

Health Care Appropriations Subcommittee

Meeting Packet

March 12, 2013 1:00 PM—3:00 PM Webster Hall



The Florida House of Representatives

Appropriations Committee Health Care Appropriations Subcommittee

Will Weatherford Speaker Matt Hudson Chair

AGENDA March 12, 2013 Webster Hall (212 Knott)

- I. Call to Order/Roll Call
- II. CS/HB 83 Infant Death by Santiago
- III. CS/HB 115 Professional Licensure of Military Veterans by Department of Health by Santiago
- IV. Closing Remarks and Adjournment

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #:

CS/HB 83

Infant Death

SPONSOR(S): Health Quality Subcommittee; Santiago

TIED BILLS:

IDEN./SIM. BILLS: SB 56

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Health Quality Subcommittee	13 Y, 0 N, As CS	Holt	O'Callaghan
2) Health Care Appropriations Subcommittee		Rodriguez	Pridgeon (#
3) Health & Human Services Committee			A M

SUMMARY ANALYSIS

CS/HB 83 amends s. 383.3362, F.S., relating to Sudden Infant Death Syndrome (SIDS) to update the activities of the Department of Health (DOH) and the medical examiners when reporting and classifying the cause of death of an infant under 1 year of age who suddenly dies, when in apparent good health. The bill brings the law into conformity with current federal Centers for Disease Control and Prevention (CDC) standards of practice by redefining and using a category for infant death that is broader than SIDS called "Sudden Unexpected Infant Death (SUID)," which includes infant death resulting from: SIDS, accidental suffocation, metabolic errors, injury or trauma and unclassified or accidental causes.

The bill amends the legislative intent, definitions, training requirements for first responders, autopsy requirements performed by medical examiners, and the protocol for medical and legal investigations to reflect the new SUID standard. The bill requires the DOH to consult with child protection teams established in the Children's Medical Services program when developing training curriculum and all other DOH duties relating to SUID.

The bill amends current law which requires a medical examiner to perform an autopsy within 24-hours (or as soon as feasible) on an infant suspected to have died from SIDS, and makes the decision to perform an autopsy discretionary. Such discretion, allows a medical examiner to forgo an autopsy in cases that are deemed to have occurred due to an accidental cause, such as a motor vehicle accident.

Additionally, the bill deletes references to SIDS, and the SIDS hotline. The bill makes technical changes by restructuring the language to improve readability and deleting unnecessary words and an obsolete date.

This bill has an insignificant fiscal impact on state and local governments.

The bill provides an effective date of July 1, 2013.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

PRESENT SITUATION

Sudden Infant Death Syndrome verses Sudden Unexpected Infant Death

The federal Centers for Disease Control and Prevention (CDC) defines Sudden Infant Death Syndrome (SIDS) as the sudden death of an infant less than one year of age that cannot be explained after a thorough investigation is conducted, including a completed autopsy, examination of the death scene. and review of the clinical history. According to the CDC, SIDS is considered a diagnosis of exclusion and of unknown etiology. SIDS is a diagnosis that should be given only after all other possible causes of sudden, unexplained death have been ruled out through a careful case investigation, which includes a thorough examination of the death scene, a complete autopsy, and a review of the infant's medical history.²

SIDS is the leading cause of death among infants aged 1-12 months, and is the third leading cause overall of infant mortality in the United States. SIDS most commonly occurs in infants from two to four months of age and rarely after eight months of age. SIDS also occurs more frequently in African Americans, American Indians, and Alaska Natives than in Caucasians. Modifiable risk factors for SIDS include: overheating; stomach and side sleeping positions; soft sleeping surfaces; loose bedding: inappropriate sleep surface; sharing the same sleep surface; and maternal and secondhand smoking.⁵ SIDS is not caused by suffocation, aspiration, abuse, or neglect. According to the National Institute of Child Health and Human Development, recent research suggests that certain infants may be highly susceptible to SIDS, due to an abnormality in a specific nerve cell in the brain.6

SIDS is a subset of SUID. In contrast to SIDS, SUID is defined as deaths in infants less than one year of age that occur suddenly and unexpectedly, and whose cause of death is not immediately obvious prior to investigation. The most common causes of SUID are: SIDS, accidental suffocation, metabolic errors, injury or trauma and unclassified causes (e.g., if the death scene investigation and/or autopsy were incomplete or not done and the death certifier has insufficient evidence to record a more specific cause of death).

Federal Initiative for Sudden Unexpected Infant Death

Since the early 1990s, SIDS rates have declined by 50 percent, in large part due to the national campaign to place infants on their backs to sleep (Back-to-Sleep Campaign). Two reports conducted

¹Centers for Disease Control and Prevention, Sudden Unexpected Infant Death and Sudden Infant Death Syndrome. Available at: http://www.cdc.gov/SIDS/index.htm (last viewed Feb. 5, 2013).

² Centers for Disease Control, Guidelines for the Scene Investigator. Available at: www.cdc.gov/sids/PDF/SUIDManual/Chapter1 tag508.pdf (last viewed Feb. 5, 2013).

 $[\]overline{^3}$ Id.

⁴ See Supra note 2.

⁵ *Id*.

⁶ Eunice Kennedy Shriver, National Institute of Child Health & Human Development, "SIDS Linked to Low Levels of Serotonin". Available at: http://www.nichd.nih.gov/news/releases/Pages/020310-SIDS-linked-serotonin.aspx (last viewed Feb. 5, 2013).

