



WISCONSIN LEGISLATIVE COUNCIL
PROPOSED REPORT TO THE LEGISLATURE

SPECIAL COMMITTEE ON HEALTH CARE ACCESS

January 9, 2012

PRL 2011-13

Special Committee on Health Care Access

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PART I

KEY PROVISIONS OF COMMITTEE RECOMMENDATIONS

The Special Committee on Health Care Access recommends the following bill drafts to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature.

WLC: 0058/2, Relating to the Administration of Vaccines by Pharmacists

WLC: 0058/2 makes the following change to current law:

- Lowers the age of patients to whom pharmacists may administer influenza vaccines from 18 to 6 years. [Subsequent to the Special Committee's approval of this draft, 2011 Wisconsin Act 32 (the 2011-13 Biennial Budget Act) changed the law to allow pharmacists to administer vaccines to individuals age six and older.]

WLC: 0066/2, Relating to Collecting Workforce Survey Information From Health Care Providers

WLC: 0066/2 makes the following change to current law:

- Requires the Department of Regulation and Licensing (DRL, now the Department of Safety and Professional Services), the Department of Health Services (DHS), and the Department of Workforce Development (DWD) to jointly develop a workforce survey for health care providers.

WLC: 0091/1, Relating to Dental Licensing Exceptions

WLC: 0091/1 makes the following change to current law:

- Expands an exemption from dental licensing requirements for dental residents or dental interns appointed by U.S.-based educational institutions and community health centers that meet certain requirements and by hospitals located outside Wisconsin.

WLC: 0096/2, Relating to Duties of Local Health Departments

WLC: 0096/2 makes the following changes to current law:

- Modifies duties of local health departments to require them to regularly conduct and disseminate assessments focused on population health standards and public health issues facing the community; also, modifies the statute relating to developing public health policies and plans.

WLC: 0097/2, Relating to Repayment of State Aid by Medical or Dental School Graduates

WLC: 0097/2 makes the following change to current law:

- Requires graduates of the University of Wisconsin (UW) School of Medicine and Public Health who pay resident tuition, and graduates of the Medical College of Wisconsin (MCW), or Marquette School of Dentistry who receive state assistance as residents of Wisconsin, to practice in Wisconsin for a specified period of time.

PART II

COMMITTEE ACTIVITY

Assignment

The Joint Legislative Council established the Special Committee on Health Care Access and appointed the initial chairperson by a May 7, 2010 mail ballot. The committee was directed to study potential solutions to the shortage of health care providers, particularly in rural areas and inner cities, and the adequacy of funding for public health. The Special Committee is directed to study possible state assistance to underserved areas and an expansion of Wisconsin's capacity for training family practice physicians and nurses, and additional funding sources for public health.

Membership of the Special Committee was appointed by June 30, 2010 and January 6, 2011 mail ballots. The January 6, 2011 mail ballot also appointed a new chairperson, Senator Luther Olsen. The final committee membership consisted of one Senator, two Representatives, and 14 public members. A list of committee members is included as **Appendix 3** to this report.

Summary of Meetings

The Special Committee held six meetings on the following dates:

August 24, 2010
October 1, 2010 (Marshfield)
October 22, 2010 (Milwaukee)
November 22, 2010
January 7, 2011
February 14, 2011

At the August 24, 2010 meeting, the Special Committee heard testimony from invited speakers.

Richard Cooper, MD, Professor of Medicine, University of Pennsylvania, stated the need to acknowledge the severity of the health care provider shortage. He suggested a two-prong approach should be taken: (a) restructure clinical practices so they are more efficient and as inclusive of as many providers as possible; and (b) expand training programs to produce more physicians and health care professionals.

He said that we need to look at expanding residencies which are largely funded by Medicare and create more that specifically address urban/rural issues. There is also a need to increase, by at least 5%, the training of PhD-trained nurses to keep up with the shortage.

Jenni Sevenich, CEO, Westside Healthcare Association, Inc., said that her clinic serves 7,000 of the 70,000 individuals who need health care in the area. There are enough doctors in the area but they are not evenly distributed throughout the City of Milwaukee. Also, there is a need for additional minority health care providers to overcome barriers created by cultural differences and fear.

Tim Size, Executive Director, Rural Wisconsin Health Cooperative, said that there are fewer health care providers and more patients and this disparity will only grow over time. There is a need for a more even distribution of physicians throughout the state.

The Wisconsin Academy for Rural Medicine (WARM) program is a success story and we need more programs like it.

Carl Getto, MD, Associate Dean for Hospital Affairs, UW School of Medicine and Public Health, provided a summary of the report, "Who Will Care for Our Patients? 2008 Update: Taking Action to Fight a Growing Physician Shortage in Wisconsin." Dr. Getto stated that misdistribution of

physicians in Wisconsin is most acute in primary care and that the supply of physicians will not keep up with demand. He encouraged the state to maintain a favorable malpractice climate and recommended that the committee look at ways to increase residency opportunities in the state.

Dr. Getto also suggested that the committee look at ways to expand the WARM program, which places residents in rural health care settings. He stated that the UW School of Medicine and Public Health is at capacity and the possibility of opening a third medical school in the state should be examined.

Kenneth Simons, MD, Associate Dean for Graduate Medical Education and Accreditation, MCW, noted that the cut in capitation payments in 2003 has led to a decline in Wisconsin students attending the MCW. MCW is the third largest private medical school in the United States and is at capacity. Medicare pays for residencies but does not provide enough funding to cover the need. He suggested that Wisconsin consider an insurance tax like New York has to fund residencies.

