

STATE OF NEW YORK

5084--A

2021-2022 Regular Sessions

IN SENATE

February 23, 2021

Introduced by Sen. HARCKHAM -- read twice and ordered printed, and when printed to be committed to the Committee on Alcoholism and Substance Abuse -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee

AN ACT to amend the mental hygiene law, in relation to creating the office of mental health, addiction and wellness

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1 Section 1. Subdivisions 2 and 2-a of section 1.03 of the mental
2 hygiene law, subdivision 2 as amended and subdivision 2-a as added by
3 chapter 281 of the laws of 2019, are amended to read as follows:

4 2. [~~"Commissioner" means the commissioner of mental health~~] "Commis-
5 sioner" means the commissioner of mental health services, addiction and
6 wellness, the commissioner of developmental disabilities and the commis-
7 sioner of addiction services and supports as used in this chapter. Any
8 power or duty heretofore assigned to the commissioner of mental hygiene
9 or to the department of mental hygiene pursuant to this chapter shall
10 hereafter be assigned to the commissioner of mental health, addiction
11 and wellness in the case of facilities, programs, or services for indi-
12 viduals with mental illness, to the commissioner of developmental disa-
13 bilities in the case of facilities, programs, or services for individ-
14 uals with developmental disabilities, to the commissioner of [~~addiction~~
15 ~~services and supports~~] mental health, addiction and wellness in the case
16 of facilities, programs, or addiction disorder services in accordance
17 with the provisions of titles D and E of this chapter.

18 2-a. Notwithstanding any other section of law or regulation, on and
19 after the effective date of this subdivision, any and all references to
20 the office of alcoholism and substance abuse services and the predeces-
21 sor agencies to the office of alcoholism and substance abuse services
22 including the division of alcoholism and alcohol abuse and the division
23 of substance abuse services and all references to the office of mental

EXPLANATION--Matter in italics (underscored) is new; matter in brackets
[-] is old law to be omitted.

LBD09785-03-1

1 health, shall be known as the "office of mental health, addiction
2 [~~services and supports~~] and wellness." Nothing in this subdivision
3 shall be construed as requiring or prohibiting the further amendment of
4 statutes or regulations to conform to the provisions of this subdivi-
5 sion.

6 § 2. Section 5.01 of the mental hygiene law, as amended by chapter 281
7 of the laws of 2019, is amended and two new sections 5.01-a and 5.01-b
8 are added to read as follows:

9 § 5.01 Department of mental hygiene.

10 There shall continue to be in the state government a department of
11 mental hygiene. Within the department there shall be the following
12 autonomous offices:

13 (1) office of mental health, addiction and wellness; and

14 (2) office for people with developmental disabilities[+
15 ~~(3) office of addiction services and supports~~].

16 § 5.01-a Office of mental health, addiction and wellness.

17 (a) The office of mental health, addiction and wellness shall be a new
18 office within the department formed by the integration of the offices of
19 mental health and addiction services and supports which shall focus on
20 issues related to both mental illness and addiction in the state and
21 carry out the intent of the legislature in establishing the offices
22 pursuant to articles seven and nineteen of this chapter. The office of
23 mental health, addiction and wellness is charged with ensuring the
24 development of comprehensive plans for programs and services in the area
25 of research, prevention, and care and treatment, rehabilitation, educa-
26 tion and training, and shall be staffed to perform the responsibilities
27 attributed to the office pursuant to sections 7.07 and 19.07 of this
28 chapter and provide services and programs to promote recovery for indi-
29 viduals with mental illness, substance use disorder, or mental illness
30 and substance use disorder.

31 (b) The commissioner of the office of mental health, addiction and
32 wellness shall be vested with the powers, duties, and obligations of the
33 office of mental health and the office of addiction services and
34 supports. Additionally, two executive deputy commissioners shall be
35 appointed, one commissioner to represent addiction services and
36 supports, which shall be prominently represented to ensure the needs of
37 substance use disorder communities are met, and one commissioner to
38 represent mental health services.

39 (c) The office of mental health, addiction and wellness may license
40 providers to provide integrated services for individuals with mental
41 illness, substance use disorder, or mental illness and substance use
42 disorder, in accordance with regulations issued by the commissioner.
43 Such direct licensing mechanism allows for resources to get to communi-
44 ty-based organizations in an expedited manner.

