

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 Children, Families, and Elder Affairs

BILL: SB 818

INTRODUCER: Senator Book

SUBJECT: Mental Health

DATE: March 15, 2019

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Delia _____	Hendon _____	CF _____	Favorable
2.	_____	_____	JU _____	_____
3.	_____	_____	AP _____	_____

I. Summary:

SB 818 makes several changes to both the Baker Act and the Marchman Act. The bill broadens the criteria to serve additional individuals under both the Baker Act and Marchman Act and requires additional services to be provided under both provisions.

The bill allows both Baker Act and Marchman Act respondents to be held for up to 10 days (increased from 5) before a hearing on an involuntary assessment petition, and allows individuals treated on an involuntary basis under the Marchman Act to be held in a treatment facility for a longer period of time following a hearing on an involuntary assessment petition.

The bill also broadens the contempt authority of the court for minors involuntarily admitted under the Marchman Act and makes significant changes to court procedures, filing deadlines, and responsibilities for Marchman Act petitioners.

The bill will likely have a significant state and local fiscal impact, particularly on the Department of Children and Families (DCF), courts, state attorneys, and public defenders throughout the state, and has an effective date of July 1, 2019.

II. Present Situation:

Baker Act

In 1971, the Legislature adopted the Florida Mental Health Act, known as the Baker Act.¹ The Act authorized treatment programs for mental, emotional, and behavioral disorders. The Baker Act required programs to include comprehensive health, social, educational, and rehabilitative services to persons requiring intensive short-term and continued treatment to facilitate recovery.

¹ Chapter 71-131, Laws of Fla.; The Baker Act is contained in ch. 394, F.S.

Additionally, the Baker Act provides protections and rights to individuals examined or treated for mental illness. Legal procedures are addressed for mental health examination and treatment, including voluntary admission, involuntary admission, involuntary inpatient treatment, and involuntary outpatient treatment.

Mental illness creates enormous social and economic costs.² Unemployment rates for persons having mental disorders are high relative to the overall population.³ Rates of unemployment for people having a severe mental illness range between 60 percent and 100 percent.⁴ Mental illness increases a person's risk of homelessness in America threefold.⁵ Approximately 33 percent of the nation's homeless live with a serious mental disorder, such as schizophrenia, for which they are untreated.⁶ Often the combination of homelessness and mental illness leads to incarceration, which further decreases a person's chance of receiving proper treatment and leads to future recidivism.⁷

Marchman Act

In 1993, the Legislature adopted the Hal S. Marchman Alcohol and Other Drug Services Act. The Marchman Act provides a comprehensive continuum of accessible and quality substance abuse prevention, intervention, clinical treatment, and recovery support services. Services must be provided in the least restrictive environment to promote long-term recovery. The Marchman Act includes various protections and rights of patients served.

Individual Bill of Rights

Both the Marchman Act and the Baker Act provide an individual bill of rights.⁸ Rights in common include the right to dignity, right to quality of treatment, right to not be refused treatment at a state-funded facility due to an inability to pay, right to communicate with others, right to care and custody of personal effects, and the right to petition the court on a writ of habeus corpus. The individual bill of rights also imposes liability for damages on persons who violate individual rights.⁹ The Marchman Act bill of rights includes the right to confidentiality of clinical records. The individual is the only person who may consent to disclosure.¹⁰ The Baker Act addresses confidentiality in a separate section of law and permits limited disclosure by the individual, a guardian, or a guardian advocate.¹¹ The Marchman Act ensures the right to habeus corpus, which means that a petition for release may be filed with the court by an individual

² MentalMenace.com, *Mental Illness: The Invisible Menace; Economic Impact*, <http://www.mentalmenace.com/economicimpact.php> (last visited March 14, 2019).

³ MentalMenace.com, *Mental Illness: The Invisible Menace: More impacts and facts*, <http://www.mentalmenace.com/impactsfacts.php> (last visited March 14, 2019).

⁴ *Id.*

⁵ Family Guidance Center for Behavioral Health Care, *How does Mental Illness Impact Rates of Homelessness?*, (last visited March 14, 2019), <http://www.familyguidance.org/how-does-mental-illness-impact-rates-of-homelessness/>.

