

# Strategic Focus Area:

# Health & Human Services



# Strategic Plan

## Pinellas County Government

*Strategic Focus Area:  
Health and Human Services*

Preliminary approval given the by BCC on September 13, 2005  
Final adoption by the BCC on February 14, 2006

## Distinguishing characteristics of this focus area:

This focus area concentrates on the Health and Human Services funding and service responsibilities of the Board of County Commissioners, including: health care, mental health and substance abuse, homelessness, public assistance and other related services and responsibilities assigned by the state or assumed by the County.

## Environmental scan

### Descriptive Data

This section provides both demographic and polling data regarding public concerns and priorities in the five areas listed below. Data is presented first from a national perspective and then from a Pinellas County perspective. The five areas of review include:

- Economic issues including persons in poverty and the working poor.
- Health issues, including health care and health insurance.
- Mental Health issues.
- Substance Abuse issues.
- Affordable Housing and Homelessness issues.

### National Data on the scope of the issues

- According to the U.S. Bureau of the Census, in 1997 there were approximately 34,859,520 families with an income of less than \$25,000 a year.<sup>1</sup>
- The working-poor rate—the ratio of the working poor to all individuals in the labor force for at least 27 weeks—was 5.3 percent in 2003. The rate was unchanged from the rate reported in 2002.<sup>2</sup>
- During 2003, two-thirds of those classified as working poor were employed in one of the following three broad occupational groups: Service; sales and office; or production, transportation, and material moving.<sup>3</sup>
- Nearly 45 million Americans are uninsured.<sup>4</sup>
- Four out of five (82%) of the uninsured are in working families: 70% live in households with a full-time worker and 12% with a part-time worker.<sup>5</sup>

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<sup>1</sup> Working hard but staying poor. 1999. Heldrich Work Trends Survey, 1, 3. Center for Workforce Development. Rutgers University.

<sup>2</sup> Profile of the Working Poor. U.S. Department of Labor, U.S. Bureau of Labor Statistics, March 2005, Report 983

<sup>3</sup> Profile of the working poor. Op. cit.

<sup>4</sup> California Health Care Foundation. Health Care Costs 101 -- 2005. 02 March 2005.

<sup>5</sup> Urban Institute/Kaiser Commission on Medicaid & the Uninsured analysis of

- In general, 19 percent of the adult U.S. population have a mental disorder alone (in 1 year); 3 percent have both mental and addictive disorders; and 6 percent have addictive disorders alone.<sup>6</sup>
- 5.4 percent of adults are considered to have a “serious” mental illness (SMI) (Kessler et al., 1996). (Mental disorders that interfere with some area of social functioning). About half of those with SMI (or 2.6 percent of all adults) were identified as being even more seriously affected, that is, by having “severe and persistent” mental illness (SPMI) (NAMHC, 1993; Kessler et al., 1996).<sup>7</sup>
- Children and adolescents with a serious emotional disturbance (SED) number approximately 5 to 9 percent of children ages 9 to 17 (Friedman et al., 1996b).<sup>8</sup>
- An estimated 19.5 million Americans aged 12 or older were current users of an illicit drug in 2003. This estimate represents 8.2 percent of the population.<sup>9</sup>
- The primary cause of homelessness is a lack of housing that very low-income people can afford. Over 5 million low-income families pay half of their income for housing or live in severely substandard conditions.<sup>10</sup> In 1970, there were 300,000 more affordable housing units available than there were low-income households in need.<sup>11</sup> In 2001, there were 4.7 million more low-income households that needed housing than there were affordable housing units.<sup>12</sup>

## Local data and trends

- 9.9% of persons at poverty level or below.
- 30% of children on free and reduced lunch.<sup>13</sup>
- In 2003, approximately 22,000 persons were unemployed.<sup>14</sup>
- 11.2% of families in Pinellas County with children live in poverty.
- 13.9% of children under 18 live in poverty.
- 90,000 persons under 65 are uninsured.<sup>15</sup>
- 16,000 adults with serious mental health issues.
- 126,000 adults with some mental health disorder.

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<sup>6</sup> [http://www.surgeongeneral.gov/library/mentalhealth/chapter2/sec2\\_1.html](http://www.surgeongeneral.gov/library/mentalhealth/chapter2/sec2_1.html)

<sup>7</sup> Ibid.

