for behavioral health issues. In a few cases (4%), the patient did not meet the eligibility criteria for admission, but was court ordered to be admitted to the hospital, including through a mental health commitment or a revocation of conditional discharge. In even fewer cases (2%), patients were admitted because there was no lower intensity disposition option available, such as a community residential treatment option.

Potentially avoidable days

Rate of potentially avoidable days

Across the 20 participating hospitals with psychiatric units, there were 32,520 inpatient behavioral health bed days during the 45-day pilot period. Of those bed days, 6,052 were potentially avoidable, meaning the patient is stabilized and ready to be discharged, but is unable to be discharged. This accounts for about 1 in 5 patient bed days (19%). If that rate of potentially avoidable days is extrapolated to a full year for the 20 participating hospitals, it would equal approximately 48,000 potentially avoidable days. This estimate should be interpreted with caution, though, because the pilot period may not represent the full year's rate of potentially avoidable days.

Reasons for potentially avoidable days

The pilot study asked hospitals to identify reasons for potentially avoidable days from a list of 26 possible reasons that fell into four categories (Figure 1 includes the full list of reasons within each category). The majority of reasons given for potentially avoidable days fell into the category of lack of space or a wait list (64%), followed by external social service or government agency delays (30%). Patient and family delays (4%) and internal hospital staff delays (1%) were less common.

The specific reason that accounted for the most potentially avoidable days was a lack of bed space at a state psychiatric hospital (1,341 days; 22%) (Figure 1). This includes bed

space at a Community Behavioral Health Hospital (CBHH; 14%), the Anoka Metro Regional Treatment Center¹ (AMRTC; 7%), or St. Peter Regional Treatment Center (60; 1%).

Delays associated with Intensive Residential Treatment Services (IRTS), including a lack of bed space (10%) or waiting for the county to identify an IRTS facility (6%), accounted for 977 (16%) of all potentially avoidable days.

Bed space at chemical dependency treatment also accounted for over 10 percent of potentially avoidable days (681 days; 11%).

Several pilot sites noted that they did not track delays due to bed space limitations at AMRTC because they either do not make active referrals to AMRTC or do not expect patients to be admitted to AMRTC. As such, this count likely underrepresents of the number of potentially avoidable days that could be attributed to this reason.

1. Reasons for potentially avoidable days

	Number of days	Percen of days
Lack of space or wait list in safe setting		
State psychiatric hospital bed unavailable at Anoka Metro Regional Treatment		
Center (AMRTC)	445	7%
State psychiatric hospital bed unavailable at St. Peter Regional Treatment Center	60	1%
State psychiatric hospital bed unavailable at a Community Behavioral Health Hospital (CBHH)	836	14%
Child and Adolescent Behavioral Health Services (CABHS) Willmar bed not available	37	1%
Child/Adolescent Residential Treatment Center bed not available	216	4%
Hospital bed not available/delay in transfer to medical bed (awaiting accepting medical doctor orders)	72	1%
Intensive Residential Treatment Services (IRTS) bed not available	639	10%
Nursing home bed not available	128	2%
Chemical dependency treatment bed not available	681	11%
Child or adult foster care bed not available	87	1%
Group home bed not available	424	7%
Crisis home/crisis bed not available	66	1%
Other group facility not available	130	2%
Lack of housing	34	1%
Outpatient service or provider unavailable	75	1%
External social service or government agency delays		
Waiting for a social service or government agency to identify an IRTS placement	338	6%
Waiting for a social service or government agency to identify a child or adult foster care (CFC/AFC) placement	51	1%
Waiting for a social service or government agency to identify chemical dependency treatment programming	91	1%
Waiting for a social service or government agency to identify a nursing home referral	15	0%
Awaiting Community Access for Disability Inclusion (CADI) Waiver approval	343	6%
Awaiting insurance authorization	181	3%
Delay due to patient legal involvement, including civil commitment	476	8%
Other social service or government agency delay, such as an authorization delay	316	5%
Patient or family delays		
Non-adherence to plan of care	235	4%
Internal staff delays		
Delay in creating or implementing care plan/execution of medical doctor orders	71	1%
Delay of social work plan/referral paperwork	5	<1%

Full duration of potentially avoidable days

The sample drew on all behavioral health patients who were in inpatient care at any time during the study period in any of the 20 hospitals with inpatient psychiatric units. Most of the hospitals provided data beginning with each patient's admission date into the unit, even if that date preceded the study period. Overall, the patients included in the pilot had a total of 2,708 potentially avoidable days prior to March 15. However, the number of potentially available days per patient varied greatly, from 1 to 253 days.

