



## Office of Health Care Access Certificate of Need Application

### Final Decision

**Applicant:** Community Partners in Action

**Docket Number:** 05-30595-CON

**Project Title:** Termination of Substance Abuse Treatment Services

**Statutory Reference:** Section 19a-638 of the Connecticut General Statutes

**Filing Date:** March 6, 2006

**Decision Date:** August 18, 2006

**Default Date:** October 22, 2006

**Staff Assigned:** Paolo Fiducia

**Project Description:** Community Partners in Action (“Applicant”) is proposing to terminate its Substance Abuse Outpatient Treatment License, with no associated capital expenditure.

**Nature of Proceedings:** On March 6, 2006, the Office of Health Care Access (“OHCA”) received a Certificate of Need (“CON”) application from Community Partners in Action to terminate its Substance Abuse Outpatient Treatment License, with no associated capital expenditure. The Applicant is a health care facility or institution as defined by Section 19a-630 of the Connecticut General Statutes (“C.G.S.”).

Pursuant to Section 19a-638, C.G.S., a notice to the public concerning OHCA’s receipt of the Applicant’s CON Letter of Intent was published in the *The Hartford Courant*, Hartford, *Journal Inquirer*, Manchester, and *The Herald*, New Britain, on December 10, 2005. OHCA received no responses from the public concerning the Applicant’s proposal. Pursuant to Public Act 05-75, three individuals or an individual representing an entity with five or more people had until August 14, 2006, the twenty-first calendar day following the filing of the Applicant’s CON Application, to request that OHCA hold a public hearing on the Applicant’s proposal. OHCA received no hearing requests from the public by August 14, 2006.

OHCA's authority to review and approve, modify or deny the CON application is established by Section 19a-638, C.G.S. The provisions of this section as well as the principles and guidelines set forth in Section 19a-637, C.G.S., were fully considered by OHCA in its review.

## Findings of Fact

### Clear Public Need

#### Impact of the Proposal on the Applicant's Current Utilization Statistics Proposal's Contribution to the Quality of Health Care Delivery in the Region Proposal's Contribution to the Accessibility of Health Care Delivery in the Region

1. Community Partners in Action ("Applicant" or "CPA") is a health care provider that is licensed to provide substance abuse treatment services at the Alternative Incarceration Center ("AIC") sites in New Britain, Manchester, and Hartford. (*March 6, 2006 Initial CON Application Submission, page 2*)
2. The Applicant is proposing to terminate its substance abuse treatment services at the Alternative Incarceration Center ("AIC")<sup>1</sup> sites in New Britain, Manchester, and Hartford, with no associated capital expenditure. The proposed termination of services is due to programmatic model changes at AICs. (*March 6, 2006 Initial CON Application Submission, page 2*)
3. The Applicant states that as of June 30, 2005 it is no longer under contract to operate AIC in New Britain. That program is now operated by Wheeler Clinic. The AICs in Manchester and Hartford are still operated by CPA; they are funded by the CT Judicial Department's Court Support Services Division ("CSSD"). (*March 6, 2006 Initial CON Application Submission, page 2*)

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<sup>1</sup> An AIC is a program which monitors individuals referred by the criminal justice system to community supervision. It restricts the offender's freedom without incarceration to protect public safety and, at the same time, establishes positive ties between the community and offender. Clients attend self-help groups, receive employment services, participate in cognitive skills training, perform community service, and work with staff to effect positive change.

4. The Applicant states that as of June 30, 2005, the services at the AIC changed dramatically. (March 6, 2006 Initial CON Application Submission, pages 2 & 4)

**Table 1: Services at the three AIC locations**

Site	Services before July 1, 2005	Services After July 1, 2005	Hours of Operation
New Britain AIC 50 Harvard Street, New Britain	Case Management, Education (i.e. pre GED and GED preparation), Cognitive Restructuring, Substance Abuse Education, Aggression Replacement Therapy, Fatherhood Programming, Job Development and job search services, Life skills workshop, Nutrition groups, and HIV/AIDS/STD education	Wheeler Clinic now operates the AIC program	M & W 8:30 am 7:00 pm, T,Th, F 8:30 am 4:00 pm, S 8:30 am 4:00 pm.
Hartford AIC 119-121 Washington Ave, Hartford	Case Management, Education (i.e. pre GED and GED preparation), Cognitive Restructuring, Substance Abuse Education, Aggression Replacement Therapy, Fatherhood Programming, Job Development and job search services, Life skills workshop, Nutrition groups, and HIV/AIDS/STD education	Cognitive Skills, Substance Abuse Curriculum, Employment, Assessment, Case Management, and Community Service	M - Th 8:00 am - 8:00 pm, F 8:00 am - 4:00 pm, S 8:30 am 4:00 pm.
Manchester AIC 31 Bent Street, Manchester	Case Management, Education (i.e. pre GED and GED preparation), Cognitive Restructuring, Substance Abuse Education, Aggression Replacement Therapy, Fatherhood Programming, Job Development and job search services, Life skills workshop, Nutrition groups, and HIV/AIDS/STD education	Cognitive Skills, Substance Abuse Curriculum, Employment, Assessment, Case Management, and Community Service	M - Th 8:30 am - 8:00 pm, F 8:30 am - 4:00 pm, S 8:30 am 4:00 pm.

