

**HEALTH & SAFETY
POLICY COMMITTEE
2017-2018 FAC Policy Conference**

September 27 - 28, 2017

Embassy Suites Lake Buena Vista South
Osceola County, Florida



2017-2018 Proposed Policy Workbook

2017 FAC POLICY DEVELOPMENT CONFERENCE



TABLE OF CONTENTS

Table of Contents	Page 1
Committee Leadership	Page 3
Committee Meeting Agenda	Page 5
Proposed 2017/2018 Guiding Principles	Page 7
Policy Proposals	Page 13
<u>Proposals Recommended for Adoption</u>	
1. Orange – Corrections Contraband Articles – Cell Phones (Page 13)	
2. Palm Beach – Emergency Management Notification (Page 15)	
3. Orange – Corrections Facilities – Drones (Page 17)	
<u>Proposals Recommended to be Incorporated into Guiding Principles</u>	
4. Pinellas / Broward / St. Lucie – Opioid Epidemic Policy & Funding (Page 19)	
5. Broward - Expansion of Adult Civil Citation Program (Page 21)	
6. Levy – Volunteer Fire Fighters (Page 22)	
<u>Proposals Deferred to the “Committee of the Whole”</u>	
7. Palm Beach / Manatee – Distracted Driving (Page 23)	
<u>Proposals Not Recommended for Adoption</u>	
8. Indian River – Ambulance Safety Mandate (Page 24)	
9. Levy – Medicaid Cost Cap (Page 26)	
10. Palm Beach – Dental Therapist (Page 27)	
11. Manatee - Remote Area Medical Clinics - Waiver (Page 29)	
Appendix:	
Revised Policy Development Process	Page 33

2017 FAC POLICY DEVELOPMENT CONFERENCE



Health & Safety Policy Committee
Committee Leadership

CHAIR

Sally Heyman
Miami-Dade County

Vice-Chair

Rob Williamson
Santa Rosa County

Policy Leaders

John Hall, Polk County
Lee Pinkoson, Alachua County
Brandon Arrington, Osceola County
Michael Swindle, Hendry County

Stacy White, Hillsborough County
Charles Hines, Sarasota County
Heather Post, Volusia County
William Chapman, Walton County

Staff

ROBERT E. BROWN
ASSOCIATE DIRECTOR OF PUBLIC POLICY
RBROWN@FL-COUNTIES.COM
Health and Safety & Urban Issues

2017 FAC POLICY DEVELOPMENT CONFERENCE



AGENDA

- Opening Remarks
- Review and Consideration of Revised Guiding Principles **(Page 7)**
- Consideration of Proposed Policies and HS Committee Recommendations **(Page 13)**
 - A. **Proposals Recommended for Adoption**
 - 1. Orange – Corrections Contraband Articles – Cell Phones **(Page 13)**
 - 2. Palm Beach – Emergency Management Notification **(Page 15)**
 - 3. Orange – Corrections Facilities – Drones **(Page 17)**
 - B. **Proposals Recommended to be Incorporated into Guiding Principles**
 - 4. Pinellas / Broward / St. Lucie – Opioid Epidemic Policy & Funding **(Page 19)**
 - 5. Broward - Expansion of Adult Civil Citation Program **(Page 21)**
 - 6. Levy – Volunteer Fire Fighters **(Page 22)**
 - C. **Proposals Deferred to the “Committee of the Whole”**
 - 7. Palm Beach / Manatee – Distracted Driving **(Page 23)**
 - D. **Proposals Not Recommended for Adoption**
 - 8. Indian River – Ambulance Safety Mandate **(Page 24)**
 - 9. Levy – Medicaid Cost Cap **(Page 26)**
 - 10. Palm Beach – Dental Therapist **(Page 27)**
 - 11. Manatee - Remote Area Medical Clinics - Waiver **(Page 29)**
- Other Business
 - Emergency Management Reforms
- Adjourn

2017 FAC POLICY DEVELOPMENT CONFERENCE



Health and Human Services Policy

County officials recognize the importance of adequately providing for quality health and human services to protect and assist citizens in need. As a critical link in the federal/state/county human services partnership, counties must be included in formulating and implementing policies that protect the health, safety, and welfare of all the citizens of the state.

- HS 1. The Florida Association of Counties supports allowing for flexibility in the delivery of health and human services within communities to achieve the desired level of services based on local needs and priorities.
- HS 2. The Florida Association of Counties supports expanding health care access and believe that efforts to refine and enhance state and local programs that provide access to affordable health care are essential.
- HS 3. The Florida Association of Counties supports policies that increase access to acute care behavioral health services for individuals and families.
- HS 4. The Florida Association of Counties supports policies that increase supportive housing, jail diversion, and employment and education initiatives for people with mental health, substance abuse issues, behavioral health issues and/or disabilities.
- HS 5. The Florida Association of Counties supports diverting, medically assisting, or treating the mentally ill outside of the criminal justice process through alternative programs, such as Crisis Intervention Teams.
- HS 6. The Florida Association of Counties supports Medicaid reform initiatives to ensure that persons with substance abuse and mental health treatment needs are appropriately served.
- HS 7. The Florida Association of Counties supports the implementation of discharge protocols and/or procedures for hospitals, correctional facilities, and mental health facilities when releasing homeless persons.
- HS 8. The Florida Association of Counties supports the development of policies that would allow local governments to work with the state and federal government to serve target populations: the chronically homeless, veterans, and families and children, with emphasis on children aging out of the foster care system.