45 (d) The office of mental health, addiction and wellness shall house
46 employees of the office of Medicaid inspector general who shall work in
47 a coordinated manner with the relevant state oversight agency for the
48 program that is the subject of the audit to ensure that access to
49 services is not adversely impacted. Audit findings concerning the lack
50 of medical necessity and audit findings concerning missing or inaccurate
51 patient case or treatment records shall not be extrapolated unless fraud
52 and/or abuse are detected.

53 (e) The office of mental health, addiction and wellness shall estab-
54 lish a task force on mental health, addiction and wellness to ensure the
55 intent of the legislature is fulfilled in establishing such office. Such
56 task force shall consist of providers, peers, family members, individ-

1 uals who have utilized addiction services and supports and/or mental
2 health services, public and private sector unions and representatives of
3 other agencies or offices as the commissioner may deem necessary. Such
4 task force shall meet regularly in furtherance of its functions and at
5 any other time at the request of the designated task force leader.

6 § 5.01-b Office of mental health, addiction and wellness.

7 Until January first, two thousand twenty-two, the office of mental
8 health, addiction and wellness shall consist of the office of mental
9 health and the office of addiction services and supports.

10 § 3. Section 5.03 of the mental hygiene law, as amended by chapter 281
11 of the laws of 2019, is amended to read as follows:

12 § 5.03 Commissioners.

13 The head of the office of mental health, addiction and wellness shall
14 be the commissioner of mental health, addiction and wellness; and the
15 head of the office for people with developmental disabilities shall be
16 the commissioner of developmental disabilities [~~and the head of the~~
17 ~~office of addiction services and supports shall be the commissioner of~~
18 ~~addiction services and supports~~]. Each commissioner shall be appointed
19 by the governor, by and with the advice and consent of the senate, to
20 serve at the pleasure of the governor. Until the commissioner of mental
21 health, addiction and wellness is appointed by the governor and
22 confirmed by the senate, the commissioner of mental health and the
23 commissioner of addiction services and supports shall continue to over-
24 see mental health and addiction services respectively, and work collabo-
25 ratively to integrate care for individuals with both mental health and
26 substance use disorders.

27 § 4. Section 5.05 of the mental hygiene law, as added by chapter 978
28 of the laws of 1977, subdivision (a) as amended by chapter 168 of the
29 laws of 2010, subdivision (b) as amended by chapter 294 of the laws of
30 2007, paragraph 1 of subdivision (b) as amended by section 14 of part J
31 of chapter 56 of the laws of 2012, subdivision (d) as added by chapter
32 58 of the laws of 1988 and subdivision (e) as added by chapter 588 of
33 the laws of 2011, is amended to read as follows:

34 § 5.05 Powers and duties of the head of the department.

35 (a) The commissioners of the office of mental health, addiction and
36 wellness and the office for people with developmental disabilities, as
37 the heads of the department, shall jointly visit and inspect, or cause
38 to be visited and inspected, all facilities either public or private
39 used for the care, treatment and rehabilitation of individuals with
40 mental illness, substance use disorder and developmental disabilities in
41 accordance with the requirements of section four of article seventeen of
42 the New York state constitution.

43 (b) (1) The commissioners of the office of mental health, addiction
44 and wellness and the office for people with developmental disabilities
45 [~~and the office of alcoholism and substance abuse services~~] shall
46 constitute an inter-office coordinating council which, consistent with
47 the autonomy of each office for matters within its jurisdiction, shall
48 ensure that the state policy for the prevention, care, treatment and
49 rehabilitation of individuals with mental illness, substance use disor-
50 ders and developmental disabilities [~~and alcoholism, alcohol abuse,~~
51 ~~substance abuse, substance dependence, and chemical dependence~~] is
52 planned, developed and implemented comprehensively; that gaps in
53 services to individuals with multiple disabilities are eliminated and
54 that no person is denied treatment and services because he or she has
55 more than one disability; that procedures for the regulation of programs
56 which offer care and treatment for more than one class of persons with

1 mental disabilities be coordinated between the offices having jurisdic-
2 tion over such programs; and that research projects of the institutes,
3 as identified in section 7.17 [~~or~~], 13.17, or 19.17 of this chapter or
4 as operated by the office for people with developmental disabilities,
5 are coordinated to maximize the success and cost effectiveness of such
6 projects and to eliminate wasteful duplication.