<sup>8</sup> Ibid

<sup>9</sup> <http://www.nida.nih.gov/about/welcome/aboutdrugabuse/trends/>

<sup>10</sup> U.S. Department of Housing and Urban Development, Office of Policy Development and Research. Trends in Worst Case Needs for Housing, 1978-1999: A report to Congress on Worst Case Housing Needs Plus Update on Worst Case Needs in 2001. Washington, DC: U.S. Department of Housing and Urban Development.

<sup>11</sup> Daskal, J. (1998, June). *In Search of Shelter: The Growing Shortage of Affordable Rental Housing*. Washington DC: Center on Budget and Policy Priorities.

<sup>12</sup> Alexander, B. (2003, June). *The State of the Nation's Housing: 2003*. Cambridge, MA: Joint Center for Housing Studies for Harvard University

<sup>13</sup> FMHI Needs assessment survey. 2005. Pinellas County Government.

<sup>14</sup> FMHI, op. cit.

<sup>15</sup> FMHI op. cit.

- 10,658 of the 415,199 households in Pinellas County were linguistically isolated in 2000.<sup>16</sup>
- Approximately 22,000 homeless during the course of a year.

## Public Opinion survey Data

### Poverty

- Survey questions asking about "the poor" elicit far more positive attitudes than those asking about "welfare." For example, while majorities want the problems of the poor to be a priority for Congress, people are also divided on whether "welfare recipients" really need the help. In survey results, the poor are characterized as people who work hard, but just can't earn enough money to support their families, and Americans show broad support for a number of proposals to help them make ends meet. By contrast, Public Agenda's research has suggested that for most Americans, the term "welfare" seems to evoke a vision of a failed and fundamentally flawed government system reviled both by those on welfare and the general public.<sup>17</sup>
- 29% of Americans say that poverty and homelessness is a very important issue and 42% say it is important. 24% said the issue is moderately important and 4% said it was unimportant.<sup>18</sup>
- 70 to 75% of Americans favor poverty programs that help people get jobs and that require accountability.<sup>19</sup>
- In households with \$80,000 plus income and in households with \$125,000 plus income the belief that local governments don't do enough for the poor is held by 3 to 2 ratio over those who believe enough is being done.<sup>20</sup>
- When voters were asked about a candidate who wanted to fight chronic child hunger in the United States, but tied that to work requirements for parents and anti-fraud efforts, 80.7 percent of voters were more likely to vote for the candidate—and 38 percent were much more likely.<sup>21</sup>
- Fifty-three percent of all adults think the government should do more to help the needy, even if it means taking on more debt or higher taxes, while 35 percent think government can't afford to do anything more. And half (50%) feel that government benefits today don't go far enough to help poor people live decently.<sup>22</sup>

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<sup>16</sup> The Census Bureau defines a household as linguistically isolated if all household members 14 years old and over have at least some difficulty speaking English

<sup>17</sup> [http://www.publicagenda.org/issues/red\\_flags.cfm?issue\\_type=welfare](http://www.publicagenda.org/issues/red_flags.cfm?issue_type=welfare)

<sup>18</sup> [http://www.publicagenda.org/issues/pcc\\_detail2.cfm?issue\\_type=welfare&concern\\_graphic=pccwelfarepriorityRF.jpg](http://www.publicagenda.org/issues/pcc_detail2.cfm?issue_type=welfare&concern_graphic=pccwelfarepriorityRF.jpg)

<sup>19</sup> McLaughlin and Associates, July 23, 2002, p. 50; McLaughlin and Associates, June 2003, p. 30. [http://www.ppionline.org/documents/poverty&public\\_opinion\\_0404.pdf](http://www.ppionline.org/documents/poverty&public_opinion_0404.pdf)

<sup>20</sup> Ong, P. & Haselhoff, K. (2005). "Residents Say Local Government Is Not Doing Enough For the Poor ." *SCS Fact Sheet*, Vol. 1, No. 6, UCLA Lewis Center for Regional Policy Studies.

