

**The  
Winnebago County  
DEPARTMENT OF HUMAN SERVICES**

**PUBLIC HEARING**

**2012 BUDGET**

**In Oshkosh**

On

**Wednesday**

**June 22, 2011**

**6:00 p.m. – 7:00 p.m.**

at the

**Oshkosh Human  
Services Building  
220 Washington Avenue  
Room 33, Lower Level  
(wheelchair accessible)**

**In Neenah**

On

**Thursday**

**June 23, 2011**

**8:30 a.m. – 9:30 a.m.**

at the

**Neenah Human  
Services Building  
211 N. Commercial Street  
Room 008, Lower Level  
(wheelchair accessible)**

To request more booklets, please call  
our office at (920) 236-4602 or 727-2882, ext. 4602  
or e-mail: [dhs@co.winnebago.wi.us](mailto:dhs@co.winnebago.wi.us)  
Website: [www.co.winnebago.wi.us/human-services](http://www.co.winnebago.wi.us/human-services)

Arrangements to accommodate special needs  
may be made by contacting the  
number above or (920) 236-4700.

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## PLANNING PROCESS

The following information is made available as a part of the annual 2012 Budget planning process for the Winnebago County Department of Human Services. It is the intent to invite and consider the public's input as part of the Department's annual budget planning process which begins in June and culminates in October with the County Board Budget session. It should be noted that some aspects of the planning process occur continually throughout the year at the Winnebago County Human Services Board's regular monthly meetings. The exact times and locations of meetings can be obtained by contacting the Department of Human Services at (920) 236-4602 or the Winnebago County Clerk's office at (920) 236-4888. Additional information is available on the Winnebago County web-site: <http://www.co.winnebago.wi.us/county-clerk/meetings>

This year's planning process will again include public forums, which will be held within the major population centers on June 22 and 23, 2011. For your reference, the cover of this booklet provides information on the time and location of hearings. Individuals wishing to participate in these public forums are encouraged to do so and will have an opportunity to speak to the Department of Human Services Board. If special considerations regarding accessibility and/or translators are required, please contact Dorothy De Grace at the Department of Human Services offices at (920) 236-4602 (Oshkosh).

Individuals who are unable to attend a forum in person are encouraged to send written comments to the Department of Human Services offices. Such comments can be directed to:

**Board Chairperson**  
**Winnebago County Department of Human Services**  
**220 Washington Avenue**  
**PO Box 2187**  
**Oshkosh WI 54903-2187**  
**or via e-mail to: [dhs@co.winnebago.wi.us](mailto:dhs@co.winnebago.wi.us)**

## VISION STATEMENT

To be a leader in Human Services by fostering healthy, self-reliant and productive individuals and families.

## MISSION STATEMENT

To serve our clients with professional, quality and cost-effective services that focus on prevention, protection, mental health, family integration, self-determination and recovery with respect for and in partnership with individuals, families, caregivers and the community.

**Winnebago County  
2011 ADOPTED BUDGET  
Human Services**

DESCRIPTION	AMOUNT
Intergovernmental	\$ 24,571,039
Public Services	\$ 3,127,065
Intergovernmental Services	\$ 8,589
Winnebago County Tax Levy	\$ 18,621,735
<b>TOTAL REVENUES</b>	<b>\$ 46,328,428</b>
County Labor	\$ 19,507,108
Travel	\$ 363,650
Capital	\$ 18,000
Operating / Contractural	\$ 26,439,670
<b>TOTAL EXPENSES</b>	<b>\$ 46,328,428</b>

# TARGET POPULATIONS

# HUMAN SERVICES

## Target Population Description

**Abused and Neglected Children** – Includes a consumer and his family who is, or is alleged to be, abused or neglected as defined in Wisconsin Statutes, or is at the risk of being abused or neglected. This definition includes physical abuse, sexual abuse, neglect and emotional damage.

**Adults and Elderly** – includes consumer age 18 or over whose services are directed at the improvement of physical and social functioning, assistance with daily living and preservation or restoration of the ability to live in a homelike environment and participate in community activities. This program includes frail, elderly and others, aged 65 and older, who are being served for reasons other than alcohol and other drug abuse, developmental disabilities or mental illness. Effective July 2010 Family Care eligible adult and elderly consumers are served by Lakeland Care District or via the IRIS program which administers the Medicaid Family Care benefit for Winnebago County residents.