⁷ Shaprio-Mendoza CK, Tomashek KM, Anderson RN, and Wingo J, "Recent national trends in sudden, unexpected infant deaths: more evidence supporting a change in classification or reporting" American Journal of Epidemiology (2006 Apr 15; 163(8): 762-9), STORAGE NAME: h0083b.HCAS.DOCX

in 2005 and 2006, provide evidence that cause-of-death reporting and classifying of SUID may be unreliable. The studies found that the decline in the SIDS rate since 1999 was offset by an increase in mortality rates for accidental suffocation and strangulation in bed and for unknown/unspecified causes. Some deaths that were previously reported as SIDS are now reported as deaths due to accidental suffocation or unknown cause. This finding suggests that changes in reporting of cause of death might account for part of the recent decrease in the rate of SIDS.⁸

To address these changes, the CDC began the SUID Initiative in order to improve investigation and reporting practices for SIDS and SUID. The SUID Initiative's goals include:

- Standardization and improvement of data collection at the death scene;
- Promotion of the consistent classification and reporting of the cause of death;
- · Improving the national reporting of SUID; and
- Reducing SUID by using improved data to identify those at risk.

As a result, the CDC revised reporting forms, developed standardized training materials and implemented a state-based SUID case registry. In 2012, the CDC dispersed grants to 10 states to participate in the state-based SUID case registry.

Florida Infant Death Statistics

The DOH reports annually on infant deaths throughout the state in the Florida Vital Statistics Annual Report. This report provides the number of fetal deaths per 1,000 live births, the number of deaths by race and compares that data to national figures. Additionally, specific information on infant mortality rates, including data on SIDS and SUID deaths by county may be queried in the FloridaCHARTS.com database. 11

From 2011 to 2009, there were 610 SUID and 181 SIDS recorded infant deaths in Florida. 12

	Recorded Florida Infant D	eaths
Year	SUID	SIDS
2011	195	47
2010	207	62
2009	208	72

Source: FloridaCHARTS.com

Florida Sudden Infant Death Syndrome

Florida law currently defines SIDS as the "sudden unexpected death of an infant under 1 year of age which remains unexplained after a complete autopsy, death-scene investigation, and review of case history. The term includes only those deaths for which, currently, there is no known cause or cure."¹³

Since 1993, the DOH has been statutorily tasked with oversight of the SIDS program in Florida.¹⁴ The DOH is required to develop and adopt by rule a training curriculum in collaboration with the EMS

and Malloy MH, and MacDorman M., "Changes in the classification of sudden unexpected infant deaths: United States, 1992-2001," *Pediatrics* (2005 May; 115(5): 1247-53).

⁸ See Supra note 2.

⁹ The 10 state grantees are: Arizona, Colorado, Connecticut, Louisiana, Michigan, Minnesota, New Jersey, New Mexico, New Hampshire, and Wisconsin.

¹⁰ See Florida Vital Statistics Annual Report 2011, http://www.flpublichealth.com/VSBOOK/VSBOOK.aspx, (last visited Feb. 5, 2013).

¹¹ See Florida Department of Health, Division of Public Health Statistics & Performance Management, Infant Deaths Query. Available at: http://www.floridacharts.com/FLQUERY/InfantMortality/InfantMortalityRpt.aspx (last visited Feb. 5, 2013).

¹² Id

¹³ S. 383.3362(2), F.S.

¹⁴ Ch. 93-182, L.O.F.

Advisory Council; Firefighters Employment, Standards, and Training Council; and the Criminal Justice Standards and Training Commission. The training targets first responders (or "emergency responders"¹⁵) and is directed to focus on the nature of SIDS, standard procedures to be followed by law enforcement investigating infant death cases that may implicate SIDS, and training on how to appropriately respond to families or caretakers at the time of the infant's death.¹⁶

The current rule requires that the SIDS Recognition and Response training program include, at a minimum, the following learning objectives:¹⁷

- Define SIDS.
- Describe the epidemiology of SIDS.
- Describe the physical features of an infant who has died of SIDS.
- Describe the circumstances associated with a SIDS death.
- Identify the activities the emergency responder initiates.
- Describe the varied responses of SIDS families to sudden infant death.
- Respond to SIDS families in a sensitive manner.
- Describe the varied emotional reactions of emergency responders to sudden infant death.
- Identify ways emergency responders may cope with their own critical incident stress.
- Identify the community resources available to SIDS families.

According to Florida Department of Law Enforcement, the training on the proper response in infant death cases is included in the Criminal Justice Standards and Training Commission approved curricula for basic and advanced training of law enforcement officers. Both the basic and advanced training curricula have been updated and now use the term SUID.¹⁸

Furthermore, the DOH is required to: 19

- Collaborate with other agencies in the development and presentation of the SIDS training program for first responders, including emergency medical technicians and paramedics, firefighters, and law enforcement officers.
- Maintain a database of statistics on reported SIDS deaths, and analyze the data as funds allow.
- Serve as liaison and closely coordinate activities with the Florida SIDS Alliance²⁰, including the services related to the SIDS hotline.
- Maintain a library reference list and materials about SIDS for public dissemination.
- Provide professional support to field staff.
- Coordinate the activities of, and promote a link between, the fetal and infant mortality review committees of the local healthy start coalitions, the local SIDS alliance, and other related support groups.

Florida Medical Examiners Commission

Chapter 406, part I, F.S., creates the Medical Examiners Act and the Medical Examiners Commission. Florida law, under s. 383.3362, F.S., requires that an autopsy must be performed in all suspected SIDS

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¹⁵ An emergency responder is defined in rule to mean the law enforcement officers, paramedics, firefighters, emergency medical technicians, or other medical personnel who respond to the initial report of an unresponsive infant. *See* Rule 64F-5.001, F.A.C. ¹⁶ S. 383,3362(3), F.S.

