

NASSAU COUNTY **TRANSPORTATION PLAN**

In accordance with:

Florida Statute 394, Baker Act;
Florida Statute 397, Hal S. Marchman Alcohol and
Other Drug Services Act

Five Year Plan
2017-2022

Nassau County Transportation Plan

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1. BACKGROUND/PURPOSE

In accordance with Florida Statute 394.462 (4), F.S. (Florida Mental Health Act, commonly referred to as the “Baker Act”), the Department of Children and Families (DCF) Northeast Region is requesting approval from the Secretary of DCF for this Transportation Plan. This Plan serves as a vital component of the comprehensive plan for a Designated Receiving System in Nassau County to meet the behavioral health needs of persons in crisis due to mental and/or substance use conditions.

The Transportation Plan describes how the community shall support and facilitate access to the Designated Receiving System. This includes the circumstances to guide selection of the most appropriate transportation method, e.g., law enforcement, medical services, or family/friends; how transportation between participating facilities is handled; and respect for individual choice of service providers.

2. SPECIFIC PROVISION

In 2016, the Florida Legislature passed Senate Bill 12, which made several significant changes to 394 and 397 effective July 1, 2016. A full summary of the legislation is beyond the scope of this Transportation Plan, but listed below are several key provisions of the law that inform and guide this Plan’s development.

- Creates a designated receiving system that functions as a “no wrong door” model for acute care encompassing screening, triage, and assessment
- Supports a recovery-oriented system of care that addresses the needs of persons with behavioral health disorders through comprehensive, integrated services
- Requires counties to develop and implement transportation plans that support the designated receiving system
- Requires law enforcement to develop policies on transportation and share their protocols with the Managing Entity
- Revises requirements for notice and transfer of records when public receiving facilities transfer patients to licensed hospitals
- Requires data collection and reporting on Marchman Act utilization, as well as Baker Act, and transfers responsibility to collect and report this data from the Agency for Health Care Administration (AHCA) to DCF
- Establishes new categories of persons authorized to file professional certificates for involuntary assessment and stabilization under the Marchman Act

3. COMMUNITY NEED AND SUPPORT

The purpose of the *Nassau County Transportation Plan Advisory Committee* is to provide oversight for the Transportation Plan to ensure that it is being administered properly. The Committee will meet periodically to review grievances and assurance of patients' rights as related to the Plan.

The Nassau County Transportation Plan Advisory Committee is comprised of, but not limited to, representatives of the following agencies:

- a. Department of Children and Families (DCF) Northeast Region Substance Abuse and Mental Health Program Office
- b. LSF Health Systems
- c. Nassau County Sheriff's Office
- d. Nassau County Fire Rescue
- e. Office of the State Attorney for the 4th Judicial District
- f. Office of the Public Defender for the 4th Judicial District
- g. Mental Health Resource Center (MHRC)
- h. Baptist Medical Center Jacksonville (Baptist Health Center, Inc.)/Wolfson Children's Hospital
- i. UF Health Jacksonville (Shands Jacksonville Healthcare, Inc.)
- j. Gateway Community Services
- k. Fernandina Beach Police Department
- l. Fernandina Beach Fire Rescue

4. THE TRANSPORTATION PLAN (2017-1022)

The transportation plan for Nassau County is based on a tiered receiving system that consists of multiple entry points, some of which offer only specialized or limited services. All participating service providers shall, within existing resources, be linked by methods to share data, formal referral agreements, and cooperative arrangements for care coordination and case management.

The Nassau County Transportation Plan endorses the authority to transport persons in need of services under the Baker Act or Marchman Act to one of the four receiving facilities. The plan, along with an accurate inventory of designated receiving facilities and related public resources to provide care for persons in need of behavioral health acute care services, shall be maintained and available to law enforcement and to first responders, per s. 394.4573(2)(b). This plan takes effect on July 1, 2017.

Objectives for the Plan are to:

- Implement a coordinated system of transportation and access to psychiatric services for children and adults under a Baker Act order and substance abuse services for adults under a Marchman Act order in Nassau County.
- Provide a dignified, humane, and streamlined method of transportation to and among acute care facilities, and for individuals in need of acute psychiatric care from nursing homes, assisted living facilities or other residential settings.
- Assist law enforcement in the efficient transport of individuals in need of services to the most appropriate facility.
- Enhance the ability to fully utilize the capacity of acute care services in the county and reduce the unnecessary delay of transfers between facilities.
- Ensure continuity and coordination of care among providers.

