

Behavioral Health & Developmental Services System Transformation Initiative

Recommendations and Implementation

October 2014-December 2016

DBHDS Vision: A life of possibilities for all Virginians

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Virginia Department of Behavioral Health & Developmental Services

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I. Executive Summary

In October 2014, the Commissioner of the Department of Behavioral Health & Developmental Services (DBHDS) convened a Transformation Team Initiative to address unprecedented challenges facing the Commonwealth of Virginia's developmental disabilities, substance-use disorders, and mental health services system.

The transformation initiative consisted of a multidisciplinary group of 83 representatives from over 50 stakeholder organizations divided among four transformation teams and a consultative advisory (stakeholder) group.

The Transformation Teams are:

- Adult Behavioral Health Services
- Adult Developmental Services
- Child and Adolescent Behavioral Health Services
- Justice-Involved Services

From October 2014 through December 2015, the teams met monthly and developed 97 recommendations for system transformation. The recommendations were presented to the DBHDS commissioner in two phases, Phase I in spring 2015 and Phase II in winter 2016.

Each of the recommendations addresses one or more of the following areas: Access, Quality, Consistency, and Accountability. The recommendations represent a vision that when fully implemented, actualize a transformed behavioral health and developmental services system.

The key to this actualization is measuring the outcomes of these efforts. On June 7, 2016 the transformation teams met for a final meeting and presented outcomes measures to demonstrate how Virginia has met the goals of transformation.

DBHDS has made significant effort towards implementing transformation recommendations. While great progress has been made, funding needs indicate that implementation of recommendations must happen incrementally. To assist with planning efforts, DBHDS has identified a recommended schedule for funding and full implementation. DBHDS will continue to engage stakeholder participation and build partnerships throughout implementation efforts, to create a 21st century behavioral health and developmental services system that emphasizes accessibility, quality, consistency, and accountability.

II. Introduction

In October 2014, the Commissioner of the Department of Behavioral Health & Developmental Services (DBHDS) convened a Transformation Team Initiative to address several challenges facing the Commonwealth of Virginia's developmental disabilities, substance-use disorders, and mental health services system.

The challenges facing our system are unprecedented and multi-pronged:

- **Implementation of the U.S. Department of Justice Settlement Agreement-** Virginia is implementing the Department of Justice Settlement Agreement for developmental disability services, which requires that the Commonwealth provide services for individuals with developmental disabilities in the most integrated care settings appropriate to individual needs. The challenges from this effort include moving individuals from Virginia's training centers into the community, redesign of waivers to best serve Virginians with disabilities, and provider development to ensure that individuals transitioning into the community are in a safe and appropriate setting.
- **Major Opioid Epidemic:** Virginia is facing a major opioid epidemic that has ravaged communities and highlighted the urgency of the need for increased emphasis on substance-use disorders and addiction recovery services. In 2014, there were 980 fatal drug overdoses in Virginia, a 14.7% increase from 2013, surpassing the number of deaths from automobile accidents. Nationwide, substance use disorders are the number two reason children enter the foster care system, and the cost of providing routine health care to individuals with substance use disorders (SUDs) is three to four times the cost of providing care to individuals without SUDs.
- **Multiple Behavioral Health tragedies:** Over the last decade, Virginia has faced several tragedies involving our emergency and crisis services that have received national attention. The adequacy and effectiveness of the emergency services system is under close examination. Each tragedy that Virginia has endured can be related to at least one of the following problem areas regarding access, quality, consistency, and accountability.

DBHDS confronts these issues at a time when the Commonwealth faces major budget constraints and the need for increased funding and strategic investments in services is crucially important. While these challenges are the impetus for the attention that has been focused on our system, they present a unique opportunity for collaboration and improvement.

In October 2014, the DBHDS Commissioner convened a transformation initiative to provide recommendations for improving Virginia's system. The initiative is an 83 member, multidisciplinary group of stakeholder representatives and leaders from across the Commonwealth. It includes four transformation teams and one stakeholder advisory group. Each team was comprised of approximately fifteen members, consisting of broad stakeholder representation of more than 50 stakeholder organizations, state agencies, and community leaders.

The transformation process began with a comprehensive review of the state behavioral health and developmental services system. This effort focused on access, quality, stewardship of resources, and accountability. It is grounded in the principles of recovery, resiliency, self-determination, and wellness. The goal is to become a model system that realizes the DBHDS' vision of "A life of possibility for all Virginians".

