

**COUNTY OF MILWAUKEE**  
**Behavioral Health Division Administration**  
**INTER-OFFICE COMMUNICATION**

**DATE:** November 25, 2013

**TO:** Marina Dimitrijevic, Chairwoman, Milwaukee County Board of Supervisors

**FROM:** Héctor Colón, Director, Department of Health and Human Services  
*Prepared by Susan Gadacz, Director, Community Services Branch and  
Bruce Kamradt, Administrator, Wraparound Milwaukee*

**SUBJECT:** **Report from the Director, Department of Health and Human Services, requesting authorization to execute 2014 purchase of service contracts for the Behavioral Health Division (BHD) for the provision of adult and child mental health services and Alcohol and Other Drug Abuse (AODA) services**

**Issue**

The Director, Department of Health and Human Services (DHHS), is requesting authorization for BHD to execute adult and child mental health and Alcohol and Other Drug Abuse (AODA) contracts for 2014.

**Background**

Approval of the recommended contract allocations will allow BHD to provide a broad range of rehabilitation and support services to adults with mental illness and/or substance abuse problems and children with serious emotional disturbances.

**Discussion**

***Adult Mental Health and Alcohol and Other Drug Abuse (AODA) Overview***

In 2014, the Community Services Branch intends to finalize the redesign of “front-door” to ensure a streamlined intake process for individuals and their families that have either a mental health or a substance use disorder. The assessment and screening instruments will be aligned to determine necessary treatment and recovery support services and the intake will be piloted to ensure it is capturing the required information for enrollment into either mental health or substance use disorder care. The focus on the creation of a recovery-oriented system of care and the movement away from a sustaining care system will become the operational framework. The continued emphasis on the utilization of psychosocial rehabilitation benefits such as CRS 1915(i) and the addition of Comprehensive Community Services will also be a priority. Lastly, the use of peers as providers and other evidence based strategies will

strengthen the delivery of community based care while continuous quality improvement initiatives will guide the future direction and modification of clinical practices.

### **Community Based Crisis Services**

#### *Community Linkages and Stabilization Program (CLASP)*

CLASP provides post-hospitalization extended support and treatment designed to support an individual's recovery, increase ability to function independently in the community, and reduce incidents of emergency room contacts and re-hospitalizations through individual support from Certified Peer Specialists under the supervision of a clinical coordinator. CLASP provides a safe, welcoming, and recovery-oriented environment, and all services are delivered in a person-centered, trauma-informed, culturally competent, and recovery oriented focus of care. La Causa, Inc. receives \$404,714 annually for the CLASP contract.

#### *Crisis Mobile Team*

The Milwaukee Police Department (MPD) will expand their successful partnership with BHD of adding a police officer to the mobile crisis teams. MPD will work directly with clinicians as first responders to emergency detention (ED) calls with the goal of reducing involuntary EDs. MPD will receive \$187,500 annually.

#### *Crisis Grant Coordination*

Mental Health America of Wisconsin (MHA) provides public education and critical information to reach a better understanding of mental illness and reduce the stigma associated with living with a mental illness. MHA coordinates the activities for the crisis grant received by BHD from the state Department of Health Services. MHA receives \$228,300 annually.

### **Mental Health Purchase of Service**

#### *Community Support Programs*

Community Support Programs (CSP) serves individuals with a severe and persistent mental illness or co-occurring substance use disorder. CSP is the most comprehensive and intensive community treatment model. A CSP is a coordinated care and treatment program that provides a comprehensive range of treatment, rehabilitation and support services through an identified treatment program and staff to ensure ongoing therapeutic involvement and person-centered treatment where participants live, work and socialize. Services are individually tailored with each participant through relationship building, individualized assessment and planning, and active involvement to achieve individual goals. Based on a competitive request for proposals (RFP) the following agencies are recommended for an award. In addition, agencies piloting the Assertive Community Treatment/Integrated Dual Disorder Treatment (ACT/IDDT) model are indicated as well.