⁶ *Id.*

⁷ *Id.*

⁸ Section 397.501, F.S., provides "Rights of Individuals" for individuals served through the Marchman Act; s. 394.459, F.S., provides "Rights of Individuals" for individuals served through the Baker Act.

⁹ Sections 397.501(10)(a) and 394.459(10), F.S.

¹⁰ Section 397.501(7), F.S.

¹¹ Section 394.4615(1) and (2), F.S.

involuntarily retained or his or her parent or representative.¹² In addition to the petitioners authorized in the Marchman Act, the Baker Act permits the DCF to file a writ for habeus corpus on behalf of the individual.¹³

Transportation to a Facility

The Marchman Act authorizes an applicant seeking to have a person admitted to a facility, the person's spouse or guardian, a law enforcement officer, or a health officer to transport the individual for an emergency assessment and stabilization.¹⁴

The Baker Act requires each county to designate a single law enforcement agency to transfer the person in need of services. If the person is in custody based on noncriminal or minor criminal behavior, the law enforcement officer will transport the person to the nearest receiving facility. If, however, the person is arrested for a felony the person must first be processed in the same manner as any other criminal suspect. The law enforcement officer must then transport the person to the nearest facility, unless the facility is unable to provide adequate security.¹⁵

The Marchman Act allows law enforcement officers, however, to temporarily detain substance-impaired persons in a jail setting. An adult not charged with a crime may be detained for his or her own protection in a municipal or county jail or other appropriate detention facility. Detention in jail is not considered to be an arrest, is temporary, and requires the detention facility to provide if necessary the transfer of the detainee to an appropriate licensed service provider with an available bed.¹⁶ However, the Baker Act prohibits the detention in jail of a mentally ill person if he or she has not been charged with a crime.¹⁷

Voluntary Admission to a Facility

The Marchman Act authorizes persons who wish to enter treatment for substance abuse to apply to a service provider for voluntary admission. A minor is authorized to consent to treatment for substance abuse.¹⁸ Under the Baker Act, a guardian of a minor must give consent for mental health treatment under a voluntary admission.¹⁹

When a person is voluntarily admitted to a facility, the emergency contact for the person must be recorded in the individual record.²⁰ When a person is involuntarily admitted, contact information for the individual's guardian, guardian advocate, or representative, and the individual's attorney must be entered into the individual record.²¹ The Marchman Act does not address emergency contacts.

¹² Section 397.501(9), F.S.

¹³ Section 394.459(8)(a), F.S.

¹⁴ Section 397.6795, F.S.

¹⁵ Section 394.462(1)(f) and (g), F.S.

¹⁶ Section 397.6772(1), F.S.

¹⁷ Section 394.459(1), F.S.

¹⁸ Section 397.601(1) and (4)(a), F.S.

¹⁹ Section 394.4625(1)(a), F.S.

²⁰ Section 394.4597(1), F.S.

²¹ Section 394.4597(2), F.S.

The Baker Act requires an individualized treatment plan to be provided to the individual within five days after admission to a facility.²² The Marchman Act does not address individualized treatment plans.

Involuntary Admission to a Facility

Criteria for Involuntary Admission

The Marchman Act provides that a person meets the criteria for involuntary admission if a good faith reason exists to believe that the person is substance abuse impaired and because of the impairment:

- Has lost the power of self-control with respect to substance abuse; and either
- Has inflicted, threatened to or attempted to inflict self-harm; or
- Is in need of services and due to the impairment, judgment is so impaired that the person is incapable of appreciating the need for services.²³

Protective Custody

A person who meets the criteria for involuntary admission under the Marchman Act may be taken into protective custody by a law enforcement officer.²⁴ The person may consent to have the law enforcement officer transport the person to his or her home, a hospital, or a licensed detoxification or addictions receiving facility.²⁵ If the person does not consent, the law enforcement officer may transport the person without using unreasonable force.²⁶

Time Limits

A critical 72-hour period applies under both the Marchman and the Baker Act. Under the Marchman Act, a person may only be held in protective custody for a 72-hour period, unless a petition for involuntary assessment or treatment has been timely filed with the court within that timeframe to extend protective custody.²⁷ The Baker Act provides that a person cannot be held in a receiving facility for involuntary examination for more than 72 hours.²⁸ Within that 72-hour examination period, or, if the 72 hours ends on a weekend or holiday, no later than the next working day, one of the following must happen:

- The patient must be released, unless he or she is charged with a crime, in which case law enforcement will resume custody;
- The patient must be released into voluntary outpatient treatment;
- The patient must be asked to give consent to be placed as a voluntary patient if placement is recommended; or
- A petition for involuntary placement must be filed in circuit court for outpatient or inpatient treatment.²⁹

²² Section 394.459(2)(e), F.S.