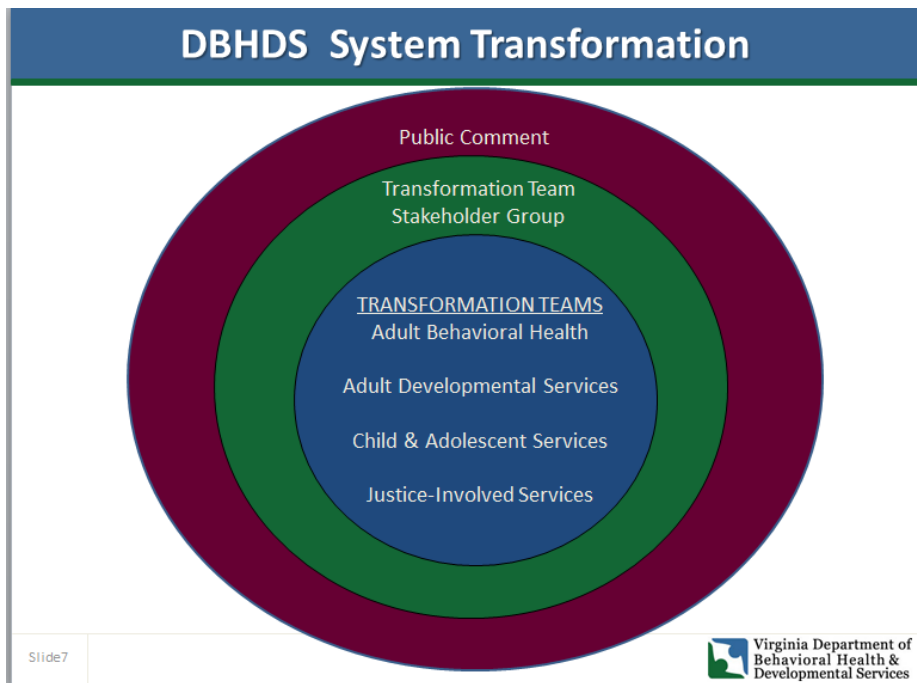
III. The Transformation Teams and Process

The Transformation Teams are:

- Adult Behavioral Health Services
- Adult Developmental Services
- Child and Adolescent Behavioral Health Services
- Justice-Involved Services

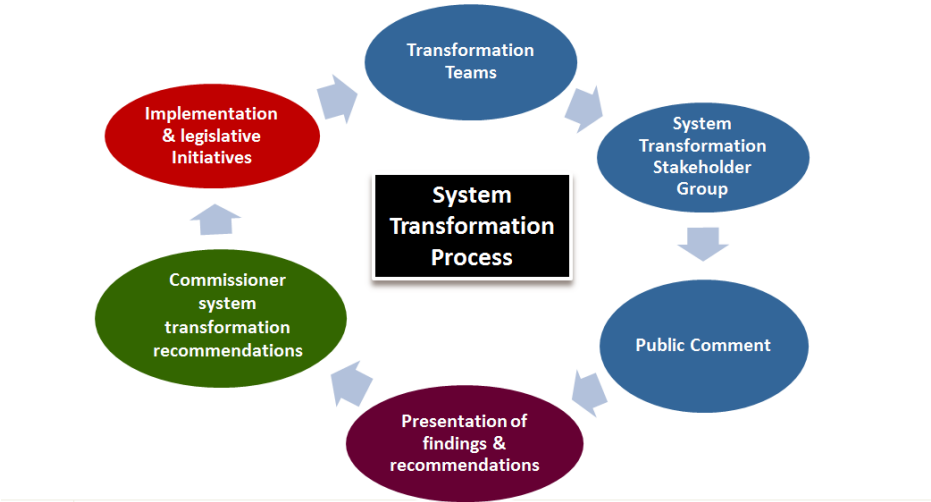
Composition:

- Each team is comprised of approximately 15 members, including two co-chairs;
- The co-chairs are represented by a member of DBHDS' staff and a person or family member with lived experience; and
- All teams include providers, advocates, and persons with lived experience, family members, and staff from partner state agencies.