<b>Agency</b>	<b>Annual Award</b>
Bell Therapy North & South	\$1,478,389
Outreach Community Health Center	\$380,502
*Milwaukee Mental Health Association	\$644,947

*Project Access, Inc.	\$627,061
*Transitional Living Service (TLS)	\$966,590
*Wisconsin Community Services	\$701,590
<b>Total</b>	<b>\$4,799,079</b>

\*ACT/IDDT Pilot

*Targeted Case Management*

Targeted Case Management (TCM) is a modality of mental health practice that addresses the overall maintenance of a person with a severe mental illness. These services include, but are not limited to, addressing the individual's physical, psychological, medical, and social environment with the goal of facilitating personal health, community participation, empowerment and supporting an individual's recovery. There are three levels of TCM service delivery; Level I is outreach based case management and care coordination; Level II, is intensive clinic based case management services; and, Level III is called Recovery Case Management and is intended for clients who require less intensive services than what is provided in Level I. Level III services are provided under a contract with Milwaukee Mental Health Associates for \$50,000.

<b>Agency</b>	<b>Annual Amount</b>
<i>Level I</i>	
Bell Therapy	\$100,000
Horizons Healthcare	\$298,505
LaCausa, Inc.	\$201,194
Milwaukee Mental Health Associates	\$213,723
Alternatives in Psychological Consultation	\$457,610
Outreach Community Health Center	\$456,703
Transitional Living Services (TLS)	\$635,002
<b>Total Level I</b>	<b>\$2,362,737</b>
<i>Level II</i>	
Wisconsin Community Services	\$1,165,418
<b>Total Level II</b>	<b>\$1,165,418</b>
<b>Total TCM Allocation</b>	<b>\$3,528,155</b>

*Outpatient Mental Health Clinics*

BHD partners with two providers: the Medical College of Wisconsin and Outreach Community Health Center to provide outpatient mental health counseling services to uninsured individuals who are seen at the Access Clinic and require immediate short term mental health counseling and prescribing services. The Medical College of Wisconsin receives \$897,771 annually and Outreach Community Health Center receives \$697,732. After 2014, it is intended that these services move into a fee-for-service network to improve client access and choice.

#### *Clubhouse Model*

The Grand Avenue Club is a model of rehabilitation for individuals living with a mental illness and/or co-occurring disorders; the clubhouse operates with participants as members, who engage in partnership with staff in the running of the clubhouse. This includes involvement in the planning processes and all other operations of the club. Grand Avenue Club receives \$200,000 annually.

#### *Drop-in Center*

Psychosocial drop-in centers provide a low-pressure environment for education, recreation, socialization, pre-vocational activities and occupational therapy opportunities for individuals experiencing severe and persistent mental illness and/or co-occurring disorders. They are based on a concept of membership and utilize peer support as a central tenet of the model. Our Space, Inc. provides individuals with a mechanism of social connectedness so that they may further their own recovery. Our Space, Inc. receives \$250,962 annually for this activity.

#### *Office of Consumer Affairs*

Horizon Healthcare supports the operation of the Office of Consumer Affairs. This includes a dedicated Certified Peer Specialist (CPS) in a supervisory capacity, as well as the hiring and supervision of 12 CPS who are employed in the four adult acute inpatient units, day treatment program the Downtown and Southside Community Support Programs, and/or the crisis stabilization homes of BHD. Office of Consumer Affairs also provides a mechanism for the reimbursement for consumer participation in accordance with the BHD Consumer Reimbursement Policy. This is solely for the reimbursement of BHD sponsored activities with prior authorization. Horizon Healthcare receives \$240,000 annually for these activities.

#### *Consumer Satisfaction Evaluation and Advocacy*

Vital Voices is the evaluation entity for the *Mental Health Statistics Improvement Program (MHSIP)* Adult Consumer Survey. This survey was developed for use in the public mental hygiene system and is now widely used by state and local governments in both substance abuse and mental health programs. The MHSIP survey assesses four areas of consumer perceptions: overall satisfaction; access to services; quality and appropriateness of services; and, consumer reported outcomes. MHSIP is used to evaluate both mental health and substance abuse services in the Community Services Branch and assists in determining continuous quality improvement efforts for the upcoming year. Vital Voices receives \$140,961 annually.

#### *Benefits Advocacy*

The Winged Victory Program of TLS assists individuals in accessing, applying for, and maintaining disability benefits. Winged Victory helps eligible consumers navigate the Medicaid and Social Security application process, submits medical documentation to the Disability Determination Bureau and accesses benefit programs in a timely manner. TLS receives \$201,984 annually for this activity.