¹⁷ Rule 64F-5.002, F.A.C.

¹⁸ Florida Department of Law Enforcement, Agency Analysis for HB 83, dated January 18, 2013, on file with the Health Quality Subcommittee.

¹⁹ S. 383.3362(5), F.S.

²⁰ The Florida SIDS Alliance formed in 1985 and its mission is to provide a reliable and continuous source of assistance to parents who have lost a child suddenly and unexpectedly, provide information and referral networking, sponsor educational campaigns, and promote and support research into the cause and possible prevention of SIDS through fundraising and public education. The Florida SIDS Alliance operates a hotline (1-800-SIDS-FLA) and a website. *See* http://flasids.com/blog/florida-sids-alliance/ (last visited Feb. 5, 2013).

cases by a medical examiner within 24 hours, or as soon as feasible.²¹ Section 383.3362(4)(d), F.S., cross-references s. 406.11, F.S., which provides the medical examiner authority, when deaths occur under certain circumstances, to examine, investigate, and perform autopsies as he or she deems necessary.

If the medical examiner's findings are consistent with SIDS, this condition must be listed as the cause of death on the death certificate. The Legislature granted medical examiners an exemption from civil action for any act or omission that may occur from complying with the law by conducting the required autopsy on the infant.²²

Moreover, the Medical Examiners Commission within the Florida Department of Law Enforcement is required to develop a protocol for handling suspected SIDS autopsies.²³ The protocol was last updated on July 28, 2010.²⁴ All medical examiners are required to follow the protocol requiring familiarity with the circumstance and location of the body; review of the infant's clinical history to include determination of prenatal, delivery and postnatal medical information, which includes history of familial disease, mental illness and social setting pertinent to the exclusion of illnesses or child abuse; and a comprehensive autopsy. The comprehensive autopsy should include: x-rays; histology slides to exclude diagnosable disease processes; bacterial and viral cultures to exclude suspected infectious agents; and a toxicology study when indicated.²⁵

EFFECTS OF PROPOSED CHANGES

The bill amends the law relating to SIDS to update the activities of the DOH and the medical examiners when reporting and classifying the cause of death of an infant under 1 year of age who suddenly dies, when in apparent good health. The bill brings the law into conformity with current CDC standards of practice by redefining and using a category for infant death that is broader than SIDS called, "Sudden Unexpected Infant Death," which includes infant death resulting from: SIDS, accidental suffocation, metabolic errors, injury or trauma and unclassified or accidental causes.

The bill amends the legislative intent, definitions, training requirements for first responders, autopsy requirements performed by medical examiners, and the protocol for medical and legal investigations to reflect the new SUID standard. The bill requires that the child protection teams within DOH's Division of Children's Medical Services program be consulted on the development of the training curriculum and all other DOH duties relating to SUID. The bill amends current law, which requires a medical examiner to perform an autopsy within 24-hours (or as soon as feasible) on an infant suspected to have died from SIDS, to allow a medical examiner discretion to determine whether an autopsy is necessary. This discretion allows a medical examiner to forgo an autopsy in instances such as a known accidental death (e.g. when an infant dies in a motor vehicle accident).

Additionally, the bill deletes references to SIDS, and the SIDS hotline. The bill makes technical changes by restructuring the language to improve readability and deleting unnecessary words and an obsolete date.

B. SECTION DIRECTORY:

Section 1. Amends s. 383.3362, F.S., relating to sudden infant death syndrome.

Section 2. Provides an effective date of July 1, 2013.

²⁵ *Id*.

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²¹ S. 383.3362(4), F.S.

²² S. 383.3362(4)(c), F.S.

²³ S. 383.3364(4)(b), F.S. The Administrative Rule governing the SIDS Autopsy Protocol was repealed May 21, 2012. See ch. 11G-20031 FAC

²⁴ Florida Department of Law Enforcement, Medical Examiners Commission, Practice Guidelines: Infant Deaths. Available at: http://www.fdle.state.fl.us/Content/getdoc/916d04c4-f522-4d8a-b16b-15fe90a9b28e/Practice-Guidelines-2009-Adopted.aspx (last viewed Feb. 5, 2013).

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

An insignificant increase in state expenditures is possible. This increase may be absorbed within agency existing resources associated with rule development and promulgation.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

An insignificant decrease in county expenditures is possible. This decrease is associated with the provision of the bill that provides medical examiners more discretion when deciding to perform an autopsy in cases that are deemed to have occurred due to an accidental cause of death.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill does not appear to require counties or municipalities to take an action requiring the expenditure of funds, reduce the authority that counties or municipalities have to raise revenue in the aggregate, nor reduce the percentage of state tax shared with counties or municipalities.

2. Other:

None Identified.

B. RULE-MAKING AUTHORITY:

The Department of Health has sufficient authority to implement the provisions of the bill.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On February 7, 2013, the Health Quality Subcommittee adopted a strike-all amendment and reported the bill favorably as a committee substitute. The amendment:

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- Requires the DOH to consult with the child protection teams under DOH's Children's Medical Services when developing training curricula for emergency medical service personnel.
- Requires the DOH to consult with the child protection teams when performing other SUID duties.
- Reinstates that the DOH is to coordinate with the Florida SIDS Alliance.

This analysis is drafted to the committee substitute.