Marilyn Kaufman, PhD, RN, Nursing Program Chair, Lakeshore Technical College, presented the committee with written recommendations regarding the nursing shortage in the state and noted that there is a considerable shortage of PhD-level nurses and a borderline shortage at the master's level. Nurses tend to seek a new degree a decade after receiving their previous degree, so we need to look at ways to fast-track education. Lakeshore is currently utilizing adjunct faculty to meet the shortage of educators. Dr. Kaufman recommended a market-based approach for faculty salaries to retain nurse educators.

At the October 1, 2010 meeting, the Special Committee met at Marshfield Clinic. **Dr. Robert Phillips** welcomed the committee to the clinic and introduced **Dr. Erik Stratman**. Dr. Stratman noted that WARM has the first class that is entering its final year, and went on to note the potential of telemedicine. He also suggested that the dental residency program could be expanded by eliminating a barrier in ch. 447, Stats.

Dr. Michael Kryda, the Chief Executive Officer of Ministry St. Joseph's Hospital, suggested that there are four ways in which the state could increase supply and retention of physicians: (a) develop and expand residency rotations; (b) increase residency slots; (c) create a generous loan forgiveness program; and (d) expand medical education.

Judy Warmuth, Vice-President for Workforce of the Wisconsin Hospital Association, had concerns about the current and future shortage of physicians, but also had similar concerns about shortages of physician assistants, advanced nurse practitioners, nurse faculty, and nurse leaders. She stressed the need for a strategic plan to identify health care workforce needs. She made several suggestions to help expand the health care workforce.

Dr. Kenneth Kurt described the history of osteopathic medicine, which was developed 130 years ago. He added that approximately 65% of practicing osteopathic physicians specialize in primary care areas such as pediatrics, family practice, obstetrics and gynecology, and internal medicine. He added that there is a goal of opening an osteopathic college of medicine in Wisconsin; currently there are 28 such colleges in the United States. Potential sites have included Milwaukee and the surrounding area, Racine, Marshfield, and Green Bay.

Jean Durch, Chippewa County Health Officer, stated that between 1990 and the current time, Wisconsin has had a lower health ranking among the various states, and that the state's investment in public health financing ranks very low. She stated that the public health community asks the committee to support strategies that can fix the problems with our current system of funding public health and suggested several strategies

Christine Hovell, Jackson County Public Health Officer, stated that it has become difficult to maintain infrastructure in many local health agencies and to satisfy state mandates and core public health functions. She noted that the Wisconsin Association of Local Health Departments and Boards

(WALHDAB) and the Wisconsin Public Health Association (WPHA) support the provision of state funding for standardized community health assessment and improvement planning within local health departments and a requirement that a portion of funding be allowed to directly address community health improvement planning priorities and public health mandates.

Richard Thoune, Eau Claire County Health Officer, noted that every local health department is mandated to investigate communicable diseases and that the state should share in the cost of an increase in investigating communicable diseases.

Jen Rombalski, Buffalo County Health Officer, described the turnover rate among public health nurses, with the average stay at her agency being one year and three months. She added that pay is a big issue. She suggested tuition incentives for nurses to get their master's degrees and incentives for local health agencies to merge.

Nancy Rublee, Price County Public Health Hygienist, made suggestions to alleviate the shortage of dental services, including consideration of a model mid-level dental provider for Wisconsin that would increase services provided through community health centers; and increasing reimbursement for the provision Medicaid dental services. She also suggested allowing dental hygienists to practice within the scope of their license in any setting.

Dr. Gary Martin, D.D.S., stated that dentists are being underpaid by Medicaid and are being reimbursed at 39% of charges, which is less than their overhead costs. He added that dentists need to be reimbursed on an equal basis, since federally qualified health centers receive reimbursement for dental services at a higher rate than dentists in private practice.

At the October 22, 2010 meeting, the Special Committee met in Milwaukee.

Senator Spencer Coggs welcomed the committee to the Isaac Coggs Heritage Health Center and discussed the importance of the health center and other Milwaukee Health Services, Inc., facilities in providing access to health care for an underserved population.

Dr. Madelaine Tully, Chief Medical Officer, Westside Healthcare Association, stated that the two federally qualified health centers her association operates have had a positive impact on the community, by strong relationships between patient and provider and the use of the medical home model.

Ruby Sutton, Health Ministry Coordinator, Monumental Baptist Church, stated that communication is the key in reaching out to neighborhoods in need and to working with state agencies. She suggested that state agencies work more closely with church programs in reaching underserved needy populations.

Julie Willems Van Dijk, Wisconsin Public Health Council, WPHA, WALHDAB, emphasized that the public health system addresses all factors which contribute to an individual living a long healthy life. She provided the following two recommendations:

- a. Strengthen statutes regarding public health voluntary accreditation to align it with new national standards, especially in the area of community health improvement planning.
- b. Consider assessing a user fee on tobacco, alcohol, and non-nutritious foods to fund public health.

Dr. Michael Brown and **Dr. Andrew Traynor**, Professors, Concordia University School of Pharmacy, requested that the committee consider pharmacists when developing health care access policies. They emphasized the importance of including pharmacists on the medical home model team. They suggested that the committee look at providing incentives to attract and retain pharmacists in rural areas and creating loan forgiveness programs for those who work in rural areas.

Dr. Alan David, MCW, was accompanied by **Elizabeth Fleming** and **Camille Garrison**, who shared their experiences as medical students at MCW and emphasized the importance of family practice residency programs. Dr. David asked the committee to look at ways to address the high debt load graduating medical students face and ways to fund additional residency programs.

