



# County of San Diego

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**LUKE BERGMANN, Ph.D.**  
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May 25, 2023

TO: Behavioral Health Advisory Board (BHAB)

FROM: Luke Bergmann, Ph.D., Director, Behavioral Health Services

## **BEHAVIORAL HEALTH SERVICES (BHS) DIRECTOR'S REPORT – JUNE 2023**

### **BEHAVIORAL HEALTH SERVICES FISCAL YEAR (FY) 2023-2024 RECOMMENDED BUDGET**

#### **Behavioral Health Services Overview and Vision**

As part of the Health and Human Services Agency (HHS) proposed Operational Plan, Behavioral Health Services (BHS) continues to press forward with our bold, population health approach to shift how residents access care for their behavioral health needs which seeks to transform a crisis-driven system to one rooted in chronic and continuous care; prevention through the regional distribution of services; and integration with primary healthcare to keep people connected, stable, and healthy. BHS continues to make programmatic investment decisions with the goal of building an integrated, seamless, and outcome-oriented behavioral health system that utilizes a health equity lens to ensure critical services are available to those in need.

BHS provides essential mental health and substance use services to people of all ages in San Diego County, working across four distinct domains:

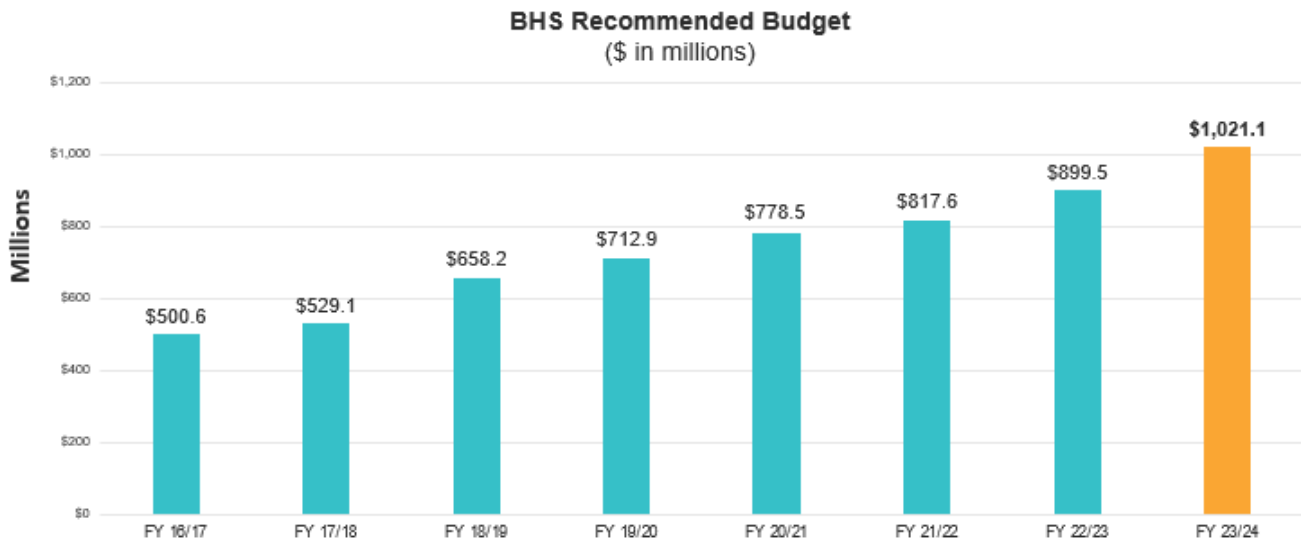
- By statute and federal waiver, BHS is the **Specialty Mental Health Plan** for Medi-Cal beneficiaries with serious mental illness and/or substance use disorders.
- As such, and in **partnership with our contracted community providers**, BHS stewards a vast and diverse network of community-based services that make up the behavioral health systems of care.
- BHS is a **direct services provider**, with our San Diego County Psychiatric Hospital (SDCPH), our Edgemoor Distinct Part Skilled Nursing Facility (Edgemoor), Public Conservator services, and County-operated clinics across the region, as well as other direct services for special populations.
- BHS acts as a **public health entity**, taking a population-health approach to improving the behavioral health of every resident of San Diego County.