- HS 9. The Florida Association of Counties supports policies that promote continued coordination with the state's Council on Homelessness, specifically as it recommends policies and practices in support of the Federal Strategic Plan to End Homelessness.
- HS 10. The Florida Association of Counties supports policies that lessen fragmentation, inefficient operation, and costly duplication of transportation disadvantaged services.

Health and Human Services Funding

While most health and human service programs and the laws that govern these programs are established by federal and state governments, many of these services are being provided through community-based services at the local level. Given the varying capacity and funding capabilities of counties, adequate federal and state funding to ensure uniformity in the human services continuum.

- HS 11. The Florida Association of Counties supports, when feasible, directing existing funding from institutional care to community-based care programs.
- HS 12. The Florida Association of Counties supports increased funding for core and crisis mental health services, including beds, statewide.
- HS 13. The Florida Association of Counties supports proactive policies, as well as increased funding providing life-saving interventions, medically-assisted detoxification programs, and diversions from the criminal justice system for those suffering from opioid addiction and other substance abuse issues.
- HS 14. The Florida Association of Counties supports increased funding of the Criminal Justice Mental Health and Substance Abuse Reinvestment Grant Program with recurring dollars in a trust fund.
- HS 15. The Florida Association of Counties supports sustainable matching state funds to counties that have received both planning and implementation Reinvestment Grant funds.
- HS 16. The Florida Association of Counties supports a system for distributing Low Income Pool dollars that ensures IGT-donor counties are able to direct the federal matching dollars generated by their local IGT contributions to best meet the health care needs of their constituents, rather than having those dollars redistributed throughout the state.



- HS 17. The Florida Association of Counties supports adequate funding for the Community Care for the Elderly Program, which provides cost efficient diversion from nursing home placement for impaired elders.
- HS 18. The Florida Association of Counties supports funding Graduate Medical Education programs to meet the healthcare needs of the state and its local communities, with an emphasis on programs that provide for specialties in need, as well as the development of physicians to practice in medically underserved areas.
- HS 19. The Florida Association of Counties supports funding for the Florida Healthy Start and Healthy Families program.
- HS 20. The Florida Association of Counties opposes policies that further shift state Medicaid costs to counties.
- HS 21. The Florida Association of Counties supports the continued evaluation of the county-state Medicaid cost-share arrangement, taking into consideration the impacts of state policies designed to contain growth in Medicaid costs, including statewide Medicaid managed care and diagnosis related group reimbursement for hospitals.
- HS 22. The Florida Association of Counties supports increasing state general revenue funding for county health departments (CHDs), and opposes any state reductions to the CHD Trust Funds.
- HS 23. The Florida Association of Counties supports maintaining a coordinated system of CHDs that is centrally housed within the Department of Health (DOH).
- HS 24. The Florida Association of Counties supports preserving the ability of CHDs to provide primary care and direct patient care services, particularly in communities without adequate substitutes or alternative providers for these services.
- HS 25. The Florida Association of Counties supports a dedicated state funding source for homeless programs.
- HS 26. The Florida Association of Counties supports the continuation of the Medically Needy program.
- HS 27. The Florida Association of Counties supports policies that allocate state funds to hire Veterans Services Officers in counties in order to increase services and federal benefits for Florida veterans.

HS 28. The Florida Association of Counties supports policies that protect the Transportation Disadvantaged (TD) trust fund, as well as dedicated state funding for the TD program, including funding to address unmet TD needs in rural areas.

Public Safety and Emergency Services

Providing for public safety is one of the core functions of county governments. Counties provide for safety through support of first-responder services from sheriffs' offices, ambulance services, fire and rescue, and emergency management centers that protect the public during natural or man-made disasters, terrorism, emergencies, and public health threats.

HS 29. The Florida Association of Counties supports policies that maintain and enhance established trauma care funding, including incentives for the development of new trauma centers.

HS 30. The Florida Association of Counties opposes policies that shift the state's financial responsibility for the trauma system to counties or divert trauma care funding for purposes other than those intended by the existing legislation.

HS 31. The Florida Association of Counties supports policies that protect the ability of counties to provide for coordinated, countywide systems of emergency medical services, and not limit the ability of ambulance and other emergency medical transportation providers to be reimbursed for their services.

HS 32. The Florida Association of Counties opposes sentencing of state inmates to county jails, but supports counties' ability to contract with the Department of Corrections for housing state inmates.

HS 33. The Florida Association of Counties supports funding for capital improvements to county courthouses and other court-related facilities, including jails.

HS 34. The Florida Association of Counties supports policies designed to prevent human trafficking, protect victims, prosecute human traffickers, and create partnerships across all levels of government, the private sector, and state agencies to provide training opportunities for local government employees and their agents to recognize the signs of human trafficking including government inspectors, law enforcement, criminal justice, health care, transportation and public transit, educational partners, and employees working with vulnerable populations.



- HS 35. The Florida Association of Counties opposes policies that would shift funds or impede counties from building and maintaining an interoperable radio communication system as authorized by statute.
- HS 36. The Florida Association of Counties supports increased funding for locally-operated crime analysis laboratories.
- HS 37. The Florida Association of Counties supports policies and funding targeted at enhancing the quality of volunteer firefighting services in rural and unincorporated communities.
- HS 38. The Florida Association of Counties supports the provision of state matching funds for all disaster-related / emergency management projects deemed eligible and approved by FEMA including, but not limited to, backup generators for facilities for elders.
- HS 39. The Florida Association of Counties supports continued state funding for county EOCs to ensure each is able to meet the minimum structural survivability and operational space criteria established by the state and federal government.
- HS 40. The Florida Association of Counties supports policies and funding that provide enhanced training and education opportunities for County Emergency Management employees.