Dr. Valerie Gilchrist, Chair, UW Department of Family Medicine, and **Dr. Pat Remington**, UW School of Medicine and Public Health, discussed the factors that have contributed to a shortage of primary care physicians and suggested ways to address the shortage. Dr. Gilchrist recommended that the committee consider supporting the debt load and look at ways to enhance practice environments and training programs as ways to increase the number of primary care physicians. Dr. Remington stressed the importance of looking at the demand side and investing in public health infrastructure.

Judith Hansen, Wisconsin Center for Nursing, and **Gina Dennik-Champion**, Wisconsin Nurses Association, discussed the important role nurses play in the health care recommended that the committee look at ways of: (a) doubling the number of doctoral prepared nurses; (b) providing access to high quality, cost-effective care by advanced practice nurses with fewer constraints on their practice; and (c) encouraging nurses without bachelor's degrees to work toward a Bachelor of Science in Nursing.

Ms. Dennik-Champion's number one recommendation to the committee was to institute loan forgiveness and scholarship programs to attract people to the field of nursing, particularly in the public health area.

Kasey Bruch-Nenn, St. Elizabeth Ann Seton Dental Clinic, discussed the importance of providing dental care in public schools in hopes that the program conducted by her dental clinic will be replicated throughout the state.

Dr. Thomas R. Willett and **Andrew C. Thorp**, RN, Access Affordable Healthcare, presented the committee with a model of health care delivery they recently instituted. The goals of the model are to provide transparency regarding costs of medical care and avoid paperwork associated with health insurance, Medicare, and Medicaid claims.

Clark Collins, President, Wisconsin Academy of Physician Assistants, informed the committee that over one-half of physician assistants (PAs) work in primary care, and that UW-Madison encourages its PA students to work in primary care and provides opportunities to train in at least one rural setting. He emphasized the need for more clinical training sites for PA students.

Dr. Gregg S. Silberg, Wisconsin College of Osteopathic Medicine, spoke regarding the creation of a college of osteopathic medicine in Wisconsin. He stated that the college would be located in Racine because, as part of southeast Wisconsin, it is the highest provider shortage area in the state. According to Dr. Silberg, the school will open in August of 2012 or August 2013.

At the November 22, 2010 meeting, the Special Committee first heard from **Patricia Schroeder**, Dean of Nursing at Alverno College, who mentioned the Institute of Medicine report on nursing, including the projection that there will be one million too few nurses by the year 2020.

The committee began discussion of issues raised in Memo No. 1, *Potential Recommendations for the Committee's Consideration in the Areas of Educational Programs; Public Health; Licensure, Scope of Practice, and Related Issues; and Other Health Care Access Issues*. Chair Kessler noted that he had met with representatives of DHS on the issue of collecting workforce data. Richard Sweet, Legislative Council staff, described the proposal advanced by DHS, including collecting workforce data on dentists, psychiatrists, and other physicians. This data collection would be in addition to the nurse workforce data mandated by the 2009-11 Biennial Budget Act, 2009 Wisconsin Act 28. The committee discussed several aspects of workforce data collection.

The committee, by unanimous consent, asked that staff draft the workforce collection proposal involving physicians, dentists, pharmacists, PAs, and dental hygienists, and other provider groups necessary for health professional shortage area (HPSA) designation; that the information be collected electronically, if possible; that it be collected at time of initial licensure and license renewal; that it be collected by DRL, but shared with DHS and DWD; that those agencies be involved in designing the survey; and that the process be funded through existing licensure fees.

The committee then discussed two issues regarding licensure--increasing reciprocal recognition of licenses for health professionals and consolidating all licensure and certification of health professionals into DRL. Dr. Patterson discussed the potential recommendation on page 2 of the Memo regarding encouraging the federal government to lift the freeze on the number of Medicare-supported residency programs.

Chair Kessler and Senator Olsen asked that staff draft a letter to be signed by members of the committee to Wisconsin's congressional delegation and the federal Center for Medicare and Medicaid Services.

The committee discussed a potential recommendation to allow pharmacists to give vaccines to persons under 18 years of age.

The staff was directed to prepare a draft to retain the current statutes to allow pharmacists to give vaccines to persons 18 years or older, to add that pharmacists may give influenza shots to persons age 12 and over, and to provide that dentists be given the same authority as pharmacists with regard to vaccines.

The committee discussed the recommendation to allow physicians to supervise more than two PAs. Current administrative rules allow physicians to supervise only two PAs and requested information about a potential Medical Examining Board rule change at its next meeting.

Finally, the committee discussed the proposal to establish a school for doctors of osteopathy.

At the January 7, 2011 meeting, the Special Committee heard testimony from **Dr. Joseph Kilsdonk**, Marshfield Clinic. Dr. Kilsdonk provided the committee with a summary of provisions in the federal Patient Protection and Affordable Care Act (PPACA) that relate to medical residencies, and funding that was awarded to Marshfield Clinic to expand residency programs. There is a need for more primary care residency slots because a large number of primary care physicians are retiring. He noted that 2009 Wisconsin Act 190 sets aside \$750,000 for expansion of the Wisconsin rural residency program which could be used for planning associated with PPACA provisions.

Ms. Anderson stated that she is involved in writing a manual on sustaining rural residency tracks and keeping the slots filled. She noted that there will be a symposium in Ohio in February regarding family medicine rural residency tracks.