5. The Applicant states that all three sites have never been required to provide substance abuse treatment. The AIC no longer employs Substance Abuse Counselors. Substance abuse counseling is not part of on site AIC programming. At present time the Hartford and Manchester AICs provide substance abuse education. A self-help curriculum, mandated by CSSD, is delivered to the clients in a classroom setting at the AIC by the

program's Intervention Specialists. Any client in need of substance abuse counseling/treatment is referred by the AIC to an outside provider for services. (March 6, 2006 Initial CON Application Submission, page 4)

6. CSSD states that as a result of the model change, AICs across the State are no longer funded to employ certified Substance Abuse Counselors, but rather Intervention Specialists. This applies to the Manchester and Hartford AICs. In New Britain however, Wheeler Clinic now operates the New Britain AIC. Although Wheeler Clinic was the official AIC provider as of July 1, 2005, CPA was afforded time to transition out and transfer clients to Wheeler over several months up until October 1, 2005. (June 2, 2006 CSSD Letter William Carbone, Executive Director, Supplemental Material Submitted)
7. The primary and secondary service area towns for the Hartford, Manchester and New Britain AICs service locations are as follows:

**Table 2: Primary and Secondary Service Towns**

<b>Town</b>	<b>Primary</b>	<b>Secondary</b>
Hartford	Hartford	West Hartford, Wethersfield, Windsor, Bloomfield
Manchester	Manchester	Rockville, Tolland, East Hartford, Vernon
New Britain	New Britain	Newington, Berlin, Plainville, Farmington

8. The Applicant states that there were no on-site clinical visits provided to clients at the New Britain, Hartford, or Manchester AICs. Clinical services were not required of the AICs by CSSD. (March 6, 2006 Initial CON Application Submission, page 5)
9. According to the Applicant, prior to termination, the referrals for Substance Abuse Education to the Hartford, Manchester, and New Britain AICs came from CT's Courts, Probation, and Parole. The Substance Abuse Education referrals were compatible with the slot capacity of each of the programs. The monthly average of program referrals for Substance Abuse Education was as follows:
  - Hartford: 38 (including transitional housing referrals)
  - Manchester: 27
  - New Britain: 25(March 6, 2006 Initial CON Application Submission, page 5)

10. The following table shows the number of monthly and annual referrals for Substance Abuse Education, and the slot capacity for each site for FY 2003, FY 2004, and FY 2005.

**Table 3: Number of monthly and annual referrals, and the slot capacity for each site for FY 2003, FY 2004, and FY 2005**

<b>Hartford AIC</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>
Monthly Referrals	170	165	146
Annual Referrals	2035	1978	1753
Slot Capacity	177	177	177
<b>Manchester AIC</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>
Monthly Referrals	36	24	30
Annual Referrals	435	287	359
Slot Capacity	65	65	65
<b>New Britain AIC</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>
Monthly Referrals	28	27	27
Annual Referrals	332	325	329
Slot Capacity	65	65	65

*(April 24, 2006 Supplemental Material Submitted, pages 4 and 5)*

11. The Applicant stated that Rivereast, Rushford, Manchester Memorial Hospital's Step Program, Alcohol and Drug Recovery Center, New Britain General Hospital and Wheeler Clinic are the existing providers of treatment of substance abuse and mental health in the primary and secondary service area. *(March 6, 2006 Initial CON Application Submission, page 7)*
12. The Applicant states that on August 17, 2005 it returned its licenses to the Department of Public Health. *(July 24, 2006 Supplemental Material Submitted, page 3)*
13. The Applicant states that it never sought reimbursement for services at any point during the time the agency held the licenses. CPA AICs do not provide services that require payment. *(March 6, 2006, Initial CON Application Submission, Page 13)*

