Developing a Crosswalk¹ How do Medicaid benefits align with the services and supports delivered to residents in supportive housing?

Big picture considerations

For people with serious mental illness

In many states the Medicaid services that are most often delivered as part of a supportive housing program currently are covered as **Mental Health services (such as rehabilitative services or targeted case management) for eligible persons with a mental illness**, using service definitions and other criteria established by the local mental health / behavioral health system.

- How many (what %) of homeless Medicaid beneficiaries have a diagnosis of serious mental illness?
- How many (what %) of Medicaid beneficiaries who live in supportive housing have a diagnosis of serious mental illness?
- Because many homeless adults have become eligible for and enrolled in Medicaid recently, and some of these people may have been inconsistently enrolled in Medicaid. Medicaid data from years prior to 2014 may not provide a complete picture of the number of homeless persons who are now enrolled in Medicaid, who also have a mental illness.

Medicaid-covered mental health services such as Assertive Community Treatment (ACT) and Community Support can deliver many of the supports that are needed to help people experiencing chronic homelessness get into housing, and help residents of supportive housing keep their housing and achieve other goals related to recovery, wellness and community integration.

- One provider of ACT services for people living in PSH estimates that Medicaid reimbursement covers about 80-85% of the costs of these services.
- For people experiencing homelessness who have serious mental illness but are not already engaged in mental health services, it can sometimes be challenging to ask them to complete assessments and give consent develop a treatment plan. Housing First programs do not require people to consent to treatment before they are offered supportive housing, but instead work to engage people in the services they need to get and keep housing.

For people without a serious mental illness

Some of the people who need or live in supportive housing do not have a serious mental illness. There are many people experiencing chronic homelessness who are highly vulnerable, but do not have a serious mental illness. People with other types of health conditions may be prioritized for supportive housing based on their vulnerability, taking into consideration conditions that include substance use disorders, brain injuries, trauma and victimization, chronic or life-threatening health conditions (liver disease, cancer, HIV/AIDS, heart disease, stroke, etc.) and disabilities related to cognitive impairments, mobility impairments, etc., as well as their frequent and avoidable utilization of crisis and inpatient health services.

Persons experiencing homelessness who have other types of disabilities or health conditions are usually <u>not</u> eligible to receive Medicaid-covered mental health services such as Assertive Community Treatment (ACT) and Community Support if they do <u>not</u> also have a serious mental illness.

¹ This document was developed by Carol Wilkins as a workshop handout for the NAEH 2015 National Conference on Ending Homelessness.

In addition to mental health services for eligible persons with serious mental illness, Medicaid can pay for other types of services and supports for beneficiaries who are vulnerable and have complex health and behavioral health needs. There are opportunities to expand the use of other types of Medicaid services and benefits to cover some of the services in supportive housing for vulnerable and chronically homeless adults who do not have a serious mental illness.

- For example some states use Medicaid reimbursement for rehabilitative services to address substance use disorders. Depending upon state policies, Medicaid-reimbursed treatment and recovery support services may include a range of services that can be delivered in a certified treatment program or community-based settings that could include a consumer's home. Some states provide Medicaid reimbursement for substance use services only if the services are delivered in designated settings that are certified as treatment programs.
- A growing number of people experiencing homelessness and tenants of supportive housing are older adults. In many states Medicaid covers **Home and Community Based Services (HCBS)** that are intended to help seniors and people with disabilities live in their own homes or other community settings, with services that include assistance with activities of daily living. To meet the needs of some tenants, supportive housing providers may want to explore collaborations with providers of these types of services or consider developing the capacity to delivery some of these Medicaid-reimbursed services

Medicaid managed care and the responsibilities of MCOs

It is important to understand how Medicaid managed care works in your state.

- Which groups of Medicaid beneficiaries are enrolled in managed care plans?
- Which types of Medicaid services are delivered through managed care plans?
- How many Medicaid managed care plans are operating in your state or region? Which plans enroll most supportive housing tenants or people experiencing homelessness?