Lori Spencer, RN, Baraboo District Ambulance Service, discussed a pilot program her service will be conducting which allows paramedics with 200 hours of additional training to visit patients in their homes and provide primary care services under the supervision of a physician. The goal of this pilot program is to reduce hospital readmission rates, improve patient outcomes, and save money.

Also at the meeting, the committee reviewed the following bill drafts:

WLC: 0058/1, relating to the administration of vaccines by pharmacists and dentists. The Committee amended the draft to strike all language regarding the administration of vaccines by dentists and to change the age from 12 years to 6 years for the administration of influenza vaccines by pharmacist, and approved the draft, as amended.

WLC: 0066/1, relating to collecting workforce survey information from health providers. The committee amended the draft to include psychologists, physical therapists, and clinical social workers in the definition of “health care provider”, and approved the draft, as amended.

WLC: 0088/1, relating to a report on health care education.

After discussion on the bill draft, the committee adopted a motion to have the deans of admissions for both Wisconsin medical schools along with persons who can speak about WARM and similar programs to share with the committee the current admissions process and criteria, discuss any proposed programs, and each school’s plan of action for ways to increase the number of students from underrepresented populations and students who have a propensity to serve underserved areas in Wisconsin in primary care.

Legislative Council staff was also asked to prepare bill drafts regarding tuition assistance in exchange for service and state matching grants to Wisconsin accredited institutions for higher learning for expanding teaching facilities related to health care. Committee members were encouraged to submit any additional ideas for bill drafts to the Legislative Council staff.

At the February 14, 2011 meeting, the committee heard testimony from **Dr. Robert Golden**, Dean, UW School of Medicine and Public Health. Dean Golden noted that UW Hospital and Clinics sponsors 432 residents and 99 fellows, with the difference between the cost and the reimbursement from Medicare being \$19 million per year. He added that the UW School of Medicine and Public Health sponsors 100 to 110 residents in family medicine programs throughout the state. In addition, the school has programs for PAs, genetic counselors, physical therapists, and masters of public health. He also discussed the resident/nonresident makeup of the first year class, and stated that the biggest single predictor of where physicians will practice is where they did their residency, not where they went to medical school. He also discussed potential strategies for addressing physician shortages.

The committee also heard from **Dr. John Raymond**, President, **Dr. Ken Simons**, and **Dr. Alan David**, MCW.

Dr. Raymond, President, MCW, noted that there are 820 medical students at MCW and 644 physicians in residency training and 127 physicians in fellowship training. He discussed admission standards and class makeup.

Dr. Simons discussed capitation payments to MCW, which were designed to keep equality with the UW medical school and recent reductions to the payments.

Dr. David noted that since 1975, the Department of Family and Community Medicine at MCW has educated over 961 family physicians. Of these residency program graduates, 552, or 57% have entered practice in Wisconsin. Of the family medicine graduates who originally came from Wisconsin, 84% stayed in Wisconsin.

No speaker offered suggestions to address health care provider shortages.

Also at the meeting, the committee reviewed the following bill drafts:

WLC: 0091/1, relating to dental licensing exceptions. The committee discussed the draft, and approved it for introduction.

WLC: 0095/1, relating to the creation of a matching grant program for the physical expansion of existing teaching institutions related to health care. After a discussion of the draft, a motion to table the draft failed. Subsequently, the committee approved a motion that staff contact the Wisconsin Health and Educational Facilities Authority and the Council on Workforce Investment regarding this issue and that the bill be redrafted to take into account these

issues and suggestions that have been made by the Wisconsin Association of Independent Colleges and Universities.

WLC: 0096/1, relating to duties of local health departments. The committee discussed the draft, which modifies the statute dealing with duties of local health departments. The draft was amended and approved by the committee.

WLC: 0097/1, relating to repayment of state aid by medical school graduates. The committee discussed the draft and approved two amendments suggested by committee members. The draft was approved by the committee as amended.

WLC: 0098/1, relating to the expansion of the health care provider loan assistance program to include public health professionals. The committee discussed the draft, and voted to amend the draft to include pharmacists in the program. Subsequently, the committee voted that the draft be laid on the table and that staff obtain additional information from DHS on the number of public health professionals that might be affected by the draft.

PART III

RECOMMENDATIONS INTRODUCED BY THE JOINT LEGISLATIVE COUNCIL

This part of the report provides background information on, and a description of, the bill drafts as recommended by the Special Committee on Health Care Access.

WLC: 0058/2, Relating to the Administration of Vaccines by Pharmacists

Background

The committee heard testimony from persons who asked the committee to consider pharmacists when developing health care access policies, and emphasized the importance of including pharmacists on the medical home model team.

Current statutes provide that a pharmacist may administer vaccines if the pharmacist has successfully completed 12 hours in a course of study and training, approved by the American Council on Pharmaceutical Education or the Pharmacy Examining Board, in vaccination storage, protocols, administration technique, emergency procedures, and record keeping, and satisfied requirements regarding liability insurance. At the time the committee was meeting, the law prohibited pharmacists from giving vaccinations to persons under the age of 18.

Description

This bill draft would allow pharmacists who complete the necessary study and training to: (a) administer influenza vaccines to individuals who are six years of age and older; and (b) administer other vaccines to individuals 18 years of age and older. It should be noted that 2011 Wisconsin Act 32 (the 2011-13 Biennial Budget Bill) changed the law to allow pharmacists to administer vaccines to individuals age six and older.

