COMMITTEE REPORT

TO: Patrick O'Donnell
   Clerk of the Legislature

FROM: Senator Sara Howard
       Chair, Health and Human Services Committee

DATE: 11.13.2020

RE: Health and Human Services Committee Report and Recommendations on
Regulated Occupations within Committee Jurisdiction – Nursing Home
Administrator

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GENERAL INFORMATION

I. Occupation Regulated
   A) Nursing Home Administrator

II. Name of Occupational Board Responsible for Enforcement
   A) Per Nebraska Revised Statutes Section 38-161, the Board of Nursing
   Home Administration provides recommendations to the Department of
   Health and Human Services regarding the issuance or denial of
   credentials, and provides recommendations to the Department of Health
   and Human Services regarding rules and regulations to carry out the
   Uniform Credentialing Act.

III. Public Purpose and Assumptions Underlying License Creation
   A) Long Term Care is one of the most highly regulated health care services in
   the United States. The Centers of Medicare and Medicaid continually
   modify and implement new regulatory requirements to manage care
delivery to infirm individuals in our society. As such the complexity of
   providing care delivery services in compliance with substantial oversight
   while maintaining member centered care is challenging.

   Specific requirements are required to provide Nursing Home
   Administrators the tools to successfully manage under complex
   regulations. Requirements necessary to support exceptional care delivery
   outcomes include Education, Competency testing, and Continuing
   Educational qualifications. These alone are not enough to ensure proper
   application in facility operations.
Providing oversight by professionals in the field, community leaders, and educators as part of the Nursing Home Administrator Board allows a broad overview and insight into supporting the Licensed Administrators of Nebraska and those individuals looking to enter the field of Health Care Delivery.

The license was created to protect the public health, safety, and welfare.

IV. Number of Regulated Professionals in Nebraska
A) There are a total of 550 licensed Nursing Home Administrators in Nebraska, including 20 Nursing Home Administrators overseeing more than one nursing home; two Administrators-in-training; six mentoring trainees; 75 Nursing Home Administrator preceptors; 425 Nursing Home Administrators; and 22 Provisional Nursing Home Administrators.

BOARD MEMBERSHIPS AND MEETINGS

I. Number of Members
A) There are nine members of the Board of Nursing Home Administration.

II. Who Appoints Members of the Board / Is Legislative Approval Required?
A) The Board of Health appoints the members of the Board of Nursing Home Administration. Legislative approval is not required.

III. Term Length
A) The length of term for service on the Board of Nursing Home Administration is up to two consecutive five year terms, on a rotating basis.

IV. Qualifications for Membership of the Board
A) Pursuant to the Nebraska Revised Statutes, section 38-2417, The Board of Nursing Home Administration is made up of seven professional members and two public members. The professional members shall have held and maintained an active credential and be and have been actively engaged in the practice of his or her profession for a period of five years just preceding his or her appointment and shall maintain such credential and practice while serving as a board member. The professional members shall consist of: (a) Two members who hold active licenses and are currently employed in the management, operation, or ownership of proprietary homes for the aged or infirm or nursing homes that serve the aged or infirm in Nebraska; (b) two members who hold active licenses and are currently employed in the management or operation of a
nonprofit home for the aged or infirm or nursing home or hospital caring for chronically ill or infirm, aged patients; (c) one member who is a member of the faculty of a college or university located in the state who is actively engaged in a teaching program relating to business administration, social work, gerontology, or some other aspect of the administration of health care facilities; (d) one member who is a licensed physician and surgeon with a demonstrated interest in long-term care; and (e) one member who is a licensed registered nurse.

V. The Number of Meetings Required Per Year / Meetings Actually Held
   A) For fiscal year (FY) 2014-2015: Meetings Required – 1; Meetings Held – 4.
   B) For FY 2015-2016: Meetings Required – 1; Meetings Held – 3.
   C) For FY 2016-2017: Meetings Required – 1; Meetings Held – 4.
   D) For FY 2017-2018: Meetings Required – 1; Meetings Held – 4.
   E) For FY 2018-2019: Meetings Required – 1; Meetings Held – 3.

