FEB 2 5 2003 HUMAN RESOURCES

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HOUSE FILE 297 BY MASCHER

Passed	House,	Date		Passed	Senate,	Date	
Vote:	Ayes		Nays	Vote:	Ayes	Nays	
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1 Section 1. <u>NEW SECTION</u>. 135M.1 TITLE.

2 This chapter shall be known and may be cited as the "Safe 3 Staffing for Quality Care Act".

4 Sec. 2. <u>NEW SECTION</u>. 135M.2 FINDINGS.

5 The general assembly finds that:

6 1. The state has a substantial interest in assuring that 7 delivery of health care services to patients in health 8 facilities is adequate and safe and that health facilities 9 retain sufficient nursing staff in order to promote optimal 10 health care outcomes.

11 2. Inadequate and poorly monitored nurse staffing 12 practices jeopardize delivery of quality health care services 13 and adversely impact the health of patients who use health 14 facilities.

15 3. Research indicates that health facility nurses work 16 substantial overtime hours and that nurses working twelve-hour 17 shifts work the most overtime hours per week.

18 4. Mandatory overtime and lengthy work hours for direct-19 care nurses constitute a threat to the health and safety of 20 patients, adversely impact the general well-being of nurses 21 and their families, and result in greater turnover, which 22 increases long-term shortages of nursing personnel.

23 5. Inadequate health facility staffing results in24 dangerous medical errors and patient infections.

25 6. Recent changes in the health care delivery system are
26 resulting in a higher acuity level among patients in health
27 facilities.

7. The basic principles of staffing in health facilities should focus on patient health care needs and be based on consideration of patient acuity levels and the services l necessary to ensure optimal health care outcomes.

32 8. A substantial number of nurses indicate that patient 33 acuity measurements are inadequate and that many health 34 facilities rarely, if ever, staff according to an acuity 35 measurement tool.

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9. To ensure adequate protection and care for patients in
 2 health facilities, it is essential that qualified licensed
 3 nurses be accessible and available to meet the nursing needs
 4 of patients.

5 10. Establishing staffing standards will ensure that 6 health facilities throughout the state operate in a manner 7 that guarantees the public safety and the delivery of quality 8 health care services.

9 Sec. 3. NEW SECTION. 135M.3 DEFINITIONS.

10 As used in this chapter, unless the context otherwise 11 requires:

12 1. "Acuity system" means an established measurement 13 instrument that does all of the following:

a. Predicts nursing care requirements for individual
patients based on severity of patient illness, need for
specialized equipment and technology, intensity of nursing
interventions required, and the complexity of clinical nursing
judgment needed to design, implement, and evaluate the
patient's nursing care plan.

b. Specifies the amount of nursing care needed, both in 1 number of nurses and in skill mix of nursing personnel 2 required, on a daily basis, for each patient in a nursing 3 department or unit.

24 c. Is stated in terms that readily can be used and 25 understood by direct-care nursing staff.

26 2. "Assessment tool" means a measurement system that 27 compares the staffing level in each nursing department or unit 28 against actual patient nursing care requirements in order to 29 review the accuracy of an acuity system.

30 3. "Critical care unit" means a unit of a hospital that is 31 established to safeguard and protect patients whose severity 32 of medical conditions requires continuous monitoring and 33 complex nursing intervention.

34 4. "Declared state of emergency" means an officially35 designated state of emergency that has been declared by a

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1 federal, state, or local government official having authority
2 to declare that the state, county, municipality, or locality
3 is in a state of emergency, but does not include a state of
4 emergency which results from a labor dispute in the health
5 care industry.

5. "Direct-care nurse" and "direct-care nursing staff"
7 include any nurse who has direct responsibility to oversee or
8 carry out medical regimens or nursing care for one or more
9 patients.

10 6. "Documented staffing plan" means a detailed, written 11 plan that specifies the minimum number, skill mix, and 12 classification of licensed nurses required in each nursing 13 department or unit in a health facility for a given year, 14 based on reasonable projections derived from the patient 15 census and average acuity level within each department or unit 16 during the prior year, the department or unit size and 17 geography, the nature of services provided, and any 18 foreseeable changes in department or unit size or function 19 during the year.

