## 5370

2009-2010 Regular Sessions

IN ASSEMBLY

February 13, 2009

Introduced by M. of A. CAMARA -- read once and referred to the Committee on Health

AN ACT to amend the public health law, in relation to establishing the "safe staffing for hospital care act"

THE PEOPLE OF THE STATE OF NEW YORK, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

1 Section 1. Short title. This act shall be known as the "safe staffing 2 for hospital care act".

3 S 2. Legislative findings and intent. The legislature hereby finds and 4 declares that the state has a substantial interest in assuring that 5 delivery of healthcare services to patients in healthcare facilities б located within this state is adequate and safe and that healthcare 7 facilities retain sufficient nursing staff so as to promote optimal 8 healthcare outcomes. Recent changes in our healthcare delivery system 9 are resulting in a higher acuity level among patients in healthcare 10 facilities. Inadequate hospital staffing results in dangerous medical errors and patient infections. Inadequate and poorly monitored nurse 11 12 staffing practices can adversely impact the health of patients who enter 13 hospitals and outpatient emergency and surgical centers. A substantial 14 number of nurses indicate that hospital-patient acuity measurements are 15 inadequate and that many hospitals rarely, if ever, staff according to 16 acuity measurement tool. Hospital nurses work substantial overtime an 17 hours and nurses working twelve-hour shifts work the most additional overtime hours per week. Mandatory overtime and lengthy work hours for 18 19 direct-care nurses constitute a threat to the health and safety of 20 patients, adversely impact the general well-being of nurses and result 21 in greater turnover, which increases long-term shortage of nursing personnel. Establishing staffing standards will ensure that healthcare 22 23 facilities throughout the state operate in a manner that guarantees the 24 public safety and the delivery of quality healthcare services. The 25 intent of this act is to protect the health and safety of the residents

EXPLANATION--Matter in ITALICS (underscored) is new; matter in brackets
[] is old law to be omitted.

LBD02342-01-9

1	of New York state by ensuring adequate protection and care for patients
2	in healthcare facilities.
3	S 3. The public health law is amended by adding a new article 28-F to
4	read as follows:
5	ARTICLE 28-F
6	SAFE STAFFING FOR HOSPITAL CARE
44	(I) BE DEVELOPED IN CONSULTATION WITH THE DIRECT-CARE NURSING STAFF
45	WITHIN EACH DEPARTMENT OR UNIT OR, WHERE SUCH STAFF IS REPRESENTED, WITH
46	THE APPLICABLE RECOGNIZED OR CERTIFIED COLLECTIVE BARGAINING REPRESEN-
47	TATIVE OR REPRESENTATIVES OF THE DIRECT-CARE NURSING STAFF.
48	3. THE HEALTHCARE FACILITY'S STAFFING PLAN MUST INCORPORATE, AT A
49	MINIMUM, THE FOLLOWING DIRECT-CARE NURSE-TO-PATIENT RATIOS: PEDIATRIC
50	RECOVERY ROOMONE TO ONE, OPERATING ROOM CIRCULATING NURSEONE TO ONE,
51	SPECIAL PROCEDURES (E.G. CATH LAB, RADIOLOGY, ENDOSCOPY)ONE TO ONE,
52	TRAUMAONE TO ONE, BURN UNITONE TO TWO, CRITICAL CAREONE TO TWO,
53	LABOR AND DELIVERYONE TO TWO, ADULT RECOVERY ROOMONE TO TWO, EMER-
54	GENCY ROOMONE TO THREE, ONCOLOGY/CHEMOTHERAPYONE TO THREE, INTERME-

