

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

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

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

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BILL: CS/SB 974

INTRODUCER: Fiscal Policy Committee; and Senators Sobel and Garcia

SUBJECT: Hair Restoration or Transplant

DATE: February 4, 2016

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Rossitto-Van Winkle	Stovall	HP	<b>Favorable</b>
2.	Brown	Pigott	AHS	<b>Recommend: Favorable</b>
3.	Pace	Hrdlicka	FP	<b>Fav/CS</b>

**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/SB 974 prohibits anyone other than a physician or physician assistant licensed under the medical practice act or the osteopathic practice act or an advanced registered nurse practitioner from performing a hair restoration or transplant or making incisions for the purpose of performing a hair restoration or transplant. The bill authorizes nurses licensed under ch. 464, F.S., to perform hair restoration and transplant services under the direction of a person licensed under chs. 458 or 459, F.S.

The bill has no fiscal impact on state government.

**II. Present Situation:**

**Hair Restoration Procedures**

There are several techniques a physician can employ to restore hair to bald or balding portions of the human scalp. The most recently developed procedure is the follicular unit transplant. This procedure involves the removal of a strip of tissue from the donor area of a patient's scalp which is then divided into a number of individual follicular units. The physician then grafts the

individual follicular units into tiny holes made in the bald area of the scalp, called recipient sites.<sup>1</sup>

Another type of hair restoration procedure is the bald scalp reduction procedure. As implied by the name, a bald scalp reduction procedure entails the removal of a bald area of the patient's scalp, and hair-producing areas of the scalp are stretched to cover the area removed. A similar procedure, the scalp flap surgery, involves the cutting and grafting of an entire flap of hair-producing scalp onto a bald area of the scalp. Both bald scalp reduction and scalp flap surgeries can have rapid results, but the follicular unit transplant surgery is generally preferred due to the more natural look produced and the risk of scarring or failure inherent with bald scalp reduction and scalp flap surgeries.<sup>2</sup>

Tissue or scalp expansion procedures can also be used to restore bald areas of the scalp. Tissue expansion uses a balloon, called an expander, to stretch the skin in order to create extra skin which can be removed and grafted onto the bald area. Tissue expansion can be used for scalp repair since the stretched skin on the scalp retains normal hair growth.<sup>3</sup>

### **Regulation of Physician Assistants in Florida**

Chapter 458, F.S., provides for the regulation of the practice of medicine by the Board of Medicine. Chapter 459, F.S., similarly provides for the regulation of the practice of osteopathic medicine by the Board of Osteopathic Medicine. Physician assistants (PA) are regulated by both boards. Licensure of PAs is overseen jointly by the boards through the Council on Physician Assistants.<sup>4</sup>

Physician assistants are trained and required by statute to work under the supervision and control of medical physicians or osteopathic physicians.<sup>5</sup> The Board of Medicine and the Board of Osteopathic Medicine have adopted rules that set out the general principles a supervising physician must use in developing the scope of practice of the PA under both direct<sup>6</sup> and indirect<sup>7</sup> supervision.

A supervising physician's decision to permit a PA to perform a task or procedure under direct or indirect supervision must be based on reasonable medical judgment regarding the probability of morbidity and mortality to the patient. The supervising physician must be certain that the PA is

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<sup>1</sup> Bernstein Medical Center for Hair Restoration, *Follicular Unit Transplant*, available at <http://www.bernsteinmedical.com/fut-hair-transplant/> (last visited on Jan. 28, 2016).

<sup>2</sup> Foundation for Hair Restoration, *Bald Scalp Reduction and Scalp Flap Surgery: A Historical Perspective*, available at <http://www.foundhair.com/pages/baldScalp.shtml> (last visited on Jan. 28, 2016).

<sup>3</sup> University of Pittsburgh Medical Center, Children's Hospital of Pittsburgh, *Tissue Expansion*, available at <http://www.chp.edu/our-services/plastic-surgery/patient-procedures/tissue-expansion> (last visited on Jan. 28, 2016).

<sup>4</sup> The council on Physician Assistants consists of three physicians who are members of the Board of Medicine; one physician who is a member of the Board of Osteopathic Medicine; and a physician assistant appointed by the State Surgeon General. See ss. 458.347(9) and 459.022(9), F.S.

<sup>5</sup> Sections 458.347(4) and 459.022(4), F.S.

<sup>6</sup> "Direct supervision" requires the physician to be on the premises and immediately available. See Rules 64B8-30.001(4) and 64B15-6.001(4), F.A.C.

<sup>7</sup> "Indirect supervision" refers to the easy availability of the supervising physician to the PA, which includes the ability to communicate by telecommunications, and requires the physician to be within reasonable physical proximity. See Rules 64B8-30.001(5) and 64B15-6.001(5), F.A.C.

knowledgeable and skilled in performing the tasks and procedures assigned.<sup>8</sup> Each physician or group of physicians supervising a licensed PA must be qualified in the medical areas in which the PA is to perform and must be individually or collectively responsible and liable for the performance and the acts and omissions of the PA.<sup>9</sup>

### **Regulation of Registered Nurses and Advanced Registered Nurse Practitioners in Florida**

Chapter 464, F.S., governs the licensure and regulation of nurses in Florida. Nurses are licensed by the Department of Health and are regulated by the Board of Nursing (BON).<sup>10</sup>