VI. Annual Budget Information for the Previous Five Years
   A) The Board of Nursing Home Administration is cash-funded from licensure fees. Funds for credentialed occupations may come from interest earned on the Professional and Occupational Credentialing Cash Fund, certification and verification of credentials, administrative fees, reinstatement fees, general funds and federal funds, fees for miscellaneous services, gifts, and grants.
   B) For FY 2014-2015: $36,791
   C) For FY 2015-2016: $34,437
   D) For FY 2016-2017: $41,413
   E) For FY 2017-2018: $6,661
   F) For FY 2018-2019: $10,374

VII. Statement from Occupational Board on Effectiveness of Regulations
   A) The Chair of the Board of Nursing Home Administration stated “Regulations are necessary to ensure consistent quality outcomes for Nebraska’s most vulnerable. As such the application of regulations can be up to the discretion of the inspection process. The Nursing Home Administrator Board allows oversight into the specific application or failure to provide the proper application of said regulations. This important committee works with Nursing Home Administrators and the Regulatory leadership to assure compliance with Federal and State of Nebraska regulations.”
AUTHORIZATION

I. Statutory Authorization
   A) Statutory authorization for the Nursing Home Administrator occupation may be found in the Nebraska Revised Statutes, sections 38-2401 to 38-2426, which may be cited as the Nursing Home Administrator Practice Act. For text of the Nebraska statutes relating to the Nursing Home Administrator occupation, see Appendix A.

II. Other Authorization
   A) Rules and regulations regarding the Nursing Home Administrator occupation may be found in the Nebraska Administrative Code Title 172, Chapter 106.
   B) Federal Regulations regarding Nursing Home Administration may be found in the Code of Federal Regulations, Title 42, Chapter IV, Subchapter G, Part 483, Subpart B, Section 483.70.

CREDENTIALING

I. Number of Licenses, Certifications, or Registrations Issued In Past Five Years
   A) There were 689 total licenses issued related to Nursing Home Administrators in the past five years, including 37 licenses for Nursing Home Administrators overseeing more than one nursing home; 54 licenses for Administrators-in-training; 119 licenses for Mentoring trainees; 33 licenses for Nursing Home Administrator preceptors; 207 licenses for Nursing Home Administrators; and 238 licenses for Provisional Nursing Home Administrators.

II. Number of Licenses, Certifications, or Registrations Denied in Past Five Years
   A) There was one Nursing Home Administrator license denied in the past five years.
   B) The reason for denial was based on conviction history and diagnosis.

III. Number of Licenses, Certifications, or Registrations Revoked in Past Five Years
   A) There were no Nursing Home Administrator licenses revoked in the past five years.

IV. Number of Licenses, Certifications, or Registrations Penalized in Past Five Years
A) There was one Nursing Home Administrator license penalized in the past five years.
B) The penalization was a civil penalty, not to exceed $20,000.

V. Comparison of How Other States Regulate This Occupation
A) A few states do not require any type of degree to be a Nursing Home Administrator. A few states require at least an associate degree (including Nebraska), while 30+ states require a bachelor's degree and the remaining states have other educational requirements. Administrators must be able to understand the basics of nursing care for residents, federal and state laws and regulations governing the operation of nursing facilities, licensing and payment programs, and general business practices.

The National Association of Long Term Care Administrator Boards has a [website](https://example.com) with a link to an excel sheet detailing which states offer which licenses.

VI. What Is The Potential Harm if This Occupation Is No Longer Licensed, Certified, or Regulated?
A) Successful management of a Long Term Care Facility is extremely important, especially noting how many facilities have closed in the past few years. Educational requirements are especially relevant and apparent with COVID-19, with the challenge of implementing regulations to address the infection control processes of COVID-19. Nursing Home Administrators have to be flexible, knowledgeable, willing to accept and implement new requirements to prevent the spread of a serious virus within a vulnerable population. Licensing ensures Nursing Home Administrators meet educational requirements, have competency testing, and meet continuing education requirements. If the Nursing Home Administrator occupation was no longer licensed, certified, or regulated, it would have a negative impact on the safety, health, and welfare of Nebraska’s vulnerable population who depend on member-centered care delivery.

**COMMITTEE RECOMMENDATION ON CONTINUATION, MODIFICATION, OR TERMINATION OF OCCUPATIONAL REGULATIONS**

Regulated occupations under the purview of the Health and Human Services Committee are unique in that through the Nebraska Regulation of Health Professions Act (Neb. Rev. Stat. Sections 71-6201 to 71-6229), health professions which are not
licensed or regulated, or health professions that wish to change their scope of practice, go through a three-stage credentialing process.

Credentialing review is a three-stage process conducted by the following review bodies in the following order:

1) The review of an ad hoc technical review committee appointed by the Director of the Division of Public Health;
2) The review of the State Board of Health;
3) The review of the Director of the Division of Public Health.

