111TH CONGRESS 2D SESSION

S. 3491

To amend title XVIII of the Social Security Act to provide for patient protection by establishing safe nurse staffing levels at certain Medicare providers, and for other purposes.

IN THE SENATE OF THE UNITED STATES

June 15, 2010

Mr. Inouye introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

- To amend title XVIII of the Social Security Act to provide for patient protection by establishing safe nurse staffing levels at certain Medicare providers, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE.
 - 4 This Act may be cited as the "Registered Nurse Safe
 - 5 Staffing Act of 2010".
 - 6 SEC. 2. FINDINGS.
 - 7 Congress makes the following findings:

- 1 (1) There are a number of hospitals throughout 2 the United States that do not provide adequate reg-3 istered nurse staffing to protect the health and safe-4 ty of patients.
 - (2) Research shows that patient safety in hospitals is directly proportionate to the number of registered nurses working in the hospital. Higher staffing levels by experienced registered nurses are related to lower rates of negative patient outcomes, including falls, infections, medication errors, and even death.
 - (3) Inadequate nurse staffing was found to be a contributing factor in 24 percent of all unanticipated events that resulted in patient death, injury, or permanent loss of function.
 - (4) Registered nurses play a vital role in preventing patient care errors, for example registered nurses intercepted 86 percent of medical errors before those errors affected patients.
 - (5) As a payer for impatient and outpatient hospital services for individuals entitled to benefits under the Medicare program, the Federal Government has a compelling interest in promoting the safety of such individuals by requiring any hospital

- participating in that program to establish minimum
 safe staffing levels for registered nurses.
 - (6) Adequate registered nurse staffing levels are necessary for the delivery of safe, quality care. Inadequate registered nurse staffing levels contribute to nurse burnout and exacerbate the current nursing shortage in the United States.
 - (7) Nearly 25 percent of registered nurses indicate that they are considering leaving direct patient care nursing due to inadequate nurse staffing, and nearly 60 percent of registered nurses report they know of another nurse who left direct care nursing because of concerns about inadequate nurse staffing.
 - (8) The cost to a hospital to replace a direct patient care registered nurse is more than 101 percent, and as much as 106 percent, of a registered nurse's annual salary.
 - (9) As a result of insufficient staff, registered nurses are being required to perform professional services under conditions that do not support quality health care or a healthful work environment for registered nurses.

1	SEC. 3. ESTABLISHMENT OF SAFE NURSE STAFFING LEV-
2	ELS BY MEDICARE PARTICIPATING HOS-
3	PITALS.
4	(a) Requirement of Medicare Provider Agree-
5	MENT.—Section 1866(a)(1) of the Social Security Act (42
6	U.S.C. 1395cc(a)(1)) is amended—
7	(1) in subparagraph (V), by striking "and" at
8	the end;
9	(2) in subparagraph (W), as added by section
10	3005 of the Patient Protection and Affordable Care
11	Act (Public Law 111–148)—
12	(A) by moving such subparagraph 2 ems to
13	the left; and
14	(B) by striking the period at the end;
15	(3) in subparagraph (W), as added by section
16	6406(b) of the Patient Protection and Affordable
17	Care Act (Public Law 111–148)—
18	(A) by moving such subparagraph 2 ems to
19	the left;
20	(B) by redesignating such subparagraph as
21	subparagraph (X); and
22	(C) by striking the period at the end and
23	inserting ", and"; and
24	(4) by inserting after subparagraph (X), as re-
25	designated by paragraph (3)(B), the following new
26	subparagraph:

1	"(Y) in the case of a hospital (as defined in sec-
2	tion 1861(e)), to meet the requirements of section
3	1899B.".
4	(b) REQUIREMENTS.—Title XVIII of the Social Secu-
5	rity Act (42 U.S.C. 1395 et seq.), as amended by sections
6	3022 and 3403 of the Patient Protection and Affordable
7	Care Act (Public Law 111–148), is amended by inserting
8	after section 1899A the following new section:
9	"NURSE STAFFING REQUIREMENTS FOR MEDICARE
10	PARTICIPATING HOSPITALS
11	"Sec. 1899B. (a) Implementation of Nurse
12	Staffing Plan.—
13	"(1) In General.—Each participating hospital
14	shall implement a hospital-wide staffing plan for
15	nursing services furnished in the hospital.
16	"(2) Requirement for development of
17	STAFFING PLAN BY HOSPITAL NURSE STAFFING
18	COMMITTEE.—The hospital-wide staffing plan for
19	nursing services implemented by a hospital pursuant
20	to paragraph (1)—
21	"(A) shall be developed by the hospital
22	nurse staffing committee established under sub-
23	section (b); and
24	"(B) shall require that an appropriate
25	number of registered nurses provide direct pa-

1	tient care in each unit and on each shift of the
2	hospital to ensure staffing levels that—
3	"(i) address the unique characteristics
4	of the patients and hospital units; and
5	"(ii) result in the delivery of safe,
6	quality patient care, consistent with the re-
7	quirements under subsection (c).
8	"(b) Hospital Nurse Staffing Committee.—
9	"(1) Establishment.—Each participating
10	hospital shall establish a hospital nurse staffing
11	committee (hereinafter in this section referred to as
12	the 'Committee').
13	"(2) Composition.—A Committee established
14	pursuant to this subsection shall be composed of
15	members as follows:
16	"(A) MINIMUM 55 PERCENT NURSE PAR-
17	TICIPATION.—Not less than 55 percent of the
18	members of the Committee shall be registered
19	nurses who provide direct patient care but who
20	are neither hospital nurse managers nor part of
21	the hospital administration staff.
22	"(B) Inclusion of Hospital Nurse
23	MANAGERS.—The Committee shall include
24	members who are hospital nurse managers.

1	"(C) Inclusion of nurses from spe-
2	CIALTY UNITS.—The members of the Com-
3	mittee shall include at least 1 registered nurse
4	who provides direct care from each nurse spe-
5	cialty or unit of the hospital (each such spe-
6	cialty or unit as determined by the hospital).
7	"(D) OTHER HOSPITAL PERSONNEL.—The
8	Committee shall include such other personnel of
9	the hospital as the hospital determines to be ap-
10	propriate.
11	"(3) Duties.—
12	"(A) DEVELOPMENT OF STAFFING
13	PLAN.—The Committee shall develop a hospital-
14	wide staffing plan for nursing services furnished
15	in the hospital consistent with the requirements
16	under subsection (c).
17	"(B) REVIEW AND MODIFICATION OF
18	STAFFING PLAN.—The Committee shall—
19	"(i) conduct regular, ongoing moni-
20	toring of the implementation of the hos-
21	pital-wide staffing plan for nursing services
22	furnished in the hospital;
23	"(ii) carry out evaluations of the hos-
24	pital-wide staffing plan for nursing services
25	at least annually; and

1	"(iii) make such modifications to the
2	hospital-wide staffing plan for nursing
3	services as may be appropriate.
4	"(C) Additional duties.—The Com-
5	mittee shall—
6	"(i) develop policies and procedures
7	for overtime requirements of registered
8	nurses providing direct patient care and
9	for appropriate time and manner of relief
10	of such registered nurses during routine
11	absences; and
12	"(ii) carry out such additional duties
13	as the Committee determines to be appro-
14	priate.
15	"(c) Staffing Plan Requirements.—
16	"(1) Plan requirements.—Subject to para-
17	graph (2), a hospital-wide staffing plan for nursing
18	services developed and implemented under this sec-
19	tion shall—
20	"(A) be based upon input from the reg-
21	istered nurse staff of the hospital who provide
22	direct patient care or their exclusive representa-
23	tives, as well as the chief nurse executive;
24	"(B) be based upon the number of patients
25	and the level and variability of intensity of care

