

CLAY COUNTY
TRANSPORTATION PLAN

In accordance with:

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

Three Year Plan
2020 - 2023

Department of Children and Families
Northeast Region
Substance Abuse and Mental Health
Program Office

Submitted to:

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Department of Children and Families

Clay County Transportation Plan

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1. BACKGROUND/PURPOSE

This Plan serves as a vital component of the comprehensive plan for a Tiered Receiving System in Clay 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 Tiered Receiving System in accordance with Section 394.462, Florida Statutes. 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 *Clay 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 Clay 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. Clay County Sheriff's Office
- d. Orange Park Police Department
- e. Green Cove Springs Police Department
- f. Orange Park Medical Center
- g. Clay Behavioral Health Center
- h. St. Vincent's Medical Center Clay County
- i. Baptist Clay Medical Campus
- j. Gateway Community Services
- k. River Region Human Services
- l. National Alliance on Mental Illness (NAMI)

4. THE TRANSPORTATION PLAN

The Transportation Plan for Clay County is based on a tiered receiving system that consists of multiple entry points, some of which offer only specialized or limited services. Each service provider shall be classified according to its capabilities as either a designated receiving facility or another type of service provider, such as a triage team or a licensed detoxification facility. 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 Clay County Transportation Plan endorses the authority to transport persons in need of services under the Baker Act or Marchman Act to one of the designated 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).

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 Clay 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 Clay County Transportation Plan requires that law enforcement agencies in Clay County transport individuals in need of mental health services under the Baker Act or Marchman Act to the nearest applicable receiving facility. 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 Clay 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 Clay County Fire and Rescue transports the individual being detained under a Baker Act or Marchman 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. If transportation to a designated receiving facility is necessary, the Clay County Sheriff's office will transport the individual.

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 subject to arrest, the receiving facility is required to contact the Clay Sheriff’s Office at 904-264-6512 to arrange for transportation to the Clay 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 Clay County will transport individuals age 17 and younger who are subject to the Baker Act to one of the following:

- **Mental Health Resource Center North** – 3333 W. 20th Street, Jacksonville, FL 32254 (904-695-9145); or
- **River Point Behavioral Health** – 6300 Beach Blvd., Jacksonville, FL 32216 (904-724-9202); or
- **Baptist Medical Center Clay Wolfson Children’s Hospital** – 1771 Baptist Clay Drive, Fleming Island, FL 32003 (904) 516-1000); or
- **Wolfson Children’s Hospital** – 800 Prudential Drive, Jacksonville, FL 32207 (904-202-2000); or
- **Meridian Behavioral Health** 4300 SW 13th Street, Gainesville FL 32068 ((352) 374-5600).

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:

- **Baptist Medical Center Clay Wolfson Children’s Hospital** – 1771 Baptist Clay Drive, Fleming Island, FL 32003 (904) 516-1000); or
- **Wolfson Children’s Hospital** – 800 Prudential Drive, Jacksonville, FL 32207 (904-202-2000).

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

Baker Act - Law enforcement agencies in Clay County will transport individuals subject to the Baker Act that are age 18 and older to the following facility:

- **Orange Park Medical Center** - 2001 Kingsley Avenue, Orange Park, FL 32073 (904-639-8500)

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

- **Gateway Community Services Detox** – 555 Stockton Street Jacksonville, FL (904-387- 4661 ext. 1103).

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 for transport from one facility to another.

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. 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 it is clear that a hospital or facility is preferred, the person may be transported there if bed availability allows. Transportation from one facility to another is coordinated by the transferring facility. Law enforcement is 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 Clay County law enforcement originally delivered the individual.

Facilities to be contacted in overflow situations include:

- **Mental Health Resource Center South**, - 11820 Beach Blvd, Jacksonville, FL 32246 (904-642-9100) *
- **Wolfson Children's Hospital** – 800 Prudential Dr, Jacksonville FL 32207 (904-202-7900)
- **UF Health Jacksonville** – 655 West 8th Street, Jacksonville FL 32209 (904-724-9202)
- **Meridian Behavioral Health** – 4300 SW 13th Street, Gainesville FL 32068 (352) 374-5600)
- **Mental Health Resource Center North** – 3333 W. 20th Street, Jacksonville, FL 32254 (904-695-9145)

*Facility can receive but not transport to another designated receiving facility

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. If a receiving facility is not available and 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:

Clay County Sheriff's Office has some officers trained in 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. 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 Clay 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 Clay 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 Clay County Transportation Plan Advisory Committee will maintain an ad hoc subcommittee on transportation to serve 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 serving Clay County

Orange Park Medical Center – 2001 Kingsley Avenue, Orange Park, FL 32073

Baptist Medical Center Clay Wolfson Children’s Hospital – 1771 Baptist Clay Drive, Fleming Island, FL 32003

Wolfson Children’s Hospital: 800 Prudential Drive, Jacksonville, FL 32207

Memorial Hospital of Jacksonville: 3625 University Blvd. S., Jacksonville, FL 32216

Mental Health Resource Center South: 11820 Beach Blvd., Jacksonville, FL 32246

Mental Health Resource Center North: 3333 West 20th Street, Jacksonville, FL 32254

Meridian Behavioral Health 4300 SW 13th Street, Gainesville FL 32068
(352) 374-5600)

River Point Behavioral Health: 6300 Beach Blvd., Jacksonville, FL 32216

UF Health Jacksonville: 655 West 8th Street, Jacksonville, FL 32209

Wekiva Springs Center: 3947 Salisbury Road, Jacksonville, FL 32216

Attachment B - Addictions Receiving Facilities serving Clay County

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

- **Gateway Community Services Detox** (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. 397.6811 to 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.