<sup>21</sup> McLaughlin and Associates, July 23, 2002, p. 10. [http://www.ppionline.org/documents/poverty&public\\_opinion\\_0404.pdf](http://www.ppionline.org/documents/poverty&public_opinion_0404.pdf)

<sup>22</sup> <http://www.issuespa.net/polls/point/13476/13462/> 2005

- 18% of Americans worry a great deal about being poor.<sup>23</sup>
- 44% of Americans believe people on welfare could get along without it if they really tried, 47% believe people really need the help.<sup>24</sup>
- 45% of American's worry that people take advantage of welfare.<sup>25</sup>
- Table 1 shows public beliefs about the causes of poverty.<sup>26</sup>

**Table 1: Public beliefs about the causes of poverty**

Causes of Poverty	Major	Minor	Not a cause	Don't know
Drug abuse	70%	24%	5%	2%
Medical bills	58%	32%	7%	2%
Decline in moral values	57%	29%	12%	3%
Too many part-time or low-wage jobs	54%	32%	10%	4%
Too many single parents	54%	32%	12%	2%
Poor people lacking motivation	52%	35%	9%	4%
Poor public schools	47%	36%	13%	4%
The welfare system	46%	37%	11%	7%
A shortage of jobs	34%	41%	23%	2%

### Health Care Perceptions

- 81 percent of Americans favor increasing Medicaid and the Children's Health Insurance Program, and only 15 percent oppose such an increase.<sup>27</sup>
- Almost 50 percent of the American public says they are very worried about having to pay more for their health care or health insurance, while 42 percent report they are very worried about not being able to afford health care services.<sup>28</sup>
- In April 2005, over one-third of the public (35%) with health insurance said they were very worried about losing their coverage, and another seventeen percent said they were somewhat worried. However, to put these worries in context, it's important to note that a much higher proportion is worried about

<sup>23</sup>[http://www.publicagenda.org/issues/pcc\\_detail2.cfm?issue\\_type=welfare&concern\\_graphic=pccwelfareworry.jpg](http://www.publicagenda.org/issues/pcc_detail2.cfm?issue_type=welfare&concern_graphic=pccwelfareworry.jpg)

<sup>24</sup>[http://www.publicagenda.org/issues/pcc\\_detail2.cfm?issue\\_type=welfare&concern\\_graphic=pccwelfareneedRF.jpg](http://www.publicagenda.org/issues/pcc_detail2.cfm?issue_type=welfare&concern_graphic=pccwelfareneedRF.jpg)

<sup>25</sup> [http://www.publicagenda.org/issues/pcc\\_detail.cfm?issue\\_type=welfare&list=13](http://www.publicagenda.org/issues/pcc_detail.cfm?issue_type=welfare&list=13)

<sup>26</sup>[http://www.publicagenda.org/issues/pcc\\_detail2.cfm?issue\\_type=welfare&concern\\_graphic=pccwelfarecause.jpg](http://www.publicagenda.org/issues/pcc_detail2.cfm?issue_type=welfare&concern_graphic=pccwelfarecause.jpg)

<sup>27</sup> "Poverty and Welfare: People's Chief Concerns," *Public Agenda*, 2004, [http://www.publicagenda.org/issues/major\\_proposals\\_detail.cfm?issue\\_type=welfare&list=5](http://www.publicagenda.org/issues/major_proposals_detail.cfm?issue_type=welfare&list=5).

<sup>28</sup> The Henry J. Kaiser Family Foundation. Health Care Worries in Context with Other Worries 2004. 04 October 2004

- having to pay more for health care and insurance than is worried about losing their coverage.
- The public is concerned about the issue of the uninsured, with nearly eight in ten saying that increasing the number of Americans covered by health insurance is a very important priority.<sup>29</sup>
  - Seven in 10 (69%) say they would favor government action to provide health insurance for everyone, if it means higher taxes.<sup>30</sup>
  - In 2000, more than six in ten adults (63%) knew that the number of Americans without health insurance had increased in the previous 10 years.<sup>31</sup> However, the public is less knowledgeable about who the uninsured are. Since 1994, around half the public has incorrectly believed that the uninsured are more likely to be unemployed or from families where no one is employed.<sup>32</sup>
  - Majorities know that the uninsured are less likely than those with insurance to have had a recent physician visit (74%), to have a regular source of care (68%), to get needed care (64%), and to use preventive health services (62%). Two-thirds (65%) also know that the uninsured are more likely to put off seeking medical care. However, over half of Americans (52%) do not realize that the uninsured are more likely than the insured to have hospital or emergency room visits that could have been avoided, and 55% think that most people without health insurance are able to get medical treatment they need.