²³ Section 397.675, F.S.

²⁴ Section 397.677, F.S.

²⁵ Section 397.6771, F.S.

²⁶ Section 397.6772(1), F.S.

²⁷ Section 397.6773(1) and (2), F.S.

²⁸ Section 394.463(2)(f), F.S.

²⁹ Section 394.463(2)(i)4., F.S.

Under the Marchman Act, if the court grants the petition for involuntary admission, the person may be admitted for a period of five days to a facility for involuntary assessment and stabilization.³⁰ If the facility needs more time, the facility may request a seven-day extension from the court.³¹ Based on the involuntary assessment, the facility may retain the person pending a court decision on a petition for involuntary treatment.³²

Under the Baker Act, the court must hold a hearing on involuntary inpatient or outpatient placement within five working days after a petition for involuntary placement is filed.³³ The petitioner must show, by clear and convincing evidence all available less restrictive treatment alternatives are inappropriate and that the individual:

- Is mentally ill and because of the illness has refused voluntary placement for treatment or is unable to determine the need for placement; and
- Is manifestly incapable of surviving alone or with the help of willing and responsible family and friends, and without treatment is likely suffer neglect to such an extent that it poses a real and present threat of substantial harm to his or her well-being, or substantial likelihood exists that in the near future he or she will inflict serious bodily harm on himself or herself or another person.³⁴

Notice Requirements

The Marchman Act requires the nearest relative of a minor to be notified if the minor is taken into protective custody.³⁵ No time requirement is provided in law. Under the Baker Act, receiving facilities are required to promptly notify a patient's guardian, guardian advocate, attorney, and representative within 24 hours after the patient arrives at the facility on an involuntary basis, unless the patient requests otherwise.³⁶ In requiring notice on behalf of a patient, current law does not distinguish between adult and minor patients. The facility must provide notice to the Florida local advocacy council no later than the next working day after the patient is admitted.

Mental Illness and Substance Abuse

According to the National Alliance on Mental Illness (NAMI), about 50 percent of persons with severe mental health disorders are affected by substance abuse.³⁷ NAMI also estimates that 29 percent of people diagnosed as mentally ill abuse alcohol or other drugs.³⁸ When mental health disorders are left untreated, substance abuse likely increases. When substance abuse increases, mental health symptoms often escalate as well or new symptoms are triggered. This could also be due to discontinuation of taking prescribed medications or the contraindications for substance

³⁰ Section 397.6811, F.S.

³¹ Section 397.6821, F.S.

³² Section 397.6822, F.S.

³³ Sections 394.4655(6) and 394.467(6), F.S.

³⁴ Section 394.467(1), F.S.

³⁵ Section 397.6772(2), F.S.

³⁶ Section 394.4599(2)(a) and (b), F.S.

³⁷ Donna M. White, OPCI, CACP, *Living with Co-Occurring Mental & Substance Abuse Disorders*, available at <http://psychcentral.com/blog/archives/2013/10/02/living-with-co-occurring-mental-substance> (last visited on March 14, 2019).

³⁸ *Id.*

abuse and mental health medications. When taken with other medications, mental health medications can become less effective.³⁹

Advance Directive for Mental Health or Substance Abuse Treatment

Florida law currently allows an individual to create an advance directive which designates a surrogate to make health care decisions for the individual and provides a process for the execution of the directive.⁴⁰ Current law also allows an individual to designate a separate surrogate to consent to mental health treatment for the individual if the individual is determined by a court to be incompetent to consent to treatment.⁴¹ A mental health or substance abuse treatment advance directive is much like a living will for health care; acute episodes of mental illness temporarily destroy the capacity required to give informed consent and often prevent people from realizing they are sick, causing them to refuse intervention.⁴² Even in the midst of acute episodes, many people do not meet commitment criteria because they are not likely to injure themselves or others and are still able to care for their basic needs.⁴³ If left untreated, acute episodes may spiral out of control before the person meets commitment criteria.⁴⁴

