## Second Regular Session Sixty-seventh General Assembly STATE OF COLORADO

## REVISED

This Version Includes All Amendments Adopted on Second Reading in the Second House SENATE BILL 10-153

LLS NO. 10-0776.02 Jane Ritter

SENATE SPONSORSHIP

Boyd,

Frangas,

### HOUSE SPONSORSHIP

Senate Committees Health and Human Services Appropriations

House Committees Health and Human Services

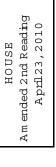
# A BILL FOR AN ACT

### 101 CONCERNING BEHAVIORAL HEALTH TRANSFORMATION.

### **Bill Summary**

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at http://www.leg.state.co.us/billsummaries.)

The bill sets forth a legislative declaration concerning the importance of creating a comprehensive approach to behavioral health issues, including mental health and substance use disorders, and establishes the behavioral health transformation council to develop strategies for implementing a systemic transformation of the behavioral health care system. The governor is directed to appoint a behavioral health transformation council whose goal it is to implement a systemic







transformation of the behavioral health system. The bill further establishes the behavioral health screening in the criminal justice system planning group (planning group) to determine a standard set of data elements and outlines the membership and duties of the planning group.

1	Be it enacted by the General Assembly of the State of Colorado:
2	SECTION 1. Title 27, Colorado Revised Statutes, is amended BY
3	THE ADDITION OF A NEW ARTICLE to read:
4	ARTICLE 64
5	<b>Behavioral Health</b>
6	27-64-101. Legislative declaration. (1) THE GENERAL
7	ASSEMBLY HEREBY FINDS, DETERMINES, AND DECLARES THAT:
8	(a) THERE IS AN URGENT NEED TO ADDRESS THE ECONOMIC,
9	SOCIAL, AND PERSONAL COSTS TO THE STATE OF COLORADO AND ITS
10	CITIZENS OF UNTREATED MENTAL HEALTH AND SUBSTANCE USE
11	DISORDERS;
12	(b) BEHAVIORAL HEALTH DISORDERS, INCLUDING MENTAL HEALTH
13	AND SUBSTANCE USE DISORDERS, ARE TREATABLE CONDITIONS NOT
14	UNLIKE OTHER CHRONIC HEALTH ISSUES THAT REQUIRE A COMBINATION
15	OF BEHAVIORAL CHANGE AND MEDICATION OR OTHER TREATMENT. WHEN
16	INDIVIDUALS RECEIVE APPROPRIATE PREVENTION, EARLY INTERVENTION,
17	TREATMENT, AND RECOVERY SERVICES, THEY CAN LIVE FULL, PRODUCTIVE
18	LIVES.
19	(c) UNTREATED BEHAVIORAL HEALTH DISORDERS PLACE
20	INDIVIDUALS AT HIGH RISK FOR POOR HEALTH OUTCOMES AND
21	SIGNIFICANTLY IMPACT VIRTUALLY ALL ASPECTS OF LOCAL AND STATE
22	GOVERNMENT BY REDUCING FAMILY STABILITY, STUDENT ACHIEVEMENT,
23	WORKFORCE PRODUCTIVITY, AND PUBLIC SAFETY;

