

**OREGON HEALTH AUTHORITY  
2015-2018 BEHAVIORAL HEALTH STRATEGIC PLAN**

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## 2015-2018 BEHAVIORAL HEALTH STRATEGIC PLAN

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This strategic plan represents a shared vision for building and expanding an integrated, coordinated and culturally competent behavioral health system that provides better health, better care and lower cost for all Oregonians.

This plan grew out of a collaboration between the Oregon Health Authority, consumers and families, advocates, peer organizations, health providers, county and city governments, tribes, local law enforcements, community mental health programs, Coordinated Care Organizations, and many other stakeholders.

Through a series of town hall meetings, these interested parties discussed how to best align behavioral health services with Oregon's health system transformation efforts.

During these discussions, we heard some common themes. Our stakeholders told us that we must ensure that all Oregonians get:

- The right care – Behavioral health care should be culturally appropriate, person-centered and trauma informed;
- In the right place – People should have access to behavioral health services regardless of where in they live, and they should receive services in their community whenever possible, keeping people out of emergency departments and the state hospital who do not need to be there.
- At the right time – In addition to making sure that appropriate services are available when people need them, we must strive to catch illnesses early and prevent behavioral conditions from developing in the first place, through promotion and early intervention, especially with children, youth and families.

Based on these meetings, we developed this strategic plan that will guide our work for the next three years, with a clear emphasis on health equity and access to care, behavioral health promotion and prevention, and supporting successful recovery in the community. Through 2015-2018 Behavioral Health Strategic Plan, the Oregon Health Authority, specifically the division of Addictions and Mental Health, renews its commitment to improving the lives of some of Oregon's most vulnerable citizens and gives us the framework on how to achieve these goals.

## **Contributors**

*In 2014, the Oregon Health Authority hosted a series of events designed to solicit input from a wide range of behavioral health stakeholders. In six regional town hall meetings, stakeholders were asked to respond to four questions related to the challenges and strengths of the current behavioral health system, the role of the state in the delivery of behavioral health care and the guiding principles and values underpinning services and supports. OHA also hosted a tribal consultation, a webinar, and an AMH all-staff town hall meeting. OHA identified key themes emerging from all of the discussions to guide the development of the strategic initiatives and goals for each initiative.*

*AMH is also guided by three formal advisory groups: The AMH Planning and Advisory Council, mandated by the Federal Block grants, the Oregon Consumer Advisory Council, and the Children's System Advisory Committee. In addition, the Oregon State Hospital has the Oregon State Hospital Advisory Board, whose members are appointed by the Governor. Links to the webpages for each of these advisory groups are in Appendix A.*

*To finalize the plan, and ensure the plan represents the vision of health care transformation, OHA convened a workgroup of behavioral health stakeholders who met during September and October of 2014 and are listed below:*

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## ***Executive Summary***

This strategic plan reflects the voices of Oregonians from communities across the state who shared their top priorities related to behavioral health care. More than 500 people helped create a shared vision for building and expanding an integrated, coordinated and culturally competent behavioral health system. The Oregon Health Authority (OHA) and its Addictions and Mental Health Division (AMH) received input through a series of regional town hall meetings, advisory meetings, a tribal consultation, a webinar, and written feedback. The information gathered demonstrates the need for strategic initiatives aimed at improving behavioral health care throughout Oregon.

### *The Impact of Addictions and Mental Illness in Oregon*

Substance use disorders, gambling disorders, and mental illness carry widespread physical, social and financial consequences for individuals, their families and communities. These problems result in billions of dollars each year spent on the health care for preventative illnesses, the criminal justice and social welfare systems. There are measureable costs such as lost wages and homelessness, and the immeasurable human cost of lost potential and lost opportunity.

Behavioral health issues are a major public health concern nationally and in Oregon. It is estimated that in a one year period between 2011 and 2012, 4.6% of Oregonians 18 and older coped with a severe and persistent mental illness and 21% of all adults suffered from any mental illness.<sup>1</sup> The estimated prevalence for children with serious emotional disorders is tied to the states' poverty rate and for Oregon in 2013, it was estimated that 6-12% of all kids ages 9-17 would experience serious emotional disorders.<sup>2</sup>

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<sup>1</sup> Center for Behavioral Health Statistics and Quality. (2013). Behavioral Health, United States, 2012 (HHS Publication No. SMA 13-4797). Rockville, MD: Substance Abuse and Mental Health Services Administration. Retrieved from <http://www.samhsa.gov/data/2012BehavioralHealthUS/2012-BHUS.pdf>

<sup>2</sup> Prepared by NRI/SDICC for CMHS: September 17, 2012

Substance use disorders remain a serious problem in Oregon. During any one year period between 2008-2012, about 283,000 people aged 12 or older were dependent on or misused alcohol; 123,000 people aged 12 or older were dependent on or misused illicit drugs within the year prior to the survey.<sup>3</sup> Oregon has made significant progress in reducing unintentional and undetermined drug overdose deaths; the rate declined from 11.4 per 100,000 people in 2007 to 8.9 per 100,000 people in 2012. However, the death rate for overdose death in 2012 was four times higher than in 2000.<sup>4</sup>

### *Improving Behavioral Health care in Oregon*

Oregon's health care transformation has changed how health care is conceptualized, managed, delivered and financed in Oregon. There has been a significant increase in the number of people eligible for Medicaid funded health services. Prevention, treatment and recovery services have a solid evidence base on which to build a system that promises better outcomes for people who have been diagnosed with or who are at risk for mental illness, substance use, gambling disorders and co-occurring disorders.

In order to align behavioral health care with the goals of health care transformation in Oregon (better health, better care and reduced cost), and to respond to the needs articulated by stakeholders in every community, the strategic plan will focus on these areas:

- ❖ Prevention and promotion
- ❖ Early intervention services
- ❖ Behavioral health crisis and treatment services
- ❖ Recovery support and recovery-oriented systems of care
- ❖ Trauma-informed care
- ❖ Innovative and flexible services
- ❖ Health equity and health disparities
- ❖ AMH internal organizational transformation to support the strategic plan

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<sup>3</sup> Substance Abuse and Mental Health Services Administration. *Behavioral Health Barometer: Oregon, 2013*. HHS Publication No. SMA-13-4796 OR. Rockville, MD: Substance Abuse and Mental Health Services Administration, 2013.

<sup>4</sup> Oregon Health Authority, Public Health Division 2014  
<http://public.health.oregon.gov/PHD/ODPE/IPE/Pages/index.aspx>

## *Oregon's behavioral health system*

Oregon's behavioral health system weaves together federal, state and local dollars to provide mental health and addiction services.

**Medicaid/Oregon Health Plan** – For people on the Oregon Health Plan, behavioral health services are covered by their Coordinated Care Organizations if the services are covered by Medicaid. By integrating behavioral and physical health care for their members, Coordinated Care Organizations are better able to treat the whole person, resulting in improved health outcomes. As the state continues to expand the coordinated care model, Coordinated Care Organizations are assuming responsibility for more behavioral health services, such as substance use disorders and mental health residential treatment.

**Local mental health authorities** are typically comprised of the County Board of Commissioners who are then responsible for the management and oversight of the public system of care for mental illness, intellectual/developmental disabilities, and substance use disorders at the community level. Local mental health authorities must plan, develop, implement, and monitor services within the area served by the local mental health authority to ensure expected outcomes for consumers of services within available resources.

**Community mental health programs** provide care coordination and treatment for people with mental illness, intellectual/developmental disabilities, and substance use disorders. Core services include screening, assessment, and referral to providers and community organizations, as well as emergency or crisis services. All members of a community can access core services from community mental health programs, subject to the availability of funds. These safety net and crisis services play a key role in the overall behavioral health system.

**The Addictions and Mental Health Division (AMH)** is part of the Oregon Health Authority. The mission of AMH is to assist Oregonians to achieve optimum physical, mental and social well-being by providing access to health, addiction and mental health services and supports to meet the needs of adults and children to live, learn, work and fully participate in their communities. This mission is accomplished by partnerships with services users and their families, cities,

counties, other OHA divisions, state agencies, Coordinated Care Organizations, providers, advocates and stakeholders. AMH is pursuing this mission at a time of significant transformation in the publicly funded health care system in Oregon. AMH has a biennial budget of \$980 million and employs approximately 2,200 people; with more than 90% of its employees providing care and support services at the Oregon State Hospital. The division makes services available through contracts with community providers and state operated facilities, including:

- Thirty-six community mental health programs
- Sixteen Coordinated Care Organizations
- Two Oregon State Hospital campuses
- One state-run secure residential treatment facility

AMH is active in the area of prevention. More than 275,000 Oregonians participated in community prevention or treatment services for behavioral health conditions in the last biennium from July 2011 through June 2013. In addition, prevention professionals serve Oregon youth, ages 10 to 25, prior to the onset of any disorder. Prevention professionals work with community partners to limit youth access to gambling, alcohol and other drugs throughout the state, and to foster community environments which support behavioral health and ability of individuals to withstand challenges.

