### OFFICE OF MENTAL HEALTH

#### **MISSION**

The mission of the Office of Mental Health (OMH) is to promote the mental health of all New Yorkers, with a particular focus on providing hope and recovery for adults with serious mental illness and children with serious emotional disturbances.

#### **VISION**

OMH envisions a future when everyone with a mental illness will recover, when all mental illnesses can be prevented or cured, when everyone with a mental illness at any stage of life has access to effective treatment and supports — essential for living, working, learning, and participating fully in the community.

OMH's vision and mission are embodied in a strategic planning and management framework known as the "ABCDs of mental health care"—Accountability for Results, **B**est Practices, Coordination of Care, and **D**isparities Elimination and Cultural Competence.

### **OPERATING HIGHLIGHTS**

OMH's two primary functions as New York's mental health authority are to promote overall public mental health for all New Yorkers through education and advocacy, and to ensure access to quality services for adults with severe mental illness and children with serious emotional disturbances, with the goal of helping individuals to live productive, full lives in their communities. The agency has four lines of business underpinning these functions:

- Regulating, Certifying, Financing and Overseeing New York's Public Mental Health System. Regulates and licenses more than 2,500 mental health programs operated by local governments and private agencies serving 600,000 persons annually, and includes inpatient, outpatient, emergency, residential, and community support services. Oversees All Funds appropriations of \$3.1 billion in State Fiscal Year 2007-08 and employs a workforce of 17,670.
- Providing State-operated Inpatient and Outpatient Mental Health Services. Manages State-operated inpatient services through a network of 25 psychiatric centers that include 16 psychiatric centers serving adults with serious mental illness, six serving children with serious emotional disturbances, and three serving forensic patients involved with the criminal justice system.
- Conducting Basic and Applied Research to Advance Prevention, Treatment, and Recovery. Conducts basic and applied research at the New York State Psychiatric Institute and Nathan S. Kline Institute for Psychiatric Research focused on identifying interventions that have been proven by scientific research to be effective and that can be incorporated into mainstream practice. New York State's investment in research is augmented by many grants from Federal and other sources through the Research Foundation for Mental Hygiene (RFMH), Inc.
- **Promoting Public Mental Health.** Supports a variety of educational activities focusing on the nature and impact of mental illness, effective treatments and services, useful preventive and coping strategies, and how to get help.

In addition, OMH has developed key measures to track progress in meeting the agency's strategic goals. Through a web-based tool known as the OMH Balanced Scorecard, the agency tracks system-wide performance in such measures as reduced hospitalizations for recipients enrolled in the Assertive Community Treatment program; quality of care in OMH licensed outpatient programs; obtainment of treatment goals for children enrolled in the Home and Community-Based Services (HCBS) waiver; and the reduction of high-risk behaviors for recipients receiving Assisted Outpatient Treatment services under Kendra's Law, among others.

### **ENVIRONMENTAL CHALLENGES AND OPPORTUNITIES**

OMH faces several significant fiscal, programmatic and workforce challenges that are addressed in the 2007-08 Executive Budget. These challenges include the following:

- Funding and management strategies for the voluntary-operated, community-based service system need to balance expansion efforts with ongoing infrastructure needs to address staff recruitment and retention issues and other inflationary pressures. Accordingly, OMH will need to continue working with community-based providers to ensure that all available funding is used in the most efficient and effective manner to meet the needs of consumers and their families, and that stable funding sources are pursued to ensure adequate support for agency operating expenses.
- A key priority in the mental hygiene area is the importance of accountability and performance management, as well as transforming government operations through structural and service enhancements and improving efficiency through technology. Accordingly, OMH will continue to make available the necessary data and information to other State agencies and counties to monitor quality of care and program cost-effectiveness, as well as improve performance—based outcomes measurement and enhance quality assurance and fraud prevention activities in conjunction with the Office of the Medicaid Inspector General.
- The lack of decent, safe, affordable, and integrated housing is one of the most significant barriers to full participation in community life for people with mental illness. OMH will need to continue developing integrated and affordable housing opportunities and accompanying support services for individuals with mental illness committed to in previous budget cycles, and initiate new priority housing opportunities as State financial resources allow.
- Epidemiological studies demonstrate that the onset of serious mental illness often occurs in adolescence and that a significant delay occurs between onset and diagnosis and treatment, resulting in more intensive and costly treatment interventions that require out-of-home placements during adolescence as well as more serious mental illness and disability later in life. In response, OMH will need to continue to support initiatives to identify high-risk children for mental illness and increase access at a much earlier age to appropriate and cost-effective mental health services that alleviate distress and keep children at home with their families