1	(d) CURRENTLY, THERE IS NO SINGLE BEHAVIORAL HEALTH CARE
2	SYSTEM IN COLORADO. INSTEAD, CONSUMERS OF ALL AGES WITH
3	BEHAVIORAL HEALTH DISORDERS RECEIVE SERVICES FROM A NUMBER OF
4	DIFFERENT SYSTEMS, INCLUDING THE HEALTH CARE, BEHAVIORAL HEALTH
5	CARE, CHILD WELFARE, JUVENILE AND CRIMINAL JUSTICE, EDUCATION, AND
6	HIGHER EDUCATION SYSTEMS.
7	(e) ADULT AND YOUTH CONSUMERS AND THEIR FAMILIES NEED
8	QUALITY BEHAVIORAL HEALTH CARE THAT IS INDIVIDUALIZED AND
9	COORDINATED TO MEET THEIR CHANGING NEEDS THROUGH A
10	COMPREHENSIVE AND INTEGRATED SYSTEM;
11	(f) TIMELY ACCESS THROUGH MULTIPLE POINTS OF ENTRY TO A
12	FULL CONTINUUM OF CULTURALLY RESPONSIVE SERVICES, INCLUDING
13	PREVENTION, EARLY INTERVENTION, CRISIS RESPONSE, TREATMENT, AND
14	RECOVERY, IS NECESSARY FOR AN EFFECTIVE INTEGRATED SYSTEM;
15	(g) EVIDENCE-BASED AND PROMISING PRACTICES RESULT IN
16	FAVORABLE OUTCOMES FOR COLORADO'S ADULT AND YOUTH CONSUMERS.
17	THEIR FAMILIES, AND THE COMMUNITIES IN WHICH THEY LIVE;
18	(h) LACK OF PUBLIC AWARENESS REGARDING BEHAVIORAL HEALTH
19	ISSUES CREATES A NEED FOR PUBLIC EDUCATION THAT EMPHASIZES THE
20	IMPORTANCE OF BEHAVIORAL HEALTH AS PART OF OVERALL HEALTH AND
21	WELLNESS AND CREATES THE DESIRE TO INVEST IN AND SUPPORT AN
22	INTEGRATED BEHAVIORAL HEALTH SYSTEM IN COLORADO;
23	(i) TO REDUCE THE ECONOMIC AND SOCIAL COSTS OF UNTREATED
24	<u>behavioral health disorders, Colorado needs a systemic</u>
25	TRANSFORMATION OF THE BEHAVIORAL HEALTH SYSTEM THROUGH WHICH
26	TRANSFORMATION THE STATE STRIVES TO ACHIEVE CRITICAL GOALS TO
27	ADDRESS MENTAL HEALTH AND SUBSTANCE USE DISORDERS; AND

-3-

1	(j) The overarching goal of this behavioral health
2	SYSTEM TRANSFORMATION SHALL BE TO MAKE THE BEHAVIORAL HEALTH
3	SYSTEM'S ADMINISTRATIVE PROCESSES, SERVICE DELIVERY, AND FUNDING
4	MORE EFFECTIVE AND EFFICIENT TO IMPROVE OUTCOMES FOR COLORADO
5	<u>CITIZENS.</u>
6	(2) THE GENERAL ASSEMBLY FURTHER FINDS AND DECLARES THAT,
7	TO IMPROVE THE QUALITY OF LIFE FOR THE CITIZENS OF COLORADO,
8	STRENGTHEN THE ECONOMY, AND CONTINUE THE RESPONSIBLE
9	MANAGEMENT OF THE STATE'S RESOURCES, THE LEADERSHIP OF THE THREE
10	BRANCHES OF COLORADO'S STATE GOVERNMENT AND THE STAKEHOLDERS
11	MOST AFFECTED BY MENTAL HEALTH AND SUBSTANCE USE DISORDERS
12	MUST COLLABORATE TO BUILD ON THE PROGRESS OF PAST EFFORTS AND TO
13	SUSTAIN A FOCUS ON THE IMPROVEMENT OF BEHAVIORAL HEALTH
14	SERVICES.
15	27-64-102. Behavioral health transformation council - creation
15 16	<u>27-64-102. Behavioral health transformation council - creation</u> <u>- duties - sunset review - repeal. (1) The GOVERNOR SHALL DESIGNATE</u>
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1	TRANSFORMING THE BEHAVIORAL HEALTH SYSTEM IN COLORADO. ON OR
2	BEFORE AUGUST 1, 2010, THE GOVERNOR SHALL DESIGNATE AN
3	EXECUTIVE BRANCH DEPARTMENT TO SERVE AS THE LEAD DEPARTMENT TO
4	FACILITATE THE COUNCIL'S WORK. IN CONSULTATION WITH THE
5	GOVERNOR, THE LEAD AGENCY SHALL DETERMINE THE APPROPRIATE
6	MEMBERSHIP, TENURE, AND OPERATING PROTOCOLS OF THE COUNCIL.
7	(b) THE COUNCIL MEMBERSHIP SHALL INCLUDE THE FOLLOWING:
8	(I) REPRESENTATIVES FROM EXECUTIVE BRANCH AGENCIES THAT
9	FUND OR SERVE CLIENTS WHO USE THE BEHAVIORAL HEALTH SYSTEM,
10	INCLUDING BUT NOT LIMITED TO THE DEPARTMENTS OF CORRECTIONS,
11	EDUCATION, HEALTH CARE POLICY AND FINANCING, HUMAN SERVICES,
12	LABOR AND EMPLOYMENT, LOCAL AFFAIRS, PUBLIC HEALTH AND
13	ENVIRONMENT, AND PUBLIC SAFETY;
14	(II) AT LEAST TWO REPRESENTATIVES FROM THE JUDICIAL
15	BRANCH, APPOINTED BY THE CHIEF JUSTICE OF THE COLORADO SUPREME
16	<u>COURT;</u>
17	(III) Two representatives from the house of
18	REPRESENTATIVES, ONE APPOINTED BY THE SPEAKER OF THE HOUSE OF
19	<u>REPRESENTATIVES AND ONE APPOINTED BY THE MINORITY</u> LEADER, WITH
20	PREFERENCE GIVEN TO MEMBERS FAMILIAR WITH RECENT AUDIT ISSUES
21	REGARDING BEHAVIORAL HEALTH SERVICES;
22	(IV) TWO REPRESENTATIVES FROM THE SENATE, ONE APPOINTED
23	BY THE PRESIDENT OF THE SENATE AND ONE APPOINTED BY THE MINORITY
24	LEADER;
25	(V) ONE REPRESENTATIVE FROM THE GOVERNOR'S OFFICE OF
26	INFORMATION TECHNOLOGY; AND
27	(VI) AT LEAST TEN REPRESENTATIVES, RECOMMENDED BY THE

