

Consolidated Fiscal Note

2023-2024 Legislative Session

SF2588 - 0 - Suicide and Crisis Lifeline

Chief Author: **Melissa Wiklund**
 Committee: **Health And Human Services**
 Date Completed: **3/29/2023 8:10:21 AM**
 Lead Agency: **Health Dept**
 Other Agencies:
 Public Safety Dept Public Utilities Commission

State Fiscal Impact	Yes	No
Expenditures	X	
Fee/Departmental Earnings	X	
Tax Revenue		X
Information Technology		X
Local Fiscal Impact		X

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions shown in the parentheses.

State Cost (Savings)	Biennium			Biennium		
	Dollars in Thousands	FY2023	FY2024	FY2025	FY2026	FY2027
Health Dept						
General Fund	-	4,913	5,766	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	(4,913)	(7,087)	-	-	
State Total						
General Fund	-	4,913	5,766	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	(4,913)	(7,087)	-	-	
Total	-	-	(1,321)	(1,321)	(1,321)	
Biennial Total			(1,321)		(2,642)	

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2023	FY2024	FY2025	FY2026	FY2027
Health Dept					
General Fund	-	4.5	4.5	-	-
Restrict Misc. Special Revenue	-	-	-	4.5	4.5
Total	-	4.5	4.5	4.5	4.5

Lead LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Kate Schiller **Date:** 3/29/2023 8:10:21 AM
Phone: 651-296-6052 **Email:** kate.schiller@lbo.mn.gov

State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

*Transfers In/Out and Absorbed Costs are only displayed when reported.

State Cost (Savings) = 1-2		Biennium			Biennium	
Dollars in Thousands		FY2023	FY2024	FY2025	FY2026	FY2027
Health Dept						
General Fund	-	4,913	5,766	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	(4,913)	(7,087)	-	-	
Total	-	-	(1,321)	(1,321)	(1,321)	(1,321)
			Biennial Total			(2,642)
1 - Expenditures, Absorbed Costs*, Transfers Out*						
Health Dept						
General Fund						
Expenditures	-	4,913	7,087	-	-	
Absorbed Costs	-	-	(1,321)	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	-	2,738	9,825	9,825	
Total	-	4,913	8,504	8,504	8,504	8,504
			Biennial Total			17,008
2 - Revenues, Transfers In*						
Health Dept						
General Fund						
Restrict Misc. Special Revenue	-	4,913	9,825	9,825	9,825	
Total	-	4,913	9,825	9,825	9,825	9,825
			Biennial Total			19,650

Fiscal Note

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 Committee: **Health And Human Services**
 Date Completed: **3/29/2023 8:10:21 AM**
 Agency: **Health Dept**

State Fiscal Impact	Yes	No
Expenditures	X	
Fee/Departmental Earnings	X	
Tax Revenue		X
Information Technology		X
Local Fiscal Impact		
		X

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions shown in the parentheses.

State Cost (Savings)	Biennium			Biennium		
	Dollars in Thousands	FY2023	FY2024	FY2025	FY2026	FY2027
General Fund	-	4,913	5,766	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	(4,913)	(7,087)	-	-	-
Total	-	-	(1,321)	(1,321)	(1,321)	(1,321)
Biennial Total			(1,321)		(2,642)	(2,642)

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2023	FY2024	FY2025	FY2026	FY2027
General Fund	-	4.5	4.5	-	-
Restrict Misc. Special Revenue	-	-	-	4.5	4.5
Total	-	4.5	4.5	4.5	4.5

LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Kate Schiller **Date:** 3/27/2023 2:41:59 PM
Phone: 651-296-6052 **Email:** kate.schiller@lbo.mn.gov

State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

*Transfers In/Out and Absorbed Costs are only displayed when reported.

State Cost (Savings) = 1-2		Biennium			Biennium	
Dollars in Thousands		FY2023	FY2024	FY2025	FY2026	FY2027
General Fund	-	4,913	5,766	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	(4,913)	(7,087)	-	-	
Total	-	-	(1,321)	(1,321)	(1,321)	(1,321)
Biennial Total			(1,321)		(2,642)	
1 - Expenditures, Absorbed Costs*, Transfers Out*						
General Fund						
Expenditures	-	4,913	7,087	-	-	
Absorbed Costs	-	-	(1,321)	(1,321)	(1,321)	
Restrict Misc. Special Revenue	-	-	2,738	9,825	9,825	
Total	-	4,913	8,504	8,504	8,504	8,504
Biennial Total			13,417		17,008	
2 - Revenues, Transfers In*						
General Fund						
Restrict Misc. Special Revenue	-	4,913	9,825	9,825	9,825	
Total	-	4,913	9,825	9,825	9,825	9,825
Biennial Total			14,738		19,650	

Bill Description

This bill requires MDH to administer the designation of and to oversee the 988 Suicide & Crisis Lifeline (988 Lifeline) in Minnesota. It requires Lifeline centers to meet all standards required by MDH and the 988 Lifeline Administrator.