A bill to be entitled

An act relating to infant death; amending s. 383.3362, F.S.; revising legislative findings and intent with respect to the sudden unexpected death of an infant under a specified age; defining the term "Sudden Unexpected Infant Death" (SUID); revising provisions relating to training requirements for first responders; revising requirements relating to autopsies performed by medical examiners; requiring the Medical Examiners Commission to provide for the development and implementation of a protocol for the medicolegal investigation of SUID; requiring the Department of Health to consult with certain child protection teams in the performance of specified duties with respect to SUID; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Section 383.3362, Florida Statutes, is amended to read:

383.3362 Sudden <u>Unexpected</u> Infant Death Syndrome.-

more than 4,500 infants in the United States die suddenly and unexpectedly of no immediate or obvious cause. According to statistics from the Department of Health, more than 200 infants in this state experienced Sudden Unexpected Infant Death in 2010

FINDINGS AND INTENT.—The Legislature recognizes that

Sudden Infant Death Syndrome, or SIDS, is a leading cause of

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death among children under the age of 1 year, both nationally and in this state. The Legislature further recognizes that first responders to emergency calls relating to such a death need access to special training to better enable them to recognize that such deaths may result from natural and accidental causes or may be caused distinguish SIDS from death caused by criminal acts and to appropriately interact with the deceased infant's parents or caretakers. At the same time, the Legislature, recognizing that the primary focus of first responders is to carry out their assigned duties, intends to increase the awareness of the possible causes of Sudden Unexpected Infant Death SIDS by first responders, but in no way expand or take away from their duties. Further, the Legislature recognizes the importance of a multidisciplinary investigation and standardized investigative protocols in cases of Sudden Unexpected Infant Death standard protocol for review of SIDS deaths by medical examiners and the importance of appropriate followup in cases of certified or suspected SIDS deaths. Finally, the Legislature finds that it is desirable to analyze existing data, and toconduct further research on, the possible causes of Sudden Unexpected Infant Death SIDS and on how to reduce its incidence lower the number of sudden infant deaths.

Unexpected Infant Death Syndrome," or "SUID," "SIDS," means the sudden unexpected death of an infant under 1 year of age while in apparent good health whose death may have been a result of natural or unnatural causes which remains unexplained after a complete autopsy, death-scene investigation, and review of the

case history. The term includes only those deaths for which, currently, there is no known cause or cure.

(3) TRAINING.-

- (a) The Legislature finds that an emergency medical technician, a paramedic, a firefighter, or a law enforcement officer is likely to be the first responder to a request for assistance which is made immediately after the sudden unexpected death of an infant. The Legislature further finds that these first responders should be trained in appropriate responses to the sudden and unexpected death of an infant death.
- (b) After January 1, 1995, The basic training programs required for certification as an emergency medical technician, a paramedic, a firefighter, or a law enforcement officer as defined in s. 943.10, other than a correctional officer or a correctional probation officer, must include curriculum that contains instruction on SUID Sudden Infant Death Syndrome.
- (c) The Department of Health, in consultation with the Emergency Medical Services Advisory Council, the Firefighters Employment, Standards, and Training Council, the child protection teams established in the Children's Medical Services program, and the Criminal Justice Standards and Training Commission, shall develop and adopt, by rule, curriculum that, at a minimum, includes training in the nature of SUID SIDS, standard procedures to be followed by law enforcement agencies in investigating cases involving the sudden unexpected death of an infant deaths of infants, and training in responding appropriately to the parents or caretakers who have requested assistance.

(4) AUTOPSIES.-

- (a) The death of any infant younger than 1 year of age who dies suddenly and unexpectedly while in apparent good health falls under the jurisdiction of the medical examiner as provided in s. 406.11. The medical examiner must perform an autopsy upon any infant under the age of 1 year who is suspected to have died of Sudden Infant Death Syndrome. The autopsy must be performed within 24 hours after the death, or as soon thereafter as is feasible. When the medical examiner's findings are consistent with the definition of sudden infant death syndrome in subsection (2), the medical examiner must state on the death certificate that sudden infant death syndrome was the cause of death.
- (b) The Medical Examiners Commission shall provide for the development and implementation of develop and implement a protocol for the medicolegal investigation of SUID dealing with suspected sudden infant death syndrome. The protocol must be followed by all medical examiners when conducting the autopsies required under this subsection. The protocol may include requirements and standards for scene investigations, requirements for specific data, criteria for any specific tissue sampling, and any other requirements that are deemed ascertaining cause of death based on the autopsy, criteria for any specific tissue sampling, and any other requirements that the commission considers necessary.
- (c) A medical examiner is not liable for damages in a civil action for any act or omission done in compliance with this subsection.

(d) An autopsy must be performed under the authority of a medical examiner under s. 406.11.

- (5) DEPARTMENT DUTIES RELATING TO <u>SUID</u> SUDDEN INFANT DEATH SYNDROME (SIDS).—The Department of Health, in consultation with the child protection teams established in the Children's Medical Services program, shall:
- (a) Collaborate with other agencies in the development and presentation of the <u>SUID</u> Sudden Infant Death Syndrome (SIDS) training programs for first responders, including those for emergency medical technicians and paramedics, firefighters, and law enforcement officers.
- (b) Maintain a database of statistics on reported <u>SUID</u> SIDS deaths, and analyze the data as funds allow.
- (c) Serve as liaison and closely coordinate activities with the Florida SIDS Alliance, including the services related to the SIDS hotline.
- (d) Maintain a library reference list and materials about SUID $\overline{\text{SIDS}}$ for public dissemination.
 - (e) Provide professional support to field staff.
- (f) Coordinate the activities of and promote a link between the fetal and infant mortality review committees of the local healthy start coalitions, the <u>Florida local</u> SIDS Alliance, and other related support groups.
 - Section 2. This act shall take effect July 1, 2013.