In order to accomplish these objectives, the Nassau County Transportation Plan requires that law enforcement agencies in Nassau County transport individuals in need of mental health services under the Baker Act or Marchman Act to the nearest applicable receiving facility, as outlined herein below. This plan does not address patients who are seeking mental health or substance abuse services on a voluntary basis.

Baker/Marchman Act Transportation:

Law enforcement agencies in Nassau County transport those individuals in need of mental health services under the Baker Act or Marchman Act to the appropriate receiving facilities.

When an individual has a medical issue that needs to be addressed or an intoxication level that is medically compromising, law enforcement or Nassau Fire and Rescue transports the individual being detained under a Baker Act order to the nearest emergency care center for medical stabilization. When the individual has been stabilized, the hospital emergency room will arrange transportation to the appropriate destination.

When any law enforcement officer has arrested a person for a felony and it appears that the person meets the statutory guidelines for involuntary examination or placement under this part, such person shall first be processed in the same manner as any other criminal suspect. The law enforcement agency shall thereafter be responsible for transporting the individual to UF Health.

When any law enforcement officer has custody of a person based on either noncriminal or minor criminal behavioral that meets the statutory guidelines for involuntary examination under this part, the law enforcement officer shall transport the person to the appropriate receiving facility for examination.

Once an individual is in a facility, there are occasions when that individual needs to be discharged from one facility and transferred to another facility. Transportation between facilities is coordinated by the transferring facility.

Upon completion of treatment for individuals who are designated “on hold” as a result of being booked prior to treatment, the receiving facility is required to contact the Nassau County Sheriff’s Office at 904-225-5174 to arrange for transportation to the Nassau County Jail.

The Transportation Plan focuses on the following populations:

a. **Children and Adolescents Who Are Age 17 and Under:**

Baker Act - Law enforcement agencies in Nassau will transport individuals age 17 and younger who are subject to the Baker Act to:

- **Mental Health Resource Center North** – 3333 W. 20th Street, Jacksonville, FL32254 (904-695-9145); or
- **Baptist Medical Center/Wolfson Children’s Hospital** – 800 Prudential Drive, Jacksonville, FL 32207 (904-202-2000); or
- **UF Health Jacksonville** – 655 W. 8th Street, Jacksonville FL 32209 (904-244-0411)

Marchman Act – The Plan addresses and clarifies Marchman Act transportation for children and adolescents age 17 and under by law enforcement to the following facility:

- **Gateway Community Services Juvenile Addiction Receiving Facility** – 555 Stockton Street, Jacksonville, FL32204 (904-201-3204); or

b. **Adults Who Are Age 18 and Over:**

Baker Act - Law enforcement agencies in Nassau County will transport individuals subject to the Baker Act that are age 18-64 to the nearest of the following receiving facilities:

- **Mental Health Resource Center North** – 3333 W. 20th Street, Jacksonville, FL32254 (904-695-9145); or
- **Baptist Medical Center**– 800 Prudential Drive, Jacksonville, FL 32207 (904-202-2000); or
- **UF Health Jacksonville**– 655 W. 8th Street, Jacksonville FL 32209 (904-244-0411)

Marchman Act - Law enforcement will provide transportation for adults age 18 and older subject to the Marchman Act to the following facility:

- **Gateway Community Services Detox** – 555 Stockton Street, Jacksonville, FL 904-201-3204).

Medical Stabilization:

The medical exclusionary guidelines are used among all the community partners to ensure that individuals who are assessed to need medical care are treated in a hospital. Once the individual is medically stabilized by the emergency department, the medical facility determines the appropriate Baker Act or Marchman Act receiving Facility. Transportation from one facility to another is coordinated by the transferring facility. Law enforcement is not responsible to transport from one facility to another.

If a jail-hold patient is currently under a Baker Act or Marchman Act and at the receiving facility and is in need of medical attention, the facility will coordinate with the Nassau County Sheriff's Office and/or Nassau County Fire and Rescue for transportation to the hospital of the Sheriff's Office choice.