BHS remains committed to achieving the County of San Diego's (County) *Live Well San Diego* vision of achieving a healthy, safe, and thriving region by providing accessible, culturally aware community-based services throughout the region to support the wellness and self-sufficiency of children, adults, and families. This includes robust collaboration with individuals, community partners, local government, schools, and other stakeholders. Mental health and substance use disorder services are provided

through a person-centered approach by a broad network of community-based service providers, including non-profits, through competitively procured contracts. To support the delivery of high-quality services, teams of subject-matter experts within BHS lead the clinical design, provide contract oversight and monitoring, and utilize a data-driven approach to evaluate the effectiveness of services.

### BHS FY 2023-24 Recommended Budget

The HHSA recommended budget for FY 2023-24 is \$3.2 billion, with BHS – at \$1.02 billion – comprising nearly 32% of the budget, representing an **increase of \$121.6 million** over last year.

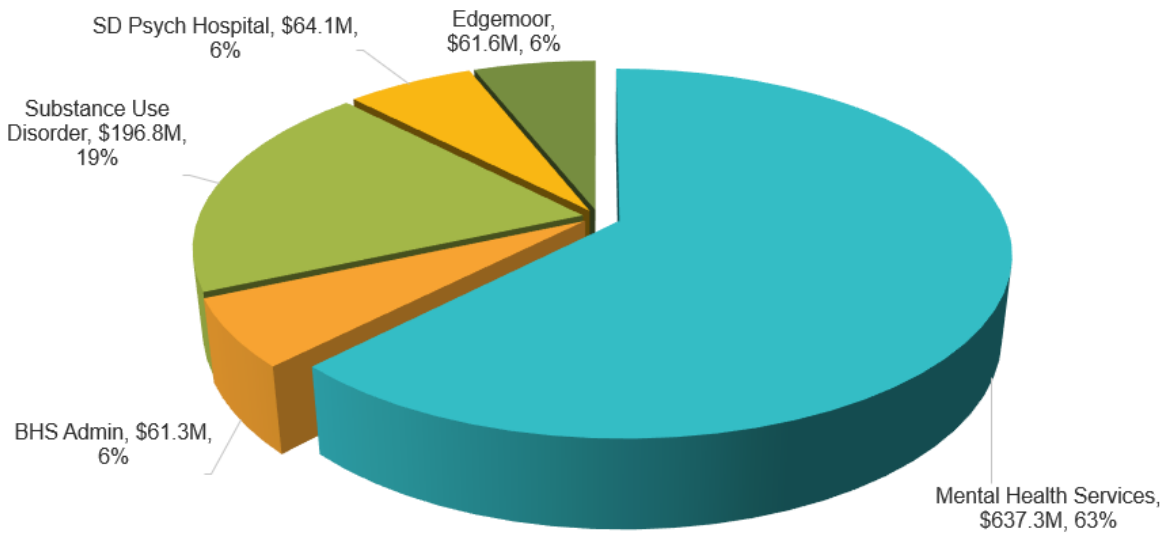


Since FY 2016-17, investments in the BHS budget have more than doubled, increasing by \$520.5 million, demonstrating the County's continued commitment to supporting the behavioral needs of the region. Drivers for these investments include the priorities of the County Board of Supervisors (Board), stakeholder and community input and priorities, new mandates, and the growing need for services within our communities.

The recommended BHS budget for **FY 2023-2024 of \$1.02 billion** is allocated across four areas:

- **Mental Health Services:** Includes County-operated case management and outpatient programs, adult and juvenile forensics, County care coordination, and contracted services.
- **Substance Use Disorder Services:** Includes primarily contracted services.
- **Inpatient Services:** Includes Edgemoor DP-SNF (\$61.6 million) and the SDCPH (\$64.1 million).
- **Administrative Services:** Includes salaries and benefits, information technology, data infrastructure, and general administrative support.