The three review bodies each create their own independent report on each proposal. All reports created by the review process are available to members of the Health and Human Services Committee to assist them during their review of any bills that might arise from credentialing review proposals. These reports include recommendations regarding the level of licensure of the health profession. These reports are advisory to the Legislature, and only the action of the Legislature may create changes in the regulatory status of a profession. These reports represent expert input into possible public health and safety aspects of credentialing review proposals, and the nine-month process is overseen by those with experience in the provision of health-related or medical services.

The licenses, certifications, and registrations overseen by the Board of Nursing Home Administration and Department of Health and Human Services are intended to protect the health, safety, and welfare of Nebraskans. The current regulation of the Nursing Home Administrator occupations by licensure is appropriate and balanced and does not need modification at this time.
STATUTES PERTAINING TO THE NURSING HOME ADMINISTRATOR PRACTICE ACT

38-2401. Act, how cited.

Sections 38-2401 to 38-2426 shall be known and may be cited as the Nursing Home Administrator Practice Act.


38-2402. Definitions, where found.

For purposes of the Nursing Home Administrator Practice Act and elsewhere in the Uniform Credentialing Act, unless the context otherwise requires, the definitions found in sections 38-2403 to 38-2416 apply.


38-2403. Accredited institution, defined.

Accredited institution means a postsecondary educational institution approved by the board.


38-2404. Administrator or nursing home administrator, defined.

Administrator or nursing home administrator means any individual who meets the education and training requirements of section 38-2419 and is responsible for planning, organizing, directing, and controlling the operation of a nursing home or an integrated system or who in fact performs such functions, whether or not such functions are shared by one or more other persons. Notwithstanding this section or any other provision of law, the administrator of an intermediate care facility for persons with developmental disabilities may be either a licensed nursing home administrator or a qualified developmental disabilities professional.


38-2405. Administrator-in-training, defined.

Administrator-in-training means a person who is undergoing training to become a nursing home administrator and is directly supervised in a nursing home by a certified preceptor.


38-2406. Board, defined.

Board means the Board of Nursing Home Administration.

38-2407. Certified preceptor, defined.
Certified preceptor means a person who is currently licensed by the State of Nebraska as a nursing home administrator, has three years of experience as a nursing home administrator, has practiced within the last two years in a nursing home, and is approved by the department to supervise an administrator-in-training or a person in a mentoring program.


38-2408. Core educational requirements, defined.
Core educational requirements means courses necessary for licensure as a nursing home administrator and includes courses in patient care and services, social services, financial management, administration, and rules, regulations, and standards relating to the operation of a health care facility.


38-2409. Degree or advanced degree, defined.
Degree or advanced degree means a baccalaureate, master's, or doctorate degree from an accredited institution and which includes studies in the core educational requirements.


38-2410. Degree or advanced degree in health care, defined.
Degree or advanced degree in health care means a baccalaureate, master's, or doctorate degree from an accredited institution in health care, health care administration, or services.


38-2410.01. Facility operated primarily for caring for persons with head injuries and associated disorders, defined.
Facility operated primarily for caring for persons with head injuries and associated disorders means a nursing home in which all or a majority of the persons served by the nursing home have head injuries and associated disorders.

Source: Laws 2013, LB42, § 3.

38-2411. Integrated system, defined.
Integrated system means a health and human services organization offering different levels of licensed care or treatment on the same premises.

38-2412. Internship, defined.

Internship means that aspect of the educational program of the associate degree in long-term care administration which allows for practical experience in a nursing home and occurs under the supervision of a certified preceptor.


38-2413. Nursing degree, defined.

Nursing degree means a degree or diploma in nursing from an accredited program of nursing approved by the Board of Nursing.


38-2414. Nursing home or home for the aged or infirm, defined.

Nursing home or home for the aged or infirm means any institution or facility licensed as a nursing facility or a skilled nursing facility by the department pursuant to the Health Care Facility Licensure Act, whether proprietary or nonprofit, including, but not limited to, homes for the aged or infirm owned or administered by the federal or state government or an agency or political subdivision thereof.


38-2415. Previous work experience, defined.

Previous work experience means at least two years working full time in a nursing home or previous work experience in health care administration.


38-2416. Previous work experience in health care administration, defined.

Previous work experience in health care administration means at least two years working full time as an administrator or director of nursing of a hospital with a long-term care unit or assisted-living facility or director of nursing in a nursing home.


38-2417. Board; members; qualifications.