Individual and Family Choice:

The publicly funded Baker and Marchman Act systems are targeted towards persons who are in need of emergency care and ongoing treatment. Choices of where persons can be served are available through several providers, though may be limited by bed availability, funding, and the degree to which a person manifests behaviors that are a danger to themselves or others. Because of the geographic area of Nassau County (and lack of in County providers), it is not practical for law enforcement to transport individuals to providers other than the nearest receiving facility.

Within these parameters, however, it is the intent of this plan to assure sensitivity to and respect for individual and family choice. If a person presents to the nearest receiving facility and requests transfer to another facility, the administrator of the facility or designee at which the person resides shall, without delay, submit an application for transfer to the administrator of the facility to which the person has requested transfer. Law enforcement and/or Nassau Fire and Rescue are not responsible to transport from one facility to another.

Overflow Plan:

In the event there are insufficient beds available at any of the designated receiving facilities to accommodate the needs of individuals who are Baker or Marchman Acted, the receiving facility to which law enforcement has delivered the individual will be responsible for stabilizing the person.

Once stabilization has been accomplished, the designated receiving facility will reach out to other facilities in neighboring counties that are within the jurisdiction of LSF Health Systems, the Managing Entity for mental health and substance abuse in Northeast Florida. Every effort will be made to ensure that the patient is safe and secure before being transported to such a facility in a neighboring county. Transportation will be the responsibility of the receiving facility to which Nassau County law enforcement originally delivered the individual.

Facilities to be contacted in overflow situations include:

- **Flagler Hospital** – 400 Health Park Blvd., St. Augustine, FL 32086 (904-819-5155)
- **Orange Park Medical Center** – 2001 Kingsley Ave., Orange Park, FL 32073 32073 (904-639-8500)

Accessing the Designated Receiving System:

- Ex parte order issued by a circuit or county court: In those cases, law enforcement shall take the person into custody and deliver him or her to the appropriate facility within the designated receiving system.
- A physician, clinical psychologist, advanced registered nurse practitioner psychiatric, licensed mental health counselor, licensed clinical social worker, licensed marriage and family therapist, or, for substance abuse services only, a master's level certified addictions professional, may execute a professional certificate. Professionals who initiate a certificate for emergency admission under 397.679 must indicate whether the person requires transportation assistance for delivery for emergency admission and specify the type of assistance necessary.
- Protective custody: A law enforcement officer may take a person who appears to meet criteria for involuntary examination or assessment into custody and transport him or her to the appropriate facility within the designated receiving system, executing a written report of the circumstances. When the criteria involve substance use, s. 397.6772(1)(b) allows law enforcement to detain adults in jail for their own protection, which is not considered an arrest.

Crisis Intervention Team Training (CIT)/Mental Health First Aid:

The Nassau County Sheriff's Office ("NCSO") has implemented a Crisis Intervention Training (CIT) program, an innovative police based first responder program that has become nationally known as the "Memphis Model" of pre-arrest jail diversion for those in behavioral health crisis. The program provides law enforcement based crisis intervention training for helping those individuals with behavioral health disorders. NCSO Deputies are required to complete 40 hours of CIT training, when the course and/or instruction is available through the State of Florida or through partnering law enforcement agencies or resources (i.e. the Florida Sheriff's Association). The CIT model incorporates modules on the Baker Act, Marchman Act, signs and symptoms of mental illness and substance abuse impairment, how to intervene with persons in behavioral health crisis, de-escalation skills, utilization of Mobile Crisis Response Teams, person served and family viewpoints and interaction and other vital skills.

Accountability:

The ultimate accountability lies with the State of Florida Department of Children and Families (DCF). The public official responsible for overseeing the Plan is the DCF Regional

Substance Abuse and Mental Health Program Director.

The State of Florida operates a community-based behavioral health system, and most direct services are contracted with nonprofit behavioral healthcare providers. In Nassau County, the DCF Northeast Region Substance Abuse and Mental Health (SAMH) Program Office contracts with the Managing Entity, LSF Health Systems (LSFHS).

