

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** CS/HB 489 Student Identification Cards

**SPONSOR(S):** Early Learning & Elementary Education Subcommittee, Daley, Woodson and others

**TIED BILLS:** None **IDEN./SIM. BILLS:** SB 1218

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Early Learning & Elementary Education Subcommittee	17 Y, 0 N, As CS	Wolff	Brink
2) Secondary Education & Career Development Subcommittee			
3) Education & Employment Committee			

### SUMMARY ANALYSIS

Recent reporting suggests that there is an increase in the number of children and young adults experiencing mental health crises, both nationally and in the state of Florida. In 2019, 319 children, ages 5 through 24, died by suicide in Florida. To provide increased access to mental health resources, the bill requires student identification cards newly issued by school districts to students in grades 6 through 12 include the numbers for national or state crisis and suicide hotlines and text lines. School districts must comply with this requirement beginning with the 2021-2022 school year.

The bill does not have a fiscal impact.

The bill provides an effective date of July 1, 2021.

# FULL ANALYSIS

## I. SUBSTANTIVE ANALYSIS

### A. EFFECT OF PROPOSED CHANGES:

#### Present Situation

##### Student Mental Health

##### *Students in Crisis*

Recent reporting suggests that nationally there is an increase in the number of children and young adults experiencing mental health crises.<sup>1</sup> While this increase may be in part attributed to an increase in the identification of mental health disorders among children and young adults,<sup>2</sup> there is a concern that children often lack access to resources to mitigate such a crisis or establish on-going mental health treatment.<sup>3</sup>

In Florida, while there has been a slight increase in the number of children subjected to involuntary examination,<sup>4</sup> the reasons for the increase are unknown.<sup>5</sup> According to the 2017 report from the Department of Children and Families Task Force on Involuntary Examination of Minors, possible factors include an increase in mental health concerns, social stressors, and a lack of availability of mental health services.<sup>6</sup> The task force suggested that the increase in Baker Acts among children could be the result of recent initiatives designed to improve Florida's mental health system and provide earlier diagnosis and treatment.<sup>7</sup> For children and young adults in crisis, there are mental health hotlines that provide assistance 24 hours a day and 7 days a week.<sup>8</sup>

##### *Youth Mental Health Crises Supports and Suicide Prevention*

Nationally, the suicide rate among youth aged 10 through 24 increased since 2007 and suicide is the second leading cause of death for individuals ages 10 through 14, 15 through 19, and 20 through 24.<sup>9</sup> In Florida in 2019, the year for which the most recent data is available, 319 children and young adults (ages 5 through 24) committed suicide.<sup>10</sup> Among Floridians of all ages, 3,427 committed suicide and over 20,000 incidents of self-harm were reported.<sup>11</sup> For students, the DCF measures behavioral health concerns and suicide risk among Florida students every two years. In 2020,<sup>12</sup> 38 percent of student-respondents experienced sadness or hopelessness for two or more weeks in a row, 16 percent

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<sup>1</sup> Florida Department of Children and Families, *Task Force Report on Involuntary Examination of Minors*, (Nov. 2017), <https://www.myflfamilies.com/service-programs/samh/publications/docs/S17-005766-TASK%20FORCE%20ON%20INVOLUNTARY%20EXAMINATION%20OF%20MINORS.pdf> (last visited March 23, 2021).

<sup>2</sup> *Id.*

<sup>3</sup> National Institutes of Health, *Rural youth often lack access to suicide prevention services*, November 10, 2020, <https://www.nih.gov/news-events/nih-research-matters/rural-youth-often-lack-access-suicide-prevention-services> (last visited March 13, 2021).

<sup>4</sup> Florida Department of Children and Families, *Report on Involuntary Examinations of Minors*, (Nov. 2019), available at <https://www.myflfamilies.com/service-programs/samh/publications/docs/Report%20on%20Involuntary%20Examination%20of%20Minors.pdf> (last visited March 23, 2021).

<sup>5</sup> Florida Department of Children and Families, *Task Force Report on Involuntary Examination of Minors*, (Nov. 2017), <https://www.myflfamilies.com/service-programs/samh/publications/docs/S17-005766-TASK%20FORCE%20ON%20INVOLUNTARY%20EXAMINATION%20OF%20MINORS.pdf> (last visited March 23, 2021).

<sup>6</sup> *Id.*

<sup>7</sup> *Id.* at 24.

<sup>8</sup> National Alliance on Mental Health Florida, *If in Crisis*, <https://namiflorida.org/crisis-info/> (last visited March 23, 2021).