## TOTAL BHS Recommended Budget: \$1,021.1 MILLION

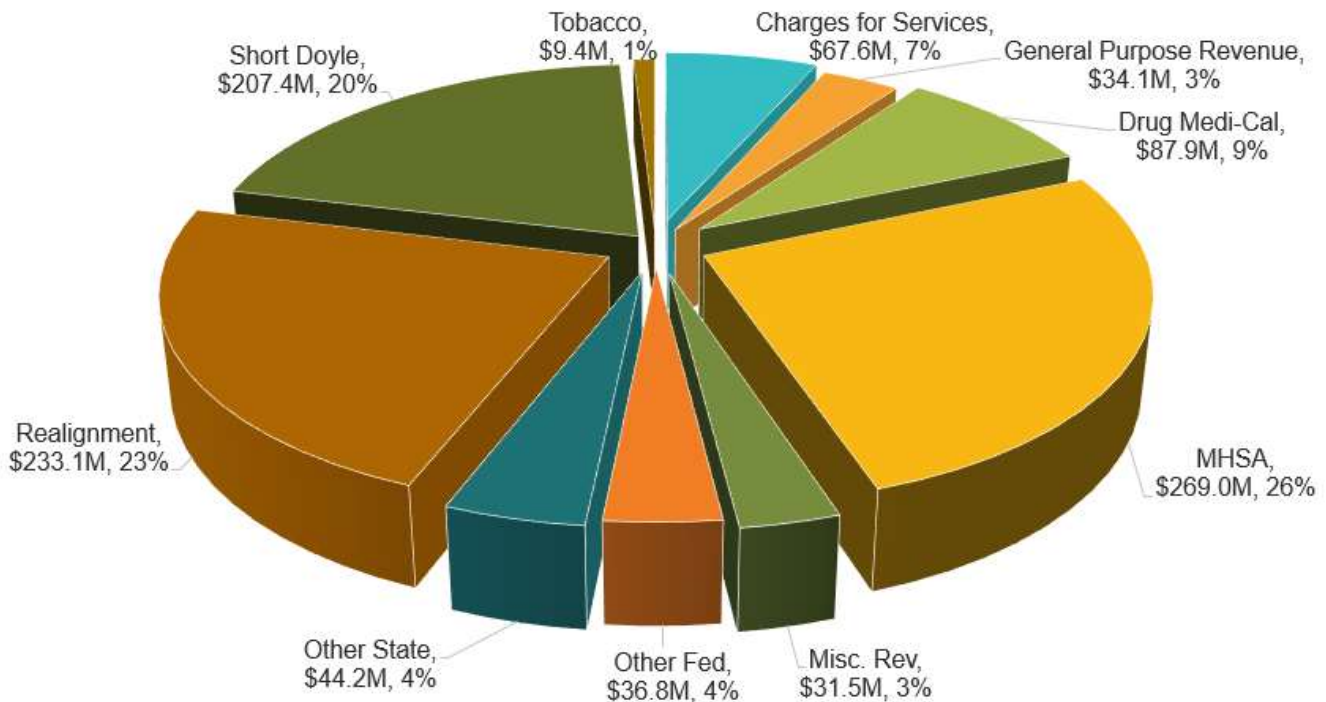


### BHS Funding (Revenue) Sources

BHS utilizes many different revenue sources to fund services and administrative functions, and many of the funding streams have restrictions outlining how funds can be utilized. As a department, BHS supports flexibility across all revenues to support the integration of services rather than siloing services due to revenue restrictions.

Key federal and state funding sources include:

- **Short-Doyle Medi-Cal (SD/MC): Federal funding** for Medi-Cal eligible individuals for specialty mental health services delivered in acute care hospitals; individual, group, or family therapy; and provided in outpatient or clinic settings; as well as various partial day or day treatment programs.
- **Drug Medi-Cal (DMC): Federal funding** for substance use disorder treatment services for Medi-Cal eligible individuals for outpatient, residential, or opioid treatment services.
- **Mental Health Services Act (MHSA): State revenue** that is a 1% income tax on personal income in excess of a million dollars in the State of California. MHSA is the largest source of revenue for BHS and is comprised of five separate components. More information on MHSA, including the five components, can be found in the MHSA Three-Year Program and Expenditure Plan and subsequent Annual Updates.  
[https://www.sandiegocounty.gov/content/sdc/hhsa/programs/bhs/mental\\_health\\_services\\_act/mhsa\\_cosd\\_docs.html](https://www.sandiegocounty.gov/content/sdc/hhsa/programs/bhs/mental_health_services_act/mhsa_cosd_docs.html)
- **Realignment: State revenue** from sales tax and vehicle license fees. Realignment is the County's most flexible type of state funding.
- **General Purpose Revenue (GPR): Local revenue** from property taxes and Intergovernmental Transfer (IGT). GPR is flexible and can be utilized for any purpose that is a legal expenditure of County funds.
- **Charges for Services:** Revenue for services provided at Edgemoor DP-SNF (primarily Medi-Cal).
- **Other Federal and State Revenues:** Includes Substance Abuse Prevention and Treatment Block Grant (SABG), Mental Health Block Grant (MHBG), Project for Assistance in Transition from Homelessness (PATH), Mental Health Student Services Act (MHSSA) grant, American Rescue Plan Act (ARPA), DMC State General Fund, and various other miscellaneous funding sources.



Realignment and MHSA funding are used as a required match for federal SD/MC and DMC revenue. BHS strives to optimize drawdown of federal revenues to ensure the impact of the more flexible revenue sources, including MHSA, Realignment, and General Purpose Revenue, can be maximized.

### Additional Funding Opportunities

**New state and federal grants** are becoming available and typically awarded via competitive applications. BHS will continue to apply for grant funding, when applicable, to further build out behavioral health services and infrastructure to bolster the region.

- The state **Behavioral Health Continuum Infrastructure Program (BHCIP)** grant funding is becoming available in phases to support the development of behavioral health infrastructure across the state. Over \$2.2 billion will be available statewide to construct, acquire, and expand properties and invest in behavioral health infrastructure, which will be released via six grant rounds. BHS applied for nearly **\$47 million of BHCIP Round 3** grant funding to support capital construction and improvement costs for the construction of the **Tri-City Psychiatric Health Facility**, the **East County Crisis Stabilization Unit (CSU)** and the development of the **Edgemoor Acute Psychiatric Unit**. **BHS was awarded \$16.8 million in grant funds for the Edgemoor Acute Psychiatric Unit**. Information on BHCIP Grants can be found at <https://www.infrastructure.buildingcalhhs.com>
- The state **Community Care Expansion (CCE) Program Grant** will provide \$805 million statewide for acquisition, construction, and rehabilitation to preserve and expand adult and senior care facilities that serve Supplemental Security Income/State Supplementary Payment (SSI/SSP) and Cash Assistance Program for Immigrants (CAPI) applicants and recipients, including those who are experiencing or at risk of homelessness and people with behavioral health conditions. **BHS has been awarded \$16.6 million in grant funds**.
- The California Department of Health Care Services (DHCS) **Crisis Care Mobile Units (CCMU) program** provides funding for California county, city, or tribal entity behavioral health authorities to implement new and enhanced CCMUs. **BHS was awarded \$18 million in grant funds**.
- Through the **Behavioral Health Bridge Housing (BHBH) Program**, the California Department of Health Care Services (DHCS) will provide a total of \$1.5 billion in funding to county behavioral health agencies and tribal entities to operate bridge housing settings to address the immediate and sustainable housing needs of people experiencing homelessness who have serious

behavioral health conditions, including a serious mental illness (SMI) and/or substance use disorder. BHS recently applied for **\$44.3 million in BHBH grant funding**. Information on the BHBH program can be found at [BHBH \(buildingcalhhs.com\)](http://BHBH(buildingcalhhs.com)).

- Nationwide settlements have been reached to resolve opioid litigation brought by 47 states and local jurisdictions. The County is a litigant in these lawsuits and will likely be awarded tens of millions of dollars. The County has developed a proposed **Opioid Settlement Framework**; elements of the Framework include overdose prevention, public health messaging, a Buprenorphine induction initiative, and program administration. The first settlement distribution payment was received last year. Additionally, the County anticipates receiving payments from the settlement on an annual basis.
- Senate Bill 1338 established the **Community Assistance, Recovery, and Empowerment (CARE) Act**, which provides community-based behavioral health services and supports to adults with untreated schizophrenia spectrum or other psychotic disorders through a new civil court process. This Program will be implemented in two phases; San Diego County is part of Cohort 1 which will be implemented by October 1, 2023.