**Alcohol and/or Other Drug Abuse** - Includes persons that uses alcohol and/or another chemical substance that has mind-altering effects to the extent that it interferes with or impairs physical health, psychological functioning, or social or economic adaptation, including occupational or educational performance and personal or family relations. It also includes a person whose use of alcohol and/or other drugs has resulted in a conviction for operating a motor vehicle while intoxicated, a Department of Transportation referral for an assessment to determine the existence of an AODA disability, or participation in the Drug Court Initiative. Other included activities are services to the community for the prevention of alcohol/drug abuse, identification of persons in need of AODA treatment and informing the public of services available.

**Children and Family** - Includes a child or family member(s) who has service needs not specified in the other target population categories. Activities may include those directed at improving family functioning and referrals to community services targeted to address specific needs for children and families.

**Developmental Disability** - The program is delivered to persons who have a disability attributable to brain damage, mental retardation, cerebral palsy, epilepsy, autism, or another neurological condition closely related to mental retardation or requiring treatment similar to that required for mental retardation, which has continued or can be expected to continue indefinitely and constitutes a substantial handicap to the afflicted individual. *As of July 1, 2010 Medicaid eligible adult and elderly consumers will be served by Lakeland Care District who administers the Medicaid Family Care benefit for Winnebago County residents.*

**Juvenile Justice** - The program provides case management services to assist families in overcoming adolescent behavior problems such as delinquency, uncontrollability, run away, or truancy which have resulted in Juvenile Court intervention. Case management services begin with an assessment of the youth and family, followed by case plan development and implementation based on the identified strengths and needs of the family. This may include recommendations for additional assessments and services such as AODA or mental health counseling. Social workers assist parents and youth to facilitate needed changes in the family and monitor progress made in meeting the conditions of the juvenile court order, consent decree, or deferred prosecution agreement. Workers also partner with school personnel to support the educational needs of the youth. When necessary, court ordered sanctions for violations of rules and court conditions are utilized to hold youth accountable to their court orders. Out of home placements are made when youth cannot safely remain in the home.

**Mental Health** - The program is delivered to persons who are serviced for the purpose of treating mental illness or its personal or social effects. The objective of treatment and other services is to ameliorate the effects of mental illness and improve the ability of consumers to function in personal, social and vocational roles. The Mental Health Target Population covers persons with chronic mental health problems, including both adults with chronic mental illness and children and youth with severe emotional disturbance who are unable to perform essential personal and social roles appropriate to their age, and who require or receive personal assistance or supervision to carry out activities of daily living or to participate in community living.

**Physical and Sensory Disability** - The program is delivered to persons under age 65 who have a physical disability which impairs their mobility, or are blind or visually impaired, or are deaf or hard of hearing and receive services to assist them to achieve their maximum level of functioning and independence in social roles, and to fully access and participate in community life. The target population also includes programming designed to identify persons in need of services and to prevent physical disabilities. *As of July 1, 2010 Medicaid eligible adult and elderly consumers will be served by Lakeland Care District who administers the Medicaid Family Care benefit for Winnebago County residents*

**Economic Support** - Represents Winnebago County citizens who due to personal economic situations qualify for state or federal economic programs to include: Wisconsin Works, Emergency Energy Assistance, Medicaid Transportation, Medicaid Healthcare, Child Care Assistance, FoodShare and various other including Emergency Housing Assistance.

**DESCRIPTION OF  
SERVICE  
CATEGORIES**

# HUMAN SERVICES

## Service Category Description

**Child Day Care – Crisis/Respite** - Services to children that includes care in settings such as a day care center, the home of another, or in their own home. The purpose of these services is to meet crisis or respite needs, prevent or remedy abuse or neglect, alleviate stress in the family, or preserve the family unit.

**Community Living/Support Services** - Services providing support to consumers in order to maintain a natural living arrangement or aid in the adaptation to physical or communicative barriers. Skill development, adult day care, meal programs, respite care, interpreter services, adaptive equipment, housing and energy assistance, and the coordination of services.