(1) The board shall consist of seven professional members and two public members appointed pursuant to section 38-158. The members shall meet the requirements of sections 38-164 and 38-165.

(2) The professional members shall consist of: (a) Two members who hold active licenses and are currently employed in the management, operation, or ownership of proprietary homes for the aged or infirm or nursing homes that serve the aged or infirm in Nebraska; (b) two members who hold active licenses and are currently employed in
the management or operation of a nonprofit home for the aged or infirm or nursing home or hospital caring for chronically ill or infirm, aged patients; (c) one member who is a member of the faculty of a college or university located in the state who is actively engaged in a teaching program relating to business administration, social work, gerontology, or some other aspect of the administration of health care facilities; (d) one member who is a licensed physician and surgeon with a demonstrated interest in long-term care; and (e) one member who is a licensed registered nurse.


38-2418. Licensed administrator; when required; provisional license.

Each nursing home within the state shall be operated under the supervision of an administrator duly licensed in the manner provided in the Nursing Home Administrator Practice Act. Each facility within the state operated primarily for caring for persons with head injuries and associated disorders shall be operated under the supervision of an administrator duly licensed in the manner provided in the Nursing Home Administrator Practice Act. If there is a vacancy in the position of licensed administrator of a nursing home, the owner, governing body, or other appropriate authority of the nursing home may select a person to apply for a provisional license in nursing home administration to serve as the administrator of such facility.


38-2419. Nursing home administrator; license; issuance; qualifications; duties.

(1) The department shall issue a license to an applicant who submits (a) satisfactory evidence of completion of (i) an associate degree which includes the core educational requirements and an administrator-in-training program under a certified preceptor, (ii) a degree or an advanced degree and a mentoring program under a certified preceptor, (iii) a nursing degree, previous work experience in health care administration, and a mentoring program under a certified preceptor, (iv) a degree or an advanced degree in health care and previous work experience in health care administration, or (v) an associate degree which includes the core educational requirements, previous work experience, and a mentoring program under a certified preceptor, and (b) evidence of successful passage of the National Association of Boards of Examiners for Nursing Home Administration written examination.

(2) The department shall license administrators in accordance with the Nursing Home Administrator Practice Act and standards, rules, and regulations adopted and
promulgated by the department, with the recommendation of the board. The license shall not be transferable or assignable.

(3) Each administrator shall be responsible for and oversee the operation of only one licensed facility or one integrated system, except that an administrator may make application to the department for approval to be responsible for and oversee the operations of a maximum of three licensed facilities if such facilities are located within two hours’ travel time of each other or to act in the dual role of administrator and department head but not in the dual role of administrator and director of nursing. In reviewing the application, the department may consider the proximity of the facilities and the number of licensed beds in each facility. An administrator responsible for and overseeing the operations of any integrated system is subject to disciplinary action against his or her license for any regulatory violations within each system.


38-2420. Administrator-in-training program; mentoring program; certified preceptor; requirements.

(1) Except as provided in subdivision (1)(a)(iv) of section 38-2419 and section 38-2426, in order for a person to become licensed as a nursing home administrator, he or she shall complete an administrator-in-training program or a mentoring program. The administrator-in-training program shall occur in a nursing home under the direct supervision of a certified preceptor, and it may be gained as an internship which is part of an approved associate degree. A mentoring program shall occur in a nursing home under the supervision of a certified preceptor. The certified preceptor in a mentoring program need not be at such facility during the period of such supervision but shall be available to assist with questions or problems as needed. A mentoring program may be gained as an internship which is part of a degree or advanced degree. A person in a mentoring program may apply for a provisional license as provided in section 38-2423.

(2) An applicant may begin his or her administrator-in-training or mentoring program upon application to the department with the required fee, evidence that he or she has completed at least fifty percent of the core educational requirements, and evidence of an agreement between the certified preceptor and the applicant for at least six hundred forty hours of training and experience, to be gained in not less than four months. Such training shall occur in a Nebraska-licensed nursing home under a certified preceptor.
(3) The certified preceptor shall submit a report to the department by the fifth day of each month for the duration of the administrator-in-training or mentoring program, describing the nature and extent of training completed to date. At the conclusion of the program, the certified preceptor shall report to the department whether the applicant has successfully completed the board’s approved course for such program. With the concurrence of the certified preceptor, the applicant may remain in such program until successfully completed or may reapply to enter another administrator-in-training or mentoring program.