1	to be provided to those patients, with appro-
2	priate consideration given to admissions, dis-
3	charges, and transfers during each shift;
4	"(C) take into account contextual issues
5	affecting nurse staffing and the delivery of care,
6	including architecture and geography of the en-
7	vironment and available technology;
8	"(D) take into account the level of edu-
9	cation, training, and experience of those reg-
10	istered nurses providing direct patient care;
11	"(E) take into account the staffing levels
12	and services provided by other health care per-
13	sonnel associated with nursing care, such as
14	certified nurse assistants, licensed vocational
15	nurses, licensed psychiatric technicians, nursing
16	assistants, aides, and orderlies;
17	"(F) take into account staffing levels rec-
18	ommended by specialty nursing organizations;
19	"(G) establish adjustable minimum num-
20	bers of registered nurses based upon an assess-
21	ment by registered nurses of the level and vari-
22	ability of intensity of care required by patients

under existing conditions;

1	"(H) take into account unit and facility
2	level staffing, quality and patient outcome data,
3	and national comparisons, as available;
4	"(I) ensure that a registered nurse shall
5	not be assigned to work in a particular unit of
6	the hospital without first having established the
7	ability to provide professional care in such unit;
8	and
9	"(J) provide for exemptions from some or
10	all requirements of the hospital-wide staffing
11	plan for nursing services during a declared
12	state of emergency (as defined in subsection
13	(l)(1)) if the hospital is requested or expected
14	to provide an exceptional level of emergency or
15	other medical services.
16	"(2) Limitation.—A staffing system developed
17	and implemented under this section—
18	"(A) shall not preempt any registered-
19	nurse staffing levels established under State law
20	or regulation; and
21	"(B) may not utilize any minimum number
22	of registered nurses established under para-
23	graph (1)(G) as an upper limit on the nurse
24	staffing of the hospital to which such minimum
25	number applies.

1	"(d) Reporting and Release to Public of Cer-
2	TAIN STAFFING INFORMATION.—
3	"(1) REQUIREMENTS FOR HOSPITALS.—Each
4	participating hospital shall—
5	"(A) post daily for each shift, in a clearly
6	visible place, a document that specifies in a uni-
7	form manner (as prescribed by the Secretary)
8	the current number of licensed and unlicensed
9	nursing staff directly responsible for patient
10	care in each unit of the hospital, identifying
11	specifically the number of registered nurses;
12	"(B) upon request, make available to the
13	public—
14	"(i) the nursing staff information de-
15	scribed in subparagraph (A);
16	"(ii) a detailed written description of
17	the hospital-wide staffing plan imple-
18	mented by the hospital pursuant to sub-
19	section (a); and
20	"(iii) not later than 90 days after the
21	date on which an evaluation is carried out
22	by the Committee under subsection
23	(b)(3)(B)(ii), a copy of such evaluation;
24	and

1	"(C) not less frequently than quarterly,
2	submit to the Secretary in a uniform manner
3	(as prescribed by the Secretary) the nursing
4	staff information described in subparagraph (A)
5	through electronic data submission.
6	"(2) Secretarial responsibilities.—The
7	Secretary shall—
8	"(A) make the information submitted pur-
9	suant to paragraph (1)(C) publicly available in
10	a comprehensible format (as described in sub-
11	section (e)(2)(D)(ii)), including by publication
12	on the Hospital Compare Internet Web site of
13	the Department of Health and Human Services;
14	and
15	"(B) provide for the auditing of such infor-
16	mation for accuracy as a part of the process of
17	determining whether the participating hospital
18	is in compliance with the conditions of its
19	agreement with the Secretary under section
20	1866, including under subsection (a)(1)(Y) of
21	such section.
22	"(e) Recordkeeping; Collection and Report-
23	ING OF QUALITY DATA; EVALUATION.—
24	"(1) Recordkeeping.—Each participating
25	hospital shall maintain for a period of at least 3

