By the Committee on Business Regulation & Consumer Affairs and Representatives Ogles, Crist, Chestnut, Brown and Lynn

1 A bill to be entitled An act relating to professional regulation; 2 amending s. 11.62, F.S.; adding criteria for 3 4 evaluating the need for new regulation; amending ss. 455.201 and 455.517, F.S.; 5 6 requiring the Department of Business and 7 Professional Regulation and the Department of Health, respectively, to consider the impact on 8 9 jobs when creating regulation; creating s. 455.2035, F.S.; granting the Department of 10 Business and Professional Regulation rulemaking 11 authority to regulate any profession under its 12 13 jurisdiction for which there is no regulatory board; amending ss. 455.209, 455.213, 455.218, 14 15 and 455.2285, F.S.; eliminating or revising obsolete references or provisions relating to 16 17 the Agency for Health Care Administration; 18 amending s. 455.219, F.S.; providing inspection fee authority; creating s. 455.2237, F.S.; 19 20 providing for inspection and investigative authority by rule; amending s. 455.225, F.S.; 21 revising probable cause provisions and 22 eliminating or revising obsolete references; 23 specifying conditions for issuance of a notice 24 of noncompliance for failure to comply with 25 26 continuing education requirements; amending s. 27 627.912, F.S., relating to reports by insurers 28 on professional liability claims and actions; 29 revising references to clarify that the Department of Health is the agency responsible 30 31

1 for receiving and acting on reports relating to 2 certain licensees; providing effective dates. 3 4 Be It Enacted by the Legislature of the State of Florida: 5 6 Section 1. Effective October 1, 1998, subsections (3) 7 and (4) of section 11.62, Florida Statutes, are amended to 8 read: 9 11.62 Legislative review of proposed regulation of unregulated functions. --10 In determining whether to regulate a profession or 11 12 occupation, the Legislature shall consider the following 13 factors: 14 Whether the unregulated practice of the profession 15 or occupation will substantially harm or endanger the public health, safety, or welfare and whether the potential for harm 16 17 is recognizable and not remote; 18 (b) Whether the practice of the profession or 19 occupation requires specialized skill or training, and whether 20 that skill or training is readily measurable or quantifiable 21 so that examination or training requirements would reasonably ensure assure initial and continuing professional or 22 23 occupational ability; 24 (c) Whether the regulation will have an unreasonable effect on job creation or job retention in the state or will 25 26 place unreasonable restrictions on the ability of individuals 27 who seek to practice or who are practicing a given profession

(d)<del>(c)</del> Whether the public is or can be effectively

or occupation to find employment;

protected by other means; and

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 $\underline{\text{(e)}(d)}$  Whether the overall cost-effectiveness and economic impact of the proposed regulation, including the indirect costs to consumers, will be favorable.

- (4) The proponents of legislation that provides for the regulation of a profession or occupation not already expressly subject to state regulation shall provide, upon request, the following information in writing to the state agency that is proposed to have jurisdiction over the regulation and to the legislative committees to which the legislation is referred:
- (a) The number of individuals or businesses that would be subject to the regulation;
- (b) The name of each association that represents members of the profession or occupation, together with a copy of its codes of ethics or conduct;
- (c) Documentation of the nature and extent of the harm to the public caused by the unregulated practice of the profession or occupation, including a description of any complaints that have been lodged against persons who have practiced the profession or occupation in this state during the preceding 3 years;
- (d) A list of states that regulate the profession or occupation, and the dates of enactment of each law providing for such regulation and a copy of each law;
- (e) A list and description of state and federal laws that have been enacted to protect the public with respect to the profession or occupation and a statement of the reasons why these laws have not proven adequate to protect the public;
- (f) A description of the voluntary efforts made by members of the profession or occupation to protect the public

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and a statement of the reasons why these efforts are not adequate to protect the public;