**The Oregon State Hospital** provides an essential service to Oregonians who need a longer term hospital level care which cannot be provided in the community. For adults needing intensive psychiatric treatment for severe and persistent mental illness, hospital level care provides 24-hour on-site nursing and psychiatric care, credentialed professional and medical staff, treatment planning, pharmacy, laboratory, food and nutritional services, vocational and educational services. The role of the hospital is to restore patients to a level of functioning that allows a successful transition back to the community.

The Oregon State Hospital campuses are located in Salem and Portland, and they have a combined capacity for 659 adults. People who have been civilly committed and those judged guilty except for insanity receive inpatient services, along with people who require assessment and treatment for their ability to aid and assist in their own defense. In 2015, the hospital will open a new campus in Junction City and close the Portland facility.

### *New Investments in 2013*

In 2013, Governor Kitzhaber and the Legislature made an unprecedented investment in mental health services, with almost \$40 million going to the community mental health system. The budget identifies specific services and system expansions that focus on promoting community health and wellness, keeping children healthy and helping adults with mental illness live successfully in the community. During the September 2013 special session, the Legislature increased the cigarette tax to fund community mental health services by an additional \$20 million during the 2013-2015 biennium.

The new investments filled gaps and provided an opportunity for the Addictions and Mental Health division to work with both established and new partners as the system adapts to the changing landscape of behavioral health and the implementation of Coordinated Care Organizations.

### ***Strategic Initiatives for Behavioral Health in Oregon***

Six strategic initiatives will focus attention and resources in the areas of most need and opportunity in Oregon. These initiatives will guide behavioral health efforts from 2015 through 2018. The overarching goal of all these initiatives is to improve the lives of all Oregonians as well as those in need of behavioral health services and their families. These initiatives are designed to promote healthy communities using cost effective and timely interventions.

The strategic initiatives are consistent with the triple aim of health care transformation in Oregon:

1. Better health – improve the lifelong health of all Oregonians
2. Better care – increase the quality, reliability and availability of care for all Oregonians
3. Lower cost – reduce or contain the cost of care so it is affordable for everyone

Each strategic initiative includes goals that are aligned with health care transformation in Oregon. Each goal has identified strategies and measures for

success. The strategies will guide AMH in setting policy and budget priorities, collaborating with partners and measuring outcomes.

## **STRATEGIC INITIATIVES**

### **1. Health equity exists for all Oregonians within the state's behavioral health system.**

- 1.1.Promote health equity and eliminate avoidable health gaps and health disparities in Oregon's behavioral health care system.
- 1.2.Target and treat common chronic health conditions faced by people with severe and persistent mental illness, substance use disorders and co-occurring disorders.

### **2. People in all regions of Oregon have access to a full continuum of behavioral health services.**

- 2.1.Increase equitable access to prevention, treatment and recovery services and supports, which are culturally and linguistically appropriate, in underserved areas of the state.
- 2.2.Expand access to crisis services in all areas of the state.
- 2.3.Expand statewide access to medication assisted treatment.

### **3. The behavioral health system promotes healthy communities and prevents chronic illness.**

- 3.1.Ensure all Oregonians have access to prevention and early intervention programs that are specifically responsive to diverse cultural health beliefs and practices, preferred languages and literacy levels.
- 3.2.Increase the availability of physical health care professionals in behavioral health care settings.
- 3.3.Develop and enhance programs that emphasize prevention, early identification and intervention for at-risk children and families.
- 3.4.Strengthen the prevention, screening and treatment of the psychological, physical and social impacts of early childhood and lifespan trauma.

**4. The behavioral health system supports recovery and a life in the community.**

- 4.1. Increase access to safe, affordable housing for people in recovery.
- 4.2. Provide supported employment services to people in recovery.
- 4.3. Reduce the stigma related to addictions and mental health through partnerships with people in recovery and their families.
- 4.4. Provide recovery support services, including those that are specifically responsive to diverse cultural health beliefs and practices, preferred languages and literacy levels, to people who are transitioning out of substance use disorders treatment and gambling disorders treatment as part of their continuing care plan to support ongoing recovery.
- 4.5. Improve the existing recovery oriented system of care for people transitioning from residential to outpatient treatment for substance use disorders.

**5. Only people who meet admission criteria are admitted to the Oregon State Hospital, and for those who need it, admissions and discharges are performed in a timely manner.**

- 5.1. Reduce or eliminate the waiting list for services at the Oregon State Hospital.
- 5.2. Reduce the length of stay for patients who are civilly committed at the Oregon State Hospital.
- 5.3. Discharge patients who are civilly committed within 30 days of being determined “ready to place/ready to transition” by their treatment teams.
- 5.4. Decrease the number of people who are admitted to the Oregon State Hospital under ORS 161.370 for misdemeanors.

**6. Addictions and Mental Health division operations support the strategic plan.**

- 6.1. Align the organizational structure of AMH to support the strategic plan, improve quality management and streamline the development of behavioral health policy..
- 6.2. Pursue an integrated approach to the collection, analysis and use of data.

The guiding principles reflected in the goals and strategies are:

- The full spectrum of Behavioral Health is applied – Promotion, Prevention, Treatment and Recovery.
- The recovery model is followed – People get better! People recover!
- Care is consistent with Culturally and Linguistically Appropriate Services standards.
- Health care disparities are addressed.
- Behavioral health care is self-directed.
- Families are supported and involved.
- Diverse community outreach, engagement and collaboration are essential for success.
- Geography impacts access and is a key factor in statewide planning.
- Care is based on evidence-based practices, promising practices and traditional culturally based practices.

**Initiative #1: Health equity exists for all Oregonians within the state’s behavioral health system.**

**Goal # 1:1: Promote health equity and eliminate avoidable health gaps and health disparities in Oregon’s behavioral health care system.**

*Background and Importance:*

Health equity is the attainment of the highest level of health for all people. Many Oregonians are unable to attain their highest level of health because of cultural, language, and other communication barriers. When the health care system is not responsive to the cultural needs of individuals, the result is avoidable inequities in access, quality of care and health outcomes. In order to create a responsive, inclusive and equitable system of care, AMH will make investments in resources to reduce health disparities and pursue health equity in the behavioral health care system.

Cultural, linguistic and communication barriers can lead to increasing health disparities. Research demonstrates that language barriers between patient and

provider create problems such as delay or denial of services, issues with medication management, underutilization of preventive services and increased use of emergency services. Racial and ethnic minorities have higher prevalence of chronic health conditions and higher mortality rates than the general population. Moreover, for all of the dollars spent, the quality of care is uneven and the allocation of resources is illogical. For racial and ethnic minorities, access to care and health status are worse than for the general population.

*Measures of Success:*

- Increased access and treatment completion among racial and ethnic behavioral health patient populations.
- Increased number of goals, policies, and benchmarks integrated throughout the behavioral health systems that are directly linked to Culturally and Linguistically Appropriate Service standards.
- Increased knowledge and demonstration of cultural responsiveness among AMH staff.
- Increased racial and ethnic representation on AMH councils and committees.

*Strategies:*

1. AMH will gather feedback from communities and specific cultural populations to inform policy development to support health equity in the behavioral health care system.
2. AMH will collaborate with the Office of Equity and Inclusion on the implementation of a comprehensive civil rights policy and procedure for taking reports of discrimination from service recipients which includes tracking and monitoring for systemic issues.
3. AMH will revise contract language and Oregon Administrative Rules to institutionalize commitment to a behavioral health system that promotes equity and reflects current civil rights and protections.
4. AMH will conduct an Intercultural Effectiveness Scale assessment with AMH staff.

5. AMH will use diversity development best practices in recruiting, hiring, and retaining culturally diverse employees and in performance management, contracting and procurement.
6. AMH will develop and implement a health equity education and training plan for all AMH staff.

Over the next five years, AMH will partner with the OHA Office of Equity and Inclusion, Public Health, Medical Assistance Programs and both existing and new community partners and consumers to seek opportunities to support the health care needs of an increasingly diverse population. A key component to success in this area will be the development of a diverse workforce which includes encouraging strong, targeted programs at colleges and universities as well as the expanded use of traditional health workers in all health care settings.

**Goal #1.2: Target and treat common chronic health conditions faced by people with severe and persistent mental illness, substance use disorders and co-occurring disorders.**

*Background and Importance:*

People with severe and persistent mental illness die on average 25 years earlier than the general population<sup>5</sup>. This is a serious public health problem for the people served by our public mental health system. The increased mortality rates within this population are largely due to preventable conditions such as cardiovascular, respiratory, and infectious diseases.