	COMMITTEE/SUBCOMMITTEE ACTION			
	ADOPTED (Y/N)			
	ADOPTED AS AMENDED (Y/N)			
	ADOPTED W/O OBJECTION (Y/N)			
	FAILED TO ADOPT (Y/N)			
	WITHDRAWN (Y/N)			
	OTHER			
1	Committee/Subcommittee hearing bill: Health Care Appropriations			
2	Subcommittee			
3	Representative Santiago offered the following:			
4				
5	Amendment (with title amendment)			
6	Remove everything after the enacting clause and insert:			
7	Section 1. Paragraph (f) of subsection (2) of section			
8	383.311, Florida Statutes, is amended to read:			
9	383.311 Education and orientation for birth center clients			
10	and their families.—			
11	(2) The clients shall be prepared for childbirth and			
12	childbearing by education in:			
13	(f) The care of the newborn to include safe sleep			
14	practices and the possible causes of Sudden Unexpected Infant			
15	Death.			
16	Section 2. Paragraph (e) of subsection (3) of section			
17	383.318, Florida Statutes, is amended to read:			
18	383.318 Postpartum care for birth center clients and			
19	infants.—			

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- (3) Postpartum evaluation and followup care shall be provided, which shall include:
- (e) Instruction in child care, including immunization, and breastfeeding, safe sleep practices, and possible causes of Sudden Unexpected Infant Death.
- Section 3. Section 383.3362, Florida Statutes, is amended to read:
 - 383.3362 Sudden Unexpected Infant Death Syndrome. -
- FINDINGS AND INTENT.-The Legislature recognizes that more than 4,500 infants in the United States die suddenly and unexpectedly of no immediate or obvious cause. According to statistics from the Department of Health, more than 200 infants in this state experienced Sudden Unexpected Infant Death in 2010 sudden Infant death Syndrome, or SIDS, is a leading cause of death among children under the age of 1 year, both nationally and in this state. The Legislature further recognizes that first responders to emergency calls relating to such a death need access to special training to better enable them to recognize that such deaths may result from natural and accidental causes or may be caused distinguish SIDS from death caused by criminal acts and to appropriately interact with the deceased infant's parents or caretakers. At the same time, the Legislature, recognizing that the primary focus of first responders is to carry out their assigned duties, intends to increase the awareness of the possible causes of Sudden Unexpected Infant Death SIDS by first responders, but in no way expand or take away from their duties. Further, the Legislature recognizes the importance of a multidisciplinary investigation and standardized

- investigative protocols in cases of Sudden Unexpected Infant

 Death standard protocol for review of SIDS deaths by medical
 examiners and the importance of appropriate followup in cases of
 certified or suspected SIDS deaths. Finally, the Legislature
 finds that it is desirable to analyze existing data, and to
 conduct further research on, the possible causes of Sudden
 Unexpected Infant Death SIDS and on how to reduce its incidence
 lower the number of sudden infant deaths.
- Unexpected Infant Death Syndrome," or "SUID," "SIDS," means the sudden unexpected death of an infant under 1 year of age while in apparent good health whose death may have been a result of natural or unnatural causes which remains unexplained after a complete autopsy, death-scene investigation, and review of the case history. The term includes only those deaths for which, currently, there is no known cause or cure.
 - (3) TRAINING.-
- (a) The Legislature finds that an emergency medical technician, a paramedic, a firefighter, or a law enforcement officer is likely to be the first responder to a request for assistance which is made immediately after the sudden unexpected death of an infant. The Legislature further finds that these first responders should be trained in appropriate responses to sudden infant death.
- (b) After January 1, 1995, The basic training programs required for certification as an emergency medical technician, a paramedic, a firefighter, or a law enforcement officer as defined in s. 943.10, other than a correctional officer or a

Amendment No. 1 correctional probation officer, must include curriculum that contains instruction on <u>SUID Sudden Infant Death Syndrome</u>.

- (c) The Department of Health, in consultation with the Emergency Medical Services Advisory Council, the Firefighters Employment, Standards, and Training Council, the child protection teams established in the Division of Children's Medical Services, and the Criminal Justice Standards and Training Commission, shall develop and adopt, by rule, curriculum that is as part of the Centers for Disease Control SUID Initiative which must that, at a minimum, includes training in the nature of SIDS, standard procedures to be followed by law enforcement agencies in investigating cases involving sudden deaths of infants, and training in responding appropriately to the parents or caretakers who have requested assistance.
 - (4) AUTOPSIES.-
- (a) The death of any infant younger than 1 year of age who dies suddenly and unexpectedly while in apparent good health falls under the jurisdiction of the medical examiner as provided in s. 406.11 The medical examiner must perform an autopsy upon any infant under the age of 1 year who is suspected to have died of Sudden Infant Death Syndrome. If an autopsy is performed, it The autopsy must be performed within 48 24 hours after the death or as soon thereafter as is feasible. When the medical examiner's findings are consistent with the definition of sudden infant death syndrome in subsection (2), the medical examiner must state on the death certificate that sudden infant death syndrome was the cause of death.
 - (b) The Medical Examiners Commission shall provide for the

development and implementation of develop and implement a protocol for the medicolegal investigation of SUID dealing with suspected sudden infant death syndrome. The protocol must be followed by all medical examiners when conducting the autopsies required under this subsection. The protocol may include requirements and standards for scene investigations, requirements for specific data, criteria for any specific tissue sampling, and any other requirements that are deemed ascertaining cause of death based on the autopsy, criteria for any specific tissue sampling, and any other requirements that the commission considers necessary.