The bill establishes a dedicated 988 special revenue account. A monthly telecommunications fee will be imposed on all wired lines, wireless, IP-enabled voice service, and pre-paid wireless phones. The fee will begin at \$0.12 and may not exceed \$0.25; it will be deposited in the 988 special revenue account. The expenditures and revenue from this account can only be used for the purpose of 988 Lifeline operations. The bill makes this explicit by stating that funds can only be used to implement, maintain, and improve the Lifeline, including funding grants to the Lifeline centers, hiring staff at the department, funding grants for communications, awareness and messaging, and evaluation of the Lifeline project and process. Funds do not expire and may be carried from one state fiscal year to the next. Funds may not be transferred to any other account or used for any non-Lifeline purposes.

The bill directs MDH to use its rulemaking authority to allow appropriate information sharing and communication between crisis and emergency response systems. MDH also shall work with SAMHSA-approved networks to ensure consistency in public messaging about 988 services.

The bill requires MDH to submit an annual report to the legislature on usage of the 988 Lifeline, as well as an annual report to the legislature and Federal Communications Commission on deposits to and expenditures from the special revenue account.

The bill appropriates \$8,000,000 in fiscal year 2024 and \$4,000,000 in fiscal year 2025 from the general fund. The bill appropriates \$0 in fiscal year 2026 and ongoing from the general fund.

Assumptions

MDH assumes that a 988 special revenue account is established as a dedicated account in a special revenue fund to create and maintain a statewide 988 suicide prevention crisis system, according to state and national guidelines.

We assume that the revenue from a telecommunication fee will be remitted monthly to MDH beginning in February 2024, and thereafter.

We assume this fee will be no less than \$0.12 per telecommunication line.

We assume that there is no general fund appropriation after fiscal year 2025; and that the entire 988 Lifeline service will be paid by telecommunication fees in fiscal year 2026 and thereafter. These funds will be held in a dedicated account in a special revenue fund to create and maintain a statewide 988 suicide prevention crisis system. These funds will be administered by MDH, will not cancel at the end of a state fiscal year, and they are carried forward to subsequent state fiscal years.

We assume appropriations will be used to provide grant awards to Minnesota 988 Lifeline Centers to answer contacts (phone, text, and chat) from the 988 Lifeline; to develop messaging and a communications campaign to promote 988 services; and to provide virtual and online training for call centers and state agency staff.

MDH assumes that the terms “crisis and emergency response systems” mean Mobile Crisis and Public Safety Answering Points.

Based on experience with grant management, program evaluation, technical assistance and program expertise, and other related activities, MDH will require the FTE staff for provide grant management, grantee technical assistances, and oversight of coordination with other state agencies, the Substance Abuse and Mental Health Service Administration (SAMHSA), and Vibrant Emotional Health; preparing reports and providing evaluation of Lifeline operations and collection, analysis, and reporting of data; supporting operations, grant and contract development, and budget oversight of the 988 fees; and providing ongoing support for communications planning and outreach, updated messaging, and topic specific communication for 988.

Expenditure and/or Revenue Formula

The bill would generate \$4,912,559 in revenue, credited to a dedicated account in special revenue fund, in fiscal year 2024 via a \$0.12 charge on 40,937,991 units. In fiscal year 2025 and ongoing, revenue credited to the dedicated would be \$9,825,118 via a \$0.12 charge on 81,875,983 units.

The bill provides \$12,000,000 in the general fund. We assume initial costs would come from the general fund at the amount specified in the bill with ongoing expenditures in the special revenue fund. The legislature previously appropriated \$1,321,000 in the general fund for Lifeline Center grants. Beginning in fiscal year 2025, this amount is shown as absorbed costs in the general fund.

Expenditures (BACT 01 Health Improvement)

Expenditure (Actual Dollars)	Amount	FY 2024	FY 2025	FY 2026	FY 2027
Salary & Fringe:		FTE	FTE	FTE	FTE
Planner Principal State	129,602	1.50	1.50	1.50	1.50
Research Scientist 2	129,602	1.50	1.50	1.50	1.50
Management Analyst 3	116,165	1.50	1.50	1.50	1.50
	FTE	4.50	4.50	4.50	4.50
	Subtotal	563,054	563,054	563,054	563,054
Information Technology:					
	Subtotal	0	0	0	0
Other Operating Costs:					
Call center and state staff training		25,000	25,000	25,000	25,000
Communications materials		150,000	77,000	77,000	77,000

NOTE: This is an earlier version of the fiscal note for SF2588-0.

