

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Appropriations

BILL: CS/SB 260

INTRODUCER: Appropriations Committee; and Senator Harrell and others

SUBJECT: Services for Veterans and Their Families

DATE: April 18, 2021

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Brown</u>	<u>Caldwell</u>	<u>MS</u>	Favorable
2.	<u>Delia</u>	<u>Cox</u>	<u>CF</u>	Favorable
3.	<u>Gerbrandt</u>	<u>Sadberry</u>	<u>AP</u>	Fav/CS

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/SB 260 creates the Florida Veterans' Care Coordination Program (Program), to provide veterans and their families dedicated behavioral health care referral services, primarily for mental health and substance abuse. Through the Program, a veteran may call a separate veteran-dedicated support line to receive assistance and support from a fellow veteran who is trained to respond to the calls for assistance.

The bill authorizes the Florida Department of Veterans' Affairs (FDVA) to establish the Program. To provide services, the FDVA may contract with a nonprofit entity that has statewide phone capacity to serve veterans and is accredited by the Council on Accreditation and fully accredited by the Alliance of Information and Referral Services. The contracting entity must enter into agreements with Florida 211 Network participants to provide services to veterans.

The FDVA must compile data collected by the Florida 211 Network into a report for the Governor, President of the Senate, and Speaker of the House of Representatives by December 15, 2022.

Current federal funding for the program is set to expire September 30, 2021. Should the funding not be extended, annual recurring costs to operate the statewide program have been estimated at \$4.5 million from General Revenue. See Section V. Fiscal Impact Statement.

The bill takes effect on July 1, 2021.

II. Present Situation:

Veterans and Mental Health and/or Substance Abuse

More than 1.5 million veterans currently live in Florida, making the state's veteran population the third largest nationally.¹ Veterans face unique challenges, and some struggle with mental health and substance abuse.

Post-traumatic Stress Disorder (PTSD) is a psychiatric disorder that can occur in people who have experienced or witnessed a traumatic event, including war or combat.²

The National Center for PTSD, U.S. Department of Veterans Affairs (VA), lists the percentage of veterans with PTSD by service era:

- Between 11 and 20 percent of veterans who served in Operations Iraqi Freedom and Enduring Freedom have PTSD in a given year.
- About 12 percent of veterans who served in the Gulf War have PTSD in a given year.
- About 15 percent of veterans of the Vietnam War were diagnosed with PTSD at the time of the most recent study in the late 1980's. However, it is estimated that about 30 percent of veterans of the Vietnam War have had PTSD in their lifetimes.³

A strong association exists between PTSD and substance use disorders (SUD) amongst veterans. Statistics show:

- More than two in 10 veterans with PTSD also have SUD;
- Almost one in three veterans seeking treatment for SUD also have PTSD;
- About one in 10 veterans returning from the wars in Iraq and Afghanistan seen at the VA have problems with alcohol or other drugs.⁴

Suicide rates for veterans continue to be a cause of national concern:

- More than 6,000 veterans committed suicide each year from 2008 to 2016.
- In 2016, the suicide rate was 1.5 times greater for veterans than for non-veteran adults, after adjusting for age and gender.⁵

From 2005 to 2016, the increase in suicide rate among veterans in Veterans Hospital Administration (VHA) care was lower than among veterans not in VHA care.⁶

¹ Florida Department of Veterans' Affairs, *Our Veterans*, available at <http://floridavets.org/our-veterans/> (last visited February 25, 2021).

² American Psychiatric Association, *What is Posttraumatic Stress Disorder?*, available at <https://www.psychiatry.org/patients-families/ptsd/what-is-ptsd> (last visited February 25, 2021).

³ National Center for PTSD, U.S. Dep't of Veterans Affairs, *How Common is PTSD in Veterans?*, available at https://www.ptsd.va.gov/understand/common/common_veterans.asp (last visited February 25, 2021).

⁴ National Center for PTSD, U.S. Dep't of Veterans Affairs, *PTSD and Substance Abuse in Veterans*, available at https://www.ptsd.va.gov/understand/related/substance_abuse_vet.asp (last visited February 25, 2021).

⁵ Office of Mental Health and Suicide Prevention, U.S. Dep't of Veterans Affairs, *VA National Suicide Data Report 2005-2016*, pg. 3, available at https://www.mentalhealth.va.gov/docs/data-sheets/OMHSP_National_Suicide_Data_Report_2005-2016_508.pdf (last visited February 25, 2021).