1	years (or, if longer, until the conclusion of any pend-
2	ing enforcement activities) such records as the Sec-
3	retary deems necessary to determine whether the
4	hospital has implemented a hospital-wide staffing
5	plan for nursing services pursuant to subsection (a).
6	"(2) Collection and reporting of quality
7	DATA ON NURSING SERVICES.—
8	"(A) In General.—The Secretary shall
9	require the collection, aggregation, mainte-
10	nance, and reporting of quality data relating to
11	nursing services furnished by each participating
12	hospital.
13	"(B) Use of endorsed measures.—In
14	carrying out this paragraph, the Secretary shall
15	use only quality measures for nursing-sensitive
16	care that are endorsed by the consensus-based
17	entity with a contract under section 1890(a).
18	"(C) Use of qualified third party en-
19	TITIES FOR COLLECTION AND SUBMISSION OF
20	DATA.—
21	"(i) In general.—A participating
22	hospital may enter into agreements with
23	third party entities that have demonstrated
24	expertise in the collection and submission
25	of quality data on nursing services to col-

lect, aggregate, maintain, and report the
quality data of the hospital pursuant to
subparagraph (A).

"(ii) Construction.—Nothing in
glause (i) shall be construed to excuse or

clause (i) shall be construed to excuse or exempt a participating hospital that has entered into an agreement described in such clause from compliance with requirements for quality data collection, aggregation, maintenance, and reporting imposed under this paragraph.

"(D) Reporting of quality data.—

"(i) Publication on Hospital Compare Web Site.—Subject to the succeeding provisions of this subparagraph, the Secretary shall make the data submitted pursuant to subparagraph (A) publicly available, including by publication on the Hospital Compare Internet Web site of the Department of Health and Human Services.

"(ii) Comprehensible format.—

Data made available to the public under clause (i) shall be presented in a clearly understandable format that permits con-

1 sumers of hospital services to make mean-2 ingful comparisons among hospitals, in-3 cluding concise explanations in plain 4 English of how to interpret the data, of the difference in types of nursing staff, of the 6 relationship between nurse staffing levels 7 and quality of care, and of how nurse 8 staffing may vary based on patient case 9 mix. 10 "(iii) Opportunity to correct er-11 RORS.—The Secretary shall establish a 12 process under which participating hospitals 13 may review data submitted to the Sec-14 retary pursuant to subparagraph (A) to 15 correct errors, if any, contained in that 16 data submission before making the data 17 available to the public under clause (i). 18 "(3) EVALUATION OF DATA.—The Secretary 19 shall provide for the analysis of quality data col-20 lected from participating hospitals under paragraph 21 (2) in order to evaluate the effect of hospital-wide 22 staffing plans for nursing services implemented pur-

suant to subsection (a) on—

"(A) patient outcomes that are nursing

sensitive (such as pressure ulcers, fall occur-

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1	rence, falls resulting in injury, length of stay,
2	and central line catheter infections); and
3	"(B) nursing workforce safety and reten-
4	tion (including work-related injury, staff skill
5	mix, nursing care hours per patient day, va-
6	cancy and voluntary turnover rates, overtime
7	rates, use of temporary agency personnel, and
8	nurse satisfaction).
9	"(f) Refusal of Assignment.—A nurse may refuse
10	to accept an assignment as a nurse in a participating hos-
11	pital, or in a unit of a participating hospital, if—
12	"(1) the assignment is in violation of the hos-
13	pital-wide staffing plan for nursing services imple-
14	mented pursuant to subsection (a); or
15	"(2) the nurse is not prepared by education,
16	training, or experience to fulfill the assignment with-
17	out compromising the safety of any patient or jeop-
18	ardizing the license of the nurse.
19	"(g) Enforcement.—
20	"(1) Responsibility.—The Secretary shall en-
21	force the requirements and prohibitions of this sec-
22	tion in accordance with the succeeding provisions of
23	this subsection