Mental Health Courts

Mental health courts are a type of problem-solving court that combines judicial supervision with community mental health treatment and other support services in order to reduce criminal activity and improve the quality of life of participants. Mental health court programs are not established or defined in Florida Statutes. A key objective of mental health courts is to prevent the jailing of offenders with mental illness by diverting them to appropriate community services or to significantly reduce time spent incarcerated.

Crisis Stabilization Units

Individuals experiencing severe emotional or behavioral problems often require emergency treatment to stabilize their situations before referral for outpatient services or inpatient services can occur. Emergency mental health stabilization services may be provided to individuals on a voluntary or involuntary basis. Individuals receiving services on an involuntary basis must be taken to a facility that has been designated by DCF as a “receiving facility” as defined in Part I of ch. 394, F.S.⁴⁵

Receiving facilities, often referred to as Baker Act Receiving Facilities, are public or private facilities designated by DCF for the purposes of receiving and examining individuals on an involuntary basis under emergency conditions and to provide short-term treatment. Receiving facilities that receive public funds from one of the managing entities to provide mental health

³⁹ *Id.*

⁴⁰ Section 765.202, F.S.

⁴¹ Section 765.202(5), F.S.

⁴² Judy A. Clausen, *Making the Case for a Model Mental Health Advance Directive Statute*, 14 YALE J. HEALTH POL'Y, L. & ETHICS 1, (Winter 2014).

⁴³ *Id.* at 17.

⁴⁴ *Id.*

⁴⁵ Section 394.455(26), F.S.

services to all persons regardless of their ability to pay are considered public receiving facilities.⁴⁶

Crisis Stabilization Units (CSUs) are public receiving facilities that receive state funding and provide a less intensive and less costly alternative to inpatient psychiatric hospitalization for individuals presenting as acutely mentally ill. CSUs screen, assess, and admit individuals brought to the unit under the Baker Act, as well as those individuals who voluntarily present themselves, for short-term services.⁴⁷ CSUs provide services 24 hours a day, seven days a week, through a team of mental health professionals. The purpose of the CSU is to examine, stabilize, and redirect people to the most appropriate and least restrictive treatment settings, consistent with their mental health needs. Individuals often enter the public mental health system through CSUs. Managing entities must follow current statutes and rules that require CSUs to be paid for bed availability rather than utilization.

III. Effect of Proposed Changes:

Section 1 amends s. 27.59, F.S., to grant public defenders and regional conflict counsel permission to inquire of all persons held in a receiving facility pursuant to the Baker and/or Marchman Act.

Section 2 amends s. 394.455, F.S., defining “neglect or refuse to care for himself or herself” to include evidence that a person is unable to provide adequate food or shelter for themselves, is substantially unable to make an informed treatment choice, or needs care or treatment to prevent deterioration. The bill also adds criteria for a “real and present threat of substantial harm” to include evidence that an untreated person will lack, refuse, or not receive health services or will suffer severe harm leading to an inability to function cognitively or in their community generally.

Section 3 amends s. 394.459, F.S., relating to rights of patients, to require that a patient with a serious mental illness who has been released after being Baker Acted must be provided with a post-discharge continuum of care regimen. DCF is provided with rulemaking authority to determine what services will be available in such regimens and which serious mental illnesses will entitle an individual to services. Current law only requires the state to provide involuntary treatment at a state hospital.

Section 4 amends s. 394.461, F.S., to allow civil patients to be admitted to designated receiving facilities under the Baker Act without undergoing a transfer evaluation. The bill also provides that before the close of the State’s case in a Baker Act hearing for involuntary placement, the state may establish that a transfer evaluation was performed and the document properly executed by providing the court with a copy of the transfer evaluation. The bill also prohibits the court from considering the substantive information in the transfer evaluation unless the evaluator (typically a health care practitioner) testifies at the hearing.

⁴⁶ Section 394.455(25), F.S.