Some states' contracts with **Medicaid managed care plans** (MCOs) require the plans to provide **care coordination services** to ensure that all members gain access to needed medical, social, and other health-related services. MCOs may be required to provide **case management** services, which are more intensive care coordination services, to members who have multiple, complex, or intensive health care problems that require frequent and sustained attention, including persons with mental health care needs or complex psychosocial needs which could adversely affect their health status. States' contracts with MCOs may specify that these case management services can be delivered by the MCO or by a case management contractor.

SERVICES IN SUPPORTIVE HOUSING AND MEDICAID BENEFITS

NOTE: In order for Medicaid reimbursement to be available for covered services, the services described below must be medically necessary, based on the person's diagnosis and functional impairments.

In general, Medicaid <u>rehabilitative</u> services are often covered for persons with serious mental illness, and these services must be intended to restore functioning that has been impaired by the person's mental health disorder, and related to goals included in the consumer's individualized service (recovery) plan.

Services typically provided in supportive housing ² • with examples of services and/or practices	Services Medicaid may cover as poenefits Examples of mental health services: • Assertive Community Treatment (ACT) • Community Support	Other behavioral health services may include: • Assessment and counseling services • Substance use disorder treatment and recovery support services	Services that may be covered as part of other Medicaid benefits • medical care (including FQHC) • managed care / care coordination & case management • Home and Community Based Services (HCBS) • Health Home services	Gaps and limitations: Services Medicaid does <u>not</u> cover / pay for in many states
Who is eligible to receive these services?	Usually limited to persons with serious mental illness who also meet additional criteria	Persons with • less severe (mild to moderate) mental health disorders • substance use disorders	Some of these services available to all Medicaid beneficiaries Additional criteria associated with eligibility for some services	
Assessment & identifying client needs This includes some services that may be provided before a person enters supportive housing • Gathering documents for determining eligibility for	Diagnostic/Assessment Completing an intensive clinical and functional evaluation of a Consumer's mental health condition that results in an Assessment Report with recommendation for service delivery that provides the basis		Primary care Services provided by FQHC or other medical providers include screening, health risk assessments, and diagnostic procedures as part of health care	Initial assessments of homeless clients' service needs is often done by providers of homeless assistance and/or supportive housing, and not by Medicaid service providers.

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² This list of services typically provided in supportive housing is adapted from Medicaid Crosswalk reports and other documents prepared by CSH for several other states. CSH has generously shared these resources to support the development of this Crosswalk document

housing assistance and	for the development of an	Managed Care (MCO)	Some people with serious
services	Individualized Recovery Plan	Screening and	mental illness and/or
• Intake interview(s) for	("IRP").	Assessments	substance use disorders who
program(s) & services	Determining whether the	MCOs are required to use	experience chronic
 Conducting assessments 	Consumer is appropriate for and	health risk questionnaires,	homelessness may not be
& reassessments	can benefit from additional	as a screening tool to	ready or motivated to engage
Arranging for further	mental health services, based	identify special needs	in treatment. Assessments
testing & evaluation	upon diagnosis, presenting	populations within 60 days	and identification of client
Documenting assessment	problems and recovery goals	of enrollment.	needs may need to be
activities			completed while service
		MCOs must develop and	providers are working on
		use data & algorithms and	engagement and increasing
		other methods to identify	motivation to participate in
		enrollees with multiple,	treatment.
		complex, or intensive	
		health care problems, who	Health plans MCOs) use
		need case management	medical & pharmacy claims
		services.	data and attempt to contact
			members by telephone or
		MCOs employ outreach	mail. In general, service
		workers or social workers	needs related to housing, food
		who attempt to find and	security, income, etc. are not
		engage members who seem	included in these screenings
		to need case management	and assessments.
		services	
			People who are experiencing
			homelessness and supportive
			housing tenants with
			behavioral health disorders
			who have long histories of
			homelessness may not be
			responsive to health risk
			assessments conducted by
			telephone or mail.
			MCO outreach workers and
			social workers may find it difficult to coordinate with
			and share information with
			providers of PSH & homeless
			providers of PSH & nomeless