⁶ *Id.*

Florida Alliance of Information and Referral Services (FLAIRS)

Each year, 16 million people in the United States call 2-1-1 for help with basic needs like food and shelter, and emergency needs, such as mental health, addiction, and suicide intervention.⁷ The Florida Alliance of Information and Referral Services (FLAIRS) is the 211 collaborative organization for the state responsible for designing, studying, and implementing the Florida 211 Network.⁸ The mission of the FLAIRS is to strengthen the health and human service information and referral provider network in the state through advocacy, coordination, and education.⁹

The Florida 211 Network, established in s. 408.918, F.S., operates as the single point of coordination for information and referral of health and human services.¹⁰ As of February 20, 2017, 22 Florida 211 Network providers operated across the state.¹¹

To participate in the Florida 211 Network, a 211 provider must be fully accredited by the National Alliance of Information and Referral Services or have received approval to operate, pending accreditation from its affiliate, the FLAIRS.¹²

The Council on Accreditation

The Council on Accreditation (COA) is an international accrediting entity that accredits private and public organizations and programs that provide human services.¹³ The COA specifically accredits entities providing child welfare, behavioral health, and community-based social services.¹⁴

Pilot Program and Statewide Expansion

Pilot Program

In 2014, the Crisis Center of Tampa Bay launched a pilot program through its existing 211 Network to offer a separate dedicated phone line for state veterans in need of support, known as the Florida Veterans Support Line. The pilot program expanded existing 211 services, including

⁷ See The Florida Alliance of Information and Referral Services (FLAIRS), *211 Counts.org*, available at <http://www.flairs.org/211counts/> (last visited Jan. 14, 2021). For a breakdown of needs by center on the FLAIRS website, see *What are the Most Pressing Needs for Your Community?*, available at <https://211counts.org/home/index> (last visited February 25, 2021).

⁸ Section 408.918(3), F.S.

⁹ The Florida Alliance of Information and Referral Services (FLAIRS), *Mission*, available at <http://www.flairs.org/mission/> (last visited February 25, 2021).

¹⁰ Section 408.918(1), F.S.

¹¹ The Florida Alliance of Information and Referral Services (FLAIRS), *Florida 2-1-1 Network Map*, available at <http://www.flairs.org/wp-content/uploads/sites/13/2017/03/FL-211-providers-and-coverage-areas-022717.pdf> (last visited February 25, 2021).

¹² Section 408.918(2), F.S.; The full accreditation process requires a remote database review, consultation component, on-site review, and demonstration of a call handling component, as well as payment of a membership fee, more information is available at <https://www.airs.org/i4a/pages/index.cfm?pageid=3286> (last visited February 25, 2021).

¹³ Council on Accreditation, *Home*, available at <http://coanet.org/home/> (last visited February 25, 2021).

¹⁴ Council on Accreditation, *Frequently Asked Questions*, available at <http://coanet.org/faq/> (last visited February 25, 2021).

crisis intervention and peer-to-peer care coordination, to veterans and their families in Hillsborough, Pasco, Pinellas, Polk, and Manatee counties.¹⁵

Under the Crisis Center's Peer-to-Peer Care Coordination model, callers to the support line talk to a fellow veteran who will provide emotional support and referral to VA and non-VA services, including for medical care, housing, counseling, legal, and employment assistance.¹⁶

History of Funding for the Pilot Program

Since the launch of the pilot program, funding has been provided as follows:

- **2014 - 2015**
The Legislature provided \$150,000 in nonrecurring general revenue funds to the FDVA to contract with the Crisis Center of Tampa Bay to establish a pilot program to expand 2-1-1-services to veterans.¹⁷ With the appropriation, in August 2014, the Crisis Center of Tampa Bay expanded its services to veterans and hired veterans to answer crisis calls. In November 2014, the Crisis Center launched the Florida Veterans Support Line.
- **2016 - 2021**
The Department of Children and Families (DCF) has continued to fund the Crisis Center of Tampa Bay's pilot program with an annual appropriation of approximately \$150,000.¹⁸
- **2017 - 2018**
The Legislature provided \$400,000 in nonrecurring general revenue funds to the FDVA to contract with the Crisis Center of Tampa Bay to fund local call centers statewide with the purpose of connecting veterans with resources available in their community.¹⁹
- **2018 - 2019**
The U.S. Department of Veteran Affairs (USDVA) agreed to partially fund the implementation of statewide peer-to-peer coordination and provided \$1 million in funding for the statewide program.²⁰ To ensure full statewide implementation, the DCF provided \$538,000 in federal funds provided through the State Opioid Response Grant (SOR Grant).²¹
- **2019 - 2020**
The USDVA provided \$1 million in funding, matched in full with the DCF SOR Grant for total funding of \$2 million.²²