- Each of the transformation teams analyzed the behavioral health and developmental disabilities services system and developed strategic proposals for services, delivery and infrastructure.
- The stakeholder group served as a review and consultation group for transformation teams. The stakeholders will provide input on team proposals and offer recommendations for improvement.
- The public comment periods consisted of three statewide town-halls and a webinar. This offered the public the opportunity to review the proposals developed by the Teams and provide feedback.
- The transformation teams submitted their recommendations to the Commissioner for consideration.
- After considering feedback from the stakeholder group and the public, the Commissioner finalized the recommendations and began the process of implementation.

System Transformation Process Design



TRANSFORMATION TEAMS

Adult Behavioral Health Services
 Adult Developmental Services
 Child and Adolescent Behavioral Health Services
 Justice-Involved Services

TOWN HALL MEETINGS

Williamsburg- May 11, 2015
 Woodbridge- May 12, 2015
 Charlottesville-May 15, 2015
 Wytheville-May 20, 2015

PUBLIC COMMENT PERIODS

DBHDS website
 April 15-May 31, 2015

DBHDS Website and Webinar
 February 1-March 31, 2016

IV. Transformation Team Charges

Each transformation team was provided with a total of 6 questions. The groups were given approximately six months to complete their review and provide recommendations to the Commissioner. Once the recommendations have been made, each team will receive an additional three questions, and begin the process again.

Adult Behavioral Health

Spring 2015

1. What should core and mandated services be and should they be limited to, or broader than serious mental illness?
2. How can Virginia ensure that co-occurring disorders are best treated? (consider integration of physical and behavioral health)
3. How can Virginia maximize access and how can quality and accountability be best assured?

Winter 2016

1. What services delivery structure best promotes quality, access and accountability in the Commonwealth? In analyzing this question, please keep in mind the following outcomes we expect to achieve: increased housing stability, increased employment, decreased hospitalizations, decreased emergency room visits, decreased suicide numbers and rates. Also, specifically address:
 - Who should provide the services?
 - What is the role of private providers?
 - How do we ensure internal, cross-system and primary care integration?
 - Where in the Commonwealth should services be targeted to address service inequities?
2. What is needed to enhance substance-use disorder treatment capacity across the system?

Adult Developmental Services

Spring 2015

1. What core and mandated services should be provided, and how can we best assure quality and accountability in delivery? (consider use of natural supports and performance measurement)
2. How can the system maximize access to services and supports for people with developmental disabilities, and eliminate the waiting list?
3. Should case management be required for everyone?

Winter 2016

1. How can Virginia eliminate the waiting list by 2018? Also, specifically address:
 - Who should provide the services?
 - What is the role of private providers?
 - How do we ensure internal, cross-system and primary care integration?
 - Where in the Commonwealth should services be targeted to address service inequities?
2. What are the key elements of successful child crisis services?

Child & Adolescent Behavioral Health Services

Spring 2015

1. How should Virginia promote early intervention and prevention? (consider the role of schools, screening, transition age youth and substance abuse)
2. What are the core and mandated services and how can quality and accountability be best assured in delivery?
3. How should the system of care principles be operationalized to help children and families and how can Virginia address system fragmentation?

Winter 2016

1. What services delivery structure best promotes quality, access and accountability in the Commonwealth? Also, specifically address:
 - Who should provide the services?
 - What is the role of private providers?
 - How do we ensure internal, cross-system and primary care integration?
 - Where in the Commonwealth should services be targeted to address service inequities?
2. What school-based services should be available for children and adolescents with behavioral health needs?

Justice-Involved Services

Spring 2015

1. What are the behavioral health and developmental services needs of incarcerated persons and what best practices should be adopted to provide for mental health and substance abuse needs?
2. What is the role of community service boards, providers, and the state hospital in delivering services to incarcerated persons?
3. How should persons with behavioral health and developmental disabilities be diverted from the criminal/juvenile justice system and how can the system best support their re-entry to services?

Winter 2016

1. What services delivery structure best promotes quality, access and accountability in the Commonwealth? Also, specifically address:
 - Who should provide the services?
 - What is the role of private providers?
 - How do we ensure internal, cross-system and primary care integration?
 - Where in the Commonwealth should services be targeted to address service inequities?
2. What screening, assessment and services should be standardized across the system to promote best practices?

IV. Recommendations and Implementation

The DBHDS Transformation Team initiative yielded dozens of recommendations to improve the behavioral health and developmental disabilities services system. As Virginia grapples with myriad pressures on its safety net, DBHDS has heard from the General Assembly, stakeholder groups, and the public, that Virginia must focus on four key areas of improving access, quality, consistency, and accountability. Each of the proposed recommendations addresses at least one of these targets.