 Service plan development Developing service plan with client Writing and updating a service plan / documenting service plan development Determining who (which people or organizations) will provide needed services 	Developing a self-care oriented Individualized Recovery Plan. Services and interventions shall be highly individualized and tailored to the needs and preferences of the consumer, with the goal of maximizing independence and supporting recovery.	As part of case management for identified enrollees with multiple complex, or intensive health needs, MCOs must develop a treatment plan, based on comprehensive assessment of enrollee's condition and needs, with mutually agreed upon goals and services, with client consent.	assistance. MCOs and PSH providers lack familiarity with each other. MCOs report that it is often difficult to find and engage with members who have complex health and psychosocial needs, including homeless people, and those members often do not give consent to participate in case management.
 Helping people get housing Help consumers complete applications and provide documents needed to qualify for housing assistance Help with housing search and coaching for interviews Help with communicating with landlords, understanding lease terms, requesting reasonable accommodations if needed Help with setting up utilities Help to get furniture and household supplies Move-in assistance 	Psychosocial rehabilitation and skill development Interpersonal, social, and interpersonal skill training Individual mental health service and support intervention for the development of interpersonal and community coping skills, including adapting to home, school and work environments Assistance and support for the Consumer in stressor situations Services and interventions shall be highly individualized and tailored to the needs and preferences of the consumer, with the goal of maximizing independence and supporting recovery.		To be covered as mental health rehabilitation, services must focus on development/ restoration of skills that have been impaired by symptoms of mental illness. Service provider communications on behalf of a consumer (e.g. with housing providers, utility companies, etc.) are often not covered, but helping a consumer with the skills they need to communicate with a landlord (etc.) could be covered. Some collateral contacts may be covered services, depending on service definitions adopted by the state.

Psychosocial rehabilitation and **Ongoing tenancy supports** To be covered as mental health rehabilitation, services • Help consumer with skill development ongoing communication must focus on development/ with landlords, problemrestoration of skills that have Individual mental health service been impaired by symptoms solving for needed repairs and support intervention for the or resolving disputes development of interpersonal and of mental illness. Service provider communications on Help to communicate with community coping skills, including adapting to home, behalf of a consumer (e.g. and resolve conflicts with with landlords) are not neighbors school and work environments covered mental health Help to understand and rehabilitation services, but comply with lease terms Assistance and support for the helping a consumer with the Help to pay rent on time Consumer in stressor situations skills they need to and negotiate agreements communicate with a landlord for paying past due rent Assisting the Consumer in (etc.) could be covered. Help with paying utilities symptom self-monitoring and Eviction prevention self-management for the identification and minimization of the negative effects of psychiatric **Independent living skills** Mental health rehabilitation symptoms which interfere with services must focus on coaching the Consumer's daily living, • Personal hygiene and self development/ restoration of financial management, personal skills that have been impaired care development or school or work by symptoms of mental Housekeeping performance illness. Some people who Apartment safety have experienced chronic Cooking / meal Assistance to the Consumer in homelessness never acquired preparation increasing social support skills some of these skills, so Nutrition education and networks that ameliorate life teaching new skills may not Shopping on a budget, stresses resulting from the be covered if considered getting free or low-cost Consumer's mental illness or habilitation (rather than food emotional disturbance and are rehabilitation) Using public necessary to enable and maintain transportation the Consumer's independent Access to community living resources (e.g. libraries, parks, opportunities for Developing strategies and integration) supportive mental health interventions for avoiding out-ofhome placement

