

BY WED
12/8
4:00PM

O-NOTE

1

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION

refer
out

1 AN ACT *to amend* 15.405 (7) (b) 3., 448.02 (3) (c) and 448.02 (4) and (9) (intro.);

2 and *to create* 69.18 (2) (g), 146.365, 440.037, 448.02 (3) (d), 979.01 (1n) and

3 979.01 (1p) of the statutes; **relating to:** priorities, completion guidelines and

4 notices required for health care professional disciplinary cases; identification

5 of health care professionals in possible need of investigation; additional public

6 members for the medical examining board; authority of the medical examining

7 board to limit credentials and impose civil forfeitures; reporting requirements

8 for reports submitted to the national practitioner data bank; inclusion of health

9 care professionals who practice alternative forms of health care on panels of

10 health care experts established by the department of regulation and licensing;

11 indication of therapeutic-related deaths on certificates of death; and providing

12 a penalty.

Analysis by the Legislative Reference Bureau

This bill is explained in the NOTES provided by the joint legislative council in the bill.

For further information see the *state* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

PREFATORY NOTE: This bill is recommended by the joint legislative council's special committee on discipline of health care professionals. Provisions of the bill are described in this prefatory note and in notes to individual provisions of the bill.

Duties of Department of Regulation and Licensing (DORL) in Health Care Professional Discipline Process

The bill imposes on DORL a variety of duties related to the state disciplinary process that applies to licensed and certified health care professionals, as defined under the proposal.

In some instances, the duties imposed on DORL under the proposal reflect current practices of DORL. By giving formal statutory recognition to these current practices, the public policy of these practices is supported and the continuation of the practices is guaranteed. In other instances, new duties are imposed on DORL where the special committee concluded that the fairness or efficiency of or public confidence in the health care professional disciplinary process might be improved.

In general terms, these provisions of the bill:

1. Require DORL to develop a system to establish the relative priority of cases involving possible unprofessional conduct on the part of a health care professional.

2. Require DORL to develop a system for identifying health care professionals who, even if not the subject of a specific allegation of, or specific information relating to, unprofessional conduct, may nonetheless warrant further evaluation and possible investigation.

3. Require DORL to notify a health care professional's place of practice or employment when a formal complaint alleging unprofessional conduct by the health care professional is filed.

4. Require DORL to give notice to a complainant and the health care professional when: (a) a case of possible unprofessional conduct by the health care professional is closed following screening for a possible investigation; (b) a case of possible unprofessional conduct by the health care professional has been opened for investigation; and (c) a case of possible unprofessional conduct by the health care professional is closed after investigation. In addition, DORL is required to provide a copy of the notices under (b) or (c) to an affected patient or the patient's family members.

5. Require that a patient or client of a health care professional who has been adversely affected by conduct of the health care professional that is the subject of a disciplinary proceeding be given opportunity to confer with DORL's prosecuting attorney concerning the disposition of the case and the economic, physical and psychological effect of the unprofessional conduct on the patient or client.

6. Require DORL to establish guidelines for the timely completion of each stage of the health care professional disciplinary process.

7. Require, if DORL establishes panels of health care experts to review complaints against health care professionals, that DORL attempt to include on the panels health care professionals who practice alternative forms of health care to assist in evaluating cases involving alternative health care.

8. Require, by May 1, 2001, DORL to submit to the legislature a report on the disciplinary process timelines that were implemented by the department as guidelines in February 1999.

Composition of Medical Examining Board (board)

Under current law, the board consists of the following 13 members, appointed for staggered four-year terms:

- Nine licensed doctors of medicine.
- One licensed doctor of osteopathy.
- Three public members.

This bill adds two public members to the board, resulting in a 15-member board with five public members, nine medical doctor members and one member who is a doctor of osteopathy.

Summary Limitation of Credential Issued by Board

Current law authorizes the board to suspend summarily any credential granted by it, pending a disciplinary hearing, for a period not to exceed 30 days when the board has in its possession evidence establishing probable cause to believe: (1) that the credential holder has violated the provisions of subch. II of ch. 448, stats.; and (2) that it is necessary to suspend the credential to protect the public health, safety or welfare. [s. 448.02 (4), stats.] The credential holder must be granted an opportunity to be heard during the determination of probable cause for suspension. The board is authorized to designate any of its officers to exercise the suspension authority but suspension by an officer may not exceed 72 hours. If a credential has been suspended pending hearing, the board may, while the hearing is in progress, extend the initial 30-day period of suspension for an additional 30 days. If the physician has caused a delay in the hearing process, the board may subsequently suspend the physician's credential from the time the hearing is commenced until a final decision is issued or may delegate that authority to the administrative law judge.

This bill adds to the current summary suspension authority the authority to limit summarily any credential issued by the board. Thus, for example, a physician could be restricted from practicing in a certain area of practice pending a disciplinary hearing but be permitted to practice in nonrestricted areas.

Authority of Board to Impose a Forfeiture for Certain Unprofessional Conduct

Currently, the board has no authority to impose a civil forfeiture against a credential holder found guilty of unprofessional conduct. In order to give the board an additional tool to deal with unprofessional conduct that is currently available to certain other examining boards, this bill gives the board authority to assess a forfeiture of not more than \$1,000 for each violation against a credential holder found guilty of unprofessional conduct. The authority to assess the civil forfeiture does not extend to a violation that constitutes negligence in treatment; the special committee concluded that exposure to malpractice awards and the costs of defending malpractice actions make unnecessary a civil forfeiture for negligence in treatment in the disciplinary context.

Reports to Board of Reports to National Practitioner Data Bank (NPDB); Penalty

Under current law, the Federal Health Care Quality Improvement Act [42 USC 11111 to 11152] requires certain entities to report information on physicians to the NPDB. Specifically, 42 USC 11131 requires entities (including insurance companies) that make payment under an insurance policy or in settlement of a malpractice action or claim to report information on the payment and the circumstances of the payment to the NPDB. Boards of medical examiners (in this state, the board) must report actions that suspend, revoke or otherwise restrict a physician's license or censure, reprimand or place a physician on probation; physician surrender of a license also must be reported. [42 USC 11132.] In addition, under 42 USC 11133, health care entities (which include hospitals, health maintenance organizations, group medical practices and professional societies) must report to the NPDB professional review actions that adversely affect the clinical privileges of a physician for longer than 30 days; the surrender of a physician's clinical privileges while the physician is under investigation or in return for not investigating the physician; or a professional review action that restricts membership in a professional society.

Federal regulations require the information on malpractice payments to be reported to the NPDB within 30 days of a payment, and simultaneously to the board of medical examiners. [45 CFR 60.5 (a).] A payor is subject to a fine of up to \$10,000 for each nonreported payment.

Federal regulations require health care entities to report adverse actions to the board of medical examiners within 15 days (which in turn has 15 days to forward the report to the NPDB). [45 CFR 60.5 (c).] The penalty for not complying with these reporting requirements is a loss of the immunity protections under the Health Care Quality Improvement Act.

This bill creates a state requirement that reports on medical malpractice payments and professional review actions by health care entities that are required to be submitted to the NPDB must be submitted to the board in accordance with the time limits set forth in 45 CFR 60.5 (a) and (c). A person that violates this requirement is subject to a forfeiture of not more than \$10,000 for each violation.

Indication of Certain Therapeutic-Related Deaths on Death Certificate

Under current s. 69.18 (2) (d) 1., stats., if a death is the subject of a coroner's or medical examiner's determination under s. 979.01 or 979.03, stats., the coroner or medical examiner or a physician supervised by a coroner or medical examiner in the county where the event that caused the death occurred is required to complete and sign the medical certification part of the death certificate for the death and mail the death certificate within five days after the pronouncement of death or present the certificate to the person responsible for filing the death certificate within six days after the pronouncement of death.

Further, s. 69.18 (2) (f) provides that a person signing a medical certification part of the death certificate must describe, in detail, on a form prescribed by the state registrar, the cause of death; show the duration of each cause and the sequence of each cause if the cause of death was multiple; and, if the cause was disease, the evolution of the disease.

This bill provides that when a coroner or medical examiner receives a report of a death under s. 979.01, stats. (set forth in pertinent part in the note to SECTION 8 of this bill), and subsequently determines that the death was a therapeutic-related death, the coroner or medical examiner must indicate this determination on the death certificate. The bill creates a definition of therapeutic-related death based on the definition contained in the instruction manual on completing the death certificate published by the State of Wisconsin. The manual classifies three types of therapeutic-related deaths: death resulting from complications of surgery, prescription drug use or other medical procedures performed or given for disease conditions; death resulting from complications of surgery, drug use or medical procedures performed or given for traumatic conditions; or death resulting from "therapeutic misadventures", when medical procedures were done incorrectly or drugs were given in error. Further, the bill requires the state registrar to revise the death certificate to include a space in which determinations of therapeutic-related deaths may be recorded. Finally, the bill requires the coroner or medical examiner who determines that a death is therapeutic related to forward this information to DORL.

1 **SECTION 1.** 15.405 (7) (b) 3. of the statutes is amended to read:

2 15.405 (7) (b) 3. Three Five public members.

NOTE: Adds 2 public members to the board.

3 **SECTION 2.** 69.18 (2) (g) of the statutes is created to read:

1 69.18 (2) (g) 1. In this paragraph, "therapeutic-related death" means a death
2 that resulted from any of the following:

3 a. Complications of surgery, prescription drug use, or other medical procedures,
4 performed or given for disease conditions.

5 b. Complications of surgery, prescription drug use, or other medical procedures,
6 performed or given for accidental or intentional traumatic conditions.

7 c. Therapeutic misadventures, when a medical procedure may have been done
8 incorrectly or resulted from an error in dosage or type of drug administered.

9 2. On the form for a certificate of death prescribed by the state registrar under
10 sub. (1) (b), the state registrar shall provide for a separate section for the indication
11 of a therapeutic-related death as required under s. 979.01 (1n).

NOTE: Requires the state registrar of vital statistics to provide on the death certificate form a separate section for indicating a therapeutic-related death. See SECTION 8 of the bill.

12 SECTION 3. 146.365 of the statutes is created to read:

13 **146.365 Submission of reports to the medical examining board.** Reports
14 that are required to be submitted to the national practitioner data bank under 42
15 USC 11131 and 11133 shall be submitted to the medical examining board in
16 accordance with the time limits set forth in 45 CFR 60.5 (a) and (c). Any person ~~that~~ ^{who}
17 violates this section may be required to forfeit not more than \$10,000 for each
18 violation.

NOTE: Creates a requirement that information reported to the NPDB, established by the Federal Health Care Quality Improvement Act of 1986, must also be reported to the board. The requirement applies to reports on medical malpractice payments and on certain professional review actions taken by health care entities. A person that violates this requirement may be required to forfeit not more than \$10,000 for each violation.

19 SECTION 4. 140.037 of the statutes is created to read:

1 **440.037 Duties of department regarding health care professional**

2 **disciplinary process. (1) DEFINITIONS. In this section:**

3 (a) "Health care credentialing authority" means the:

- 4 1. Board of nursing.
- 5 2. Chiropractic examining board.
- 6 3. Dentistry examining board.
- 7 4. Dietitians affiliated credentialing board.
- 8 5. Hearing and speech examining board.
- 9 6. Examining board of social workers, marriage and family therapists and
- 10 professional counselors.

11 7. Medical examining board.

12 8. Optometry examining board.

13 9. Pharmacy examining board.

14 10. Physical therapists affiliated credentialing board.

15 12. Psychology examining board.

16 13. Podiatrists affiliated credentialing board.

17 (b) "Health care professional" means:

18 1. An individual who ~~has a credential issued~~ by a health care credentialing
19 authority.

20 2. An acupuncturist certified by the department under s. 451.04.

is
Licensed or
certified

NOTE: Health care professionals included in the definition are: acupuncturists; audiologists; chiropractors; dental hygienists; dentists; dietitians; hearing instrument specialists; advanced practice prescriber nurses; licensed practical nurses; registered nurses; nurse midwives; occupational therapists; occupational therapy assistants; optometrists; pharmacists; physical therapists; physicians; physician assistants; podiatrists; private practice school psychologists; psychologists; respiratory care practitioners; and speech-language pathologists.