Since the spring of 2016, DBHDS has been prioritizing the recommendations and developing an implementation strategy. Many of the recommendations have been implemented or efforts to do so are underway. Recognizing fiscal limitations, other recommendations have been prioritized over a multi-biennium timeline.

Recommendations by team, implementation schedule, and improvement category can be seen in Appendix D, located in the attached Excel file.

A SPECIAL THANKS

DBHDS Interim Commissioner Dr. Barber and the Executive Management Team extend thanks and gratitude to the Co-Chairs of each of the four transformation teams for leading an intensive 18 month long transformation effort. This initiative required a plethora of hours of intensive planning and preparation, subject matter expertise, and leadership.

Adult Behavioral Health Services

Mike O'Connor and Becky Sterling

Justice-Involved

Dr. Michael Schaefer and David Rockwell

Adult Developmental Services

Heather Norton and Katherine Olson

Child and Adolescent Behavioral Health Services

Janet Lung and Stephany Melton-Hardison

Thank you to all the transformation Team members, who traveled monthly to attend meetings, and dedicated their time, effort, and expertise to developing innovative recommendations.

The result of the Co-Chairs and Team efforts is a blueprint for the future of behavioral health in Virginia.

Appendix A: Transformation Team Membership

**Denotes Co-Chairs*

Adult Behavioral Health Services

Mike O'Connor*, *DBHDS*
Becky Sterling*, *Middle Peninsula-Northern Neck CSB*
Cheryl DeHaven, *Magellan Behavioral Health Services*
Mira Signer, *NAMI Virginia*
Ingrid Barber, *Alleghany Highlands CSB*
Sandy O'Dell, *PD1 Behavioral Health Services CSB*
Karen Kimsey, *Dept. of Medical Assistance Services*
Joey Trapani, *Poplar Springs Hospital*
Jennifer Wicker, *Virginia Hospital & Healthcare Assn.*
Sara Heisler, *Virginia Hospital & Healthcare Assn.*
Jan Brown, *Substance Abuse & Addiction Recovery Alliance*
Frank Gallagher, *Sentara Behavioral Health Services*
Kaye Fair, *Fairfax CSB Emergency Services*
Laura Totty, *Henrico Area Mental Health & Developmental Services*
Lynda Hyatt, *Gateway Homes*
Charlene Edwards, *Richmond Behavioral Health Authority*
Nhat Nguyen, *Fairfax County CSB*

DBHDS Staff:

Daniel Herr, *Asst. Commissioner, Behavioral Health*
Steve Herrick, *Director, Piedmont Geriatric Hospital*
Jim Martinez, *Dir., Office of Mental Health Services*
Mellie Randall, *Dir., Office of Substance Abuse Services*
Priscilla Scherger, *Dir., Quality Management, ESH*

Adult Developmental Services

Heather Norton*, *DBHDS*
Katherine Olson*, *The Arc of Virginia*
Debbie Burcham, *Chesterfield CSB*
Lisa Moore, *Mt. Rogers CSB*
Phil Caldwell, *Alexandria CSB*
Tonya Milling, *The Arc of Southside*
Bob Gettings, *former NASDDDS Director*
Susan Rudolph, *The Arc of Greater Prince William/INSIGHT*
Tom Laidlaw, *St. Mary's Home*
Maureen Hollowell, *Endeppence Center, Inc.*
Ann Bevan, *Dept. of Medical Assistance Services*
Karen Tefelski, *vaACCSES*
Matthew Shapiro, *Self-advocate*
Freddie Simons, *Hampton- Newport News CSB*
Yvonne Russell, *Henrico Area Mental Health & Developmental Services*

DBHDS Staff:

Connie Cochran, *Asst. Commissioner Div. of Developmental Services*
Cindy Gwinn, *Community Resources Manager*
Eric Leabough, *Housing Specialist*
Beverly Rollins, *DOJ Settlement Consultant*
Dawn Traver, *Community Resource Manager*