A number of risk factors place people with severe and persistent mental illness, substance use disorders and co-occurring disorders at higher risk of morbidity and mortality including higher rates of, smoking, alcohol consumption, poor nutrition, obesity and lack of exercise. In addition, antipsychotic medications have become more highly associated with weight gain, diabetes, dyslipidemia, insulin resistance and metabolic syndrome.<sup>6</sup> Lack of access to appropriate health care and lack of

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<sup>5</sup> National Association of State Mental Health Program Directors (NASMHPD) Medical Directors Council (2006). *Morbidity and Mortality in People with Serious Mental Illness*. Alexandria, VA: National Association of State Mental Health Program Directors.

<sup>6</sup> National Association of State Mental Health Program Directors (NASMHPD) Medical Directors Council (2006). *Morbidity and Mortality in People with Serious Mental Illness*. Alexandria, VA: National Association of State Mental Health Program Directors.

coordination among behavioral health and general health care providers compound these factors.

*Measures of Success:*

- Establish a baseline indicating the difference in mortality rates between people with severe and persistent mental illness, substance use disorders, and co-occurring disorders and the general Medicaid population.
- Decreased prevalence of risk factors and chronic health conditions in people with severe and persistent mental illness, substance use disorders and co-occurring disorders.
- Increased access to integrated physical and behavioral health care in Patient Centered Primary Care Homes.
- Increased availability of Traditional Health Workers. .

*Strategies:*

1. AMH will collect, analyze and report on the mortality rates of people with severe and persistent mental illness compared to the general Medicaid population.
2. Under the guidance of the OHA Chief Medical Officer, AMH will facilitate the development of certification standards for Behavioral Health Homes and promote the integration of primary care services in behavioral health settings.
3. AMH will promote a culture of wellness by partnering with Public Health, residential and outpatient services providers and consumers to actively address tobacco use, beginning with individuals living in residential settings.

Partnerships across systems are critical for reaching the goal of health equity for people with multiple health challenges. For example, AMH and Public Health have a number of joint initiatives focusing on tobacco prevention and cessation for youth, young adults aged 18-25 and for individuals living in mental health residential settings. Information sharing and the enforcement of tobacco laws are coordinated across many agencies, including OHA, the Department of Justice and the Oregon Liquor Control Commission.

**Initiative #2: People in all regions of Oregon have access to a full continuum of behavioral health services.**

**Goal #2.1: Increase equitable access to prevention, treatment and recovery services and supports, which are culturally and linguistically appropriate, in underserved areas of the state.**

*Background and Importance:*

Oregon has experienced a significant increase in access of health care coverage through the expansion of Medicaid under the Affordable Health Care Act. In addition, the 2013 Oregon Legislature made an unprecedented investment in the expansion of mental health services to provide increased availability of services for individuals without health care coverage and for services not covered by Medicaid. Both initiatives provide the opportunity for more Oregonians to access behavioral health services.

To take full advantage of these opportunities, we need to better define a structure for the behavioral health care delivery system that ensures access throughout Oregon, with particular attention to rural and frontier regions. These regions of Oregon struggle to find the human resources and infrastructure to support a basic array of behavioral health services.

While recent investments in mental health services have improved the availability of behavioral health services for many, further funding of the non-Medicaid behavioral health system is indicated.

*Measures of Success:*

- Increased utilization of behavioral health services for all counties of Oregon.
- Expanded service array due to 2013-2015 investments in behavioral health.
- Increased availability of tribal mental health services.
- Increased number of culturally and linguistically specific prevention, treatment and recovery services and supports.

### *Strategies:*

1. AMH will collaborate with local mental health authorities, community mental health programs and Coordinated Care Organizations to develop a basic service set available in all communities.
2. AMH will work with Coordinated Care Organizations, the OHA Transformation Center, community mental health programs, local mental health authorities and other partners to develop strategies to encourage and facilitate regionalization of behavioral health services in rural and frontier regions where useful.
3. AMH will work the Oregon Health and Science University OPAL-K program, the OHA Transformation Center and others to identify strategies to develop the infrastructure and expand telehealth psychiatric services in rural and frontier regions of Oregon.
4. AMH will work with Public Health to develop more onsite behavioral health services in schools.
5. AMH will collaborate with tribes to revise the approval process for tribal behavioral health services to support tribes in providing culturally responsive services.

Several positive factors have contributed to the coordination of behavioral health services in Oregon communities in 2014. Coordinated Care Organizations and community partners made strides in identifying community needs and coordinating services with a variety of partners from the counties, criminal justice system, judicial system, education and social services. And, the Oregon legislature made significant investments in behavioral health that have greatly increased capacity in many areas (See Appendix B). Over the next several years, AMH will monitor the impact of the enhanced service array and utilization of services statewide. This will be accomplished through contractually required reporting by programs, and monitoring the AMH data dashboard developed to track utilization and costs of both Medicaid and non-Medicaid services; a similar data dashboard was developed for Medical Assistance Programs. However, many communities were in need of basic resources even prior to the expansion of the Oregon Health Plan. Over the next several years, AMH will collaborate with internal and external partners to look for practical long-term solutions to bring a set of basic services to

all communities. Solutions are likely to include the use of Traditional Health Workers, natural supports, telehealth, mobile units and schools. In all cases, engaging with both the private and public health systems will be imperative.

**Goal # 2.2: Expand access to crisis services in all areas of the state.**

*Background and Importance:*

A responsive crisis system provides the necessary intervention and supports that reduce the likelihood of hospitalization or incarceration. Several of the recent investments in the behavioral health system are aimed at strengthening the crisis system. Recent investments in mobile crisis services and jail diversion programs provide timely behavioral health interventions in the community that decrease the need for hospitalization and avoid incarceration. The expansion of Assertive Community Teams provides necessary supports for adults with severe and persistent mental illness, reducing the need for crisis interventions.

Emergency departments, medical units and correctional facilities are increasingly used to “board” youth who face primary mental health challenges in our state. Adults and youth and children sometimes spend several days in an emergency department waiting for a psychiatric acute care bed to become available. This misuse of emergency care appears to relate to a range of issues including access and coordination of care challenges. Improving access to timely routine care and intensive outpatient care may prevent the need for higher levels of care.

*Measures of Success:*

- Reduced number of emergency department visits for psychiatric services for individuals who are enrolled in the Oregon Health Plan.
- Decreased numbers of youth aged 0-17, seen in emergency departments for psychiatric reasons.
- Reduced lengths of stay in emergency departments for youth and adults with primary mental health diagnoses.
- Reduced criminal justice involvement for children engaged in fidelity based Wraparound planning process.

*Strategies:*

1. AMH will lead a taskforce of key providers and make recommendations designed to prevent the use of emergency departments, pediatric units or correctional facilities from being the primary intervention in absence of effective treatment services.
2. AMH will engage a consultant to assess and advise AMH on the improvements in the statewide crisis system.
3. AMH will propose additional behavioral health crisis funding to support new and existing promising practices.
4. AMH will work with the OHA Health Information Team to develop notification system so that Coordinated Care Organizations know when their members are in emergency departments and pediatric units and are unable to return home due to safety concerns.
5. AMH will develop more diversion services that can respond to youth and families for more safe transitions to home.
6. AMH, Department of Human Services and the Oregon Youth Authority will work collaboratively to increase the number of community justice and Oregon Youth Authority involved youth participating in fidelity based Wraparound planning process.

For children, youth and families, DHS Child Welfare and AMH will participate in a state level steering committee to address regional barriers and to ensure that local systems of care can adequately plan for and serve children with significant and complex health care needs. For example, AMH is actively involved in developing the new Family System Navigators that will be part of the child welfare system. AMH, Medical Assistant Programs, Department of Human Services and Oregon Youth Authority are all participating in designing behavior rehabilitation services. AMH will continue to work closely with the Coordinated Care Organizations, Department of Human Services, Oregon Youth Authority and others to

increase the number of children and youth who have access to Wraparound services.

### **Goal # 2.3: Expand statewide access to medication assisted treatment.**

#### *Background and Importance:*

Oregon ranks high among the states for the non-medical use of prescription opioid medications. Increasingly restrictive prescribing guidelines and increased access to heroin has resulted in a growing number of Oregonians becoming opioid dependent. Addiction carries a high societal and medical cost, including increased criminal justice and child welfare involvement, overdoses, hospitalization and death. There is also a greater risk of the spread of infectious diseases due to intravenous drug usage. Medication assisted treatment, combined with therapeutic services and psychosocial supports, is an evidence-based practice considered the most effective for the treatment of opioid dependence.

#### *Measures of Success:*

- Increased percentage of individuals with opioid dependence accessing medication assisted treatment.
- Increased treatment retention among those individuals newly accessing medication assisted treatment.
- Increased number of physicians providing medication assisted treatment.