	ACT services are intensive, community-based and mobile with 24/7 coverage. Services and interventions shall be highly individualized and tailored to the needs and preferences of the consumer, with the goal of maximizing independence and supporting recovery.		
Coordination with primary care and other medical services • Help to make appointments and reschedule as needed • Help to find / use transportation to get to appointments • Accompany the consumer to appointments as needed to build confidence, understand / communicate with health care providers, and support skill-building • Help to arrange or schedule visits with needed medical services (e.g. home health, specialists, etc.) • Helping consumers communicate with medical providers and pharmacy about potential side effects or interactions related to multiple medications for medical and behavioral health	Mental health-related medication prescription, administration, and monitoring Psychosocial rehabilitation and skill development Assistance to the Consumer in increasing social support skills and networks that ameliorate life stresses resulting from the Consumer's mental illness or emotional disturbance and are necessary to enable and maintain the Consumer's independent living ACT team includes a registered nurse who provides nursing services for ACT consumers and works with the team to monitor consumers' clinical status and response to treatment and functions as a primary practitioner for a caseload of consumers. ACT team psychiatrist works with the team to monitor consumers'	For members who agree to participate in case management, MCOs must provide intensive care coordination services including authorization of care and monitoring receipt of services, facilitating transfer of medical information among providers, and assisting with access to medical, social, and other services. Some FQHCs and other primary care providers have staff (social workers, Community Health Workers) who provide assistance with some of these services For older (age 55+) adults with chronic health conditions and/or disabled adults, some additional services may be available (e.g. home health, personal	To be covered as mental health rehabilitation, services must focus on development/ restoration of skills that have been impaired by symptoms of mental illness. Services that are directly focused on helping people access appropriate medical care and understand / manage medical conditions are not covered as mental health rehabilitation if not related to mental health-related medications and/or functional impairments that result from the diagnosed mental illness. Most of the services offered by medical providers and/or health plans are delivered in a clinic/ office setting or by telephone. Services are not frequently delivered in the person's home.

conditions and other substances (for consumers with substance use problems) • End of life planning	clinical status and response to treatment and directs psychopharmacologic and medical treatment		Follows the Person – Home and Community Based services)	
services to address problematic substance use / substance use disorders Motivational interviewing Substance abuse counseling Coordination with substance abuse treatment programs and/or Medication-Assisted Treatment (e.g. help to enroll, encouragement to participate) Help to keep drug dealers and friends / family members with problematic substance use out of the consumer's apartment	Crisis assessment and intervention Assistance and support for the Consumer in stressor situations Individual mental health service and support intervention for the development of interpersonal and community coping skills, including adapting to home, school and work environments Developing mental health relapse prevention strategies and plans. Substance abuse treatment for consumers with a co-occurring addictive disorder ACT team includes an addiction counselor who provides or accesses substance abuse services for consumers and serves a caseload of consumers. ACT services are intensive, community-based and mobile with 24/7 coverage.	Substance use disorder treatment and/or rehabilitation services, including counseling and recovery support services. Depending on state policy and which Medicaid authority is used to provide coverage for these benefits, services may be delivered in community settings (outside of treatment facilities) – or may be covered only if delivered in certified treatment facilities	For members who agree to participate in case management, MCOs must assist with referrals to mental health and alcohol & drug abuse treatment services and ensure coordination between medical and behavioral health providers	In PSH, tenants whose substance use jeopardizes housing stability are often not actively engaged in substance use treatment services. In many states, substance use treatment services are covered only if provided in certified treatment facilities, not in a person's home or other community settings
 Support groups Help to facilitate consumer's participation in AA/NA or other existing support groups 	Psychosocial rehabilitation and skill development Assistance to the Consumer in increasing social support skills			

 Facilitate support groups for consumers with shared needs and interests (e.g. women in recovery) Peer support, mentoring 	and networks that ameliorate life stresses resulting from the Consumer's mental illness or emotional disturbance and are necessary to enable and maintain the Consumer's independent living Developing mental health relapse prevention strategies and plans. Assisting the Consumer in symptom self-monitoring and self-management for the identification and minimization of the negative effects of psychiatric symptoms which interfere with the Consumer's daily living, financial management, personal development or school or work performance.		
Referral, monitoring, and follow-up Identify and connect consumers to mainstream / community services and resources to meet identified needs and goals Make formal referrals and provide documentation as needed for services provided by other organizations Help to make appointments and reschedule as needed Help to find / use transportation to get to other services	Psychosocial rehabilitation and skill development Interpersonal social and interpersonal skill training Individual mental health service and support intervention for the development of interpersonal and community coping skills, including adapting to home, school and work environments	For members who agree to participate in case management, MCOs must assist enrollees to access and/or schedule other medical, social, educational, or other services, and assist with referrals to mental health and alcohol & drug abuse treatment services and ensure coordination between medical and behavioral health providers Health Home benefits	Note – proposed new Health Home benefits will expand coverage for; this is expected to eliminate some gaps in covered services for people who are currently receiving Community Support, if their Community Support provider establishes a Health Home team