- Public safety in New York State communities needs to be increased via civil commitment, where appropriate, for the care and treatment of sexually violent persons in secure facilities. OMH will need to continue establishing discrete, secure treatment facility capacity to support the growing population of individuals who have been and will be civilly committed.
- A disproportionate share of OMH's funding of the State's public mental health system supports the 25 State-operated psychiatric centers (PCs) serving slightly more than 5,000 inpatients contrasted to over 93,000 inpatients served in 1955. Despite significant reductions in inpatient capacity, which allowed for reinvestment of resources into the community, the current institutional service system now being operated by OMH needs to be right-sized, in order to be more cost effective and to better meet regional needs. OMH will continue to explore ways to transform its inpatient public mental health system by seeking out opportunities to eliminate unnecessary State inpatient capacity while continuing to provide the highest quality mental health services in the least restrictive setting. In order to be successful, efforts to right-size OMH's inpatient public mental health system will require the full cooperation of all key stakeholders, including the State, local governments, State employee unions, as well as local Article 28 hospitals and mental health providers and, most importantly, the patients and their families, who depend on access to quality inpatient and community services.
- As the population ages, there is a greater need for mental health services for older adults. This means that OMH will need to continue providing collaboration and support for the geriatric service demonstration program being developed under the Geriatric Mental Health Act, which provides grants to providers of mental health care to the elderly.
- Suicide continues to be a major concern. Ten percent of adolescents experience suicidal ideation, and the risk of suicide for individuals over 55 years of age is nearly double that of other age groups. OMH has made substantial progress in improving public understanding of the causes, effects and treatment of serious emotional disturbances and mental illnesses that increase an individual's susceptibility to suicidal ideation. Progress also has been made in increasing the number of localities that have developed and implemented local suicide prevention plans tailored to their communities. Continued financial support for this ongoing work will increase public awareness and ultimately save lives.

### KEY AGENCY STRATEGIES

OMH has thoroughly assessed the environmental challenges and opportunities addressed above and their impact on the agency mission, vision, management strategies and lines of business. This assessment has led to identification of the following key agency strategies:

- Enhancing community-based program models to recruit and retain a qualified workforce and respond to other inflationary pressures;
- Implementing an effective performance accountability and care coordination infrastructure;

<sup>&</sup>lt;sup>1</sup> The Office of Mental Health is among the State agencies that have actively participated in Strategic Planning and Performance Management exercises. The goal of these initiatives is to develop baseline metrics that provide for an objective measure of performance.

- Providing access to safe and affordable community housing for adults with serious mental illness;
- Enhancing access to effective community-based services for children, adolescents and their families;
- Increasing public safety through the civil commitment of sexually violent persons, where appropriate, to secure treatment facilities for care and treatment;
- Providing access to efficient and high-quality inpatient services;
- Enhancing access to effective community-based services for older adults; and
- Promoting public mental health by reducing the risk of suicide.

The section below details the specific management actions that OMH will take to implement these key strategies, and the specific performance indicators it will use to measure and report progress. As indicated in the earlier Vision statement, OMH is committed to Disparities Elimination and Cultural Competence as a priority focus in advancing its strategic priorities. Each performance measure will be assessed to address disparities in access to, and participation in, services based on race, ethnicity, age and gender.

#### **ACTIONS TO IMPLEMENT THE STRATEGIES**

### Enhance community-based program models to recruit and retain a qualified workforce and respond to other inflationary pressures.

Actions to implement this strategy include the second year of the three-year Cost of Living Adjustment tied to the Consumer Price Index for targeted OMH non-trended programs to reflect actual inflation-related growth and/or targeted resources to shore up certain residential models.