Criminal Justice System

Florida's counties also play a critical role in state's criminal justice system, providing prevention, pre-trial, and reintegration services, juvenile programs, victims' assistance, and jail funding throughout the state. Success of such programs hinges on a comprehensive and coordinated approach across local agencies, jurisdictions, and with state and federal partners. When determining appropriate programming and funding, Florida's counties work to encourage improved outcomes for system participants and communities while also seeking cost reductions and efficiencies. Public safety and criminal justice services continue to have increased funding needs, however, as counties and their public safety partners face new and evolving threats to the safety and welfare of their communities and counties must be empowered to adequately address funding of necessary services. Furthermore, considering the interconnected nature of many of these threats, increased federal and state funding is essential to ensure that effective public safety systems are provided throughout Florida.



- HS 41. The Florida Association of Counties supports policies preserving counties' ability to provide risk assessment pretrial release services that prevent new offenses and ensures appearance as obligated.
- HS 42. The Florida Association of Counties opposes policies limiting the discretion of the first appearance judges.
- HS 43. The Florida Association of Counties opposes policies that restrict pretrial services to only indigent defendants.
- HS 44. The Florida Association of Counties supports policies that reduce county jail expenses, including juvenile and adult diversion programs.
- HS 45. The Florida Association of Counties supports policies that provide Medicaid eligibility for persons incarcerated in county jails while waiting disposition of their cases and to ensure that existing Medicaid benefits are not terminated during incarceration.
- HS 46. The Florida Association of Counties supports policies and initiatives which reduce juvenile detention through prevention, civil citation, treatment, and rehabilitation services.
- HS 47. The Florida Association of Counties supports state investments in juvenile facilities to improve the conditions of secure confinement for detained youth without such costs being shifted to the counties.
- HS 48. The Florida Association of Counties supports policies that ensure that adequate safety, supervision, and facility maintenance is provided at juvenile residential assessment centers and secure detention facilities.
- HS 49. The Florida Association of Counties supports state funding of Juvenile Assessment Centers throughout Florida to strive to achieve equal treatment of youth offenders.
- HS 50. The Florida Association of Counties supports policies that increase judicial oversight and authority for charging and sentencing juvenile defendants as adults without creating additional county service requirements.



HS-PP-1: Corrections Contraband Articles - Cell Phones

Committee Recommendation: Adopt

Proposed Policy: FAC **SUPPORTS** legislation that strengthens the safety and security of county detention facility staff and the inmates that they are responsible for by listing portable communication devices as contraband.

Issue Summary:

In December 2016, an inmate was found with a cellular telephone in the jail, brought in by unknown means. OCCD contacted the Orange County Sheriff's Office detectives to conduct an investigation. The request was denied, as cellular telephones in county facilities are not unlawful by statute, though they are in the state correctional system (F.S. §944.47).

Background:

FLORIDA STATUTES

- F.S. §951.22 – County detention facilities; contraband articles
 - (1) It is unlawful, except through regular channels as duly authorized by the sheriff or officer in charge, to introduce into or possess upon the grounds of any county detention facility as defined in s. 951.23 or to give to or receive from any inmate of any such facility wherever said inmate is located at the time or to take or to attempt to take or send therefrom any of the following articles which are hereby declared to be contraband for the purposes of this act, to wit: Any written or recorded communication; any currency or coin; any article of food or clothing; any tobacco products as defined in s. 210.25(12); any cigarette as defined in s. 210.01(1); any cigar; any intoxicating beverage or beverage which causes or may cause an intoxicating effect; any narcotic, hypnotic, or excitative drug or drug of any kind or nature, including nasal inhalators, sleeping pills, barbiturates, and controlled substances as defined in s. 893.02(4). ; any firearm or any instrumentality customarily used or which is intended to be used as a dangerous weapon; and any instrumentality of any nature that may be or is intended to be used as an aid in effecting or attempting to effect an escape from a county facility.
- F.S. §944.47 State correctional system. Introduction, removal, or possession of certain articles unlawful; penalty.—
 - (1)(a) Except through regular channels as authorized by the officer in charge of the correctional institution, it is unlawful to introduce into or upon the grounds of any state correctional institution, or to take or attempt to take or send or attempt to send therefrom, any of the following articles which are hereby declared to be contraband for the purposes of this section, to wit:
 6. Any cellular telephone or other portable communication device intentionally and unlawfully introduced inside the secure perimeter of any state correctional institution without prior authorization or consent from the officer in charge of such correctional institution. As used in



this subparagraph, the term “portable communication device” means any device carried, worn, or stored which is designed or intended to receive or transmit verbal or written messages, access or store data, or connect electronically to the Internet or any other electronic device and which allows communications in any form. Such devices include, but are not limited to, portable two-way pagers, hand-held radios, cellular telephones, Blackberry-type devices, personal digital assistants or PDA’s, laptop computers, or any components of these devices which are intended to be used to assemble such devices. The term also includes any new technology that is developed for similar purposes. Excluded from this definition is any device having communication capabilities which has been approved or issued by the department for investigative or institutional security purposes or for conducting other state business.

Analysis:

IMPACT

An inmate with possession of a cellular telephone (or any portable communication device) is detrimental to the safety and security of both staff and inmates.