⁴⁷ Section 394.875, F.S.

Section 5 amends s. 394.463, F.S., providing that a person may be subject to an involuntary examination if the person is subject to severe harm and it is not apparent that such harm may be avoided through the help of willing, able, and responsible family members or friends. The bill also provides that if there is a substantial likelihood that without care or treatment the person will cause serious harm to themselves or others in the near future, as evidenced by his or her recent behavior, actions, or omissions, to include property damage.

The bill requires a petition for involuntary services be filed in circuit court in all cases involving involuntary examination.

Section 6 amends s. 394.4655, F.S., relating to involuntary outpatient services, to provide that in lieu of inpatient treatment, a court may order a respondent in a Baker Act case into outpatient treatment for up to six months if it is established that the respondent meets involuntary placement criteria and has been involuntarily ordered into inpatient treatment at least twice during the past 36 months, the outpatient provider is in the same county as the respondent, and the respondent's treating physician certifies that the respondent can be more appropriately treated on an outpatient basis, can follow a treatment plan, and is not likely to become more dangerous or deteriorate if such a plan is followed.

The bill also requires that for the duration of their treatment, the respondent must have a willing, able, and responsible supervisor who will inform the court of any failure to comply with the treatment plan. The bill requires the court to retain jurisdiction over the parties for entry of further orders after a hearing. The bill eliminates all other existing procedures in this section pertaining to criteria and procedures for involuntary examination.

Section 7 amends s. 394.467, F.S., to add a likelihood of committing property damage to the criteria for involuntary inpatient placement. The bill provides that with respect to a hearing on involuntary inpatient placement, both the patient and the state are independently entitled to at least one continuance of the hearing. The patient's continuance may be for a period of up to 4 weeks and requires concurrence of the patient's counsel. The state's continuance may be for a period of up to 7 court working days and requires a showing of good cause and due diligence by the state before it can be requested. The state's failure to timely review and readily available document or failure to attempt to contact a known witness does not merit a continuance. The bill requires the court to increase the number of court working days in which the hearing may be held from 5 to 7. The bill allows for all witnesses to a hearing to appear telephonically or by other remote means. The bill also allows the state attorney to access the patient, any witnesses, and any records needed to prepare its case.

The bill increases the period of time during which a patient being treated on an involuntary basis may be retained at a treatment facility or otherwise continue to receive inpatient services from 90 days to 6 months. The bill also permits a court to order an individual with traumatic brain injury or dementia who lacks a co-occurring mental illness to be placed in a state treatment facility only if evaluations show that such individuals may benefit from behavioral health treatment; such individuals may be referred to the Agency for Persons with Disabilities or the Department of Elder Affairs for placement in a medical rehabilitation facility or supportive residential placement addressing their needs.

Section 8 amends s. 397.305, F.S., revising legislative intent related to the Marchman Act to include that patients be placed in the most appropriate and least restrictive environment conducive to long-term recovery while protecting individual rights.

Section 9 amends s. 397.311, F.S., to make the same changes to definitions in statute to the Marchman Act as the bill makes to the Baker Act in section 2.

Section 10 amends s. 397.334, F.S., requires that the coordinated strategy utilized in treatment-based drug court programs must be provided in writing to the program participant before the participant agrees to enter the program.

The bill also provides that in cases involving minors who violate an involuntary treatment order, the court may hold the minor in contempt for the same amount of time as their court-ordered treatment, so long as the court informs the minor that the contempt can be immediately ended by compliance with the treatment plan. If a contempt order results in incarceration, status conference hearings must be held every 2 to 4 weeks to assess the minor's well-being and inquire whether the minor will enter treatment. If the minor agrees to enter treatment service providers are required to prioritize their entry into treatment.

Section 11 creates s. 397.412, F.S., allowing service providers to retain individuals involuntarily held under the Marchman Act until their court-ordered treatment plan is complete so long as the individual still meets the involuntary treatment criteria and no less restrictive means of care are available.

The bill also requires all service providers licensed to provide residential treatment to Marchman Act patients to install the necessary security features to prevent the premature departure of involuntary patients, and enact policies to differentiate between voluntary and involuntary patients. The bill specifies that this does not classify such facilities as secure facilities under statute.