Action	SFY 2007-08 Funding Levels	Performance indicators
Second year of a three-year Cost of Living Adjustment (COLA). Estimated at 2.5% in 2007-08.	\$30 million	<ul> <li>Increase proportion of culturally competent, qualified clinical staff recruited and retained.</li> </ul>
➤ Increase funding for existing Community Residence programs and implement the final year of a three-year Supported Housing stipend increase for "base" beds.	\$19 million	<ul> <li>Increase financial stability for community providers and enhance efforts to recruit and retain a qualified workforce responsible for serving a more challenging population.</li> </ul>
		<ul> <li>Increase provider compliance with regulatory standards.</li> </ul>

### Implement an effective performance, accountability and care coordination infrastructure.

The SFY 2007-08 Executive Budget includes an array of initiatives to implement this strategy by focusing on the unique needs of targeted populations and by fostering an enhanced audit and oversight agency capability. This will ensure effective and appropriate utilization of financial resources, including Medicaid, reimbursement in the delivery of mental health services in New York State.

Action	SFY 2007-08 Funding Levels	Performance indicators
Joint initiative with Department of Health	- \$4.3 million	<ul> <li>Savings (primarily in the Medicaid program)</li></ul>
(DOH) to expand Psychiatric Clinical	(savings are net of	will be achieved by increased occurrence of
Knowledge Enhancement System	\$1.3M in new	appropriate and cost-effective medication
(PSYCKES) medication management	OMH staff	prescribing practices for mental health
system.	resources)	drugs.
Expand quality management and regulatory	-\$7.7 million	<ul> <li>Increased identification of fiscal and/or</li></ul>
compliance and enforcement activities in	(savings are net of	programmatic actions requiring examination
conjunction with the Office of Medicaid	\$300,000 in new	and resolution. (Savings are primarily
Inspector General.	OMH staff)	anticipated in the Medicaid program).
Develop demonstration programs in conjunction with DOH to improve care coordination for both health and mental health services.	\$4 million (included in DOH budget)	<ul> <li>Improve health and mental health treatment outcomes and serve high-cost Medicaid recipients in more appropriate settings.</li> </ul>

### Provide access to safe and affordable community housing for adults with serious mental illness.

Building on the success of prior supportive housing initiatives that will provide more than 36,900 beds in community settings when fully-developed for persons with mental illness, the 2007-08 Executive Budget includes strategies to develop additional housing capacity throughout New York State.

Action	SFY 2007-08 Funding Levels	Performance indicators
> Add 1,000 new Congregate Care beds.	\$200 million (Capital)	<ul> <li>Increase the number of individuals with serious mental illness in safe and affordable housing</li> </ul>
➤ Add 1,000 new Supported Housing beds.	\$6.0 million (annualizing to \$12.1 million)	<ul> <li>Increase the number of individuals with serious mental illness in safe and affordable housing.</li> </ul>
<ul> <li>Continued support for New York/New York III – Supportive Housing Agreement.</li> </ul>	\$12.9 million	<ul> <li>Increase housing opportunities for homeless mentally ill individuals and their families by increasing housing capacity in NYC by 5,550 beds over the next 10 years (as part of an overall 9,000 bed effort).</li> </ul>

### Enhance access to effective community-based services for children, adolescents and their families.

New York's public mental health system serves about 130,000 children with serious emotional disturbances (SED) annually. To reach more children, the 2007-08 Budget includes support for initiatives that expand access to new and existing in-home and community-based services and for initiatives that advance early identification of, and interventions for, high-risk children.

Action	SFY 2007-08 Funding Levels	Performance indicators
Additional Home and Community Based (HCBS) Waiver Slots.	\$1.2 million (annualizing to \$4.7 million)	<ul> <li>Increase number of children receiving HCBS waiver services by expanding HCBS capacity by 180 slots, bringing total slots to 1,620; provides HCBS services for up to 2,430 children.</li> </ul>
Continue support for Child and Family Clinic Plus	\$21.5 million	<ul> <li>Increase number of at-risk children and adolescents screened, assessed and treated for serious emotional disturbance, with up to 400,000 children screened; up to 76,000 assessed; up to 36,000 children admitted to clinic services; and up to 22,400 children receiving in-home treatment services.</li> </ul>

### Increase public safety through the treatment of sexually violent persons.

The 2007-08 Executive Budget continues funding to support, and provides new resources for, the civil commitment of sexually violent persons (SVPs). Where appropriate, upon their release from prison, SVPs will receive care and treatment in secure facilities. Committing these individuals will protect the public while continued and needed treatment is provided.