- (c) A medical examiner is not liable for damages in a civil action for any act or omission done in compliance with this subsection.
- (d) An autopsy must be performed under the authority of a medical examiner under s. 406.11.
- (5) DEPARTMENT DUTIES RELATING TO SUDDEN <u>UNEXPECTED</u> INFANT DEATH <u>(SUID)</u> SYNDROME (SIDS).—The Department of Health, in consultation with the child protection teams established in the <u>Division of Children's Medical Services</u>, shall:
- (a) Collaborate with other agencies in the development and presentation of the <u>SUID</u> Sudden Infant Death Syndrome (SIDS) training programs for first responders, including those for emergency medical technicians and paramedics, firefighters, and law enforcement officers.
- (b) Maintain a database of statistics on reported $\underline{\text{SUID}}$ SIDS deaths, and analyze the data as funds allow.
 - (c) Serve as liaison and closely coordinate activities

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with the Florida SIDS Alliance, including the services related to the SIDS hotline.

- (d) Maintain a library reference list and materials about SUID SIDS for public dissemination.
 - (e) Provide professional support to field staff.
- (f) Coordinate the activities of and promote a link between the fetal and infant mortality review committees of the local healthy start coalitions, the <u>Florida local SIDS</u> Alliance, and other related support groups.

Section 4. Section 395.1053, Florida Statutes, is created to read:

395.1053 Postpartum education.—A hospital that provides birthing services shall incorporate information on safe sleep practices and the possible causes of Sudden Unexpected Infant Death into the hospital's postpartum instruction on the care of newborns.

Section 5. This act shall take effect July 1, 2013.

TITLE AMENDMENT

Remove everything before the enacting clause and insert:

A bill to be entitled

An act relating to infant death; amending s. 383.311, F.S.; revising the education and orientation requirements for birth centers and their families to incorporate safe sleep practices and causes of Sudden Unexpected Infant Death; amending s. 383.318, F.S.; revising the postpartum care for birth center clients

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Amendment No. 1

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and infants to incorporate instruction on safe sleep practices and causes of Sudden Unexpected Infant Death; amending s. 383.3362, F.S.; revising legislative findings and intent with respect to the sudden unexpected death of an infant under a specified age; defining the term "Sudden Unexpected Infant Death"; revising provisions relating to training requirements for first responders; revising requirements relating to autopsies performed by medical examiners; requiring the Medical Examiners Commission to provide for the development and implementation of a protocol for the medicolegal investigation of Sudden Unexpected Infant Death; creating s. 395.1053, F.S.; requiring a hospital that provides birthing services to incorporate information on safe sleep practices and the possible causes of Sudden Unexpected Infant Death into the hospital's postpartum instruction on the care of newborns; providing an effective date.

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #:

CS/HB 115

Professional Licensure of Military Veterans by Department of Health

SPONSOR(S): Health Quality Subcommittee; Santiago TIED BILLS:

IDEN./SIM. BILLS:

SB 160

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Health Quality Subcommittee	13 Y, 0 N, As CS	O'Callaghan	O'Callaghan
2) Veteran & Military Affairs Subcommittee	12 Y, 0 N	Thompson	De La Paz
3) Health Care Appropriations Subcommittee		Rodriguez	Pridgeon
4) Health & Human Services Committee		021	

SUMMARY ANALYSIS

CS/HB 115 requires the Department of Health (DOH) to waive initial licensure and certificate fees for military veterans who apply for a fee waiver using a DOH form and who provide supporting documentation required by DOH. A military veteran is only eligible for the fee waiver if the veteran has been honorably discharged from any branch of the United States Armed Forces within 24 months from the application. Current law does not allow the DOH or its regulatory boards to distinguish applicants for initial licensure based on military service.

The bill has an insignificant, negative fiscal impact on state government and no fiscal impact on local government.

The bill provides an effective date of July 1, 2013.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives, STORAGE NAME: h0115d.HCAS.DOCX

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Military and Veteran Presence in Florida

The United States currently has 1.4 million people serving in the United States Armed Forces,¹ over 23 million veterans living in the United States, and over 200 military installations in 46 states, the District of Columbia, and Puerto Rico.²

Florida, with its 20 major military installations, is home to a large population of active duty and reserve military members, as well as veterans. Currently, there are over 61,000 active duty military members³ and 12,000 National Guard members⁴ in Florida. The number of veterans living in Florida is over 1.6 million, the third highest in the nation behind California and Texas.⁵

While the majority of programs and benefits for military personnel and veterans are administered by the Federal Government, states and state legislatures are playing an increasingly larger role in military issues.

Professional Licensure Benefits for Military Members, Veterans, and Spouses

In recent years, the Florida Legislature has enacted laws to assist current military personnel, their spouses, and veterans in obtaining and renewing professional licensure in Florida.

In 2011, the Legislature created the Florida Defense Support Task Force (FDSTF) under s. 288.987, F.S., with a defined mission to:

- Make recommendations to preserve and protect military installations.
- Support the state's position in research and development related to or arising out of military missions and contracting.
- Improve the state's military-friendly environment for service members, military dependents, military retirees and businesses that bring military and base-related jobs to the state.

One of the FDSTF's long-range goals is to strengthen state support for military families and veterans with a focus on education, health care, employment and family programs.⁷

Current law⁸ exempts military personnel from license renewal requirements for the duration of active duty while absent from the state of Florida, and for a period of six months after discharge or return to

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¹ Section 250.01, F.S., concerning Military Affairs in Florida, defines "Armed Forces" to mean the United States Army, Navy, Air Force, Marine Corps, and Coast Guard.

² National Conference of State Legislatures, *Military and Veterans Affairs*, available at: http://www.ncsl.org/issues-research/env-res/military-and-veterans-affairs.aspx (last visited on Feb. 5, 2013).