## Mental Health & Substance Abuse

- The public attributes mental illness to a mix of biological abnormalities and vulnerabilities to social and psychological stress (Link et al., in press). Yet, in comparison with the 1950s, the public's perception of mental illness more frequently incorporated violent behavior (Phelan et al., 1997). In other words, the perception of people with psychosis as being dangerous is stronger today than in the past (Phelan et al., 1997).<sup>33</sup>
- When a scientific sample of Americans were asked about the seriousness of 36 health problems, illegal drugs and drug abuse ranked at the top of the list, with 57% believing it is more of a serious problem than it was five years ago. About 74% thought people using drugs such as crack, cocaine and heroin could stop, but they needed professional help outside of their families to do so, and 13% thought they could stop on their own. 47% of Americans personally knew someone who had been in drug abuse treatment. Of the 46%

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<sup>29</sup> Kaiser Family Foundation. Health care poll. April 2005.

<sup>30</sup> <http://www.issuespa.net/polls/point/13476/13462/>. 2005

<sup>31</sup> Newshour with Jim Lehrer/Kaiser Family Foundation National Survey on the Uninsured, conducted Jan. 10 - Feb. 9, 2000.

<sup>32</sup> Urban Institute/Kaiser Commission on Medicaid & the Uninsured analysis of March 2002 Current Population Survey).

<sup>33</sup> U.S. Department of Health and Human Services. *Mental Health: A Report of the Surgeon General—Executive Summary*. Rockville, MD: U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, National Institutes of Health, National Institute of Mental Health, 1999.

of Americans who favored more government spending on treatment, only 19% were strongly in favor of a tax increase to pay for it.<sup>34</sup>

## Housing and Homelessness

- The public is sympathetic toward the homeless (and the poor in general), but there's a libertarian streak in public attitudes. If someone refuses shelter and decides to sleep on the street, that's up to them, the public seems to say. But as with other questions involving rights and responsibilities, the public appears to draw a line: the rights of one person end where the rights of another begin. In a recent Public Agenda survey, only one in 10 said a homeless man who isn't bothering anyone should be forced off the street. Three-quarters say he should be left alone. But if a homeless man seems disturbed and verbally threatens people - even if he never acts on the threats - more than half say he should be removed. Half also say the homeless should be moved out of a public park if they're driving families away and 71 percent say homeless people should be moved if they're driving away customers from a shopping area. Even in the last two scenarios, however, there's a substantial minority who thinks the situation is "too tough to call."<sup>35</sup>
- 57% of Americans agree strongly or somewhat that with so many poor and homeless that America is failing to live up its ideals.<sup>36</sup>
- 68% of Michigan residents indicated that they would be willing to pay \$25 more in taxes to reduce homelessness.<sup>37</sup>
- 70% of the public believe local government is not doing enough to ensure affordable housing.<sup>38</sup>

## Florida Data

- 76% of Floridians support increased public spending on health care.<sup>39</sup>
- 72% of Floridians support increased public spending for the elderly.<sup>40</sup>
- 67% of Floridian support increased public support for low income families with children.<sup>41</sup>
- The most important problem areas are seen as:<sup>42</sup>

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<sup>34</sup> Substance abuse. 2001. Robert Wood Johnson Foundation.

<sup>35</sup> [http://www.publicagenda.org/issues/red\\_flags.cfm?issue\\_type=welfare#homeless](http://www.publicagenda.org/issues/red_flags.cfm?issue_type=welfare#homeless)

<sup>36</sup> [http://www.publicagenda.org/press/press\\_release\\_detail.cfm?list=48](http://www.publicagenda.org/press/press_release_detail.cfm?list=48)

<sup>37</sup> <http://sun.science.wayne.edu/~ptoro/cusnews1.htm>

<sup>38</sup> Ong, op. cit.