1	"(2) Procedures for receiving and inves-
2	TIGATING COMPLAINTS.—The Secretary shall estab-
3	lish procedures under which—
4	"(A) any person may file a complaint that
5	a participating hospital has violated a require-
6	ment of or a prohibition under this section; and
7	"(B) such complaints are investigated by
8	the Secretary.
9	"(3) Remedies.—Except as provided in para-
10	graph (5), if the Secretary determines that a partici-
11	pating hospital has violated a requirement of this
12	section, the Secretary—
13	"(A) shall require the hospital to establish
14	a corrective action plan to prevent the recur-
15	rence of such violation; and
16	"(B) may impose civil money penalties
17	under paragraph (4).
18	"(4) CIVIL MONEY PENALTIES.—
19	"(A) In general.—In addition to any
20	other penalties prescribed by law, the Secretary
21	may impose a civil money penalty of not more
22	than \$10,000 for each knowing violation of a
23	requirement of this section, except that the Sec-
24	retary shall impose a civil money penalty of
25	more than \$10,000 for each such violation in

the case of a participating hospital that the Secretary determines has a pattern or practice of such violations (with the amount of such additional penalties being determined in accordance with a schedule or methodology specified in regulations).

"(B) PROCEDURES.—The provisions of section 1128A (other than subsections (a) and (b)) shall apply to a civil money penalty under this paragraph in the same manner as such provisions apply to a penalty or proceeding under section 1128A.

"(C) Public notice of violations.—

"(i) Internet web site.—The Secretary shall publish on an appropriate Internet Web site of the Department of Health and Human Services the names of participating hospitals on which civil money penalties have been imposed under this section, the violation for which the penalty was imposed, and such additional information as the Secretary determines appropriate.

"(ii) Change of ownership.—With respect to a participating hospital that had

a change in ownership, as determined by
the Secretary, penalties imposed on the
hospital while under previous ownership
shall no longer be published by the Secretary of such Internet Web site after the
1-year period beginning on the date of the
change in ownership.

"(5) Penalty for failure to collect and report quality data on nursing services.—

"(A) IN GENERAL.—In the case of a participating hospital that fails to comply with requirements under subsection (e)(2) to collect, aggregate, maintain, and report quality data relating to nursing services furnished by the hospital, instead of the remedies described in paragraph (3), the provisions of subparagraph (B) shall apply with respect to each such failure of the participating hospital.

"(B) Penalty.—In the case of a failure by a participating hospital to comply with the requirements under subsection (e)(2) for a year, each such failure shall be deemed to be a failure submit data required under section to section 1833(t)(17)(A), 1886(b)(3)(B)(viii),section 1886(j)(7)(A), or section

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1886(m)(5)(A), as the case may be, with re-1 2 spect to the participating hospital involved for 3 that year. "(h) Whistleblower Protections.— 4 5 "(1) Prohibition of discrimination and RETALIATION.—A participating hospital shall not 6 7 discriminate or retaliate in any manner against any 8 patient or employee of the hospital because that pa-9 tient or employee, or any other person, has pre-10 sented a grievance or complaint, or has initiated or 11 cooperated in any investigation or proceeding of any 12 kind, relating to— "(A) the hospital-wide staffing plan for 13

- "(A) the hospital-wide staffing plan for nursing services developed and implemented under this section; or
- "(B) any right, other requirement or prohibition under this section, including a refusal to accept an assignment described in subsection (f).
- "(2) Relief for prevailing employees.—
 An employee of a participating hospital who has been discriminated or retaliated against in employment in violation of this subsection may initiate judicial action in a United States district court and shall be entitled to reinstatement, reimbursement for lost

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wages, and work benefits caused by the unlawful acts of the employing hospital. Prevailing employees are entitled to reasonable attorney's fees and costs associated with pursuing the case.