### **BHS FY 2023-24 Recommended Increases/Enhancements**

To ensure continuity of services, most of the services outlined in the BHS FY 2023-24 recommended budget includes investments in programs and services that are a carryover from the previous fiscal year. New investments are prioritized to support enhancements and/or the expansion of services to the most vulnerable populations across the behavioral health behavioral health continuum of care.

#### **BHS Programs:**

##### Behavioral Health Treatment for Adults (\$29.3 million increase)

- Assertive Community Treatment (ACT)
- Bio-Psychosocial Rehabilitation (BPSR)
- Agewise Institutional Case Management (ICM)
- Psychiatric and Addiction Consultation and Family Support Services

##### Crisis and Diversionary Services (\$10.9 million increase)

- Mobile Crisis Response Teams (MCRT)
- Mandated Crisis Line
- Public Messaging and Awareness
- Psychiatric Emergency Response Teams (PERT)
- Crisis Stabilization Units (CSU)

##### Substance Use Disorder Outpatient, Withdrawal Management, Residential, and Recovery Services (\$9.5 million increase)

- Non-Residential Substance Use Disorder Treatment & Recovery Services - Adult
- Substance Use Residential Treatment Program
- Substance Use Ambulatory Withdrawal Management
- Substance Use Disorder Organized Delivery System (SUD-ODS) Outpatient
- Prosecution and Law Enforcement Assisted Diversion Services Program (PLEADS)

##### Long-Term Care and Sub acute Care (\$8.8 million increase)

- Lakeside Skilled Nursing Facility/Special Treatment Program (SNF/STP) (addition of 22 beds)
- Crestwood Behavioral Health, Inc. (addition of 13 beds)
- KF Community Care (addition of 6 beds)
- Alpine Special Treatment Center Institution for Mental Disease (IMD) beds

##### Care Act (\$8.0 million increase)

- Delivery of mental health treatment for clients referred through the CARE Act civil court process

Prevention Programs and Community Awareness Efforts (\$5.3 million increase)

- Public Messaging and Awareness - Suicide Prevention & Stigma Reduction Media Campaign - It's Up to Us
- Prevention Parenting Program for Fathers - Father to Child Program, Adverse Childhood Experiences (ACE)
- School Based Suicide Prevention & Early Intervention
- Positive Parenting Program

Annualization of Prior Year Contract Increases (\$5.0 million net increase)

Various operational costs (\$4.7 million increase)

- County Counsel costs for increased legal support and CARE Act implementation
- Various operational costs and facility improvement project

Opioid Settlement Framework efforts (\$4.1 million increase)

- Public Messaging and Awareness program
- Emergency Room Drug Checking program
- Emergency Department Relay program

Behavioral Health Support Services (\$3.2 million increase)

- Behavioral Health Support Services (BHSS) - Care Coordination
- Clubhouse (Mental Health)
- Employment Solutions - Supported Employment Continuum
- Short-Term Bridge Housing

Workforce Enhancement (\$2.5 million increase)

- Behavioral Health Training Program
- Community Psychiatry Residency Program

Mental Health Services for Transition Age Youth (\$1.1 million increase)

- Crisis Action and Connection (CAC)
- Just Be You – Short Term Housing and Recuperative Care program

Additional programs

- Transfer of the Public Conservator program from Aging & Independence Services (\$0.3 million increase).
- Expenditure Transfer & Reimbursement (\$2.6 million decrease in appropriations).

**BHS Workforce and Infrastructure (\$31.5 million increase)**

BHS continues to recalibrate its organizational structure to align with similarly sized healthcare organizations, with the goal of establishing infrastructure and expert staff able to deliver excellent quality services across County-operated and contracted programs. Investments will support further development of key capacities, including community engagement, finance, information systems, data science, and project management.

