

OFFICE OF MENTAL RETARDATION AND DEVELOPMENTAL DISABILITIES

MISSION

The Office of Mental Retardation and Developmental Disabilities (OMRDD) serves and supports individuals and families of individuals with developmental disabilities. OMRDD works with local governments and non-profit providers to oversee a comprehensive system for delivery of services to people who have developmental disabilities. Both institutional and community-based services are delivered through a network of community programs operated by non-profit providers, State Developmental Centers and numerous State-operated programs based in the community.

ORGANIZATION AND STAFFING

Under the direction of a Commissioner appointed by the Governor, OMRDD currently operates through district offices, called Developmental Disabilities Services Offices (DDSO). Its Central Office oversees and supports operations of the district offices.

OMRDD will have a workforce of 22,245 for 2003-04, most of whom work directly with consumers of services. The remainder comprises supervisors of direct care workers, clinicians, administrative support and management personnel.

By the end of 2003-04, OMRDD will operate some 497 developmental center beds, along with 1,063 special unit beds. From 1995 to the end of the 2003-04 fiscal year, the State will have moved approximately 3,630 people into more appropriate community care and will have closed nearly 2,100 unneeded institutional beds.

FISCAL BACKGROUND AND BUDGET HIGHLIGHTS

Total funding of \$2.7 billion supports a comprehensive system of care serving more than 125,000 persons with disabilities and their families, reflecting the Governor's ongoing commitment to serving the needs of persons with developmental disabilities. The Executive Budget recommendations for 2003-04 preserve essential direct care and maintain the quality of services for consumers in both non-profit and OMRDD-operated programs, despite the need to implement cost-savings measures in the face of the State's fiscal difficulties. Importantly, a portion of the achieved savings is retained to fully fund the voluntary provider three percent cost-of-living adjustment (COLA) implemented in December 2002, which is designed to help address workforce recruitment and retention problems. Under these recommendations:

- OMRDD's Institutional Services Program will receive total funding of \$377.2 million, to support residential care and habilitative services for people in developmental centers and special treatment units;
- OMRDD's Central Coordination and Support Program will receive \$60.8 million to provide policy direction and technical support to the entire service system;
- OMRDD's Community Services Program will receive nearly \$2.2 billion to fund hundreds of State-operated residential and day programs and ancillary services such as clinics and transportation networks, as well as to support local governments and a network of more than 600 non-profit agencies; and
- OMRDD's new capital appropriations will total \$90.1 million for the maintenance of existing institutions, community residential and day program sites as well as the development and renovation of residential and day programming sites and other expanded bed capacity.

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As a means to achieve financial savings to address the State's deficit and to refocus OMRDD activities on its central mission to provide quality services to individuals with mental retardation and developmental disabilities and their families, non-core programs are eliminated. Specifically, Article VII legislation is proposed to eliminate the Youth Opportunity Program, which has not succeeded in its mission to attract minority youth to join OMRDD's long-term workforce. Approximately \$11 million in operating savings and over \$12 million in capital cost avoidance are also achieved from the closure of the Institute for Basic Research (IBR) on Staten Island. While IBR's research activities are of high quality, they do not specifically translate into effective treatment protocols or support the service system's direct delivery of care to consumers.

These recommendations anticipate that OMRDD will continue to aggressively pursue Federal financial support for its programs as well as take other targeted administrative actions to achieve management efficiencies in both the State and non-profit sectors.

The 2003-04 Executive Budget fully funds and expands the Governor's nationally acclaimed initiative known as New York State-Creating Alternatives in Residential Environments and Services (NYS-CARES), thereby maintaining his commitment to serve those developmentally disabled New Yorkers on waiting lists for residential services. As this program enters its fifth year, nearly 7,000 persons have already left the waiting list for homes in the community. During this time, OMRDD has continually worked with families to review the waiting list and verify their needs. As a result of this collaboration, and building on the success of the original initiative, the Governor is introducing NYS-CARES II designed to develop additional services to meet families' articulated needs. Accordingly, NYS-CARES II will provide an additional 1,900 new residential beds beyond the almost 4,900 new beds committed to in 1998. It will also create another 600 new opportunities for in-home services, 370 new opportunities for day services and additional funding for family support services beyond the State's initial commitment, to help individuals stay with their families as long as possible. By the end of the decade, OMRDD will have developed a total of 6,800 new residential beds under NYS-CARES which, when coupled with the more than 37,000 funded community beds already in the system, will provide ample placement opportunities to individuals on the residential waiting list.