WLC: 0066/2, Relating to Collecting Workforce Survey Information From Health Care Providers

Background

2009 Wisconsin Act 28 (2009-10 Biennial Budget Act) required a nurse workforce survey. DRL and DWD worked together to collect, disseminate, and forecast information on Wisconsin's nursing workforce. It was suggested that this type of activity should be expanded to all health professions and collected biennially. Current law requires the Board of Nursing to require each applicant for renewal of a credential to complete a workforce survey developed by DWD. The board may not renew a credential unless the renewal applicant has completed the nursing workforce survey to the satisfaction of the board. In addition, current law requires each applicant for renewal to pay a nursing workforce survey fee of \$4. The committee gathered information from persons who suggested that the workforce survey data be gathered from *all* health professionals at the time of license application, and that the data be used to forecast workforce supply and demand, expanded to all health professions and collected biennially.

Description

This bill draft creates similar statutes with respect to workforce surveys of persons seeking renewal of a license as a dentist, dental hygienist, physician, psychologist, physical therapist, PA, pharmacist, or clinical social worker. The survey is to be developed jointly by DRL, DHS, and DWD. However, the bill draft does not include a workforce survey fee.

WLC: 0091/1, Relating to Dental Licensing Exceptions

Background

Several persons testified before the committee regarding the shortage of dental services in Wisconsin. Included in the suggestions to the committee was amending ch. 447, Stats., to eliminate barriers to creating dental residency programs in Wisconsin.

Current law provides that no license to practice dentistry is required for certain persons who do not engage in the private practice of dentistry and do not have an office outside the institution in which they are appointed or employed. This includes dental interns who are appointed by a hospital located in Wisconsin, if the hospital is accredited for dental internship training, and the internship does not exceed one year. In addition, current law applies to a dental resident who is appointed by a hospital located in Wisconsin for a second or subsequent year of advanced study of dental science if the hospital is accredited for dental residency training.

Description

This bill draft amends current law to delete the requirement that the hospital be located in this state and to add U.S.-based educational institutions and community health centers as locations at which a dental internship or residency may occur.

WLC: 0096/2, Relating to Duties of Local Health Departments

Background

Under current law, a local health department is required to regularly and systematically collect, assemble, analyze, and make available information on the health of the community.

Individuals that provided information to the committee suggested modifying the statutory requirements for local health departments to be consistent with standards of the Public Health Accreditation Board relating to community health improvement processes and plans. Specific language suggested by the WPHA and the WALHDAB would require local health departments to conduct and disseminate assessments focused on population health status and specified public health issues facing the community, as well as developing public health plans that include a comprehensive planning process resulting in a community health improvement plan. In addition, the local health departments would assess health care capacity and access to health care services, identify gaps, and implement strategies to improve access to health care services.

Description

The bill draft replaces this language with a requirement that a local health department conduct and disseminate assessments focused on population health status and public health issues facing the community, including two specified items.

In addition, the bill draft modifies the statute that requires a local health department to develop public health policies and procedures for the community to instead require that the department develop

public health policies and plans that include a comprehensive planning process resulting in a community health improvement plan that is both implemented and evaluated and includes actions to implement specified services and functions.

In addition, the bill draft deletes the requirement for local health departments to involve key policymakers and the general public in determining and developing a community health improvement plan and instead requires that the local health departments engage the public health system and the community in identifying and addressing health problems through an ongoing, collaborative process. The bill draft also adds the requirement that local health departments assess health care capacity and access to health care services, identify gaps, and implement strategies to improve access to health care services.

WLC: 0097/2, Relating to Repayment of State Aid by Medical or Dental School Graduates

Background

The committee heard testimony and discussed several ideas relating to providing incentives to students at Wisconsin medical schools to remain in the state and practice here after graduation. Public Member Dr. Sheldon Wasserman suggested the committee find a way to leverage public taxpayer support to encourage medical school students to stay and practice in Wisconsin. Dr. Wasserman proposed requiring medical and dental students who receive the stipend, or pay in-state tuition at UW, to engage in full-time clinical practice in Wisconsin for each year that they get the stipend, or pay in-state tuition. Wisconsin residents who know they will not practice in the state can choose not to receive the stipend or pay out-of-state tuition at UW. Students who choose not to return to Wisconsin after a residency or fellowship would be required to pay back the total amount of stipend plus interest, or the difference between in-state and out-of-state tuition plus interest. Students who return to Wisconsin but do not complete four years of full-time practice would be required to pay back a percentage corresponding to the amount of time they did practice in Wisconsin. As an example, a practitioner who returns, but leaves Wisconsin after only two years would be required to pay half of the amount they would have had to pay if they had not returned. Any repayments would be used to subsidize loan forgiveness programs for practitioners who agree to serve in Wisconsin's federally-designated HPSAs.

Description

The bill draft requires graduates of the UW School of Medicine and Public Health who pay resident tuition and graduates of the MCW who receive state assistance as residents of Wisconsin to practice in Wisconsin for a specified period of time. For graduates of the UW school, persons must practice in a HPSA in Wisconsin for at least six months for each year that the person paid resident tuition, or practice in an area that is not a HPSA in Wisconsin for at least one year for each year that the individual paid resident tuition. Graduates of MCW must practice in a HPSA in Wisconsin for at least six months, or practice in another area of the state for at least one year.

Persons who do not comply with these requirements are required to pay the state the difference between resident and nonresident tuition for the years he or she attended the UW school, or pay the state the amount of the tuition reduction at MCW, plus interest. Money that is collected under this bill would be used for the current program that provides loan repayment assistance for physicians.

The bill draft would apply to persons who begin their education at the UW school or MCW on or after July 1, 2012.

Appendix 1

Committee and Joint Legislative Council Votes

The following bill drafts were recommended by the Special Committee on Health Care Access to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature.