PROPOSED SOLUTION

Revise F.S. §951.22 (which does not include cellular telephones or portable communication devices as defined in the state correctional system statute) to reflect similar language as F.S. §944.47 to make unlawful portable communication devices, which include cellular telephones in county detention facilities.

RECOMMENDATIONS

- Revise F.S. §951.22 – County detention facilities; contraband articles, to include language from F.S. §944.47 paragraph 6, to replace correctional institution with county detention facilities and include the definition of a “portable communication device.”

(1) It is unlawful, except through regular channels as duly authorized by the sheriff or officer in charge, to introduce into or possess upon the grounds of any county detention facility...Any cellular telephone or other portable communication device intentionally and unlawfully introduced inside the secure perimeter of any county detention facility without prior authorization or consent from the officer in charge of such county detention.

Fiscal Impact:

N/A



HS-PP-2: Emergency Management Notification

Committee Recommendation: Adopt

Proposed Policy: FAC **SUPPORTS** legislation that would enhance the accessibility of emergency management notifications via cell/mobile devices.

Issue Summary:

Support legislation that would require cell phone users to "opt out" versus "opt in" to emergency management notifications. Additionally, support that these messages should be free, if they are not already.

Background: Emergency warning systems that are being operated by county governments will send warnings about flooding, hurricanes, hazardous spills and other emergencies to all homes with landlines, but if you have only a cellphone, you won't be warned unless you sign up.

Of the 2.1 million households in Palm, Broward and Miami-Dade counties, only 1.1 million had landlines as of June 2016, per the Federal Communications Commission. That was 150,000 fewer landlines than two years earlier.

Statewide, AT&T's number of landline customers dropped 22 percent last year alone, per the Florida Public Service Commission.

The emergency warning systems are part of a network of alert systems used in emergencies. Separately, individual cities operate warning systems that are more likely to cover neighborhood or citywide concerns. Like the county systems, those warnings reach mobile users only if they sign up.

Mobile phone users who don't sign up will still see some emergency alerts on their phones – like Amber Alerts and weather warnings – if they have turned on notifications on their devices. But the messages have limited information, with a maximum of 90 characters. And they are blasted from wireless cellphone towers, meaning only phones within range can get them. If you're out of town, you won't be warned about an emergency at home.

Aside from those messages, state law requires that most alerts can go only to mobile phone owners who have agreed to receive them. Permission isn't required to send phone messages to landlines in homes or businesses listed in the white or yellow pages.

Florida is spending \$3.5 million a year to subsidize many of these local emergency notification systems, but only 123,000 people have signed up to receive the alerts on their mobile devices, which is less than 1 percent of the 21 million-plus cellphones in service.



County Policy Proposal
Submitted by: Palm Beach County
Contact: rdelarosa@pbcgov.org

Analysis:

Of the 2.1 million households in Palm, Broward and Miami-Dade counties, only 1.1 million had landlines as of June 2016, per the Federal Communications Commission. That was 150,000 fewer landlines than two years earlier.

Fiscal Impact:

There will be money saving measures with citizens being better prepared for emergencies.



HS-PP-3: Corrections Facilities - Unmanned Aircraft Systems (Drones)

FAC Staff Recommendation: Adopt

Proposed Policy: FAC **SUPPORTS** the inclusion of county correctional facilities in the definition of a “critical infrastructure facility” with regard to the federal and state regulation of unmanned aircraft systems.

Issue Summary:

Through a Freedom of Information Act (FOIA) request, the Department of Justice (DOJ) revealed that there have been many attempts over the past five years to transport contraband to prisoners in the U.S. from mobile phones, to drugs, and even pornography. State facilities have also reported similar incidents over the years. Spokesman for the Bureau of Prisons, Justin Long, states that, “The threat posed by drones to introduce contraband into prison and for other means is increasing.” Additionally, Long explained that the Bureau of Prisons is working with the DOJ and other law enforcement agencies to develop new counter-measures to keep contraband by drone delivery out of prisons.

- In July 2017, a drone carrying 16 individual bags of marijuana, cell phones and chargers, two bags of tobacco, and 31 oxycodone pills crashed into the ground near the Washington State Prison yard.
- Georgia officials reported from 2013 – 2016, three drones flying near state prisons. During the first six months of 2017, they saw 35.

Background:

- F.S. §330.41 – Unmanned Aircraft Systems Act – does not include correctional facilities in the definitions of a “critical infrastructure facility.”

Analysis:

IMPACT

The use of drones to fly in contraband to correctional facilities is increasing and is causing significant safety and security issues throughout the correctional environment. Currently, Florida does not have legislation addressing the use of drones over prisons and county detention facilities.

PROPOSED SOLUTION

Adopt language from other recent state legislation to ban drones from flying near and over correctional facilities. California, New York, North Carolina, and Texas have legislation to prohibit civilian drone use within varying distances of a correctional facility.



CA, SB-160 (a) Except as provided in subdivisions (b), (c), and (d), a person who knowingly and intentionally operates an unmanned aircraft system on or above the grounds of a state prison or a jail is guilty of a misdemeanor.

NY, S-2125 Section 1 amends the correction law by adding a new section 625 prohibiting drone use within 1000 feet of a correctional facility or a local correctional facility in this state.

NC, HB-128 Section 1, make unauthorized UAS use within a horizontal distance of 500 feet from buildings, a fixed perimeter, or a marked boundary, or a vertical distance of 250 feet of local confinement facilities or State or federal correctional facilities unlawful.