#### *Strategies:*

1. AMH will work directly with the Transformation Center and Public Health to create an Opioid Task Force, involving stakeholders from a variety of OHA divisions, prescribers, treatment providers, and other important parties.
2. AMH will provide education and resources to Coordinated Care Organization's representatives, community groups, and health care providers on policies and best practices related to opioid dependence and treatment.
3. AMH will engage residential treatment providers to improve medication assisted treatment usage rates in residential treatment.

4. AMH will collaborate with the OHA CMO to increase the availability of physicians licensed to prescribe buprenorphine and similar medications in all regions of Oregon.
5. AMH will provide education on best practices and integrating therapeutic services with medication assisted treatment in physical health care settings.
6. AMH will collaborate with OHA Public Health and Pharmacy to increase availability of overdose reversal medications such as Naloxone.

Opioid overdose impacts people of all ages in Oregon. AMH along with Public Health will focus on work that will immediately increase the availability of medication assisted treatment and promote the wide dissemination of medication that saves lives following overdose. At the same time, AMH will join with Public Health, the OHA Transformation Center and providers and communities, to develop longer term prevention and treatment strategies to address this statewide and national problem.

**Initiative #3: The behavioral health system promotes healthy communities and prevents chronic illness.**

**Goal #3.1: Ensure all Oregonians have access to prevention and early intervention programs that are specifically responsive to diverse cultural health beliefs and practices, preferred languages and literacy levels.**

*Background and Importance:*

AMH provides prevention funding to all 36 counties and nine federally recognized tribes using Substance Abuse Prevention and Treatment block grant funds. The Substance Abuse and Mental Health Services Administration Center for Substance Abuse and Prevention requires that block grant funds are spent in each of the six strategy areas and those requirements are passed along to the prevention providers.

Preventing youth initiation of alcohol and drug use, and early intervention in substance use disorders must be a priority to curb the State's misuse and dependence rates across the lifespan. With Oregon's eye on reducing the costs of health care, now is the time to invest in pre-treatment prevention and health

promotion to achieve long-term reductions in misuse and dependence rates in the future.

AMH provides leadership for the state in prevention messaging. AMH provides consistent and up-to-date information about emerging issues with timely and targeted messages regarding issues such as underage, high-risk and binge drinking, prescription drug misuse and social norming campaigns.

*Measures of Success:*

- Increased number of biennial implementation plans which include strategies in all six Center for Substance Abuse Prevention areas.
- Increased accuracy in collecting and reporting prevention data utilizing the prevention data collection system.
- Decreased use of alcohol, tobacco and other drugs as measured through existing student and adult surveys conducted across the state.

*Strategies:*

1. AMH will revise implementation plan guidelines to include strategy requirements; communicate with prevention coordinators so that they are aware of the new requirements.
2. AMH will continue to develop and implement the 'mORe' campaign related to underage drinking with the

**Goal # 3.2: Increase the availability of physical health care professionals in behavioral health care settings.**

*Background and Importance:*

Often people with behavioral health conditions do not receive adequate physical health care. The reasons for this include barriers such as difficulty navigating multiple systems, lack of transportation, lack of childcare and other factors.

People facing any of these barriers may be more likely to access physical health care in an integrated setting. A Behavioral Health Home offers the convenience and comfort of a trusted environment where services are coordinated and delivered in a single visit. Behavioral Health Homes are created when behavioral health facilities and agencies also provide primary care services.

Over the next two years, AMH will focus on tracking health status, promoting an optimal level of health care, and creating the option of Behavioral Health Homes for those people who will benefit from having their primary health care delivered where they receive behavioral health services. The work on Behavioral Health Homes is going forward with a grant from the Centers for Medicaid and Medicare Services, OHA staff across divisions and a group of pioneering providers. At the same time, the OHA Transformation Center is working on a learning collaborative with providers, and other projects to promote the integration of physical, behavioral and oral health care services. The Department of Human Services is participating on OHA's taskforce to address access to physical and behavioral health care access for children and youth receiving behavioral rehabilitation services. The goal for the entire system is to provide fully integrated care for all Oregonians.

#### *Measures of Success:*

- Decreased chronic conditions and early death rates among people diagnosed with chronic behavioral health conditions.
- Increased percentage of people diagnosed with chronic behavioral health conditions who receive physical health care services in a Behavioral Health Home or Patient Centered Primary Care Home.
- Decreased emergency department admissions related to physical conditions of those diagnosed with chronic behavioral health conditions.

#### *Strategies:*

1. AMH and OHA will sponsor and facilitate a Behavioral Health Homes Learning Collaborative that will identify and reduce barriers to integration of physical health care providers in Behavioral Health Homes and share best and promising practices.

2. AMH, under the guidance of the OHA CMO, will standardize the certification requirements for behavioral health homes.

**Goal #3.3: Develop and enhance programs that emphasize prevention, early identification and intervention for at-risk children and families.**

*Background and Importance:*

New science is constantly emerging that reinforces the importance of early childhood development. According to the World Health Organization, early childhood is the most important time in overall development and brain and biological development during the first years of life is highly influenced by an infant's environment. Early experiences determine health, education and economic participation for the rest of life.

Mental health promotion includes universal preventive interventions such as parenting education, support for growing families, and creation of healthy communities and environments for children and is needed to provide upstream prevention to families and especially to families with young children. Risk factors can be addressed before they become problematic in a child's life in a more natural environment, and mitigate the need for early intervention or treatment. During the first years of a child's life, there are opportunities across systems (primary care, hospitals, early learning and behavioral health) for screening and early intervention. In a coordinated system of care, at risk families with young children would be routinely identified and served by the appropriate entity. An effective early childhood system of care would identify, coordinate, serve and reduce risk factors for families with young children.

*Measures of Success:*

- Increased provision of mental health services to children aged 0-5.
- Increased number of mental health professionals certified in an early childhood evidence based or promising practice.

*Strategies:*

1. AMH will develop core competencies, including cultural competencies, for early childhood mental health service providers.
2. AMH will disseminate and fund mental health best practices for young children ages 0-5 in collaboration with MAP and DHS.
3. AMH will track consultation and treatment activities mandated by early and periodic screening, detection and treatment (EPSDT).
4. AMH will expand the use of Prenatal Maternal Depression and Substance Use Disorders Screening and Treatment.

**Goal # 3.4: Strengthen the prevention, screening and treatment of the psychological, physical and social impacts of early childhood and lifespan trauma.**

*Background and Importance:*

In the Adverse Childhood Experiences study by Kaiser Permanente and the Centers for Disease Control, researchers identified strong, graded relationships between exposure to childhood traumatic stressors and numerous negative health behaviors and outcomes, health care utilization and overall health status later in life among adult respondents. For example, persons who had experienced four or more categories of childhood exposure, compared to those who had experienced none, had 4 to 12 times increased health risks for alcoholism, drug misuse, depression, and suicide attempts<sup>7</sup>.

Presently, most adverse experiences in the early years go unresolved and unresolved traumatic experiences are highly correlated with the development of behavioral health conditions. The federal Substance Abuse and Mental Health Administration reports that a significant number of people served in mental health and addictions settings have experienced traumatic events. Ninety percent of public mental health clients have been exposed to traumatic events.

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<sup>7</sup>Vincent J. Felitti, MD, FACP, Robert F. Anda, MD, MS, Dale Nordenberg, MD, David F. Williamson, MS, PhD, Alison M. Spitz, MS, MPH, Valerie Edwards, BA, Mary P. Koss, PhD, James S. Marks, MD, MPH (1998). *Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study*. American Journal of Preventative Medicine 1998, Vol.14, No.4.

Although some people develop mental illness in adulthood, more often the onset of severe emotional and behavioral disorders occurs in childhood and interferes with critical periods of development during childhood and adolescence. The onset of mental illness in adolescence often has a long-term impact on the individual's capacity to function as an adult. The presence of adverse childhood experiences greatly increases the likelihood that they will be diagnosed with a mental illness or substance use disorder.

*Measures of Success:*

- Increase the number of behavioral health professions trained to provide treatment to young children ages 0-5. Increased trainings on Adverse Childhood Experiences and trauma informed care provided to physical health, behavioral health and helping professionals.
- Increased number of organizations that have a trauma informed care policy that aligns with AMH's Trauma Informed Care policy.
- A process developed to measure and implement screening, assessment and treatment services for depression to mothers of young children.

*Strategies:*

1. AMH will create professional development opportunities to increase proficiency in providing treatment services to families with children aged 0-5.
2. AMH will contract with Portland State University, in partnership with Oregon Health and Science University and the Department of Human Services, to form a collaborative called Trauma Informed Oregon.
3. AMH will work with Public Health and Coordinated Care Organizations to develop a screening and treatment protocol for mothers of young children within primary care settings.
4. AMH will disseminate the Trauma Informed Care Policy to all CMHPs and their service contractors.
5. OHA will increase provision of trauma informed care trainings to health care, behavioral health care and other helping professionals.