- (g) A copy of any federal legislation mandating regulation;
- (h) An explanation of the reasons why other types of less restrictive regulation would not effectively protect the public;
- (i) The cost, availability, and appropriateness of training and examination requirements;
- $\underline{(j)}(i)$  The cost of regulation, including the indirect cost to consumers, and the method proposed to finance the regulation;
- (k) The cost imposed on applicants or practitioners or on employers of applicants or practitioners as a result of the regulation;
- (1)(j) The details of any previous efforts in this state to implement regulation of the profession or occupation; and
- $\underline{\text{(m)}(k)}$  Any other information the agency or the committee considers relevant to the analysis of the proposed legislation.
- Section 2. Effective October 1, 1998, subsection (4) of section 455.201, Florida Statutes, is amended to read:
- 455.201 Professions and occupations regulated by department; legislative intent; requirements.--
- (4) (a) Neither the department nor any board may No board, nor the department, shall create unreasonably restrictive and extraordinary standards that deter qualified persons from entering the various professions. Neither the department nor any board may No board, nor the department, shall take any action that which tends to create or maintain

an economic condition that unreasonably restricts competition, except as specifically provided by law.

- (b) Neither the department nor any board may create a regulation that has an unreasonable effect on job creation or job retention in the state or that places unreasonable restrictions on the ability of individuals who seek to practice or who are practicing a given profession or occupation to find employment.
- (c) The Legislature shall evaluate proposals to increase regulation of already regulated professions or occupations to determine their effect on job creation or retention and employment opportunities.

Section 3. Section 455.2035, Florida Statutes, is created to read:

455.2035 Rulemaking authority.--The department is authorized to adopt rules pursuant to chapter 120 to implement the regulatory requirements of any profession within the department's jurisdiction which does not have a regulatory board.

Section 4. Subsection (2) of section 455.209, Florida Statutes, is amended to read:

455.209 Accountability and liability of board members.--

(2) Each board member and each former board member serving on a probable cause panel shall be exempt from civil liability for any act or omission when acting in the member's official capacity, and the department, or the Department of Legal Affairs shall defend any such member in any action against any board or member of a board arising from any such act or omission. In addition, the department or the Department of Legal Affairs may defend the member's company or business

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in any action against the company or business if the department or the Department of Legal Affairs determines that the actions from which the suit arises are actions taken by the member in the member's official capacity and were not beyond the member's statutory authority. In providing such defense, the department, the agency, or the Department of Legal Affairs may employ or utilize the legal services of outside counsel.

Section 5. Subsection (1) of section 455.213, Florida Statutes, is amended to read:

455.213 General licensing provisions. --

(1) Any person desiring to be licensed shall apply to the department in writing. The application for licensure shall be made on a form prepared and furnished by the department and include the applicant's social security number. The application shall be supplemented as needed to reflect any material change in any circumstance or condition stated in the application which takes place between the initial filing of the application and the final grant or denial of the license and which might affect the decision of the department agency. In order to further the economic development goals of the state, and notwithstanding any law to the contrary, the department may enter into an agreement with the county tax collector for the purpose of appointing the county tax collector as the department's agent to accept applications for licenses and applications for renewals of licenses. The agreement must specify the time within which the tax collector must forward any applications and accompanying application fees to the department. In cases where a person applies or schedules directly with a national examination organization or examination vendor to take an examination required for

licensure, any organization-<u>related</u> or vendor-related fees associated with the examination may be paid directly to the organization or vendor.

Section 6. Subsection (6) of section 455.218, Florida Statutes, is amended to read:

455.218 Foreign-trained professionals; special examination and license provisions.--

(6) The department, for its boards, shall not issue an initial license to, or renew a license of, any applicant or licensee who is under investigation or prosecution in any jurisdiction for an action which would constitute a violation of this part or the professional practice acts administered by the department or agency and the boards until such time as the investigation or prosecution is complete, at which time the provisions of the professional practice acts shall apply.