## **Substance Abuse Purchase of Service**

### *Substance Abuse Prevention*

Community Advocates will administer and staff the work of the Milwaukee Coalition of Substance Abuse Prevention (MCSAP). This 40-member coalition is comprised of Milwaukee County citizens, substance abuse service professionals and individuals who are familiar with the consequences of alcohol and other drug abuse. Utilizing the Strategic Prevention Framework (SPF) as its model, Community Advocates will also subcontract, via a competitive request for proposal, with agencies and coalitions to address population level prevention strategies. Community Advocates will receive funding at \$500,000 annually to continue these prevention activities.

### *Families Moving Forward*

Families Moving Forward is a community of concerned service providers that are dedicated to the empowerment of families and individuals by providing collaborative strength based services designed to improve their quality of life. Families Moving Forward will ensure that African American consumers and their families receive holistic enhanced quality care from our agencies using a collaborative network that will result in a healthier Milwaukee. M&S Clinical Services Inc., will serve as the fiscal agent for Families Moving Forward and will receive \$150,000 annually.

### *Detoxification Services*

Genesis Behavioral Services, Inc., provides medically monitored and ambulatory detoxification services for immediate and short-term clinical support to individuals who are withdrawing from alcohol and other drugs. An assessment is conducted to determine whether a risk exists based on the individual's level of intoxication and whether a risk exists for severe withdrawal symptoms or seizures, based on the amount, frequency, chronicity, and recency of discontinuation of or significant reduction in alcohol or other drug. Genesis receives \$2,572,145 annually to provide these services.

### *Central Intake Unit – Wiser Choice*

The Central Intake Unit (CIU) is the front door for Wiser Choice, and is the first point of contact for individuals seeking treatment or recovery support services for a substance use disorder. The CIU's determine eligibility and administer a comprehensive assessment, establish a clinical level of care for placement at a treatment facility, and gather evaluative information. When individuals are found eligible, a referral is made to the treatment provider of choice selected by the service recipient. Treatment is provided by an extensive network of agencies on a fee-for-service basis. There are four agencies that provide Central Intake Unit (CIU) services for Wiser Choice: M&S Clinical Services at \$547,700 annually; IMPACT at \$509,412 annually; Wisconsin Community Services, which exclusively serves criminal justice participants, at \$258,963 annually; and JusticePoint, a CIU for drug court participants at \$45,000 annually.

### *Training and Technical Assistance Coordination*

St. Charles Youth and Family Services, Inc., coordinates the training and technical assistance functions for the Community Services Branch (CSB). Many of the federal and state grants received by BHD require training and technical assistance as a condition of the receipt of funding. St. Charles Youth and Family Services, in partnership with CSB, coordinates the logistics and delivery of the training and technical assistance to community based providers and stakeholders. A dedicated staff person to coordinate these activities is needed to fulfill the training and technical assistance. The training and services includes but is not limited to trauma informed care, Comprehensive, Continuous, Integrated System of Care (CCISC), basics in community treatment, fetal alcohol spectrum disorders, gender specific treatment, the neuroscience of addiction, integrated care, student stipends, and other required areas. St. Charles receives \$403,126 annually for these activities.

### **Child and Adolescent Community Services**

Overall contract allocations for 2014 in BHD's Child and Adolescent Community Services Branch will increase from 2013, reflecting the further growth of community-based, mental health services for children and their families in Milwaukee County. BHD will again contract with a number of community agencies for care coordination and other services that support the operation of the nationally recognized Wraparound Milwaukee Program, REACH (Reaching, Engaging and Assisting Children), FISS (Family Intervention and Support Services), Healthy Transitions Initiative and MUTT (Mobile Urgent Treatment Team). As a special, 1915a Managed Care program under Medicaid, all remaining services are purchased on a fee-for-service basis through agencies participating in the Wraparound Milwaukee Provider Network. Individual Purchase of Service contract allocations being recommended are enumerated in the resolution.