¹⁵ Specific Appropriation 595, ch. 2014-51, L.O.F., available at <http://laws.flrules.org/2014/51> (last visited February 25, 2021).

¹⁶ Crisis Center of Tampa Bay, *Florida Veterans Support Line, What we offer*, available at <https://www.myflvet.com/about-1> (last visited February 25, 2021).

¹⁷ Specific Appropriation 595, ch. 2014-51, L.O.F., available at <http://laws.flrules.org/2014/51> (last visited February 25, 2021).

¹⁸ Crisis Center of Tampa Bay, *Overview of Current Funding* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security). See Florida Accountability Contract Tracking System, *Agency Contract ID LH294*, available at <https://facts.fldfs.com/Search/ContractDetail.aspx?AgencyId=600000&ContractId=LH294> (last visited April 9, 2021).

¹⁹ Specific Appropriation 575 of ch. 2017-70, L.O.F., available at <http://laws.flrules.org/2017/70> (last visited February 25, 2021).

²⁰ Crisis Center of Tampa Bay, *Overview of Current Funding* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security).

²¹ See Florida Accountability Contract Tracking System, *Agency Contract ID LD994*, available at <https://facts.fldfs.com/Search/ContractDetail.aspx?AgencyId=600000&ContractId=LH294> (last visited April 9, 2021).

²² *Id.*; Crisis Center of Tampa Bay, *Overview of the 1-844-MYFLVET Support Line* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security); Department of Veterans Affairs, 2021 Agency Legislative Bill

- 2020 - 2021
The USDVA provided \$1 million in funding, matched in full with the DCF SOR Grant for total funding of \$2 million.²³
- 2021 - 2022
The Senate’s Fiscal Year 2021-2022 proposed budget includes \$1.1 million in funding through the DCF’s Community Mental Health Block Grant for the Crisis Center of Tampa Bay’s Veteran Support Line.²⁴

Both of the federal sources of funding provided for the last three fiscal years are set to expire September 30, 2021, though may possibly be extended to September 2024, pending a funding allocation.²⁵

Use of the Program by Veterans

Since the Crisis Center implemented the pilot program in 2014, veteran and veteran family participation has steadily increased.

Region Served	Fiscal Year	Veterans Served	Services Referred	Suicide Concerns	Peer-to-Peer Care Coordination - Crisis Center of Tampa Bay Only
5 Counties	2014-2015	1,135	925	179	626 ²⁶
5 Counties	2015-2016	1,315	1,478	207	750 ²⁷
5 Counties	2016-2017	3,420	3,641	538	768 ²⁸
Statewide	2017-2018	28,962	49,932	396 ²⁹	880 ³⁰
Statewide	2018-2019	17,699	35,150	431	2,274 ³¹
Statewide	2019-2020	25,800	55,012	201	5,639 ³²
Statewide	2020-2021	6,890	19,707	67	1,658 ³³

Analysis, SB 260, p. 5. (Jan. 25, 2021) (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security) (hereinafter cited as “FDVA Analysis”).

²³ *Id.*

²⁴ Specific Appropriation 362 of SB 2500, First Engrossed (2021 Session).

²⁵ Crisis Center of Tampa Bay, *Florida Veterans Support Line, Current Funding* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security).

²⁶ Crisis Center of Tampa Bay, *Overview of the 1-844-MYFLVET Support Line* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security).

²⁷ *Id.*

²⁸ *Id.*

²⁹ This number is reflected for the Crisis Center of Tampa Bay only.

³⁰ Crisis Center of Tampa Bay, *Overview of the 1-844-MYFLVET Support Line* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security).

³¹ Crisis Center of Tampa Bay, *Florida Veterans Support Line, Statewide Data, Fiscal Year 2019, Fiscal Year 2020, Fiscal Year 2021 - Q1* (on file with the Senate Committee on Military and Veterans Affairs, Space, and Domestic Security).