TX, SB-395 Section 3(b) Provides that a person commits an offense if the person intentionally or knowingly operates an unmanned aircraft over, allows an unmanned aircraft to make contact with, or allows an unmanned aircraft to come within a certain distance of a correctional facility or critical infrastructure facility, rather than with a critical infrastructure facility.

RECOMMENDATIONS

- F.S. §330.41(2)(a), add to definition of a critical infrastructure facility: state correctional facilities and county jails.
- F.S. §951 (County Jail Chapter), add to contraband section, §951.22, to recognize contraband introduced, or attempted to be introduced, with the use of a drone (or anything that could clear the fence by air).

Fiscal Impact:

N/A



HS-PP-4: Opioid Epidemic Policy & Funding

Committee Recommendation: Incorporate into Guiding Principles.

Issue Summary:

Broward

The Broward County Commission supports legislative action to address the national opioid epidemic, including funding for local governments to combat the issue on multiple fronts from law enforcement to treatment to prevention.

Pinellas

Opioid Epidemic- broadly, more State funding to address this issue. --- Advocate for High Prescriber Database – Support legislation that requires physicians to input data into the state monitoring database rather than leaving it a voluntary program. Support legislation that increases funding, resources, and accountability to combat the opioid epidemic

St. Lucie

St. Lucie County is requesting support for legislation to allow Naloxone/Narcan to be scheduled as an Over the Counter (OTC) so the existing “standing order” and need of “participating pharmacies” becomes a moot point.

Background:

Broward

FY2017-18 GAA: Line 368 – Distribution of Naltrexone (Opioid Abuse): \$2.52 million (\$1.5 million recurring; \$1.02 million nonrecurring) is provided to DCF to contract with a nonprofit organization for the distribution and associated medical costs of naltrexone extended-release injectable medication to treat alcohol and opioid dependency.

Pinellas

- Medication-Assisted Treatment (MAT), which combines the use of medications (methadone, buprenorphine, or naltrexone) with counseling and behavioral therapies, has been shown to significantly reduce opioid dependency. Education and access for MAT should be expanded to medical providers and family members of individuals addicted to opioids.
- The charges for possession of Fentanyl should be reclassified to be considered trafficking due to the number of heroin-related arrests and purchases that have found to be pure Fentanyl which can lead to lethal overdoses. Fentanyl should be included as a trafficking classification equivalent to heroin under Florida State Statue Chapter 893.135.
- Access to Naloxone should be expanded to ensure that first responders can provide life-saving medication while transporting individuals to the hospital. Florida law should allow for wider distribution of Naloxone and permit pharmacists to dispense Naloxone.



- The federal government should allow greater flexibility in the Medicaid program for justice-involved populations and should require states to suspend, rather than terminate, coverage for incarcerated individuals. Doing so will allow counties and cities to better coordinate systems of care and treat previously undiagnosed individuals with substance abuse disorders.

Analysis:

Broward

In 2015, according to Centers for Disease Control and Prevention figures, heroin deaths alone surpassed gun homicides for the first time. More than 33,000 people died of opioid overdose, with another 20,000 dying from other drugs. A recent federal study found that prescription painkillers are now more widely used than tobacco.

Broward County recorded 580 drug deaths in 2016 — with more than 90 percent related to heroin, fentanyl and other opioids, according to the Broward County medical examiner. The Broward County Medical Examiner anticipates there will be more than 1,000 deaths in 2017.

Pinellas

Based on latest data available, there's been a sharp incline in deaths associated with Heroin, Fentanyl, and Fentanyl Analogs (drugs containing fentanyl). As of March 2017, the County saw the largest increase in Fentanyl Analog-related deaths, where it increased by 81% since last year. Pinellas also saw a spike in deaths from Heroin by 57% in 2016. Finally, we've seen an increase in Fentanyl-related deaths by 26% in 2016. The synthetic opioid trend has a significant budgetary and operational impact for both the Medical Examiner and Forensic Laboratory. These Medical Examiner cases involving synthetic opioids and prescription drugs, are the most costly to investigate, due to the amount of extensive toxicology analysis that is required.

Fiscal Impact:

Complete fiscal impact information unknown, however, as mentioned above, there are significant budgetary and operational impacts for the Medical Examiner, Law Enforcement, and Health Department.



HS-PP-5: Expansion of Adult Civil Citation Program

Committee Recommendation: Incorporated into Guiding Principles.

Note: FAC Staff communicated with the Florida Sheriffs Association (FSA) and they are open to possible diversion programs that are flexible and permissive in nature. The FSA brought up several existing counties operating adult civil citation programs already. Statutory change may not be necessary as there are existing models that can be adopted.

Issue Summary:

Support an expanded civil citation program or similar pre-diversion program to include driving with suspended license and other minor misdemeanors.

Background:

Generally, diversion means that an individual is placed on a justice track that is less restrictive and affords more opportunities for rehabilitation and restoration. Diversion may result in the avoidance or dropping of a charge and dismissal of a case completely. Florida currently provides several options for a person who is alleged to have committed specified criminal offenses to participate in diversion, including pretrial intervention programs and pretrial diversion programs. Past efforts include HB 301 being killed during the 2017 legislative session. HB 205 died on 5/5/2017.

Analysis:

This issue affects the county because it is costing the County to house individuals in jail. Also individuals are losing their jobs over minor infractions such as driving with a suspended license and other misdemeanors because they cannot afford to pay ticketing fines.