Section 7. Subsection (8) is added to section 455.219, Florida Statutes, to read:

455.219 Fees; receipts; disposition; periodic management reports.--

(8) Unless otherwise provided by law, the board, or the department if there is no board, may charge an inspection fee for facility inspections required by law to be performed on a periodic basis, which fee shall be set to approximate the estimated average cost of an inspection, but shall not exceed \$50.

Section 8. Section 455.2237, Florida Statutes, is created to read:

455.2237 Authority to inspect.--Any board, or the department if there is no board, may by rule authorize inspections and investigations of records, offices, or job sites at times when a licensee, or an employee or agent of the

licensee, or any person suspected of unlicensed activity is performing an activity regulated by this chapter or the applicable practice act. Such rule may establish more definitively the times and conditions of inspections and investigations and may authorize such inspections and investigations only to the extent necessary to determine whether a person is in compliance with the provisions of this chapter or the applicable practice act or of any rule adopted thereunder, to aid in the enforcement of the provisions of this chapter or the applicable practice act or of any rule adopted thereunder, or to determine if any of the provisions of this chapter or the applicable practice act or of any rule adopted thereunder is being or has been violated.

Section 9. Subsections (2), (3), (4), and (9) of section 455.225, Florida Statutes, are amended to read:

455.225 Disciplinary proceedings.--Disciplinary

proceedings for each board shall be within the jurisdiction of the department.

adequately trained staff to expeditiously and thoroughly determine legal sufficiency and investigate all legally sufficient complaints. For purposes of this section, it is the intent of the Legislature that the term "expeditiously" means that the agency, for disciplinary cases under its jurisdiction, shall complete the report of its initial investigative findings and recommendations concerning the existence of probable cause within 6 months after its receipt of the complaint. The failure of the agency, for disciplinary cases under its jurisdiction, to comply with the time limits of this section while investigating a complaint against a licensee constitutes harmless error in any subsequent

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disciplinary action unless a court finds that either the fairness of the proceeding or the correctness of the action may have been impaired by a material error in procedure or a failure to follow prescribed procedure. When its investigation is complete and legally sufficient, the department shall prepare and submit to the probable cause panel of the appropriate regulatory board the investigative report of the department. The report shall contain the investigative findings and the recommendations of the department concerning the existence of probable cause. At any time after legal sufficiency is found, the department may dismiss any case, or any part thereof, if the department determines that there is insufficient evidence to support the prosecution of allegations contained therein. The department shall provide a detailed report to the appropriate probable cause panel prior to dismissal of any case or part thereof, and to the subject of the complaint after dismissal of any case or part thereof, under this section. For cases dismissed prior to a finding of probable cause, such report is confidential and exempt from s. 119.07(1). The probable cause panel shall have access, upon request, to the investigative files pertaining to a case prior to dismissal of such case. If the department dismisses a case, the probable cause panel may retain independent legal counsel, employ investigators, and continue the investigation and prosecution of the case as it deems necessary. (3)(a) As an alternative to the provisions of subsections (1) and (2), when a complaint is received, the

noncompliance for an initial offense of a minor violation. A

violation is a minor violation if it does not demonstrate a

serious inability to practice the profession, result in

department may provide a licensee with a notice of

economic or physical harm to a person, or adversely affect the public health, safety, or welfare or create a significant threat of such harm. Each board, or the department if there is no board, shall establish by rule those violations which are minor violations under this provision. Failure of a licensee to take action in correcting the violation within 15 days after notice may result in the institution of regular disciplinary proceedings.

