

COUNTY OF MILWAUKEE
Behavioral Health Division Administration
INTER-OFFICE COMMUNICATION

DATE: November 26, 2012

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

FROM: Héctor Colón, Director, Department of Health and Human Services
Prepared by Paula Lucey, Administrator, Behavioral Health Division

SUBJECT: **Report from the Director, Department of Health and Human Services, Requesting Authorization to Enter Into 2013 Purchase of Service Contracts for the Behavioral Health Division for the Provision of Adult and Child Mental Health Services and Alcohol and Other Drug Abuse (AODA) Services**

Policy Issue

Section 46.09 of the Milwaukee County Code of General Ordinances requires County Board approval for the purchase of human services from nongovernmental vendors. Per Section 46.09, the Director of the Department of Health and Human Services (DHHS) is requesting authorization to enter into 2013 purchase of service (POS) contracts with community agencies for the Behavioral Health Division (BHD). 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

As part of the Mental Health Redesign initiative and to further many years of work in the community services area at BHD, the Community Services Branch (CSB) plans to move forward with a number of program changes and plans in 2013. In 2013, in an effort to deliver services using an integrated care model, CSB hopes to reorganize, building on the systems framework established in Milwaukee Co-occurring Competency Cadre or MC3, to redesign services and staff with a dedicated focus on a co-occurring integrated system of care philosophy. Also in 2013, additional attention will be placed on recovery support services and the use of peers as providers, including the potential implementation of the Community Recovery Services (CRS) 1937 Medicaid benchmark plan for individuals with a severe mental illness and the implementation of the Comprehensive Community Service (CCS) recovery benefit for individuals with a mental health or substance use disorder to strengthen the recovery path and improve the available continuum of care. CSB will be focusing on employment, since it is a vital therapeutic tool, and will make available the Individual Placement and Support (IPS) model of supportive employment for individuals that desire competitive employment within their

recovery service array. Finally, CSB will continue to work the Substance Abuse and Mental Health Services Administration (SAMHSA) and the Center for Integrated Health Solutions in preparing for health care reform. All of the contracts detailed below will assist CSB in moving toward the goals outlines here and also will assist in furthering the Mental Health Redesign Task Force Action Plan.

Adult Community Services - Mental Health (MH)

Total 2012 Adjusted Contract Allocation:	\$10,942,487
Proposed 2013 Contract Allocation:	\$10,853,813

Contract allocations recommended for 2013 for individual organizations are itemized below and in the attached resolution. The overall decrease in 2013 is primarily related to realigning contracts between the AODA and Mental Health areas within the Adult Community Services area.

Grand Avenue Club – Clubhouse and WRAP Development

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. This service was part of the Request for Proposals (RFP) process this year and Grand Avenue Club was selected as the vendor, recommended for a total contract of \$135,000 annually.

Our Space, Inc. – Psychosocial 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. This service was part of the RFP process this year and Our Space, Inc. was the selected vendor, recommended for a total contract of \$212,962 annually.

Horizon Healthcare – 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 twelve CPS, who are employed in the four adult acute inpatient units, the observation unit, Psychiatric Crisis Services and/or the crisis stabilization homes of BHD. The Office of Consumer Affairs also provides a mechanism for 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. This service was RFP'd in July 2012 and the selected vendor, Horizon Healthcare, receives \$100,000 annually for these activities.

Crisis Resource Center (CRC)

The CRC serves adults with mental illness and may include individuals with a co-occurring substance use disorder who are experiencing psychiatric crises. The CRC is a safe, welcoming and recovery-oriented environment for people in need of stabilization and peer support to prevent hospitalization. All services are delivered in a person-centered, trauma-informed, culturally competent and recovery oriented focus of care. BHD recommends a contract award of \$250,000 for the Southside CRC with Transitional Living Services (TLS). (The Northside CRC contract is included on the Mental Health Investment POS Report.)

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.