³ University of West Florida: Florida Defense Industry, Economic Impact Analysis, pg. 14, 2013 Draft Report, on file with the Health Ouality Subcommittee.

⁴ Florida Department of Military Affairs, *Department of Military Affairs Mission*, available at: http://dma.myflorida.com/?page_id=2 (last visited on Feb. 5, 2013).

⁵ California has approximately 2 million veterans and Texas has approximately 1.6 million veterans. United States Census Bureau, A Snapshot of Our Nation's Veterans, available at: http://www.census.gov/how/pdf/census_veterans.pdf (last visited on Feb. 5, 2013). See also, Department of Veterans Affairs, Texas and the U.S. Department of Veteran Affairs, and Florida and the U.S. Department of Veteran Affairs, November 2010, on file with the Health Quality Subcommittee.

⁶ The Florida Defense Support Task Force replaced the Florida Council on Military Base and Mission Support, which was dismantled when s. 288.984, F.S., was repealed in 2011. See s. 38, ch. 2011-76, L.O.F.

⁷ The Florida Defense Support Task Force, 2011 Annual Report and 2012 Work Plan, available at: http://www.eflorida.com/fdstf/about.html (last visited on Feb. 5, 2013).

³ Sections 455.02(1) and 456.024(1), F.S.

the state. This benefit applies to military members who hold certain professional licenses regulated by the Department of Business and Professional Regulation (DBPR) or the DOH, who are not practicing their profession in the private sector. This benefit is also available to the spouses of active duty military members. The profession is the private sector.

To address the obstacles military families face due to frequent moves, the Legislature enacted CS/CS/CS/HB 713 in 2010¹¹ and CS/CS/CS/HB 1319¹² in 2011 to allow the DBPR and the DOH, respectively, to issue a temporary professional license to the spouse of an active duty military member. To obtain a temporary license, the spouse must submit proof of marriage to the military member, proof that he or she holds an active license in another state or jurisdiction, and proof that the military member is assigned to a duty station in Florida.¹³ In addition, the spouse must submit a complete set of his or her fingerprints to the Department of Law Enforcement for a statewide criminal history check.

Most recently, in 2012, the Legislature enacted CS/CS/HB 887,¹⁴ which waives the initial licensing fee, the initial application fee, and the initial unlicensed activity fee for a military veteran who applies to the DBPR for a license within 24 months of being honorably discharged. These licensure fee waivers apply only to professions regulated by the DBPR and does not apply to health professions under the DOH.

Department of Health Regulated Professions

Section 20.43, F.S., creates several divisions under the DOH, including the Division of Medical Quality Assurance (division), which is responsible for the following boards established within the division:

- The Board of Acupuncture, created under chapter 457.
- The Board of Medicine, created under chapter 458.
- The Board of Osteopathic Medicine, created under chapter 459.
- The Board of Chiropractic Medicine, created under chapter 460.
- The Board of Podiatric Medicine, created under chapter 461.
- The Board of Optometry, created under chapter 463.
- The Board of Nursing, created under part I of chapter 464.
- The Board of Pharmacy, created under chapter 465.
- The Board of Dentistry, created under chapter 466.
- The Board of Speech-Language Pathology and Audiology, created under part I of chapter 468.
- The Board of Nursing Home Administrators, created under part II of chapter 468.
- The Board of Occupational Therapy, created under part III of chapter 468.
- The Board of Athletic Training, created under part XIII of chapter 468.
- The Board of Orthotists and Prosthetists, created under part XIV of chapter 468.
- The Board of Massage Therapy, created under chapter 480.
- The Board of Clinical Laboratory Personnel, created under part III of chapter 483.
- The Board of Opticianry, created under part I of chapter 484.
- The Board of Hearing Aid Specialists, created under part II of chapter 484.
- The Board of Physical Therapy Practice, created under chapter 486.
- The Board of Psychology, created under chapter 490.
- The Board of Clinical Social Work, Marriage and Family Therapy, and Mental Health Counseling, created under chapter 491.

In addition to the professions regulated by the various aforementioned boards, the DOH also regulates the following professions:

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⁹ See also, s. 401.271, F.S., relating to certification of emergency medical technicians and paramedics who are on active duty with the United States Armed Forces.

¹⁰ Sections 455.02(2) and 456.024(2), F.S.

¹¹ Section 5, ch. 2010-106, L.O.F.

¹² Section 1, ch. 2011-95, L.O.F.

¹³ Sections 455.02(3) and 456.024(3), F.S.

¹⁴ Section 3, ch. 2012-72, L.O.F.

- Naturopathy, as provided under chapter 462.
- Nursing assistants, as provided under part II of chapter 464.
- Midwifery, as provided under chapter 467.
- Respiratory therapy, as provided under part V of chapter 468.
- Dietetics and nutrition practice, as provided under part X of chapter 468.
- Electrolysis, as provided under chapter 478.
- Medical physicists, as provided under part IV of chapter 483.
- School psychologists, as provided under chapter 490.
- Emergency medical technicians and paramedics, as provided under chapter 490.
- Radiological personnel, as provided under part IV of chapter 468.

Typical fees associated with obtaining an initial license include an initial licensing fee, 15 an initial application fee, 16 and an initial unlicensed activity fee. 17 Each board within the jurisdiction of the DOH, or the DOH when there is no board, determines by rule the amount of license fees for the profession it regulates.18

Effect of Proposed Changes

CS/HB 115 requires the DOH to waive the initial licensing fee, initial application fee, and initial unlicensed activity fee for a military veteran who applies to the DOH for a license within 24 months after being honorably discharged from any branch of the United States Armed Forces. Additionally, the DOH must waive the initial application fee for a military veteran who applies for certification in the radiological profession¹⁹ within 24 months after honorable discharge. However, the applicant for certification is still required to pay the fee for purchasing the examination from a national organization required for certification as a radiological professional.