In support of existing services, a trend factor of 3.4 percent will be applied to adjusted 2002-03 reimbursement levels for Intermediate Care Facilities (ICF) and most Home and Community-Based Services (HCBS) Waiver programs, providing more than \$33.5 million in additional State funding to non-profit community-based providers for residential and other services. All new residential programs developed under NYS-CARES will receive this funding.

The effort to place individuals residing in the developmental centers into more appropriate community settings will continue. An additional 130 individuals will leave institutions for care in their own communities during 2003-04, and new admissions will be limited to emergency situations involving persons with special needs and those entering special treatment units. Projections are that by the end of 2003-04, there will be only 497 people statewide living in developmental centers. OMRDD remains committed to deinstitutionalization for all consumers who can be appropriately cared for in community settings.

In addition, OMRDD continues to protect the safety and welfare of the public. The 2003-04 Executive Budget recommends continued funding of State-operated capacity for persons with severe behavioral difficulties who require intensive treatment services. Placements in these specialized settings ensure that OMRDD can appropriately treat individuals who are a danger to themselves or others.

In 2003-04, 30 beds will be added in the least restrictive of these units, known as Local Intensive Treatment Units. These units will require enriched staffing ratios to offer a more appropriate level of care to persons who cannot be adequately cared for in regular developmental center Multiply Disabled Units (MDUs), but do not require a secure treatment setting.

The 2003-04 Executive Budget also supports 20 new MDU openings for Office of Mental Health patients who are dually diagnosed with both developmental disabilities and mental

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illness, but whose primary diagnosis is mental retardation/developmental disability. All of these individuals will transfer from the Office of Mental Health's auspice to OMRDD, where they will receive more appropriate care.

OMRDD continues to improve the efficiency and cost-effectiveness of its operations. In 2003-04 the agency will undertake efforts to:

- Emphasize use of less costly services, when appropriate;
- Maximize use of existing service capacity;
- Streamline and institute new internal controls on billing procedures;
- Diligently review eligibility for services;
- Continue strict controls on hiring in non-patient-care positions in both the DDSOs and Central Office;
- Provide more efficient employee and provider training;
- Implement a fully automated time and attendance system;
- Limit non-personal service expenditures, especially non-essential categories such as travel and new equipment purchases; and
- Further reduce overtime expenditures.

Infrastructure throughout the State and not-for-profit systems will be maintained through new capital appropriations of \$90.1 million and reappropriations of \$165.7 million. Capital appropriations for institutional projects will focus on the need to reinvest resources into preserving and maintaining long-term facilities, mostly for a core population of consumers who have severe behavioral treatment needs and/or have been involved with the criminal justice system.

Capital projects in the community reflect a continued investment to maintain both State and voluntary not-for-profit community-based sites, and to develop State-operated residential placements for adults in developmental centers and on the NYS-CARES waiting list. While a modest increase in bonded appropriations is included, in part to address funding needs for small inner-city providers which cannot obtain alternative financing, voluntary not-for-profit capital development needs for NYS-CARES and other program expansion initiatives will continue to be met primarily through the use of non-State revenue such as Federal Housing and Urban Development (HUD) grants and private financing.

In total, these recommendations — through the combination of new and currently operating programs — will support an estimated 8,900 new service opportunities in the community during 2003-04. This reflects 2,800 people newly-placed in residential settings and 6,100 new service opportunities in non-residential programs. Community placements will be targeted for people in developmental centers and for mandated populations, as well as people on community waiting lists. Services to individuals and families have also been preserved within family support services.