1 (2) ESTABLISHMENT OF PRIORITY DISCIPLINARY CASES. The department shall
2 develop a system to establish the relative priority of disciplinary cases involving
3 possible unprofessional conduct on the part of a health care professional. The
4 prioritization system shall give highest priority to cases of unprofessional conduct
5 that have the greatest potential to adversely affect the public health, safety and
6 welfare. In establishing the priorities, the department shall give particular
7 consideration to cases of unprofessional conduct that may involve the death of a
8 patient or client, serious injury to a patient or client, substantial damages incurred
9 by a patient or client or sexual abuse of a patient or client. The priority system shall
10 be used to determine which cases receive priority of consideration and resources in
11 order for the department and health care credentialing authorities to most
12 effectively protect the public health, safety and welfare.

NOTE: Generally reflects current practice of DORL.

13 (3) IDENTIFICATION OF HEALTH CARE PROFESSIONALS WHO MAY WARRANT EVALUATION.
14 The department shall develop a system for identifying health care professionals who,
15 even if not the subject of a specific allegation of, or specific information relating to,
16 unprofessional conduct, may warrant further evaluation and possible investigation.

NOTE: Based on a recommendation contained in Evaluation of Quality of Care and Maintenance of Competence, Federation of State Medical Boards of the United States, Inc., 1998. The recommendation was included in a series of recommendations of the Federation's Special Committee on the Evaluation of Quality of Care and Maintenance of Competence, which were adopted as policy by the House of Delegates of the Federation of State Medical Boards of the United States, Inc., in May 1998.

The recommendation on which the above provision is based suggests that state medical boards develop a system of markers to identify licensees warranting evaluation. Narrative comments to the recommendation note that historically the disciplinary function of state medical boards may be characterized as reactive. The committee making the recommendation suggests that measures to prevent, in contrast to only reacting to, breaches of professional conduct and to improve physician practice will greatly enhance public protection; the development of a system of markers is one means to identify physicians, before a case of unprofessional conduct arises, who may be failing to maintain acceptable standards in one or more areas of professional physician practice as well as to identify opportunities to improve physician practice.

1 (4) NOTICE TO HEALTH CARE PROFESSIONALS, COMPLAINANTS, PATIENTS AND CLIENTS
2 CONCERNING DISCIPLINARY CASE. (a) In this subsection, “complainant” means a person
3 who has requested the department or a health care credentialing authority to
4 investigate a health care professional for possible unprofessional conduct.

5 (b) The department shall notify a health care professional in writing within 30
6 days after any of the following:

7 1. A case of possible unprofessional conduct by the health care professional is
8 closed following screening for a possible investigation.

9 2. A case of possible unprofessional conduct by the health care professional has
10 been opened for investigation.

11 3. A case of possible unprofessional conduct by the health care professional is
12 closed after an investigation.

13 (c) The department shall make a reasonable attempt to provide the
14 complainant with a copy of each notice made under par. (b) that relates to a
15 disciplinary proceeding requested by the complainant.

16 (d) If a case of possible unprofessional conduct by a health care professional
17 involves conduct adversely affecting a patient or client of the health care professional
18 and the patient or client is not a complainant, the department shall make a
19 reasonable attempt to do one of the following:

20 1. Provide the patient or client with a copy of each notice made under par. (b)
21 2. and 3. related to that case.

22 2. Provide the spouse, child, sibling, parent or legal guardian of the patient or
23 client with a copy of each notice made under par. (b) 2. and 3. related to that case.

24 (e) Failure to provide a notice under this subsection is not grounds for appeal
25 or dismissal.

NOTE: Paragraph (b) generally reflects current practice of DORL, although notice of the fact that a case of possible unprofessional conduct by a health care professional has been opened for investigation may be delayed by DORL currently if there is concern that such notice may adversely affect the investigation. The notice requirement of par. (b) only addresses the early stages of the disciplinary process because it is assumed that if a disciplinary case continues after an investigation is completed, the health care professional will be well aware of the course of proceedings from that point on.

The requirement of par. (c) is new and assures that a person who has made the effort to request an investigation for possible unprofessional conduct is given the same notice that the health care professional receives regarding the status of the early stages of the process.

The requirement of par. (d) is new. It recognizes that patients or clients are often interested in the early stages of a disciplinary case. If a case proceeds beyond the investigation stage, the patient or client and, in some cases, the family of the patient or client and others, will be given the opportunity to confer with DORL regarding the disposition of the case. See sub. (6) below.

1 **(5) NOTICE OF PENDING COMPLAINT TO HEALTH CARE PROFESSIONALS' PLACE OF**
2 PRACTICE. (a) Within 30 days after a formal complaint alleging unprofessional
3 conduct by a health care professional is filed, the department shall send written
4 notice that a complaint has been filed to all of the following:

5 1. Each hospital where the health care professional has hospital staff
6 privileges.

7 2. Each managed care plan, as defined under s. 609.01 (3c), for which the health
8 care professional is a participating provider.

9 3. Each employer, not included under subd. 1. or 2., that employs the health
10 care professional to practice the health care profession for which the health care
11 professional is credentialed.

12 (b) If requested by the department, a health care professional shall provide
13 information necessary for the department to comply with this subsection.

NOTE: New requirement. Because many health care professionals have multiple places of practice or employment, notifying all places of a health care professional's practice or employment will serve to alert them of the pending disciplinary action and allow them to determine if any action on their part might be desirable.

Note that reference to "formal complaint" in the provision refers to the complaint that is filed after a finding that there is probable cause to believe that the health care professional is guilty of unprofessional conduct. See, generally, ss. RL 2.06 and 2.08, Wis. Adm. Code.

1 **(6) OPPORTUNITY FOR PATIENTS AND CLIENTS TO CONFER CONCERNING DISCIPLINE.**

2 (a) In this subsection “patient” means any of the following:

3 1. A patient or client of a health care professional who has been adversely
4 affected by conduct of the health care professional that is a subject of a disciplinary
5 proceeding.

6 2. A parent, guardian or legal custodian of a patient or client specified in subd.
7 1., if the patient or client is a child.

8 3. A person designated by a patient or client specified in subd. 1. or the spouse
9 or a child, sibling, parent or legal guardian of a patient or client specified in subd. 1.,
10 if the patient or client is physically or emotionally unable to confer as authorized in
11 this subsection.

12 4. If a patient or client specified in subd. 1. is deceased, any of the following:

13 a. The spouse or a child, sibling, parent or legal guardian of the deceased
14 patient or client.

15 b. A person who resided with the deceased patient or client.

16 5. A guardian appointed under ch. 880 of a patient or client specified in subd.
17 1., if the patient or client has been determined to be incompetent under ch. 880.

18 (b) Following an investigation of possible unprofessional conduct by a health
19 care professional and before disciplinary action may be negotiated or imposed
20 against the health care professional, a patient shall be provided an opportunity to
21 confer with the department’s prosecuting attorney concerning the disposition of the
22 case and the economic, physical and psychological effect on the patient of the
23 unprofessional conduct. A prosecuting attorney may confer with a patient under this
24 paragraph in person or by telephone or, if the patient agrees to the method, by any
25 other method. The duty to confer under this paragraph does not limit the authority

1 or obligation of the prosecuting attorney to exercise his or her discretion concerning
2 the handling of a case of unprofessional conduct against the health care provider.
3 Failure to provide an opportunity to confer under this paragraph is not grounds for
4 appeal or dismissal of a disciplinary case against a health care professional.

NOTE: New requirement. The definition of "patient" is based on the definition of "victim" currently found in s. 950.02 (4), stats., which defines the term for purposes of the statutory chapter on rights of victims of crimes. Providing opportunity for involvement in the health care professional disciplinary process will enhance the public's understanding of and trust in that process. Further, the prospect of additional public scrutiny may well accelerate the disciplinary process, rather than delay it. While a patient's recommendations as to disposition are not determinative, the opportunity to be heard and considered is appropriate for a patient adversely affected by the unprofessional conduct that is a subject of the disciplinary proceeding.

5 (7) ESTABLISHMENT OF DISCIPLINARY PROCEDURE TIME GUIDELINES. The
6 department shall establish guidelines for the timely completion of each stage of the
7 health care professional disciplinary process. Notwithstanding s. 227.10 (1), the
8 guidelines need not be promulgated as rules under ch. 227. The guidelines may
9 account for the type and complexity of the case. The guidelines shall promote the fair
10 and efficient processing of cases of unprofessional conduct. The guidelines shall be
11 for administrative purposes and shall permit the department to monitor the progress
12 of cases and the performance of personnel handling the cases. Failure to comply with
13 the guidelines is not grounds for appeal or dismissal.

NOTE: Reflects current practice of DORL. See also proposed s. 440.037 (2) in SECTION 4 of the bill and ~~the note thereto.~~

14 (8) PANELS OF EXPERTS; ALTERNATIVE HEALTH CARE PRACTITIONERS. If the
15 department establishes a panel of health care experts to be used on a consulting basis
16 by a health care credentialing authority, it shall attempt to include a health care
17 professional who practices alternative forms of health care on the panel. A health
18 care professional who practices alternative health care and who participates on a
19 panel shall be of the same profession as the professionals regulated by the health care

add the note to SECTION 10 of the bill
use auto-reference "1" (created on page 105)

1 credentialing authority utilizing the panel. The health care professional who
2 practices alternative health care shall be available to assist in evaluating complaints
3 filed with the department or health care credentialing authority against a health
4 care professional who is alleged to have practiced health care in an unprofessional
5 or negligent manner through the use of alternative forms of health care, the referral
6 to an alternative health care provider or the prescribing of alternative medical
7 treatment.

8 (9) ADVICE OF CREDENTIALING AUTHORITIES. In carrying out its duties under this
9 section, the department shall seek the advice of health care credentialing
10 authorities.

11 SECTION 5. 448.02 (3) (c) of the statutes is amended to read:

12 448.02 (3) (c) Subject to par. (cm), after a disciplinary hearing, the board may,
13 when it determines that a panel established under s. 655.02, 1983 stats., has
14 unanimously found or a court has found that a person has been negligent in treating
15 a patient or when it finds a person guilty of unprofessional conduct or negligence in
16 treatment, do one or more of the following: warn or reprimand that person, assess
17 a forfeiture against that person under par. (d), or limit, suspend or revoke any license,
18 certificate or limited permit granted by the board to that person. The board may
19 condition the removal of limitations on a license, certificate or limited permit or the
20 restoration of a suspended or revoked license, certificate or limited permit upon
21 obtaining minimum results specified by the board on one or more physical, mental
22 or professional competency examinations if the board believes that obtaining the
23 minimum results is related to correcting one or more of the bases upon which the
24 limitation, suspension or revocation was imposed.

25 SECTION 6. 448.02 (3) (d) of the statutes is created to read:

1 448.02 (3) (d) The board may, except in cases where the person is found guilty
2 of negligence in treatment, assess a forfeiture of not more than \$1,000 for each
3 violation against a person who is found guilty of unprofessional conduct.

NOTE: Authorizes the board to assess a forfeiture, of not more than \$1,000 for each violation, against a credential holder who is found guilty of unprofessional conduct, not including cases of negligence in treatment.