Special Committee Vote

The Special Committee voted to recommend the following bill drafts to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature. The vote on the drafts are as follows:

- WLC: 0058/1, relating to the administration of vaccines by pharmacists and dentists, passed, as amended, on a roll call vote of Ayes, 15 (Sen. Olsen; Reps. Kessler and Vruwink; and Public Members Anderson, Brandenburg, Gielow, Kay, Luedke, Nycz, Patterson, Riportella, Schmidt, Townsend, Wasserman, and Willis); Noes, 0; and Absent, 2 (Public Members Colburn and Gerke). [WLC: 0058/1, as amended, subsequently became WLC: 0058/2.]
- WLC: 0066/1, relating to collecting workforce survey information from health care providers, passed, as amended, on a roll call vote of Ayes, 15 (Sen. Olsen; Reps. Kessler and Vruwink; Public Members Anderson, Brandenburg, Gielow, Kay, Luedke, Nycz, Patterson, Riportella, Schmidt, Townsend, Wasserman, and Willis); Noes, 0; and Absent, 2 (Public Members Colburn and Gerke). [WLC: 0066/1, as amended, subsequently became WLC: 0066/2.]
- WLC: 0091/1, relating to dental licensing exceptions, passed on a roll call vote of Ayes, 13 (Reps. Kessler and Vruwink; and Public Members Anderson, Brandenburg, Gerke, Gielow, Nycz, Patterson, Riportella, Schmidt, Townsend, Wasserman, and Willis); Noes, 0; and Absent, 4 (Sen. Olsen; and Public Members Colburn, Kay, and Luedke).
- WLC: 0096/1, relating to duties of local health departments, passed, as amended, on a roll call vote of Ayes, 13 (Reps. Kessler and Vruwink; and Public Members Anderson, Brandenburg, Gerke, Gielow, Nycz, Patterson, Riportella, Schmidt, Townsend, Wasserman, and Willis); Noes, 0; and Absent, 4 (Sen. Olsen; and Public Members Colburn, Kay, and Luedke). [WLC: 0096/1, as amended, subsequently became WLC: 0096/2.]
- WLC: 0097/2, relating to repayment of state aid by medical or dental school graduates, passed, as amended, on a roll call vote of Ayes, 12 (Reps. Kessler and Vruwink; Public Members Anderson, Brandenburg, Gerke, Gielow, Nycz, Riportella, Schmidt, Townsend, Wasserman, and Willis); Noes, 0; and Absent, 5 (Sen. Olsen; and Public Members Colburn, Kay, Luedke, and Patterson). [WLC: 0097/1, as amended, subsequently became WLC: 0097/2.]

Appendix 2

Joint Legislative Council

[Joint Legislative Council Members Who Selected and Appointed Committee and Its Membership]

Co-Chair

FRED A. RISSER

Senate President

100 Wisconsin Avenue, Unit 501
Madison, WI 53703

Co-Chair

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This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.

Joint Legislative Council

[Current Joint Legislative Council Members Receiving Committee Report]

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This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.

*Terry C. Anderson, Director, Legislative Council Staff
1 East Main Street, Suite 401, P.O. Box 2536, Madison, Wisconsin 53701-2536*

Health Care Access

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(Chair 1/11 to completion)
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Fond du Lac, WI 54935

Sandy Anderson
St. Clare Hospital & Health Services
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Baraboo, WI 53913

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SEIU Healthcare Wisconsin
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Executive Dean, School of Pharmacy
Concordia University
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Director & Health Officer
Marquette County Health Dept.
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UW School of Medicine & Public Health
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Dr. Earnestine Willis
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(Chair 5/10 to 1/11)
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Marshfield Clinic Policy Director
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1305 Linden Drive
Madison, WI 53706

Dr. Sheldon A. Wasserman
3487 North Lake Drive
Milwaukee, WI 53211

STUDY ASSIGNMENT: The Special Committee is directed to study potential solutions to the shortage of health care providers, particularly in rural areas and inner cities, and the adequacy of funding for public health. The Special Committee is directed to study possible state assistance to underserved areas and an expansion of Wisconsin's capacity for training family practice physicians and nurses, and additional funding sources for public health.

17 MEMBERS: 1 Senator; 2 Representatives; and 14 Public Members.

LEGISLATIVE COUNCIL STAFF: Richard Sweet, Senior Staff Attorney; Heidi Frechette, Staff Attorney; and Joan Bloom, Support Staff.

Committee Materials List

(Copies of documents are available at www.legis.state.wi.us/lc)

February 14, 2011 Meeting

- [WLC: 0058/2](#), relating to the administration of vaccines by pharmacists (January 19, 2011).
- [WLC: 0066/2](#), relating to collecting workforce survey information from health care providers (January 24, 2011).
- [WLC: 0091/1](#), relating to dental licensing exceptions (February 7, 2011).
- [WLC: 0095/1](#), relating to the creation of a matching grant program for the physical expansion of existing teaching institutions related to health care.
- [WLC: 0096/1](#), relating to duties of local health departments (February 1, 2011).
- [WLC: 0097/1](#), relating to repayment of state aid by medical school graduates (February 4, 2011).
- [WLC: 0098/1](#), relating to the expansion of the health care provider loan assistance program to include public health professionals (February 4, 2011).
- [Letter](#), from Representative Fred Kessler regarding the physician shortages and the teaching nurse shortage (February 8, 2011).
- [Handout](#), *Wisconsin Population Demographic Affect on Health Care Access* submitted by John F. Townsend (February 14, 2011).
- [Presentation](#), John R. Raymond, Sr., MD, President and CEO; Kenneth B. Simons, MD, Associate Dean, Graduate Medical Education; and Alan K. David, MD, Chairman, Department of Family and Community Medicine; Medical College of Wisconsin.
- [Presentation](#), Robert N. Golden, MD, Dean, School of Medicine and Public Health, Vice Chancellor for Medical Affairs, University of Wisconsin, Madison.
- [Additional Testimony](#), from the Medical College of Wisconsin (February 2011).
- [Letter](#) from the Medical College of Wisconsin regarding costs of family medicine residencies (February 16, 2011).
- [Information](#) on Public Health Professionals provided by the Department of Health Services.