6. AMH will promote and provide training on the use of Wellness Recovery Action Plans for adults, to people who receive and provide behavioral health services.

**Initiative #4: The behavioral health system supports recovery and a life in the community.**

**Goal # 4.1: Increase access to safe, affordable housing for people in recovery.**

*Background and Importance:*

Safe and affordable housing is essential for the recovery process but it is not always readily available. Individuals with severe and persistent mental illness often depend on income from Supplemental Social Security that is not enough to cover rent and other living expenses. Apartments with affordable rents are in short supply statewide. Individuals may have difficulty securing and maintaining housing if support services are not available. Landlords may be reluctant to rent to individuals despite fair housing laws. These factors can overwhelm individuals who end up cycling among jails, institutions and homelessness.

The Substance Abuse and Mental Health Services Administration defines recovery as a process of change through which individuals improve their health and wellness, live a self-directed life and strive to reach their full potential. Their working definition of recovery goes on to delineate four major dimensions that support life in recovery. These are health, home, purpose and community. The lack of a home, and the stability it offers, make it difficult to address the other three dimensions.

According to the Bazelon Center for Mental Health Law, studies have consistently shown that people with mental illness overwhelmingly prefer living in their own homes rather than congregate settings with other people with mental illness. The benefits of supported housing include a reduction in the use of shelters for individuals who are homeless as well as reductions in hospital admissions and lengths of stay. According to the Center for Supportive Housing, a stable living situation improves a tenant's ability to participate in support services.

Investments in housing and social services for individuals in recovery can result in significant reductions in the public cost for medical and criminal justice services.

AMH currently provides funding to support the development of supported housing and rental assistance programs. Supported housing programs provide funding to develop affordable, community-based rental housing for individuals in recovery. These properties are funded with the stipulation that the units are integrated with non-disabled housing to assure an individual's right to reside in the least restrictive environment possible consistent with the Americans with Disabilities Act (ADA) and the US Supreme Court's 1999 decision in *Olmstead v. L.C.* Rental assistance programs serve individuals in recovery for both mental illness and substance use disorders and provide the opportunity to locate and lease a rental unit with all the rights and responsibilities of any other resident.

*Measures of Success:*

- Increased number of individuals in recovery who are enrolled in Supported Housing Rental Assistance.
- Increased number of individuals in supported housing.

*Strategies:*

1. AMH will implement rental assistance programs for individuals with mental illness and serve 576 tenants statewide.
2. AMH will fund rental assistance programs for individuals in recovery from substance use disorders and serve 628 people state wide.
3. AMH will continue the current practice of allocating General Fund, Community Mental Health Housing Trust Fund and Alcohol and Drug-Free dollars to the development of Supported Housing for individuals in recovery.
4. AMH will expand partnerships with stakeholder groups, including groups representing racial and ethnic populations, to develop alternative and innovative ways to fund the development of Supported Housing for people in recovery.

In 2014, AMH partnered with the National Alliance for Mental Illness and the Oregon Residential Provider Association to develop proposals and identify community providers who will build affordable housing. As a result of this partnership, 168 new units of affordable housing will be built in Oregon with tobacco tax funds. AMH also has had a long history of developing housing with private partnerships, notably in Villa Bois, a community located in Wilsonville, on the site of the former Dammasch State Hospital. Over the next five years, AMH will work with the National Alliance for Mental Illness, Oregon Family and Community Services, providers and other public and private partners to add affordable housing units for individuals and families and for people who are disabled due to mental illness, substance use disorders and co-occurring disorders.

**Goal # 4.2: Provide supported employment services to people in recovery.**

*Background and Importance:*

Research consistently affirms that most people with severe and persistent mental illness want to work and feel that it is an integral part of their recovery. Sadly, at any given time, less than 15% of adults with severe and persistent mental illness are competitively employed.

Individual Placement and Support (IPS) Supported Employment is an evidence-based approach to supported employment for individuals who have a severe and persistent mental illness. Individual Placement and Support assists individuals in their efforts to achieve steady employment in mainstream competitive jobs, either part-time or full-time. Supported Employment services include resume building and interviewing skills, assistance with job searches and transportation to interviews. Staff members also work with clients on-the-job or debrief them after work to ensure a good transition. Individuals who obtain competitive employment through IPS Supported Employment have increased income, improved self-esteem, improved quality of life, and reduced symptoms. Individuals receiving supported employment services have been shown to reduce their use of hospitals and visits to the emergency room.

*Measure of Success:*

- Increased access for individuals diagnosed with severe and persistent mental illness to IPS Supported Employment Services.

*Strategies:*

- AMH will ensure all Community Mental Health Programs have IPS Supported Employment Programs operational by June 2015.
- AMH will Increase staffing levels for Oregon Supported Employment Center of Excellence (OSECE) to provide more timely training and technical assistance to newly developing programs.

**Goal # 4.3: Reduce the stigma related to addictions and mental health through partnerships with people in recovery and their families.**

*Background and Importance:*

The problems associated with behavioral health conditions are often mistaken for choices people make related to their behavior. This has created a negative association with behavioral health care and stigma toward those seeking the care. Stigma can adversely shape how individuals who have behavioral health conditions view themselves, often resulting in their avoiding treatment in an effort to keep from being labeled with a disorder that is viewed negatively by themselves, by society, or by members of their community. The stigma related to addictions and mental health disorders results in limited resources for prevention, treatment and recovery. It also creates barriers to accessing services, gaining employment and maintaining recovery. Reducing stigma will strengthen people's ability to experience recovery and a life in the community.

*Measures of Success:*

- Increased percentage of individuals accessing behavioral health services who gain employment.
- Increased percentage of individuals who receive peer delivered services.

*Strategies:*

1. The AMH Office of Consumer Activities will conduct or support activities as part of its Stigma and Discrimination Reduction Initiative.
2. AMH Office of Consumer Activities will provide education, training and technical assistance to promote reduction of stigma and discrimination, recovery support partnerships and wraparound services.
3. AMH along with Medical Assistance Programs and other partners will develop plans for the expansion of peer delivered services in Oregon.

**Goal # 4.4: Provide recovery support services, including those that are specifically responsive to diverse cultural health beliefs and practices, preferred languages and literacy levels, to people who are transitioning out of substance use disorders treatment and gambling disorders treatment as part of their continuing care plan to support ongoing recovery.**

*Background and Importance:*

Recovery from substance use disorders and gambling disorders is a lifelong experience. In the past, resources have been used largely for acute treatment needs in lieu of ongoing recovery support. The Substance Abuse and Mental Health Services Administration has allocated resources to promote recovery oriented systems of care that employ person-centered planning to identify and meet individual needs across all life domains. These needs can be met by accessing recovery support services and non-traditional interventions that are usually not reimbursable as medically necessary services. Examples of recovery support services are traditional health workers, education and job training, housing barrier removal, transportation, and access to flexible funding to pay for miscellaneous items such as identification cards, interview clothing and bus passes.

*Measures of Success:*

- Reduced substance use and problem gambling among individuals accessing behavioral health services.
- Increased percentage of people accessing behavioral health services who gain employment.

- Decreased arrests among individuals accessing behavioral health services who are referred by the criminal justice system.
- Increased number of people in recovery accessing supported drug-free housing.

*Strategies:*

1. AMH will identify aftercare recovery support services that are most needed by recovering individuals.
2. AMH will assess community capacity to provide aftercare recovery support services.
3. Identify programs, agencies and other stakeholders to collaborate on increasing access to aftercare recovery support services.
4. AMH will link providers and service systems across the continuum of care to ensure continuity of care, seamless transitions, and capacity to provide ongoing care coordination and peer support.

**Goal # 4.5: Improve the existing recovery oriented system of care for people transitioning from residential to outpatient treatment for substance use disorders.**

*Background and Importance:*

A meaningful transformed system of care that provides day treatment with supported housing, case management and peer delivered services must be widely available. An enhanced recovery oriented system of care will eliminate a gap in our continuum of care. If this transformation of our current system of care is not implemented, it will result in the continued increase in costs due to readmission to treatment, criminal justice and child welfare involvement, poor health outcomes, homelessness and premature death.

Day treatment with supported housing, case management, addition and/or expansion of peer delivered services is for individuals who are ready to be discharged from Substance Use Disorders residential treatment but do not have a living environment that will support and stabilize the individual in recovery. A six to twelve month stay in day treatment with supported housing allows for

individuals to make strong connections within the community and identify local resources and supports for long term competency in self-reliance. Peer delivered services are effective in assisting individuals to build a foundation in the recovery community. This connection provides lifelong support to sustain long term recovery.

