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(ITEM 33) A resolution by Supervisor Thomas, in support of efforts to redesign and transform the Milwaukee County mental health delivery and financing system and directing the New Behavioral Health Facility Study Committee to submit an action-oriented plan to implement the HSRI Study findings and other recommendations

AN AMENDED RESOLUTION

WHEREAS, over the last year-to-two years, abundant discussion has surrounded the topic of mental health service delivery in Milwaukee County; and

WHEREAS, the community interest, perceived issues, and on-going program development led to the release of a number of studies and suggested plans related to the organization, delivery, and financing of mental health services in Milwaukee County; and

WHEREAS, included in the aforementioned studies and plans are the following:

- a. Sheriff Site Safety Audit, prepared by the Office of the Sheriff, dated June 28, 2010;
- b. Transforming the Adult Mental Health Care Delivery System in Milwaukee County, by the Human Services Research Institute (HSRI), released in October 2010 ("HSRI Study");
- c. Patient Safety Audit, prepared by the Department of Audit following a request from Milwaukee County Board Chairman Holloway, released in October 2010 (the "Patient Safety Audit Report"); and,
- d. Mixed Gender Patient Care Units Study, prepared by a workgroup of Behavioral Health Division (BHD) staff at the request of the Chair of the Health and Human Needs Committee, advisory report presented January 26, 2011

; and

WHEREAS, the foregoing studies and plans contain collectively a comprehensive and thorough description and analysis of the problems and challenges faced by Milwaukee County with respect to its mandate under Chapter 51, *Wis. Stats.*, to provide mental health and related services; and

39 WHEREAS, the Milwaukee County Board created the New Behavioral Health
40 Facility Study Committee (File No.10-322), a special committee of five County Supervisors
41 to make recommendations regarding a new behavioral health facility, whose final report is
42 due June 1, 2011 (hereafter referred to as "Facility Committee"); and

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44 WHEREAS, there is general consensus that the HSRI Study provides an independent,
45 credible and objective basis for creating a new mental health delivery system in Milwaukee
46 County; and

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48 WHEREAS, the Patient Safety Audit Report found that a very small number of
49 patients are responsible for the aggressive and assaultive behavior that has been reported in
50 the press; and

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52 WHEREAS, under the federal IMD exclusion provision, Milwaukee County is not
53 able to obtain Medicaid reimbursement for services provided within the Acute Care units at
54 the Milwaukee County Mental Health Complex, for adults ages 22-64 since the Complex is
55 free-standing and is not attached to an acute care hospital; and

56

57 WHEREAS, due to potential cutbacks in State and Federal funding for substance
58 abuse services, significant excess capacity likely exists within community-based residential
59 facilities, outpatient providers, and other behavioral healthcare providers, which capacity
60 could be redeployed cost-effectively to create capacity for mental health services for
61 County residents; and

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63 WHEREAS, due to fiscal and budgetary constraints, it is imperative that the County's
64 new mental health delivery and financing be redesigned and implemented expeditiously;
65 and

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67 WHEREAS, national studies have demonstrated that by using managed care
68 principles and strategies, the cost of behavioral health care service delivery can be reduced
69 without harming patient care; and

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71 WHEREAS, total expenditures budgeted for 2011 for the County's Behavioral Health
72 Division amount to approximately \$188,000,000; and

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74 WHEREAS, a savings of every 1% in the BHD budget employing managed care
75 principles would amount to \$1.8 million annually; and

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77 WHEREAS, it is necessary that the Facility Committee work to preserve access to
78 needed services by County residents, improve quality of care, and achieve substantial cost
79 savings; and

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81 WHEREAS, the County Board adopted a resolution directing the Behavioral Health
82 Administrator to appoint members to a Mental Health Redesign Task Force to provide the
83 County Board with data-driven implementation planning on April 21, 2011 (File No. 11-
84 173/11-284); but it is expected that the planning process may take up to six months before
85 an action-oriented implementation plan is presented to the Board; and

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87 WHEREAS, the Facility Committee, comprised of five County Supervisors, is
88 positioned to build on current public/private initiatives being implemented or studied by
89 BHD to identify potential cost savings; and

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91 WHEREAS, it is envisioned that the Facility Committee's action-oriented planning
92 efforts will dovetail with directives set forth in Chairman Holloway's Mental Health Pilot
93 Program (File No. 11-81/11-49) adopted on March 17, 2011; now, therefore,

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95 BE IT RESOLVED, that the Milwaukee County Board of Supervisors hereby supports
96 a redesign of the mental health care system based on the broad findings and
97 recommendations of the HSRI Report, and other findings and recommendations; and

98

99 BE IT FURTHER RESOLVED, that the work of the Facility Committee shall be in
100 addition to the work of the Mental Health Redesign Task Force created by resolution (File
101 No. 11-173/11-284) and adopted on April 21, 2011,; and

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103 BE IT FURTHER RESOLVED, that the Facility Committee's reporting deadline of
104 June 1, 2011 is extended to July 15, 2011 with the opportunity for an extension should
105 additional time be needed, and requested by the Chair of the Facility Committee and that
106 any recommendations that may come out as a result of this further study shall be submitted
107 to the Committees on Health and Human Needs and Finance and Audit for review and
108 approval during the Board cycle immediately following completion of the final report; and