Action	SFY 2007-08 Funding Levels	Performance indicators
Modify commitment protocols consistent with recent court decision and deliver services tailored to treat sexually violent persons that are civilly committed for secure care and treatment	\$46 million	<ul> <li>Provide care and treatment to SVPs who are civilly committed for such care upon their release from prison.</li> </ul>

### Provide access to efficient and high-quality inpatient services.

Actions to implement this strategy include the more efficient deployment of inpatient staff, initiatives to better access appropriate patient revenue streams, and capital investments to improve patient milieus where health and safety deficiencies have been identified.

Action	SFY 2007-08 Funding Levels	Performance indicators
Reduce non-personal service costs up to 5 percent for Central Office and up to 3 percent for Institutional programs.	-\$8 million	<ul> <li>Savings will be achieved via a Business Plan which will include initiatives to reduce utility costs, expand Cook/Chill, maximize bulk purchasing for computers and other equipment.</li> </ul>
Prepaid Mental Health Plan enrollments, and retro-claiming for residential treatment facilities.	-\$16 million	<ul> <li>Increase Medicaid receipts by expanding enrollment in OMH's PMHP program by 1,000 persons and more efficient billing for services and retro- claiming for residential treatment facilities.</li> </ul>
Further enhance service to mentally ill State prison inmates	\$2.0 million (annualizing to \$9 million)	<ul> <li>Increase number of prison inmates that have access to mental health services in State correctional facilities.</li> </ul>

## Enhance access to effective community-based services for older adults and promote public mental health by reducing the risk of suicide.

The 2007-08 Executive Budget continues support to implement access strategies focusing on the unique needs of older adults, and continues support for initiatives that increase awareness of, and that promote screening, early intervention and prevention strategies, particularly with primary care physicians and other healthcare providers.

Action	SFY 2007-08 Funding Levels	Performance indicators
Continue funding for demonstration programs under Geriatric Mental Health Act.	\$2.0 million	<ul> <li>Increase the proportion of older adults receiving mental health services tailored to their unique needs via the establishment of demonstration programs.</li> </ul>
Implementation of the New York State Suicide Prevention Plan initiated in SFY 2006-07.	\$1.5 million	<ul> <li>Increase number of localities that have developed and implemented local suicide prevention plans tailored to their communities.</li> </ul>
		<ul> <li>Improve public awareness of suicide risk and preventive factors.</li> </ul>

#### ALL FUNDS APPROPRIATIONS (dollars)

	Available	Appropriations Recommended		Reappropriations Recommended
Category	2006-07	2007-08	Change	2007-08
State Operations	1,303,249,000	1,350,914,000	47,665,000	1,508,000
Aid To Localities	979,381,000	1,069,022,000	89,641,000	44,335,000
Capital Projects	485,285,000	646,052,000	160,767,000	892,309,000
Total	2,767,915,000	3,065,988,000	298,073,000	938,152,000

## ALL FUND TYPES PROJECTED LEVELS OF EMPLOYMENT BY PROGRAM FILLED ANNUAL SALARIED POSITIONS

#### **Full-Time Equivalent Positions (FTE)**

	2006-07 Estimated FTEs	2007-08 Estimated FTEs	
Program	03/31/07	03/31/08	FTE Change
Administration and Finance			
General Fund	547	564	17
Special Revenue Funds - Federal	14	14	0
Enterprise Funds	20	20	0
Internal Service Funds	24	24	0
Adult Services			
General Fund	11,722	12,057	335
Capital Planning			
Capital Projects Funds - Other	41	41	0
Children and Youth Services			
General Fund	2,042	2,042	0
Forensic Services			
General Fund	1,951	1,989	38
Maintenance Undistributed			
Special Revenue Funds - Other	397	397	0
Research			
General Fund	480	495	15
Special Revenue Funds - Other	27	27	0
Total	17,265	17,670	405

