

11. MENTAL HYGIENE

The FY 2017 Executive Budget supports the expansion of community-based care, strengthens the oversight of services for vulnerable persons, and makes investments to ensure that individuals are served safely in the most integrated and cost-effective setting possible.

Overview

The Mental Hygiene agencies and associated not-for-profits provide services to individuals with mental illness, developmental disabilities, and addictions. These agencies are comprised of the Office of Mental Health (OMH), the Office for People with Developmental Disabilities (OPWDD), the Office of Alcoholism and Substance Abuse Services (OASAS), the Developmental Disabilities Planning Council (DDPC), and the Justice Center for the Protection of People with Special Needs (Justice Center). The Mental Hygiene agencies support services for more than 1 million individuals, including more than 700,000 people with mental illness, 245,000

people with chemical dependencies or gambling problems, and 130,000 individuals with developmental disabilities.

Caring for New York's Vulnerable Citizens

The State's Mental Hygiene system provides care and services for individuals in institutional facilities, community residences and community settings. The State operates institutional and community-based services and research facilities, and oversees residential, outpatient, employment, clinic, habilitative, and treatment programs operated by not-for-profit provider agencies that help individuals live in the setting they desire and lead full and productive lives.

The Budget reflects the Governor's ongoing efforts to fundamentally improve the protection and care of vulnerable individuals. Strategic investments are funded by programmatic efficiencies and system-wide solutions to reduce State operations costs in service delivery, purchasing, business services, information technology, and other areas. To ensure that individuals receive appropriate services, the Budget increases funding for community-based programs, and redirects

funding from high-cost institutional services to more effective lower-cost program models that provide expanded services to more people.

Proposed actions for the Mental Hygiene agencies include enhancing community mental health services, right-sizing and improving State-operated inpatient services, investing in behavioral health provider systems to help avoid more costly inpatient services, enhancing employment opportunities for individuals with disabilities, improving the investigatory process for abuse and neglect complaints, placing cost controls on State agency operations, and maximizing payments from third-party payers.

The Executive Budget proposals result in Mental Hygiene system spending of \$8.2 billion in FY 2017, reflecting annual spending growth of \$260 million (3.3 percent). However, due to technical adjustments such as interactions with the Department of Health (DOH) Global Cap, and recognition of the previous year's costs for a 53rd Medicaid cycle, the 27th Institutional payroll, and non-centralized billings for ITS services, projected spending decreases by \$219 million.

Summary of Spending (All Funds)

Category	FY 2016 (millions)	FY 2017 (millions)	Change	
			Dollar (millions)	Percent
OPWDD	4,039.3	4,213.9	174.6	4.3
OMH	3,296.1	3,369.1	73.0	2.2
OASAS	592.4	603.6	11.2	1.9
Justice Center	41.8	42.7	0.8	2.0
DDPC	4.2	4.2	0.0	0.0
Subtotal	7,973.8	8,233.4	259.6	3.3
53 rd Medicaid Cycle and 27 th Payroll	168.6	0.0	(168.6)	N/A
NPS Transfer to OITS	27.3	0.0	(27.3)	N/A
Adjustments*	(908.6)	(1,191.1)	(282.5)	N/A
Total	7,261.1	7,042.3	(218.8)	(3.0)

*Adjustments reflect spending of \$909 million in FY 2016 and \$1.1 billion in FY 2017 for OPWDD services that are reflected in DOH Medicaid spending.

Proposed FY 2017 Budget Actions

OPWDD

Over the past five years, Governor Cuomo has taken substantial steps to ensure the continued health and safety of individuals with developmental disabilities, and to improve the overall quality, availability and cost-effectiveness of community-based, person-centered services. This Budget continues the long-standing commitment to support individuals with developmental disabilities in the most appropriate community-based settings, and reflects a 4.3 annual percent spending increase. Specifically, the Executive Budget will:

- **Continue to Improve the Quality and Variety of Services.** Over the past 18 months, OPWDD has made significant progress in providing services to people with intellectual and/or developmental disabilities through new resource investments and reallocation of existing resources. During this time, approximately 2,600 new people received certified community residential housing, including individuals transitioning from their homes, institutional facilities and school residential programs. At the same time, 3,800 individuals were new to employment supports; 2,300 people were provided the opportunity to self-direct their services; 5,500 new individuals received respite services; and 6,400 people were new to day service opportunities. In addition, approximately \$65 million in Balancing Incentive Program (BIP) transformation grants were awarded to over 100 agency providers to develop systematic improvements to delivery systems, enhance community integration, and increase employment opportunities for individuals with developmental disabilities.
- **Implement the Recommendations of the Transformation Panel.** In early 2015, a Transformation Panel was formed to share and discuss ideas to help shape the future of the OPWDD system. Members included individuals with developmental disabilities, parents, providers and advocates. Their formal recommendations will be released in 2016 and OPWDD will develop and implement strategies to enhance service delivery and provide high quality community- integrated services.