<sup>39</sup> Florida Annual Policy Survey. 2004. Florida State University.

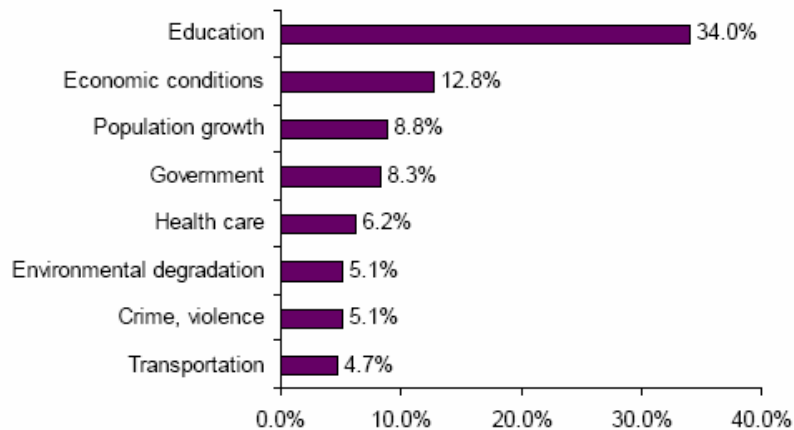
<sup>40</sup> Ibid.

<sup>41</sup> Ibid

<sup>42</sup> Ibid

## Most Important Problem Areas

*What do you think is the most important problem facing the state of Florida?*



## Local Perceptions

There is limited data on public opinion regarding health and human service issues. The recent FMHI study broadly engaged stakeholders and had a limited amount of general public opinion data. The results of this study are summarized below:

- The recent FMHI study concluded: "Recurrent top concerns that cut across all four areas of human services included: lack of affordable housing, transportation difficulties, and lack of health care for the un/underinsured, including lack of prescription assistance, funding restrictions, lack of common eligibility criteria, and a lack of communication and coordination. Interestingly, there is a sense that while many services are available in Pinellas County, knowledge of these services that are constantly changing in terms of capacity, funding, and requirements is greatly lacking not only from the public's perspective, but between and among the providers."<sup>43</sup>
- The priorities of the need assessment study were:
  - a. Transportation (both public and private);
  - B. Affordable Health Care (including behavioral health, in-home, and prescriptions); and
  - c. Affordable Housing (including emergency, transitional, and rental).

The results of the public opinion portion of the FMHI study are being re-analyzed and will added to a later version of this draft for distribution on Tuesday, September 13.

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<sup>43</sup> FMHI Needs assessment study. 2005. Pinellas County Government.

## Part One:

# The Vision–The Health and Human Service system we need for a quality community.

## 1. Community Expectations: What the Community desires in health and human services. (See Figure 1.)

Community expectations express what the general citizen desires with respect to health and human services. The following expectations were identified through interviews with health and human service professionals in major Florida counties (including Pinellas) and available source documents, including the Pinellas Assembly Task Force Reports:

- **Effective Services.** Services that are of high quality, delivered by well-trained professionals who respond to public needs quickly and effectively.
- **Efficient and fair use of public funds.** Costs of services are kept to a minimum, equitably assigned to those who receive and benefit from them, and delivered efficiently and fairly across jurisdictional boundaries.
- **An array of services that provide a social safety net.** The public expects prevention and intervention services that provide a social safety net, support deserving persons and provide access to supports that are broadly needed in the community.
- **Mutual accountability.** People want to help those who need help. They also expect people to help themselves.