PROGRAM HIGHLIGHTS

OMRDD serves more than 125,000 New Yorkers with developmental disabilities, which include mental retardation, epilepsy, cerebral palsy, neurological impairments and autism. In recent years, New York has made great strides in its methods of delivering services to this vulnerable population, moving more people from institutions to the community than any other state in the nation. In addition, New York continues to place greater emphasis on consumer choice and satisfaction.

Under a 1991 Federal Medicaid waiver, consumers have the opportunity to receive individualized services in less restrictive settings. With the aid of trained service coordinators, consumers choose the services they need, and receive them in appropriate settings. New York commits more resources to its Home and Community Based Services (HCBS) Waiver program than any state in the nation, investing three times as much as the next highest state offering services under a waiver.

Maintaining a statewide system of services, delivered through both the State and non-profit providers, OMRDD:

- Provides 36,600 persons with certified residential services;
- Provides 65,000 persons with community day services; and

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- Assists in the care of 73,000 persons with developmental disabilities who are living in their own homes.

An overview of these services is provided below.

RESIDENTIAL SERVICES

Residential services are offered through a continuum of programs in both community and institutional settings. The alternative that provides the most intensive services in a community setting is the Intermediate Care Facility for the Developmentally Disabled (ICF/DD). These facilities — some 8,000 beds operated statewide by both State and not-for-profit providers — are appropriate for individuals requiring 24-hour care. A typical community ICF has 12 to 14 beds.

The most common residential placement for persons under the waiver are Individual Residential Alternatives (IRAs) — homes, typically for 4 to 8 consumers, operated by either the State or not-for-profit providers in the community. This budget supports more than 20,000 IRA beds and accompanying service coordination. Other community living arrangements include Community Residences and Family Care homes, which serve more than 6,400 people.

In addition to these community-based programs, OMRDD operates ten campuses across the State. Some 1,600 people will be served in these settings by the end of 2003-04, of which more than 68 percent will be receiving specialized services. OMRDD remains committed to providing community residential opportunities for all those in State institutions who can receive appropriate care in the community. Currently, New York serves more persons in community residential settings than any other state, with the exception of California.

DAY SERVICES

OMRDD supports an array of day services for persons with developmental disabilities, which also vary depending on the needs of the consumer. The major programs include:

- Day treatment which provides diagnostic, treatment, and rehabilitative services;
- Day habilitation, a smaller more individualized service for persons under the Federal Medicaid waiver for home and community based services;
- Supported employment, which provides the opportunity for individuals to work in competitive positions usually in integrated settings in the private sector;
- Sheltered workshops which provide basic, non-competitive work opportunities; and
- Day training which develops the knowledge and skills that enable persons with developmental disabilities to improve their personal, social, and vocational skills and to function independently.

SUPPORT FOR CONSUMERS LIVING IN THEIR OWN HOMES

OMRDD services also support families and individuals in their own homes. The Family Support Services program assists families in caring for more than 64,000 persons with developmental disabilities, enabling these individuals to remain at home. Services offered include respite, crisis intervention, case management, recreation, information and referral, and home care.

The Individualized Support Services program provides services to nearly 1,500 disabled individuals who live independently. In addition, more than 8,200 individuals living in their own homes receive residential habilitation under the Federal Medicaid waiver.

The Care at Home program provides a third alternative, designed to preserve family settings for persons under 18 years of age with developmental disabilities, who are medically frail. This program allows the parents of young persons with severe disabilities to maintain the child at home, regardless of family income level, thereby preventing more costly out-of-home placements.

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ALL FUNDS APPROPRIATIONS (dollars)

Category	Available 2002-03	Appropriations Recommended 2003-04	Change	Reappropriations Recommended 2003-04
State Operations	1,198,402,000	1,203,550,000	5,148,000	80,000
Aid To Localities	1,272,376,800	1,397,845,000	125,468,200	442,000
Capital Projects	116,613,000	90,081,000	(26,532,000)	165,689,000
Total	<u>2,587,391,800</u>	<u>2,691,476,000</u>	<u>104,084,200</u>	<u>166,211,000</u>

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

Full-Time Equivalent Positions (FTE)