Agency	Annual Award
Bell Therapy North	\$1,206,011
Bell Therapy South	\$79,544
Outreach Community Health Center	\$330,871
Milwaukee Mental Health Association	\$472,947
Project Access, Inc.	\$452,836
Transitional Living Service (TLS)	\$683,392
Wisconsin Community Services	\$512,148
Total	\$3,737,749

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 two levels of TCM service delivery; Level I is outreach based case management and care coordination and Level II is intensive clinic based case management services. This service was competitively bid through the RFP process this year.

Agency	Annual Amount
Level I	
Alternatives in Psychological Counseling	\$457,610

Horizons Healthcare	\$298,505
LaCausa, Inc.	\$201,194
Outreach Community Health Center	\$456,785
Milwaukee Mental Health Associates	\$213,723
Transitional Living Services (TLS)	\$635,002
Total Level I	\$2,262,819
Level II	
Wisconsin Community Services	\$1,165,418
Total Level II	\$1,165,418
Grand Total TCM	\$3,428,437

TCM Step-Down

Additional funds are available in 2013 for agencies that wish to expand their TCM services to clients who require less intensive services than what is provided in Level I. Agencies that submitted proposals for the 2013 TCM Purchase of Service RFP will be approached to determine if they wish to provide this expanded service. Available funding is \$25,000 annually.

Stabilization House

Stabilization House services serve adults who live with a mental illness or co-occurring substance use disorder and are in need of further stabilization after an inpatient hospitalization. It is also warranted for individuals who are awaiting a residential placement and require structure and support to ensure a smooth transition into the residential placement. Stabilization House services may also provide temporary supported accommodation for people with mental health needs during a crisis or when they need respite from living at home. BHD is recommending maintaining two Crisis Stabilization homes - one with TLS for \$250,000 annually and one with Bell Therapy for \$279,135 annually. (An additional Crisis Stabilization home is included on the Mental Health Investment POS Report)

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 services. The Medical College of Wisconsin receives \$1,038,443 annually and Outreach Community Health Center receives \$807,060.

Mental Health America of Wisconsin – Public Information and 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 (DHS). MHA receives \$272,300 annually for these services.

NAMI of Greater Milwaukee – Advocacy Services

NAMI provides education and advocacy for those with mental illness and their families and those touched by mental illness. NAMI of Greater Milwaukee receives \$30,000 annually.

Vital Voices – 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 health 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 \$111,025 annually for mental health services.

Transitional Living Services – Winged Victory Benefits Advocacy

TLS assists individuals in accessing, applying for and maintaining disability benefits. Winged Victory helps eligible consumers navigate the 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.

Adult Community Services – Alcohol and Other Drug Abuse (AODA)

Total 2012 Adjusted Contract Allocation:	\$5,822,058
Proposed 2013 Contract Allocation:	\$5,141,081

Contract allocations recommended for 2013 for individual organizations are itemized below and in the attached resolution. The overall decrease in 2013 is primarily related to the reduction in funding for detoxification services and the move of two contracts to the DHHS- Housing Division.

AIDS Resource Center of Wisconsin – Substance Abuse Prevention

AIDS Resource Center of Wisconsin (ARCW) will provide substance abuse, fatal opiate overdose, HIV and Hepatitis C prevention services including outreach, counseling, testing and referral services throughout Milwaukee County. ARCW will also provide fatal opiate overdose prevention training to injection and other drug users in Milwaukee County. Based on a competitive RFP process, ARCW is recommended for prevention funding of \$96,213 annually.

Community Advocates – 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 RFP, with agencies and coalitions to address population level prevention strategies. Based on a competitive RFP, Community Advocates is recommended for prevention funding of \$500,000 annually.

Meta House – Substance Abuse Prevention

Meta House, Inc. will provide an evidence-based prevention program, Celebrating Families, to a very high-risk population: women of childbearing age who have recently completed a substance abuse treatment program, their children and other family members. Through the Celebrating Families program, Meta House will address preventative interventions to reduce alcohol consumption for women of childbearing age (ages 18-44), underage drinking (ages 12-20) and alcohol and drug abuse or dependence (ages 18 and older). Based on a competitive RFP, Meta House is recommended for prevention funding of \$50,000 annually.