The reasons associated with the longest potential delays were waiting for CADI waiver approval, waiting for AMRTC beds, and waiting for CBHH beds. In addition, patient legal involvement delayed discharge.

Hospitals without inpatient psychiatric units

The main focus of this report is potentially avoidable days within inpatient psychiatric units. However, many hospitals across Minnesota do not have inpatient psychiatric units. Two hospitals without inpatient psychiatric units chose to participate and track potentially avoidable days for behavioral health patients across their medical units, as a pilot for other community medical hospitals.

These two hospitals had a total of 90 potentially avoidable days during the 45-day pilot. Because there is not a dedicated unit for behavioral health patients in these hospitals, it is difficult to determine what proportion of possible behavioral health bed days were potentially avoidable. Of the behavioral health patients with potentially avoidable days, 83 percent of their stays were potentially avoidable, versus 17 percent that were unavoidable.

These two hospitals endorsed six reasons for potentially avoidable days (Figure 2). The need for an inpatient behavioral health bed accounted for nearly half of the potentially avoidable days (48%). This reason was unique to these two hospitals. About one-quarter of potentially avoidable days (23%) were due to patient legal involvement. In particular, these delays were often attributed to difficulty placing patients in community-based settings because of criminal histories. The remaining delays were due to a lack of access to community-based settings, though these delays tended to be relatively brief.

2. Reasons for potentially avoidable days for hospitals without inpatient psychiatric units

Reason	Number of days	Percent of PADs
Inpatient behavioral health unit bed not available	43	48%
Delay due to patient legal involvement, including civil commitment	21	23%
State psychiatric hospital bed unavailable at AMRTC	8	9%
Crisis home/crisis bed not available	7	8%
Chemical dependency treatment bed not available	6	7%
Waiting for a social service or government agency to identify an IRTS placement	5	6%

Implications

This 45-day study with 22 hospitals has documented a large number of potentially avoidable days spent in hospital psychiatric units. Many patients spend time in inpatient psychiatric units after they could be safely discharged to an alternative setting because of shortages in these alternative settings. The striking results of the study have at least the following implications.

First, the study demonstrates that research can relatively accurately establish the extent of the problem of potentially avoidable days. Similar research, involving all hospitals in the state, could provide a full, statewide picture. Analysis of costs might enhance this picture. The results could inform policy development at the state and county level.

Second, the two most common categories of reasons for potentially avoidable days – lack of available space and system delays in processing patients –are easy to understand. The challenge is to determine how much the will and the resources exist to address these causes.

Third, patients who remain in inpatient care after they are eligible for discharge result in fewer psychiatry beds available for new patients who need to be served in the hospital. So, while the patients described in this study may not be accessing most appropriate level of care when they are eligible to be discharged, they are also likely preventing other patients from accessing appropriate care within inpatient psychiatric units. This is particularly notable because a 2015 DHS report on the availability of programs for persons with mental illness identified the availability of psychiatric hospitalization as a "core gap" in the service system^{2, 3}. An assessment of emergency department referrals of psychiatric patients was outside of the scope of this study, but given that 90 percent of these patients were admitted from the emergency department, such a study could provide information about the rate of patients awaiting inpatient psychiatric admission.

Department of Human Services, Status of Long-Term Services and Supports: Legislative Report (St. Paul, August 2015).

Wilder Research, *DHS Gaps Analysis Study: Statewide Report* (St. Paul: Department of Human Services, August 2015).

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- Bruce Sutor, MD, Mayo Clinic Health System
- Michael Trangle, MD, HealthPartners Regions Hospital
- Pat Twomey, MD, Essentia Health (Chair)
- Ryan Williams, MD, PrairieCare Brooklyn Park

Finally, Wilder Research would like to thank the staff from the participating hospitals:

Hospital	County
Allina Health – Abbott Northwestern Hospital	Hennepin
Allina Health – Cambridge Medical Center	Isanti
Allina Health – Mercy Hospital	Anoka
Allina Health – New Ulm Medical Center	Brown
Allina Health – Owatonna Hospital	Steele
Allina Health – United Hospital	Ramsey
Allina Health – Unity Hospital	Anoka
CentraCare Health – St. Cloud Hospital	Stearns
Essentia Health - Duluth	St. Louis
Essentia Health - St. Joseph's Medical Center	Crow Wing
Essentia Health - St. Mary's Medical Center	St. Louis
HealthEast Care System – St. Joseph's Hospital	Ramsey
Hennepin County Medical Center	Hennepin
Hutchinson Health	McLeod
Mayo Clinic Health System in Albert Lea and Austin (Austin)	Mower
Mayo Clinic Health System in Mankato	Blue Earth
Mayo Clinic Health System in Rochester	Olmsted
North Memorial Medical Center	Hennepin
PrairieCare Brooklyn Park	Hennepin
Regions Hospital	Ramsey
Sanford Bemidji Medical Center	Beltrami
St. Luke's Hospital	St. Louis