**Community Prevention, Access, and Outreach** - Services to at-risk population in the community to include persons likely to have a problem which can potentially be alleviated by the delivery of human services; handling individual inquiries for help; providing accessibility to community health programs; providing advocacy and providing prevention activities to enhance the physical health and improve social and community functioning by making constructive changes in community conditions; and providing public information and referral services to satisfy inquiries; and to identify specific resources in the human services delivery system.

**Community Residential Services** - Services to consumers in licensed adult family homes, child foster homes, group homes, shelter care and community-based residential facilities.

**Community Support Program** - The provision of a network of coordinated care and treatment services to adults with serious and persistent mental illness and to chronic alcoholic consumers. These services may occur in natural or supportive service settings delivered by an identified provider to ensure ongoing therapeutic involvement, reduce the disabling effects of mental illness or alcoholism and assist consumers to access and participate in the community.

**Community Treatment Services** - The provision of treatment services in outpatient medical settings, as well as supervision of juvenile justice consumers in the community and occupational and physical therapy, speech and language therapies. Services delivered in a mental health outpatient setting include treatment for the purpose of ameliorating the effects of various mental disorders and to improve personal, social and family functioning. Services delivered to youth in the juvenile justice system under formal or informal supervision or in restitution programs. Services are designed to monitor behavior, prevent continued delinquent activity, strengthen family ties, assist in successful involvement in the community and fulfill any obligations ordered by the court or other juvenile justice agency. AODA treatment services are designed to improve personal, social, vocational and family functioning and prevent further deterioration of physical health.

**Inpatient and Institutional Care** - Services delivered in settings such as state mental health institutes, centers for developmental disabilities, general hospitals, CBRF's certified as inpatient treatment programs, residential care centers and juvenile correctional institutions. Inpatient treatment is for the purpose of providing treatment of mental and substance abuse disorders and restoring health, personal and social functioning.

**Institution for Mental Diseases** - Services are defined as days of care provided in an IMD licensed nursing home to persons meeting the mentally ill consumer characteristic.

**Investigations and Assessments** - Services to consumers that includes screening, assessment, diagnosis, case planning or determining the existence or nature of a specific problem. Services include child abuse and neglect investigations, reports to the court required under Chapters 48, 51 and 55 Wisconsin Statutes, consumer intake assessments and activities related to procedures established by juvenile court guidelines.

**Specialized Transportation** - The provision of transportation and transportation related supervision to the elderly, handicapped or other persons with limited ability to access needed community resources. Includes transportation centered on improving a person's general mobility and ability to perform daily tasks independently such as shopping, visiting with friends, competitive employment, etc.

**Supported Employment** - Supported Employment is competitive work in an integrated work setting for individuals who, because of their handicaps, need ongoing and/or intensive support services to find and perform this work.

**Supportive Home Care** - The provision of services to maintain consumers in independent or supervised living in their home or the home of their friends or relatives that help them meet their daily living needs, ensure their well-being and/or reduce the likelihood that they will be placed into alternate living arrangements. Services may include, but are not limited to, household care, personal care and supervision. Includes supervised apartment living, senior companion activities, telephone reassurance, friendly visiting and home health care.

**Work Related and Day Services** - Services delivered for the purpose of promoting vocational participation and self-sufficiency. Services include vocational counseling or activities that promote participation in work or job placement services. Also included is day center services to persons to develop skills necessary for community living.

# DIVISION SERVICES

The Department services are categorized within the following five divisions:

### ADMINISTRATIVE SERVICES DIVISION

Administrative Services encompasses a range of responsibilities, which provide the overall supervision and management of the Department of Human Services. Administrative Services ensure that the programs and objectives of the Department are developed and maintained in accordance with the philosophies and objectives of the Winnebago County Board of Supervisors and County Executive. In addition, the Administrative staff ensures that the programs of the department are carried out in a cost efficient manner, ensuring that all mandated state and federal human service programs are delivered in accordance with established requirements.

Administrative Services include:

- Providing overall direction and management of personnel, financial and service programs of the department.
- The development of the mission, infrastructure and operating procedures for the department.
- Compliance with state, federal, local laws and regulations.
- The provision of long-range goals and directions for the department in achieving strategic plans.
- Preparation, monitoring and management of the department's annual operating budget.
- The negotiation of annual contracts with service providers.
- The evaluation of service delivery inclusive of consumer feedback.
- Participation in labor contract negotiations as requested by Human Resources.
- Establishment of service priorities and applicable consumer "wait lists".