- **Invest \$120 Million for OPWDD New Service Opportunities.** This annual investment will support new service opportunities for individuals currently living at home or in residential schools. Services will be based on OPWDD's person-centered processes, which include an individualized needs assessment. These new resources will support expanded services throughout OPWDD's continuum of care, including certified and non-certified residential opportunities, day programs, employment, case management, and respite services for qualifying individuals. This level of funding will support up to 6,000 new or expanded opportunities for individuals with developmental disabilities to support the array of services necessary to meet their individual needs, including needs identified in OPWDD's recent Residential Request List survey. This funding is in addition to separate investments for the transition of individuals from institutional settings.
- **Invest \$15 Million in Expanded Affordable Housing.** In FY 2017, OPWDD will provide an additional \$10 million in capital funding (\$15 million in total) to support the development of affordable housing, which will ensure the availability of safe and accessible residential opportunities for individuals with intellectual and/or developmental disabilities.
- **Invest \$15 Million to Expand Crisis Services.** In 2014, OPWDD implemented START (Systemic Therapeutic Assessment, Respite and Treatment) programs in two geographic regions.

START is a crisis and prevention response model focused on ensuring effective treatment and reducing dependency on higher levels of service; OPWDD will invest an additional \$15 million to expand these services to other regions.

- **Dedicate \$24 Million to Transition Individuals to More Appropriate Community-Based Settings.** Consistent with the Olmstead Cabinet report and the Federal Centers for Medicare & Medicaid Services (CMS) requirements, the Budget continues to transition individuals from developmental centers (52 individuals) and intermediate care facilities (100 individuals) to more integrated, community-based support systems. As part of this effort, OPWDD will utilize a combination of not-for-profit and State-operated services to deliver appropriate community-based services specific to individualized needs.

OMH

The Executive Budget builds on Governor Cuomo's ongoing efforts to expand community services and transition individuals to more appropriate community settings. Specifically, the Budget will:

- **Continue to Improve the Quality and Variety of Services.** With investments in community-based services made in FY 2016, OMH has developed new mobile crisis teams, expanded clinic services, provided additional peer support

services, and funded additional supported housing units throughout the State. The expansion in community investments since FY 2015 has resulted in 7,500 new individuals receiving services and funded nearly 850 supported housing beds. This funding was also used to support rental subsidies for over 14,000 supported housing units statewide. The success of these community investments has resulted in the reduction of over 400 unnecessary, vacant inpatient beds.

- **Invest \$16 Million in Additional Community Services.** Building upon the community reinvestments funded in the FY 2016 Enacted Budget, this additional annual investment will be used to expand a variety of community services based on regional needs reflecting stakeholder input, and is expected to reduce the need for more costly inpatient beds.
- **Expand Services for Children.** The Budget proposes to provide six new “State Plan” Medicaid services for children: crisis intervention, community psychiatric support and treatment, psychosocial rehabilitation services, family peer support services, youth peer training and support services, and services from other licensed practitioners. These new services focus on earlier intervention for children experiencing behavioral health issues, helping to keep children with their families, thus preventing the need for more costly, high-intensity services and out-of-home placements.

- **Provide \$50 Million to Support New Residential Opportunities.** The Budget provides full annual support to continue ongoing residential projects, including nearly 1,200 units planned to open this year from the New York/New York III homeless housing agreement and about 800 other residential pipeline beds.
- **Invest \$1 Million to Implement Raise the Age.** OMH will provide additional staffing resources to provide mental health services to support minors who, in 2016, will be relocating from several rehabilitation facilities to a single separate juvenile facility. OMH will partner with the Office for Children and Family Services (OCFS) and the Department of Corrections and Community Supervision (DOCCS) on this effort.
- **Establish Jail-Based Restoration Programs for Felony-level Defendants.** OMH will work with participating counties to develop restoration units for felony-level defendants while they are restored to competency as they await trial. The restoration units will be operated in counties that volunteer to participate, and will be maintained as separate residential treatment units within the jail. This program has been identified as a best practice by the National Judicial College, and has been implemented in 10 other states with well-documented success. This program will also result in reduced operational costs for the State and participating counties.

- **Provide Mental Health Supports for OMH Long Term Care Patients Moving to Skilled Nursing Facilities or Managed Long Term Care Programs.** OMH will utilize either a Managed Long Term Care (MLTC) Program with wrap-around community support, or a Skilled Nursing Facility (SNF) to serve approximately 100 long-term care patients. This initiative will ensure that the population requiring both long-term care and mental health services will receive care in more appropriate settings.