7. "Health facility" means an acute care hospital, an outpatient surgical facility, or an institution operating as a psychiatric hospital or operating a designated psychiatric unit, regulated by the department of inspections and appeals. 8. "Nurse" means either a registered nurse or a licensed practical nurse.

9. "Nursing care" means care which falls within the scope practice set forth in chapter 152 or is otherwise encompassed within recognized professional standards of nursing practice, including assessment, nursing diagnosis, planning, intervention, evaluation, and patient advocacy.

31 10. "Off-duty" means, with reference to a health facility 32 employee, that the individual has no restrictions placed on 33 the individual and is free of all duty on behalf of the health 34 facility.

35 ll. "On-duty" means, with reference to a health facility

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1 employee, that the individual is required to be available and 2 ready to perform services on request within or on behalf of 3 the health facility and includes any rest periods or breaks 4 during which the individual's ability to leave the health 5 facility is restricted either expressly or by work-related 6 circumstances beyond the individual's control.

7 12. "Outpatient surgical facility" means the same as 8 defined in section 135.61.

9 13. "Skill mix" means the combination of licensing, 10 specialty, and experience levels among direct-care nurses. 11 14. "Staffing level" means the actual numerical nurse-to-12 patient ratio by nurse classification within a nursing 13 department or unit.

14 Sec. 4. <u>NEW SECTION</u>. 135M.4 HEALTH FACILITY STAFFING 15 STANDARDS.

16 1. a. Each health facility shall ensure that the facility 17 is staffed in a manner that provides sufficient, appropriately 18 qualified nursing staff of each classification in each 19 department or unit within the facility, to meet the 20 individualized care needs of the patients in the facility and 21 to meet the requirements of this section.

b. As a condition of licensure, each health facility
shall, annually, submit to the department of inspections and
appeals a documented staffing plan accompanied by written
certification that the staffing plan is sufficient to provide
adequate and appropriate delivery of health care services to
patients for the subsequent year. The staffing plan shall:
(1) Meet the minimum requirements pursuant to subsection
29 2.

30 (2) Comply with all additional requirements established by 31 state or federal law or regulation.

32 (3) Identify and utilize an approved acuity system to 33 address fluctuations in actual patient acuity levels and 34 nursing care requirements that necessitate increased staffing 35 levels above the minimums specified in the plan.

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1 (4) Factor in other unit or department activities such as 2 discharges, transfers and admissions, and administrative and 3 support tasks that are expected to be performed by direct-care 4 nurses, in addition to direct-care nursing staff activities.

5 (5) Identify the assessment tool used to validate the 6 acuity system on which the plan is based.

7 (6) Identify the system which will be used to document 8 actual staffing on a daily basis within each department or 9 unit.

10 (7) Include a written assessment of the accuracy of the 11 prior year's staffing plan compared with the prior year's 12 actual staffing needs.

13 (8) Identify each nursing staff classification referenced
14 in the plan accompanied by a statement specifying minimum
15 qualifications for each referenced classification.

16 (9) Be developed in consultation with the direct-care 17 nursing staff within each department or unit or, if the staff 18 is represented, with the applicable recognized or certified 19 collective bargaining representative of the direct-care 20 nursing staff.

21 2. a. The staffing plan shall allocate a sufficient 22 number of direct-care nurses to provide for a ratio of one 23 direct-care nurse to one patient in a pediatric recovery room, 24 in an operating room, and for special procedures; and a ratio 25 of one direct-care nurse to two patients in a burn unit and an 26 adult recovery room. The health facility, in consultation 27 with the direct-care nursing staff within each nursing 28 department or unit or, if staff is represented, with the 29 recognized or certified collective bargaining representative 30 of the direct-care nursing staff, shall establish minimum, 31 specific, numerical direct-care nurse-to-patient ratios for 32 other health facility nursing departments and units and shall 33 incorporate the ratios in the staffing plan.