Faith Partnership Network – Wiser Choice Resource Center

Faith Partnership Network assists faith-based providers within the Wiser Choice Provider Network in building organizational capacity and collaborative relationships among partners. They have also assisted organizations in determining their readiness for the Affordable Care Act, capacity for Medicaid billing and working towards dual credentialing for professional staff. Faith Partnership Network receives \$68,000 annually.

Genesis Behavioral Services – Detoxification Services

Genesis Behavioral Services 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 timeframe 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 (4) agencies that provide Central Intake Unit (CIU) services for Wlser Choice: M&S Clinical Services - \$547,700 annually; IMPACT - \$509,412 annually; JusticePoint, who specifically serve the Adult Drug Treatment Court and other court related participants - \$45,000 annually; and Wisconsin Community Services for criminal justice participants only - \$258,963 annually.

Outreach Community Health Center – Housing Case Manager

As a function of the Milwaukee Welcomes you to Income, Sobriety, and Housing (Mi-WISH) federal treatment for the homeless grant, these funds strengthen services delivery by having a dedicated housing manager exclusively for participants receiving services through the grant. Outreach Community Health Center is a strong partner to the Mi-WISH grant and receives \$52,000 annually to provide a staff person to serve in the capacity of Housing Case Manager.

Mental Health America of Wisconsin –Referral and Suicide Prevention

Mental Health America of Wisconsin (MHA) is coordinating the Garrett Lee Smith Suicide Prevention grant for education, training programs including gatekeeper training, screening activities, infrastructure for improved linkages to services, crisis hotlines and community partnerships. BHD is partnering with MHA for a broader county-wide suicide prevention strategy. MHA receives \$40,000 for this service.

St. Charles Youth and Family Services – Training and Technical Assistance Coordination

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 BHD, coordinate 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 requirements of the various grants. The training and services includes, but 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.

University of Wisconsin – NIATx Quality Improvement

University of Wisconsin will provide quality improvement consultation and assistance for the NIATx activities in the amount of \$38,522 annually. This will assist BHD in identifying some key issues within the system to target for process improvement, such as discharge data collection. In the process of hands-on coaching to target specific objectives, NIATx will be helping BHD to develop process improvement capacity, so that a sustainable mechanism for addressing system objectives and achieving targeted outcomes is put in place. NIATx receives \$38,522 annually for these activities.

Vital Voices – 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 health 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 \$29,936 annually for AODA services.

Child and Adolescent Community Services

Total 2012 Contract Allocations:	\$12,266,723
Proposed 2013 Contract Allocations:	\$13,593,290

Overview

Overall contract allocations for 2013 in BHD's Child and Adolescent Community Services Branch will increase \$1,326,567 from 2012 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), Health 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 2013, BHD recommends 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 last year's 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.

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.

The total number of youth/families projected to be served in 2013 is 1,500 families with an average daily enrollment of 1,050 youth/families. This would be the highest enrollment in the history of the program and is 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 2013.

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

Care Coordination Agency	Service Type	2013 Proposed Contract
Alternatives in Psychological Consultation	Regular Care Coordination	\$ 823,075
My Home, Your Home	Regular Care Coordination	\$ 823,075
	REACH	\$ 511,000
	Assessment	<u>\$ 70,000</u>
		\$1,404,075
Aurora Family Service	Regular Care Coordination	\$ 823,075
Willowglen Community Care	Regular Care Coordination	\$ 823,075
	Screening/Assessment	<u>\$ 145,000</u>
		\$ 968,075
AJA Counseling Center	Regular Care Coordination	\$ 823,075
	REACH	\$ 657,000
	Assessment	<u>\$ 70,000</u>
		\$ 1,550,750
La Causa, Inc.	Regular Care Coordination	\$ 1,084,050
	REACH	\$ 657,000
	Screening/Assessment	\$ 225,000
	Safe Schools	<u>\$ 75,000</u>
		\$ 2,041,050
St. Aemilian-Lakeside	Regular Care Coordination	\$ 823,075

	REACH	<u>\$ 657,000</u>
		\$1,480,075
St. Charles Youth and Family Services	Regular Care Coordination	\$ 823,075
	Screening/Assessment	\$ 190,720
	Transitional Specialist	<u>\$ 376,256</u>
		\$1,390,051
Care Coordination Total:		\$10,479,551

Services Supporting Wraparound Milwaukee

For 2013, 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 Capitated contract with DHS. This will assure continued approval by the Center for Medicare/Medicaid Services (CMS) for BHD’s 1915a status.

