

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Fiscal Policy

BILL: CS/CS/SB 958

INTRODUCER: Appropriations Committee on Health and Human Services; Health Policy Committee;
and Senator Bernard

SUBJECT: Type 1 Diabetes Early Detection Program

DATE: April 1, 2025

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Morgan</u>	<u>Brown</u>	<u>HP</u>	<u>Fav/CS</u>
2.	<u>Gerbrandt</u>	<u>McKnight</u>	<u>AHS</u>	<u>Fav/CS</u>
3.	<u>Morgan</u>	<u>Siples</u>	<u>FP</u>	<u>Favorable</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/CS/SB 958 creates s. 381.992, F.S., to require the Florida Department of Health (DOH), in collaboration with early learning coalitions, school districts, school boards, and charter schools, to develop Type 1 diabetes informational materials, and make such material available on its website by September 29, 2025. The bill requires the DOH to annually notify parents and guardians of VPK, kindergarten, and first-grade students of the availability of the informational materials.

The bill has an insignificant, negative fiscal impact on state expenditures that can be absorbed within existing resources. **See Section V. Fiscal Impact Statement.**

The bill takes effect July 1, 2025.

II. Present Situation:

Diabetes

Diabetes is a chronic health condition that affects how the human body converts food into energy.

The human digestive system breaks down carbohydrates consumed as food into glucose¹ and releases it into the bloodstream, which increases the blood's glucose level. Such an increase in blood glucose should signal the pancreas² to release the hormone insulin, which acts as a catalyst to allow the body's cells to metabolize the glucose and convert it to energy, or to convert the glucose into forms suitable for short-term or long-term storage.

Depending on the type of diabetes, the pancreas either does not make any insulin or does not make enough insulin, or the body cannot use insulin as well as it should. When there is not enough insulin, or cells stop responding to insulin, blood glucose levels elevate and stay elevated for extended periods. Over time, that can cause serious health problems, such as heart disease, vision loss, kidney disease, vascular disease, and other maladies. Such outcomes are often known as long-term complications of diabetes.

Type 1 Diabetes

Type 1 diabetes is thought to be caused by an autoimmune reaction in which the body's immune system attacks and destroys the cells in the pancreas that normally produce insulin. Roughly 5 to 10 percent of people with diabetes have Type 1. Symptoms of Type 1 often develop quickly. It is usually diagnosed in children, teens, and young adults. Someone with Type 1 diabetes must take insulin, usually through subcutaneous injection, on a regular basis to survive, one or more times per day. Currently, Type 1 diabetes can neither be prevented nor cured.³ In 2022-2023, there were 6,568 students with Type 1 diabetes in Florida public schools.⁴

While the exact cause of Type 1 diabetes remains unknown, scientists believe there is a strong genetic component. The risk of developing the disease with no family history is approximately 0.4 percent. If an individual's biological mother has Type 1 diabetes, the risk of developing the condition is 1 to 4 percent. If an individual's biological father has Type 1 diabetes, the risk of developing the disease is 3 to 8 percent. If both biological parents have Type 1 diabetes, the risk of developing the condition is as high as 30 percent.⁵

Scientists also believe certain factors, such as a virus or environmental toxins, can trigger the immune system to attack cells in the pancreas if an individual has a genetic predisposition for developing Type 1 diabetes.⁶

¹ Glucose is the simplest type of carbohydrate (chemical formula C₆H₁₂O₆), and all carbohydrates consumed as food must be broken down into glucose before the body can metabolize them.

² The pancreas is an organ located in the abdomen. It plays an essential role in converting food into fuel. The pancreas has two main functions: an exocrine function that helps in digestion and an endocrine function that regulates blood sugar. See: <https://columbiasurgery.org/pancreas/pancreas-and-its-functions> (last visited Mar. 15, 2025).

³ Centers for Disease Control and Prevention, *What Is Diabetes?*, available at:

<https://www.cdc.gov/diabetes/basics/diabetes.html> (last visited Mar. 15, 2025).

⁴ Florida Department of Health, *Florida Diabetes Advisory Council Legislative Report (January 2025)*, available at <https://www.floridahealth.gov/%5C/provider-and-partner-resources/dac/ documents/2025-dac-report.pdf> (last visited Mar. 14, 2025).