34 b. The minimum number of direct-care nurse-to-patient35 staff established in paragraph "a" shall constitute the

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1 minimum number of direct-care nursing staff that shall be 2 assigned to and present within a nursing department or unit. 3 If the approved acuity system adopted by the facility 4 indicates that additional staff is required, the health 5 facility shall staff at the higher staffing level. The department of inspections and appeals shall adopt 6 c. 7 rules prescribing the method by which the department shall 8 approve a health facility's acuity system. The rules may 9 include a method for categorical approval of acuity systems. (1) The skill mix reflected in a staffing plan shall 10 d. 11 assure that all of the following elements of the nursing 12 process are performed in the planning and delivery of care for 13 each patient: assessment, nursing diagnosis, planning, 14 intervention, evaluation, and patient advocacy.

15 (2) Registered nurses shall constitute at least fifty
16 percent of the direct-care nurses included in the staffing
17 plan.

18 (3) The skill mix shall not incorporate or assume that 19 nursing care functions required by state or federal law or 20 regulation, or accepted standards of practice that are 21 required to be performed by a licensed nurse, may be performed 22 by unlicensed assistive personnel.

3. a. As a condition of licensure, a health facility 24 shall at all times staff in accordance with its staffing plan 25 and the staffing standards specified in the plan, provided, 26 however, that this chapter shall not be deemed to preclude a 27 health facility from implementing higher direct-care nurse-to-28 patient staffing levels.

29 b. A nurse shall not be assigned or included in the count 30 of assigned nursing staff for purposes of compliance with 31 minimum staffing requirements in a nursing department or unit 32 or a clinical area within the health facility, without 33 appropriate licensing, prior orientation, and verification 34 that the nurse is capable of providing competent nursing care 35 to patients.

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4. a. As a condition of licensure, each health facility
 2 shall maintain accurate daily records showing all of the
 3 following:

4 (1) The number of patients admitted, released, and present 5 in each nursing department or unit within the facility.

6 (2) The individual acuity level of each patient present in7 each nursing department or unit within the facility.

8 (3) The identity and duty hours of each direct-care nurse9 in each nursing department or unit within the facility.

10 b. As a condition of licensure, each health facility shall 11 maintain daily statistics, by nursing department and unit, of 12 mortality, morbidity, infection, accident, injury, and medical 13 errors.

14 c. All records required under this subsection shall be 15 maintained for a period of seven years.

16 d. All records required under this subsection shall be 17 made available upon request to the department of inspections 18 and appeals and to the public, provided, however, that 19 information released to the public shall not contain the name 20 or other personal identifying information, apart from acuity 21 level, for any individual patient.

22 Sec. 5. <u>NEW SECTION</u>. 135M.5 MANDATORY OVERTIME AND 23 EXCESSIVE DUTY HOURS.

1. a. Notwithstanding any other provision of law to the contrary and subject only to the exceptions in this section, a health facility shall not directly or indirectly mandate or otherwise require a health facility employee to work or be in a on-duty status, in excess of any of the following:

29 (1) The scheduled work shift or duty period.

30 (2) Twelve hours in a twenty-four-hour period.

31 (3) Eighty hours in a fourteen-consecutive-day period.

32 b. As used in this section, "mandatory" or "mandate" means 33 any request which, if refused or declined by the health 34 facility employee, may result in discharge, discipline, loss 35 of promotion, or other adverse employment consequence.

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c. This subsection is not intended to prohibit a health
 2 facility employee from voluntarily working overtime.

3 2. a. A health facility employee shall not work or be in 4 on-duty status in excess of sixteen hours in any twenty-four-5 hour period.

b. A health facility employee working sixteen hours in any
7 twenty-four-hour period shall be given at least eight
8 consecutive hours off duty before being required to return to
9 duty.

10 c. A health facility employee shall not be required to 11 work or be on duty more than seven consecutive days without at 12 least one consecutive twenty-four-hour period off duty within 13 that time.