OASAS

The Executive Budget supports OASAS' continued efforts to better serve individuals with dependencies on alcohol and chemical substances, and to provide services to those experiencing problem gambling issues. Specifically, the Budget will:

- **Combat the Heroin Epidemic.** In total, the Budget provides \$141 million, an increase of \$6 million from FY 2016, to address the growing heroin and opiate epidemic in communities across the State. These funds will continue to support prevention, treatment and recovery programs targeted toward chemical dependency, residential service opportunities, and public awareness and education activities. Specifically, the funding will enable OASAS to implement the following initiatives:

- **Family Support Navigators.** Navigators will assist and inform those seeking treatment and their families of options for insurance coverage and OASAS treatment systems.
- **On-Call Peers.** Peers will be available to assist individuals who are in need of Substance Use Disorder (SUD) treatment to make the connection from hospital emergency rooms to the OASAS treatment system.
- **Adolescent Clubhouses.** These safe, welcoming spaces will help teens and young adults who are in recovery or are at-risk for SUD to develop social skills that promote long-term health, wellness, recovery and a drug-free lifestyle.
- **Recovery Community and Outreach Centers.** These facilities provide recovery supports in a comfortable environment to individuals and their families that are in, or seeking, recovery from SUDs. The centers provide information and education on how to access treatment supports and wellness activities, and they extend peer supports and volunteers to assist in all areas of the Centers' operations.
- **Treatment Availability Tool.** This on-line tool will allow New Yorkers to search (in real time) for available treatment statewide; and
- **Kitchen Table Toolkit and Talk2Prevent.** New resources are offered including videos which can be used by parents, teachers and community members to help begin

conversations with youth concerning the health risks and dangerous consequences of heroin and prescription painkiller abuse. Talk2Prevent is designed to help New Yorkers talk early and often with your kids regarding alcohol and its dangers.

- **Transition Behavioral Health to Managed Care.** The Budget supports a total of \$7 million in new Medicaid rate enhancements to stabilize providers as they transition to managed care, including those that operate Free Standing Inpatient Alcohol Rehabilitation, Residential Rehabilitation Services for Youth, Residential Detox and Outpatient Detox services.
- **Implement Residential Redesign.** OASAS will continue to implement a redesign of residential treatment capacity which creates flexibility within the system to allow providers to serve individuals in need of short-term and long-term treatment as they detox from heroin and prescription painkillers.
- **Increase Housing and Community Capacity.** The Budget includes \$7 million in new funding for 300 new beds scheduled to be developed over the next two years. This includes 170 new congregate care beds associated with the NY/NY III program and 130 new beds in Suffolk, Albany, and Westchester counties, and in the Southern Tier to support the Governor's Combat Heroin initiative.
- **Provide for Synthetic Drug Testing.** The Budget also includes \$2 million in new capital funding to purchase synthetic drug testing

devices to be used by State Police and local law enforcement officials. These portable, hand-held machines can instantly analyze unknown substances and determine if they contain any dangerous synthetic drugs or any other substance. This information will enable officers to more accurately distinguish between individuals with symptoms of drug use and those experiencing non-drug induced psychotic episodes, as well as enable quicker treatment of these individuals if they are admitted to a hospital.

Justice Center

To protect the health and safety of vulnerable individuals in the State's care, the Justice Center has primary responsibility for receiving, investigating and/or reviewing abuse and neglect allegations at certain facilities and programs that are operated, certified, or licensed by the following six agencies: OMH, OPWDD, OASAS, DOH, OCFS, and the State Education Department. The Justice Center is responsible for ensuring the safety and well-being of the approximately one million adults and children with physical or intellectual disabilities and who require services or placement from one of the over 3000 facilities or service providers overseen by the six State agencies.

To fulfill its mission, the agency operates 13 locations across the State, and employs investigators, prosecutors, advocates, and others. The Justice Center investigates nearly 10,000 reported allegations of abuse and neglect annually, and in 2015 assumed more investigative responsibilities in State-operated facilities. Operational efficiencies have resulted in an accelerated case closure process, allowing the agency to close 4,000 more cases than were opened during the year and permanently accelerate the average case-closure timeframe. The Executive Budget recommends \$54.5 million in new appropriations, providing the necessary funding for the agency to perform its core functions timely and efficiently. Specific investments include the statewide training of local law enforcement officers to facilitate effective interviewing techniques of individuals with special needs and disabilities.

Multi-Agency Budget Actions

The Executive Budget includes \$12 million to support the statutorily driven Cost of Living Adjustment and Medicaid trend at not-for-profits that provide services on behalf of OPWDD, OMH and OASAS.

The Budget continues longstanding flexibility in the delivery of services operated, funded, or approved by various State agencies, including OMH, OPWDD, OASAS, and OCFS by extending for five years the existing requirements for certain social work and mental health workers.