<sup>9</sup> U.S. Department of Health and Human Services, *Death Rates Due to Suicide and Homicide Among Persons Aged 10-24: United States, 2000-2017* (October 2019), available at <https://www.cdc.gov/nchs/data/databriefs/db352-h.pdf> (last visited March 23, 2021).

<sup>10</sup> Florida Department of Children and Families, Office of Substance Abuse and Mental Health, *Suicide Prevention Coordinating Council 2020 Annual Report*, p. 8, available at <https://www.myflfamilies.com/service-programs/samh/prevention/suicide-prevention/> (last visited March 23, 2021).

<sup>11</sup> *Id.* at 7.

<sup>12</sup> Florida Department of Children and Families, *Suicide Prevention Coordinating Council Annual Report*, (Jan. 2021), available at <https://www.myflfamilies.com/service-programs/samh/prevention/suicide-prevention/> (last visited March 23, 2021).

seriously considered committing suicide, 12 percent made plans to commit suicide, and 8 percent attempted suicide.<sup>13</sup>

In recognition of the prevalence of suicide among children and the need for an integrated, statewide prevention program for all Floridians, the First Lady Casey DeSantis, in collaboration with stakeholders including the DCF's Statewide Office of Suicide Prevention (the Office), state and local agencies, not-for-profit and faith-based organizations, identified four focus areas to reduce suicide rates: awareness, prevention, intervention, and caring follow-up and support.<sup>14</sup> Additionally, the Florida Suicide Prevention Coordinating Council is charged with increasing support for residents and decrease suicide rates. The Office provides resources for both individuals in crisis as well as their support network of friends and family.<sup>15</sup> Among the resources provided are the numbers for the national and statewide crisis response hotlines.<sup>16</sup> Many of these resources now offer online chat or text options for individuals in crisis.<sup>17</sup>

Several other states have included crisis hotline information on student identification cards in an effort to address suicide risk among students.<sup>18</sup> For example, Wisconsin requires student identification cards include the number for the National Suicide Prevention Lifeline and other similar resources that are available 24 hours a day 7 days a week.<sup>19</sup> California implemented a similar requirement in 2018.<sup>20</sup> Both Wisconsin and California authorize the inclusion of additional resources on the identification cards.<sup>21</sup> There are no similar requirements in state law for the provision of identification cards; thus school districts have broad authority to design and issue such cards to students.

### *Mental Health Assistance Allocation*

The state of Florida funds school-based mental health care, educator and staff detection and response training, and pathways to connect students to community-based behavioral health resources through the Mental Health Assistance Allocation within the Florida Education Finance Program.<sup>22</sup> For the 2020-2021 school year, \$100 million was appropriated for the allocation,<sup>23</sup> with each school district receiving a minimum of \$100,000 and the remaining balance of funds allocated based on each district's

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<sup>13</sup> *Id.* at 10.

<sup>14</sup> Florida Department of Children and Families, *Florida Suicide Prevention Interagency Action Plan August 2020-June 2023*, available at <https://www.myflfamilies.com/service-programs/samh/prevention/suicide-prevention/docs/2020%202023%20Florida%20Suicide%20Prevention%20Interagency%20Action%20Plan.pdf> (last visited March 23, 2021). The Suicide Prevention Coordinating council consisted of leadership from the DCF, the Agency for Health Care Administration, the Department of Health, the Department of Juvenile Justice, the Department of Veteran's Affairs, the Department of Law Enforcement, the Department of Elder Affairs, the Department of Economic Opportunity, and the Agency for Persons with Disabilities.

<sup>15</sup> Department of Children and Families, *Suicide Prevention*, <https://www.myflfamilies.com/service-programs/samh/prevention/suicide-prevention/index.shtml> (last visited March 23, 2021).

<sup>16</sup> See National Suicide Prevention Lifeline, *About*, <https://suicidepreventionlifeline.org/about/> (last visited March 23, 2021); Crisis Text Line, *About Us*, <https://www.crisistextline.org/about-us/> (last visited March 23, 2021); Rape, Abuse & Incest National Network, *About the National Sexual Assault Telephone Hotline*, <https://www.rainn.org/about-national-sexual-assault-telephone-hotline> (last visited March 23, 2021); and National Alliance on Mental Health Florida, *If in Crisis*, <https://namiflorida.org/crisis-info/> (last visited March 23, 2021).