## STATE OPERATIONS ALL FUNDS FINANCIAL REQUIREMENTS BY FUND TYPE APPROPRIATIONS (dollars)

	Available	Recommended	
Fund Type	2006-07	2007-08	Change
General Fund	772,557,000	764,555,000	(8,002,000)
Special Revenue Funds - Federal	1,358,000	1,358,000	0
Special Revenue Funds - Other	518,476,000	573,867,000	55,391,000
Enterprise Funds	8,349,000	8,514,000	165,000
Internal Service Funds	2,509,000	2,620,000	111,000
Total	1,303,249,000	1,350,914,000	47,665,000

## STATE OPERATIONS ALL FUNDS FINANCIAL REQUIREMENTS BY PROGRAM APPROPRIATIONS (dollars)

Program	Available 2006-07	Recommended 2007-08	Change
Administration and Finance			
General Fund	66,097,000	62,872,000	(3,225,000)
Special Revenue Funds - Federal	1,358,000	1,358,000	0
Special Revenue Funds - Other	3,870,000	3,870,000	0
Enterprise Funds	8,349,000	8,514,000	165,000
Internal Service Funds	2,509,000	2,620,000	111,000
Adult Services			
General Fund	876,361,000	917,013,000	40,652,000
Children and Youth Services			
General Fund	136,755,000	139,610,000	2,855,000
Enhanced Community Services			
General Fund	19,600,000	19,600,000	0
Forensic Services			
General Fund	136,012,000	140,714,000	4,702,000
Maintenance Undistributed			
General Fund	(507,481,000)	(562,767,000)	(55,286,000)
Special Revenue Funds - Other	507,481,000	562,767,000	55,286,000
Research			
General Fund	45,213,000	47,513,000	2,300,000
Special Revenue Funds - Other	7,125,000	7,230,000	105,000
Total	1,303,249,000	1,350,914,000	47,665,000

#### STATE OPERATIONS - GENERAL AND OFFSET FUNDS SUMMARY OF PERSONAL SERVICE APPROPRIATIONS AND CHANGES 2007-08 RECOMMENDED (dollars)

			Personal Service	e Regular
	Total		(Annual Salaried)	
Program	Amount	Change	Amount	Change
Administration and Finance	43,462,000	2,452,000	42,049,000	2,602,000
Adult Services	718,844,000	32,950,000	676,025,000	30,118,000
Children and Youth Services	122,848,000	2,817,000	115,479,000	2,817,000
Forensic Services	126,668,000	4,317,000	118,330,000	4,317,000
Research	42,315,000	2,186,000	41,718,000	2,186,000
Total	1,054,137,000	44,722,000	993,601,000	42,040,000

	Temporary S (Nonannual Sa		Holiday/Overt (Annual Sal	•
Program	Amount	Change	Amount	Change
Administration and Finance	1,080,000	(150,000)	333,000	0
Adult Services	5,038,000	15,000	37,781,000	2,817,000
Children and Youth Services	2,429,000	0	4,940,000	0
Forensic Services	2,280,000	0	6,058,000	0
Research	55,000	0	542,000	0
Total	10,882,000	(135,000)	49,654,000	2,817,000

# STATE OPERATIONS - GENERAL AND OFFSET FUNDS SUMMARY OF NONPERSONAL SERVICE AND MAINTENANCE UNDISTRIBUTED APPROPRIATIONS AND CHANGES 2007-08 RECOMMENDED (dollars)

Total		Supplies and N	laterials
Amount	Change	Amount	Change
19,410,000	(5,677,000)	1,081,000	(201,000)
98,169,000	7,702,000	98,079,000	8,851,000

Administration and Finance	19,410,000	(5,677,000)	1,081,000	(201,000)
Adult Services	198,169,000	7,702,000	98,079,000	8,851,000
Children and Youth Services	16,762,000	38,000	8,392,000	566,000
Enhanced Community Services	19,600,000	0	0	0
Forensic Services	14,046,000	385,000	8,759,000	636,000
Research	5,198,000	114,000	3,134,000	196,000
Total	273,185,000	2,562,000	119,445,000	10,048,000

**Program** 

	Travel	Travel		Contractual Services	
Program	Amount	Change	Amount	Change	
Administration and Finance	1,084,000	(566,000)	15,062,000	(4,789,000)	
Adult Services	2,798,000	(290,000)	91,438,000	(909,000)	
Children and Youth Services	488,000	(62,000)	7,284,000	(477,000)	
Enhanced Community Services	0	0	0	0	
Forensic Services	609,000	(58,000)	4,461,000	(197,000)	
Research	69,000	(4,000)	1,937,000	(79,000)	
Total	5,048,000	(980,000)	120,182,000	(6,451,000)	