- (b) The department may issue a notice of noncompliance for an initial offense of a minor violation, notwithstanding a board's failure to designate a particular minor violation by rule as provided in paragraph (a).
- (c) In any instance in which a licensee is charged with failure to comply with continuing education requirements, the initial response of the department or board, as appropriate, may only be to issue a notice of noncompliance that includes granting the licensee a reasonable time to comply. However, if the department finds that the licensee's failure to comply was done knowingly, the department or board, as appropriate, may levy any other penalty otherwise available to it under the circumstances. This paragraph does not apply to any licensee for whom failure to comply with continuing education requirements is not grounds for discipline but is instead only a prerequisite for license renewal.
- (4) The determination as to whether probable cause exists shall be made by majority vote of a probable cause panel of the board or the department, as appropriate. Each regulatory board shall provide by rule that the determination of probable cause shall be made by a panel of its members or by the department. Each board may provide by rule for multiple probable cause panels composed of at least two members. Each

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board may provide by rule that one or more members of the panel or panels may be a former board member. The length of term or repetition of service of any such former board member 4 on a probable cause panel may vary according to the direction of the board when authorized by board rule. Any probable cause panel must include one of the board's former or present consumer members, if one is available, willing to serve, and is authorized to do so by the board chair. Any probable cause panel must include a present board member. Any probable cause panel must include a former or present professional board member. However, any former professional board member serving on the probable cause panel must hold an active valid license 13 for that profession. All proceedings of the panel are exempt from s. 286.011 until 10 days after probable cause has been 15 found to exist by the panel or until the subject of the investigation waives his or her privilege of confidentiality. 16 17 The probable cause panel may make a reasonable request, and upon such request the department shall provide such additional 19 investigative information as is necessary to the determination 20 of probable cause. A request for additional investigative 21 information shall be made within 15 days from the date of 22 receipt by the probable cause panel of the investigative 23 report of the department. The probable cause panel or the 24 department, as may be appropriate, shall make its determination of probable cause within 30 days after receipt 26 by it of the final investigative report of the department. The 27 secretary may grant extensions of the 15-day and the 30-day 28 time limits. In lieu of a finding of probable cause, the probable cause panel, or the department when there is no 29 30 board, may issue a letter of guidance to the subject. If, within the 30-day time limit, as may be extended, the probable

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cause panel does not make a determination regarding the existence of probable cause or does not issue a letter of 2 quidance in lieu of a finding of probable cause, the 4 department agency, for disciplinary cases under its jurisdiction, must make a determination regarding the existence of probable cause within 10 days after the expiration of the time limit. In addition, if the probable cause panel finds no probable cause, the department may determine within 10 days thereafter that probable cause exists. If the probable cause panel finds that probable cause exists, it shall direct the department to file a formal complaint against the licensee. The department shall follow 12 13 the directions of the probable cause panel regarding the filing of a formal complaint. If directed to do so, the 15 department shall file a formal complaint against the subject of the investigation and prosecute that complaint pursuant to 16 17 chapter 120. However, the department may decide not to 18 prosecute the complaint if it finds that probable cause had 19 been improvidently found by the panel. In such cases, the 20 department shall refer the matter to the board. The board may 21 then file a formal complaint and prosecute the complaint 22 pursuant to chapter 120. The department shall also refer to 23 the board any investigation or disciplinary proceeding not before the Division of Administrative Hearings pursuant to 24 chapter 120 or otherwise completed by the department within 1 26 year after the filing of a complaint. The department agency, 27 for disciplinary cases under its jurisdiction, must establish 28 a uniform reporting system to quarterly refer to each board the status of any investigation or disciplinary proceeding 29 30 that is not before the Division of Administrative Hearings or otherwise completed by the department or agency within 1 year

after the filing of the complaint. Annually, the agency, for disciplinary cases under its jurisdiction if there is no board, or each board must establish a plan to reduce or otherwise close any investigation or disciplinary proceeding that is not before the Division of Administrative Hearings or otherwise completed by the agency within 1 year after the filing of the complaint. A probable cause panel or a board may retain independent legal counsel, employ investigators, and continue the investigation as it deems necessary; all costs thereof shall be paid from the Professional Regulation Trust Fund. All proceedings of the probable cause panel are exempt from s. 120.525.