4 **SECTION 7.** 448.02 (4) and (9) (intro.) of the statutes are amended to read:

5 448.02 (4) **SUSPENSION PENDING HEARING.** The board may summarily suspend
6 or limit any license, certificate or limited permit granted by the board for a period not
7 to exceed 30 days pending hearing, when the board has in its possession evidence
8 establishing probable cause to believe that the holder of the license, certificate or
9 limited permit has violated the provisions of this subchapter and that it is necessary
10 to suspend or limit the license, certificate or limited permit immediately to protect
11 the public health, safety or welfare. The holder of the license, certificate or limited
12 permit shall be granted an opportunity to be heard during the determination of
13 probable cause. The board may designate any of its officers to exercise the authority
14 granted by this subsection to suspend or limit summarily a license, certificate or
15 limited permit, but such suspension or limitation shall be for a period of time not to
16 exceed 72 hours. If a license, certificate or limited permit has been summarily
17 suspended or limited by the board or any of its officers, the board may, while the
18 hearing is in progress, extend the initial 30-day period of suspension or limitation
19 for an additional 30 days. If the holder of the license, certificate or limited permit
20 has caused a delay in the hearing process, the board may subsequently suspend or
21 limit the license, certificate or limited permit from the time the hearing is
22 commenced until a final decision is issued or may delegate such authority to the
23 hearing examiner.

NOTE: Authorizes the board to summarily limit the credential of a credential holder when the board has probable cause to believe that the credential holder has violated a provision of subch. II of ch. 448, stats., and that it is necessary to immediately limit the credential to protect the public health, safety and welfare.

1 **(9) JUDICIAL REVIEW.** (intro.) No injunction, temporary injunction, stay,
2 restraining order or other order may be issued by a court in any proceeding for review
3 that suspends or stays an order of the board to discipline a physician under sub. (3)
4 (c) or to suspend or limit a physician's license under sub. (4), except upon application
5 to the court and a determination by the court that all of the following conditions are
6 met:

7 **SECTION 8.** 979.01 (1n) of the statutes is created to read:

8 **979.01 (1n)** If the coroner or medical examiner determines that a death
9 reported under sub. (1) was a therapeutic-related death, as defined in s. 69.18 (2) (g)
10 1., the coroner or medical examiner shall indicate this determination on the death
11 certificate of the person whose death was reported.

NOTE: Requires a coroner or medical examiner who determines that a death reported under s. 969.01 (1), stats., was a therapeutic-related death to indicate that determination on the death certificate. See SECTION 2 of the bill for the definition of "therapeutic-related death".

Section 979.01 (1), stats., provides for reporting certain deaths to coroners and medical examiners as follows:

"All physicians, authorities of hospitals, sanatoriums, institutions (public and private), convalescent homes, authorities of any institution of a like nature, and other persons having knowledge of the death of any person who has died under any of the following circumstances, shall immediately report such death to the sheriff, police chief, medical examiner or coroner of the county wherein such death took place, and the sheriff or police chief shall, immediately upon notification, notify the coroner or the medical examiner and the coroner or medical examiner of the county where death took place, if the crime, injury or event occurred in another county, shall report such death immediately to the coroner or medical examiner of that county:

(a) All deaths in which there are unexplained, unusual or suspicious circumstances.

(b) All homicides.

(c) All suicides.

(d) All deaths following an abortion.

(e) All deaths due to poisoning, whether homicidal, suicidal or accidental.

(f) All deaths following accidents, whether the injury is or is not the primary cause of death.

as determined by the speaker of the assembly or the president of the senate

(g) When there was no physician, or accredited practitioner of a bona fide religious denomination relying upon prayer or spiritual means for healing in attendance within 30 days preceding death.

(h) When a physician refuses to sign the death certificate.

(i) When, after reasonable efforts, a physician cannot be obtained to sign the medical certification as required under s. 69.18 (2) (b) or (c) within 6 days after the pronouncement of death or sooner under circumstances which the coroner or medical examiner determines to be an emergency."

1 **SECTION 9.** 979.01 (1p) of the statutes is created to read:

2 **979.01 (1p)** The coroner or medical examiner making a determination under
3 sub. (1n) that a death was a therapeutic-related death shall report this information
4 to the department of regulation and licensing.

NOTE: Requires a coroner or medical examiner who determines that a death reported under s. 979.01, stats., was a therapeutic-related death to report that information to DORL.

5 **SECTION 10. Nonstatutory provisions; report to legislature.**

6 (1) **REPORT ON TIME GUIDELINES.** No later than May 1, 2001, the department of
7 regulation and licensing shall submit, to the appropriate standing committees of the
8 legislature in the manner provided under section 13.172 (3) of the statutes, a report
9 on the disciplinary process timelines that were implemented by the department as
10 guidelines in February 1999. The report shall address compliance with and
11 enforcement of the guidelines and the effect of the guidelines on the fairness and
12 efficiency of the disciplinary process.

NOTE: Based on recommendations of its ad hoc enforcement advisory committee, DORL in February of 1999 adopted as department policy specific time lines for processing disciplinary cases once a complaint is received by DORL division of enforcement. The special committee on discipline of health care professionals was supportive of the implementation of the guidelines and concluded it will be useful for the legislature to be apprised of the experience with the guidelines.

13 **SECTION 11. Nonstatutory provisions; medical examining board.**

14 (1) **INITIAL APPOINTMENT OF ADDITIONAL PUBLIC MEMBERS.** Notwithstanding the
15 length of term specified in section 15.405 (7) (b) (intro.) of the statutes, the 2
16 additional public members of the medical examining board shall be initially

1 appointed for the following terms by the first day of the 4th month beginning after
2 the effective date of this act:

3 (a) One public member, for a term expiring on July 1, 2002.

4 (b) One public member, for a term expiring on July 1, 2003.

NOTE: Provides that the 2 new public members, who are appointed to the board for
staggered 4-year terms, will have initial terms that expire on July 1, 2002 and July 1,
2003.

5 **SECTION 12. Initial applicability.**

INSERT 16-5

6 (1) The treatment of section 448.02 (3) (c) and (d) of the statutes first applies
7 to cases of unprofessional conduct for which a formal complaint is filed on the
8 effective date of this subsection.

9 (END)

INSERT 16-8

1999-2000 DRAFTING INSERT
FROM THE
LEGISLATIVE REFERENCE BUREAU

LRB-3728/lins
MDK.....

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INSERT 16-5:

(0) The treatment of section 440.037 (4) of the statutes first applies to cases of possible unprofessional conduct that are opened on the effective date of this subsection.

(1) The treatment of section 440.037 (5) of the statutes first applies to formal complaints that are filed on the effective date of this subsection.

(2) The treatment of section 440.037 (6) of the statutes first applies to disciplinary proceedings that are commenced on the effective date of this subsection.

INSERT 16-8:

SECTION 1. Effective date.

(1) This act takes effect on the first day of the 6th month beginning after publication.

DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU

LRB-3728/1dn
MDK.....

cmH

DATE

✓
Don Dyke:

Please note that the initial applicability provisions for proposed s. 440.037 (4), (5) and (6) are slightly different ~~than~~ what we discussed.

from

Mark D. Kunkel
Legislative Attorney
Phone: (608) 266-0131
E-mail: Mark.Kunkel@legis.state.wi.us

**DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU**

LRB-3728/1dn
MDK:cmh:km

December 6, 1999

Don Dyke:

Please note that the initial applicability provisions for proposed s. 440.037 (4), (5) and (6) are slightly different from what we discussed.

Mark D. Kunkel
Legislative Attorney
Phone: (608) 266-0131
E-mail: Mark.Kunkel@legis.state.wi.us

**SUBMITTAL
FORM**

**LEGISLATIVE REFERENCE BUREAU
Legal Section Telephone: 266-3561
5th Floor, 100 N. Hamilton Street**

The attached draft is submitted for your inspection. Please check each part carefully, proofread each word, and sign on the appropriate line(s) below.

Date: 12/06/1999

To: Legislative Council - JLC

Relating to LRB drafting number: LRB-3728

Topic


Health care professional discipline cases

Subject(s)

Occupational Reg. - misc

1. **JACKET** the draft for introduction _____

in the **Senate** ____ or the **Assembly** ____ (check only one). Only the requester under whose name the drafting request is entered in the LRB's drafting records may authorize the draft to be submitted. Please allow one day for the preparation of the required copies.

2. **REDRAFT**. See the changes indicated or attached  _____

A revised draft will be submitted for your approval with changes incorporated.

3. Obtain **FISCAL ESTIMATE NOW**, prior to introduction _____

If the analysis indicates that a fiscal estimate is required because the proposal makes an appropriation or increases or decreases existing appropriations or state or general local government fiscal liability or revenues, you have the option to request the fiscal estimate prior to introduction. If you choose to introduce the proposal without the fiscal estimate, the fiscal estimate will be requested automatically upon introduction. It takes about 10 days to obtain a fiscal estimate. Requesting the fiscal estimate prior to introduction retains your flexibility for possible redrafting of the proposal.

If you have any questions regarding the above procedures, please call 266-3561. If you have any questions relating to the attached draft, please feel free to call me.

Mark D. Kunkel, Legislative Attorney
Telephone: (608) 266-0131

**DRAFTER'S NOTE
FROM THE
LEGISLATIVE REFERENCE BUREAU**

LRB-3728/1dn
MDK:cmh:km

December 6, 1999

Don Dyke:

Please note that the initial applicability provisions for proposed s. 440.037 (4), (5) and (6) are slightly different from what we discussed.

Mark D. Kunkel
Legislative Attorney
Phone: (608) 266-0131
E-mail: Mark.Kunkel@legis.state.wi.us



State of Wisconsin
1999 - 2000 LEGISLATURE

LRB-3728/1
MDK:cmh:km

1999 BILL

1 AN ACT *to amend* 15.405 (7) (b) 3., 448.02 (3) (c) and 448.02 (4) and (9) (intro.);
2 and *to create* 69.18 (2) (g), 146.365, 440.037, 448.02 (3) (d), 979.01 (1n) and
3 979.01 (1p) of the statutes; **relating to:** priorities, completion guidelines and
4 notices required for health care professional disciplinary cases; identification
5 of health care professionals in possible need of investigation; additional public
6 members for the medical examining board; authority of the medical examining
7 board to limit credentials and impose civil forfeitures; reporting requirements
8 for reports submitted to the national practitioner data bank; inclusion of health
9 care professionals who practice alternative forms of health care on panels of
10 health care experts established by the department of regulation and licensing;
11 indication of therapeutic-related deaths on certificates of death; and providing
12 a penalty.

Analysis by the Legislative Reference Bureau

This bill is explained in the NOTES provided by the joint legislative council in the bill.

BILL

For further information see the *state* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

PREFATORY NOTE: This bill is recommended by the joint legislative council's special committee on discipline of health care professionals. Provisions of the bill are described in this prefatory note and in notes to individual provisions of the bill.

Duties of Department of Regulation and Licensing (DORL) in Health Care Professional Discipline Process

The bill imposes on DORL a variety of duties related to the state disciplinary process that applies to licensed and certified health care professionals, as defined under the proposal.

In some instances, the duties imposed on DORL under the proposal reflect current practices of DORL. By giving formal statutory recognition to these current practices, the public policy of these practices is supported and the continuation of the practices is guaranteed. In other instances, new duties are imposed on DORL where the special committee concluded that the fairness or efficiency of or public confidence in the health care professional disciplinary process might be improved.

In general terms, these provisions of the bill:

1. Require DORL to develop a system to establish the relative priority of cases involving possible unprofessional conduct on the part of a health care professional.
2. Require DORL to develop a system for identifying health care professionals who, even if not the subject of a specific allegation of, or specific information relating to, unprofessional conduct, may nonetheless warrant further evaluation and possible investigation.
3. Require DORL to notify a health care professional's place of practice or employment when a formal complaint alleging unprofessional conduct by the health care professional is filed.
4. Require DORL to give notice to a complainant and the health care professional when: (a) a case of possible unprofessional conduct by the health care professional is closed following screening for a possible investigation; (b) a case of possible unprofessional conduct by the health care professional has been opened for investigation; and (c) a case of possible unprofessional conduct by the health care professional is closed after investigation. In addition, DORL is required to provide a copy of the notices under (b) or (c) to an affected patient or the patient's family members.
5. Require that a patient or client of a health care professional who has been adversely affected by conduct of the health care professional that is the subject of a disciplinary proceeding be given opportunity to confer with DORL's prosecuting attorney concerning the disposition of the case and the economic, physical and psychological effect of the unprofessional conduct on the patient or client.
6. Require DORL to establish guidelines for the timely completion of each stage of the health care professional disciplinary process.
7. Require, if DORL establishes panels of health care experts to review complaints against health care professionals, that DORL attempt to include on the panels health care professionals who practice alternative forms of health care to assist in evaluating cases involving alternative health care.
8. Require, by May 1, 2001, DORL to submit to the legislature a report on the disciplinary process timelines that were implemented by the department as guidelines in February 1999.