Accompany the consumer to appointments, other services as needed to build confidence and support skill-building		include coverage for care coordination, individual and family support, and for referral to community and social support services	
Medication management/	Mental health-related medication	MCO case managers must	
 monitoring Educating consumers about psychotropic medications or other medications, including effects (and side-effects) and interactions with other medications / substances Helping consumers manage their own medications (e.g. help set up pill boxes or reminders) Reminders / encouragement to take medications as recommended and get refills 	prescription, administration, and monitoring Symptom assessment, management, and individual supportive therapy Assisting the Consumer in symptom self-monitoring and self-management for the identification and minimization of the negative effects of psychiatric symptoms which interfere with the Consumer's daily living, financial management, personal development or school or work performance Developing mental health relapse prevention strategies and plans. ACT team psychiatrist works with the team to monitor consumers' clinical status and response to treatment and directs	educate enrollees about their conditions, techniques for illness self-management, and administration of medication or other treatments. Primary care providers including FQHCs may provide assistance with some of these services. These services usually provided in clinic / office or by telephone (not home visits) Health Home benefits include coverage for • health promotion • individual and family support	
	psychopharmacologic and		
Outreach / in-reach and	medical treatment Crisis assessment and	Primary care provider	Medicaid reimbursement for
engagement/ re-engagement	intervention	and/or health plan may	mental health rehabilitation
Identifying and engaging		provide assistance with	services does not cover time
(or re-engaging) with	Assistance and support for the	some of these services for	spent looking for / trying to
people who are un-served, under-served, or not	Consumer in stressor situations	persons with frequent / avoidable use of hospital	make contact with the consumer or travel time to go

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effectively connected with	_		services.	to consumer's home or other
needed services	Symptom assessment,		3.500	location.
Building trusting	management, and individual		MCO case management	
relationships using	supportive therapy		programs must identify and	
trauma-informed			effectively manage	
approaches	Psychosocial rehabilitation and		authorization for treatment	
 Engaging with people 	skill development		for enrollees with high-cost	
who have frequent /	_		and/or high-risk conditions.	
avoidable use of other	Assistance to the Consumer in			
crisis or inpatient services	increasing social support skills		MCO case management	
•	and networks that ameliorate life		services include assisting in	
	stresses resulting from the		planning for and arranging	
	Consumer's mental illness or		the services called for in	
	emotional disturbance and are		discharge plan after hospital	
	necessary to enable and maintain		treatment.	
	the Consumer's independent			
	living			
	Developing strategies and			
	supportive mental health			
	interventions for avoiding out-of-			
	home placement			
Entitlement assistance /	Psychosocial rehabilitation and			
benefit counseling	skill development			
• Identify mainstream	skin development			
benefits for which	Interpersonal social and			
consumer is eligible but				
not currently receiving	interpersonal skill training			
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• Assist with the application process as needed (e.g.	Assistance and support for the			
	Consumer in stressor situations			
accompany consumer to				
make application, provide copies of documentation,				
help get additional				
documents)	Davids as a sial mahahilitation and	Assistance and summer for		Mantal haalth mhahilitetis
Increasing income and job	Psychosocial rehabilitation and	Assistance and support for		Mental health rehabilitation
skills / employment	skill development	the Consumer in stressor		services focus on
opportunities		situations		interpersonal and community
Helping consumers	Interpersonal social and			coping skills, including skills