1	LEAD AGENCY IN CONSULTATION WITH THE COUNCIL, FROM ANY GROUP OR
2	COMMITTEE THAT ACTIVELY PARTICIPATED IN THE BEHAVIORAL HEALTH
3	<u>TRANSFORMATION GRANT IN 2009-2010, AND WHICH SHALL INCLUDE</u>
4	CONSUMERS OR ENTITIES REPRESENTING CONSUMERS OF BEHAVIORAL
5	<u>HEALTH SERVICES.</u>
6	(c) On or before January 30, 2011, and on or before
7	January 30 each year thereafter, the lead agency shall brief
8	THE HEALTH AND HUMAN SERVICES COMMITTEES OF THE HOUSE OF
9	REPRESENTATIVES AND THE SENATE, OR ANY SUCCESSOR COMMITTEES,
10	AND THE STATE COURT ADMINISTRATOR'S OFFICE ON THE ACTIVITIES AND
11	PROGRESS OF THE COUNCIL TOWARD ACHIEVING THE GOALS OF A
12	TRANSFORMATION OF COLORADO'S BEHAVIORAL HEALTH SYSTEM.
13	(3) The council shall have the following duties and
14	FUNCTIONS:
15	(a) TO DEVELOP A STRATEGIC PRIORITIZATION, PLANNING, AND
16	IMPLEMENTATION PROCESS TO ADVISE THE GOVERNOR'S CABINET ON
17	TRANSFORMING COLORADO'S BEHAVIORAL HEALTH SYSTEM. THE
18	COUNCIL SHALL WORK TOWARD THE FOLLOWING GOALS ASSOCIATED WITH
19	A COMPREHENSIVE, EFFICIENT, EFFECTIVE, AND INTEGRATED BEHAVIORAL
20	HEALTH SYSTEM:
21	(I) DEVELOPING SHARED OUTCOMES ACROSS KEY SYSTEMS TO
22	ENABLE JOINT ACCOUNTABILITY, IMPROVE SERVICES, AND INCREASE
23	RECOVERY, SELF-SUFFICIENCY, AND ECONOMIC OPPORTUNITY;
24	(II) ALIGNING SERVICE AREAS ACROSS SYSTEMS TO PROMOTE
25	EQUITABLE AND TIMELY ACCESS TO A FULL CONTINUUM OF SERVICES
26	THROUGHOUT COLORADO, TO THE EXTENT FEASIBLE;
27	(III) ESTABLISHING JOINT MONITORING ACROSS SYSTEMS TO