Fiscal Impact:

The creation of an adult civil citation program would result in cost savings for local governments. Per the FY 2016 report provided by the office of Justice Services, according to the FL DJJ, it cost taxpayers \$5000 per arrest, compared to \$386 per civil citation. JCC saved taxpayers approximately \$4,217,196 this fiscal year. Since 2011, 3520 civil citations have been served, saving taxpayers over \$16.2 million dollars.



HS-PP-6: Volunteer Fire Fighters

Committee Recommendation: Incorporated into Guiding Principles

Note:

There are financial options in the state of Florida to possibly resolve this issue. Chief Financial Officer and State Fire Marshal Jimmy Patronis launched Florida's Firefighter Grant Assistance Program in the summer of 2017. The first of its kind, the grant program will benefit volunteer fire departments across Florida. During its initial year, nine fire departments will receive a total of \$150,000. Recognizing its life-saving importance, the Florida Legislature increased second-year funding to \$1 million.

An estimated 12 million Floridians depend on the services and protection provided by volunteer firefighters, yet a wide variety of fire departments lack the financial resources needed to supply firefighters with current safety equipment and training.

The application process for 2017-2018 grant funding is open now. All fire departments open for more than five years can apply. To qualify, all applicants must complete a needs assessment survey to outline their need and intended use of grant funds. A committee of fire service leaders review and approve all applications.

Issue Summary:

Volunteer Firefighters – Supports assisting rural communities in addressing recruitment, training, and retention of individuals to serve as qualified volunteer firefighters.

Background:

Rural communities cannot afford full time firefighters and must rely on volunteers.

Analysis:

Rural counties struggle with staffing fire services.

Fiscal Impact:

Rural counties cannot afford full-time firefighters and with current requirements it is difficult to recruit people to complete the training requirements.



HS-PP-7: Distracted Driving

Committee Recommendation: Defer to the “Committee of the Whole”

Note: SB 72 (Use of Wireless Communications Devices While Driving) by Sen. Garcia and HB 121 (Texting While Driving) by Rep. Slosberg have already been filed for the 2018 Legislative Session.

The Florida Sheriffs Association has committed to this issue as a top priority.

Issue Summary:

Distracted driving crashes accounted for 50,000 crashes in Florida in 2016 and Florida is one of five states that do not currently consider texting while operating a motor vehicle a primary offense. Motorists in Florida can only be cited for texting while driving if they are stopped for other reasons such as speeding or failing to wear seat belts. Currently, 47 states, D.C., Puerto Rico, Guam and the U.S. Virgin Islands ban text messaging for all drivers. Manatee and Palm Beach County supports legislation to make texting while driving a primary offense.

Background:

At any given daylight moment across America, approximately 660,000 drivers are using cell phones or manipulating electronic devices while driving, a number that has held steady since 2010. Other states have addressed texting while driving by establishing 'hands free' language. HB 47 (Stark and Slosberg) was a bill presented in the 2017 Session, and never got a hearing, while its Senate counterpart SB 144 (Garcia-R, Hialeah) made it through its first committee of reference, and then did not get another hearing.

Analysis:

In 2015, there were more than 45,700 distracted driving crashes in Florida resulting in more than 39,000 injuries and more than 200 fatalities, according to the Florida Department of Highway Safety and Motor Vehicles. Texting while driving takes your eyes off the road for an average of 4.6 seconds, equivalent at 55 mph of driving the length of a football field, blind. Manatee and Palm Beach County hopes this legislation will result in safer streets and highways throughout Florida by imposing greater penalties for those texting while driving.

Fiscal Impact:

N/A



HS-PP-8: Ambulance Safety Mandate

Committee Recommendation: Not adopt

FAC Background on issue: The previous ambulance builder standards were set by the General Service Administration(GSA) and they were known as the Triple- K specs.

The GSA proposed cancelling those standards in 2012 in favor of new standards that would improve the safety standards when ambulances were involved in crashes. Fast forward to 2017, the standards were updated and Florida never recognized them, but now there are two additional competing standards fighting for recognition, Commission on Accreditation of Ambulance Services (CAAS) and National Fire Protection Association(NFPA).

The Florida Ambulance Association has not officially taken a stand on either and is waiting on the State to recognize one of the new standards. These standards are for newly built vehicles only and not existing fleets.

There is a strong feeling amongst those in the industry that the Department of Health may run an agency bill that will broaden the ambulance safety standards, allowing both Triple K and National Fire Protection standards to be accepted.

History: In 2014, the Society of Automotive Engineers released a set of four updated recommendations regarding safety standards for ambulances. The SAE is a professional organization that primarily develops "best practices" for the automotive, aerospace, and commercial vehicle industries. The four new recommendations join two existing sets of standards, and cover patient compartment restraint, litter integrity, equipment mounting systems, and both front- and side-impact safety systems.

The guidelines for ambulance safety were developed in conjunction with NIOSH and the Ambulance Manufacturers Division of the National Truck Equipment Association. Although a U.S. based group, the SAE recommendations are meant to be used globally in the development and production of ambulances and equipment.

The process of regulating ambulance safety varies significantly state by state. In the United States, the federal government outlines a set of specifications in a General Service Administration document called the KKK-A1822 (often referred to as "the Triple-K"). This set of specifications, developed in 1976, has gone through several updates, most of which were influenced by the evolving SAE recommendations.



In addition to the Triple-K, the NFPA has also published its own ambulance design standards, called NFPA 1917. Like the Triple-K, NFPA 1917 incorporates many of the SAE recommendations for crash safety.

Finally, CAAS has a separate set of standards called GVS v1.0 that, like the Triple-K and the NFPA, is based on the SAE safety recommendations.