Appendix

A1. Definitions for potentially avoidable days

Reason for delay	Definition and/or examples		
Internal staff delays			
Delay in creating or implementing care plan/execution of orders	While patient may meet criteria for being in the hospital, they are not getting the behavioral health services that have been ordered in a timely fashion, i.e., CD evaluations not getting done, psych testing not completed. This includes:		
	 Delays in ordering necessary meds, labs, consults, and discharges. 		
	 Delayed or missing documentation. 		
	 Delayed follow through with written physician orders due to staff, equipment, or service issues. 		
	Waiting for testing or labs.		
Delay of social work plan/referral paperwork	This is when there is a delay in action by the hospital social work staff, for instance the social work staff not completing referrals or having a backup plan. Or the social work initial assessment not completed on admission (hospital day 1) or by hospital day 2.		
External social service or gov	ernment agency delays		
Waiting for a social service or government agency to identify:	Includes waiting on: County referrals for placement following discharge		
 An IRTS placement 	Or:		
 A child or adult foster care (AFC/CFC) placement 	Requesting financial records from banks, specific information from Social Security office, etc.		
Chemical dependency treatment programmingA nursing home referral	Note:		
	This is for delays due to identification of placement in which a social service or government agency is involved and responsible for the delay.		
Awaiting CADI approval	Placement found/patient accepted at a Corporate Foster Care and awaiting CADI budget approval from the county.		
Awaiting insurance authorization	Delay due to waiting for a health plan authorization for next level of care, i.e., Residential CD treatment programming, etc.		
Delay due to patient legal involvement, including civil	Includes delays due to legal involvement AND delays due to the civil commitment process.		
commitment	Example: patient admitted, in commitment process and has stabilized and appropriate for lower level of care but needs to remain hospitalized until commitment process completed.		
Other outside social service or government agency delay, such as an authorization delay	All other delays due to social service or government agencies, including delays due to authorization by an agency, i.e., child protection, probation, county "committee" for placements.		

Wait list or lack of space in sa	ife setting	
State psychiatric hospital bed unavailable in: AMRTC St. Peter CBHH	Start counting days on the day of commitment (and put the patient on state psychiatric hospital waiting list). When the patient has improved enough to be transferred to IRTS/foster care etc., remove the patient from the AMRTC/St. Peter/CBHH PAD category and place them into the IRTS category until discharged.	
Bed not available in: CABHS Willmar Child/Adolescent Residential Treatment Center	Use this when a facility has been identified, patient accepted, and there is a delay in bed availability.	
Hospital bed not available/delay in transfer to medical bed (awaiting accepting MD decision)	Patient is appropriate for medical bed, but other specialties won't take the patient. OR Patient appropriate and needs to transfer to medical unit who is willing to admit the patient, but there is not a bed.	
Bed not available in: IRTS Nursing home Chemical dependency treatment Child or adult foster care Group home Crisis home/crisis bed Other group facility	Use this when a facility has been identified, patient accepted, and there is a delay in bed availability.	
Lack of housing	When the delay is due to issue with finding appropriate housing, excluding options listed above, such as a group home or foster care.	
Outpatient service or provider unavailable	Use this option when a patient is ready to go home, but unable to connect to outpatient services necessary for maintaining stability, such as an outpatient psychiatry appointment.	
Patient or family delays		
Non-adherence to plan of care	Patient or family not cooperating with necessary paperwork or follow-up, delays in patient or family completing paperwork or completing follow-up, patient or family not participating in care plan.	

A2. Data collection tool

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or a behavioral health issue nission for a behavioral health issue, but they were court nission for a behavioral health issue, but there was no
charged)
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iple forms with unique dates.
an IRTS placement a child or adult foster care (AFC/CFC) placement chemical dependency treatment programming a nursing home referral ment authorization delay able evaiting accepting MD decision)

MHA Data Collection Pilot Protocol

Wilder Research, February 2016

Comments (optional):	

 $M\!H\!A\,Data\,Collection\,Pilot\,Protocol$

 $Wilder\,Research,\,February\,\,2016$

A3. Detailed study methods

Pilot sample

A total of 22 hospitals agreed to participate in the two-month data collection pilot (see Acknowledgements for list of hospitals). Hospitals were asked to track patients in inpatient care between March 1, 2016 and April 30, 2016 (even if admitted prior to March 1st) who either:

- Were eligible to be admitted to a different care setting (including home), but were not due to reasons such as a court order or a lack of a lower intensity disposition option.
- Were eligible to be discharged to a different care setting, but continue to stay in their facility.