Composition of Medical Examining Board (board)

BILL

Under current law, the board consists of the following 13 members, appointed for staggered four-year terms:

- Nine licensed doctors of medicine.
- One licensed doctor of osteopathy.
- Three public members.

This bill adds two public members to the board, resulting in a 15-member board with five public members, nine medical doctor members and one member who is a doctor of osteopathy.

Summary Limitation of Credential Issued by Board

Current law authorizes the board to suspend summarily any credential granted by it, pending a disciplinary hearing, for a period not to exceed 30 days when the board has in its possession evidence establishing probable cause to believe: (1) that the credential holder has violated the provisions of subch. II of ch. 448, stats.; and (2) that it is necessary to suspend the credential to protect the public health, safety or welfare. [s. 448.02 (4), stats.] The credential holder must be granted an opportunity to be heard during the determination of probable cause for suspension. The board is authorized to designate any of its officers to exercise the suspension authority but suspension by an officer may not exceed 72 hours. If a credential has been suspended pending hearing, the board may, while the hearing is in progress, extend the initial 30-day period of suspension for an additional 30 days. If the credential holder has caused a delay in the hearing process, the board may subsequently suspend the credential holder's credential from the time the hearing is commenced until a final decision is issued or may delegate that authority to the administrative law judge.

This bill adds to the current summary suspension authority the authority to limit summarily any credential issued by the board. Thus, for example, a physician could be restricted from practicing in a certain area of practice pending a disciplinary hearing but be permitted to practice in nonrestricted areas.

Authority of Board to Impose a Forfeiture for Certain Unprofessional Conduct

Currently, the board has no authority to impose a civil forfeiture against a credential holder found guilty of unprofessional conduct. In order to give the board an additional tool to deal with unprofessional conduct that is currently available to certain other examining boards, this bill gives the board authority to assess a forfeiture of not more than \$1,000 for each violation against a credential holder found guilty of unprofessional conduct. The authority to assess the civil forfeiture does not extend to a violation that constitutes negligence in treatment; the special committee concluded that exposure to malpractice awards and the costs of defending malpractice actions make unnecessary a civil forfeiture for negligence in treatment in the disciplinary context.

Reports to Board of Reports to National Practitioner Data Bank (NPDB): Penalty

Under current law, the Federal Health Care Quality Improvement Act [42 USC 11111 to 11152] requires certain entities to report information on physicians to the NPDB. Specifically, 42 USC 11131 requires entities (including insurance companies) that make payment under an insurance policy or in settlement of a malpractice action or claim to report information on the payment and the circumstances of the payment to the NPDB. Boards of medical examiners (in this state, the board) must report actions that suspend, revoke or otherwise restrict a physician's license or censure, reprimand or place a physician on probation; physician surrender of a license also must be reported. [42 USC 11132.] In addition, under 42 USC 11133, health care entities (which include hospitals, health maintenance organizations, group medical practices and professional societies) must report to the NPDB: professional review actions that adversely affect the clinical privileges of a physician for longer than 30 days; the surrender of a physician's clinical privileges while the physician is under investigation or in return for not investigating the physician; or a professional review action that restricts membership in a professional society.

BILL

Federal regulations require the information on malpractice payments to be reported to the NPDB within 30 days of a payment, and simultaneously to the board of medical examiners. [45 CFR 60.5 (a).] A payor is subject to a fine of up to \$10,000 for each nonreported payment.

Federal regulations require health care entities to report adverse actions to the board of medical examiners within 15 days (which in turn has 15 days to forward the report to the NPDB). [45 CFR 60.5 (c).] The penalty for not complying with these reporting requirements is a loss of the immunity protections under the Health Care Quality Improvement Act.

This bill creates a state requirement that reports on medical malpractice payments and professional review actions by health care entities that are required to be submitted to the NPDB must be submitted to the board in accordance with the time limits set forth in 45 CFR 60.5 (a) and (c). A person that violates this requirement is subject to a forfeiture of not more than \$10,000 for each violation.

Indication of Certain Therapeutic-Related Deaths on Death Certificate

Under current s. 69.18 (2) (d) 1., stats., if a death is the subject of a coroner's or medical examiner's determination under s. 979.01 or 979.03, stats., the coroner or medical examiner or a physician supervised by a coroner or medical examiner in the county where the event that caused the death occurred is required to complete and sign the medical certification part of the death certificate for the death and mail the death certificate within five days after the pronouncement of death or present the certificate to the person responsible for filing the death certificate within six days after the pronouncement of death.

Further, s. 69.18 (2) (f) provides that a person signing a medical certification part of the death certificate must describe, in detail, on a form prescribed by the state registrar, the cause of death; show the duration of each cause and the sequence of each cause if the cause of death was multiple; and, if the cause was disease, the evolution of the disease.

This bill provides that when a coroner or medical examiner receives a report of a death under s. 979.01, stats. (set forth in pertinent part in the note to SECTION 8 of this bill), and subsequently determines that the death was a therapeutic-related death, the coroner or medical examiner must indicate this determination on the death certificate. The bill creates a definition of therapeutic-related death based on the definition contained in the instruction manual on completing the death certificate published by the State of Wisconsin. The manual classifies three types of therapeutic-related deaths: death resulting from complications of surgery, prescription drug use or other medical procedures performed or given for disease conditions; death resulting from complications of surgery, drug use or medical procedures performed or given for traumatic conditions; or death resulting from "therapeutic misadventures", when medical procedures were done incorrectly or drugs were given in error. Further, the bill requires the state registrar to revise the death certificate to include a space in which determinations of therapeutic-related deaths may be recorded. Finally, the bill requires the coroner or medical examiner who determines that a death is therapeutic related to forward this information to DORL.

1 **SECTION 1.** 15.405 (7) (b) 3. of the statutes is amended to read:

2 15.405 (7) (b) 3. Three Five public members.

NOTE: Adds 2 public members to the board.

3 **SECTION 2.** 69.18 (2) (g) of the statutes is created to read:

BILL

1 69.18 (2) (g) 1. In this paragraph, "therapeutic-related death" means a death
2 that resulted from any of the following:

3 a. Complications of surgery, prescription drug use, or other medical procedures,
4 performed or given for disease conditions.

5 b. Complications of surgery, prescription drug use, or other medical procedures,
6 performed or given for accidental or intentional traumatic conditions.

7 c. Therapeutic misadventures, when a medical procedure may have been done
8 incorrectly or resulted from an error in dosage or type of drug administered.

9 2. On the form for a certificate of death prescribed by the state registrar under
10 sub. (1) (b), the state registrar shall provide for a separate section for the indication
11 of a therapeutic-related death as required under s. 979.01 (1n).

NOTE: Requires the state registrar of vital statistics to provide on the death
certificate form a separate section for indicating a therapeutic-related death. See
SECTION 8 of the bill.

12 **SECTION 3.** 146.365 of the statutes is created to read:

13 **146.365 Submission of reports to the medical examining board.** Reports
14 that are required to be submitted to the national practitioner data bank under 42
15 USC 11131 and 11133 shall be submitted to the medical examining board in
16 accordance with the time limits set forth in 45 CFR 60.5 (a) and (c). Any person who
17 violates this section may be required to forfeit not more than \$10,000 for each
18 violation.

NOTE: Creates a requirement that information reported to the NPDB, established
by the Federal Health Care Quality Improvement Act of 1986, must also be reported to
the board. The requirement applies to reports on medical malpractice payments and on
certain professional review actions taken by health care entities. A person ^{who} violates
this requirement may be required to forfeit not more than \$10,000 for each violation.

Note that "person" is broadly defined in s. 990.01(26), stats.

19 **SECTION 4.** 440.037 of the statutes is created to read:

BILL**1 440.037 Duties of department regarding health care professional****2 disciplinary process. (1) DEFINITIONS. In this section:****3 (a) "Health care credentialing authority" means the:****4 1. Board of nursing.****5 2. Chiropractic examining board.****6 3. Dentistry examining board.****7 4. Dietitians affiliated credentialing board.****8 5. Hearing and speech examining board.****9 6. Examining board of social workers, marriage and family therapists and****10 professional counselors.****11 7. Medical examining board.****12 8. Optometry examining board.****13 9. Pharmacy examining board.****14 10. Physical therapists affiliated credentialing board.****15 12. Psychology examining board.****16 13. Podiatrists affiliated credentialing board.****17 (b) "Health care professional" means:****18 1. An individual who is licensed or certified by a health care credentialing****19 authority.****20 2. An acupuncturist certified by the department under s. 451.04.**

NOTE: Health care professionals included in the definition are: acupuncturists; audiologists; chiropractors; dental hygienists; dentists; dietitians; hearing instrument specialists; advanced practice prescriber nurses; licensed practical nurses; registered nurses; nurse midwives; occupational therapists; occupational therapy assistants; optometrists; pharmacists; physical therapists; physicians; physician assistants; podiatrists; private practice school psychologists; psychologists; respiratory care practitioners; and speech-language pathologists.

BILL

1 **(2) ESTABLISHMENT OF PRIORITY DISCIPLINARY CASES.** The department shall
2 develop a system to establish the relative priority of disciplinary cases involving
3 possible unprofessional conduct on the part of a health care professional. The
4 prioritization system shall give highest priority to cases of unprofessional conduct
5 that have the greatest potential to adversely affect the public health, safety and
6 welfare. In establishing the priorities, the department shall give particular
7 consideration to cases of unprofessional conduct that may involve the death of a
8 patient or client, serious injury to a patient or client, substantial damages incurred
9 by a patient or client or sexual abuse of a patient or client. The priority system shall
10 be used to determine which cases receive priority of consideration and resources in
11 order for the department and health care credentialing authorities to most
12 effectively protect the public health, safety and welfare.

NOTE: Generally reflects current practice of DORL.

13 **(3) IDENTIFICATION OF HEALTH CARE PROFESSIONALS WHO MAY WARRANT EVALUATION.**
14 The department shall develop a system for identifying health care professionals who,
15 even if not the subject of a specific allegation of, or specific information relating to,
16 unprofessional conduct, may warrant further evaluation and possible investigation.

NOTE: Based on a recommendation contained in Evaluation of Quality of Care and Maintenance of Competence, Federation of State Medical Boards of the United States, Inc., 1998. The recommendation was included in a series of recommendations of the Federation's Special Committee on the Evaluation of Quality of Care and Maintenance of Competence, which were adopted as policy by the House of Delegates of the Federation of State Medical Boards of the United States, Inc., in May 1998.

The recommendation on which the above provision is based suggests that state medical boards develop a system of markers to identify licensees warranting evaluation. Narrative comments to the recommendation note that historically the disciplinary function of state medical boards may be characterized as reactive. The committee making the recommendation suggests that measures to prevent, in contrast to only reacting to, breaches of professional conduct and to improve physician practice will greatly enhance public protection; the development of a system of markers is one means to identify physicians, before a case of unprofessional conduct arises, who may be failing to maintain acceptable standards in one or more areas of professional physician practice as well as to identify opportunities to improve physician practice.