14 3. a. During a declared state of emergency in which a 15 health facility is requested or otherwise reasonably may be 16 expected to provide an exceptional level of emergency or other 17 medical services to the community, the mandatory overtime 18 prohibition specified in subsection 1, paragraph "a", shall 19 not apply to the following extent:

(1) Health facility employees may be required to work or be on duty up to the maximum hours limitation specified in subsection 2, paragraph "a", provided the health facility has taken the steps specified in paragraph "b" of this subsection. (2) Prior to requiring any health facility employee to work mandatory overtime, the health facility shall make reasonable efforts to fill the health facility's immediate staffing needs through alternative efforts, including requesting off-duty staff to voluntarily report to work, requesting on-duty staff to volunteer for overtime hours, and recruiting per diem and registry staff to report to work.

31 (3) The exemption under this paragraph "a" shall not 32 exceed the duration of the declared state of emergency or the 33 health facility's direct role in responding to medical needs 34 resulting from the declared state of emergency, whichever is 35 less.

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b. During a declared state of emergency for which a health facility is requested or otherwise reasonably may be expected to provide an exceptional level of emergency or other medical services to the community, the maximum hours limitation in subsection 2, paragraph "a", shall be lifted to the following extent: 1

7 (1) Health facility employees may work or remain on duty 8 for more than the maximum hour limitations set forth in 9 subsection 2, paragraph "a", provided that all of the 10 following conditions are met:

11 (a) The decision to work the additional time is 12 voluntarily made by the individual health facility employee 13 affected.

14 (b) The health facility employee is given at least one 15 uninterrupted four-hour rest period before commencing the 16 first sixteen hours of duty and an uninterrupted eight-hour 17 rest period at the completion of twenty-four hours of duty. 18 (c) A health facility employee shall not work or remain on 19 duty for more than twenty-eight consecutive hours in a 20 seventy-two-hour period.

(d) A health facility employee who has been on duty for more than sixteen hours in a twenty-four-hour period who informs the health facility that the employee requires immediate rest must be relieved from duty as soon as possible, consistent with patient safety needs, and given at least eight uninterrupted hours off duty before being required to return for duty.

(2) As used in this paragraph "b", "rest period" means a 29 period in which an individual may be required to remain on the 30 premises of the health facility, but is not subject to 31 restraint or duty or responsibility for work or duty should 32 the occasion arise.

33 (3) The exemption in this paragraph "b" shall not exceed 34 the duration of the declared state of emergency or the health 35 facility's direct role in responding to medical needs

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1 resulting from the declared state of emergency, whichever is
2 less.

4. A work shift schedule or overtime program established
4 pursuant to a collective bargaining agreement negotiated on
5 behalf of the health facility employees by a bona fide labor
6 organization may provide for mandatory on-duty hours in excess
7 of those permitted under this section, provided adequate
8 measures are included in the agreement to ensure against
9 excessive fatigue on the part of the affected employees.
10 Sec. 6. <u>NEW SECTION</u>. 135M.6 EMPLOYEE RIGHTS -- CAUSE OF
11 ACTION.

12 1. As a condition of licensure, each health facility shall 13 adopt and disseminate to direct-care nursing staff a written 14 policy that complies with the requirements set forth in this 15 section detailing the circumstances under which a direct-care 16 nurse may refuse a work assignment. At a minimum, the work 17 assignment policy shall permit a direct-care nurse to refuse 18 an assignment for which:

19 a. The nurse is not prepared by education, training, or 20 experience to safely fulfill the assignment without 21 compromising or jeopardizing patient safety, the nurse's 22 ability to meet foreseeable patient needs, or the nurse's 23 license.

24 b. The nurse has volunteered to work overtime but 25 determines that the nurse's level of fatigue or decreased 26 alertness would compromise or jeopardize patient safety, the 27 nurse's ability to meet foreseeable patient needs, or the 28 nurse's license.

29 c. The assignment otherwise would violate requirements 30 specified in this chapter.

31 2. At a minimum, the work assignment policy shall contain 32 procedures for all of the following:

a. Reasonable requirements for prior notice to the nurse's
 34 supervisor regarding the nurse's request and supporting
 35 reasons for being relieved of the assignment or continued

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1 duty.

2 b. If feasible, an opportunity for the supervisor to 3 review the specific conditions supporting the nurse's request 4 to be relieved of the assignment or continued duty, and to 5 decide whether to remedy the conditions, to relieve the nurse 6 of the assignment, or to deny the nurse's request.