Although these three documents vary slightly in scope, they all set forth a number of best practices regarding ambulance design that agree with many of the current SAE recommendations. However, the adoption of any standard at all is not federally mandated.

Currently, 30 states use all or part of the Triple-K in their ambulance safety standards. Six states have no legislated ambulance design regulations at all, and the remaining states have regulations that may or may not include Triple-K or SAE specifications.

Although the Triple-K standards appear to be the most widely used, the NFPA and CAAS standards are in relative competition for adoption as the industry standard in EMS.

Individual equipment manufacturers, in an effort to be competitive and at the top of the market, design and sell products that meet many, if not all, of the SAE standards. Because of this, states without any regulation at all may still meet some or all of the suggested safety standards simply by nature of the equipment used in the ambulances operating within the state.

Issue Summary:

Ambulances are required to have new expensive equipment to secure the patient and attendant in case there is a roll-over accident. Policy Change: The creation of an exemption for certain vehicles over a certain weight that are less likely to roll over.

Background:

In 2014, the Society of Automotive Engineers released a set of four updated recommendations regarding safety standards for ambulances. The guidelines for ambulance safety were developed in conjunction with NIOSH and the Ambulance Manufacturers Division of the National Truck Equipment Association.

Analysis:

The mandate increases the budget of emergency services for Indian River County as well as other local governments.

Fiscal Impact:

In the last 24 months, we purchased 2 ambulances that are required to have this additional safety equipment in the event of a roll-over accident. The additional safety equipment alone for the two vehicles cost Indian River County an estimated \$78,500.



HS-PP-9: Medicaid Cost Cap

Committee Recommendation: Not adopt

Issue Summary:

Maintain Growth Cap in County Medicaid Cost-Share Program - Support maintaining growth cap on County Medicaid Cost Share fund at 50% of the rate of growth of state program.

Background:

With the changes in the County Medicaid Cost Share program adopted in 2013 - the Florida legislature capped the overall growth of the county-shared portion at 50% of the % of growth of the overall Medicaid program in Florida. That cap will be removed in the next year or two - Not Sure! We need to try to keep that cap at least at current level.

Analysis:

Allowing the growth cap to be removed will impact all counties in that - the overall County Medicaid Cost Share contribution will increase at same rate of growth experience by the state costs. Now it is capped at 50%. Keep the cap!

Fiscal Impact:

Every county will have increased costs every year. Additional research needs to be done by the FAC staff on this.



HS-PP-10: Dental Therapists

Committee Recommendation: Not adopt

Note:

The Commission on Dental Accreditation (CODA) is an independent entity recognized by the US Department of Education as the national accrediting agency for dental, allied dental and advanced dental education programs. In February of 2015, CODA adopted standards by which programs that educate midlevel dental providers—non-dentists who perform such surgical procedures as extracting teeth--can apply for accreditation.

CODA's decisions are made independently from the American Dental Association (ADA) policy. The ADA believes it is in the best interests of the public that only dentists diagnose dental disease and perform surgical and irreversible procedures.

A recent report by the ADA Health Policy Institute shows that the number of dentists practicing per 100,000 people today has climbed more than 4 percent from 2003 to 2013, and is projected to climb 1.5 percent from 2013 to 2018 and 2.6 percent by 2033.

There are people in underserved communities having difficulties connecting to public health resources and dentists who can provide needed treatment. However, there are solutions available. Many federal and state programs offer incentives like student loan repayment assistance to attract dentists to these communities. The ADA created a new dental team member, the Community Dental Health Coordinator (CDHC). The initial ADA CDHC pilot project graduated 34 CDHCs. Pilot project graduates have brought their skills to such underserved communities as inner cities, remote rural areas and Native American communities in more than eight states. Three schools in New Mexico, Arizona and Florida are offering the CDHC program. They provide oral health education, disease prevention, help coordinate appointments and can reduce patient no-show rates from nearly 50 percent to below 10 percent.

The Florida Dental Association is not in support of any legislation that would allow dental therapist to practice within the State of Florida.

Issue Summary:

The Florida Legislature should work to close gaps in dental-care access by reforming dental licensing laws to allow for dental therapists and ensure patients get preventive and restorative treatment when and where they need it. To avoid additional Medicaid costs and emergency room services in hospitals.

Background:

A growing number of states and tribal communities are allowing dentists to employ dental therapists to help meet the growing need for routine dental care. Unfortunately, Florida is one



of the many states that has not reformed dental licensing laws to allow for dental therapists. Nearly 4.2 million Floridians live in areas of the state where dentists are scarce. 101 people died in hospital emergency departments from 2008 to 2011 due to preventable dental disease. Researchers project that by 2025, the shortage of dentists in these areas will double from 7,000 to 15,600 even accounting for a consistent increase in the number of new dental graduates entering the workforce. This will be the first year the State of Florida pursues this change.

Analysis:

The problem is severe among children and senior citizens. Nationally, over 18 million low-income children went without dental care, including routine exams, in 2014. The state of Florida has the highest percentage of senior citizens. In 2015, senior citizens made up 19.4 percent of Florida's population. Nationally, the senior citizen population is expected to nearly double by 2060. As the number of senior citizens increases throughout the state of Florida in the coming decades, the demand for care for this age group will increase, which will create significant problems since nearly 40 percent of seniors did not visit a dentist in 2014.

Fiscal Impact:

Dental health problems can impair children's growth and development, hinder productivity and job opportunities, and complicate detection of oral cancers. In 2014, 163,900 Floridians visited emergency rooms of dental programs at a total cost of \$193.4 million.