Section 12 amends s. 397.501, F.S., to require that a patient with a serious substance abuse addiction who has been released after being Marchman Acted must be provided with a post-discharge continuum of care regimen. DCF is provided with rulemaking authority to determine what services will be available in such regimens and which serious substance abuse addictions will entitle an individual to services.

Section 13 amends s. 396.675, F.S., to make the same changes to involuntary treatment criteria to the Marchman Act as the bill makes to the Baker Act in section 5.

Section 14 amends s. 397.6751, F.S., requiring that all patients admitted under the Marchman Act be placed in the most appropriate and least restrictive environment conducive to the patient's treatment needs.

Section 15 amends s. 397.681, F.S., makes the state attorney the real party of interest in all Marchman Act proceedings.

Section 16 repeals s. 397.6811, F.S., relating to involuntary assessment and stabilization.

Section 17 repeals s. 397. 6814, F.S., relating to contents of a petition in an involuntary assessment and stabilization matter.

Section 18 repeals s. 397. 6815, F.S., relating to procedure in an involuntary assessment and stabilization matter.

Section 19 repeals s. 397. 6818, F.S., relating to court determination.

Section 20 repeals s. 397. 6819, F.S., relating to responsibility of a licensed service in an involuntary assessment and stabilization matter.

Section 21 repeals s. 397. 6821, F.S., relating to an extension of time for completion of an involuntary assessment and stabilization.

Section 22 repeals s. 397. 6822, F.S., relating to disposition of an individual after an involuntary assessment.

Section 23 amends s. 397.6943, F.S., changing the criteria for a person to be subject to an involuntary treatment petition from ‘meets the criteria’ for involuntary treatment to, ‘reasonably appears to meet the criteria.’

Section 24 amends s. 397.695, F.S., changing instances of the word ‘services’ to ‘treatment’ and allowing the court to waive or prohibit service of process fees for indigent respondents.

Section 25 amends 397.6951, F.S., changing instances of the word ‘services’ to ‘treatment’ and removing the requirement that a petition for involuntary treatment contain findings and recommendations of an assessment by a qualified professional.

The bill requires a petition for involuntary treatment to demonstrate that the petitioner believes that without treatment the respondent is likely to either:

- suffer from neglect or refuse to care for themselves which poses a real and substantial threat of harm and is unavoidable without the help of others or provisions of services; or
- inflict serious harm to themselves or others, including property damage.

The bill provides that a petition may be accompanied by a certificate or report of a qualified professional or licensed physician who has examined the respondent within the past 30 days. The certificate must contain the professional’s findings and if the respondent refuses to submit to an examination must document the refusal.

The bill provides that in the event of an emergency requiring an expedited hearing, the petition must contain documented reasons for expediting the hearing.

Section 26 amends s. 397.6955, F.S., revising the duties of the court upon the filing of a Marchman Act petition for involuntary treatment. The bill requires the clerk of court to notify the state attorney upon the filing of such a petition, notify the respondent’s counsel if any has been

retained, and schedule a hearing on the petition within 10 court working days unless a continuance is granted.

In the case of an emergency, the bill allows the court rely solely on the contents of a petition to enter an ex parte order authorizing the involuntary assessment and stabilization of the respondent. The bill allows the court to order a law enforcement officer to take the respondent into custody and deliver them to the nearest service provider while the full hearing is conducted.

Section 27 amends s. 397.6957, F.S., requires a respondent to be present during a hearing on an involuntary treatment petition unless the respondent has knowingly and willingly waived their right to appear. Testimony from family members familiar with the respondent's history and how it relates to their current condition is permissible. The bill allows for all witnesses to a hearing to appear telephonically or by other remote means.

The bill provides that if the respondent has not previously been assessed by a qualified professional, the court must allow 10 days for the respondent to undergo such evaluation, unless the court suspects that the respondent will not appear at a rescheduled hearing or refuses to submit to an evaluation, the court may enter a preliminary order committing the respondent to an appropriate treatment facility until the rescheduled hearing date. The respondent's evaluation must occur within 72 hours of arrival at the treatment facility. If the facility cannot have the evaluation completed in this time period, they must petition the court for an extension of time not to extend beyond a period of 3 days before the reschedule hearing. Copies of the evaluation report must be provided to all parties and their counsel, and the respondent may be held and treatment initiated until the rescheduled hearing. The court may order law enforcement to transport the respondent as needed to and from a treatment facility to the court for the rescheduled hearing.