- (9)(a) The department shall periodically notify the person who filed the complaint of the status of the investigation, whether probable cause has been found, and the status of any civil action or administrative proceeding or appeal.
- (b) In any disciplinary case under the jurisdiction of the Agency for Health Care Administration for which probable cause has been found, the Agency for Health Care Administration shall provide to the person who filed the complaint a copy of the administrative complaint, including:
- 1. A written explanation of how an administrative complaint is resolved by the disciplinary process.
- 2. A written explanation of how and when the person may participate in the disciplinary process.
- 3. A written notice of any hearing before the Division of Administrative Hearings or the regulatory board at which final agency action is taken.
- (c) In any disciplinary case for which probable cause is not found, the Agency for Health Care Administration shall

so inform the person who filed the complaint and notify that person that he or she may, within 60 days, provide any additional information to the probable cause panel which may be relevant to the decision. In any administrative proceeding under s. 120.57, the person who filed the disciplinary complaint shall have the right to present oral or written communication relating to the alleged disciplinary violations or to the appropriate penalty.

Section 10. Subsection (8) of section 455.2285, Florida Statutes, is amended to read:

455.2285 Annual report concerning finances, administrative complaints, disciplinary actions, and recommendations.—The department is directed to prepare and submit a report to the President of the Senate and Speaker of the House of Representatives by November 1 of each year. In addition to finances and any other information the Legislature may require, the report shall include statistics and relevant information, profession by profession, detailing:

(8) A description of any effort by the <u>department</u> agency, for any disciplinary cases under its jurisdiction, to reduce or otherwise close any investigation or disciplinary proceeding not before the Division of Administrative Hearings under chapter 120 or otherwise not completed within 1 year after the initial filing of a complaint under this chapter.

Section 11. Effective October 1, 1998, subsection (4) of section 455.517, Florida Statutes, is amended to read:

455.517 Professions and occupations regulated by department; legislative intent; requirements.--

(4) (a) Neither the department nor any board may No board, nor the department, shall create unreasonably restrictive and extraordinary standards that deter qualified

persons from entering the various professions. Neither the department nor any board may No board, nor the department, shall take any action that which tends to create or maintain an economic condition that unreasonably restricts competition, except as specifically provided by law.

- (b) Neither the department nor any board may create a regulation that has an unreasonable effect on job creation or job retention in the state or that places unreasonable restrictions on the ability of individuals who seek to practice or who are practicing a given profession or occupation to find employment.
- (c) The Legislature shall evaluate proposals to increase the regulation of already regulated professions or occupations to determine the effect of increased regulation on job creation or retention and employment opportunities.

Section 12. Section 627.912, Florida Statutes, is amended to read:

- 627.912 Professional liability claims and actions; reports by insurers.--
- each insurer or joint underwriting association providing professional liability insurance to a practitioner of medicine licensed under chapter 458, to a practitioner of osteopathic medicine licensed under chapter 459, to a podiatrist licensed under chapter 461, to a dentist licensed under chapter 466, to a hospital licensed under chapter 395, to a crisis stabilization unit licensed under part IV of chapter 394, to a health maintenance organization certificated under part I of chapter 641, to clinics included in chapter 390, to an ambulatory surgical center as defined in s. 395.002, or to a member of The Florida Bar shall report in duplicate to the

Department of Insurance any claim or action for damages for personal injuries claimed to have been caused by error, omission, or negligence in the performance of such insured's professional services or based on a claimed performance of professional services without consent, if the claim resulted in:

- (a) A final judgment in any amount.
- (b) A settlement in any amount.
- (c) A final disposition not resulting in payment on behalf of the insured.