DIATE CARE UNIT--ONE TO THREE, TELEMETRY--ONE TO THREE, MOTHER/BABY 1 COUPLETS AND NORMAL POST-PARTUM--ONE TO FOUR, PEDIATRICS--ONE TO FOUR, 2 PSYCHIATRIC UNIT--ONE TO FOUR, ADULT MEDICAL-SURGICAL UNIT--ONE TO SIX. 3 4 4. THE DEPARTMENT SHALL ADOPT REGULATIONS THAT ESTABLISH MINIMUM, 5 NUMERICAL DIRECT-CARE NURSE-TO-PATIENT RATIOS FOR SPECIFIC, OTHER 6 HEALTHCARE FACILITY NURSING DEPARTMENTS AND UNITS THAT MUST BE INCORPO-7 RATED INTO THE STAFFING PLAN. 8 5. THE MINIMUM NUMBERS OF DIRECT-CARE NURSE-TO-PATIENT STAFF SET FORTH IN THE PRECEDING PARAGRAPHS SHALL CONSTITUTE THE MINIMUM NUMBERS OF 9 DIRECT-CARE NURSING STAFF THAT SHALL BE ASSIGNED TO AND BE PRESENT WITH-10 A NURSING DEPARTMENT OR UNIT. WHERE THE APPROVED ACUITY SYSTEM 11 INADOPTED BY THE FACILITY INDICATES THAT ADDITIONAL STAFF IS REQUIRED, THE 12 HEALTHCARE FACILITY MUST STAFF AT THE HIGHER STAFFING LEVEL. 13 14 6. THE SKILL MIX REFLECTED IN A STAFFING PLAN MUST ASSURE THAT ALL OF 15 THE FOLLOWING ELEMENTS OF THE NURSING PROCESS ARE PERFORMED IN THE PLAN-NING AND DELIVERY OF CARE FOR EACH PATIENT: 16 (A) ASSESSMENT, NURSING DIAGNOSIS, PLANNING, INTERVENTION, EVALUATION 17 18 AND PATIENT ADVOCACY. (B) REGISTERED NURSES MUST CONSTITUTE AT LEAST FIFTY PERCENT OF 19 THE 20 DIRECT-CARE NURSES INCLUDED IN THE STAFFING PLAN. 21 SKILL MIX MAY NOT INCORPORATE OR ASSUME THAT NURSING CARE (C) THE 22 FUNCTIONS REQUIRED BY LICENSING LAW OR REGULATIONS OR ACCEPTED STANDARDS 23 OF PRACTICE TO BE PERFORMED BY A LICENSED NURSE ARE TO BE PERFORMED BY 24 UNLICENSED PERSONNEL. 25 SHALL ADOPT REGULATIONS PRESCRIBING THE METHOD BY 7. THE DEPARTMENT 26 WHICH IT WILL APPROVE A HEALTHCARE FACILITY'S ACUITY SYSTEM. SUCH REGU-LATIONS MAY INCLUDE A SYSTEM FOR CLASS APPROVAL OF ACUITY SYSTEMS. 27 28 S 2899-BB. COMPLIANCE WITH PLAN AND RECORDKEEPING. 1. NOTWITHSTANDING 29 LAW TO THE CONTRARY, AS A CONDITION OF LICENSING, A HEALTHCARE ANY FACILITY LICENSED WITHIN THE STATE MUST AT ALL TIMES STAFF IN ACCORDANCE 30 WITH ITS STAFFING PLAN AND THE STAFFING STANDARDS ESTABLISHED PURSUANT 31 32 THIS ARTICLE, PROVIDED, HOWEVER, THAT NOTHING HEREIN SHALL BE DEEMED ТΟ 33 TO PRECLUDE A HEALTHCARE FACILITY FROM IMPLEMENTING HIGHER DIRECT-CARE 34 NURSE-TO-PATIENT STAFFING LEVELS. 35 NO NURSE SHALL BE ASSIGNED, OR INCLUDED IN THE COUNT OF ASSIGNED 2. NURSING STAFF FOR PURPOSES OF COMPLIANCE WITH MINIMUM STAFFING REQUIRE-36 37 MENTS, IN A NURSING DEPARTMENT OR UNIT OR A CLINICAL AREA WITHIN THE 38 HEALTHCARE FACILITY WITHOUT APPROPRIATE LICENSING, PRIOR ORIENTATION, 39 AND VERIFICATION THAT THE NURSE IS CAPABLE OF PROVIDING COMPETENT NURS-40 ING CARE TO THE PATIENTS THEREIN. 3. AS A CONDITION OF LICENSURE, EACH HEALTHCARE FACILITY 41 LICENSED PURSUANT TO THIS ARTICLE SHALL MAINTAIN ACCURATE DAILY RECORDS SHOWING: 42 43 (A) THE NUMBER OF PATIENTS ADMITTED, RELEASED AND PRESENT IN EACH 44 NURSING DEPARTMENT OR UNIT WITHIN THE FACILITY. 45 (B) THE INDIVIDUAL ACUITY LEVEL OF EACH PATIENT PRESENT IN EACH NURS-ING DEPARTMENT OR UNIT WITHIN THE FACILITY. 46 47 IDENTITY AND DUTY HOURS OF EACH DIRECT-CARE NURSE IN EACH (C) THE 48 NURSING DEPARTMENT OR UNIT WITHIN THE FACILITY. 49 4. NOTWITHSTANDING ANY LAW TO THE CONTRARY, AS A CONDITION OF LICEN-50 SURE, EACH HEALTHCARE FACILITY LICENSED WITHIN THE STATE SHALL MAINTAIN 51 DAILY STATISTICS, BY NURSING DEPARTMENT AND UNIT, OF MORTALITY, MORBIDI-TY, INFECTION, ACCIDENT, INJURY AND MEDICAL ERRORS. 52 5. ALL RECORDS REQUIRED TO BE KEPT PURSUANT TO THIS SECTION SHALL BE 53 54 MAINTAINED FOR A PERIOD OF SEVEN YEARS. 55 6. ALL RECORDS REQUIRED TO BE KEPT PURSUANT TO THIS SECTION SHALL BE MADE AVAILABLE UPON REQUEST TO THE DEPARTMENT AND TO THE PUBLIC, 56