BILL**SECTION 4**

1 **(4) NOTICE TO HEALTH CARE PROFESSIONALS, COMPLAINANTS, PATIENTS AND CLIENTS**
2 **CONCERNING DISCIPLINARY CASE. (a) In this subsection, "complainant" means a person**
3 **who has requested the department or a health care credentialing authority to**
4 **investigate a health care professional for possible unprofessional conduct.**

5 **(b) The department shall notify a health care professional in writing within 30**
6 **days after any of the following:**

7 **1. A case of possible unprofessional conduct by the health care professional is**
8 **closed following screening for a possible investigation.**

9 **2. A case of possible unprofessional conduct by the health care professional has**
10 **been opened for investigation.**

11 **3. A case of possible unprofessional conduct by the health care professional is**
12 **closed after an investigation.**

13 **(c) The department shall make a reasonable attempt to provide the**
14 **complainant with a copy of each notice made under par. (b) that relates to a**
15 **disciplinary proceeding requested by the complainant.**

16 **(d) If a case of possible unprofessional conduct by a health care professional**
17 **involves conduct adversely affecting a patient or client of the health care professional**
18 **and the patient or client is not a complainant, the department shall make a**
19 **reasonable attempt to do one of the following:**

20 **1. Provide the patient or client with a copy of each notice made under par. (b)**
21 **2. and 3. related to that case.**

22 **2. Provide the spouse, child, sibling, parent or legal guardian of the patient or**
23 **client with a copy of each notice made under par. (b) 2. and 3. related to that case.**

24 **(e) Failure to provide a notice under this subsection is not grounds for appeal**
25 **or dismissal.**

BILL

NOTE: Paragraph (b) generally reflects current practice of DORL, although notice of the fact that a case of possible unprofessional conduct by a health care professional has been opened for investigation may be delayed by DORL currently if there is concern that such notice may adversely affect the investigation. The notice requirement of par. (b) only addresses the early stages of the disciplinary process because it is assumed that if a disciplinary case continues after an investigation is completed, the health care professional will be well aware of the course of proceedings from that point on.

The requirement of par. (c) is new and assures that a person who has made the effort to request an investigation for possible unprofessional conduct is given the same notice that the health care professional receives regarding the status of the early stages of the process.

The requirement of par. (d) is new. It recognizes that patients or clients are often interested in the early stages of a disciplinary case. If a case proceeds beyond the investigation stage, the patient or client and, in some cases, the family of the patient or client and others, will be given the opportunity to confer with DORL regarding the disposition of the case. See sub. (6) below.

- 1 (5) NOTICE OF PENDING COMPLAINT TO HEALTH CARE PROFESSIONALS' PLACE OF
2 PRACTICE. (a) Within 30 days after a formal complaint alleging unprofessional
3 conduct by a health care professional is filed, the department shall send written
4 notice that a complaint has been filed to all of the following:
- 5 1. Each hospital where the health care professional has hospital staff
6 privileges.
 - 7 2. Each managed care plan, as defined under s. 609.01 (3c), for which the health
8 care professional is a participating provider.
 - 9 3. Each employer, not included under subd. 1. or 2., that employs the health
10 care professional to practice the health care profession for which the health care
11 professional is credentialed.
- 12 (b) If requested by the department, a health care professional shall provide
13 information necessary for the department to comply with this subsection.

NOTE: New requirement. Because many health care professionals have multiple places of practice or employment, notifying all places of a health care professional's practice or employment will serve to alert them of the pending disciplinary action and allow them to determine if any action on their part might be desirable.

Note that reference to "formal complaint" in the provision refers to the complaint that is filed after a finding that there is probable cause to believe that the health care professional is guilty of unprofessional conduct. See, generally, ss. RL 2.06 and 2.08, Wis. Adm. Code.

BILL**(6) OPPORTUNITY FOR PATIENTS AND CLIENTS TO CONFER CONCERNING DISCIPLINE.**

(a) In this subsection "patient" means any of the following:

1. A patient or client of a health care professional who has been adversely affected by conduct of the health care professional that is a subject of a disciplinary proceeding.

2. A parent, guardian or legal custodian of a patient or client specified in subd. 1., if the patient or client is a child.

3. A person designated by a patient or client specified in subd. 1. or the spouse or a child, sibling, parent or legal guardian of a patient or client specified in subd. 1., if the patient or client is physically or emotionally unable to confer as authorized in this subsection.

4. If a patient or client specified in subd. 1. is deceased, any of the following:

a. The spouse or a child, sibling, parent or legal guardian of the deceased patient or client.

b. A person who resided with the deceased patient or client.

5. A guardian appointed under ch. 880 of a patient or client specified in subd. 1., if the patient or client has been determined to be incompetent under ch. 880.

(b) Following an investigation of possible unprofessional conduct by a health care professional and before disciplinary action may be negotiated or imposed against the health care professional, a patient shall be provided an opportunity to confer with the department's prosecuting attorney concerning the disposition of the case and the economic, physical and psychological effect on the patient of the unprofessional conduct. A prosecuting attorney may confer with a patient under this paragraph in person or by telephone or, if the patient agrees to the method, by any other method. The duty to confer under this paragraph does not limit the authority

BILL

1 or obligation of the prosecuting attorney to exercise his or her discretion concerning
2 the handling of a case of unprofessional conduct against the health care provider.
3 Failure to provide an opportunity to confer under this paragraph is not grounds for
4 appeal or dismissal of a disciplinary case against a health care professional.

NOTE: New requirement. The definition of "patient" is based on the definition of "victim" currently found in s. 950.02(4), stats., which defines the term for purposes of the statutory chapter on rights of victims of crimes. Providing opportunity for involvement in the health care professional disciplinary process will enhance the public's understanding of and trust in that process. Further, the prospect of additional public scrutiny may well accelerate the disciplinary process, rather than delay it. While a patient's recommendations as to disposition are not determinative, the opportunity to be heard and considered is appropriate for a patient adversely affected by the unprofessional conduct that is a subject of the disciplinary proceeding.

5 (7) ESTABLISHMENT OF DISCIPLINARY PROCEDURE TIME GUIDELINES. The
6 department shall establish guidelines for the timely completion of each stage of the
7 health care professional disciplinary process. Notwithstanding s. 227.10 (1), the
8 guidelines need not be promulgated as rules under ch. 227. The guidelines may
9 account for the type and complexity of the case. The guidelines shall promote the fair
10 and efficient processing of cases of unprofessional conduct. The guidelines shall be
11 for administrative purposes and shall permit the department to monitor the progress
12 of cases and the performance of personnel handling the cases. Failure to comply with
13 the guidelines is not grounds for appeal or dismissal.

NOTE: Reflects current practice of DORL. See also proposed s. 440.097 (2) in
SECTION 4 of the bill and the note to SECTION 10 of the bill and the note thereto

14 (8) PANELS OF EXPERTS; ALTERNATIVE HEALTH CARE PRACTITIONERS. If the
15 department establishes a panel of health care experts to be used on a consulting basis
16 by a health care credentialing authority, it shall attempt to include a health care
17 professional who practices alternative forms of health care on the panel. A health
18 care professional who practices alternative health care and who participates on a
19 panel shall be of the same profession as the professionals regulated by the health care

BILL

1 credentialing authority utilizing the panel. The health care professional who
2 practices alternative health care shall be available to assist in evaluating complaints
3 filed with the department or health care credentialing authority against a health
4 care professional who is alleged to have practiced health care in an unprofessional
5 or negligent manner through the use of alternative forms of health care, the referral
6 to an alternative health care provider or the prescribing of alternative medical
7 treatment.

8 (9) **ADVICE OF CREDENTIALING AUTHORITIES.** In carrying out its duties under this
9 section, the department shall seek the advice of health care credentialing
10 authorities.

11 **SECTION 5.** 448.02 (3) (c) of the statutes is amended to read:

12 448.02 (3) (c) Subject to par. (cm), after a disciplinary hearing, the board may,
13 when it determines that a panel established under s. 655.02, 1983 stats., has
14 unanimously found or a court has found that a person has been negligent in treating
15 a patient or when it finds a person guilty of unprofessional conduct or negligence in
16 treatment, do one or more of the following: warn or reprimand that person, assess
17 a forfeiture against that person under par. (d), or limit, suspend or revoke any license,
18 certificate or limited permit granted by the board to that person. The board may
19 condition the removal of limitations on a license, certificate or limited permit or the
20 restoration of a suspended or revoked license, certificate or limited permit upon
21 obtaining minimum results specified by the board on one or more physical, mental
22 or professional competency examinations if the board believes that obtaining the
23 minimum results is related to correcting one or more of the bases upon which the
24 limitation, suspension or revocation was imposed.

25 **SECTION 6.** 448.02 (3) (d) of the statutes is created to read:

BILL

1 448.02 (3) (d) The board may, except in cases where the person is found guilty
2 of negligence in treatment, assess a forfeiture of not more than \$1,000 for each
3 violation against a person who is found guilty of unprofessional conduct.

NOTE: Authorizes the board to assess a forfeiture, of not more than \$1,000 for each violation, against a credential holder who is found guilty of unprofessional conduct, not including cases of negligence in treatment.

4 **SECTION 7.** 448.02 (4) and (9) (intro.) of the statutes are amended to read:

5 448.02 (4) **SUSPENSION PENDING HEARING.** The board may summarily suspend
6 or limit any license, certificate or limited permit granted by the board for a period not
7 to exceed 30 days pending hearing, when the board has in its possession evidence
8 establishing probable cause to believe that the holder of the license, certificate or
9 limited permit has violated the provisions of this subchapter and that it is necessary
10 to suspend or limit the license, certificate or limited permit immediately to protect
11 the public health, safety or welfare. The holder of the license, certificate or limited
12 permit shall be granted an opportunity to be heard during the determination of
13 probable cause. The board may designate any of its officers to exercise the authority
14 granted by this subsection to suspend or limit summarily a license, certificate or
15 limited permit, but such suspension or limitation shall be for a period of time not to
16 exceed 72 hours. If a license, certificate or limited permit has been summarily
17 suspended or limited by the board or any of its officers, the board may, while the
18 hearing is in progress, extend the initial 30-day period of suspension or limitation
19 for an additional 30 days. If the holder of the license, certificate or limited permit
20 has caused a delay in the hearing process, the board may subsequently suspend or
21 limit the license, certificate or limited permit from the time the hearing is
22 commenced until a final decision is issued or may delegate such authority to the
23 hearing examiner.

BILL

NOTE: Authorizes the board to summarily limit the credential of a credential holder when the board has probable cause to believe that the credential holder has violated a provision of subch. II of ch. 448, stats., and that it is necessary to immediately limit the credential to protect the public health, safety and welfare.

1 **(9) JUDICIAL REVIEW.** (intro.) No injunction, temporary injunction, stay,
2 restraining order or other order may be issued by a court in any proceeding for review
3 that suspends or stays an order of the board to discipline a physician under sub. (3)
4 (c) or to suspend or limit a physician's license under sub. (4), except upon application
5 to the court and a determination by the court that all of the following conditions are
6 met:

7 **SECTION 8.** 979.01 (1n) of the statutes is created to read:

8 **979.01 (1n)** If the coroner or medical examiner determines that a death
9 reported under sub. (1) was a therapeutic-related death, as defined in s. 69.18 (2) (g)
10 1., the coroner or medical examiner shall indicate this determination on the death
11 certificate of the person whose death was reported.

NOTE: Requires a coroner or medical examiner who determines that a death reported under s. 969.01 (1), stats., was a therapeutic-related death to indicate that determination on the death certificate. See SECTION 2 of the bill for the definition of "therapeutic-related death".

Section 979.01 (1), stats., provides for reporting certain deaths to coroners and medical examiners as follows:

"All physicians, authorities of hospitals, sanatoriums, institutions (public and private), convalescent homes, authorities of any institution of a like nature, and other persons having knowledge of the death of any person who has died under any of the following circumstances, shall immediately report such death to the sheriff, police chief, medical examiner or coroner of the county wherein such death took place, and the sheriff or police chief shall, immediately upon notification, notify the coroner or the medical examiner and the coroner or medical examiner of the county where death took place, if the crime, injury or event occurred in another county, shall report such death immediately to the coroner or medical examiner of that county:

- (a) All deaths in which there are unexplained, unusual or suspicious circumstances.
- (b) All homicides.
- (c) All suicides.
- (d) All deaths following an abortion.
- (e) All deaths due to poisoning, whether homicidal, suicidal or accidental.
- (f) All deaths following accidents, whether the injury is or is not the primary cause of death.