## BEHAVIORAL HEALTH SERVICES DIVISION

The Behavioral Health Division is divided into two programs:

- Alcohol and Other Drug Abuse Services
- Mental Health Services

### **Alcohol and Other Drug Abuse Services**

Alcohol and other drug abuse can best be defined by understanding our service system philosophy. Our stated philosophy is:

We believe that alcoholism and other drug dependency is a disease which, left untreated, robs individuals of a happy, fulfilling life, and ultimately can result in death. This disease is characterized by dependency on alcohol/drugs to the extent that the individual's health is impaired or endangered, and his or her social and/or economic functioning is disrupted. We believe that alcoholism and other drug abuse/dependency are treatable illnesses, and that individuals who are suffering from, or adversely affected by these illnesses, should be afforded and have the right to obtain prompt, quality care and counseling. We recognize and accept that relapses are part of this chronic disease and such relapses should not be used in any way to foster shame or guilt.

The AODA service system is a blend between *contracted* and *county operated* services. Between the two, a full continuum of care exists from prevention to inpatient services.

### **Contracted Services:**

- *Outpatient Service:* Outpatient services are organized nonresidential recovery services provided to persons with a substance related disorder in regularly scheduled individual or group therapy sessions.
- *Residential Service:* Residential services are provided in community based residential facilities (CBRF) licensed and certified by the State Department of Health Services. Residential services are designed to serve persons who are in need of a safe and stable living environment in order to develop sufficient recovery skills. Residential services are of two types – extended care and transitional.

- *Inpatient Service:* Inpatient Services are medically monitored, or managed services, provided in a community based residential facility (CBRF) or a hospital.
- *Detox/ER/Physician:* Detoxification services are designed to achieve safe and comfortable withdrawal for alcohol and drugs. Detox can be provided in various settings including hospitals, community based residential facilities, or home.
- *Other:* On occasion, expenses associated with an ambulance/police transport of an individual between hospitals are paid by our department. Also, in the late 1980's, our department received a special grant to pay for childcare for parents entering AODA treatment. The intent of the small grant was to remove lack of childcare as a barrier to treatment. This grant continues today, although its scope has broadened.

#### County Operated Services:

The Department of Human Services provides a wide range of services that are designed to prevent problems; offer assistance to those trying to access services; offer assistance to those in crisis; and provide specialty residential services to those with a serious and persistent mental illness and an alcohol/drug disorder.

- *Prevention Services:* Since the early 1980's, our department has operated a prevention service. Over the years a variety of strategies were used, all designed to offer the community-at-large better and more accurate information about alcohol and drugs, so more informed decisions could be made by individuals choosing whether or not to use any mood-altering chemical. The Bright Futures Initiative (BFI) is part of our Prevention Services.
- *Intervention Services:* Five and one half (5.5) full-time equivalent AODA counselors / case managers act as the county's single point of entry for AODA and OWI services, including our SSTOP initiative, Misdemeanor Drug Diversion Program, Adolescent outpatient, drug court outpatient services, etc. The counselors assess, authorize and case manage individuals in need of alcohol and/or drug treatment services.
- *Outpatient services:* While limited at this point, it is expected that our current department staff will provide some outpatient services for adults and children / adolescents. At this time, service capacity in the

private sector can be an issue especially when considering payment source.

- *Drug Court:* In 2006, after a year of planning, Winnebago County launched a new Drug Court initiative. This initiative is designed to offer non-violent substance dependent offenders an opportunity to successfully complete alcohol/drug treatment as an alternative to incarceration. The program is intended for Winnebago County residents whose crimes were motivated because of their addiction problem. This initiative is a collaborative effort among many stakeholders (courts, treatment providers, prosecutors, defense attorneys, law enforcement, including our Sheriff's Office, and others).

### **Mental Health Services**

Our Mental Health Program is guided by the principle of least restrictive placement; that individuals can improve from their mental or emotional condition; and those recipients of services must be involved in the formulation of their treatment plan.

The division provides a full range of mental health services, either directly with county staff or through contract agencies.