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Reports shall be filed with the department and, if the insured party is licensed under chapter 458, chapter 459, chapter 461, or chapter 466, with the Department of Health Agency for Health Care Administration, no later than 30 days following the occurrence of any event listed in paragraph (a), paragraph (b), or paragraph (c). The Department of Health Agency for Health Care Administration shall review each report and determine whether any of the incidents that resulted in the claim potentially involved conduct by the licensee that is subject to disciplinary action, in which case the provisions of s. 455.621 455.225 shall apply. The Department of Health Agency for Health Care Administration, as part of the annual report required by s. 455.644 455.2285, shall publish annual statistics, without identifying licensees, on the reports it receives, including final action taken on such reports by the Department of Health agency or the appropriate regulatory board.

(2) The reports required by subsection (1) shall
contain:

- (a) The name, address, and specialty coverage of the insured.
  - (b) The insured's policy number.
- $\mbox{\ensuremath{\mbox{(c)}}}$  The date of the occurrence which created the claim.
- (d) The date the claim was reported to the insurer or self-insurer.
- (e) The name and address of the injured person. This information is confidential and exempt from the provisions of s. 119.07(1), and must not be disclosed by the department without the injured person's consent, except for disclosure by the department to the <u>Department of Health</u> Agency for Health Care Administration. This information may be used by the department for purposes of identifying multiple or duplicate claims arising out of the same occurrence.
  - (f) The date of suit, if filed.
  - (g) The injured person's age and sex.
- (h) The total number and names of all defendants involved in the claim.
- (i) The date and amount of judgment or settlement, if any, including the itemization of the verdict, together with a copy of the settlement or judgment.
- (j) In the case of a settlement, such information as the department may require with regard to the injured person's incurred and anticipated medical expense, wage loss, and other expenses.
- (k) The loss adjustment expense paid to defense counsel, and all other allocated loss adjustment expense paid.
- (1) The date and reason for final disposition, if no judgment or settlement.

- (m) A summary of the occurrence which created the claim, which shall include:
- 1. The name of the institution, if any, and the location within the institution at which the injury occurred.
- 2. The final diagnosis for which treatment was sought or rendered, including the patient's actual condition.
- 3. A description of the misdiagnosis made, if any, of the patient's actual condition.
- 4. The operation, diagnostic, or treatment procedure causing the injury.
- 5. A description of the principal injury giving rise to the claim.
- 6. The safety management steps that have been taken by the insured to make similar occurrences or injuries less likely in the future.
- (n) Any other information required by the department to analyze and evaluate the nature, causes, location, cost, and damages involved in professional liability cases.
- (3) Upon request by the <u>Department of Health</u> Agency for Health Care Administration, the department shall provide the <u>Department of Health</u> agency with any information received under this section related to persons licensed under chapter 458, chapter 459, chapter 461, or chapter 466. For purposes of safety management, the department shall annually provide the Department of Health with copies of the reports in cases resulting in an indemnity being paid to the claimants.
- (4) There shall be no liability on the part of, and no cause of action of any nature shall arise against, any insurer reporting hereunder or its agents or employees or the department or its employees for any action taken by them under this section. The department may impose a fine of \$250 per day

per case, but not to exceed a total of \$1,000 per case, against an insurer that violates the requirements of this section. This subsection applies to claims accruing on or after October 1, 1997.

Section 13. Except as otherwise provided herein, this act shall take effect upon becoming a law.

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## HOUSE SUMMARY

Adds criteria for evaluating the need for new regulation of any profession or occupation. Requires the Department of Business and Professional Regulation and the Department of Health to consider the impact on jobs when creating regulation. Grants the Department of Business and Professional Regulation rulemaking authority to regulate any profession under its jurisdiction for which there is no regulatory board. Revises various provisions of law regulating professions and occupations under the jurisdiction of the Department of Business and Professional Regulation to eliminate or revise obsolete references or provisions relating to the Agency for Health Care Administration, to provide inspection fee authority, to provide for inspection and investigative authority by rule, and to revise probable cause provisions. Specifies conditions for issuance of a notice of noncompliance for failure to comply with continuing education requirements. Clarifies that the Department of Health is the agency responsible for receiving and acting on reports by insurers on professional liability claims and actions that relate to certain licensees. See bill for details.