BILL

(g) When there was no physician, or accredited practitioner of a bona fide religious denomination relying upon prayer or spiritual means for healing in attendance within 30 days preceding death.

(h) When a physician refuses to sign the death certificate.

(i) When, after reasonable efforts, a physician cannot be obtained to sign the medical certification as required under s. 69.18 (2) (b) or (c) within 6 days after the pronouncement of death or sooner under circumstances which the coroner or medical examiner determines to be an emergency.”.

1 **SECTION 9.** 979.01 (1p) of the statutes is created to read:

2 ~~979.01 (1p)~~ The coroner or medical examiner making a determination under
3 sub. (1n) that a death was a therapeutic-related death shall report this information
4 to the department of regulation and licensing.

NOTE: Requires a coroner or medical examiner who determines that a death reported under s. 979.01, stats., was a therapeutic-related death to report that information to DORL.

5 **SECTION 10. Nonstatutory provisions; report to legislature.**

6 (1) **REPORT ON TIME GUIDELINES.** No later than May 1, 2001, the department of
7 regulation and licensing shall submit, to the appropriate standing committees of the
8 legislature, as determined by the speaker of the assembly or the president of the
9 senate, in the manner provided under section 13.172 (3) of the statutes, a report on
10 the disciplinary process timelines that were implemented by the department as
11 guidelines in February 1999. The report shall address compliance with and
12 enforcement of the guidelines and the effect of the guidelines on the fairness and
13 efficiency of the disciplinary process.

NOTE: Based on recommendations of its ad hoc enforcement advisory committee, DORL in February of 1999 adopted as department policy specific time lines for processing disciplinary cases once a complaint is received by DORL division of enforcement. The special committee on discipline of health care professionals was supportive of the implementation of the guidelines and concluded it will be useful for the legislature to be apprised of the experience with the guidelines.

14 **SECTION 11. Nonstatutory provisions; medical examining board.**

15 (1) **INITIAL APPOINTMENT OF ADDITIONAL PUBLIC MEMBERS.** Notwithstanding the
16 length of term specified in section 15.405 (7) (b) (intro.) of the statutes, the 2

BILL

1 additional public members of the medical examining board shall be initially
2 appointed for the following terms by the first day of the 4th month beginning after
3 the effective date of this act:

4 (a) One public member, for a term expiring on July 1, 2002.

5 (b) One public member, for a term expiring on July 1, 2003.

NOTE: Provides that the 2 new public members, who are appointed to the board for
staggered 4-year terms, will have initial terms that expire on July 1, 2002 and July 1,
2003.

6 **SECTION 12. Initial applicability.**

7 (1) The treatment of section 440.037 (4) of the statutes first applies to cases of
8 possible unprofessional conduct that are ^{screened} opened on the effective date of this
9 subsection.

10 (2) The treatment of section 440.037 (5) of the statutes first applies to formal
11 complaints that are filed on the effective date of this subsection.

12 (3) The treatment of section 440.037 (6) of the statutes first applies to
13 disciplinary proceedings that are commenced on the effective date of this subsection.
include as part of 137

14 (4) The treatment of section 448.02 (3) (c) and (d) of the statutes first applies
15 to cases of unprofessional conduct for which a formal complaint is filed on the
16 effective date of this subsection.

17 **SECTION 13. Effective date.**

Too broad - limit to provisions re indication of

18 (1) This act takes effect on the first day of the 6th month beginning after
19 publication.

20

(END)

therapeutic-related deaths on death certificates

*69.18(2)(g)
979.01(1n)(1p)*

2

Today by
3:00 pm

1999 BILL

RM
NOT
PUN

repeal

1 **AN ACT to amend** 15.405 (7) (b) 3., 448.02 (3) (c) and 448.02 (4) and (9) (intro.);
 2 and **to create** 69.18 (2) (g), 146.365, 440.037, 448.02 (3) (d), 979.01 (1n) and
 3 979.01 (1p) of the statutes; **relating to:** priorities, completion guidelines and
 4 notices required for health care professional disciplinary cases; identification
 5 of health care professionals in possible need of investigation; additional public
 6 members for the medical examining board; authority of the medical examining
 7 board to limit credentials and impose civil forfeitures; reporting requirements
 8 for reports submitted to the national practitioner data bank; inclusion of health
 9 care professionals who practice alternative forms of health care on panels of
 10 health care experts established by the department of regulation and licensing;
 11 indication of therapeutic-related deaths on certificates of death; and providing
 12 a penalty.

Analysis by the Legislative Reference Bureau

This bill is explained in the NOTES provided by the joint legislative council in the bill.

BILL

For further information see the *state* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

PREFATORY NOTE: This bill is recommended by the joint legislative council's special committee on discipline of health care professionals. Provisions of the bill are described in this prefatory note and in notes to individual provisions of the bill.

Duties of Department of Regulation and Licensing (DORL) in Health Care Professional Discipline Process

The bill imposes on DORL a variety of duties related to the state disciplinary process that applies to licensed and certified health care professionals, as defined under the proposal.

In some instances, the duties imposed on DORL under the proposal reflect current practices of DORL. By giving formal statutory recognition to these current practices, the public policy of these practices is supported and the continuation of the practices is guaranteed. In other instances, new duties are imposed on DORL where the special committee concluded that the fairness or efficiency of or public confidence in the health care professional disciplinary process might be improved.

In general terms, these provisions of the bill:

1. Require DORL to develop a system to establish the relative priority of cases involving possible unprofessional conduct on the part of a health care professional.
2. Require DORL to develop a system for identifying health care professionals who, even if not the subject of a specific allegation of, or specific information relating to, unprofessional conduct, may nonetheless warrant further evaluation and possible investigation.
3. Require DORL to notify a health care professional's place of practice or employment when a formal complaint alleging unprofessional conduct by the health care professional is filed.
4. Require DORL to give notice to a complainant and the health care professional when: (a) a case of possible unprofessional conduct by the health care professional is closed following screening for a possible investigation; (b) a case of possible unprofessional conduct by the health care professional has been opened for investigation; and (c) a case of possible unprofessional conduct by the health care professional is closed after investigation. In addition, DORL is required to provide a copy of the notices under (b) or (c) to an affected patient or the patient's family members.
5. Require that a patient or client of a health care professional who has been adversely affected by conduct of the health care professional that is the subject of a disciplinary proceeding be given opportunity to confer with DORL's prosecuting attorney concerning the disposition of the case and the economic, physical and psychological effect of the unprofessional conduct on the patient or client.
6. Require DORL to establish guidelines for the timely completion of each stage of the health care professional disciplinary process.
7. Require, if DORL establishes panels of health care experts to review complaints against health care professionals, that DORL attempt to include on the panels health care professionals who practice alternative forms of health care to assist in evaluating cases involving alternative health care.
8. Require, by May 1, 2001, DORL to submit to the legislature a report on the disciplinary process timelines that were implemented by the department as guidelines in February 1999.

Composition of Medical Examining Board (board)

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Under current law, the board consists of the following 13 members, appointed for staggered four-year terms:

- Nine licensed doctors of medicine.
- One licensed doctor of osteopathy.
- Three public members.

This bill adds two public members to the board, resulting in a 15-member board with five public members, nine medical doctor members and one member who is a doctor of osteopathy.

Summary Limitation of Credential Issued by Board

Current law authorizes the board to suspend summarily any credential granted by it, pending a disciplinary hearing, for a period not to exceed 30 days when the board has in its possession evidence establishing probable cause to believe: (1) that the credential holder has violated the provisions of subch. II of ch. 448, stats.; and (2) that it is necessary to suspend the credential to protect the public health, safety or welfare. [s. 448.02 (4), stats.] The credential holder must be granted an opportunity to be heard during the determination of probable cause for suspension. The board is authorized to designate any of its officers to exercise the suspension authority but suspension by an officer may not exceed 72 hours. If a credential has been suspended pending hearing, the board may, while the hearing is in progress, extend the initial 30-day period of suspension for an additional 30 days. If the credential holder has caused a delay in the hearing process, the board may subsequently suspend the ~~credential~~ credential from the time the hearing is commenced until a final decision is issued or may delegate that authority to the administrative law judge.

This bill adds to the current summary suspension authority the authority to limit summarily any credential issued by the board. Thus, for example, a physician could be restricted from practicing in a certain area of practice pending a disciplinary hearing but be permitted to practice in nonrestricted areas.

Authority of Board to Impose a Forfeiture for Certain Unprofessional Conduct

Currently, the board has no authority to impose a civil forfeiture against a credential holder found guilty of unprofessional conduct. In order to give the board an additional tool to deal with unprofessional conduct that is currently available to certain other examining boards, this bill gives the board authority to assess a forfeiture of not more than \$1,000 for each violation against a credential holder found guilty of unprofessional conduct. The authority to assess the civil forfeiture does not extend to a violation that constitutes negligence in treatment; the special committee concluded that exposure to malpractice awards and the costs of defending malpractice actions make unnecessary a civil forfeiture for negligence in treatment in the disciplinary context.

Reports to Board of Reports to National Practitioner Data Bank (NPDB); Penalty

Under current law, the Federal Health Care Quality Improvement Act [42 USC 11111 to 11152] requires certain entities to report information on physicians to the NPDB. Specifically, 42 USC 11131 requires entities (including insurance companies) that make payment under an insurance policy or in settlement of a malpractice action or claim to report information on the payment and the circumstances of the payment to the NPDB. Boards of medical examiners (in this state, the board) must report actions that suspend, revoke or otherwise restrict a physician's license or censure, reprimand or place a physician on probation; physician surrender of a license also must be reported. [42 USC 11132.] In addition, under 42 USC 11133, health care entities (which include hospitals, health maintenance organizations, group medical practices and professional societies) must report to the NPDB: professional review actions that adversely affect the clinical privileges of a physician for longer than 30 days; the surrender of a physician's clinical privileges while the physician is under investigation or in return for not investigating the physician; or a professional review action that restricts membership in a professional society.

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Federal regulations require the information on malpractice payments to be reported to the NPDB within 30 days of a payment, and simultaneously to the board of medical examiners. [45 CFR 60.5 (a).] A payor is subject to a fine of up to \$10,000 for each nonreported payment.

Federal regulations require health care entities to report adverse actions to the board of medical examiners within 15 days (which in turn has 15 days to forward the report to the NPDB). [45 CFR 60.5 (c).] The penalty for not complying with these reporting requirements is a loss of the immunity protections under the Health Care Quality Improvement Act.

This bill creates a state requirement that reports on medical malpractice payments and professional review actions by health care entities that are required to be submitted to the NPDB must be submitted to the board in accordance with the time limits set forth in 45 CFR 60.5 (a) and (c). A person that violates this requirement is subject to a forfeiture of not more than \$10,000 for each violation.

Indication of Certain Therapeutic-Related Deaths on Death Certificate

Under current s. 69.18 (2) (d) 1., stats., if a death is the subject of a coroner's or medical examiner's determination under s. 979.01 or 979.03, stats., the coroner or medical examiner or a physician supervised by a coroner or medical examiner in the county where the event that caused the death occurred is required to complete and sign the medical certification part of the death certificate for the death and mail the death certificate within five days after the pronouncement of death or present the certificate to the person responsible for filing the death certificate within six days after the pronouncement of death.

Further, s. 69.18 (2) (f) provides that a person signing a medical certification part of the death certificate must describe, in detail, on a form prescribed by the state registrar, the cause of death; show the duration of each cause and the sequence of each cause if the cause of death was multiple; and, if the cause was disease, the evolution of the disease.