7 c. A process which permits the nurse to exercise the right 8 to refuse the assignment or continued on-duty status when the 9 supervisor denies the request to be relieved if all of the 10 following apply:

11 (1) The supervisor rejects the request without proposing a 12 remedy or the proposed remedy would be inadequate or untimely. 13 (2) The complaint and investigation process provided 14 through the department of inspections and appeals would be 15 untimely to address the concern.

16 (3) The employee in good faith believes that the 17 assignment meets the conditions justifying refusal.

18 3. A health facility shall not penalize or discriminate or 19 retaliate in any manner against a health facility employee 20 with respect to compensation, terms, conditions, or privileges 21 of employment, who in good faith, individually, or in 22 conjunction with another person or persons does any of the 23 following:

a. Reports a violation or suspected violation of this
25 chapter to a public regulatory agency, a private accreditation
26 body, or management personnel of the health facility.

b. Initiates, cooperates with, or otherwise participates
28 in an investigation or proceeding brought by a regulatory
29 agency or private accreditation body concerning matters
30 covered by this chapter.

31 c. Informs or discusses with other employees, with a 32 representative of the employees, with patients or a patient 33 representative, or with the public, violations or suspected 34 violations of this chapter.

35 d. Otherwise avails the employee of the rights established

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1 in this chapter.

2 4. For the purposes of this section, a health facility3 employee is deemed to act in good faith if the employee4 reasonably believes all of the following:

5 a. That the information reported or disclosed is true.

6 b. That a violation has occurred or may occur.

5. a. Any health facility that violates section 135M.5 or 8 this section may be held liable to any employee affected in an 9 action brought in a court of competent jurisdiction for such 10 legal or equitable relief as may be appropriate to effectuate 11 the purposes of this chapter, including but not limited to 12 reinstatement, promotion, payment of lost wages and benefits, 13 and payment of compensatory and consequential damages 14 resulting from the violation together with an equal amount in 15 liquidated damages. The court in such action shall, in 16 addition to any judgment awarded to the plaintiff, award 17 reasonable attorney fees and costs of action to be paid by the 18 defendant.

19 b. The employee's right to institute a private action 20 under this subsection is not limited by any other rights 21 granted under this chapter.

Sec. 7. <u>NEW SECTION</u>. 135M.7 ENFORCEMENT -- PENALTIES.
1. A health facility shall post in a conspicuous place
readily accessible to the general public, a notice prepared by
the department of inspections and appeals specifying in
summary form the mandatory provisions of this chapter.

27 2. Mandatory and actual nurse staffing levels in each
28 nursing department or unit shall be posted daily in a
29 conspicuous place readily accessible to the general public.

30 3. a. Upon request, the health facility shall make copies 31 of the staffing plan, filed with the department of inspections 32 and appeals, available to the general public.

b. Each nursing department or unit within a health
34 facility shall post or otherwise make readily available to the
35 nursing staff, during each work shift, all of the following:

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(1) A copy of the current staffing plan for that
 2 department or unit.

3 (2) Documentation of the number of direct-care nursing 4 staff required to be present during the shift, based on the 5 approved adopted acuity system.

6 (3) Documentation of the actual number of direct-care7 nursing staff present during the shift.

8 4. The department of inspections and appeals shall enforce
9 this chapter and shall adopt rules necessary for enforcement.
10 At a minimum, the rules shall provide for:

11 a. Unannounced, random compliance site visits to health
12 facilities.

b. An accessible and confidential system for the public 14 and nursing staff to report a health facility's failure to 15 comply with this chapter.

16 c. A systematic means for investigating and correcting
17 violations of this chapter.

18 d. Public access to information regarding reports of19 inspections, results, deficiencies, and corrections.

20 e. A process for imposing penalties for violations of the21 staffing requirements of this chapter.

5. The department of inspections and appeals and the department of workforce development shall have concurrent yurisdiction to ensure compliance with this chapter and to implement rules and regulations as necessary or appropriate to carry out this function.