### **Contracted Services:**

- Inpatient services are medically managed services provided in a general or specialty hospital. Both acute care and long-term inpatient services are available within our continuum of care.
- Residential services are generally transitional in nature and provided in licensed community based residential facilities (CBRF's). These services focus on and provide a variety of habitation or rehabilitation services to assist the consumer in developing the necessary skills to return to independent living.
- Vocational services are utilized to assist consumers in maximizing their work potential and to provide some economic self-sufficiency.

### **Operated Services:**

- *Community Support Program Team:* The purpose of this team is to provide comprehensive community based care in the least restrictive environment consistent with individualized needs. Services include psychiatric evaluation, medication prescription

and monitoring, supportive counseling, psychosocial rehab to help with daily living skills, vocational involvement, etc.

- *Family Services Team:* This team works with children and their families who are court ordered into treatment due to abuse, neglect, or delinquent behavior. Their goals are to help families stay intact whenever possible, reunite if separated, and reduce the possibility of out-of-home placement.  
Beginning in 2008, eligible children served by this team were enrolled in the Comprehensive Community Service program. In 2009, an intensive in-home treatment team (therapist and case manager) was established.
- *Psychotherapy Team:* This team works with indigent or working poor people with no or very limited insurance or only medical assistance. These people are often overwhelmed emotionally and seek help, or are referred by the community. The goal is to quickly lessen distress/danger and return them to adequate functioning.
- *Case Management Team/Comprehensive Community Service Team:* This team's services include psychiatric evaluation; medication prescription and monitoring; supportive psychotherapy; assistance with activities of daily living; vocational assessment and support; crisis management, a range of care similar to Community Support Program, but to a somewhat lesser disabled consumer.
- *Crisis Services:* Our department's Mental Health/AODA crisis service system has various components: a mobile crisis component which operates 16 hours per day; and the above referenced phone service which is in operation 24 hours per day, 365 days per year. An on-call pager system is currently available thus offering 24 hour per day mobile response.
- *Residential Services:* Summit House is an eight bed community based residential facility operated by the Department of Human Services and designed specifically for adults experiencing a crisis situation that does not require a hospital admission, but can not be safely resolved in the person's home. In addition, this facility houses our department's 24 hour Crisis Intervention/Helpline telephone service.

## CHILD WELFARE SERVICES DIVISION

### **Access Services Team**

The Access Team is the starting point where requests for child protective services are evaluated. Initial screening, intake, information and referrals are provided. This unit completes investigation of abuse or neglect of children. Information and referral to community services is an additional part of this team's response to calls from the community. Cases requiring ongoing services are referred to another unit within the agency responsible for ongoing services.

### **Child Protective Services Ongoing Team**

Child Protective Services teams work with families experiencing a variety of problems. These problems may include child abuse or neglect, mental health issues, money management issues, domestic violence, or alcohol and drug abuse.

When it becomes necessary for Child Protective Services to intervene in a family, the main consideration is the safety of the children within the family structure. Services are provided to the entire family as a unit, keeping in mind that the goal is to reduce or eliminate the problems that influence the immediate safety of the children. Family-focused intervention is designed to preserve the family unit when appropriate. It attempts to build on the strengths of the family members to prevent breakup. This type of service focuses on the underlying issues, rather than the obvious symptoms that brought the family to our attention.

Services include individual, family, and group counseling; in-home parent training; home management training; budget counseling; advocacy and permanency planning for children. Staff on these teams work closely with the courts in an effort to reinforce the importance of providing a safe and nurturing environment for children. Team workers make referrals to area service providers, such as hospitals, counseling clinics, AODA resources, mental health facilities and family training services. Child Protective services work involves placement of some children into foster homes or Residential Care facilities. Team Social Workers provide case management services in such cases.

### **Juvenile Intake Services**

Juvenile Court Intake serves the courts by screening all child and juvenile referrals submitted by the Department of Human Services, the police departments, schools, parents and other child serving agencies. It functions under the guidelines established by the circuit courts. Intake prepares and makes recommendations to the court at all secure and non-secure custody review hearings.

The Juvenile Restitution Program is provided where juvenile offenders can compensate their victims and the community through dollars earned or community service.

### **Juvenile Justice Services Ongoing Team**

Juvenile Justice Services teams work with families experiencing problems, which may include juvenile delinquency, or a child who is chronically truant, uncontrollable, or a runaway.