⁵ Cleveland Clinic, *Type 1 Diabetes*, available at <https://my.clevelandclinic.org/health/diseases/21500-type-1-diabetes#management-and-treatment> (last visited Mar. 15, 2025).

⁶ *Id.*

Symptoms of Type 1

Symptoms of Type 1 diabetes are typically mild in the beginning, becoming progressively worse or more intense over time as the pancreas makes less insulin. Symptoms of Type 1 diabetes include:⁷

- Excessive thirst;
- Frequent urination, including frequent full diapers in infants and bedwetting in children;
- Excessive hunger;
- Unexplained weight loss;
- Fatigue;
- Blurred vision;
- Slow healing of cuts and sores; and
- Vaginal yeast infections.

Management and Treatment

People with Type 1 diabetes need synthetic insulin every day, multiple times a day, in order to live and be healthy. Insulin can be taken in the following ways:⁸

- Multiple daily injections using a vial and syringe – Insulin should be injected into fatty tissue in the belly, upper arm, thigh, or buttocks. Injections are usually the least expensive way to take insulin.
- Pre-filled insulin pens – Disposable pen needles can be more convenient than syringes, as well as a good option for individuals with poor vision.
- Insulin pumps – Devices that deliver insulin continuously and on-demand, mimicking the pancreas. Pumps deliver insulin through a tiny catheter that goes in a fleshy area of the body.
- Rapid-acting inhaled insulin – Works more quickly than other types of insulin and is inhaled through the mouth, much like an asthma inhaler.

The amount of insulin needed daily varies over time and under specific circumstances. For instance, a larger dose of insulin is typically needed during puberty, pregnancy, and while taking steroid medication.⁹

People with Type 1 diabetes must monitor blood sugar levels closely throughout the day. Maintaining a healthy blood sugar range is the best way to avoid health complications. Blood sugar can be monitored using a blood glucose meter¹⁰ or a continuous glucose monitor.^{11,12}

⁷ Cleveland Clinic, *Type 1 Diabetes*, available at <https://my.clevelandclinic.org/health/diseases/21500-type-1-diabetes#management-and-treatment> (last visited Mar. 15, 2025).

⁸ *Id.*

⁹ *Id.*

¹⁰ A finger is pricked with a lance, and a small drop of blood is placed on the meter's test strip. The blood glucose level appears on the meter within seconds. A blood glucose meter is usually the least expensive home testing option, but it only reports blood sugar at the time of the check.

¹¹ There are different types of continuous glucose monitors (CGMs), but most require a small sensor to be inserted under the skin at home every seven to 14 days. Some CGMs are implanted by a health care provider. The sensor continuously records blood glucose levels. People using a CGM require fewer finger sticks. CGM systems can be more expensive than fingerstick blood glucose meters but provide much more information about glucose levels, including previous and future trends. Different alarms can be set to alert the user when blood sugar is trending too low or too high.

¹² *Id.*

A large part of Type 1 diabetes management is monitoring the carbohydrates in food and drinks consumed to determine proper doses of insulin. Carbohydrate counting at its basic level involves counting the number of grams of carbohydrate in a meal by reading nutrition labels and then matching the dose of insulin. An insulin-to-carb ratio is used to calculate the amount of insulin that should be taken to manage blood sugars when eating. Insulin-to-carb ratios vary from person to person and may even be different at different times of the day.¹³

Complications

Low blood sugar (hypoglycemia) can occur from taking too much insulin based on food intake and/or activity level and needs to be treated right away. Hypoglycemia is usually considered to be below 70 milligrams per deciliter. Symptoms and consequences may include:¹⁴

- Shaking, trembling, sweating, and chills;
- Dizziness, lightheadedness, and faster heart rate;
- Headaches;
- Hunger;
- Nausea;
- Nervousness or irritability;
- Disorientation and confusion;
- In severe instances, seizure; and
- In the most severe instances, brain damage or death.