(4)(a) The administrator-in-training or mentoring program shall occur under the supervision of a certified preceptor. An applicant to become a certified preceptor shall (i) be currently licensed as a nursing home administrator in the State of Nebraska, (ii) have three years of experience as a nursing home administrator in the five years immediately preceding certification, and (iii) complete a preceptor training course approved by the board.

(b) All preceptor certificates shall expire on December 31 of every fourth year beginning December 31, 2000. Before acting on an application for renewal, the board shall review the performance of the applicant. Such review may include consideration of survey and complaint information, student evaluations, and any other related information deemed relevant by the board. The board may deny an application for renewal upon a finding that the applicant’s performance has been unsatisfactory based on such review.


38-2421. License; reciprocity; military spouse; temporary license.

The department may issue a license to any person who holds a current nursing home administrator license from another jurisdiction and is at least nineteen years old. An applicant for a license who is a military spouse may apply for a temporary license as provided in section 38-129.01.


38-2422. Application for examination.

Any person desiring to take the examination for a nursing home administrator license may request to take the examination any time after receiving notification of registration as an administrator-in-training or a person in a mentoring program, but the license
shall not be issued until the board receives documentation of completion of the administrator-in-training or mentoring program and completion of all licensure requirements.


38-2423. Acting administrator; provisional license required; application; requirements.

(1) A person selected to apply for a provisional license in nursing home administration to serve as the administrator of such facility shall apply to the department. Such license, if issued, shall be valid for no more than one hundred eighty calendar days and may be issued to an individual not otherwise qualified for licensure as a nursing home administrator in order to maintain the daily operations of the facility and may not be renewed. The department may grant an extension not to exceed ninety days if the person seeking the provisional license is in a mentoring program.

(2) The department may issue a provisional license to an individual who has applied for a mentoring program. Such provisional license will allow the applicant to serve as administrator in the specified facility for one hundred eighty calendar days and may not be renewed. The board may grant an extension not to exceed ninety days if the person seeking the provisional license is in a mentoring program.

(3) An applicant for a provisional license under this section shall: (a) Be at least twenty-one years of age; (b) be employed on a full-time basis of not less than forty hours per week to perform the duties of the nursing home administrator; and (c) have no history of unprofessional conduct or denial or disciplinary action against a nursing home administrator license or a license to practice any other profession by any lawful licensing authority.


38-2424. Providers of continuing competency activities; review and approval; fee.

Providers of continuing competency activities or licensees may submit courses for review and approval by the board. Each provider or licensee applying for approval of continuing competency activities shall pay an application fee for each program, seminar, or course submitted for review.

38-2425. Fees.

The department shall establish and collect fees for credentialing under the Nursing Home Administrator Practice Act as provided in sections 38-151 to 38-157.


38-2426. Administrator of facility operated primarily for caring for persons with head injuries and associated disorders; license required; qualifications; renewal.

(1) In order to qualify to function as the administrator of a facility operated primarily for caring for persons with head injuries and associated disorders, an individual shall be licensed as a nursing home administrator if he or she meets the requirements of this section. A license issued under this section permits the holder to serve as a nursing home administrator only in a facility operated primarily for caring for persons with head injuries and associated disorders.

(2) To receive a credential to practice nursing home administration for a facility operated primarily for caring for persons with head injuries and associated disorders, an individual shall:

(a) Have at least four years of experience working with persons with head injuries or severe physical disabilities, at least two of which were spent in an administrative capacity; and

(b) Either:

(i) Hold a credential as:

(A) A psychologist pursuant to the Uniform Credentialing Act, with at least a master’s degree in psychology from an accredited college or university;

(B) A physician licensed pursuant to the Uniform Credentialing Act to practice medicine and surgery or psychiatry;

(C) An educator with at least a master’s degree in education from an accredited college or university;

(D) A certified social worker, a certified master social worker, or a licensed mental health practitioner pursuant to the Uniform Credentialing Act;

(E) A physical therapist, an occupational therapist, or a speech-language pathologist pursuant to the Uniform Credentialing Act; or

(F) An administrator or executive of a health care facility as defined in section 71-413 who is a member in good standing with an organization that offers voluntary certification for the purpose of demonstrating managerial knowledge and experience for health care managers; or
(ii) Have at least eight years of experience working with persons with head injuries or severe physical disabilities, at least five of which were spent in an administrative capacity in a facility operated primarily for caring for persons with head injuries or severe physical disabilities.

(3) A license issued pursuant to this section shall be issued without examination and without the requirement of completion of an administrator-in-training or mentoring program. Such license may be renewed without the completion of any continuing competency requirements.