7 (2) The inter-office coordinating council shall annually issue a
8 report on its activities to the legislature on or before December thir-
9 ty-first. Such annual report shall include, but not be limited to, the
10 following information: proper treatment models and programs for persons
11 with multiple disabilities and suggested improvements to such models and
12 programs; research projects of the institutes and their coordination
13 with each other; collaborations and joint initiatives undertaken by the
14 offices of the department; consolidation of regulations of each of the
15 offices of the department to reduce regulatory inconsistencies between
16 the offices; inter-office or office activities related to workforce
17 training and development; data on the prevalence, availability of
18 resources and service utilization by persons with multiple disabilities;
19 eligibility standards of each office of the department affecting clients
20 suffering from multiple disabilities, and eligibility standards under
21 which a client is determined to be an office's primary responsibility;
22 agreements or arrangements on statewide, regional and local government
23 levels addressing how determinations over client responsibility are made
24 and client responsibility disputes are resolved; information on any
25 specific cohort of clients with multiple disabilities for which substan-
26 tial barriers in accessing or receiving appropriate care has been
27 reported or is known to the inter-office coordinating council or the
28 offices of the department; and coordination of planning, standards or
29 services for persons with multiple disabilities between the inter-office
30 coordinating council, the offices of the department and local govern-
31 ments in accordance with the local planning requirements set forth in
32 article forty-one of this chapter.

33 (c) The commissioners shall meet from time to time with the New York
34 state conference of local mental hygiene directors to assure consistent
35 procedures in fulfilling the responsibilities required by this section
36 and by article forty-one of this chapter.

37 (d) [~~1+~~] (1) The commissioner of mental health, addiction and wellness
38 shall evaluate the type and level of care required by patients in the
39 adult psychiatric centers authorized by section 7.17 of this chapter and
40 develop appropriate comprehensive requirements for the staffing of inpa-
41 tient wards. These requirements should reflect measurable need for
42 administrative and direct care staff including physicians, nurses and
43 other clinical staff, direct and related support and other support
44 staff, established on the basis of sound clinical judgment. The staffing
45 requirements shall include but not be limited to the following: (i) the
46 level of care based on patient needs, including on ward activities, (ii)
47 the number of admissions, (iii) the geographic location of each facili-
48 ty, (iv) the physical layout of the campus, and (v) the physical design
49 of patient care wards.

50 [~~2+~~] (2) Such commissioner, in developing the requirements, shall
51 provide for adequate ward coverage on all shifts taking into account the
52 number of individuals expected to be off the ward due to sick leave,
53 workers' compensation, mandated training and all other off ward leaves.

54 [~~3+~~] (3) The staffing requirements shall be designed to reflect the
55 legitimate needs of facilities so as to ensure full accreditation and
56 certification by appropriate regulatory bodies. The requirements shall

1 reflect appropriate industry standards. The staffing requirements shall
2 be fully measurable.

3 ~~[4. The commissioner of mental health shall submit an interim report~~
4 ~~to the governor and the legislature on the development of the staffing~~
5 ~~requirements on October first, nineteen hundred eighty eight and again~~
6 ~~on April first, nineteen hundred eighty nine. The commissioner shall~~
7 ~~submit a final report to the governor and the legislature no later than~~
8 ~~October first, nineteen hundred eighty nine and shall include in his~~
9 ~~report a plan to achieve the staffing requirements and the length of~~
10 ~~time necessary to meet these requirements.]~~

11 (e) The commissioners of the office of mental health, addiction and
12 wellness and the office for people with developmental disabilities~~, and~~
13 ~~the office of alcoholism and substance abuse services~~ shall cause to
14 have all new contracts with agencies and providers licensed by the
15 offices to have a clause requiring notice be provided to all current and
16 new employees of such agencies and providers stating that all instances
17 of abuse shall be investigated pursuant to this chapter, and, if an
18 employee leaves employment prior to the conclusion of a pending abuse
19 investigation, the investigation shall continue. Nothing in this section
20 shall be deemed to diminish the rights, privileges, or remedies of any
21 employee under any other law or regulation or under any collective
22 bargaining agreement or employment contract.

23 § 5. Section 7.01 of the mental hygiene law, as added by chapter 978
24 of the laws of 1977, is amended to read as follows:

25 § 7.01 Declaration of policy.

26 The state of New York and its local governments have a responsibility
27 for the prevention and early detection of mental illness and for the
28 comprehensively planned care, treatment and rehabilitation of their
29 mentally ill citizens.