Poorly managed diabetes, over the long-term, results in continuous high blood sugar, leading to numerous complications, such as:¹⁵

- Eye problems, including diabetes-related retinopathy, diabetes-related macular edema, cataracts, and glaucoma;
- Foot problems, including ulcers and infections that can lead to gangrene and amputation;
- Heart disease;
- High blood pressure;
- Kidney disease;
- Oral health problems;
- Diabetes-related neuropathy or nerve damage;
- Skin conditions, including dry skin, bacterial and fungal infections, and diabetes-related dermopathy; and
- Strokes.

The School Health Services Program of the DOH

In partnership with the Florida Department of Education (DOE), the DOH's School Health Services Program (program) provides services required in ss. 381.0056, 381.0057, and 402.3026, F.S. School health services are intended to minimize health barriers to learning for public school students in pre-kindergarten through grade 12. To ensure the provision of safe and

¹³ Cleveland Clinic, *Type 1 Diabetes*, available at <https://my.clevelandclinic.org/health/diseases/21500-type-1-diabetes#management-and-treatment> (last visited Mar. 15, 2025).*Id.*

¹⁴ *Id.*

¹⁵ *Id.*

appropriate county-level school health services, the program provides funding, technical assistance, and oversight of health services provided in Florida's public schools. The three program components are: basic school health services, comprehensive school health services, and full-service schools.¹⁶

Basic School Health Services

Basic school health services are required by s. 381.0056, F.S., to promote student health through a variety of day-to-day health services to public school students. All 67 counties provide basic school health services, which include:¹⁷

- Nursing assessments, health counseling, referrals, and follow-up for suspected or confirmed health problems;
- Individualized health care plan development;
- In-school care management for chronic and acute health conditions, such as *diabetes*, asthma, allergies, and epilepsy;
- Assistance with medication administration and health care procedures;
- Vision, hearing, scoliosis, and growth and development screenings;
- First-aid and emergency health services;
- Communicable disease prevention and intervention; and
- Emergency preparedness.

School Health Services Plan

Every two years, the program ensures each county health department (CHD) and school district submits a School Health Services Plan (plan). This plan details how the local program will meet the requirements for school health services. Each local CHD and school district collaborates to meet the requirements outlined in its plan. The plan includes provisions related to the management and care of students living with diabetes, in accordance with s. 1002.20(3)(j), F.S. Additional guidance from the DOE can be found in Rule 6A-6.0253, F.A.C.¹⁸

Currently, school districts are required to have appropriate personnel, whether licensed nurses or trained school personnel, assigned to each school a student with diabetes would otherwise attend if he or she did not have diabetes. School districts must ensure that such personnel are available to provide the necessary diabetes care throughout the school day and during school-sponsored activities.¹⁹

Guidelines for the Care and Delegation of Care for Students with Diabetes in Florida Schools²⁰

In 2014, the DOH collaborated with multiple partners to develop the “Guidelines for the Care and Delegation of Care for Students with Diabetes in Florida Schools.” This reference manual is

¹⁶ Florida Department of Health, *School Health Program*, available at <https://www.floridahealth.gov/programs-and-services/childrens-health/school-health/school-health-program.html> (last visited Mar. 14, 2025).

¹⁷ *Id.*

¹⁸ Florida Department of Health, *House Bill 723 Analysis* (Mar. 3, 2025) (on file with Senate Committee on Health Policy).

¹⁹ Rule 6A-6.0253, F.A.C.

²⁰ Florida Department of Health, *Guidelines for the Care and Delegation of Care for Students with Diabetes in Florida Schools*, available at <https://www.floridahealth.gov/programs-and-services/childrens-health/school->

a key resource for Florida school health nurses and local programs serving students with diabetes. The DOH is in the process of revising this manual.²¹

Program Infographic: “Helping your Child with Type 1 Diabetes Succeed in School”²²

HELPING YOUR CHILD WITH TYPE 1 DIABETES SUCCEED AT SCHOOL



Complete and submit the school's annual student emergency card (form) at the

beginning of the school year and sign written permissions to authorize treatment at school to share your child's health related information as necessary to ensure their health and safety at school.



Meet with the registered school nurse (RN) at the

beginning of each school year and any staff who will have contact with your child during the school day and participate in individualized education plan (IEP) or 504 plan meetings that include the RN.