The most current version is available on the Fiscal Note Search Site: <https://www.mn.gov/mmbapps/fnsearchlbo/>

	Subtotal	175,000	102,000	102,000	102,000
Grants, Aids & Subsidies:					
Five grants to 988 Call Centers (range from \$200,000 to \$2,000,000).		4,000,000	9,000,000	9,000,000	9,000,000
	Subtotal	4,000,000	9,000,000	9,000,000	9,000,000
Indirect (20.3% Eligible Costs)	Subtotal	175,200	160,381	160,381	160,381
Expenditure	Total	4,913,253	9,825,434	9,825,434	9,825,434

Long-Term Fiscal Considerations

Local Fiscal Impact

References/Sources

“Change Item Title: 988 Suicide & Crisis Lifeline.” *Health Revised 2024-25 Governor’s Biennial Budget Recommendations*.
March 2023. Pages 17-21. URL:
<https://mn.gov/mmb-stat/documents/budget/2024-25-biennial-budget-books/governors-revised-march/health.pdf>

Agency Contact:

Agency Fiscal Note Coordinator Signature: Char Kimber

Date: 3/24/2023 9:07:19 AM

Phone: 651-201-4685

Email: health.fiscalnotes@state.mn.us

Fiscal Note

2023-2024 Legislative Session

SF2588 - 0 - Suicide and Crisis Lifeline

Chief Author: **Melissa Wiklund**
 Committee: **Health And Human Services**
 Date Completed: **3/29/2023 8:10:21 AM**
 Agency: **Public Safety Dept**

State Fiscal Impact	Yes	No
Expenditures		X
Fee/Departmental Earnings		X
Tax Revenue		X
Information Technology		X
Local Fiscal Impact		
		X

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State Cost (Savings)	Biennium			Biennium		
	Dollars in Thousands	FY2023	FY2024	FY2025	FY2026	FY2027
Total	-	-	-	-	-	-
Biennial Total			-			-

Full Time Equivalent Positions (FTE)	Biennium			Biennium		
	Dollars in Thousands	FY2023	FY2024	FY2025	FY2026	FY2027
Total	-	-	-	-	-	-

LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Laura Cecko **Date:** 3/24/2023 1:23:40 PM
Phone: 651-284-6543 **Email:** laura.cecko@lbo.mn.gov

State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

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State Cost (Savings) = 1-2		Biennium			Biennium	
Dollars in Thousands	FY2023	FY2024	FY2025	FY2026	FY2027	
Total	-	-	-	-	-	-
Biennial Total			-			-
1 - Expenditures, Absorbed Costs*, Transfers Out*						
Total	-	-	-	-	-	-
Biennial Total			-			-
2 - Revenues, Transfers In*						
Total	-	-	-	-	-	-
Biennial Total			-			-

Bill Description

This bill would authorize a 988 prepaid wireless fee and 988 telecommunications fee.

Assumptions

Currently, the task of receiving and depositing Minnesota Telephone Fees is done using existing staff for 911, Telephone Assistance Program (TAP) and Telephone Access Minnesota (TAM). Tasks completed by staff include regular ongoing receipt/deposit/distribution of current fees. Each time one of the fees changes, additional tasks are completed, such as: updating fee forms, updating the website, sending notices out to companies, and education/error correction correspondence in the months following a fee change. Based on this ECN should be charging the PUC and Commerce a nominal processing fee to recoup costs of this work, however to date, we have not and therefore cannot impose a nominal fee charge to MDH at this time. ECN will continue to use existing resources to implement 988 and no additional funds are needed.

ECN provides both the PUC and Commerce with the contact list we maintain for all carriers who remit fees in MN. We will request MDH does the same. These outreach and education efforts in advance of fee changes are critical to having fees remitted in the correct amount, ultimately reducing the administrative burden on ECN.

ECN is meeting with Commerce and PUC in early April to discuss how we can holistically do compliance reviews and coordinate outreach to non-compliant companies (missing remittance, not remitting the correct fees and/or fee amounts, etc.). This is an important piece of the process, but one that has not been included due to staff limitations. With the anticipation of adding 988 into the process, it is ECN's desire to implement a consistent and comprehensive process for all 3 entities we will receive and distribute funds on behalf of.

At this time it is not appropriate for us to charge MDH when we are not charging Commerce and the PUC. When we do apply a fee, it will likely follow the model the Department of Revenue utilizes in collecting and remitting the 911 and TAM fees for prepaid wireless at the retail point of sale. They retain 2% of the revenue for their management of the prepaid wireless fees.

ECN will communicate to MDH that while there will be no immediate charges associated with this bill, we will be asking them to participate in conversations with ECN, Commerce, and the PUC to finalize a consistent process that will meet the needs and be acceptable for all, which will include negotiation for nominal compensation for ECN to manage the fee collection and distribution for each.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

NOTE: This is an earlier version of the fiscal note for SF2588-0.