identify employment goals	interpersonal skill training			needed to function in a work
	interpersonal skin training	Y 12 2 1 1 1 1 1 1 1 1		environment; services that
• Financial literacy / asset		Individual mental health		·
building and assist with		service and support		focus on job-related skills and
establishing & using bank		intervention for the		work responsibilities are not
accounts and managing		development of		covered by Medicaid
credit / debts		interpersonal and		
 Helping consumers access 		community coping skills,		
education and training		including adapting to home,		
opportunities		school and work		
Helping tenants		environments		
understand the potential				
impact of earned income		Assisting the Consumer in		
and income disregards on		symptom self-monitoring		
other benefits and rent		and self-management for		
contributions		the identification and		
Job coaching and		minimization of the		
employment support for		negative effects of		
skills needed to get and		psychiatric symptoms		
		which interfere with the		
keep a job		Consumer's daily living,		
Help to get work clothing,		3 0,		
tools, etc.		financial management,		
Supported employment		personal development or		
		school or work performance		
Facilitating community	Psychosocial rehabilitation and			
integration	skill development			
Facilitating community				
activities (with other	Interpersonal social and			
residents / neighbors) that	interpersonal skill training			
include people with and				
without disabilities (e.g.	Assistance and support for the			
celebrations, community	Consumer in stressor situations;			
garden, neighborhood				
safety meetings)	Assistance to the Consumer in			
Helping consumers learn	increasing social support skills			
to use public	and networks that ameliorate life			
transportation	stresses resulting from the			
Helping consumers access	Consumer's mental illness or			
cultural events or other	emotional disturbance and are			
resources and activities in	necessary to enable and maintain			
resources and activities in	necessary to enable and maintain		<u> </u>	

the surrounding	the Consumer's independent		
community	living		
Family and children's	Psychosocial rehabilitation and		Mental health rehabilitation
services	skill development		services focus on
• Parenting education,	r		interpersonal and community
supports and mentoring	Individual mental health service		coping skills, including
Connections to child care	and support intervention for the		parenting skills; services that
Assistance / coordination	development of interpersonal and		focus on the needs of
with child welfare	community coping skills,		children, youth or other
services	including adapting to home,		family members are not
Educational and	school and work environments		covered if the family member
recreational activities for			is not an eligible consumer of
children and youth	Education, support and		mental health rehabilitation
Youth development and	consultation to Consumers'		services.
leadership opportunities	families and/or their support		
• Counseling for children	system, which is directed		
and youth	exclusively to the well-being and		
Training in household	benefit of the Consumer.		
safety			
Family counseling	Assistance and support for the		
Conflict resolution/	Consumer in stressor situations		
mediation			
Domestic Violence	Crisis assessment and	MCO case management	
interventions	intervention	services should be provided	
• Crisis / safety planning		to persons with high-risk	
• Crisis intervention	Psychosocial rehabilitation and	pregnancies, including	
• Assistance with access to	skill development	enrollees with domestic	
legal services		violence in the home	
Counseling	Interpersonal social and		
• Conflict resolution/	interpersonal skill training		
mediation			
	Assistance and support for the		
	Consumer in stressor situations		
	Education, support and		
	consultation to Consumers'		
	families and/or their support		
	system, which is directed		
	exclusively to the well-being and		

	handle of the Consumer	T	
A	benefit of the Consumer		Madiati and C
Assistance with legal issues	Crisis assessment and		Medicaid cannot pay for
including contacts with	intervention		services delivered while the
police, arrests, warrants,			consumer is in jail or prison.
fines, court appearances, re-	Assistance and support for the		
entry from jail or prison,	Consumer in stressor situations		Medicaid reimbursement for
compliance with terms of			mental health rehabilitation
pre-trial release or	Individual mental health service		services does not cover time
probation/ parole, etc.	and support intervention for the		waiting for the client in jail or
• Explaining / helping	development of interpersonal and		court, or participating (e.g.
consumer understand legal	community coping skills,		providing testimony) in legal
issues & procedures	including adapting to home,		proceedings
Helping consumer manage	school and work environments		
behavior and			
communicate effectively			
in stressful situations			
Helping consumer			
develop skills and			
strategies for complying			
with requirements of legal			
/ criminal justice system			
Accompanying consumer			
to court appearances or			
other contacts with legal			
system to build trust,			
manage symptoms and			
support the use of			
appropriate skills/			
behaviors			
Meeting the consumer			
upon release from jail to			
help with safe return to			
housing			
Assist with civil legal			
issues, debt reduction			
issues, acoi icauciion		1	