This bill provides that when a coroner or medical examiner receives a report of a death under s. 979.01, stats. (set forth in pertinent part in the note to SECTION 8 of this bill), and subsequently determines that the death was a therapeutic-related death, the coroner or medical examiner must indicate this determination on the death certificate. The bill creates a definition of therapeutic-related death based on the definition contained in the instruction manual on completing the death certificate published by the State of Wisconsin. The manual classifies three types of therapeutic-related deaths: death resulting from complications of surgery, prescription drug use or other medical procedures performed or given for disease conditions; death resulting from complications of surgery, drug use or medical procedures performed or given for traumatic conditions; or death resulting from "therapeutic misadventures", when medical procedures were done incorrectly or drugs were given in error. Further, the bill requires the state registrar to revise the death certificate to include a space in which determinations of therapeutic-related deaths may be recorded. Finally, the bill requires the coroner or medical examiner who determines that a death is therapeutic related to forward this information to DORL.

1 **SECTION 1.** 15.405 (7) (b) 3. of the statutes is amended to read:

2 15.405 (7) (b) 3. Three Five public members.

NOTE: Adds 2 public members to the board.

3 **SECTION 2.** 69.18 (2) (g) of the statutes is created to read:

BILL

1 69.18 (2) (g) 1. In this paragraph, "therapeutic-related death" means a death
2 that resulted from any of the following:

3 a. Complications of surgery, prescription drug use, or other medical procedures,
4 performed or given for disease conditions.

5 b. Complications of surgery, prescription drug use, or other medical procedures,
6 performed or given for accidental or intentional traumatic conditions.

7 c. Therapeutic misadventures, when a medical procedure may have been done
8 incorrectly or resulted from an error in dosage or type of drug administered.

9 2. On the form for a certificate of death prescribed by the state registrar under
10 sub. (1) (b), the state registrar shall provide for a separate section for the indication
11 of a therapeutic-related death as required under s. 979.01 (1n).

NOTE: Requires the state registrar of vital statistics to provide on the death certificate form a separate section for indicating a therapeutic-related death. See SECTION 8 of the bill.

12 **SECTION 3.** 146.365 of the statutes is created to read:

13 **146.365 Submission of reports to the medical examining board.** Reports
14 that are required to be submitted to the national practitioner data bank under 42
15 USC 11131 and 11133 shall be submitted to the medical examining board in
16 accordance with the time limits set forth in 45 CFR 60.5 (a) and (c). Any person who
17 violates this section may be required to forfeit not more than \$10,000 for each
18 violation.

✓ NOTE: Creates a requirement that information reported to the NPDB, established by the Federal Health Care Quality Improvement Act of 1986, must also be reported to the board. The requirement applies to reports on medical malpractice payments and on certain professional review actions taken by health care entities. A person ~~that~~ ^{who} violates this requirement may be required to forfeit not more than \$10,000 for each violation.

19 **SECTION 4.** 440.037 of the statutes is created to read:

who
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1 **440.037 Duties of department regarding health care professional**
2 **disciplinary process. (1) DEFINITIONS. In this section:**

3 (a) “Health care credentialing authority” means the:

4 1. Board of nursing.

5 2. Chiropractic examining board.

6 3. Dentistry examining board.

7 4. Dietitians affiliated credentialing board.

8 5. Hearing and speech examining board.

9 6. Examining board of social workers, marriage and family therapists and
10 professional counselors.

11 7. Medical examining board.

12 8. Optometry examining board.

13 9. Pharmacy examining board.

14 10. Physical therapists affiliated credentialing board.

15 12. Psychology examining board.

16 13. Podiatrists affiliated credentialing board.

17 (b) “Health care professional” means:

18 1. An individual who is licensed or certified by a health care credentialing
19 authority.

20 2. An acupuncturist certified by the department under s. 451.04.

NOTE: Health care professionals included in the definition are: acupuncturists; audiologists; chiropractors; dental hygienists; dentists; dietitians; hearing instrument specialists; advanced practice prescriber nurses; licensed practical nurses; registered nurses; nurse midwives; occupational therapists; occupational therapy assistants; optometrists; pharmacists; physical therapists; physicians; physician assistants; podiatrists; private practice school psychologists; psychologists; respiratory care practitioners; and speech-language pathologists.

BILL

1 (2) ESTABLISHMENT OF PRIORITY DISCIPLINARY CASES. The department shall
2 develop a system to establish the relative priority of disciplinary cases involving
3 possible unprofessional conduct on the part of a health care professional. The
4 prioritization system shall give highest priority to cases of unprofessional conduct
5 that have the greatest potential to adversely affect the public health, safety and
6 welfare. In establishing the priorities, the department shall give particular
7 consideration to cases of unprofessional conduct that may involve the death of a
8 patient or client, serious injury to a patient or client, substantial damages incurred
9 by a patient or client or sexual abuse of a patient or client. The priority system shall
10 be used to determine which cases receive priority of consideration and resources in
11 order for the department and health care credentialing authorities to most
12 effectively protect the public health, safety and welfare.

NOTE: Generally reflects current practice of DORL.

13 (3) IDENTIFICATION OF HEALTH CARE PROFESSIONALS WHO MAY WARRANT EVALUATION.
14 The department shall develop a system for identifying health care professionals who,
15 even if not the subject of a specific allegation of, or specific information relating to,
16 unprofessional conduct, may warrant further evaluation and possible investigation.

NOTE: Based on a recommendation contained in Evaluation of Quality of Care and Maintenance of Competence, Federation of State Medical Boards of the United States, Inc., 1998. The recommendation was included in a series of recommendations of the Federation's Special Committee on the Evaluation of Quality of Care and Maintenance of Competence, which were adopted as policy by the House of Delegates of the Federation of State Medical Boards of the United States, Inc., in May 1998.

The recommendation on which the above provision is based suggests that state medical boards develop a system of markers to identify licensees warranting evaluation. Narrative comments to the recommendation note that historically the disciplinary function of state medical boards may be characterized as reactive. The committee making the recommendation suggests that measures to prevent, in contrast to only reacting to, breaches of professional conduct and to improve physician practice will greatly enhance public protection; the development of a system of markers is one means to identify physicians, before a case of unprofessional conduct arises, who may be failing to maintain acceptable standards in one or more areas of professional physician practice as well as to identify opportunities to improve physician practice.

BILL**SECTION 4**

1 (4) NOTICE TO HEALTH CARE PROFESSIONALS, COMPLAINANTS, PATIENTS AND CLIENTS
2 CONCERNING DISCIPLINARY CASE. (a) In this subsection, “complainant” means a person
3 who has requested the department or a health care credentialing authority to
4 investigate a health care professional for possible unprofessional conduct.

5 (b) The department shall notify a health care professional in writing within 30
6 days after any of the following:

7 1. A case of possible unprofessional conduct by the health care professional is
8 closed following screening for a possible investigation.

9 2. A case of possible unprofessional conduct by the health care professional has
10 been opened for investigation.

11 3. A case of possible unprofessional conduct by the health care professional is
12 closed after an investigation.

13 (c) The department shall make a reasonable attempt to provide the
14 complainant with a copy of each notice made under par. (b) that relates to a
15 disciplinary proceeding requested by the complainant.

16 (d) If a case of possible unprofessional conduct by a health care professional
17 involves conduct adversely affecting a patient or client of the health care professional
18 and the patient or client is not a complainant, the department shall make a
19 reasonable attempt to do one of the following:

20 1. Provide the patient or client with a copy of each notice made under par. (b)

21 2. and 3. related to that case.

22 2. Provide the spouse, child, sibling, parent or legal guardian of the patient or
23 client with a copy of each notice made under par. (b) 2. and 3. related to that case.

24 (e) Failure to provide a notice under this subsection is not grounds for appeal
25 or dismissal.

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NOTE: Paragraph (b) generally reflects current practice of DORL, although notice of the fact that a case of possible unprofessional conduct by a health care professional has been opened for investigation may be delayed by DORL currently if there is concern that such notice may adversely affect the investigation. The notice requirement of par. (b) only addresses the early stages of the disciplinary process because it is assumed that if a disciplinary case continues after an investigation is completed, the health care professional will be well aware of the course of proceedings from that point on.

The requirement of par. (c) is new and assures that a person who has made the effort to request an investigation for possible unprofessional conduct is given the same notice that the health care professional receives regarding the status of the early stages of the process.

The requirement of par. (d) is new. It recognizes that patients or clients are often interested in the early stages of a disciplinary case. If a case proceeds beyond the investigation stage, the patient or client and, in some cases, the family of the patient or client and others, will be given the opportunity to confer with DORL regarding the disposition of the case. See sub. (6) below.

1 **(5) NOTICE OF PENDING COMPLAINT TO HEALTH CARE PROFESSIONALS' PLACE OF**
2 PRACTICE. (a) Within 30 days after a formal complaint alleging unprofessional
3 conduct by a health care professional is filed, the department shall send written
4 notice that a complaint has been filed to all of the following:

5 1. Each hospital where the health care professional has hospital staff
6 privileges.

7 2. Each managed care plan, as defined under s. 609.01 (3c), for which the health
8 care professional is a participating provider.

9 3. Each employer, not included under subd. 1. or 2., that employs the health
10 care professional to practice the health care profession for which the health care
11 professional is credentialed.

12 (b) If requested by the department, a health care professional shall provide
13 information necessary for the department to comply with this subsection.

NOTE: New requirement. Because many health care professionals have multiple places of practice or employment, notifying all places of a health care professional's practice or employment will serve to alert them of the pending disciplinary action and allow them to determine if any action on their part might be desirable.

Note that reference to "formal complaint" in the provision refers to the complaint that is filed after a finding that there is probable cause to believe that the health care professional is guilty of unprofessional conduct. See, generally, ss. RL 2.06 and 2.08, Wis. Adm. Code.

BILL**SECTION 4**

1 **(6) OPPORTUNITY FOR PATIENTS AND CLIENTS TO CONFER CONCERNING DISCIPLINE.**

2 (a) In this subsection “patient” means any of the following:

3 1. A patient or client of a health care professional who has been adversely
4 affected by conduct of the health care professional that is a subject of a disciplinary
5 proceeding.

6 2. A parent, guardian or legal custodian of a patient or client specified in subd.
7 1., if the patient or client is a child.

8 3. A person designated by a patient or client specified in subd. 1. or the spouse
9 or a child, sibling, parent or legal guardian of a patient or client specified in subd. 1.,
10 if the patient or client is physically or emotionally unable to confer as authorized in
11 this subsection.

12 4. If a patient or client specified in subd. 1. is deceased, any of the following:

13 a. The spouse or a child, sibling, parent or legal guardian of the deceased
14 patient or client.

15 b. A person who resided with the deceased patient or client.

16 5. A guardian appointed under ch. 880 of a patient or client specified in subd.
17 1., if the patient or client has been determined to be incompetent under ch. 880.

18 (b) Following an investigation of possible unprofessional conduct by a health
19 care professional and before disciplinary action may be negotiated or imposed
20 against the health care professional, a patient shall be provided an opportunity to
21 confer with the department’s prosecuting attorney concerning the disposition of the
22 case and the economic, physical and psychological effect on the patient of the
23 unprofessional conduct. A prosecuting attorney may confer with a patient under this
24 paragraph in person or by telephone or, if the patient agrees to the method, by any
25 other method. The duty to confer under this paragraph does not limit the authority

BILL

1 or obligation of the prosecuting attorney to exercise his or her discretion concerning
 2 the handling of a case of unprofessional conduct against the health care provider.
 3 Failure to provide an opportunity to confer under this paragraph is not grounds for
 4 appeal or dismissal of a disciplinary case against a health care professional.

NOTE: New requirement. The definition of "patient" is based on the definition of "victim" currently found in s. 950.02 (4), stats., which defines the term for purposes of the statutory chapter on rights of victims of crimes. Providing opportunity for involvement in the health care professional disciplinary process will enhance the public's understanding of and trust in that process. Further, the prospect of additional public scrutiny may well accelerate the disciplinary process, rather than delay it. While a patient's recommendations as to disposition are not determinative, the opportunity to be heard and considered is appropriate for a patient adversely affected by the unprofessional conduct that is a subject of the disciplinary proceeding.