January 7, 2011 Meeting

- [Handout](#), *Proposal of John F. Townsend*.
- [Handout](#), *At a Glance: Wisconsin Clinical Laboratory Science Workforce Survey*
- [Handout](#), *Healthcare Workforce Reports, Health Professional Shortage Area Designation Process, and National Health Service Corps At A Glance*, submitted by Rachel Currans-Sheehan, Wisconsin Department of Health Services.
- [WLC: 0058/1](#), relating to the administration of vaccines by pharmacists and dentists (December 8, 2010).
- [WLC: 0066/1](#), relating to collecting workforce survey information from health care providers (December 15, 2010).
- [WLC: 0088/1](#), relating to report on health education.
- [Memo No. 1](#), *Potential Recommendations for the Committee's Consideration in the Areas of Educational Programs; Public Health; Licensure, Scope of Practice, and Related Issues; and Other Health Care Access Issues* (November 16, 2010).

November 22, 2010 Meeting

- [Handout](#), *Workforce Information*, submitted by the Department of Health Services (November 3, 2010).
- [Handout](#), *The Future of Nursing: Leading Change, Advancing Health*, distributed by the Institute of Medicine (November 22, 2010).
- [Testimony](#), *Scope of Practice Barriers for Nurses*, by Kathryn Osborne, Certified Nurse-Midwife and Advanced Practice Nurse Prescriber (November 19, 2010).
- [Article](#), *Save a Smile*, as seen in the *Fond du Lac Reporter*, submitted by committee member Representative John Townsend.
- [Handout](#), *Health Care Access Committee Recommendations* submitted by Committee Member Dr. Sheldon Wasserman.
- [Memo No. 1](#), *Potential Recommendations for the Committee's Consideration in the Areas of Educational Programs; Public Health; Licensure, Scope of Practice, and Related Issues; and Other Health Care Access Issues* (November 16, 2010).

- [Testimony](#), *Access to Vision and Eye Health Care Services*, submitted by Peter Theo, Executive Vice President, Wisconsin Optometric Association (November 5, 2010).
- [Handout](#), *Price County Follow-up*, submitted by Price County Public Health (November 8, 2010).
- [Handout](#), *WDHA Recommendations*, submitted by Deborah Schumacher RDH, ME, Wisconsin Dental Hygienists' Association (November 7, 2010).
- [Handout](#), *Recommendations to the Legislative Council Special Committee on Health Care Access*, submitted by Michael Welsh, Government Affairs Specialist, Hoven Consulting, Inc. (November 9, 2010).
- [Handout](#), *Recommendations to the Legislative Council Special Committee on Health Care Access*, submitted by Committee Member Sandy Anderson (November 10, 2010).

October 22, 2010 Meeting

- [Handout](#), *Physician Shortages to Worsen Without Increases in Residency Training*, submitted by Judy Warmuth, Vice President, Workforce, Wisconsin Hospital Association, Inc., Association of American Medical Colleges (AAMC).
- [Map](#) to Isaac Coggs Heritage Health Center, 8200 West Silver Spring Drive, Milwaukee.
- [Handout](#), *Promoting Access to Health Care Through Patient Advocacy in Wisconsin*, submitted by ABC for Rural Health Care.
- [Handout](#), *The Future of Nursing, Leading Change, Advancing Health*, submitted by the Institute of Medicine of the National Academies.
- [Handout](#), *Local Health Department Job Losses and Program Cuts: Findings from January/February 2010 Survey*, submitted by The National Association of County and City Health Officials (May 2010).
- [Handout](#), *Local Health Department Job Losses and Program Cuts: Overview of Survey Findings from January/February 2010 Survey*, submitted by The National Association of County and City Health Officials (March 2010).
- [Handout](#), *Local Health Department Job Losses and Program Cuts: State-Level Tables from January/February 2010 Survey*, submitted by The National Association of County and City Health Officials (March 2010).
- [Handout](#), *A Proposal to the Public Health Council, Increased State Financing of Governmental Public Health*, submitted by the Wisconsin Department of Health and Family Services, Public Health Council, Ad Hoc Finance Committee (December 7, 2007).
- [Testimony](#), submitted by Julie Willems Van Dijk, RN, PhD, Associate Scientist, University of Wisconsin Population Health Institute (October 22, 2010).
- [Handout](#), submitted by Dr. William Lobb, Dean of the Marquette University School of Dentistry (October 21, 2010).
- [Testimony](#), submitted by Deborah Schumacher, RDH, Wisconsin Dental Hygienists' Association, Legislative Chair (October 22, 2010).
- [Handout](#), *Recommendations for Statutory Changes*, distributed by Deborah Schumacher, RDH, WDHA (October 22, 2010).
- [Handout](#), *Statutory Amendment Recommendations in Plain Language*, distributed by Deborah Schumacher, RDH, WDHS (October 22, 2010).
- [Testimony](#), by Valerie J. Gilchrist, MD, Millard Professor in Community Health, Chair, Department of Family Medicine, University of Wisconsin School of Medicine and Public Health (October 22, 2010).
- [Testimony](#), submitted by Chris Stroud, MD, Vice President of Medical Services and Chief Medical Officer with Aurora Medical Group (October 22, 2010).
- [Testimony](#), submitted by Dr. Michael C. Brown, Pharm. D., and Dr. Andrew P. Traynor, Pharm. D., BCPS, Professors, Concordia University, Wisconsin School of Pharmacy (October 22, 2010).
- [Testimony](#), submitted by Alan David, MD, Medical College of Wisconsin (MCW); Elizabeth Fleming, MCW Family Medicine Student; and Camille Garrison, MD, MCW Family Physician Alumnus (October 22, 2010).
- [Testimony](#), *Nursing Workforce Shortages in Wisconsin*, submitted by Judith M. Hansen, MS, BSN, RN, Executive Director-Wisconsin Center for Nursing (October 22, 2010).
- [Testimony](#), *Sustaining a Nursing Workforce for the Future*, submitted by Gina Dennik-Champion, MSN, MSHA, RN, Executive Director Wisconsin Nurses Association (October 22, 2010).
- [Testimony](#), *School-Based Oral Health Care as Best Practice*, submitted by Kasey Bruch-Nenn, St. Elizabeth Ann Seton Dental Clinic (October 22, 2010).
- [Testimony](#), *Improving Access to Affordable Healthcare in Wisconsin - A Fee-for-Service Approach*, submitted by Thomas R. Willett, D.O., and Andrew C. Thorp, R.N., Access Affordable Healthcare, Green Lake, WI. (October 22, 2010).
- [Testimony](#), *Increasing Access to Healthcare - The Role of PAs*, by Clark Collins, PA-C, submitted by President, Wisconsin Academy of Physician Assistants (October 22, 2010).
- [Testimony](#), *Wisconsin College of Osteopathic Medicine Potential Impact Analysis*, submitted by Gregg S. Silberg, DO, RPh, FACO, FAOCR, Member, Board of Directors, Wisconsin College of Osteopathic Medicine (October 22, 2010).