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1 PROVIDED, HOWEVER, THAT INFORMATION RELEASED TO THE PUBLIC SHALL NOT 2 CONTAIN THE NAME OR OTHER PERSONAL IDENTIFYING INFORMATION, APART FROM 3 ACUITY LEVEL, ABOUT ANY INDIVIDUAL PATIENT.

4 S 2899-CC. MANDATORY OVERTIME AND EXCESSIVE DUTY HOURS. 1. EXCEPT 5 DURING A STATE OF EMERGENCY DECLARED BY THE GOVERNOR, A HEALTHCARE 6 FACILITY MAY NOT MANDATE OR OTHERWISE REQUIRE, DIRECTLY OR INDIRECTLY, A 7 HEALTHCARE EMPLOYEE TO WORK OR BE IN ON-DUTY STATUS IN EXCESS OF ANY ONE 8 OF THE FOLLOWING:

(A) THE SCHEDULED WORK SHIFT OR DUTY PERIOD.

10 (B) TWELVE HOURS IN A TWENTY-FOUR-HOUR PERIOD.

11 (C) EIGHTY HOURS IN A CONSECUTIVE FOURTEEN-DAY PERIOD.

12 "MANDATE" FOR THE PURPOSES OF THIS SUBDIVISION MEANS ANY REQUEST 13 WHICH, IF REFUSED OR DECLINED BY THE HEALTHCARE EMPLOYEE, MAY RESULT IN 14 DISCHARGE, DISCIPLINE, LOSS OF PROMOTION, OR OTHER ADVERSE EMPLOYMENT 15 CONSEQUENCE. NOTHING IN THIS SECTION IS INTENDED TO PROHIBIT A HEALTH-16 CARE EMPLOYEE FROM VOLUNTARILY WORKING OVERTIME.

2. EXCEPT DURING A STATE OF EMERGENCY DECLARED BY THE GOVERNOR:

18 (A) NO HEALTHCARE EMPLOYEE MAY WORK OR BE IN ON-DUTY STATUS MORE THAN19 SIXTEEN HOURS IN ANY TWENTY-FOUR-HOUR PERIOD.

20 (B) ANY HEALTHCARE EMPLOYEE WORKING SIXTEEN HOURS IN ANY TWENTY-FOUR-21 HOUR PERIOD MUST HAVE AT LEAST EIGHT CONSECUTIVE HOURS OFF DUTY BEFORE 22 BEING REQUIRED TO RETURN TO DUTY.

23 (C) NO HEALTHCARE EMPLOYEE MAY BE REQUIRED TO WORK OR BE ON-DUTY MORE 24 THAN SEVEN CONSECUTIVE DAYS WITHOUT AT LEAST ONE CONSECUTIVE 25 TWENTY-FOUR-HOUR PERIOD OFF DUTY WITHIN THAT TIME.

3. A WORK SHIFT SCHEDULE OR OVERTIME PROGRAM ESTABLISHED PURSUANT TO A
COLLECTIVE BARGAINING AGREEMENT NEGOTIATED ON BEHALF OF THE HEALTHCARE
EMPLOYEES BY A BONA FIDE LABOR ORGANIZATION MAY PROVIDE FOR MANDATORY
ON-DUTY HOURS IN EXCESS OF THAT PERMITTED UNDER THIS SECTION, PROVIDED
ADEQUATE MEASURES ARE INCLUDED IN THE AGREEMENT TO ENSURE AGAINST EXCESSIVE FATIGUE ON THE PART OF THE AFFECTED EMPLOYEES.