*Measures of Success:*

- Decreased readmission to high levels of care.
- Decreased number of children of people receiving substance use disorders treatment placed in foster care.
- Increased number of people in independent living.

*Strategies:*

1. AMH will support, sustain and enhance the current recovery oriented system of care, including day treatment, supported housing, case management, peer delivered services and renters rehabilitation programs.
2. AMH will partner with existing second chance renters rehabilitation programs designed to help prospective renters overcome obstacles which prevent them from obtaining housing.

**Initiative # 5: Only people who meet admission criteria are admitted to the Oregon State Hospital, and for those who need it, admissions and discharges are performed in a timely manner.**

**Goal # 5.1: Reduce or eliminate the waiting list for services at the Oregon State Hospital.**

*Background and Importance:*

When someone is experiencing a mental health crisis, they may be taken to a nearby emergency department for evaluation. If they need admission to an inpatient psychiatric unit of a general hospital they frequently wait under observation in emergency rooms, which is called 'psychiatric boarding'. Psychiatric boarding is a problem for everyone involved. The child, adolescent or

adult being boarded is not receiving the level of care needed and is often not in an environment conducive to recovery. The emergency department where the individual is being boarded is unequipped to meet the needs of the psychiatric boarder. Individuals who are subsequently admitted to a psychiatric acute care service may be civilly committed and are then put on a waiting list for admission to the Oregon State Hospital. There are approximately 200 beds available at Oregon State Hospital for civilly committed adults and geriatric patients. One way to reduce psychiatric boarding in emergency departments is to reduce the wait time to be admitted to the Oregon State Hospital. When acute psychiatric beds are open, individuals can be transferred more quickly from emergency departments.

*Measure of Success:*

- 90% of patients on the Oregon State Hospital waiting list are admitted within 14 days of placement on the waiting list.

*Strategies:*

1. Oregon State Hospital will create a new process for determining that a person is appropriate for admission to Oregon State Hospital so that in most cases only those who have received treatment on an inpatient psychiatric unit for 7 days are considered.
2. Oregon State Hospital and AMH staff will develop a proposal to place the Oregon State Hospital admission team currently housed at AMH to Oregon State Hospital in order to work more closely with the OHA program and discharge staff.
3. Oregon State Hospital will actively engage Oregon's 62 acute care hospitals in finding solutions to 'psychiatric boarding' through the Oregon Association of Hospitals and Health Systems (OAHHS).

**Goal # 5.2: Reduce the length of stay for patients who are civilly committed at the Oregon State Hospital.**

*Background and Importance:*

Patients who are civilly committed at the Oregon State Hospital sometimes remain at the Oregon State Hospital after they have received the maximum benefit from hospitalization. The Oregon State Hospital has made a commitment to decrease the length of stay for these patients. The Oregon State Hospital will create a plan to address factors that unnecessarily extend the length of time between when an individual is “Ready to Place/Ready to Transition” and when the transition back to their community takes place. Effective discharge planning that starts at the time of admission is a key factor in making this a success.

*Measure of Success:*

- Average length of stay for patients who are civilly committed at the Oregon State Hospital is reduced by 25%.

*Strategies:*

- The Oregon State Hospital will develop a plan to reduce the length of stay for patients who are civilly committed, including procedures for discharge planning

**Goal # 5.3: Discharge patients who are civilly committed within 30 days of being determined “ready to place/ready to transition” by their treatment teams.**

*Background and Importance:*

Patients who are appropriate for community discharge sometimes remain at Oregon State Hospital after they have received the maximum benefit from hospitalization. Intensive discharge planning is the key to timely return to the community. Discharge planning starts at the time of admission and is patient-centered. Discharge planning includes not only the individual’s behavioral health and overall health needs, but basic social needs, including housing and employment. Oregon State Hospital has made a commitment to decrease the length of time between when an individual is “Ready to Place/Ready to Transition” and when the transition back to their community takes place.

*Measure of Success:*

- 90% of patients who are ready to place/ready to transition are discharged within 30 days of placement on that list.

*Strategies:*

1. The Oregon State Hospital and AMH will work collaboratively with community stakeholders and patients to identify each patient's post-discharge needs and provide those programs and services within 30 days.

**Goal # 5.4: Decrease the number of people who are admitted to the Oregon State Hospital under ORS 161.370 for misdemeanors.**

*Background and Importance:*

When an individual is arrested, a court may order an evaluation if it appears the person may be unable to aid and assist in his or her own defense due to symptoms of mental illness. ORS 161.370 allows the court to order admission to the Oregon State Hospital for further evaluation and to receive services necessary to restore a person's 'fitness to proceed' with the legal process. The number of patients who are admitted under ORS 161.370 at Oregon State Hospital has increased significantly in the past two years, requiring Oregon State Hospital to open additional units to serve them.

Approximately 20% of the patients at Oregon State Hospital are there under an ORS 161.370 court order and in 2013 the average length of stay was 108 days. While at Oregon State Hospital, a team which includes a psychiatrist, psychologist, social worker, RN and peer recovery specialist work individually with the person and they also receive twenty hours a week of active treatment. In 2013, 44% of ORS 161.370 patients were charged with misdemeanors. Most of these individuals can be served in their communities. Reducing the ORS 161.370 population at Oregon State Hospital will free resources that can be used to reduce the Oregon State Hospital waiting list and further, will reduce the disruption in the lives of people charged with minor crimes by encouraging evaluation and treatment in their home community.

*Measure of Success:*

- The percentage of patients who are admitted to Oregon State Hospital under ORS 161.370 for misdemeanor charges will decrease by at least 50%.

*Strategies:*

1. OHA will seek a change in ORS 161.370 so that no one can be admitted if only misdemeanor or felony Class C charges are in place.
2. Oregon State Hospital and AMH will work collaboratively with appropriate community stakeholders to develop programs and services to serve such patients in the community, ideally before an arrest takes place.
3. AMH will seek opportunities to support communities in developing crisis and jail diversion services and Crisis Intervention Training (CIT) for law enforcement staff.

Reducing the number of people sent to the Oregon State Hospital requires the collaboration of law enforcement, community behavioral health staff, the courts and jails. There is hopeful data from Marion County, where law enforcement and a new mobile crisis unit have teamed up with community leaders to address the number of misdemeanant admissions to Oregon State Hospital. Marion County has demonstrated a 50% decrease in the number of admissions to Oregon State Hospital during a three month period compared the previous year. AMH, Oregon State Hospital, and community partners will continue to work on putting community services in place and encourage the appropriate use of the limited number of state hospital beds.

**Initiative # 6: Addictions and Mental Health division operations support the strategic plan.**

**Goal # 6.1: Align the organizational structure of AMH to support the strategic plan, improve quality management and streamline the development of behavioral health policy.**

*Background and Importance:*

AMH has historically been organized to reflect the two major sources of federal block grant funding for 1) substance abuse prevention and treatment, and 2) mental health promotion and the treatment of mental illnesses. Over the last

decade or more, a greater understanding of the relationship between substance use disorders and mental illness has emerged along with an emphasis on addressing substance use disorders and mental illness as co-occurring disorders for many people. The organization of AMH needs to reflect the integration of substance use disorders and mental health services into a 'behavioral health' approach which encompasses prevention, health promotion and treatment of all disorders defined in the Diagnostic and Statistical Manual of Mental Disorders (DSM). This integration will in turn facilitate the efforts to integrate behavioral health services into physical health settings and physical health services into behavioral health settings.

AMH engaged in facilitated conversations from February to April 2014 designed to map the fundamental, daily work of AMH. At the same time, reports and data sets that are either sent into AMH by contractors or are generated by AMH, were reviewed as a step towards creation of a standard set of reports, or 'dashboard,' that can be summarized and presented on a regular schedule. The quality assurance functions of AMH are robust, including the regulatory functions.

However, it became apparent that there is a gap in the quality improvement area. The introduction of a new data collection system, called the Measurements and Outcomes Tracking System, and the finalization of the dashboards, must be accompanied by a clearer path to using the data generated for behavioral health system improvement and development. The new Quality Management section will oversee quality assurance and data collection activities and will align with the OHA Quality Council to identify opportunities of quality improvement to promote the transformation of the health care system in Oregon.

### *Measures of Success*

- AMH addictions prevention and treatment programs, and mental health prevention, promotion and treatment programs are administratively combined under Behavioral Health.
- The Quality Management section conducts regular review of the AMH Dashboard and the Measurements and Outcomes Tracking System data.

### *Strategies*

1. AMH will combine the substance use disorders, problem gambling and mental health programs under one administrative structure.
2. AMH will work with OHA Health Analytics to develop a set of measures (dashboard) regarding behavioral health services that includes utilization, pharmacy claims, readmissions and costs at all levels of care, and that separates child and adult services data where relevant.
3. AMH will develop a Quality Management unit that will oversee quality assurance and data collection activities and promote transformation of the health care system from a behavioral health perspective.