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1	ENSURE ACCOUNTABILITY FOR COMMON OUTCOMES AND TO REDUCE THE
2	ADMINISTRATIVE BURDEN ASSOCIATED WITH SERVICE PROVISION;
3	(IV) CREATING INTEGRATED BEHAVIORAL HEALTH POLICIES AND
4	RULES TO ALIGN WITH INTEGRATED SERVICE DELIVERY;
5	(V) FINANCING REFORM TO MAXIMIZE AND EFFICIENTLY UTILIZE
6	<u>FUNDS;</u>
7	(VI) UTILIZING ELECTRONIC HEALTH RECORDS OR OTHER
8	TECHNOLOGY, SHARED SCREENING TOOLS, ASSESSMENTS, AND
9	EVALUATIONS IN COMPLIANCE WITH FEDERAL AND STATE
10	CONFIDENTIALITY AND PRIVACY LAWS;
11	(VII) ADOPTING CONSISTENT CROSS-SYSTEM STANDARDS FOR
12	CULTURAL CONGRUENCE AND FOR YOUTH, ADULT, AND FAMILY
13	INVOLVEMENT;
14	(VIII) PROMOTING AND UTILIZING EVIDENCE-BASED AND
15	PROMISING PRACTICES TO THE EXTENT POSSIBLE;
16	(IX) CREATING WORKFORCE-DEVELOPMENT STRATEGIES
17	REQUIRED FOR AN INTEGRATED BEHAVIORAL HEALTH SYSTEM; AND
18	(X) DEVELOPING A COMPREHENSIVE BEHAVIORAL HEALTH
19	SERVICE SYSTEM THAT INCLUDES SERVICES TO PERSONS WITH MENTAL
20	ILLNESS, ADDICTIONS, DISABILITIES, AND CO-OCCURRING ISSUES;
21	(b) TO MAKE RECOMMENDATIONS TO THE CABINET THAT
22	ENCOURAGE AND PROMOTE COLLABORATION, PARTNERSHIPS, AND
23	INNOVATION ACROSS GOVERNMENTAL AGENCIES AND OTHER AGENCIES IN
24	THE BUDGETING, PLANNING, ADMINISTRATION, AND PROVISION OF
25	BEHAVIORAL HEALTH SERVICES ASSOCIATED WITH THE GOALS ABOVE; AND
26	(c) TO COORDINATE AND CONSOLIDATE THE COUNCIL'S EFFORTS
27	WITH THE EFFORTS OF OTHER GROUPS THAT ARE WORKING ON BEHAVIORAL

1	HEALTH ISSUES TO INCREASE THE EFFECTIVENESS AND EFFICIENCY OF
2	THESE EFFORTS.
3	(4) This section is repealed, effective July 1, 2020. Prior to
4	SUCH REPEAL, THE COUNCIL SHALL BE REVIEWED AS PROVIDED FOR IN
5	<u>SECTION 2-3-1203, C.R.S.</u>
6	SECTION 2. 2-3-1203 (3), Colorado Revised Statutes, is
7	amended BY THE ADDITION OF A NEW PARAGRAPH to read:
8	2-3-1203. Sunset review of advisory committees. (3) The
9	following dates are the dates for which the statutory authorization for the
10	designated advisory committees is scheduled for repeal:
11	<u>(gg) July 1, 2020:</u>
12	(I) THE BEHAVIORAL HEALTH TRANSFORMATION COUNCIL,
13	CREATED IN SECTION 27-64-102, C.R.S.
14	SECTION 3. 25.5-5-411, Colorado Revised Statutes, is amended
15	to read:
16	25.5-5-411. Medicaid community mental health services -
17	legislative declaration - administration - rules. (1) THE GENERAL
18	ASSEMBLY HEREBY FINDS, DETERMINES, AND DECLARES THAT:
19	(a) THERE IS AN URGENT NEED TO ADDRESS THE ECONOMIC,
20	SOCIAL, AND PERSONAL COSTS TO THE STATE OF COLORADO AND ITS
21	CITIZENS OF UNTREATED MENTAL HEALTH AND SUBSTANCE USE
22	DISORDERS;
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19	MUST COLLABORATE TO BUILD ON THE PROGRESS OF PAST EFFORTS AND TO
20	SUSTAIN A FOCUS ON THE IMPROVEMENT OF BEHAVIORAL HEALTH
21	<u>SERVICES.</u>
22	(1) (3) Except as provided for in subsection (3) SUBSECTION (6)
23	of this section, the state department shall administer all medicaid
24	community mental health services for medical assistance recipients
25	including but not limited to the prepaid capitated single entry point
26	system for mental health services, the fee-for-service mental health
27	services, and alternatives to institutionalization. The administration of

