

**COUNTY OF CONTRA COSTA  
OFFICE OF THE COUNTY ADMINISTRATOR  
MEMORANDUM**

**DATE:** December 12, 2011

**TO:** Family and Human Services Committee  
Gayle B. Uilkema, Chair  
Federal D. Glover, Vice Chair

**FROM:** Dorothy Sansoe  
Sr. Deputy County Administrator

**SUBJECT:** Referral #94 – Children’s Treatment Center

**RECOMMENDATION**

ACCEPT the report on the history of the Children’s Treatment Center from the Health Services Department, Mental Health Division, and CLOSE the referral to the Committee.

**BACKGROUND**

The Health Services Department, Mental Health Division has been reporting to the Family and Human Services Committee regarding the services provided at the Children’s Treatment Center located on Oak Grove Road in Concord since 1999. Since its opening, the Mental Health Division, along with its interagency partners, has fought to maintain services at this facility. Due to changes in the State budget and the availability of funding, this battle was lost this year. Seneca Residential and Day Treatment Center had been providing services since 2001. Seneca, closed the Residential component of the program on March 31, 2011.

The attached document is intended as a final report and provides a history of the services at the facility.

# CHILDREN'S TREATMENT FACILITY Program History

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1034 Oak Grove Road, Concord, CA.

11/21/2011

Tracing the history of the Children's Treatment Facility (CTF) Program planning, development, and implementation in Contra Costa County.

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# HISTORICAL TIMELINE OF CTF

DATE IN TIMELINE	DESCRIPTION OF ITEM
July 1, 1994	BOS Approved Level XIV Group Home Contract with FamiliesFirst as Provider at 1034 Oak Grove Rd., Concord, CA
January 1, 2001	Mental Health issued RFP for a Community Treatment Facility at 1034 Oak Grove Rod, Concord
October 16, 2001	BOS Approved Contract with Seneca Residential Day Treatment for Community Treatment Facility Contract for \$1964,416 for 2001-2002
November 1, 2001	Board of Supervisors approved Contract with Seneca CTF for \$2,551,900 for 2002 Contract
August 5, 2003	BOS Approved Community Treatment Facility contract with Seneca for \$3,201,350 for 2003-2004
December 3, 2003	BOS Approved Community Treatment Facility Contract with Seneca Residential for \$2,793,150 for 2002-2003
July 13, 2004	BOS Approved Community Treatment Facility Contract with Seneca for \$1,438,425 for 2004-2005
December 6, 2005	BOS Approved Community Treatment Facility Contract with Seneca for 795,300 for 2005-2006
February 6, 2007	BOS Approved Community Treatment Facility Contract with Seneca for \$2,345,066 for 2007
January 8, 2008	BOS Approved Community Treatment Facility Contract for six months with Seneca for \$1,666,820 for 2008
December 9, 2008	BOS Approved Level XIV Contract with Seneca for 4,668,922 for 2008-2009
January 1, 2009	Seneca closed as a Community Treatment Facility and reopened as a Level XIV
December 8, 2009	BOS Approved Level XIV Group Home Contract with Seneca for \$4,429,440 for 2009-2010
October 8, 2010	Governor Schwarzenegger passed legislation relieving County Mental Health of AB3632 responsibility.
February 8, 2011	BOS Approved Level XIV Contract for six months with Seneca for \$935,510 - January 1, 2011 through June 30, 2011
March 31, 2011	Seneca closed its doors.

# Contra Costa Behavioral Health Mental Health Services Community Treatment Facility

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## Overview

In 1995 Contra Costa County contracted with FamiliesFirst to provide a high Level XIV group home at a county-owned facility located at 1034 Oak Grove Road, Concord, CA. It was a collaborative effort with involvement from four participating agencies—Education, Social Services, Probation, and Mental Health. It was the first residential placement facility in Contra Costa to focus on education, and day treatment for the most challenging adolescents in our County with fiscal support from partnering agencies. Its purpose was to divert youth from alternative placements, including State Hospitals, and offer treatment in a less restrictive environment near home. The concept was innovative for its time and there was great pressure, both politically and philosophically, to support its success. However the cost of providing such a program was prohibitive within the bureaucratic structure that it existed. The funding was inadequate to support such a high-level program, especially given the staffing structure required for these high-need residents and the regulatory controls that governed its existence. After four years of struggle, Families First terminated the contract with the County on June 30, 1999.