## 2. Results: What Pinellas County Government will deliver to meet community expectations.

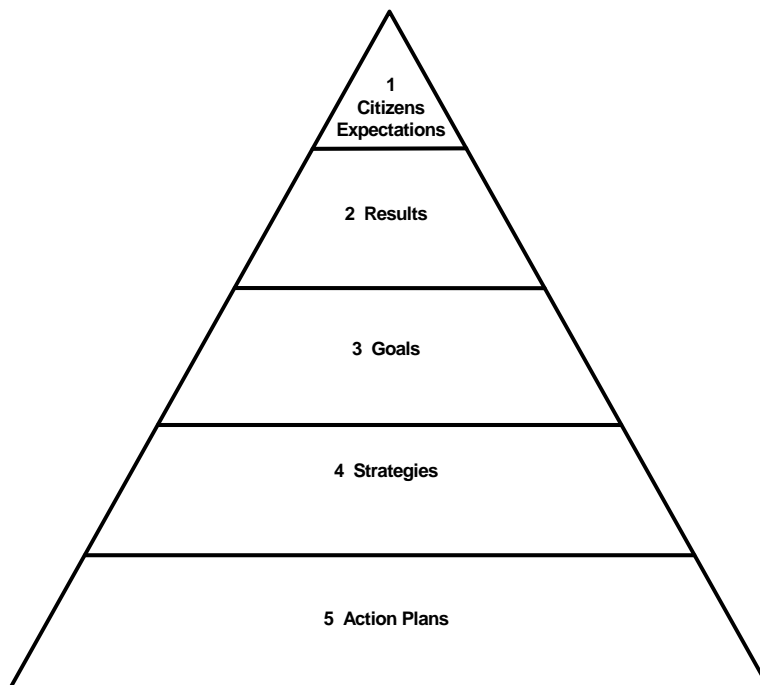
Results are impacts that a particular entity, such as Pinellas County Government, is striving to make. Within the context of general community expectations, results are the contributions of a specific entity, such as Pinellas County Government, can make toward the community expectations. As shown in Figure 1, when results are achieved, community expectations are met in part or whole.

Within a strategic focus area, the results express the “bottom line” impacts sought by the policy board.

Within the Strategic Focus Area of Health and Human Services, Pinellas County Government seeks the following results:

1. More effective of resources and service improvements in the delivery of health and human services under the purview of the county.
2. Collaborative prevention partnerships to reduce the growth in demand for deeper end human services
3. Optimization of external funding or reimbursement sources that would extend county funds.

**Figure 1: Developing the Strategic Plan**



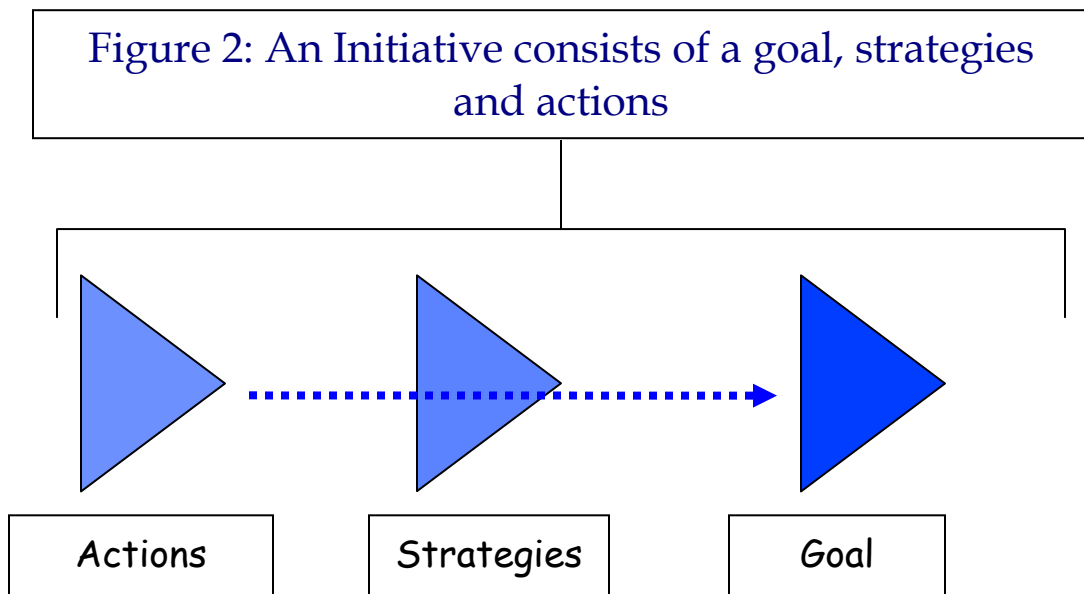
## PART TWO:

Developing the envisioned health and human service system through three initiatives:

### Goals, Strategies and Actions to create Results

#### What is an Initiative?

An initiative is a program of work intended to lead to one or more of the results. It is comprised of a goal, a set of strategies or pathways that should lead to the goal, and a set of specific actions that will lead to the goal. To achieve these results, PINELLAS COUNTY GOVERNMENT will engage in three initiatives. As stated, each initiative is built around a goal (and named after that goal) and uses appropriate strategies and actions (tactics) to achieve that goal as shown in Figure 2.