When Human Services intervenes in a family due to the actions of one member, services are provided to the family as a unit, rather than just the individual, whenever possible. The goal of this family-focused approach is to assist families in overcoming problems that may, at times, pressure the family unit to dissolve. This type of approach addresses the underlying problems contributing to the disturbance and emphasizes the integrity and well-being of the family.

Services include background social studies for the court; individual, family and group counseling; family training; home management training; budget counseling; and advocacy. Team workers make referrals to and coordinate services with, area service providers such as hospitals, counseling clinics and chemical dependency programs. Case management services are also provided to youth and families should out-of-home placements into foster care, group home care, Residential Care facilities, or Correctional facilities become necessary.

The Juvenile Justice North team coordinates the Bridges Truancy Program, which is an effort to divert from the court system, youth who are chronically truant, but otherwise not delinquent. A positive approach to dealing with the truancy is utilized, rather than attempting consequences through the Juvenile Court system.

### **Resource Team Services**

The Resource Team administers and supervises placements and services for children and youth. The Resource Team oversees Child

Substitute Care, Shelter Care, Kinship Care, and Day Care. Child Substitute Care Services provides the recruitment, training and licensing of foster parents and supervises the placement of children in foster homes, group homes and institutions. The main emphasis of substitute care services is to provide temporary, short-term placement for children while treatment and rehabilitation efforts are made in order to reunite the natural family. Independent Living Skills are assessed and enhanced for youth 15 years of age and older.

## **ECONOMIC SERVICES DIVISION**

The Economic Services Division is divided into two program areas:

- Family Team
- Long Term Support

W-2 Family Case Managers assist families and able-bodied single adults in finding and retaining employment and determine eligibility for work supports, such as Child Care Assistance, Medicaid/Badger Care Plus, Food Share, Emergency Assistance and Refugee Assistance. The W-2 program provides a cash payment to a small number of families with barriers to employment. They also provide support to the state's Enrollment Services Center regarding eligibility for the childless adult population.

The division contracts with Kaiser Group, Inc. to provide employment counseling, case management and job development.

Economic Support Specialists on the Long Term Support team determine eligibility for Medicaid and Food Share for the elderly and disabled and for disabled parents of minor children. This team also determines eligibility for Family Care.

## LONG TERM SUPPORT DIVISION

Teams within the division support children with disabilities and their families with a long term support need, including families with a child with a developmental delay; provide information and assistance and benefits and options counseling to seniors and adults with developmental and/or physical disabilities, including assisting eligible persons with nutritional and transportation needs.

The Long Term Support Division also provides adult protective services such as elder abuse investigation/interventions, conservatorships, guardianships, and durable power of attorney for finances and health care.

In addition, the Long Term Support Division also oversees the service coordination provided by the contracted case management agency that also provides Birth to Three services.

### **Family Support Team**

The staff of this team helps families and individuals typically aged birth to eighteen, and for some individuals to age twenty-three. The goal is to help families better meet the needs of a son or daughter with a disability, as well as, supporting parents as caregivers. Staff helps families and individuals navigate the services and school systems, assist with locating resources and/or arrange funding to purchase individualized services and supports, as well as, help a person's transition from school to work. This team also works with children's autism services and is in collaboration with other Human Service divisions to support children through the Children's MA Waiver Program.

### **Aging and Disability Resource Center (ADRC)**

The ADRC is a resource center that provides the following services: Information and Assistance to the general public about services, resources and programs, as well as, connect people with those services. Long Term Care Options Counseling to offer consult and advice about the available options to meet individual's long term care needs. Benefits Counseling assists individuals by providing accurate and current information on private and government benefits and programs. Prevention and Early Intervention efforts are intended to keep people

healthy and independent. Access to the Family Care benefit is the responsibility of the resource center to enroll eligible, interested members in a Managed Care Organization or the self directed IRIS program.

The goal of these services and programs is to give seniors and adults with disabilities options and support so they may remain independent, contributing and participating members of the community in which they live. The Winnebago County ADRC Committee advises the services at the county level.

Also within the Aging and Disability Resource Center is the provision of Adult Protective Services, such as adults at risk and elder abuse investigations/interventions; working with individuals, community resources and the courts in coordinating other adult protective services, including guardianships.