The bill requires the application for both fee waivers to be submitted on a form prepared and furnished by the DOH and to include supporting documentation required by the DOH. The supporting documentation may be used to verify that the military veteran was honorably discharged.

B. SECTION DIRECTORY:

Section 1: Amends s. 456.013, F.S., relating to the DOH's general licensing provisions.

Section 2: Amends s. 468.304, F.S., relating to certification.

Section 3: Provides an effective date of July 1, 2013.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

The number of military veterans that will apply for licensure or certification, who have been honorably discharged from the United States Armed Forces within 24 months of applying for licensure or certification is unknown. Therefore, the actual fiscal impact cannot be determined at

¹⁵ Pursuant to s. 456.013(2), F.S., before the issuance of any license, the DOH shall charge an initial license fee as determined by the applicable board or, if there is no board, by rule of the DOH.

¹⁶ Each DOH board, or the DOH when there is no board, determines by rule the amount of initial application fees for the profession it regulates pursuant to each practice act. See e.g., ss. 458.311(1)(a), 459.0055(1)(a), and 460.406, F.S.

¹⁷ Pursuant to s. 456.065, F.S, the DOH imposes upon initial licensure and each licensure renewal, a special fee of \$5 per license to fund efforts to combat unlicensed activity.

¹⁸ Section 456.025(3), F.S.

¹⁹ Certified radiological professionals include basic X-ray machine operators, basic X-ray machine operators in podiatric medicine, general radiographers, nuclear medicine technologists, radiologist assistants, and specialty technologists. Section 468.304, F.S. STORAGE NAME: h0115d.HCAS.DOCX

this time. However, it is anticipated that the bill will have an insignificant negative impact on the Medical Quality Assurance Trust Fund revenues related to the potential reduction in licensing fees.²⁰

Similarly, the bill grants a waiver to applicable military veterans that may seek a radiological personnel certification. The fee for radiological certification may not exceed \$100 and the proceeds are deposited into the Radiation Protection Trust Fund. This provision will have an insignificant negative impact on the revenues deposited into the Radiation Protection Trust Fund.²⁰

A similar law enacted last year affected professions licensed by the DPBR. From July 1, 2012, to January 1, 2013, DBPR granted 38 military fee waivers and the fiscal impact to DBPR was \$5,830.

2. Expenditures:

According to the DOH, there will be a non-recurring increase in work associated with the modification of the Customer Oriented Medical Practitioner Administration System (COMPAS) licensure system to accommodate the new requirements in the bill. The DOH states that current resources are adequate to absorb this one-time workload increase.²¹

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill eliminates fees associated with initial health care licensure or certification for military veterans who have been honorably discharged from the United States Armed Forces within 24 months prior to applying for licensure or certification.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to affect county or municipal governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

²¹ *Id*.

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²⁰ Florida Department of Health, CS/HB 115 Agency Bill Analysis, February 19, 2013, on file with the Health Care Appropriations Subcommittee.

Sufficient rule-making authority currently exists under ss. 456.004(5) and 468.303, F.S., to implement the provisions of this bill.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On February 7, 2013, the Health Quality Subcommittee adopted one amendment and reported the bill favorably as a committee substitute. The amendment:

- Requires supporting documentation for an application to waive initial licensure fees to demonstrate the applicant was honorably discharged.
- Requires the DOH to waive initial fees for applicants seeking certification in a radiology
 profession if the applicant is a military veteran who was honorably discharged within 24 months
 from the application. The applicant must use a form prescribed by the DOH, submit supporting
 documentation, and still pay the fee for purchasing the examination from a national
 organization.

This analysis is drafted to the committee substitute as passed by the Health Quality Subcommittee.

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CS/HB 115 2013

A bill to be entitled

An act relating to professional licensure of military veterans by the Department of Health; amending ss. 456.013 and 468.304, F.S.; requiring the Department of Health to waive specified fees relating to licensure and certification of professions within the jurisdiction of the department for honorably discharged military veterans; providing for application and waiver requirements; providing an

 effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Subsection (13) is added to section 456.013, Florida Statutes, to read:

456.013 Department; general licensing provisions.—

(13) The department shall waive the initial licensing fee, initial application fee, and initial unlicensed activity fee for a military veteran who applies to the department for an initial license within 24 months after being honorably discharged from any branch of the United States Armed Forces. The applicant must apply for the fee waiver using a form prescribed by the department and must submit supporting documentation as required by the department.

Section 2. Subsection (1) of section 468.304, Florida Statutes, is amended to read:

468.304 Certification.—The department shall certify any applicant who meets the following criteria:

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CS/HB 115 2013

(1) Pays to the department a nonrefundable fee that may not exceed \$100, plus the actual per-applicant cost to the department for purchasing the examination from a national organization. The department shall waive the initial application fee for a military veteran who applies to the department for an initial certification within 24 months after being honorably discharged from any branch of the United States Armed Forces. The applicant must apply for the fee waiver using a form prescribed by the department and must submit supporting documentation as required by the department. This waiver does not include the fee for purchasing the examination from a national organization.

The department may not certify any applicant who has committed an offense that would constitute a violation of any of the provisions of s. 468.3101 or applicable rules if the applicant had been certified by the department at the time of the offense. An application for a limited computed tomography certificate may not be accepted. A person holding a valid computed tomography certificate as of October 1, 1984, is subject to s. 468.309.

Section 3. This act shall take effect July 1, 2013.