	Equipme	Equipment		Maintenance Undistributed	
Program	Amount	Change	Amount	Change	
Administration and Finance	2,183,000	(121,000)	0	0	
Adult Services	2,689,000	50,000	3,165,000	0	
Children and Youth Services	598,000	11,000	0	0	
Enhanced Community Services	0	0	19,600,000	0	
Forensic Services	217,000	4,000	0	0	
Research	58,000	1,000	0	0	
Total	5,745,000	(55,000)	22,765,000	0	

# STATE OPERATIONS - OTHER THAN GENERAL FUND AND OFFSET FUNDS SUMMARY OF APPROPRIATIONS AND CHANGES 2007-08 RECOMMENDED (dollars)

	Total		Personal Service	
Program	Amount	Change	Amount	Change
Administration and Finance	16,362,000	276,000	4,432,000	29,000
Research	7,230,000	105,000	1,915,000	0
Total	23,592,000	381,000	6,347,000	29,000

	Nonpersor	nal Service	Maintenance	Maintenance Undistributed	
Program	Amount	Change	Amount	Change	
Administration and Finance	8,630,000	247,000	3,300,000	0	
Research	5,315,000	105,000	0	0	
Total	13,945,000	352,000	3,300,000	0	

## AID TO LOCALITIES ALL FUNDS FINANCIAL REQUIREMENTS BY FUND TYPE APPROPRIATIONS (dollars)

Fund Type	Available 2006-07	Recommended 2007-08	Change
General Fund	858,598,000	950,903,000	92,305,000
Special Revenue Funds - Federal	40,498,000	37,834,000	(2,664,000)
Special Revenue Funds - Other	80,285,000	80,285,000	0
Total	979,381,000	1,069,022,000	89,641,000

# AID TO LOCALITIES ALL FUNDS FINANCIAL REQUIREMENTS BY PROGRAM APPROPRIATIONS (dollars)

Program	Available 2006-07	Recommended 2007-08	Change
Adult Services	2000-07	2007-00	Change
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General Fund	660,169,838	731,407,000	71,237,162
Special Revenue Funds - Federal	32,663,000	30,772,000	(1,891,000)
Special Revenue Funds - Other	7,735,000	7,735,000	0
Children and Youth Services			
General Fund	191,233,264	212,011,000	20,777,736
Special Revenue Funds - Federal	7,835,000	7,062,000	(773,000)
Enhanced Community Services			, ,
Special Revenue Funds - Other	72,550,000	72,550,000	0
Community Support and Workforce			
Reinvestment			
General Fund	7,194,898	7,485,000	290,102
Total	979,381,000	1,069,022,000	89,641,000

# CAPITAL PROJECTS ALL FUNDS FINANCIAL REQUIREMENTS BY PROGRAM APPROPRIATIONS (dollars)

	Available	Recommended		Reappropriations
Comprehensive Construction Program	2006-07	2007-08	Change	2007-08
Design and Construction Supervision				
Capital Projects Fund	2,000,000	2,000,000	0	2,000,000
MH Capital Improvements - Authority Bonds	8,000,000	12,000,000	4,000,000	9,185,000
Executive Direction				
Capital Projects Fund	0	0	0	3,245,000
MH Capital Improvements - Authority Bonds	3,591,000	3,717,000	126,000	5,727,000
Community Mental Health Facilities				
Capital Projects Fund	6,000,000	6,000,000	0	28,941,000
MH Capital Improvements - Authority Bonds	226,525,000	312,555,000	86,030,000	382,884,000
Maintenance and Improvements of Existing Facilities				
Capital Projects Fund	39,010,000	34,010,000	(5,000,000)	52,109,000
MH Capital Improvements - Authority Bonds	199,159,000	274,770,000	75,611,000	400,218,000
Non-Bondable				
Capital Projects Fund	1,000,000	1,000,000	0	8,000,000
Total	485,285,000	646,052,000	160,767,000	892,309,000