5 (7) ESTABLISHMENT OF DISCIPLINARY PROCEDURE TIME GUIDELINES. The
 6 department shall establish guidelines for the timely completion of each stage of the
 7 health care professional disciplinary process. Notwithstanding s. 227.10 (1), the
 8 guidelines need not be promulgated as rules under ch. 227. The guidelines may
 9 account for the type and complexity of the case. The guidelines shall promote the fair
 10 and efficient processing of cases of unprofessional conduct. The guidelines shall be
 11 for administrative purposes and shall permit the department to monitor the progress
 12 of cases and the performance of personnel handling the cases. Failure to comply with
 13 the guidelines is not grounds for appeal or dismissal.

NOTE: Reflects current practice of DORL. See also proposed s. 440.087 (2) in
 SECTION 4 of the bill and the note to SECTION 10 of the bill.

and the note thereto

14 (8) PANELS OF EXPERTS; ALTERNATIVE HEALTH CARE PRACTITIONERS. If the
 15 department establishes a panel of health care experts to be used on a consulting basis
 16 by a health care credentialing authority, it shall attempt to include a health care
 17 professional who practices alternative forms of health care on the panel. A health
 18 care professional who practices alternative health care and who participates on a
 19 panel shall be of the same profession as the professionals regulated by the health care

BILL

1 credentialing authority utilizing the panel. The health care professional who
2 practices alternative health care shall be available to assist in evaluating complaints
3 filed with the department or health care credentialing authority against a health
4 care professional who is alleged to have practiced health care in an unprofessional
5 or negligent manner through the use of alternative forms of health care, the referral
6 to an alternative health care provider or the prescribing of alternative medical
7 treatment.

8 (9) ADVICE OF CREDENTIALING AUTHORITIES. In carrying out its duties under this
9 section, the department shall seek the advice of health care credentialing
10 authorities.

11 SECTION 5. 448.02 (3) (c) of the statutes is amended to read:

12 448.02 (3) (c) Subject to par. (cm), after a disciplinary hearing, the board may,
13 when it determines that a panel established under s. 655.02, 1983 stats., has
14 unanimously found or a court has found that a person has been negligent in treating
15 a patient or when it finds a person guilty of unprofessional conduct or negligence in
16 treatment, do one or more of the following: warn or reprimand that person, assess
17 a forfeiture against that person under par. (d), or limit, suspend or revoke any license,
18 certificate or limited permit granted by the board to that person. The board may
19 condition the removal of limitations on a license, certificate or limited permit or the
20 restoration of a suspended or revoked license, certificate or limited permit upon
21 obtaining minimum results specified by the board on one or more physical, mental
22 or professional competency examinations if the board believes that obtaining the
23 minimum results is related to correcting one or more of the bases upon which the
24 limitation, suspension or revocation was imposed.

25 SECTION 6. 448.02 (3) (d) of the statutes is created to read:

BILL

1 448.02 (3) (d) The board may, except in cases where the person is found guilty
2 of negligence in treatment, assess a forfeiture of not more than \$1,000 for each
3 violation against a person who is found guilty of unprofessional conduct.

NOTE: Authorizes the board to assess a forfeiture, of not more than \$1,000 for each violation, against a credential holder who is found guilty of unprofessional conduct, not including cases of negligence in treatment.

4 **SECTION 7.** 448.02 (4) and (9) (intro.) of the statutes are amended to read:

5 448.02 (4) **SUSPENSION PENDING HEARING.** The board may summarily suspend
6 or limit any license, certificate or limited permit granted by the board for a period not
7 to exceed 30 days pending hearing, when the board has in its possession evidence
8 establishing probable cause to believe that the holder of the license, certificate or
9 limited permit has violated the provisions of this subchapter and that it is necessary
10 to suspend or limit the license, certificate or limited permit immediately to protect
11 the public health, safety or welfare. The holder of the license, certificate or limited
12 permit shall be granted an opportunity to be heard during the determination of
13 probable cause. The board may designate any of its officers to exercise the authority
14 granted by this subsection to suspend or limit summarily a license, certificate or
15 limited permit, but such suspension or limitation shall be for a period of time not to
16 exceed 72 hours. If a license, certificate or limited permit has been summarily
17 suspended or limited by the board or any of its officers, the board may, while the
18 hearing is in progress, extend the initial 30-day period of suspension or limitation
19 for an additional 30 days. If the holder of the license, certificate or limited permit
20 has caused a delay in the hearing process, the board may subsequently suspend or
21 limit the license, certificate or limited permit from the time the hearing is
22 commenced until a final decision is issued or may delegate such authority to the
23 hearing examiner.

BILL**SECTION 7**

NOTE: Authorizes the board to summarily limit the credential of a credential holder when the board has probable cause to believe that the credential holder has violated a provision of subch. II of ch. 448, stats., and that it is necessary to immediately limit the credential to protect the public health, safety and welfare.

1 **(9) JUDICIAL REVIEW.** (intro.) No injunction, temporary injunction, stay,
2 restraining order or other order may be issued by a court in any proceeding for review
3 that suspends or stays an order of the board to discipline a physician under sub. (3)
4 (c) or to suspend or limit a physician's license under sub. (4), except upon application
5 to the court and a determination by the court that all of the following conditions are
6 met:

7 **SECTION 8.** 979.01 (1n) of the statutes is created to read:

8 **979.01 (1n)** If the coroner or medical examiner determines that a death
9 reported under sub. (1) was a therapeutic-related death, as defined in s. 69.18 (2) (g)
10 1., the coroner or medical examiner shall indicate this determination on the death
11 certificate of the person whose death was reported.

NOTE: Requires a coroner or medical examiner who determines that a death reported under s. 969.01 (1), stats., was a therapeutic-related death to indicate that determination on the death certificate. See SECTION 2 of the bill for the definition of "therapeutic-related death".

Section 979.01 (1), stats., provides for reporting certain deaths to coroners and medical examiners as follows:

"All physicians, authorities of hospitals, sanatoriums, institutions (public and private), convalescent homes, authorities of any institution of a like nature, and other persons having knowledge of the death of any person who has died under any of the following circumstances, shall immediately report such death to the sheriff, police chief, medical examiner or coroner of the county wherein such death took place, and the sheriff or police chief shall, immediately upon notification, notify the coroner or the medical examiner and the coroner or medical examiner of the county where death took place, if the crime, injury or event occurred in another county, shall report such death immediately to the coroner or medical examiner of that county:

(a) All deaths in which there are unexplained, unusual or suspicious circumstances.

(b) All homicides.

(c) All suicides.

(d) All deaths following an abortion.

(e) All deaths due to poisoning, whether homicidal, suicidal or accidental.

(f) All deaths following accidents, whether the injury is or is not the primary cause of death.

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(g) When there was no physician, or accredited practitioner of a bona fide religious denomination relying upon prayer or spiritual means for healing in attendance within 30 days preceding death.

(h) When a physician refuses to sign the death certificate.

(i) When, after reasonable efforts, a physician cannot be obtained to sign the medical certification as required under s. 69.18 (2) (b) or (c) within 6 days after the pronouncement of death or sooner under circumstances which the coroner or medical examiner determines to be an emergency.”.

1 **SECTION 9.** 979.01 (1p) of the statutes is created to read:

2 979.01 (1p) The coroner or medical examiner making a determination under
3 sub. (1n) that a death was a therapeutic–related death shall report this information
4 to the department of regulation and licensing.

NOTE: Requires a coroner or medical examiner who determines that a death reported under s. 979.01, stats., was a therapeutic–related death to report that information to DORL.

5 **SECTION 10. Nonstatutory provisions; report to legislature.**

6 (1) REPORT ON TIME GUIDELINES. No later than May 1, 2001, the department of
7 regulation and licensing shall submit, to the appropriate standing committees of the
8 legislature, as determined by the speaker of the assembly or the president of the
9 senate, in the manner provided under section 13.172 (3) of the statutes, a report on
10 the disciplinary process timelines that were implemented by the department as
11 guidelines in February 1999. The report shall address compliance with and
12 enforcement of the guidelines and the effect of the guidelines on the fairness and
13 efficiency of the disciplinary process.

NOTE: Based on recommendations of its ad hoc enforcement advisory committee, DORL in February of 1999 adopted as department policy specific time lines for processing disciplinary cases once a complaint is received by DORL division of enforcement. The special committee on discipline of health care professionals was supportive of the implementation of the guidelines and concluded it will be useful for the legislature to be apprised of the experience with the guidelines.

14 **SECTION 11. Nonstatutory provisions; medical examining board.**

15 (1) INITIAL APPOINTMENT OF ADDITIONAL PUBLIC MEMBERS. Notwithstanding the
16 length of term specified in section 15.405 (7) (b) (intro.) of the statutes, the 2

BILL

1 additional public members of the medical examining board shall be initially
2 appointed for the following terms by the first day of the 4th month beginning after
3 the effective date of this act:

4 (a) One public member, for a term expiring on July 1, 2002.

5 (b) One public member, for a term expiring on July 1, 2003.

NOTE: Provides that the 2 new public members, who are appointed to the board for
staggered 4-year terms, will have initial terms that expire on July 1, 2002 and July 1,
2003.

6 **SECTION 12. Initial applicability.**

screened

7 (1) The treatment of section 440.037 (4) of the statutes first applies to cases of
8 possible unprofessional conduct that are ~~reported~~ on the effective date of this
9 subsection.

10 (2) The treatment of section 440.037 (5) of the statutes first applies to formal
11 complaints that are filed on the effective date of this subsection.

12 ~~(3) The treatment of section 440.037 (6) of the statutes first applies to~~
13 ~~disciplinary proceedings that are commenced on the effective date of this subsection.~~

14 (4) The treatment of section ⁽⁵⁾ 440.037 (6) and 448.02 (3) (c) and (d) of the statutes first applies
15 to cases of unprofessional conduct for which a formal complaint is filed on the
16 effective date of this subsection.

17 **SECTION 13. Effective date.**

18 (1) This act takes effect on the first day of the 6th month beginning after
19 publication.

20 (END)

INSERT 16-19

1999-2000 DRAFTING INSERT
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LEGISLATIVE REFERENCE BUREAU

LRB-3728/2ins
MDK.....

1

INSERT 5-18:

2

Note that "person" is broadly defined in s. 990.01 (26), stats.

3

INSERT 16-19:

4

SECTION 1. Effective dates. This act takes effect on the day after publication,

5

except as follows:

6

(1) The treatment of sections 69.18 (2) (g) and 979.01 (1n) and (1p) of the

7

statutes takes effect on the first day of the 6th month beginning after publication.

(END OF INSERT)

**SUBMITTAL
FORM**

LEGISLATIVE REFERENCE BUREAU
Legal Section Telephone: 266-3561
5th Floor, 100 N. Hamilton Street

The attached draft is submitted for your inspection. Please check each part carefully, proofread each word, and sign on the appropriate line(s) below.

Date: 12/29/1999

To: Legislative Council - JLC


Relating to LRB drafting number: LRB-3728


Topic


Health care professional discipline cases

Subject(s)

Occupational Reg. - misc

1. **JACKET** the draft for introduction _____ 
in the **Senate** or the **Assembly** _____ (check only one). Only the requester under whose name the drafting request is entered in the LRB's drafting records may authorize the draft to be submitted. Please allow one day for the preparation of the required copies.

2. **REDRAFT.** See the changes indicated or attached 
A revised draft will be submitted for your approval with changes incorporated.

3. Obtain **FISCAL ESTIMATE NOW**, prior to introduction 
If the analysis indicates that a fiscal estimate is required because the proposal makes an appropriation or increases or decreases existing appropriations or state or general local government fiscal liability or revenues, you have the option to request the fiscal estimate prior to introduction. If you choose to introduce the proposal without the fiscal estimate, the fiscal estimate will be requested automatically upon introduction. It takes about 10 days to obtain a fiscal estimate. Requesting the fiscal estimate prior to introduction retains your flexibility for possible redrafting of the proposal.

If you have any questions regarding the above procedures, please call 266-3561. If you have any questions relating to the attached draft, please feel free to call me.

Mark D. Kunkel, Legislative Attorney
Telephone: (608) 266-0131