30 Therefore, it shall be the policy of the state to conduct research and
31 to develop programs which further prevention and early detection of
32 mental illness; to develop a comprehensive, integrated system of treat-
33 ment and rehabilitative services for the mentally ill. Such a system
34 should include, whenever possible, the provision of necessary treatment
35 services to people in their home communities; it should assure the
36 adequacy and appropriateness of residential arrangements for people in
37 need of service; and it should rely upon improved programs of institu-
38 tional care only when necessary and appropriate. Further, such a system
39 should recognize the important therapeutic roles of all disciplines
40 which may contribute to the care or treatment of the mentally ill, such
41 as psychology, social work, psychiatric nursing, special education and
42 other disciplines in the field of mental illness, as well as psychiatry
43 and should establish accountability for implementation of the policies
44 of the state with regard to the care and rehabilitation of the mentally
45 ill.

46 To facilitate the implementation of these policies and to further
47 advance the interests of the mentally ill and their families, a new
48 autonomous agency to be known as the office of mental health, addiction
49 and wellness has been established by this article. The office and its
50 commissioner shall plan and work with local governments, voluntary agen-
51 cies and all providers and consumers of mental health services in order
52 to develop an effective, integrated, comprehensive system for the deliv-
53 ery of all services to the mentally ill and to create financing proce-
54 dures and mechanisms to support such a system of services to ensure that
55 mentally ill persons in need of services receive appropriate care,
56 treatment and rehabilitation close to their families and communities. In

1 carrying out these responsibilities, the office and its commissioner
2 shall make full use of existing services in the community including
3 those provided by voluntary organizations.

4 § 6. Section 19.01 of the mental hygiene law, as added by chapter 223
5 of the laws of 1992, is amended to read as follows:

6 § 19.01 Declaration of policy.

7 The legislature declares the following:

8 Alcoholism, substance abuse and chemical dependence pose major health
9 and social problems for individuals and their families when left
10 untreated, including family devastation, homelessness, and unemployment.
11 It has been proven that successful prevention and treatment can dramati-
12 cally reduce costs to the health care, criminal justice and social
13 welfare systems.

14 The tragic, cumulative and often fatal consequences of alcoholism and
15 substance abuse are, however, preventable and treatable disabilities
16 that require a coordinated and multi-faceted network of services.

17 The legislature recognizes locally planned and implemented prevention
18 as a primary means to avert the onset of alcoholism and substance abuse.
19 It is the policy of the state to promote comprehensive, age appropriate
20 education for children and youth and stimulate public awareness of the
21 risks associated with alcoholism and substance abuse. Further, the
22 legislature acknowledges the need for a coordinated state policy for the
23 establishment of prevention and treatment programs designed to address
24 the problems of chemical dependency among youth, including prevention
25 and intervention efforts in school and community-based programs designed
26 to identify and refer high risk youth in need of chemical dependency
27 services.

28 Substantial benefits can be gained through alcoholism and substance
29 abuse treatment for both addicted individuals and their families. Posi-
30 tive treatment outcomes that may be generated through a complete contin-
31 uum of care offer a cost effective and comprehensive approach to reha-
32 bilitating such individuals. The primary goals of the rehabilitation and
33 recovery process are to restore social, family, lifestyle, vocational
34 and economic supports by stabilizing an individual's physical and
35 psychological functioning. The legislature recognizes the importance of
36 varying treatment approaches and levels of care designed to meet each
37 client's needs. Relapse prevention and aftercare are two primary compo-
38 nents of treatment that serve to promote and maintain recovery.

39 The legislature recognizes that the distinct treatment needs of
40 special populations, including women and women with children, persons
41 with HIV infection, persons diagnosed with mental illness, persons who
42 abuse chemicals, the homeless and veterans with posttraumatic stress
43 disorder, merit particular attention. It is the intent of the legisla-
44 ture to promote effective interventions for such populations in need of
45 particular attention. The legislature also recognizes the importance of
46 family support for individuals in alcohol or substance abuse treatment
47 and recovery. Such family participation can provide lasting support to
48 the recovering individual to prevent relapse and maintain recovery. The
49 intergenerational cycle of chemical dependency within families can be
50 intercepted through appropriate interventions.