There still existed enthusiasm for developing a treatment model that would focus on the challenging population of youth described above. State Hospitals were closing and fewer and fewer beds were available for high-end troubled teens. Treatment models such as Community Treatment Facilities (CTFs) were opening up around the state. CTF's, unlike Level XIV's featured locked containment for its residents offering them and staff a safer and more secure environment. The Departments of Mental Health and Social Services were charged with the responsibility of drafting regulations to implement the CTF statute. These Regulations were completed in June 1998. Soon after, an RFP process was undertaken by County Mental Health, and a Mental Health contract was subsequently awarded to Seneca Residential and Day Treatment Center. The Board of Supervisors approved the contract on October 16, 2001 and Seneca was open for business at the 1034 Oak Grove location in Concord on November 1, 2001.

## Funding Issues

### **FY 2001-2002**

#### Seneca CTF Contract Year 1

The program was funded with multiple funding streams which included Aid for Dependent Children (AFDC) from Social Services; Early Periodic Screening and Diagnostic Treatment (EPSDT) from Mental Health; and Non Public School (NPS) funds from Education. In addition to state and federal funding from the three agencies, there was also a CTF State Supplement, County Realignment funds, and income from selling beds to other Counties. The first-year budget for the entire program was over \$4 million. This paper will focus on the costs associated with the Mental Health Department only.

Within three months of opening, the 18-bed facility was fully occupied by thirteen Contra Costa youth; four Solano County clients; and one Seneca discretionary bed. The Contra Costa County Board of Supervisors approved the initial Seneca CTF mental health contract in the amount of **\$1,964,416**. Supplemental costs (costs not paid for by Medi-Cal) to the County totaled \$682,000 which included start-up costs of over \$300,000.

### **FY 2002-2003**

#### Seneca CTF Contract Year 2

The Contra Costa Board of Supervisors approved the second-year CTF contract in the amount of **\$2,551,900**, a \$587,484 increase. The program was gaining local and national attention and was considered a premier program in the state. A one-year anniversary event was organized by Seneca at the Oak Grove site, which was well attended by the county's elected officials, as well as staff and Department heads from the three partner agencies.

Distinguished guests, including Mark Desaulnier, Cynthia Miller and Judge Haight, spoke glowingly of the program's dedication and commitment to the County's most troubled youth. Seneca's motto of "unconditional care" was gathering the interest of local and state officials who respectively accepted invitations to visit the program's "circle time", an on site intense therapeutic session with the kids. Visiting the program and hearing the tragic stories from youth was helpful in fortifying political support for the program's continuation; however, the program was still costing the County \$469,896 in Realignment dollars, and Health Services and the CAO's office directed the department to control costs.

## FY 2003-2004

### Seneca CTF Contract Year 3

The Contra Costa Board of Supervisors approved the third-year CTF contract in the amount of **\$3,201,350**, a \$647,450 increase. The County's supplement was \$426,538. Program closure was being discussed due to the expense to the County.

## FY 2004-2005

### Seneca CTF Contract Year 4

Negotiations to change the funding structure of the program began with Seneca and the County. Over the course of the year, occupancy was reduced from thirteen to five beds, with remaining beds being sold to other Counties. The Board of Supervisors approved a contract for **\$1,438,425**; County Supplement was \$427,050.

## FY 2005-2006

### Seneca CTF Contract Year 5

During the 2005/2006 contract negotiations, Health Services and the CAO's office agreed to restructure the contract terms, eliminating Seneca's rent debt of \$336,000/year to the County. In return, the County would be relieved from appropriating Realignment dollars. The Board of Supervisors approved a contract for **\$795,300**, and no Realignment dollars were used in the contract.

