

COUNTY OF MILWAUKEE
Inter-Office Communication

DATE: February 22, 2011

TO: Peggy West, Chairperson – Health & Human Needs Committee

FROM: Geri Lyday, Interim Director - Department of Health and Human Services

SUBJECT: FROM THE INTERIM DIRECTOR, DEPARTMENT OF HEALTH AND HUMAN SERVICES, SUBMITTING A QUARTERLY INFORMATIONAL REPORT FOR THE BEHAVIORAL HEALTH DIVISION AND DISABILITIES SERVICES DIVISION REGARDING THE HILLTOP PROGRAM DOWNSIZING INITIATIVE

Introduction

The following information is being submitted as the first quarterly report as requested in the 2011 Adopted Milwaukee County Budget. Under the Department of Health and Human Services (DHHS), Behavioral Health Division (BHD) the budget states:

“The Behavioral Health Division (BHD) will work with the Disabilities Services Division (DSD) to develop a plan to downsize the 72-Bed Rehabilitation Center-Hilltop Title XIX (*Medicaid*) certified facility for Persons with Developmental Disabilities. The Department of Health and Human Services – Disabilities Service Division will provide options counseling to current Hilltop clients exploring, where appropriate, placements in the community. The Director of the Department shall provide quarterly informational reports to the Committee on Health and Human Needs regarding the progress of this initiative.”

Background

In October 2010, DSD submitted a report to the Committee on Finance and Audit outlining the department’s extensive experience in creating community-based alternatives for adults with Development Disabilities. The Division has an 18-year history of downsizing and closure of specialized nursing homes certified as Intermediate Care Facilities (ICF-MR) for adults with dual conditions of mental health and developmental disabilities. In partnership with the State of Wisconsin Department of Health Services, several policy initiatives were undertaken to reduce reliance on institutional care. These initiatives included: the ICF-MR Rebalancing Initiative for persons with developmental disabilities; the State Center relocation initiative, also for persons with developmental disabilities, funded through the Medicaid Waiver CIP1A program; and the Community Relocation Initiative for persons with physical disabilities residing in nursing homes.

Progress of Initiative

At the request of the DHHS Interim Director a sub-committee consisting of individuals from BHD and DSD will be meeting regularly in 2011. The charge of this internal group is to develop and analyze the essential information required to begin the downsizing planning process and develop a strategy and plan for downsizing. The following initial steps were taken to begin this initiative:

- A comprehensive review of the requirements outlined in Chapter 51 of Wisconsin Administrative rules governing Milwaukee County's obligation to provide services to individuals with Developmental Disabilities. This also included a review of the November 1, 2010 Resident Relocation Manual for Nursing Homes and Facilities Serving Persons with Developmental Disabilities from the Department of Health Services Division of Long-term Care. This manual outlines necessary requirements of downsizing leading to closures of skilled nursing facilities (SNF) and intermediate care facilities for individuals with developmental disabilities (ICFMR). It is necessary for Milwaukee County to submit a Resident Relocation Plan to the State of Wisconsin for approval prior to any downsizing effort.
- The Interim Director, DHHS, held a consultative meeting with the State of Wisconsin Bureau of Long-Term Support to review requirements and seek the necessary clarification regarding rules that govern the process of downsizing. As the downsizing effort progresses, it will be necessary to work directly with this department per the Resident Relocation manual.
- The sub-committee met to develop a study of the critical data essential to plan the effect of downsizing. Once collected, this data will attempt to answer difficult questions that will drive the formation of a future system design. This data is also necessary to ensure that Milwaukee County continues to meet its statutory obligation with the State of Wisconsin. The group identified four main phases of study:
 1. Quantitative/Objective Data: Collection and analysis of existing BHD and DSD data about the existing population to obtain a view of the entire system from the patient perspective. This will enable the department to study how individuals experience service delivery in the BHD/DSD systems.
 2. Qualitative/Subjective Data: Identification and collection of pertinent data from BHD medical record chart review. This review will assist the department in obtaining any important information not contained in the computer database system.
 3. Hilltop Patient Needs Assessment: The needs of each of the patients at Hilltop will be assessed according to specific factors, identified by the BHD Medical staff and DSD staff, which need to be addressed when considering community

reintegration. DSD staff will provide their expertise in community placement and resources.

4. Fiscal Analysis: This review will estimate the fiscal impact associated with the downsizing of Hilltop. This analysis will identify the impact to indirect costs, revenues, and staffing.

Once the above data has been gathered, the sub-committee will analyze the findings and develop a set of recommendations for the Interim Director of Health and Human Services. These recommendations will contribute to the development of a relocation plan that must be submitted to the State of Wisconsin for approval prior to any downsizing effort. Once this plan is approved by the State of Wisconsin, it will serve as the road map for the staff to begin the relocation process.

Conclusion/Next Steps

Following analysis of the data collected in the study, the department will develop a strategy for downsizing and then formulate a plan detailing the steps necessary for a downsizing effort.

DHHS, in collaboration with the State of Wisconsin, plans to meet with the Family Care managed care organizations. Any downsizing efforts are dependent on the Family Care managed care organizations' ability, in conjunction with DHHS, to establish the necessary capacity in the community to serve the residents of Hilltop.

Another necessary step will be to develop a plan for a new system design assuring that Milwaukee County continues to meet Chapter 51 obligations of serving individuals with development disabilities who are a danger to themselves or others. This could include expanding and specializing mobile crisis services, crisis respite capacity and/or other forms of intensive, community-based residential facility (CBRF) options.

DHHS and BHD will involve private health systems, community partners, staff, stakeholders, and consumer advocates in the Hilltop downsizing planning efforts. BHD will solicit this input through the existing Behavioral Health Advisory Council (BHAC), which includes private health systems and other stakeholder groups. Disability Rights Wisconsin and Milwaukee Area Developmental Disabilities Services Association (MASDA) will also assist with planning, implementation and monitoring of this initiative. They will be folded into the process once we have gathered the data and have laid the framework for the process.

DHHS will present an update regarding this initiative to the Health & Human Needs Committee in the second quarter of 2011.

Recommendations

This is an informational report only. No action is required.



Geri Lyday, Interim Director

Department of Health & Human Services

cc: Marvin Pratt, Interim County Executive
Terrence Cooley, Chief of Staff – County Board of Supervisors
John Ruggini, Interim Fiscal and Budget Administrator
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