Ensure that the school clinic receives a diabetes medical management plan

(DMMP) with the most up-to-date information provided by your child's doctor and every school year (and every time your child's medication or medication dose changes), complete, sign and submit medication authorization forms for each medication your child needs to take while at school. Your school district may require that your child's doctor sign the medication authorization also.



Provide the school clinic with your child's diabetes equipment, medication, supplies and snacks in their original containers and packages. Make sure the expiration dates for your child's insulin, glucose test strips and ketone strips have not passed.



If you are unable to pay for your child's diabetes medications, equipment and supplies, speak to the registered school nurse assigned to your child's school. They can assist you in obtaining no-cost or reduced-price supplies.

**Florida
HEALTH**

FL Dept. of Health 11/18

[health/ documents/diabetes-guidelines-for-the-care-delegation-of-care-for-students-with-diabetes-in-florida-schools.pdf](https://www.floridahealth.gov/documents/diabetes-guidelines-for-the-care-delegation-of-care-for-students-with-diabetes-in-florida-schools.pdf) (last visited Mar. 14, 2025).

²¹ Florida Department of Health, *House Bill 723 Analysis* (Mar. 3, 2025) (on file with Senate Committee on Health Policy).

²² Florida Department of Health, *Helping your Child with Type 1 Diabetes Succeed at School*, available at <https://www.floridahealth.gov/programs-and-services/childrens-health/school-health/diabetes-school-card-2up.pdf> (last visited Mar. 14, 2025).

III. Effect of Proposed Changes:

The bill creates s. 381.992, F.S., to require the Department of Health (DOH), in collaboration with early learning coalitions, school districts, school boards, and charter schools, throughout the state, to develop Type 1 diabetes informational materials for the parents and guardians of students. The informational materials must be made available to each school district, school board, and charter school through the DOH's website.

Within 90 days after July 1, 2025, the DOH must develop the materials related to the early detection of Type 1 diabetes and post the information on its website. The DOH must develop a standardized methodology for each school district, school board, and charter school for the notification of the parents or guardians of public school VPK, kindergarten, and first-grade students. Parents and guardians must be notified of the availability of the Type 1 diabetes early detection materials by September 30, 2025, and annually thereafter.

The bill requires the informational materials on Type 1 diabetes to include, at minimum:

- A description of Type 1 diabetes.
- A description of the risk factors and warning signs associated with Type 1 diabetes.
- A description of the process for screening students for early detection of Type 1 diabetes using a blood autoantibody test.
- A recommendation for further evaluation for students displaying warning signs associated with Type 1 diabetes or positive early detection screening results.

The bill takes effect July 1, 2025.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

CS/CS/SB 958 has an insignificant, negative fiscal impact on state expenditures. According to the Department of Health, the fiscal impact can be absorbed within existing resources.²³

VI. Technical Deficiencies:

None.

VII. Related Issues:

The Department of Health (DOH) indicates that rulemaking authority would better allow the department to implement the methodology under which schools are required to notify parents and guardians of the informational materials, however, no such authority is provided to the DOH.²⁴

VIII. Statutes Affected:

This bill creates section 381.992 of the Florida Statutes.

IX. Additional Information:**A. Committee Substitute – Statement of Substantial Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)**CS/CS by Appropriations Committee on Health and Human Services on March 26, 2025:**

The committee substitute adds the Early Learning Coalition to the list of the entities that the Department of Health must make certain materials available to and who must follow a standardized methodology for the dissemination of certain materials.

CS by Health Policy on March 18, 2025:

The committee substitute:

- Creates the Type 1 Diabetes Early Detection Program within ch. 381, F.S., instead of ch. 385, F.S.

²³ Florida Department of Health, *House Bill 723 Analysis* (Mar. 3, 2025) (on file with Senate Committee on Health Policy).

²⁴ *Id.*

- Includes school boards, in addition to the previously included school districts and charter schools, as parties to whom the bill's informational materials must be available.
- Includes parents of VPK and kindergarten students, in addition to first-grade students, as parties who must be notified of the availability of the materials.
- Adjusts the timeframes for the development of informational materials and the notification of the availability of the materials to parents and guardians, i.e. the DOH must develop the materials within 90 days after July 1, 2025, and parents or guardians must be notified of the availability of the materials by September 30, 2025, and annually thereafter.

B. Amendments:

None.