**Goal # 6.2: Pursue an integrated approach to the collection, analysis and use of data.**

*Background and Importance:*

OHA implemented the Coordinated Care Organization model to transform the State's health care system in 2012. The key components of the transformation included the integration of all publicly funded health care services, transparency and shared accountability. To align with health care transformation, AMH implemented a system change to create an outcomes based, data informed system of care. To ensure ongoing success of these transformation and system change efforts, AMH must collect, integrate, analyze and use data to drive and measure improvement across a diverse, publicly funded system of care.

*Measures of Success:*

- Completion of the Measurements and Outcomes Tracking System project by July 1, 2015.
- AMH performs quarterly quantitative and qualitative data analysis on key metrics resulting in actionable, targeted and aligned quality improvement initiatives.
- The review process includes increased collaboration with providers, Coordinated Care Organizations and other stakeholders.

### *Strategies:*

1. Establish the Information Technology infrastructure, including developing health analytical capabilities necessary to mine and aggregate behavioral health system of care data across multiple data warehouses, resulting in meaningful integrated business intelligence data sets.
2. Expand the scope and competencies of the AMH quality improvement unit to include business intelligence data analysis, collaboration and partnering with behavioral health system of care providers, Coordinated Care Organizations and other stakeholders.
3. Develop and set performance standards, metrics, surveillance and data feedback processes and monitoring improvement initiatives carried out by the behavioral health system of care providers, ensuring strong collaborative partnerships and shared accountability for the delivery of high quality integrated services.
4. Measurements and Outcomes Tracking System data will be integrated with the Medicaid administrative claims data.
5. Create a data workbook which defines metrics, the importance of each and how each one is measured. The data workbook will be used to build and customize behavioral health system of care performance dashboards.
6. Reallocate and invest additional resources to build the AMH quality improvement bench.
7. Build cross functional operational processes and workflows between health analytics, business solution unit, AMH and Medical Assistance Programs quality improvement units and AMH program units, resulting in efficient, integrated business operations.
8. All quality work will be coordinated with the OHA's Quality Council and aligned with the OHA's overall health care transformation quality strategies at enterprise level.

### **Summary**

Behavioral health conditions negatively impact individuals, families and communities. Billions of dollars per year are spent on health care, criminal justice

and social welfare systems as a result. Many of these widespread personal and financial consequences are avoidable. The Oregon Health Authority and its Addictions and Mental Health Division are committed to the strategic initiatives described in this plan. The six initiatives represent the beginning of an effort to build a behavioral health care system consistent with the vision described below.

### *A Vision for the Future*

In the future, safe and compassionate mental health, substance use and gambling disorders treatment is available to Oregonians in urban, rural and frontier areas. There is increased use of technology, and many more trained traditional health workers to help people and providers monitor and manage health issues. Medication assisted treatment is widely available to people coping with substance use disorders. Health disparities experienced by our most vulnerable citizens are eliminated so that everyone has equal access to health services and the opportunity for a full life in the community.

Resources have been added to prevention efforts so fewer young people start gambling, using tobacco, alcohol and drugs; there is routine screening for people of all ages for trauma, depression and substance use. Early detection and intervention for behavioral health issues leads to less psychological, physical and social impact for children and adults. Mental Health First Aid and Crisis Intervention Training and similar training is widely available and routinely taught to health care providers, educators, law enforcement and corrections officers, health and welfare workers, and the general public, reducing stigma and increasing early intervention.

Crisis services are available as an alternative to incarceration and inpatient care; treatment is provided in the least restrictive environment and is centered on the service user and family choice. Every addition to the behavioral health system supports recovery, with an emphasis on affordable housing and employment. When hospital level of care is needed, people have access to the right level of care at the right time and only for as long as is necessary. As community programs grow, the need for psychiatric acute care is reduced, and savings can be used to enhance community supports.

### *Ongoing Implementation of the Strategic Plan*

This strategic plan is a living document that will be reviewed and revised annually. AMH will develop a detailed work plan for each goal with specific actions and time lines. Stakeholders and partners will continue to provide direction to AMH related to planning, measuring outcomes and revising goals as needed. Throughout the process, AMH will facilitate collaboration with the health care and social services systems so that resources are used efficiently and effectively to improve the overall health of all Oregonians.

## **Appendix A**

### **Addictions and Mental Health Advisory Groups**

*Addictions and Mental Health Planning and Advisory Council (AMHPAC)*

Website: <http://www.oregon.gov/oha/amh/amhpac/Pages/index.aspx>

*Oregon Consumer Advisory Committee (OCAC)*

Website: <http://www.oregon.gov/oha/amh/Pages/OCAC-Members.aspx>

*Children's System Advisory Committee (CSAC)*

Website: <http://www.oregon.gov/oha/amh/pages/csac.aspx>

*Oregon State Hospital (OSH) Advisory Board*

Website: <http://www.oregon.gov/oha/amh/Oregon State Hospital/Pages/Oregon-State-Hospital-Advisory-Board.aspx>

## **Appendix B**

# **Community Services Investments**

### **Mental health promotion and prevention - \$3,000,000**

- Asian Health and Service Center - \$200,000
- Clackamas County Behavioral Health Division - \$199,132
- Deschutes County - \$200,000
- InterCommunity Mental Health Network - \$199,998
- Jackson County Mental Health - \$191,296
- Lane County Public Health - \$200,000
- Lifeways Inc. - \$184,633
- Lutheran Community Services Northwest - \$184,633
- Marion County Health Department - \$171,020
- Mental Health for Children, Inc., dba The Child Center - \$193,224
- Mid-Columbia Center for Living - \$200,000
- Morrison Child and Family Services - \$200,000
- Mountain Valley Mental Health Programs, Inc. - \$125,000
- Trillium Family Services - \$120,000
- Umatilla County - \$125,000
- Union County - \$104,000
- Washington County Mental health - \$59,687
- Yamhill County Health and Human Services - \$125,000

### **Crisis Services - \$6,270,000**

- Clackamas County Behavioral Health Division - \$501,323
- Deschutes County Health Services Department - \$379,103
- Community Health Alliance - \$750,000
- Lane County Health and Human Services - \$750,000
- Benton County Mental Health – \$835,806
- Marion County Health Department - \$750,000
- Mid-Columbia Center for Living - \$492,705
- Morrow County - \$55,800
- Multnomah County Mental Health and Addictions Services Division - \$750,000

- Wallowa Valley Center for Wellness - \$66,678
- Washington County - \$750,000 (*List continued on back*)
- Yamhill County Health & Human Services - \$185,902
- Professional Leadership Institute, Inc. – Crisis Intervention Team Center for Excellence - \$598,891

**Jail Diversion - \$2,940,000**

- Yamhill County Health & Human Services - \$103,935
- Polk County Behavioral Health - \$114,245
- Multnomah County - \$500,000
- Lifeways Inc. - \$212,187
- Marion County Health Department - \$111,048
- Mid-Columbia Center for Living - \$274,944
- Lane County - \$500,000
- BestCare Treatment Services, Inc. - \$83,299
- Washington County Health & Human Services, Mental Health Program - \$214,364
- Jackson County Mental Health - \$212,516
- Clackamas County Behavioral Health Division - \$335,456
- Douglas County Mental Health - \$281,480

**Supported Housing and Peer-Delivered services 576 clients at any one time - \$8,280,000**

- Benton County Mental Health - \$572,700
- BestCare Treatment Services Jefferson County - \$519,123
- Columbia Community mental Health - \$549,930
- Cascadia Behavioral Healthcare Inc. - \$720,635
- Deschutes County Mental Health Services Department - \$592,194
- Mid-Columbia Center for Living - \$618,723
- Mid-Valley Behavioral Care Network - \$1,009,416
- United Community Action Network - \$346,185
- Cascade AIDS Project - \$357,386
- ColumbiaCare - \$968,499
- Greater Oregon Behavioral Health, Inc. - \$766,900
- Klamath Child & Family Treatment Center - \$228,914
- Laurel Hill Center - \$346,532

- Northwest Housing Alternatives - \$372,065
- Shelter Care - \$307,884

**NAMI/ORPA Community Housing Programs - \$5,000,000**

- TBD – negotiations underway with contractors - \$5,000,000

**Supported Employment Services - \$1,500,000**

- Baker County - \$37,500
- Benton County - \$59,281
- Clatsop County – 37,500
- Columbia County - \$37,500
- Curry Community Health - \$37,500
- Douglas County - \$72,581
- Gilliam County - \$14,062.50
- Grant County - \$14,062.50
- Jackson County - \$137,438
- Jefferson County - \$37,500
- Klamath Youth Development Center - \$46,375
- Lake County - \$37,500
- Lincoln County - \$37,500
- Linn County - \$78,390
- Morrow County - \$14,062.50
- Polk County - \$51,437
- Tillamook County - \$37,500
- Union County - \$37,500
- Wallowa County - \$37,500
- Wheeler County - \$14,062.50
- Lifeways Inc. - \$50,238
- Symmetry Care - \$37,500