The health and human service initiatives. Three initiatives are proposed:

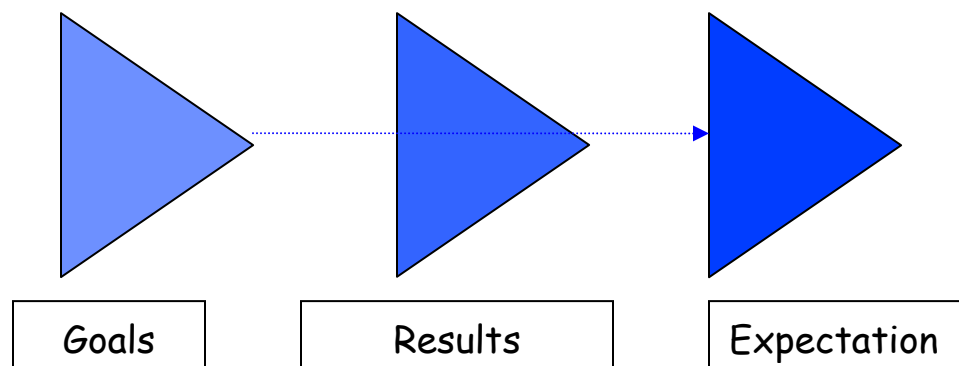
- Access and user-friendliness initiative.
- Service system effectiveness and efficiency initiative.
- Resource enhancement and development initiative.

### 3. Goals

Achieving the following goals will create in Pinellas County the desired health and human service system. Achieving these goals will produce the results the County is seeking and thereby meet community expectations as shown in Figure 3.

- Increase access to user-friendly services through both improvements in ease of physical access as well as process and procedural access.
- Increase the effectiveness and efficiency of the service system.
- Enhance and optimize the resources available for the promotion of health and human services.

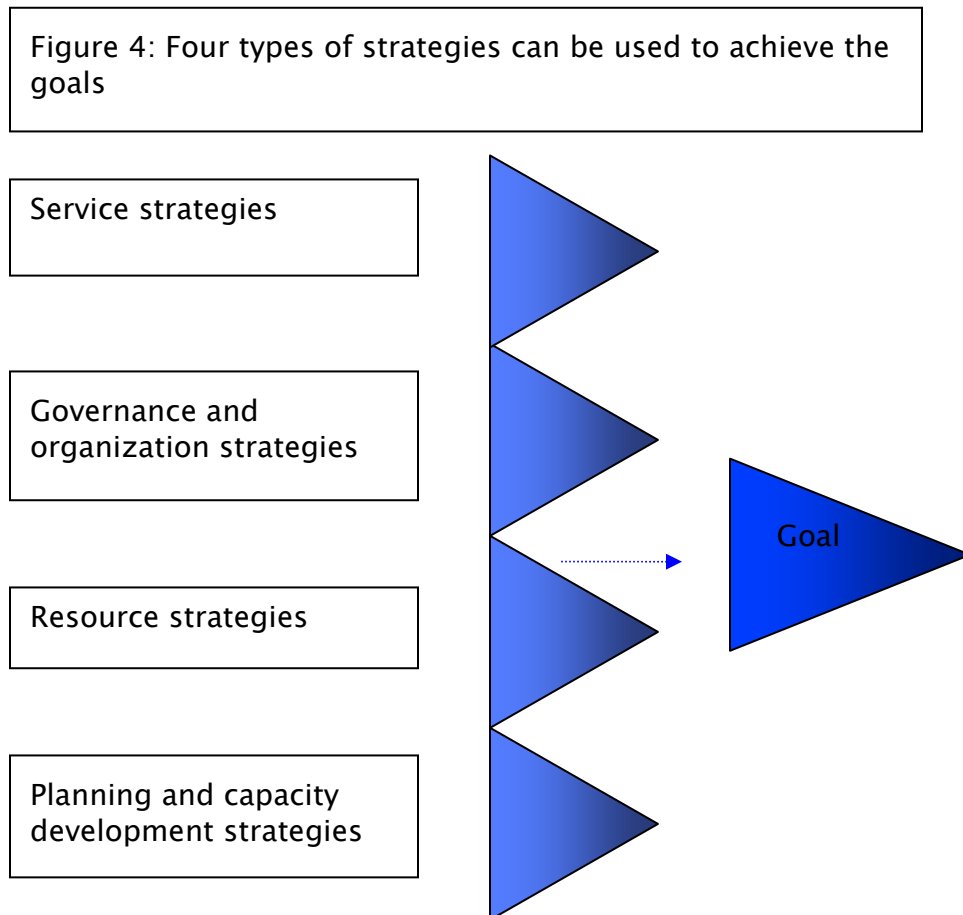
Figure 3: Accomplishing goals leads to results which meet expectations