#### ***Advanced Registered Nurse Practitioners***

An advanced registered nurse practitioner (ARNP) is a licensed nurse who is certified in advanced or specialized nursing.<sup>11</sup> Florida recognizes three types of ARNPs: nurse practitioner (NP), certified registered nurse anesthetist (CRNA), and certified nurse midwife (CNM).<sup>12</sup> To be certified as an ARNP, a nurse must hold a current license as a registered nurse<sup>13</sup> and submit proof to the BON that he or she meets one of the following requirements:<sup>14</sup>

- Satisfactory completion of a formal post-basic educational program of specialized or advanced nursing practice;
- Certification by an appropriate specialty board;<sup>15</sup> or
- Graduation from a master's degree program in a nursing clinical specialty area with preparation in specialized practitioner skills.

Advanced or specialized nursing functions may only be performed under protocol of a supervising physician or dentist. Within the established framework of the protocol, an ARNP may:<sup>16</sup>

- Monitor and alter drug therapies;
- Initiate appropriate therapies for certain conditions; and
- Order diagnostic tests and physical and occupational therapy.

Chapter 464, F.S., further describes additional functions that may be performed within an ARNP's specialty certification (CRNA, CNM, and NP).<sup>17</sup>

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<sup>8</sup> Rules 64B8-30.012(2) and 64B15-6.010(2), F.A.C.

<sup>9</sup> Sections 458.347(3) and 459.022(3), F.S.

<sup>10</sup> The BON is comprised of 13 members appointed by the Governor and confirmed by the Senate who serve 4-year terms. See s. 464.004, F.S.

<sup>11</sup> "Advanced or specialized nursing practice" is defined as the performance of advanced-level nursing acts approved by the BON which, by virtue of post-basic specialized education, training, and experience, are appropriately performed by an advanced registered nurse practitioner. See s. 464.003(2) and (3), F.S.

<sup>12</sup> Section 464.003(3), F.S. Florida certifies clinical nurse specialists as a category distinct from advanced registered nurse practitioners. See ss. 464.003(7) and 464.0115, F.S.

<sup>13</sup> Also referred to as "practice of professional nursing," which is defined in s. 464.003(20), F.S.

<sup>14</sup> Section 464.012(1), F.S.

<sup>15</sup> Specialty boards expressly recognized by the BON are set forth in Rule 64B9-4.002(2), F.A.C.

<sup>16</sup> Section 464.012(3), F.S.

<sup>17</sup> Section 464.012(4), F.S.

### ***Practice of Professional Nursing in Florida***

Section 464.003, F.S., defines the “practice of professional nursing” as the performance of those acts requiring substantial specialized knowledge, judgment, and nursing skill based upon applied principles of psychological, biological, physical, and social sciences including:

- The observation, assessment, nursing diagnosis, planning, intervention, and evaluation of care;
- Health teaching and counseling of the ill, injured, or infirm;
- The promotion of wellness, maintenance of health, and prevention of illness of others;
- The administration of medications and treatments as prescribed or authorized by a licensed practitioner authorized to prescribe such medications and treatments; and
- The supervision and teaching of other personnel in the theory and performance of the practice of nursing.

### **Regulation of Hair Restoration Procedures in Florida**

Currently, there is no provision under chs. 458 or 459, F.S., that defines “hair restoration or transplant” or provides guidelines on who may perform a hair restoration or transplant procedure.

### **III. Effect of Proposed Changes:**

This bill creates new sections of Florida Statutes relating to hair restoration or transplant in the medical practice act, ch. 458, F.S., and the osteopathic medical practice act, ch. 459, F.S. The bill defines hair restoration or transplant to mean a surgical procedures that extracts or removes hair follicles from one location on a person’s body for the purpose of redistributing the hair follicles to another location on that body.

The bill prohibits anyone other than a physician or PA licensed under either practice act or an ARNP from performing a health restoration or transplant or making incisions for the purpose of performing a hair restoration or transplant. This has the effect of restricting a physician from delegating certain aspects of a hair transplant or hair restoration surgery to anyone other than a licensed PA or an ARNP.

The bill authorizes nurses licensed under ch. 464, F.S. to perform hair restoration and transplant services under the direction of a person licensed under chs. 458 or 459, F.S. The bill does not define “hair restoration and transplant services.”

The effective date of the bill is July 1, 2016.

### **IV. Constitutional Issues:**

#### **A. Municipality/County Mandates Restrictions:**

None.

#### **B. Public Records/Open Meetings Issues:**

None.

C. Trust Funds Restrictions:

None.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

The bill prevents persons other than licensed physicians or PAs under the medical practice act or osteopathic practice act and ARNPs from performing a hair restoration or transplant or making incisions for the purpose of performing a hair restoration or transplant.

C. Government Sector Impact:

None.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

It is unclear what hair restoration and transplant “services” are authorized by the bill.

**VIII. Statutes Affected:**

This bill creates the following sections of the Florida Statutes: 458.352 and 459.027.

**IX. Additional Information:**

A. Committee Substitute – Statement of Substantial Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS by Fiscal Policy on February 4, 2016:**

The committee substitute authorizes nurses licensed under ch. 464, F.S. to perform hair restoration and transplant services under the direction of a person licensed under ch. 458 or ch. 459, F.S.

B. Amendments:

None.