27 6. a. A determination that a health facility has violated
28 this chapter may result in revocation of the health facility's
29 licensure.

b. (1) A health facility that violates any staffing
requirements specified in section 135M.4 is subject to a
penalty of fifteen thousand dollars per day, per violation,
for each day that the violation occurs or continues.
(2) A health facility that fails to post a notice required
under this chapter is subject to a fine of one thousand

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1 dollars per day for each day that the required notice is not 2 posted.

3 (3) A health facility that violates section 135M.5 or
4 135M.6 is subject to a penalty of fifteen thousand dollars per
5 violation.

6 (4) A person or health facility that fails to report or 7 falsifies information, or coerces, threatens, intimidates, or 8 otherwise influences another person to fail to report or to 9 falsify information required to be reported under this 10 chapter, is subject to a penalty of up to fifteen thousand 11 dollars for each such incident.

12 c. Upon investigation, the department of inspections and 13 appeals shall notify the health facility of all deficiencies 14 in the facility's compliance with this chapter and the rules 15 adopted under this chapter. The notice may include an order 16 to take corrective action within a specified time period, 17 including but not limited to any of the following:

18 (1) Revising the facility staffing plan.

19 (2) Reducing the number of patients within a nursing 20 department or unit.

(3) Temporarily closing a nursing department or unit to any further patient admissions until corrections are made. (4) Temporarily transferring patients to another nursing department or unit within the facility until corrections are smade.

26 d. (1) The department of inspections and appeals may27 issue an order of correction as follows:

(a) On an emergency basis, without prior notice or
opportunity for a hearing, if an investigation determines that
patient care is being compromised in a manner that poses an
immediate jeopardy to the health or safety of patients.

32 (b) In accordance with the provisions for suspension of 33 licensure of a health facility in chapter 135B.

34 (2) The order of correction shall be in writing and shall35 contain a statement of the reasons for the order.

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1 (3) Upon the failure of a health facility to comply with 2 an order of correction in a timely manner, the department of 3 inspections and appeals may take such action the department 4 deems appropriate, including but not limited to:

5 (a) Appointing an administrative overseer for the 6 facility.

7 (b) Closing the facility or unit to patient admissions.
8 (c) Placing the health facility's emergency room on bypass
9 status.

10 (d) Revoking the health facility's license.

e. Any person who willfully violates this chapter in a manner that evidences a pattern or practice of violations which is likely to have a serious and adverse impact on patient care or the potential for serious injury or death for patients or employees is guilty of an aggravated misdemeanor.

16 f. (1) A determination that a health facility has 17 violated the provisions of this chapter shall result in an 18 order of reimbursement to the medical assistance program or in 19 termination from participation in the medical assistance 20 program for a period of time to be determined by the 21 department of inspections and appeals in consultation with the 22 department of human services.

(2) A health facility that falsifies or causes to be 24 falsified documentation required by this chapter shall be 25 prohibited from receiving any medical assistance reimbursement 26 for a period of six months.

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## EXPLANATION

This bill relates to staffing requirements for health facilities. For the purposes of the bill, "health facility" means an acute care hospital, an outpatient surgical facility, or an institution operating as a psychiatric hospital or operating a designated psychiatric unit, regulated by the adepartment of inspections and appeals.

The bill specifies facility staffing standards, prohibits mandatory overtime, specifies maximum hours that a health

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1 facility employee may work or be on duty, provides for 2 exceptions under a state of emergency, establishes rights for 3 nursing staff of a health facility, and protects health 4 facility employees from retaliation for reporting or otherwise 5 publicizing violations or suspected violations. The bill provides for a private right of action for a nurse 6 7 if a health facility violates the provisions of the bill, 8 provides for public disclosure of violations of the bill, 9 provides for regulatory oversight by the department of 10 inspections and appeals, provides civil penalties, and 11 provides a criminal penalty of an aggravated misdemeanor which 12 carries with it a maximum penalty not to exceed two years and 13 a fine of at least \$500 but not to exceed \$5,000 for a willful 14 violation of the Code chapter that evidences a pattern or 15 practice of violation and is likely to have serious and 16 adverse impact on patient care or the potential for serious 17 injury or death for patients or employees. The bill also 18 provides for the loss of reimbursement for a health facility 19 under the medical assistance program for violation of the 20 chapter. 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35

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