# What is strategy?

Strategy is figuring out the best approaches to reach your goals. PINELLAS COUNTY GOVERNMENT has the following types of approaches to achieve its health and human services goals.

- Service strategies. These strategies encompass what services will or will not be provided and how they might be enhanced.
- Governance and organizational strategies. These strategies address that will provide and manage various services.
- Resource strategies. These strategies include varying ways to fund and staff services.
- Planning and capacity development strategies. These strategies encompass changes in the field and plans to be developed; also how both organizational and staff capacities will be developed to meet those changes.



## 4. Strategies & 5. Actions

Within each initiative, there are specific pathways or strategies that PINELLAS COUNTY GOVERNMENT seeks to deploy or influence in order to achieve health and human service goals. Along each pathway there are specific actions that would occur. The strategies and some of the actions the county can use are described in the following Initiative description.

### Access and User-friendliness Initiative

Goal: Increase access to user-friendly services through both improvements in ease of physical access as well as process and procedural access.

#### Service Enhancement Strategies

- Establish one-stop centers at key locations throughout the county.
- Continue and expand mobile services.

#### Organization and Governance Strategies

- Establish outcome focused public management networks to ensure a more systemic approach to service delivery designed around consumer need.

#### Planning Strategies

- Improve coordination practices through the Health and Human Services Coordinating Council.

#### Funding and resource management strategies

- Leverage existing resources with those of other funding sources
- Increase case management capacity.

### Service system effectiveness and efficiency initiative

Goal: Increase the effectiveness and efficiency of the service system.

#### Service Enhancement Strategies

- Develop implementation plan to address the priorities identified in the FMHI Need Assessment study.
- Develop implementation plan to address the priorities identified in the Homeless Initiative study and the 10 Year Plan to End Homelessness.

#### Organization and Governance Strategies

- Establish public management networks in four major service areas – homelessness; health, mental health and substance abuse; housing; and basic needs - to develop more coordinated and efficient approaches.

#### Planning Strategies

- Improve coordination practices through the Health and Human Services Coordinating Council (HHSCC).
- Establish, in coordination with the Health and Human Services Coordinating Council a policy group to examine structural, process and policy options with regard to health, mental health and substance abuse services.
- Update or develop business plans for each focus area: mental health and substance abuse; health; homelessness; and attainable housing (with an emphasis on permanent supportive housing) that delineates needed resources and alternative methods to obtain those resources.
- Conduct an analysis of transportation needs in coordination with PSTA and HHSCC that would consider (1) additional services or changes in policy to facilitate use; (2) development of a special transportation system for disabled and disadvantaged and/or (3) relocation of services to major transportation routes.

#### Funding and resource management strategies

- Leverage existing resources with those of other funding sources, in particular Medicaid reimbursement.

## Resource enhancement and optimization initiative

Goal: Enhance and optimize the resources available for the promotion of health and human services.

#### Organization and Governance Strategies

- Establish public management networks in each major service area to develop more coordinated use of current resources.

#### Planning Strategies

- Develop policy options paper on targeted funding based on business plans.

#### Funding and resource management strategies

- Document community wide investments in the major service areas.
- Explore Medicaid reimbursement options.