1	medicaid community mental health services shall include but shall not be
2	limited to program approval, program monitoring, and data collection.
3	(1.5) (a) (4) (a) The requirements of section 25.5-5-408 shall not
4	apply to the capitated rate calculation process for medicaid community
5	mental health services; except that each medicaid community mental
6	health services MCO shall be subject to the requirements of section
7	<u>25.5-5-404 (1) (k) and (1) (l).</u>
8	(b) The state department shall establish cost-effective, capitated
9	rates for community mental health services in a manner that includes cost
10	containment mechanisms. These cost containment mechanisms may
11	include, but are not limited to, restricting average per member per month
12	utilization growth, restricting unit cost growth, limiting allowable
13	administrative cost, establishing minimum medical loss ratios, or
14	establishing other cost containment mechanisms that the state department
15	determines appropriate.
16	(c) Effective June 1, 2010, the state department shall make a
17	capitation payment to a medicaid community mental health services MCO
18	for each medical assistance recipient no sooner than the first day of the
19	month following the month the recipient is enrolled with that MCO.
20	(2) (5) The state department is authorized to seek federal approval
21	for any necessary changes to the state's waiver that authorizes the
22	statewide system of community mental health care to reflect the
23	provisions of this section. The state department is authorized to limit a
24	recipient's freedom of choice with respect to a provider of mental health
25	services and to restrict reimbursements for mental health services to
26	designated and contracted agencies in such waiver.
27	(3) (6) The administration of the mental health institutes shall

1	remain the responsibility of the department of human services.
2	(4) (7) On and after April 6, 2004, all positions of employment in
3	the department of human services concerning the powers, duties, and
4	functions of administering all medicaid community mental health services
5	for medical assistance recipients transferred to the state department
6	pursuant to this section and determined to be necessary to carry out the
7	purposes of this section by the executive director of the state department
8	shall be transferred to the state department and shall become employment
9	positions therein.
10	(5) (8) On and after April 6, 2004, all items of property, real and
11	personal, including office furniture and fixtures, computers and software,
12	books, documents, and records of the department of human services
13	pertaining to the duties and functions of administering all medicaid
14	community mental health services for medical assistance recipients are
15	transferred to the state department and shall become the property thereof.
16	(6) (9) On and after April 6, 2004, for state fiscal year 2003-04,
17	the state department may bill the department of human services
18	medicaid-funded programs division appropriation within the state
19	department's appropriation for the provision of medicaid community
20	mental health services as authorized in this section.
21	(7) (10) On or before July 1, 2004, the state department and the
22	department of human services shall jointly produce a document to assist
23	mental health consumers and advocates and providers that participate in
24	Colorado's publicly funded mental health system to understand the
25	respective roles of each department in the provision of mental health
26	services and each department's ability to provide high quality and

26 services and each department's ability to provide high quality and
27 accessible mental health services. The state department and the

1	department of human services shall make the document available to the
2	public and shall send at least one copy to each community mental health
3	center, statewide mental health advocacy organization, and mental health
4	assessment and services agency. The information contained in the
5	document shall be made available on each department's internet web site.
6	The state department and the department of human services are
7	encouraged to consult with representatives of mental health consumer and
8	provider organizations in the development of the document to ensure that
9	it benefits consumers seeking mental health services and consumers who
10	need to express concerns or complaints regarding the quality, availability,
11	or accessibility of mental health services.
12	(11) When the state auditor conducts an audit of the statewide
13	mental health system, the state auditor shall evaluate the coordination of
14	services between the state department and the department of human
15	services and the impact of the administration of the mental health system
16	on the quality of care within the statewide mental health system.
17	(9) (12) The state board shall adopt any rules necessary for the
18	implementation of this section. In adopting rules concerning medicaid
19	community mental health services, the state board shall consider the
20	effect the rules may have on the statewide mental health system.
21	SECTION 4. Safety clause. The general assembly hereby finds,
22	determines, and declares that this act is necessary for the immediate
23	preservation of the public peace, health, and safety.