51 The state of New York and its local governments have a responsibility
52 in coordinating the delivery of alcoholism and substance abuse services,
53 through the entire network of service providers. To accomplish these
54 objectives, the legislature declares that the establishment of a single,
55 unified office of [~~alcoholism and substance abuse services~~] mental
56 health, addiction and wellness will provide an integrated framework to

1 plan, oversee and regulate the state's prevention and treatment network.
2 In recognition of the growing trends and incidence of chemical dependen-
3 cy, this consolidation allows the state to respond to the changing
4 profile of chemical dependency. The legislature recognizes that some
5 distinctions exist between the alcoholism and substance abuse field and
6 the mental health field and where appropriate, those distinctions may be
7 preserved. Accordingly, it is the intent of the state to establish one
8 office of [~~alcoholism and substance abuse services~~] mental health,
9 addiction and wellness in furtherance of a comprehensive service deliv-
10 ery system.

11 § 7. Upon or prior to January 1, 2022, the governor may nominate an
12 individual to serve as commissioner of the office of mental health,
13 addiction and wellness. If such individual is confirmed by the senate
14 prior to January 1, 2022, they shall become the commissioner of the
15 office of mental health, addiction and wellness. The governor may
16 designate a person to exercise the powers of the commissioner of the
17 office of mental health, addiction and wellness on an acting basis,
18 until confirmation of a nominee by the senate, who is hereby authorized
19 to take such actions as are necessary and proper to implement the order-
20 ly transition of the functions, powers as duties as herein provided,
21 including the preparation for a budget request for the office as estab-
22 lished by this act.

23 § 8. Upon the transfer pursuant to this act of the functions and
24 powers possessed by and all of the obligations and duties of the office
25 of mental health and the office of addiction services and supports as
26 established pursuant to the mental hygiene law and other laws, to the
27 office of mental health, addiction and wellness as prescribed by this
28 act, provision shall be made for the transfer of all employees from the
29 office of mental health and the office of addiction services and
30 supports into the office of mental health, addiction and wellness.
31 Employees so transferred shall be transferred without further examina-
32 tion or qualification to the same or similar titles and shall remain in
33 the same collective bargaining units and shall retain their respective
34 civil service classifications, status, and rights pursuant to their
35 collective bargaining units and collective bargaining agreements.

36 § 9. Notwithstanding any contrary provision of law, on or before Octo-
37 ber 1, 2021 and annually thereafter, the office of mental health,
38 addiction and wellness, in consultation with the department of health,
39 shall issue a report, and post such report on their public website,
40 detailing the office's expenditures for mental health and addiction
41 services and supports, including total Medicaid spending directly by the
42 state to licensed or designated providers and payments to managed care
43 providers pursuant to section 364-j of the social services law. The
44 office of mental health, addiction and wellness shall examine reports
45 produced pursuant to this section and may make recommendations to the
46 governor and the legislature regarding appropriations for mental health
47 and addiction services and supports or other provisions of law which may
48 be necessary to effectively implement the creation and continued opera-
49 tion of the office. The office of mental health, addiction and wellness
50 shall also issue a report detailing the steps necessary to shift control
51 over Medicaid spending for mental health and addiction services and
52 supports to such office. Such plan shall be implemented in the next
53 succeeding state budget.

54 § 10. The budget appropriations for the office of mental health,
55 addiction and wellness shall be maintained in a manner so that those for
56 addiction services and supports and mental health services are separate-

1 ly itemized. Further, the methods of funding services and supports in
2 place as of January 1, 2021 shall not be altered. Any financial saving
3 realized from the creation of the office of mental health, addiction and
4 wellness shall be reinvested in the services and supports funded by such
5 office.

6 § 11. Severability. If any clause, sentence, paragraph, section or
7 part of this act shall be adjudged by any court of competent jurisdic-
8 tion to be invalid, such judgment shall not affect, impair or invalidate
9 the remainder thereof, but shall be confined in its operation to the
10 clause, sentence, paragraph, section or part thereof directly involved
11 in the controversy in which such judgment shall have been rendered.

12 § 12. Notwithstanding any inconsistent provision of law to the
13 contrary, effective January 1, 2022, all functions, powers, duties and
14 obligations of the New York state office of Medicaid inspector general
15 concerning Medicaid audits and the prevention of Medicaid fraud and
16 abuse shall be transferred to the office of mental health, addiction and
17 wellness.

18 § 13. This act shall take effect immediately. Effective immediately,
19 the office of mental health and the office of addiction services and
20 supports are authorized to promulgate the addition, amendment and/or
21 repeal of any rule or regulation or engage in any work necessary for the
22 implementation of this act on its effective date authorized to be made
23 and completed on or before such effective date.