## FY 2006-2007

*July 1, 2006 – December 31, 2007*

### Seneca CTF Contract Year 6

Five beds proved to be inadequate for the number of adolescents in need of the placement at Seneca. Our agency partner, Social Services, had not received a COLA increase in ten years and Mental Health was providing the "patch" necessary to make providers whole. The CTF contract for 06-07 was amended twice to add funds with a final contract payment limit of **\$2,345,066**. The County supplement was \$696,465. The contract was allowed to go into its six-month extension for the purpose of negotiation a program redesign. The program closed as a CTF on December 31, 2007.

## FY 2008

*January 1, 2008 – June 30, 2008*

### Seneca Level XIV Contract Year 7

In February 2007, an RFP process was undertaken by County Mental Health to overhaul the Seneca CTF program and return it to a Level XIV group home. Seneca was the sole bidder. An extraordinary program model was designed which included collaborating agencies West Coast Children's Center, Youth Homes, and Alternative Family Services. The services included extensive assessments, step-down residential placement, and family finding. Seneca was able to treat four times the number of clients than the CTF model allowed by shortening the length of stay and offering innovative program options listed above.

A six-month contract in the amount of \$1,666,820 was approved by the Board of Supervisors on January 8<sup>th</sup>. The County supplement was \$754,600. This was the first year that Individuals with Disabilities Act (IDEA) dollars were used as a revenue budget item. SB 90, a claiming procedure for collecting Federal IDEA funds, allowed Counties to claim charges for seriously emotionally disturbed Special Education students who held an Individual Education Plan (IEP). The process of eligiblizing students for AB3632 began. The revised budget included \$200,000 in IDEA dollars, which helped to reduce County supplemental funding.

## FY 2008-2009

### Seneca Level XIV Contract Year 8

During this fiscal year, every child in the Seneca Level XIV program became eligible for services pursuant to AB3632, regardless of Medi-Cal status. Medi-Cal was the first payor of services, and an SB90 claim was used to collect for services that Medi-Cal did not cover. The Board of Supervisors approved a **\$4,668,922** contract payment limit for Seneca; 50% of the funding was IDEA/SB-90 Funds. On paper, there were no County dollars in the contract.

## FY 2009-2010

The Board of Supervisors approved a contract in the amount of **\$4,429,440** on December 8, 2009. No county dollars were used to fund the contract. AB3632 funded \$442,000. There were no County dollars in the contract.



## FY 2010-2011

On October 8, 2010 the Governor signed into law a bill that relieved Mental Health and Social Services of fiscal responsibility for AB3632 students. This action turned the responsibility for provision of mental health treatment and room and board over to Education. In Contra Costa, Education immediately fell heir to 650 students who were receiving mental health services in the Districts' Special Ed classrooms and in Residential placements in and out of state. When Education officials learned of the unit cost per child at Seneca they took immediate action and began stepping students down to lower levels of care elsewhere. While closing the program may have been eventually inevitable due to its high cost, the Governor's legislative action hastened its final demise. Seneca closed the Residential component of the program on March 31, 2011. School-based services continued until July 30.

Seneca had a closing event at the site where staff, both old and new, met to recount memories and experiences. Unlike the one-year anniversary celebration in 2002, it was a modest and somber event. The distinguished guests who spoke at *this* event were the program's committed staff whose unwavering devotion and commitment to troubled adolescents helped to make this program a premier model in the state.

### Summary

In September 2011 Seneca started an intensive school-based program in Central County called Glenbrook which is devoted to high-end students stepping down from Residential placement. It is a collaborative model with Mt. Diablo School District and Mental Health with funding from Medi-Cal and Educationally Related Mental Health Services (formerly AB3632). This program offers best practices programming and provides the intense supports that these youth require.

Mental Health Services has continued to track the individuals who transitioned from Seneca's program. Some have stepped down from locked out-of-state placements; others have transitioned home and into local schools such as Glenbrook offering intensive day treatment. Two girls have entered the Juvenile Justice system and one boy is currently in Juvenile Hall.

The county facility at 1034 Oak Grove is in program development for a continuum of care for Transitional Age Youth, inclusive of residential care and early intervention to psychosis with emphasis on multi-family treatment consistent with Psychosis Intervention Early Recovery (PIERS) Model.