Child & Adolescent Behavioral Health Services

Janet Lung*, *DBHDS*
Stephany Melton Hardison, *MSW*, NAMI Virginia*
Margaret Nimmo Crowe, *Voices for Virginia's Children*
Susan Clare, *CSA Office of Comprehensive Services*
Greg Peters, *UMFS*
Allison Jackson, *Ph.D., Family Preservation Services*
Jim Thorton, *Virginia Beach Dept. of Human Services*
Sandy Bryant, *Horizon Behavioral Health*
Carl Ayers, *Dept. of Social Services*
Ralph Thomas, *Dept. of Juvenile Justice*
Maribel Saimre, *Dept. of Education*
Bela Sood, *M.D. Virginia Treatment Center for Children, VCU*
David Coe, *Colonial Behavioral Health*
Kathleen Barrett, *St. Joseph's Villa*
Lori Gates-Addison, *Cumberland Mountain CSB*
Paulette Skapars, *Richmond Behavioral Health Authority*
Valerie Boykin, *Dept. Juvenile Justice*
Ramfis Marquez, *PhD, Greater Prince William Community Health Center*

DBHDS staff:

Jeff Aaron, *Director Commonwealth Center for Children & Adolescents*
Catherine Hancock, *Part C Administrator*
Katharine Hunter, *Child & Adolescent Family Program Specialist*
Malcolm King, *Child & Adolescent Family Program Specialist*
Ben Skowysz, *LCSW, CSOTP Juvenile Forensic Evaluator*

Justice-Involved Services

Michael Schaefer, *Ph.D. *, DBHDS*
David Rockwell*, *Henrico Area Mental Health & Developmental Services CIT*
The Hon. Gabe Morgan, *Sheriff, City of Newport News*
Evan Nelson, *Forensic Psychology Associates, P.C.*
David Keenan, *Forensic Evaluator, private practice*
Varun Choudhary, *M.D., Magellan Behavioral Health of VA*
Kelly Walker, *Blue Ridge CIT/Waynesboro Police Dept.*
Gerald Wistein, *Region Ten CSB*
Kathy Tolton-Sendall, *Family Member*
Moriah Tolton, *Self-Advocate*
Angela Valentine, *Dept. of Juvenile Justice*
The Hon. Charles E. Poston, *Judge (Retired), Norfolk Circuit Court*
Leslie Weisman, *Arlington CSB Supervisor*
Angela Torres, *Region IV Jail Team Program*
Louis Fox, *Henrico Court Evaluation Unit*

DBHDS Staff:

Gary Pelton, *Psychology Manager, CCCA*
Kathleen Sadler, *Forensic Mental Health Consultant*
Rebecca Vauter, *Clinical Director of Eastern State Hospital*

Appendix B: Transformation Stakeholder Group Members

Cheryl Al-Mateen, M.D., *Virginia Treatment Center for Children*
Janet Areson, *Virginia Municipal League*
Doug Bevelacqua, *Former Inspector General for Behavioral Health Services*
Vince Burgess, *Veterans Services*
Mark Camporini, *Family Member*
Alyce Dantzler, *EHS Support Services*
Jennifer Fidura, *Virginia Network of Private Providers*
Jennifer Faison, *Virginia Association of Community Services Boards*
Karen Grizzard, *Family Member*
Connie Holland, *Self-Advocate/Peer*
Terry Jenkins, Ph.D., *Public Administration Professor at ODU, Former Director of Human Services for Virginia Beach*
Pam Kestner, *Office of the Secretary of Health and Human Resources*
Heidi Lawyer, *Virginia Board for People with Disabilities*
Jamie Liban, *The Arc of Virginia*
Colleen Miller, *disAbility Law Center of Virginia*
Bill Phipps, *Magellan Behavioral Health of Virginia*
Joel Silverman, *Virginia Commonwealth University*
Ted Stryker, *Centra Mental Health Services*
Rhonda Van Lowe, *Family Member*

Appendix C: Additional Policy & Fiscal Support Provided by DBHDS Staff

Kathy Drumwright, *Chief Deputy Commissioner*

Don Darr, *Assistant Commissioner for Finance and Administration*
Andrew Diefenthaler, *Director, Budget Develop. & Analysis*
Ken Gunn, *Director, Office of Budget and Financial Reporting*
Cherice Jackson, *Financial Database Analyst*
Nathan Miles, *Budget & Financial Analyst*

Meghan McGuire, *Assistant Commissioner for Policy & Public Affairs*
Will Frank, *Director of Legislative Affairs*
Holly Mortlock, *Director of Policy*
Maria Reppas, *Director of Communications*