The bill requires the petitioner to prove, through clear and convincing evidence that the respondent is substance abuse impaired, has lost the power of self-control with respect to substance abuse, and has a history of lack of compliance with treatment. The bill requires the petitioner to also prove that it is likely that the respondent poses a threat of substantial harm to their own well-being and it is apparent that such harm may not be avoided through the help of willing, able, and responsible family member or friends or the provision of services, or that there is a substantial likelihood that, unless admitted, the respondent will cause harm to themselves or others, which may include property damage.

The bill allows the court to initiate involuntary proceedings at any point during the hearing if it reasonably believes that the respondent is likely to injure themselves if allowed to remain free. Any treatment order entered by the court at the conclusion of the hearing must contain findings regarding the respondent's need for treatment and the appropriateness of other less restrictive alternatives. The bill also allows such orders to designate specific service providers.

Section 28 amends s. 397.697, F.S., providing that in order to qualify for involuntary outpatient treatment an individual must be accompanied by a willing, able, and responsible advocate who will inform the court if the individual fails to comply with their outpatient program. The bill also requires that if outpatient treatment is offered in lieu of inpatient treatment, it may be offered for up to six months if it is established that the respondent meets involuntary placement criteria and

has been involuntarily ordered into inpatient treatment at least twice during the past 36 months, the outpatient provider is in the same county as the respondent, and the respondent's treating physician certifies that the respondent can be more appropriately treated on an outpatient basis, can follow a treatment plan, and is not likely to become more dangerous or deteriorate if such a plan is followed.

The bill requires the court to retain jurisdiction in all cases resulting in involuntary inpatient treatment so that it may monitor compliance with treatment, change treatment modalities, or initiate contempt of court proceedings as needed.

The bill also provides that in cases involving minors who violate an involuntary treatment order, the court may hold the minor in contempt for the same amount of time as their court-ordered treatment, so long as the court informs the minor that the contempt can be immediately ended by compliance with the treatment plan. If a contempt order results in incarceration, status conference hearings must be held every 2 to 4 weeks to assess the minor's well-being and inquire whether the minor will enter treatment. If the minor agrees to enter treatment service providers are required to prioritize their entry into treatment.

Finally the bill clarifies that while subject to the court's oversight, a service provider's authority is separate and distinct from the court's continuing jurisdiction.

Section 29 amends s. 397.6975, F.S., allows a service provider to petition the court for an extension of an involuntary treatment period if an individual in treatment is nearing the end of their court-ordered time period in treatment and it appears that they will require additional care. The bill provides that such a petition will preferably be filed at least 10 days before the expiration of the current scheduled treatment period. The bill requires the court to immediately schedule a hearing to be held not more than 10 court working days after the filing of the petition. The bill allows the court to order additional treatment if the original time period will expire before the hearing is concluded and it appears likely to the court that additional treatment will be required.

Section 30 creates s. 397.6976, F.S., providing that a person who meets the involuntary treatment criteria under the Marchman Act and is determined to be a habitual abuser may be committed by the court, after notice and hearing, to inpatient or outpatient treatment without an assessment, not to exceed 90 days unless extended as permitted under statute. The bill defines a habitual abuser as any person who has been involuntarily treated under the Marchman Act 3 or more times during the 24 months before the date of the hearing if each prior treatment was initially for a 90 day period.

Section 31 repeals s. 397.6978, F.S., relating to guardian advocates; patients incompetent consent; and substance abuse disorder.

Section 32 amends s. 397.706, F.S., applying the changes made to ss. 397.334 and 397.697, F.S., to the court's contempt authority regarding minors to cases involving juvenile offenders.

Section 33 amends s. 394.4599, F.S., removing the requirement that notice for involuntary outpatient services be filed with the criminal county court or the circuit court for the county in

which the individual is hospitalized in cases of involuntary inpatient treatment under the Baker Act.

Section 34 amends s. 394.4615, F.S., to eliminate provisions of s. 394.4655, relating to involuntary outpatient services, rendered inapplicable by the bill.