HS-PP-11: Remote Area Medical Clinics - Waiver

Committee Recommendation: Not adopt.

Note:

Per the Department of Health, temporary waivers of this kind fall within Executive orders or emergency orders during an event that would warrant emergency response. Given the recent devastation from hurricane Irma and the massive recovery efforts that will be ongoing for the foreseeable future, we may want to use political capital in other areas at this time.

Issue Summary:

Manatee County is among the growing number of Florida communities to host annual Remote Area Medical clinics for the uninsured and underinsured of our area. Manatee County SUPPORTS legislation that would allow the Governor to issue a temporary waiver for out-of-state licensed physicians to provide temporary volunteer healthcare services to the indigent and underinsured.

Background:

Crowds are large and lines are long because there's insufficient medical providers to give assistance at these clinics. Manatee County would like FAC to support legislation to allow out-of-state medical experts to provide care at RAM events on a once-a-year, temporary basis.

Analysis:

The temporary waiver would allow RAM clinics to provide care to even more residents in need of medical, dental and optical care during RAM events.

Fiscal Impact:

None.

2017 FAC POLICY DEVELOPMENT CONFERENCE

APPENDIX

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REVISED FAC Legislative Policy Development Process

The Florida Association of Counties has a deliberative, consensus building policy development process. The goal is to solicit and develop policy statements on legislative issues affecting county government. Through participation in four standing legislative policy committees, and two caucuses, county officials identify, discuss, and ultimately vote on issues to be in FAC's Legislative Program. Each policy committee and caucus has one presidentially-appointed Chair and Vice Chair as well as a number of Policy Leaders.

FAC Legislative Policy Committees:

- Finance, Tax, & Administration (FTA):
- Growth Management, Agriculture, Transportation, & Environment (GATE):
- Health & Safety:
- Federal:

FAC Legislative Caucuses:

- Urban:
- Rural:

Policy Committee Roles and Responsibilities

- FAC policy committees are referred to as "committees of the whole," meaning that committee participation, as well as voting, is open to any interested county commissioner who is in attendance at the policy committee meetings that take place during conference. County staff persons are encouraged to participate in discussion and provide input, but are not permitted to vote.
- Each policy committee includes one presidentially appointed Chair and Vice Chair, and several presidentially appointed Policy Leaders. These roles collectively serve as the Committee Leadership for the respective policy committees.
- Each policy committee has one FAC staff point person, who will coordinate Committee Leadership calls, policy committee meetings, and provide education on issues within the committee's purview.
- The Committee Leadership of each committee will have at least two meetings via conference call prior to Policy Conference to discuss and develop policy proposals submitted by FAC membership and FAC staff. Committee Leadership will discuss and determine recommended action on policy proposals

- During the Policy Conference, committee Chairs and/or Vice Chairs, with support from FAC staff, will present policy proposals for consideration by the policy committee, including recommended actions on each item as determined by Committee Leadership.

Procedures for Legislative Policy Development

- Policies: Single-purpose statements addressing a specific issue or piece of legislation. Policies must address an issue of statewide, regional, or significant and widespread impact and cannot promote individual county or project appropriations. Individual counties or commissioners, or FAC staff may submit Policy Proposals.
- Policy Proposals: Proposed policies can be submitted by completing the Policy Proposal Submission Form, which is due by August 25. Untimely proposals may only be introduced for consideration at the discretion of Committee Leadership.
- Vetting of Policy Proposals: Upon submission, FAC staff will vet proposed policies to determine whether they fall within the Policy definition criteria. Proposals that meet the definition criteria will be assigned to a policy committee. At least two weeks prior to Policy Conference, Committee Leadership of each respective committee will meet via conference call to discuss the assigned proposals. Committee Leadership will vote to recommend to adopt or not adopt each proposal; these recommended actions will be presented to the policy committees during the Policy Conference.
- Voting Procedures: Each policy committee or caucus chair will call the meeting to order and carry out the meeting agenda. In the event that the chair is unavailable, the vice chair will preside over the meeting. Each commissioner present at the meeting has one vote. All matters coming before the committee shall be decided by a majority vote of those present and voting, unless otherwise stated herein.
- Procedural Rules – The edition of Robert’s Rules of Order as presented to the chair by FAC staff shall be used to govern the conduct of committees and caucuses.

Legislative Executive Committee (LEC)

- The primary role of Legislative Executive Committee (LEC) is to approve the policy statements recommended by the respective policy committees at the end of the Legislative Conference.
- The LEC is comprised of the following members: the FAC Executive Committee; the Chairs and Vice Chairs of each policy committee; and the Chairs and Vice Chairs of the Rural and Urban Caucuses.

- Policy Leaders are permitted to attend LEC meetings, but are not permitted to vote.
- The LEC typically meets Thursday afternoon after the policy committees have concluded their work at Legislative Conference. The LEC does not usually meet at Policy Conference.
- At least one Chair or Vice Chair of each policy committee and caucus must attend the LEC meeting and provide a brief description of the primary issues discussed at its committee meeting and the top 3 priorities.
- The LEC will then vote to recommend FAC's complete legislative policy statements and top priorities for the next legislative session.
- During the course of the legislative session, the LEC meets weekly via conference call (usually on Friday mornings) and is responsible for any revision, modification, deletion or addition to the policy statements adopted by the membership, and may make interim policy decisions as needed.

2017 FAC POLICY DEVELOPMENT CONFERENCE



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