- "(3) Relief for prevailing patients.—A patient who has been discriminated or retaliated against in violation of this subsection may initiate judicial action in a United States district court. A prevailing patient shall be entitled to liquidated damages of \$5,000 for a violation of this statute in addition to any other damages under other applicable statutes, regulations, or common law. Prevailing patients are entitled to reasonable attorney's fees and costs associated with pursuing the case.
- "(4) Limitation on actions.—No action may be brought under paragraph (2) or (3) more than 2 years after the discrimination or retaliation with respect to which the action is brought.
- "(5) Treatment of adverse employment actions.—For purposes of this subsection—
- 21 "(A) an adverse employment action shall 22 be treated as discrimination or retaliation; and 23 "(B) the term 'adverse employment action'

includes—

1	"(i) the failure to promote an indi-
2	vidual or provide any other employment-re-
3	lated benefit for which the individual would
4	otherwise be eligible;
5	"(ii) an adverse evaluation or decision
6	made in relation to accreditation, certifi-
7	cation, credentialing, or licensing of the in-
8	dividual; and
9	"(iii) a personnel action that is ad-
10	verse to the individual concerned.
11	"(i) Relationship to State Laws.—Nothing in
12	this section shall be construed as exempting or relieving
13	any person from any liability, duty, penalty, or punish-
14	ment provided by the law of any State or political subdivi-
15	sion of a State, other than any such law which purports
16	to require or permit any action prohibited under this title.
17	"(j) Relationship to Conduct Prohibited
18	Under the National Labor Relations Act or
19	OTHER COLLECTIVE BARGAINING LAWS.—Nothing in
20	this section shall be construed as—
21	"(1) permitting conduct prohibited under the
22	National Labor Relations Act or under any other
23	Federal, State, or local collective bargaining law; or

"(2) preempting, limiting, or modifying a collec-1 2 tive bargaining agreement entered into by a participating hospital. 3 "(k) REGULATIONS.— 4 "(1) IN GENERAL.—The Secretary shall pro-5 6 mulgate such regulations as are appropriate and 7 necessary to implement this section. "(2) Implementation.— 8 "(A) IN GENERAL.—Except as provided in 9 subparagraph (B), as soon as practicable but 10 11 not later than 2 years after the date of the en-12 actment of this section, a participating hospital 13 shall have implemented a hospital-wide staffing 14 plan for nursing services under this section. 15 "(B) Special rule for rural hos-16 PITALS.—In the case of a participating hospital 17 located in a rural area (as defined in section 18 1886(d)(2)(D)), such participating hospital 19 shall have implemented a hospital-wide staffing 20 plan for nursing services under this section as 21 soon as practicable but not later than 4 years 22 after the date of the enactment of this section. 23 "(l) Definitions.—In this section: "(1) DECLARED STATE OF EMERGENCY.—The 24

term 'declared state of emergency' means an offi-

- cially designated state of emergency that has been declared by the Federal Government or the head of the appropriate State or local governmental agency having authority to declare that the State, county, municipality, or locality is in a state of emergency, but does not include a state of emergency that re-sults from a labor dispute in the health care indus-try or consistent understaffing.
 - "(2) Participating Hospital.—The term 'participating hospital' means a hospital (as defined in section 1861(e)) that has entered into a provider agreement under section 1866.
 - "(3) Person.—The term 'person' means one or more individuals, associations, corporations, unincorporated organizations, or labor unions.
 - "(4) REGISTERED NURSE.—The term 'registered nurse' means an individual who has been granted a license to practice as a registered nurse in at least 1 State.
 - "(5) SHIFT.—The term 'shift' means a scheduled set of hours or duty period to be worked at a participating hospital.
 - "(6) Unit.—The term 'unit' means, with respect to a hospital, an organizational department or separate geographic area of a hospital, including a

burn unit, a labor and delivery room, a post-anesthesia service area, an emergency department, an
operating room, a pediatric unit, a stepdown or intermediate care unit, a specialty care unit, a telemetry unit, a general medical care unit, a subacute
care unit, and a transitional inpatient care unit.".

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