BHS is recommending investments to bolster the regional behavioral health workforce by recommending the addition of 125.0 County positions to support several key areas, including:

- **55.0 new** full-time equivalent (FTE) to support enactment of required behavioral health services associated with Senate Bill 1338, **Community Assistance, Recovery & Empowerment CARE Act** implementation, including direct client services and administrative support and program oversight.

- **12.0 new** FTE within **County-Operated Direct Services** to support the delivery of direct client services and address increased service needs at County operated mental health clinics, along with adding additional staff within SDCPH and Edgemoor to address increased nursing staffing level needs, quality assurance, and in-service education requirements.
- **24.0 new Administrative Services** FTE to support BHS' role as a health plan and provide clinical and administrative oversight, and management of direct and contracted services. These FTEs will lead and support work within finance, grant development, community engagement, data science, and program oversight to support growing mental health and substance use disorder services as well as to enhance program oversight and administrative support in the Public Conservator Office.
- **8.0 new** FTE transferred to BHS to support the Board's adopted **Opioid Settlement Framework and Overdose Data to Action (OD2A)** grant efforts (October 25, 2022, Minute Order 20)
- **27.0 FTE transferred from Aging & Independence Services** to address the shift in oversight of the Public Conservator Office to Behavioral Health Services, as approved by the Board on October 11, 2022 (Minute Order 3). This will allow for a more seamless delivery of services and align clinical oversight and management of services in support of adults with serious mental illness.
- The above recommended increases and are offset by a decrease of **1.0 FTE** due to **transfer to Administrative Support** to support operational needs.

#### **Additional Operational Plan Information**

In May and June 2023, several opportunities to learn about the operational plan, including opportunities for public input, will be available. BHS encourages all stakeholders to listen to and/or participate in this process.

Key dates include:

- **May 4:** Chief Administrative Officer (CAO) Recommended Operational Plan made available to the public and eComment period began
- **May 11:** Budget presentations to the Board of Supervisors
- **May 16:** Hybrid community budget meeting
- **May 18:** Virtual community budget meeting
- **June 12:** (9:00 am) Public hearing on CAO Recommended Budget
- **June 15:** (5:30 pm) Public hearing on CAO Recommended Budget
- **June 21:** (5:00 pm) Last Day for Written Testimony to Clerk of the Board
- **June 23:** Revised recommended budget available to the public.
- **June 27:** Budget Deliberations and Budget Adoption by the Board of Supervisors

For more information and key budget dates visit the San Diego County Open Budget website found here: <https://www.sandiegocounty.gov/content/sdc/openbudget/en/home.html>



## **BHS SPECIAL EVENTS AND ANNOUNCEMENTS**

### **NAMIWalks Mental Wellness Expo Promotes Awareness About Mental Health**

The 19<sup>th</sup> Annual San Diego NAMIWalks and Mental Wellness Expo, organized by the National Alliance on Mental Illness (NAMI) San Diego in partnership with the County's Health and Human Services Agency, was held on Saturday, April 29<sup>th</sup> at the NTC Park in Liberty Station. Annually, this event kicks off *May is Mental Health Matters Month* activities in San Diego. More than 2,000 people attended the event to participate in the free community walk, raise community awareness about mental illness and available services, and help end the stigma faced by people experiencing mental health conditions.

The Mental Wellness Expo included many activities, including gardening for mindfulness, gratitude journaling, a stigma busting photo booth, check your mood screenings, naloxone training and distribution, and Tai-Chi demonstrations. BHS staff and volunteers were on hand throughout the event, encouraging participants, hosting the activity stations, and providing organizational support to ensure this event was successful in making an impact on mental health in our community! Check out [It's Up to Us](#) to learn more about *May is Mental Health Matters Month* and other free mental health-related events held in May.



Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'LUKE BERGMANN', with a long horizontal line extending to the right.

LUKE BERGMANN, Ph.D., Director  
Behavioral Health Services

- c: Nick Macchione, Agency Director  
Aurora Kiviat Nudd, Assistant Director and Chief Operations Officer  
Cecily Thornton-Stearns, Assistant Director and Chief Program Officer  
Nadia Privara Brahms, Acting-Assistant Director, Chief Strategy and Finance Officer