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110 BE IT FURTHER RESOLVED, that in devising the foregoing plan, the Facility
111 Committee shall:

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113 a. Seek to maximize where appropriate use of providers who may currently be
114 providing services to the County, making cost effective use of excess capacity
115 among those providers

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- b. Encourage any vendor providing mental health and related behavioral services to Milwaukee County to pay all its employees a "living wage", and require any and all vendors who respond to Request for Proposals to provide behavioral health services to submit documentation of the wage and benefit structure
- c. Explore the potential for significant savings by creating a hybrid public-private partnership that could be implemented immediately
- d. Utilize any savings from initiatives for mental health services
- e. Provide that no County funds shall be used in the construction of any new private psychiatric facilities
- f. Provide that that any Medicaid payments received by a private psychiatric hospital for County beneficiaries would reduce the County's cost of purchasing services from that hospital dollar-for-dollar
- g. Provide an outline of items to be included in a Request for Proposal (RFP) process for provision of behavioral services and possible sites

; and

BE IT FURTHER RESOLVED, that the aforementioned report shall direct the Department of Health and Human Service to return with an RFP for review and approval within 30 days following passage of this resolution by the full County Board.

MILWAUKEE COUNTY FISCAL NOTE FORM

DATE: May 4, 2011

Original Fiscal Note

Substitute Fiscal Note

SUBJECT: A resolution in support of efforts to redesign and transform the Milwaukee County mental health delivery and financing system and directing the New Behavioral Health Facility Study Committee to submit an action-oriented plan to implement the HSRI Study findings and other recommendations.

FISCAL EFFECT:

- | | |
|--|--|
| <input checked="" type="checkbox"/> No Direct County Fiscal Impact <input checked="" type="checkbox"/> Existing Staff Time Required <input type="checkbox"/> Increase Operating Expenditures (If checked, check one of two boxes below) <input type="checkbox"/> Absorbed Within Agency's Budget <input type="checkbox"/> Not Absorbed Within Agency's Budget <input type="checkbox"/> Decrease Operating Expenditures <input type="checkbox"/> Increase Operating Revenues <input type="checkbox"/> Decrease Operating Revenues | <input type="checkbox"/> Increase Capital Expenditures <input type="checkbox"/> Decrease Capital Expenditures <input type="checkbox"/> Increase Capital Revenues <input type="checkbox"/> Decrease Capital Revenues <input type="checkbox"/> Use of contingent funds |
|--|--|

Indicate below the dollar change from budget for any submission that is projected to result in increased/decreased expenditures or revenues in the current year.

| | Expenditure or Revenue Category | Current Year | Subsequent Year |
|-----------------------------------|---------------------------------|--------------|-----------------|
| Operating Budget | Expenditure | 0 | 0 |
| | Revenue | 0 | 0 |
| | Net Cost | 0 | 0 |
| Capital Improvement Budget | Expenditure | | |
| | Revenue | | |
| | Net Cost | | |

DESCRIPTION OF FISCAL EFFECT

In the space below, you must provide the following information. Attach additional pages if necessary.

- A. Briefly describe the nature of the action that is being requested or proposed, and the new or changed conditions that would occur if the request or proposal were adopted.
- B. State the direct costs, savings or anticipated revenues associated with the requested or proposed action in the current budget year and how those were calculated.¹ If annualized or subsequent year fiscal impacts are substantially different from current year impacts, then those shall be stated as well. In addition, cite any one-time costs associated with the action, the source of any new or additional revenues (e.g. State, Federal, user fee or private donation), the use of contingent funds, and/or the use of budgeted appropriations due to surpluses or change in purpose required to fund the requested action.
- C. Discuss the budgetary impacts associated with the proposed action in the current year. A statement that sufficient funds are budgeted should be justified with information regarding the amount of budgeted appropriations in the relevant account and whether that amount is sufficient to offset the cost of the requested action. If relevant, discussion of budgetary impacts in subsequent years also shall be discussed. Subsequent year fiscal impacts shall be noted for the entire period in which the requested or proposed action would be implemented when it is reasonable to do so (i.e. a five-year lease agreement shall specify the costs/savings for each of the five years in question). Otherwise, impacts associated with the existing and subsequent budget years should be cited.
- D. Describe any assumptions or interpretations that were utilized to provide the information on this form.

This resolution supports efforts to redesign and transform the Milwaukee County mental health delivery and financing system and directs the New Behavioral Health Facility Study Committee to submit an action-oriented plan to implement the HSRI Study findings and other recommendations.

There is no fiscal impact associated with this resolution.

Department/Prepared By Jennifer Collins, County Board

Authorized Signature

Jennifer Collins

Did DAS-Fiscal Staff Review?

Yes

No

¹ If it is assumed that there is no fiscal impact associated with the requested action, then an explanatory statement that justifies that conclusion shall be provided. If precise impacts cannot be calculated, then an estimate or range should be provided.