**Assertive Community Treatment(ACT)/case management - \$5,280,000**

- Options for Southern Oregon (Oregon Center for Excellence for Assertive Community Treatment) - \$150,000
- Pacific Source – Central Oregon CCO - \$460,053
- Pacific Source – Gorge CCO - \$490,413
- Intercommunity Health CCO - \$500,000

- Trillium Community Health Plan CCO - \$498,797
- Health Share of Oregon CCO - \$497,881
- Willamette Valley Community Health CCO - \$500,000
- Yamhill County Care Organization CCO - \$284,161
- Columbia Pacific COO - \$453,194
- Eastern Oregon COO - \$497,207
- Umpqua Health Alliance CCO - \$449,599
- Native American Rehabilitation Association of the Northwest, Inc. (NARA) - \$499,999

## Children and young adult investments

### **Early Assessment and Support Alliance (EASA) - \$1,823,211**

*Due to program need, an additional \$23,211 was allocated to the investment*

- Lane County Behavioral Health - \$475,214
- Klamath Child and Family Treatment Center - \$89,782
- Jackson County Health & Human Services - \$231,447
- Josephine County - \$146,283
- Community Health Alliance - \$145,282
- Clackamas County Behavioral health Division (CCBHD) - \$508,653
- Center for Human Development, Inc. - \$226,550

### **Technical assistance for Youth Peer-Delivered Support - \$530,000**

- Expands existing contract with the Oregon Family Support Network and Youth M.O.V.E. as a sub-contractor.

### **Technical assistance for Family Peer-Delivered Support - \$530,000**

- Expands existing contract with the Oregon Family Support Network.

### **Young Adult Community Hubs - \$2,250,000**

- Jackson County Mental Health (JCMH) - \$405,000
- LifeWorks NW - \$756,000
- PeaceHealth Oregon West Network - \$445,000
- Wellness & Education Board of Central Oregon (WEBCO) - \$378,000

- Catholic Community Services (Family Search & Engagement) - \$180,000
- Training & Technical Assistance for Hubs - \$86,000

### **School access to mental health services - \$6,300,000**

*Due to program need, \$23,211 was allocated to the EASA investment*

- Baker County Health Department - \$245,000
- Community Health Centers of Benton County - \$236,500
- Clackamas County Public Health Division - \$309,000
- The Public Health Foundation of Columbia County - \$120,000
- Coos County Health and Human Services - \$181,000 *(List continued on back)*
- Crook County Health Department - \$81,000
- Curry Community Health - \$50,000
- Deschutes County Health Services Department - \$846,830
- Jackson County Health and Human Services \$249,890
- Lane County Department of Health and Human Services - \$473,500
- Multnomah County Health Department - \$603,000
- Umatilla County Public Health Department - \$167,000
- Union County/Center for Human Development - \$423,500
- Washington County Department of Health and Human Services - \$316,776
- Wheeler County Public Health - \$125,500
- Yamhill County Health and Human Services - \$171,000
- Center for Human Development - \$137,500
- Willowa Valley Center for Wellness - \$137,500
- Clatsop Behavioral Health - \$137,500
- Klamath Basin Behavioral Health - \$137,500
- Community Counseling Solutions - \$137,500
- Coos County Mental Health - \$137,500
- Columbia Community Mental Health - \$137,500
- Best Care Treatment - \$137,500
- Benton County - \$137,500
- Public Health – \$200,000
- Public Health (Additional Programs) - \$239,294

### **System of Care and Wraparound - \$5,000,000**

*The award amount is the first phase of funding for infrastructure development. The remaining funds were added to increase the CCO's PMPM rate.*

- Family Care - \$75,000
- Western Oregon Advanced Health - \$75,000
- IHN – CCO Intercommunity Health - \$75,000
- Trillium Community Health Plan - \$75,000
- Health Share of Oregon - \$75,000
- Willamette Valley Community Health - \$75,000
- Yamhill County Care Organization - \$75,000
- Columbia Pacific Coordinated Care Organization - \$75,000
- Eastern Oregon Coordinated Care Organization - \$75,000
- Umpqua Health Alliance - \$75,000

### **Parent-Child Interaction Therapy (PCIT) - \$2,630,000**

*Through the solicitation process, barriers to implementation in rural areas were identified. A modified approach is being implemented which includes increasing the early childhood professional development through scholarships for MSW students & certificates in early childhood mental health for clinicians with a focus on communities of color and people living in rural areas.*

- LifeWorks NW - \$165,000
- Morrison Child and Family Services - \$165,000
- Mid-Columbia Center for Living - \$165,000
- Options Counseling and Family Services – Marion County - \$165,000
- Options Counseling and Family Services – Lane County - \$165,000
- Early Childhood Scholarship development - \$345,000
- PCIT training and supervision - \$329,000
- Coos County - \$133,000
- Columbia County - \$133,000
- Josephine County - \$133,000
- Klamath County - \$133,000
- Linn County - \$133,000
- Lincoln County - \$133,000
- Malheur County - \$183,000

### **Trauma Initiative - \$800,000**

- ACE Interface - \$15,000
- Portland State University - \$785,000

### **Collaborative Problem Solving - \$80,000**

- Amends contract with Oregon Health & Science University (OHSU)

### **Training for adolescent depression screening - \$500,000**

- Creates contract with Oregon Pediatric Society.

### **Oregon's Psychiatric Access Line for Kids (OPAL-K) - \$1,500,000**

- Creates new contract with Oregon Health & Science University (OHSU);
- Builds infrastructure for new statewide service.

### **Commercial Sexual Exploitation of Children (CSEC) - \$2,300,000**

- Morrison Child and Family Services - \$2,013,000
- DOJ Transfer - \$287,000

## ***Appendix C***

### ***Local Mental Health Authorities, Community Mental Health Programs and Coordinated Care Organizations***

**Local mental health authorities (LMHAs)** are responsible for the management and oversight of the public system of Mental Health, Intellectual/Developmental Disabilities, and Addictions services at the community level. LMHAs must plan, develop, implement, and monitor services within the area served by the LMHA to ensure expected outcomes for consumers of services within available resources. This broad management and oversight responsibility includes the following primary functions:

- Management of children and adults at risk of entering or who are transitioning from the Oregon State Hospital or from residential care, including monitoring discharge and facilitating [step down] housing
- Care coordination of residential services and supports for adults and children
- Management of the mental health crisis system
- Management of community-based specialized services including but not limited to supported employment and education, early psychosis programs, assertive community treatment or other types of intensive case management programs and home-based services for children
- Management of specialized services to reduce entry or recidivism of individuals with mental illness or co-occurring disorders in the criminal justice system

**Community mental health programs (CMHPs)** provide care coordination and treatment for people with mental illness, intellectual/developmental disabilities, and substance use disorders. All members of a community are permitted access to core services, subject to availability of funds. Core services include screening, assessment, and referral to providers and community organizations, as well as emergency or crisis services. The screening, assessment, and referral process serves as a portal of entry to services for individuals who are eligible for Medicaid or who meet the state's target population criteria. Core services also include: managing the provision of services and conditions of release for individuals under the jurisdiction of the Psychiatric Security Review Board; pre-commitment

investigation services for the civil commitment system and universal services such as education, consultation, and prevention activities intended to increase knowledge about mental illness, developmental disabilities, and addictive disorders. Core services, or safety net services, are provided to individuals who reside in a community, regardless of payer source.

Community mental health and developmental disabilities programs provide services as defined in ORS 430.630 (a) to (b) to persons in the following order of priority:

1. Those at risk of immediate hospitalization for the treatment of mental or emotional illness or in need of continuing services to avoid hospitalization; and those at risk of hurting themselves or others; and those under the age of 18 that are at risk of removal from their homes for treatment.
2. Those least able to obtain assistance due to nature of illness, geographical location, or family income.
3. Those who will not require hospitalization.

**Coordinated Care Organizations** are networks of all types of health care providers who have agreed to work together in their local communities for people who receive health care coverage under the Oregon Health Plan (Medicaid).

Coordinated Care Organizations are responsible for coordinating all of the mental, physical and dental care for Oregon Health Plan members through collaborative community relationships. They have global budgets to pay for all types care. This gives them the flexibility to manage dollars in a way that pay for improved health rather than having to rely on approved billed services. Performance Measurements for Coordinated Care Organizations provide incentives for better care, and Coordinated Care Organizations are accountable for addressing avoidable population differences in health care outcomes.