### **Care Coordination Services**

In 2014, BHD recommends again, purchasing regular care coordination services for court-ordered youth referred from Child Welfare and Juvenile Justice and enrolled in the Wraparound Milwaukee program from eight agencies selected through a Request for Proposals (RFP) process. Similarly, BHD plans to extend purchase agreements for the fast growing, voluntary, non-court involved youth/families in the REACH program from the four agencies who submitted bids on these services last year. The primary increase in the care coordination services area in 2014, is the continued expansion in Wraparound Milwaukee enrollment.

Care Coordination is a key service in Wraparound as the staffs at those agencies facilitate the care planning team, help develop the individual treatment plans, and arrange, provide and monitor mental health and other services for children and their families and provide reports and testify in court. Screening and assessment services to determine eligibility for Wraparound, and provide recommendations to the court, are also provided by four of these recommended agencies. Another factor in the increase in care coordination contract amounts for 2014, will be the reduction in average caseload ratios for care coordinators for Wraparound and REACH to provide more intensive service coordination and meet the recommended national standards of 1:8 for the ratio of care coordinators to families.

The total number of youth/families projected to be served in 2014 is 1,650 families with an average daily enrollment of 1,150 youth/families. This would be the highest average daily enrollment in the history of the program and due primarily to the growing interest and demand by families to enroll in the new voluntary REACH program. The other new program that is resulting in increased overall enrollment and the need for additional care coordination/transitional specialists, is the Healthy Transitions Initiative (HTI), a Federal grant program focusing on young adults, 18-24, who have serious emotional and mental health needs and need help transitioning to adulthood. These are usually young adults coming out of the regular Wraparound program or transitioning out of homes. The HTI program is expected to daily serve 80 young adults in 2014.

The eight agencies providing the key care coordination services, transitional care coordination and screening and assessment for these various BHD and Wraparound programs are:

<b>Care Coordination Agency</b>	<b>Service Type</b>	<b>2014 Proposed Contract</b>
Alternatives in Psychological Consultation	Regular Care Coordination	\$ 957,760
My Home, Your Home	Regular Care Coordination	\$ 957,760
	REACH	\$ 642,400
	Assessment	<u>\$ 85,000</u>
		\$1,685,160
Aurora Family Service	Regular Care Coordination	\$ 957,760
Willowglen Community Care	Regular Care Coordination	\$ 957,760
	Screening/Assessment	<u>\$ 160,000</u>
		\$1,117,760
AJA Counseling Center	Regular Care Coordination	\$ 957,760
	REACH	\$ 883,300
	Assessment	<u>\$ 80,000</u>
		\$1,921,060
La Causa, Inc.	Regular Care Coordination	\$1,752,000
	REACH	\$ 947,540
	Screening/Assessment	<u>\$ 250,000</u>
		\$2,949,540
St. Aemilian-Lakeside	Regular Care Coordination	\$1,051,200
	REACH	\$ 883,300

	Screening/Assessment	<u>\$ 80,000</u>
		\$2,014,500
St. Charles Youth and Family Services	Regular Care Coordination	\$ 957,760
	HTI - Transitional Specialist	\$ 328,370
	Screening/Assessment	<u>\$ 204,000</u>
		\$1,490,130
<b>Care Coordination Total:</b>		<b>\$13,093,670</b>

**Support Services for Wraparound Milwaukee**

For 2014, BHD recommends continuing an agreement with the Wisconsin Department of Health Services (DHS) to have the Wisconsin Council on Children and Families provide, or arrange for; program evaluation, staff training, management information and IT, and other technical support necessary to maintain the Medicaid Capitation contract with DHS. This will assure continued approval by the Center for Medicare/Medicaid Service (CMS) for BHD's 1915a status.

BHD also proposes to contract again with Families United of Milwaukee for advocacy and educational support for families served by Wraparound Milwaukee. Families United was selected previously through the RFP process. This minority-owned and operated agency continues to represent and advocate for families of youth with serious mental and behavioral needs. It also provides educational advocacy to help enrolled youth obtain an Individual Education Plan (IEP), achieve appropriate school placements, and reduce unnecessary residential and day treatment services. Fiscal intermediary services support the purchase of services from relative caregivers for youth and BHD recommends that this contract with Milwaukee Center for Independence be continued in 2014.