<sup>17</sup> See National Suicide Prevention Lifeline, *About*, <https://suicidepreventionlifeline.org/about/> (last visited March 23, 2021); Crisis Text Line, *About Us*, <https://www.crisistextline.org/about-us/> (last visited March 23, 2021); Rape, Abuse & Incest National Network, *About the National Sexual Assault Telephone Hotline*, <https://www.rainn.org/about-national-sexual-assault-telephone-hotline> (last visited March 23, 2021); and National Alliance on Mental Health Florida, *If in Crisis*, <https://namiflorida.org/crisis-info/> (last visited March 23, 2021).

<sup>18</sup> See e.g. Lena Howland, *Why California student ID cards now include suicide prevention information*, available at <https://www.abc10.com/article/news/local/turlock/why-california-student-id-cards-now-include-suicide-prevention-information/103-3f237fd5-85c3-4303-a90c-f1648a68a388> (last visited March 23, 2021); and Andre Hudson, *Wisconsin student ID cards now required to feature suicide prevention hotlines*, available at <https://www.cr80news.com/news-item/wisconsin-student-id-cards-now-required-to-feature-suicide-prevention-hotlines/> (last visited March 23, 2021).

<sup>19</sup> Wis. Stat. s. 118.169 (2020).

<sup>20</sup> Cal. Educ. Code s. 215.5 (2018).

<sup>21</sup> See Wis. Stat. s. 118.169 (2020); and Cal. Educ. Code s. 215.5 (2018).

<sup>22</sup> Section 1011.62(16), F.S.

<sup>23</sup> Specific Appropriation 8 and 92, s. 2, ch. 2020-111, L.O.F.

proportionate share of the state's total unweighted full-time equivalent student enrollment.<sup>24</sup> Eligible charter schools are entitled to a proportionate share of the school district's allocation.<sup>25</sup> District school boards, and charter schools, as applicable, are required to develop expenditure plans and report on program outcomes and spending annually. Required expenditures include:

- Direct employment of school-based mental health service providers to expand and enhance school-based student services and reduce the ratio of students to staff to align with nationally recommended ratio models.
- Contracts or interagency agreements with one or more local community behavioral health providers or providers of Community Action Team services to provide behavioral health staff presence and services at district schools.
- Policies and procedures which ensure students who are referred to a school-based or community-based mental health service provider for mental health screening are assessed within 15 days of referral, and that school-based mental health services are initiated within 15 days after identification and assessment and community-based mental health services are initiated within 30 days after school or district referral.<sup>26</sup>

### Student Identification Numbers

While current law requires each student to have an individual identification number, there is no requirement that each student possess a school-issued identification card. The Commissioner of Education must assist school districts with the assignment of identification numbers to avoid duplication of any number,<sup>27</sup> while the Department of Education is required to establish the process by which the number is assigned to each student in the state.<sup>28</sup> School districts are prohibited from using a student's social security number as the student identification number in their management information system.<sup>29</sup>

### **Effect of Proposed Changes**

The bill requires school districts that issue student identification cards, beginning with the 2021-2022 school year, to include numbers for national or state crisis and suicide hotlines and text lines on any identification cards issued to students in grades 6 through 12.

#### **B. SECTION DIRECTORY:**

**Section 1.** Amends s. 1008.386, F.S., requiring school districts to include certain information on student identification cards.

**Section 2.** Provides an effective date of July 1, 2021.

## **II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT**

#### **A. FISCAL IMPACT ON STATE GOVERNMENT:**

##### **1. Revenues:**

None.

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<sup>24</sup> Section 1011.62(16), F.S.; *See also* Florida Department of Education, Office of Safe Schools, 2020-2021 FEFP – Revised Final Conference Calculations as funded in Chapter 2020-111 (Mental Health Assistance Allocation), available at <http://www.fldoe.org/core/fileparse.php/18612/urlt/2021DistrictMHAssisAllocation.pdf> (last visited March 23, 2021).

<sup>25</sup> Section 1011.62(16), F.S.

<sup>26</sup> Section 1011.62(16)(b)1.-3., F.S.

<sup>27</sup> Section 1008.386(1), F.S.

<sup>28</sup> Section 1008.386(2), F.S.

<sup>29</sup> *Id.*

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

### III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

None.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

### IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 23, 2021, the Early Learning & Elementary Education Subcommittee adopted one amendment and reported the bill favorably as a committee substitute. The amendment deletes the requirement that school principals ensure hotline numbers are included on student identification cards. Instead, the amendment requires school districts that issue identification cards to students in grades 6 through 12 to include statewide or national crisis and suicide hotline and text line information on the back of each card, beginning with the 2021-2022 school year.

The bill analysis is drafted to the committee substitute adopted by the Early Learning & Elementary Education Subcommittee.