Section 35 amends s. 397.6971, F.S., relating to early from involuntary treatment, to change all instances of the word ‘services’ to the word ‘treatment.’

Section 36 amends s. 397.6977, F.S., relating to disposition of an individual upon completion of involuntary treatment, to change all instances of the word ‘services’ to the word ‘treatment.’

Section 37 amends s. 212.055, F.S., relating to the county public hospital surtax to correct a cross reference to a definition in chapter 397, F.S. relating to substance abuse.

Section 38 amends s. 394.4598, F.S., relating to guardian advocates to correct a cross reference.

Section 39 amends s. 394.462, F.S., to eliminate two cross references to s. 397.6822, F.S., which is repealed by the bill.

Section 40 amends s. 394.495, F.S., requiring that for assessments of children and adolescents under the Baker Act, a clinical psychologist, clinical social worker, physician, psychiatric nurse, psychiatrist, or a person working under the direct supervision of one of these professionals may perform an assessment.

Section 41 amends s. 394.496, F.S., requiring that for assessments of children and adolescents under the Baker Act, a clinical psychologist, clinical social worker, physician, psychiatric nurse, or psychiatrist must be among the persons included in developing a services plan for the child or adolescent.

Section 42 amends s. 394.9085, F.S., adds a cross reference to s. 394.455(41), F.S.

Section 43 amends s. 397.416, F.S., to change a cross reference.

Section 44 amends s. 409.972, F.S., to change a cross reference.

Section 45 amends s. 440.102, F.S., to correct two cross references.

Section 46 amends s. 464.012, F.S., relating to the scope of practice for advanced registered nurse practitioners to correct a cross reference.

Section 47 amends s. 744.2007, relating to public guardians to change a cross reference.

Section 48 amends s. 790.065, relating sale and delivery of firearms to eliminate cross references.

Section 49 provides an effective date of July 1, 2019.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

There will likely be an impact on service providers providing residential treatment who must make accommodations to ensure their facilities can prevent Marchman Act respondents from leaving prematurely and to separate voluntary from involuntary populations. There is also likely to be an impact on Marchman Act treatment facilities as a result of the longer period of time for which Marchman Act respondents can be held, and by the new individuals held under the 'habitual abusers' provision of the bill.

C. Government Sector Impact:

State Government

DCF will likely be impacted by serving an increased number of individuals under both the Baker Act and Marchman Act.

There will be an impact on the courts throughout the state in order to meet the changes in filing deadlines, hearing timeframes, and other changes to the Baker and Marchman Acts made by the bill. There will also be an impact resulting from holding hearings on an extension of time for individuals to be held for treatment under the Marchman Act, and for holding hearings on habitual abuse matters.

There will likely be an impact on state attorney's offices throughout the state as they are made the real part of interest in all Marchman Act cases.

There will also be a likely impact to public defenders throughout the state as there are likely to be more individuals served under both the Baker Act and Marchman Act, and because public defenders may need to hire additional staff to serve Baker Act respondents who can be accessed at an increased level by public defenders representing them.

Local Government

There will be additional costs borne by law enforcement for transporting more individuals under both the Baker Act and Marchman Act, resulting in a likely fiscal impact for sheriffs' offices throughout the state. Additionally, sheriffs will likely be impacted by the waiver of service of process fees in Marchman Act cases.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends sections 27.59, 394.455, 394.459, 394.461, 394.463, 394.4655, 394.467, 397.305, 397.311, 397.334, , 397.501, 397.675, 397.6751, 397.681, , 397.693, 397.695, 397.6951, 397.6955, 397.6957, 397.697, 397.6975, 397.706, 394.4599, 394.4615, 397.6971, 397.6977, 212.055, 394.4598, 394.462, 394.495, 394.496, 394.9085, 397.416, 409.972, 440.102, 464.012, 744.2007, and 790.065 of the Florida Statutes.

This bill creates sections 397.412 and 397.6976 of the Florida Statutes.

This bill repeals sections 397.6811, 397.6814, 397.6815, 397.6818, 397.6819, 397.6821, 397.6822, and 397.6978 of the Florida Statutes.

IX. Additional Information:

A. Committee Substitute – Statement of Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

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