<b>Support Services for Wraparound</b>	<b>Service Type</b>	<b>2014 Proposed Contract</b>
Wisconsin Council on Children and Families	Program Evaluation, Training Technical Assistance and IT Support	\$ 643,436
Families United of Milwaukee	Family and Educational Advocacy	\$ 525,000
<b>Support Services for Wraparound Total:</b>		<b>\$1,168,436</b>

**Mobile Urgent Treatment Services**

For 2014, Wraparound Milwaukee will again operate 24/7 mental health crisis intervention services for all Milwaukee County families. The Mobile Urgent Treatment Team (MUTT) will serve an estimated 1,800 families in 2014. Additionally, the Bureau of Milwaukee Child Welfare will again fully fund a dedicated MUTT team for foster families (MUTT-FF). The MUTT-FF team

has been effective at reducing the incidence of failed foster placements through the provision of 24/7 crisis intervention services to foster families who are experiencing a mental health or behavioral crisis with a child in their care.

To support BHD’s professional team of county psychologists and psychiatric social workers assigned to the MUTT program, St. Charles Youth and Family Services will provide up to ten crisis support workers for MUTT to ensure 24 hour, seven day per week coverage. St. Charles was the only agency to submit a bid to provide these services for the current RFP period.

St. Charles is providing additional child psychiatrist coverage for the medication clinics and MUTT consultation for Wraparound Milwaukee and was chosen through the last RFP process to provide an eight bed crisis group home called Haven House for boys placed through the MUTT team and Wraparound Program.

For 2014, as part of the Federal Healthy Transitions Grant, St. Charles is leasing space to Wraparound Milwaukee for operation of the youth/young adult resource center (Owen’s Place) and for the provision of the resource center manager and several young adult peer specialists.

<b>Agency Providing Support Services</b>	<b>Service Type</b>	<b>2014 Proposed Contract</b>
St. Charles Youth and Family Services	-Crisis Group Home (Haven House)	\$ 456,000
	-Mobile Crisis and other Clinical Services for Community and Foster Care System	\$1,194,293
	-Resource Center/Peer Specialists	\$ 198,372
<b>MUTT Support Services Total:</b>		<b>\$ 1,848,665</b>

**Family Intervention and Support Services (FISS)**

The BHD-Wraparound Program applied for, and was selected in 2012, by the Wisconsin Department of Children and Family Services to operate the entire Family Intervention Support and Services Program (FISS).

In addition to the case management services, BHD now provides all the assessment services and is targeted to conduct about 850 assessments in 2014 as well as serve over 200 families in the case management component. FISS targets adolescents who are experiencing parent-child conflicts manifesting in school truancy, chronic running away from home, and other issues of uncontrollability. FISS is a voluntary, early intervention alternative for parents who can receive a range of mental health and support services as an alternative to filing a formal CHIPS petition. FISS is fully funded by the Bureau of Milwaukee Child Welfare.

St. Charles Youth and Family Services, who has been providing case management services for this program, was selected through an RFP process to operate the assessment and case management services in 2014.

<b>Agency Providing FISS Program Services</b>	<b>Service Type</b>	<b>2014 Proposed Contract</b>
St. Charles Youth and Family Services	Assessment and Case Management	\$ 439,888
<b>FISS Support Services Total:</b>		<b>\$ 439,888</b>

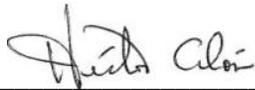
**Recommendation**

It is recommended that the County Board of Supervisors authorize the Director, Department of Health and Human Services, or his designee, to enter into 2014 purchase of service contracts with agencies as described above and enumerated in the resolution accompanying this report.

**Fiscal Effect**

These contracts reflect total expenditures of \$33,269,163. A fiscal note form is attached.

Respectfully Submitted:



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Héctor Colón, Director  
Department of Health and Human Services

- cc: County Executive Chris Abele  
Raisa Koltun, County Executive's Office  
Kelly Bablitch, County Board  
Don Tyler, Director, DAS  
Josh Fudge, Fiscal & Budget Administrator, DAS  
Matt Fortman, Fiscal & Management Analyst, DAS  
Steve Cady, Fiscal & Budget Analyst  
Janelle Jensen, Committee Clerk, County Board Staff