- [Handout](#), *County Health Rankings* (October 22, 2010).
- [Testimony](#), submitted by Shirin Cabraal, Managing Attorney, Disability Rights Wisconsin, (October 22, 2010).

October 1, 2010 Meeting

- [Map](#) of Marshfield Clinic.
- [Map](#) showing location of Laird Center and Parking Lot B.
- [Testimony](#), submitted by Richard Thoune, RS, MS, MPH, Eau Clair City-County Health Officer.
- [Testimony](#), submitted by Nancy J. Rublee, RDH, CDHC, Price County Health and Human Services (September 30, 2010).
- [Testimony](#), submitted by Judy Warmuth, Vice President, Workforce, Wisconsin Hospital Association, Inc. (October 1, 2010).
- [Testimony](#), submitted by Jean Durch, MPS, RN, Chippewa County Health Officer (October 1, 2010).
- [Testimony](#), submitted by Michael Kryda, MD, CEO, Ministry St. Joseph's Hospital Marshfield, WI. (October 1, 2010).
- [Testimony](#), submitted by Erik Stratman, MD, Director, Division of Education, Marshfield Clinic (October 1, 2010).
- [Handout](#), *National Association of Community Health Centers Newsletter, Policy Update*, submitted by Ted Kay (September 2010).
- [Handout](#), *Nurse Educator Survey White Paper*, submitted by Mary Lu Gerke (September 2010).
- [Presentation](#), *Wisconsin College of Osteopathic Medicine*, submitted by Ken Kurt, D.O.
- [Presentation](#), *2009 National Distribution of Osteopathic Physicians*, submitted by Ken Kurt, D.O.

August 24, 2010 Meeting

- [Presentation](#), *Health, Poverty and Health Care Spending*, submitted by Richard A. Cooper, MD, Professor of Medicine and Senior Fellow Leonard Davis Institute of Health Economics, University of Pennsylvania (July 10, 2010).
- [Handout](#), *Weighing the Evidence for Expanding Physician Supply*, distributed by Richard Cooper, MD, University of Pennsylvania (undated).
- [Handout](#), *Health Policy*, distributed by Richard Cooper, MD, University of Pennsylvania (Spring 2010).
- [Presentation](#), *Urban Health Access*, by Jenni Sevenich, CEO Westside Healthcare Association.
- [Presentation](#), *Rural Health Access & Workforce*, by Tim Size, Director, Rural Wisconsin Health Cooperative (August 24, 2010).
- [Handout](#), *Quality of Care in Rural America*, submitted by Tim Size, Director, Rural Wisconsin Health Cooperative (August 24, 2010).
- [Handout](#), *Who Will Care For Our Patients?*, submitted by Dr. Carl Getto, University of Wisconsin School of Medicine and Public Health (October 2008).
- [Handout](#), *MCW Perspective on Relevance of Reduced Student Capitation Funding on Wisconsin Physician Workforce*, submitted by Dr. Kenneth B. Simons, Medical College of Wisconsin (August 24, 2010).
- [Testimony](#), *Nursing Faculty Shortage in Wisconsin*, by Marilyn Kaufmann, PhD, RN, Nursing Program Chair, Lakeshore Technical College (August 24, 2010).
 - [Handout](#), additional information as requested by the Special Committee on Health Care Access, from Marilyn Kaufmann, PhD, RN, Nursing Program Chair, Lakeshore Technical College (September 21, 2010).