Hospitals with inpatient psychiatry units were asked to only track patients admitted to inpatient psychiatry (excluding partial hospitalization patients). Hospitals without inpatient psychiatry units were asked to track all behavioral health patients admitted to inpatient units.

Data collection tool

Regions Hospital has been collecting data about reasons for potentially avoidable behavioral health hospital days since 2011, so the tools and processes Regions has been using were the basis for this pilot. Staff from Regions, Wilder Research, and the Minnesota Hospital Association adapted the tools being used by Regions Hospital to make them simpler and less hospital-specific for the purposes of the pilot. The tool includes information about patient admission and the dates and reasons for potentially avoidable hospital days (see Appendix A2 for the tool and Appendix A1 for the associated definitions). Hospitals could choose whether to collect this data using paper and pencil or an online data collection form.

Staff training

In order to train staff on the data collection pilot, representatives of Wilder Research, Regions Hospital, and the Minnesota Hospital Association hosted an instructional webinar which included sample cases and time for questions and answers. The webinar was also recorded and made available to participating hospitals. In addition, Wilder Research created a written protocol with comprehensive instructions for completing the pilot tool and provided technical assistance on data collection questions throughout the pilot.

Pilot debriefing

In addition to the primary data collection tool, Wilder Research also administered a debriefing form to gather contextual information from the participating hospitals. The debriefing form asked participating hospitals about any challenges they had collecting the data, and any concerns they had about the quality of the data they submitted. Twelve sites completed the debriefing form. Among the sites that completed the debriefing form, three-quarters reported that collecting the pilot data was "easy" or "very easy." Half of the sites felt they had a good understanding of all of the reasons for potentially avoidable days after the initial training. The other half reported they were "somewhat clear" and understood most of the reasons for potentially avoidable days after the initial training. The debriefing form also asked sites to identify at what point during the pilot they felt were able to collect the pilot data consistently. Some sites offered exact dates, and others offered time ranges. Most sites offered a time range within the first two weeks of the pilot.

Sites were also asked how easy or difficult it would be to continue collecting information about the reasons for potentially avoidable days if it were built into their electronic health record system. Half of the sites reported it would be "easy" or "very easy", and half reported it would be "difficult" or "very difficult." When asked to explain their response to this question, some sites noted that collecting the information was time consuming, and that they did not currently have a work flow or process for gathering and documenting this information on a regular basis. One site noted concerns about potential payment implications and concerns about audits if this information was collected in the medical record. Finally, a small number of sites noted that they would have liked more notice about the project prior to beginning the pilot.

In addition to the debriefing form, several sites offered feedback via one-on-one discussions. Sites also offered feedback throughout the pilot via email and phone. Much of this feedback aligned with information collected on the debriefing forms. In addition, during these discussions several sites noted confusion about how and when to use the "State psychiatric bed unavailable at AMRTC" category. Several sites noted that they do not make active referrals to AMRTC or do not expect patients to be admitted to AMRTC. As such, staff may have had difficulty deciding when it was appropriate to use this category.

Data cleaning

The data required extensive cleaning in order to prepare it for analysis. In particular, the following issues were the most common and addressed in the following ways:

Missing dates: Missing dates were the most common data cleaning issue. The PADs forms were organized sequentially and the end date for the first PAD reason was used as the start date for the second, and so forth. If a hospital admission date was missing, the first PAD reason date was used. If the first PAD reason date was missing, the hospital admission date was used. If the PAD reason end date was missing, then the discharge date was used. If the discharge date was missing, the pilot end date was used.

Missing reasons: If a reason for PADs is missing, then the case was excluded.

Duplicate cases: If a case had a duplicate patient ID number, admission date, PADs start and end date, and PADs reason, the case was unduplicated. If the case had duplicate admission and PADs start and end dates, but unique PADs reasons, each reason was assigned half of the days during the PADs timeframe.

Truncated dates: Many patients were admitted prior to the start of the pilot and many were still admitted at the close of the pilot. In these cases, their start date was revised to the pilot start date (March 15, 2016) and their end date was revised to the end date of the pilot (April 30, 2016).