The DCF-SAMH Office is responsible for the following, either directly or by delegation to the Managing Entity:

- Continuing system oversight
- Safeguarding the rights of individuals in service delivery
- Annual monitoring of the quality of services through contract review
- Designating and monitoring receiving facilities, treatment facilities, and receiving systems
- Assistance to resolve issues between providers, if not resolved by the Nassau County Transportation Plan Advisory Committee

As described in 394.455(12), all designated receiving facilities are by definition responsible to provide, at a minimum, emergency screening, evaluation, and short-term stabilization for mental health or substance abuse disorders.

Under 394.462(1)(m), each law enforcement agency designated to take persons into custody upon the entry of an ex parte order or execution of a professional certificate is responsible to establish a policy that reflects a single set of protocols for the safe and secure transportation and transfer of custody of the person.

Individual Disputes and Grievances:

The Nassau County Transportation Plan Advisory Committee will maintain an ad hoc subcommittee on transportation that serves as a means for communication and resolution of systemic problems related to emergency transports.

Individuals served, their family members, or other representatives designated by the individual may also file complaints or grievances with a specific provider through their established grievance policy, or directly to DCF, the Managing Entity, or a third party funder if applicable. Providers are responsible to address complaints or grievances through their internal procedures, and are expected to finalize grievances related to the designated receiving system within 30 days. In the event the provider is unable to resolve the issue to the satisfaction of the grievant, DCF or the Managing Entity may intervene and work with the person, family, and/or provider to bring the issue to a satisfactory resolution.

Attachment A

Baker Act Designated Receiving Facilities in Nassau County

Adults

Mental Health Resource Center North – 3333 W. 20th Street, Jacksonville, FL32254

Baptist Medical Center – 800 Prudential Drive, Jacksonville, FL 32207

UF Health Jacksonville – 655 W. 8th Street, Jacksonville FL 32209

Baker Act Designated Receiving Facilities in Nassau County

Children and Adolescents

Mental Health Resource Center North – 3333 W. 20th Street, Jacksonville, FL32254

Baptist Medical Center/Wolfson Children's Hospital – 800 Prudential Drive,
Jacksonville, FL 32207

UF Health Jacksonville– 655 W. 8th Street, Jacksonville FL 32209

Attachment B

Addictions Receiving Facilities in Nassau County

Gateway Community Services: 555 Stockton Street, Jacksonville, FL 32204

- **Gateway Community Services Detox** (same as above)
- **Gateway Community Services Juvenile Addiction Receiving Facility** (same as above)

Attachment C
Definitions

"Addictions receiving facility" is a secure, acute care facility that, at a minimum, provides emergency screening, evaluation, detoxification, and stabilization services; Is operated 24 hours per day, 7 days per week; and is designated by the department to serve individuals found to have substance abuse impairment who qualify for services under this part..

"Designated receiving facility" means a facility approved by the department which may be a public or private hospital, crisis stabilization unit, or addictions facility; which provides, at a minimum, emergency screening, evaluation, and short-term stabilization for mental health or substance abuse disorders; and which may have an agreement with a corresponding facility for transportation and services.

"Facility" means any hospital, community facility, public or private facility, or receiving or treatment facility providing for the evaluation, diagnosis, care, treatment, training, or hospitalization of persons who appear to have a mental illness or who have been diagnosed as having a mental illness or substance abuse impairment. The term **"Facility"** does not include any program or an entity licensed under pursuant to chapter 400 or chapter 429.

"Residential Detox Center" is designed to provide patients with everything they need to not only detox from drugs and alcohol, but also learn how to begin to live a clean and sober life.

"Incompetent to consent to treatment" means a state in which that a person's judgment is so affected by a mental illness or a substance abuse impairment he or she lacks the capacity to make a well-reasoned, willful, and knowing decision concerning his or her medical, mental health, or substance abuse treatment.

"Involuntary examination" means an examination performed under s. 394.463, s. 397.6772, s. 397.679, s. 397.6798, or s. 397.6811to determine whether a person qualifies for involuntary services.

"Receiving facility" means any public or private facility or hospital designated by the department to receive and hold or refer, as appropriate, involuntary patients under emergency conditions for mental health or substance abuse psychiatric evaluation and to provide treatment or transportation to the appropriate service provider. The term does not include a county jail.