The most current version is available on the Fiscal Note Search Site: <https://www.mn.gov/mmbapps/fnsearchlbo/>

Local Fiscal Impact

References/Sources

Agency Contact: Dana Wahlberg

Agency Fiscal Note Coordinator Signature: Dan Boytim

Phone: 651-201-7040

Date: 3/24/2023 1:05:07 PM

Email: Dan.Boytim@state.mn.us

Fiscal Note

2023-2024 Legislative Session

SF2588 - 0 - Suicide and Crisis Lifeline

Chief Author: **Melissa Wiklund**
 Committee: **Health And Human Services**
 Date Completed: **3/29/2023 8:10:21 AM**
 Agency: **Public Utilities Commission**

State Fiscal Impact	Yes	No
Expenditures		X
Fee/Departmental Earnings		X
Tax Revenue		X
Information Technology		X
Local Fiscal Impact		X

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State Cost (Savings)	Biennium			Biennium		
	Dollars in Thousands	FY2023	FY2024	FY2025	FY2026	FY2027
Total	-	-	-	-	-	-
Biennial Total			-			-

Full Time Equivalent Positions (FTE)	Biennium			Biennium		
		FY2023	FY2024	FY2025	FY2026	FY2027
Total	-	-	-	-	-	-

LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Karl Palm **Date:** 3/26/2023 4:13:24 PM
Phone: 651-296-6055 **Email:** karl.palm@lbo.mn.gov

State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

*Transfers In/Out and Absorbed Costs are only displayed when reported.

State Cost (Savings) = 1-2 Dollars in Thousands	Biennium			Biennium	
	FY2023	FY2024	FY2025	FY2026	FY2027
Total	-	-	-	-	-
Biennial Total			-		-
1 - Expenditures, Absorbed Costs*, Transfers Out*					
Total	-	-	-	-	-
Biennial Total			-		-
2 - Revenues, Transfers In*					
Total	-	-	-	-	-
Biennial Total			-		-

Bill Description

This bill establishes requirements for the commissioner of health to administer lifeline centers to respond to 988 contacts and authorizes 988 fees for certain telecommunications carriers.

Section 1 creates a new section of statute, 145.561, relating to the 988 Suicide and Crisis Lifeline.

- Subdivision 1 establishes definitions for various terms relating to the program.
- Subdivision 2 directs the commissioner of health to administer and oversee one or more lifeline centers to answer 988 contacts from individuals accessing the Suicide and Crisis Lifeline from any location in Minnesota 24 hours per day, 7 days per week, and establishes requirements for the lifeline centers.
- Subdivision 3 creates a 988 special revenue account to create and maintain a statewide 988 suicide prevention crisis system, to be administered by the commissioner of health.
- Subdivision 4 directs the commissioner of health to impose a monthly statewide fee on each subscriber of a wireline, wireless, or IP-enabled voice service to fund the 988 suicide prevention and crisis system. The commissioner of health is to annually recommend to the Public Utilities Commission (PUC) an appropriate fee amount, which must be between 12 cents and 25 cents per month for each consumer access line. The commissioner of public safety is to collect the fee and deposit it into the special revenue account.
- Subdivision 5 states that the fee established in subdivision 4 does not apply to prepaid wireless telecommunications services.

Sections 2 through 9 add references to the 988 fee throughout chapter 403, which governs emergency and public safety communications.

Section 10 appropriates funding from the general fund to the commissioner of health for 988 suicide prevention lifeline grants.

Assumptions

The PUC regulates certain telecommunications providers under Minnesota Statutes, chapter 237 and Minnesota Rules, chapters 7810 to 7817, including the review and approval of various telecommunications fees. The PUC assumes that, to implement this bill, the commissioner of health would propose the initial rate for the 988 fee and the PUC would open a docket and issue a notice of comment period. Depending on the number and content of comments received, PUC staff would potentially need to create a written summary of the record, hold internal briefings, bring the matter to a public meeting, and create a written order. Subsequently, approximately 200 carriers would file tariff changes and these filings would be processed by the Department of Commerce. Going forward, this matter would come before the PUC annually and may need to be scheduled for public meetings depending on the level of controversy.

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The PUC believes that it could implement this bill with existing resources and no additional funds would be needed at this time.

Expenditure and/or Revenue Formula

Long-Term Fiscal Considerations

Local Fiscal Impact

References/Sources

Agency Contact:

Agency Fiscal Note Coordinator Signature: Kay Urquhart

Phone: 651-201-2222

Date: 3/24/2023 10:27:46 AM

Email: kay.urquhart@state.mn.us