BHD also proposes to contract again with Families United of Milwaukee for advocacy and support for families served by Wraparound Milwaukee. Families United was the top ranked agency in 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 be continued in 2013.

Support Services for Wraparound	Service Type	2013 Proposed Contract
Wisconsin Council on Children and Families	Program Evaluation, Training Technical Assistance and IT Support	\$ 624,248
Families United of Milwaukee	Family and Educational Advocacy	\$ 475,000
Milwaukee Center for Independence	Fiscal Intermediary	\$ 20,000
Support Services for Wraparound Total:		\$1,119,248

Mobile Urgent Treatment Services

For 2013, 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 1,700 families in 2013. 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.

Additionally, St. Charles is providing some child psychiatrist coverage for the medication clinics operated by Wraparound Milwaukee and was chosen through the 2012 RFP process to provide an eight bed crisis group home called Haven House for boys placed through the MUTT team and Wraparound Program.

Agency Providing Support Services	Service Type	2012 Proposed Contract
St. Charles Youth and Family Services	Crisis Group Home (Haven House)	\$ 456,000
	Psychiatry Services for Medication Clinics	\$262,080
	Mobile Crisis Services for Community and Foster Care System	<u>\$ 778,486</u>
MUTT Support Services Total:		\$ 1,496,566

Family Intervention and Support Services (FISS)

The BHD-Wraparound Program applied for and was selected in July 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 2013 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, received the highest score and was selected through an RFP process to operate the assessment and case management services in 2013.

Agency Providing FISS Program Services	Service Type	2013 Proposed Contract
St. Charles Youth and Family Services	Assessment and Case Management	\$ 497,925
FISS Support Services Total:		\$ 497,925

Summary

The following are the total contract recommendations for BHD's Child and Adolescent Community Services Branch for 2013 as compared to 2012.

Agency Providing Support Services	Adjusted 2012 Contract	2013 Proposed Contract
AJA Counseling Center	\$ 1,381,890	\$1,550,075
Alternatives in Psychological Consultation	\$ 812,490	\$ 823,075
Aurora Family Service	\$ 812,490	\$ 823,075
Families United of Milwaukee	\$ 450,000	\$ 475,000
La Causa, Inc.	\$ 1,939,617	\$2,041,050
Milwaukee Center for Independence	\$ 25,000	\$ 20,000
My Home, Your Home	\$ 812,490	\$1,404,075
St. Aemilian-Lakeside	\$ 1,514,202	\$1,480,075
St. Charles Youth and Family Service	\$ 2,958,335	\$3,384,542
Willowglen Community Care	\$ 952,490	\$ 968,075
Wisconsin Council on Children and Families	\$ 607,719	\$ 624,248
Total 2013 Proposed POS Contracts:		\$13,593,290

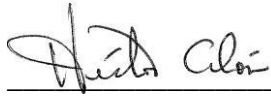
Recommendation

It is recommended that the County Board of Supervisors authorize the Director, DHHS, or his designee, to enter into 2013 purchase of service contracts for mental health, AODA and child and adolescent treatment services with provider agencies for the time period of January 1 through December 31, 2012 with the contractors listed and in the amounts specified in the attached resolution. Approval of the recommended contract allocations will allow for the provision of identified high priority community-based services for children and adults having serious and persistent mental illness, substance abuse problems, or other emotional needs.

Fiscal Effect

The amounts recommended in these contracts have been included in BHD's 2013 Budget. A fiscal note form is attached.

Respectfully Submitted:



Héctor Colón, Director
Department of Health and Human Services

cc: County Executive Chris Abele
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