S 2899-DD. EMPLOYEE RIGHTS. 1. NOTWITHSTANDING ANY LAW TO THE CONTRA-RY, AS A CONDITION OF LICENSURE, EACH HEALTHCARE FACILITY LICENSED WITH-IN THE STATE SHALL ADOPT AND DISSEMINATE TO DIRECT-CARE NURSING STAFF A WRITTEN POLICY THAT COMPLIES WITH THE REQUIREMENTS SET FORTH IN SUBDIVI-SIONS TWO AND THREE OF THIS SECTION, DETAILING THE CIRCUMSTANCES UNDER WHICH A DIRECT-CARE NURSE MAY REFUSE A WORK ASSIGNMENT.

38 2. AT A MINIMUM, THE WORK ASSIGNMENT POLICY SHALL PERMIT A DIRECT-CARE39 NURSE TO REFUSE AN ASSIGNMENT FOR WHICH:

40 (A) THE NURSE IS NOT PREPARED BY EDUCATION, TRAINING OR EXPERIENCE TO 41 SAFELY FULFILL THE ASSIGNMENT WITHOUT COMPROMISING OR JEOPARDIZING 42 PATIENT SAFETY, THE NURSE'S ABILITY TO MEET FORESEEABLE PATIENT NEEDS, 43 OR THE NURSE'S LICENSE.

(B) THE NURSE HAS VOLUNTEERED TO WORK OVERTIME BUT DETERMINES THAT HIS
OR HER LEVEL OF FATIGUE AND/OR DECREASED ALERTNESS WOULD COMPROMISE OR
JEOPARDIZE PATIENT SAFETY, THE NURSE'S ABILITY TO MEET FORESEEABLE
PATIENT NEEDS, OR THE NURSE'S LICENSE.

48 (C) THE ASSIGNMENT OTHERWISE WOULD VIOLATE REQUIREMENTS ESTABLISHED 49 PURSUANT TO THIS ARTICLE.

50 3. AT A MINIMUM, THE WORK ASSIGNMENT POLICY SHALL CONTAIN PROCEDURES 51 FOR THE FOLLOWING:

52 (A) REASONABLE REQUIREMENTS FOR PRIOR NOTICE TO A NURSE'S SUPERVISOR 53 REGARDING THE NURSE'S REQUEST AND SUPPORTING REASONS FOR BEING RELIEVED 54 OF AN ASSIGNMENT OR CONTINUED DUTY.

55 (B) WHERE FEASIBLE, AN OPPORTUNITY FOR THE SUPERVISOR TO REVIEW THE 56 SPECIFIC CONDITIONS SUPPORTING THE NURSE'S REQUEST, AND TO DECIDE WHETH- UED DUTY.

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4 (C) A PROCESS WHICH PERMITS THE NURSE TO EXERCISE THE RIGHT TO REFUSE 5 THE ASSIGNMENT OR CONTINUED ON-DUTY STATUS WHEN THE SUPERVISOR DENIES 6 THE REQUEST TO BE RELIEVED IF:

7 THE SUPERVISOR REJECTS THE REOUEST WITHOUT PROPOSING A REMEDY, OR (I) 8 THE PROPOSED REMEDY WOULD BE INADEQUATE OR UNTIMELY.

9 (II) THE COMPLAINT AND INVESTIGATION PROCESS WITH THE DEPARTMENT WOULD 10 BE UNTIMELY TO ADDRESS THE CONCERN.

(III) THE EMPLOYEE IN GOOD FAITH BELIEVES THAT THE ASSIGNMENT MEETS 11 12 CONDITIONS JUSTIFYING REFUSAL.

AN EMPLOYEE IS DEEMED TO ACT IN GOOD FAITH IF THE EMPLOYEE REASON-13 4 14 ABLY BELIEVES THAT THE INFORMATION REPORTED OR DISCLOSED IS TRUE, AND 15 THAT A VIOLATION HAS OCCURRED OR MAY OCCUR. A HEALTHCARE FACILITY COVERED BY THIS ARTICLE SHALL NOT PENALIZE, DISCRIMINATE OR RETALIATE IN 16 17 ANY MANNER AGAINST AN EMPLOYEE WITH RESPECT TO COMPENSATION, TERMS, CONDITIONS OR PRIVILEGES OF EMPLOYMENT, WHO IN GOOD FAITH, INDIVIDUALLY 18 19 OR IN CONJUNCTION WITH ANOTHER PERSON OR PERSONS:

(A) REPORTS A VIOLATION OR SUSPECTED VIOLATION OF THIS SECTION TO A 20 21 PUBLIC REGULATORY AGENCY, A PRIVATE ACCREDITATION BODY, OR MANAGEMENT PERSONNEL OF THE HEALTHCARE FACILITY, 22

23 (B) INITIATES, COOPERATES OR OTHERWISE PARTICIPATES IN AN INVESTI-24 GATION OR PROCEEDING BROUGHT BY A REGULATORY AGENCY OR PRIVATE ACCREDI-25 TATION BODY CONCERNING MATTERS COVERED BY THIS SECTION,

26 (C) INFORMS OR DISCUSSES WITH OTHER EMPLOYEES, WITH REPRESENTATIVE OR 27 REPRESENTATIVES OF THE EMPLOYEES, WITH PATIENTS OR PATIENT REPRESEN-28 TATIVES, OR WITH THE PUBLIC, VIOLATIONS OR SUSPECTED VIOLATIONS OF THIS 29 SECTION, OR

(D) OTHERWISE AVAILS HIMSELF OR HERSELF OF THE RIGHTS ESTABLISHED 30 31 PURSUANT TO THIS ARTICLE.

32 S 2899-EE. ENFORCEMENT. 1. NOTWITHSTANDING ANY RIGHT OF ACTION GRANTED TO ANY GOVERNMENTAL BODY PURSUANT TO THIS ARTICLE, ANY PERSON WHO HAS 33 34 BEEN INJURED BY REASON OF A VIOLATION OF THIS ARTICLE MAY BRING AN ACTION IN HIS OR HER OWN NAME TO ENJOIN SUCH UNLAWFUL ACT, OR AN ACTION 35 TO RECOVER HIS OR HER ACTUAL DAMAGES, OR BOTH SUCH ACTIONS. 36

SHALL BE ENFORCED BY THE COMMISSIONER, WHO SHALL 37 2. THIS ARTICLE 38 PROMULGATE SUCH REGULATIONS AS ARE NECESSARY TO IMPLEMENT AND ADMINISTER 39 COMPLIANCE. REGULATIONS SHALL INCLUDE PROCEDURES TO RECEIVE, INVESTI-40 GATE, AND ATTEMPT TO RESOLVE COMPLAINTS, AND BRING ACTIONS IN ANY COURT OF COMPETENT JURISDICTION TO RECOVER APPROPRIATE RELIEF FOR AGGRIEVED 41 42 EMPLOYEES.

43 3. NO HEALTHCARE FACILITY SHALL DISCHARGE, DEMOTE, HARASS OR OTHERWISE 44 TAKE ADVERSE ACTIONS AGAINST ANY INDIVIDUAL BECAUSE SUCH INDIVIDUAL 45 SEEKS TO ENFORCE THIS ARTICLE, OR TESTIFIES, ASSISTS OR PARTICIPATES IN ANY MANNER IN AN INVESTIGATION, HEARING OR OTHER PROCEEDING TO ENFORCE 46 47 THIS ARTICLE. 48

4. IN ANY ACTION UNDER THIS ARTICLE IN WHICH AN EMPLOYEE PREVAILS:

49 (A) THE EMPLOYEE SHALL BE AWARDED MONETARY RELIEF, INCLUDING BACK PAY 50 IN AN AMOUNT EQUAL TO THE DIFFERENCE BETWEEN THE EMPLOYEE'S ACTUAL EARN-51 INGS AND WHAT THE EMPLOYEE WOULD HAVE EARNED BUT FOR THE HEALTHCARE FACILITY'S UNLAWFUL PRACTICES, AND AN ADDITIONAL AMOUNT IN 52 PUNITIVE 53 DAMAGES, AS APPROPRIATE.

54 (B) THE HEALTHCARE FACILITY SHALL BE ENJOINED FROM CONTINUING TO 55 VIOLATE THE PROVISIONS OF THIS ARTICLE AND MAY BE ORDERED TO TAKE SUCH 1 ADDITIONAL AFFIRMATIVE STEPS AS ARE NECESSARY TO ENSURE AN END TO THE 2 UNLAWFUL PRACTICES.

3 (C) THE HEALTHCARE FACILITY SHALL PAY A REASONABLE ATTORNEY'S FEE, 4 REASONABLE EXPERT WITNESS FEES, AND OTHER COSTS OF THE ACTION.

5 S 4. This act shall take effect on the first of July next succeeding 6 the date on which it shall have become a law.