Program	2002-03 Estimated FTEs 03/31/03	2003-04 Estimated FTEs 03/31/04	FTE Change
Central Coordination and Support			
General Fund	783	785	2
Community Services			
General Fund	16,086	16,165	79
Institutional Services			
General Fund	5,182	5,284	102
Enterprise Funds	1	1	0
Research in Mental Retardation			
General Fund	217	10	(207)
Total	<u>22,269</u>	<u>22,245</u>	<u>(24)</u>

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

Fund Type	Available 2002-03	Recommended 2003-04	Change
General Fund	168,994,000	163,473,000	(5,521,000)
Special Revenue Funds - Federal	80,000	80,000	0
Special Revenue Funds - Other	1,026,274,000	1,036,943,000	10,669,000
Enterprise Funds	2,350,000	2,350,000	0
Internal Service Funds	150,000	150,000	0
Fiduciary Funds	554,000	554,000	0
Total	<u>1,198,402,000</u>	<u>1,203,550,000</u>	<u>5,148,000</u>

Adjustments:

Prior Year Deficiency	
Mental Retardation and Developmental Disabilities, Office of	
General Fund	26,458,000
Appropriated 2002-03	<u>1,224,860,000</u>

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

<u>Program</u>	<u>Available 2002-03</u>	<u>Recommended 2003-04</u>	<u>Change</u>
Central Coordination and Support			
General Fund	61,065,000	60,593,000	(472,000)
Special Revenue Funds - Federal	80,000	80,000	0
Internal Service Funds	150,000	150,000	0
Community Services			
General Fund	745,192,000	760,041,000	14,849,000
Institutional Services			
General Fund	371,690,000	374,329,000	2,639,000
Enterprise Funds	2,350,000	2,350,000	0
Fiduciary Funds	504,000	504,000	0
Maintenance Undistributed			
General Fund	(1,026,274,000)	(1,036,943,000)	(10,669,000)
Special Revenue Funds - Other	1,026,274,000	1,036,943,000	10,669,000
Research in Mental Retardation			
General Fund	17,321,000	5,453,000	(11,868,000)
Fiduciary Funds	50,000	50,000	0
Total	<u>1,198,402,000</u>	<u>1,203,550,000</u>	<u>5,148,000</u>

STATE OPERATIONS - GENERAL AND OFFSET FUNDS SUMMARY OF PERSONAL SERVICE APPROPRIATIONS AND CHANGES 2003-04 RECOMMENDED (dollars)

<u>Program</u>	<u>Total</u>		<u>Personal Service Regular (Annual Salaried)</u>	
	<u>Amount</u>	<u>Change</u>	<u>Amount</u>	<u>Change</u>
Central Coordination and Support	43,117,000	828,000	40,834,000	784,000
Community Services	655,143,000	15,613,000	637,498,479	15,192,479
Institutional Services	220,897,000	(4,223,000)	212,861,000	(4,069,000)
Research in Mental Retardation	4,945,000	(10,460,000)	4,807,000	(10,168,000)
Total	<u>924,102,000</u>	<u>1,758,000</u>	<u>896,000,479</u>	<u>1,739,479</u>
			<u>Holiday/Overtime Pay (Annual Salaried)</u>	
			<u>Amount</u>	<u>Change</u>
	<u>Temporary Service (Nonannual Salaried)</u>			
	<u>Amount</u>	<u>Change</u>		
Central Coordination and Support	2,030,000	39,000	253,000	5,000
Community Services	5,176,368	123,368	12,468,153	297,153
Institutional Services	1,041,000	(20,000)	6,995,000	(134,000)
Research in Mental Retardation	83,000	(177,000)	55,000	(115,000)
Total	<u>8,330,368</u>	<u>(34,632)</u>	<u>19,771,153</u>	<u>53,153</u>

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STATE OPERATIONS - GENERAL AND OFFSET FUNDS SUMMARY OF NONPERSONAL SERVICE AND MAINTENANCE UNDISTRIBUTED APPROPRIATIONS AND CHANGES 2003-04 RECOMMENDED (dollars)