**Financial Feasibility and Cost Effectiveness of the Proposal and its Impact on the Applicant's Rates and Financial Condition**  
**Impact of the Proposal on the Interests of Consumers of Health Care Services and Payers for Such Services**  
**Consideration of Other Section 19a-637, C.G.S.**  
**Principles and Guidelines**

14. The project has no associated capital expenditure. *(March 6, 2006 Initial CON Application Submission, page 12)*
15. There are no incremental gains or losses from operations as a direct result of the termination of the license for the treatment of substance abuse or dependent persons, because no substance abuse services were rendered. *(March 6, 2006 Initial CON Application Submission, page 12)*

16. There is no State Health Plan in existence at this time. *(March 6, 2006 Initial CON Application Submission, page 2)*
17. The Applicant has adduced evidence that the proposal is consistent with the Applicant's long-range plan. *(March 6, 2006 Initial CON Application Submission, page 2)*
18. The Applicant has improved productivity and contained costs by the application of technology and group purchasing. *(March 6, 2006 Initial CON Application Submission, page 10)*
19. The proposal will not result in any change to the Applicant's teaching and research responsibilities. *(March 6, 2006 Initial CON Application Submission, page 11)*
20. The Applicant states that the current patient/physician mix will not change. *(March 6, 2006 Initial CON Application Submission, page 9)*
21. The Applicant has sufficient technical and managerial competence and expertise to provide efficient and adequate service to the public. *(March 6, 2006 Initial CON Application Submission, page 9)*

## Rationale

The Office of Health Care Access (“OHCA”) approaches community and regional need for Certificate of Need (“CON”) proposals on a case by case basis. CON applications do not lend themselves to general applicability due to a variety of factors, which may affect any given proposal; e.g. the characteristics of the population to be served, the nature of the existing services, the specific types of services proposed to be offered, the current utilization of services and the financial feasibility of the proposal.

Community Partners in Action (“Applicant” or “CPA”) is a health care provider that is licensed to provide substance abuse treatment services at the Alternative Incarceration Center (“AIC”) sites in New Britain, Manchester, and Hartford. The Applicant is proposing to terminate its substance abuse treatment services at the Alternative Incarceration Center (“AIC”) sites in New Britain, Manchester, and Hartford.

The Applicant states that as of June 30, 2005 it is no longer under contract to operate AIC in New Britain. That program is now operated by Wheeler Clinic. The AICs in Manchester and Hartford are still operated by CPA, they are funded by the CT Judicial Department’s Court Support Services Division (“CSSD”). The Applicant states that all three sites have never been required to provide substance abuse treatment. At the present time, the Hartford and Manchester AICs provide substance abuse education. A self-help curriculum, mandated by CSSD, is delivered to the clients in a classroom setting at the AIC by the program’s Intervention Specialists. Any client in need of substance abuse counseling/treatment is referred by the AIC to an outside provider for services. The AIC model in the State of Connecticut underwent significant changes during the past year. As of July 1, 2005, the AIC services focus primarily on client assessment, community service, case management, cognitive behavioral change, and employment programming centered on several skill building workshops and the pursuit of a sustainable job. As a result of the model change, the AICs across the State are no longer funded to employ certified Substance Abuse Counselors, but rather Intervention Specialists. This applies to the Applicant’s Manchester and Hartford AICs.

The Applicant states that the Clinic had no referrals for substance abuse or dependence treatment services, provided no substance abuse or dependence treatment services, and did not have any displaced patients. Since no clients were ever treated for substance abuse services, the termination of the substance abuse license has not created any barriers to access in the region; therefore OHCA determines that patient access was not impacted.

The proposal has no associated capital expenditure. There are no incremental gains or losses from operations as a direct result of the termination of the license for the treatment of substance abuse or dependent persons, because no substance abuse services were rendered.

Based on the foregoing Findings and Rationale, the Certificate of Need Application of Community Partners in Action to terminate its Substance Abuse Outpatient Treatment Services in New Britain, Manchester and Hartford, at no associated capital expenditure is hereby GRANTED.

## **Order**

The proposal of Community Partners in Action to terminate its Substance Abuse Outpatient Treatment Services in New Britain, Hartford, and Manchester, with no associated capital expenditure is hereby GRANTED.

Community Partners in Action shall hereafter notify OHCA of any and all proposed termination of services prior to finalizing any decision to terminate any services or programs. Failure to notify OHCA in advance of any proposed termination of services may be considered as not filing required information and subject Community Partners in Action to civil penalties pursuant to Section 19a-653, C.G.S.

All of the foregoing constitutes the final order of the Office of Health Care Access in this matter.

By Order of the  
Office of Health Care Access

August 18, 2006

Cristine A. Vogel  
Commissioner

CAV:pf