³² *Id.*

³³ *Id.* The totals for the most recent fiscal year reflect the first quarter of the 2020-2021 fiscal year, October through December 2020.

III. Effect of Proposed Changes:

This bill creates the Florida Veterans' Care Coordination Program (Program) as a statewide program, to provide veterans and their families dedicated behavioral health care referral services, primarily for mental health and substance abuse. Through the Program, a veteran who calls a dedicated support line receives assistance and support from a trained fellow veteran.

The bill authorizes the Florida Department of Veterans' Affairs (FDVA) to establish the Program. To provide services, the FDVA may contract with a nonprofit entity that has statewide phone capacity to serve veterans and is accredited by the Council on Accreditation and fully accredited by the National Alliance of Information and Referral Services. The entity must enter into agreements with Florida 211 Network participants to provide services to veterans.

The bill models the Program after the pilot program established in 2014 by the Crisis Center of Tampa Bay and the FDVA in Hillsborough, Pasco, Pinellas, Polk, and Manatee Counties.

Program Goals and Services

Program goals are to prevent suicide by a veteran and increase veteran participation in programs and services provided by the VA and community-based programs and services.

Florida 211 Network participants in the Program must provide an array of specific services, including all of the following:

- Telephonic peer support, crisis intervention, and information on referral resources.
- Treatment coordination, including coordination of follow-up care.
- Assessment of suicide risk.
- Immediate needs assessments, including safety planning and support.
- Promotion of the safety and wellness of veterans and their families, including continuous safety planning and support.
- Resource coordination, including data analysis, to facilitate acceptance, enrollment, and attendance of veterans and their families in programs and services provided by the VA and other available community-based programs and services.

The bill requires program teams to:

- Document all incoming calls and capture data needed to reach a greater number of veterans and their families;
- Track the number and nature of requests from veterans and family members;
- Follow up with callers to determine if they have pursued referrals and whether additional help is needed; and
- Implement communication strategies³⁴ to educate veterans and their families about programs and services provided by the VA and other community-based programs and services.

To educate others about the Program:

³⁴ Examples of communication strategies provided by the bill include media promotions, public service announcements, print and Internet articles, and community presentations.

- Florida 211 network participants must collect data on the program and establish and maintain a database of services available locally.
- Both the FDVA and its contractor must work with managing entities to educate service providers about the Florida Veterans Support Line and the Program.

Data Collection and Report

Florida 211 Network participants must provide all collected data to the FDVA, as directed by the FDVA. By December 15, 2022, the FDVA must then submit a report to the Governor, President of the Senate, and Speaker of the House of Representatives.

The report must include:

- The total number of calls received by the Program;
- Demographic information on each caller, including military affiliation, veteran status, and whether they are receiving services provided by the VA or other available community-based programs and services;
- The nature of each call, including any concerns prompting the call and any services requested by the caller;
- The outcome of each call, including referrals for services and any organizations to which the caller was referred;
- Services received as a result of each call;
- Information regarding follow-up by the Program team, including the percentage of calls receiving follow-up and the outcome of such follow-up;
- Information regarding the Program's impact on each caller's quality of life and avoidance of negative outcomes; and
- Each caller's level of satisfaction with services received.

The bill takes effect on July 1, 2021.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

The bill does not appear to require cities and counties to expend funds or limit their authority to raise revenue or receive state-shared revenues as specified by Article VII, Section 18 of the Florida Constitution.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

C. Government Sector Impact:

CS/SB 260 authorizes the FDVA to establish the Veterans Care Coordination Program and provide statewide referral and care coordination services to veterans and their families through Florida's 211 Network. The program is currently funded by federal grants that are scheduled to expire September 30, 2021, unless the grants are extended.³⁵ According to the Crisis Center of Tampa Bay, the cost to implement the Florida Veterans Support Line program statewide is \$4.5 million.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill creates section 394.9087 of the Florida Statutes.

IX. Additional Information:

A. Committee Substitute – Statement of Substantial Changes:
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS by Appropriations on April 15, 2021:

The committee substitute authorizes, rather than requires the Department of Veterans' Affairs to establish a Florida Veterans' Care Coordination Program. The amendment also makes stylistic changes.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

³⁵ FDVA Analysis, p. 4.