Program	Total		Supplies and Materials	
	Amount	Change	Amount	Change
Central Coordination and Support	17,476,000	(1,300,000)	561,000	0
Community Services	104,898,000	(764,000)	37,975,000	(620,000)
Institutional Services	153,432,000	6,862,000	23,316,000	255,000
Research in Mental Retardation	508,000	(1,408,000)	191,000	(528,000)
Total	276,314,000	3,390,000	62,043,000	(893,000)

Program	Travel		Contractual Services	
	Amount	Change	Amount	Change
Central Coordination and Support	1,266,000	0	14,335,000	0
Community Services	6,061,000	(99,000)	48,271,000	(788,000)
Institutional Services	1,196,000	13,000	27,719,000	303,000
Research in Mental Retardation	15,000	(42,000)	231,000	(640,000)
Total	8,538,000	(128,000)	90,556,000	(1,125,000)

Program	Equipment		Maintenance Undistributed	
	Amount	Change	Amount	Change
Central Coordination and Support	1,314,000	0	0	(1,300,000)
Community Services	5,286,000	(86,000)	7,305,000	829,000
Institutional Services	2,311,000	25,000	98,890,000	6,266,000
Research in Mental Retardation	71,000	(198,000)	0	0
Total	8,982,000	(259,000)	106,195,000	5,795,000

STATE OPERATIONS - OTHER THAN GENERAL FUND AND OFFSET FUNDS SUMMARY OF APPROPRIATIONS AND CHANGES 2003-04 RECOMMENDED (dollars)

Program	Total		Personal Service	
	Amount	Change	Amount	Change
Central Coordination and Support	230,000	0	0	0
Institutional Services	2,854,000	0	274,000	0
Research in Mental Retardation	50,000	0	0	0
Total	3,134,000	0	274,000	0

Program	Nonpersonal Service		Maintenance Undistributed	
	Amount	Change	Amount	Change
Central Coordination and Support	0	0	230,000	0
Institutional Services	2,580,000	0	0	0
Research in Mental Retardation	50,000	0	0	0
Total	2,630,000	0	230,000	0

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

Fund Type	Available 2002-03	Recommended 2003-04	Change
General Fund	662,582,800	664,145,000	1,562,200
Special Revenue Funds - Other	607,794,000	731,700,000	123,906,000
Fiduciary Funds	2,000,000	2,000,000	0
Total	1,272,376,800	1,397,845,000	125,468,200

Adjustments:			
Prior Year Deficiency			
Mental Retardation and Developmental Disabilities, Office of General Fund	73,298,000		
Appropriated 2002-03	1,345,674,800		

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

Program	Available 2002-03	Recommended 2003-04	Change
Community Services			
General Fund	659,925,000	664,145,000	4,220,000
Special Revenue Funds - Other	607,794,000	731,700,000	123,906,000
Fiduciary Funds	2,000,000	2,000,000	0
Community Projects			
General Fund	2,657,800	0	(2,657,800)
Total	<u>1,272,376,800</u>	<u>1,397,845,000</u>	<u>125,468,200</u>

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

Comprehensive Construction Program	Available 2002-03	Recommended 2003-04	Change	Reappropriations 2003-04
Design and Construction Supervision				
Capital Projects Fund	2,000,000	2,000,000	0	0
Mental Hygiene Capital Improvement Fund	6,000,000	3,000,000	(3,000,000)	0
Voluntary-Operated Community Facilities				
Capital Projects Fund	10,287,000	14,815,000	4,528,000	3,278,000
Mental Hygiene Capital Improvement Fund	8,111,000	6,926,000	(1,185,000)	12,599,000
State-Operated Community Services Program				
Capital Projects Fund	13,953,000	13,886,000	(67,000)	9,100,000
Mental Hygiene Capital Improvement Fund	10,000,000	5,000,000	(5,000,000)	14,600,000
Institutional Services Program				
Capital Projects Fund	16,650,000	17,450,000	800,000	38,426,000
Mental Hygiene Capital Improvement Fund	48,612,000	26,004,000	(22,608,000)	86,686,000
Non-Bondable				
Capital Projects Fund	1,000,000	1,000,000	0	1,000,000
Total	<u>116,613,000</u>	<u>90,081,000</u>	<u>(26,532,000)</u>	<u>165,689,000</u>