

Providing Leadership in Health Policy and Advocacy

COVID-19 Pandemic State Licensing and Certification Waivers March 8, 2021

The need to respond to COVID-19 in California and nationally poses substantial and complex legal questions and concerns. Below are state legal resources compiled by CHA that relate to hospital licensing and certification waivers, survey activity, enforcement discretion, and the like. Hospitals should consult legal counsel with specific questions.

Note: State waivers apply only to state law and do not change federal law — even if the state and federal requirements are the same. CHA has also compiled a <u>list of federal waivers.</u>

Governor's Executive Orders

Governor Newsom has issued many executive orders related to the pandemic. Those of particular interest to hospitals are noted below. Others can be found at www.gov.ca.gov/newsroom.

Proclamation of State of Emergency – March 4, 2020

- Authorizes the California Department of Public Health (CDPH) to suspend hospital licensing requirements in Chapter 2 of Division 2 of the Health and Safety Code. CDPH exercised this authority in All Facilities Letter (AFL) 20-26, which expired on June 30, 2020. CDPH has issued a much more limited waiver in AFL 20-26.6. (See "All Facilities Letter 20-26.6" below for details.)
- Authorizes the Emergency Medical Services Authority (EMSA) to allow out-of-state healthcare personnel to practice in California. (See https://emsa.ca.gov/covid19/ for details.)
- Prohibits price gouging. (See "Price Gouging/Hoarding" below for information on where to file a complaint.)
- Authorizes EMSA to let paramedics transport patients to facilities other than acute care hospitals. Check with your local emergency medical services agency to find out if this is happening in your service area.
- Authorizes the Department of Social Services to waive day care licensing requirements. (See "Department of Social Services" below.)
- Requires all individuals to obey emergency officials.

Executive Order – March 12, 2020

• Authorizes EMSA to add to optional scopes of practice for paramedics.

- Authorizes the California Health and Human Services Agency and the Office of Emergency Services to identify and make available through contracts or power to commandeer medical and other facilities to respond to the pandemic.
- Suspends certain licensing and certification requirements for laboratory personnel performing COVID-19 testing (see Executive Order for details).
- Requires all residents to obey orders and guidance of state and local health officials.

Executive Order – March 15, 2020

- Directs CDPH and Cal/OSHA staff to focus on providing technical assistance and support to health care facilities; limits agencies' enforcement activity to allegations of the most serious violations impacting health and safety.
- Allows asymptomatic health care workers to continue to work, with precautions to prevent transmission.

Executive Order – March 19, 2020

- Initial stay-at-home order announced. This has been modified several times, and now differs by county – to find out your county's status, visit here. A regional stay-at-home system based on ICU capacity was announced on December 3 but has been lifted. Also check your local health department for local orders (a list of public health departments is available here).
- Asks the health care delivery system to prioritize services to care for the sickest and to prioritize resources, including personal protective equipment. Local health departments may have issued orders requiring temporary cessation of non-essential procedures.

Executive Order – March 21, 2020

Authorizes CDPH to waive licensing and staffing requirements for clinics, adult day health care, hospice, and mobile health care units. CDPH exercised this authority in AFL 20-30, AFL 20-34, and AFL 20-47. AFLs 20-30 and 20-34 have been superseded and replaced online by AFLs 20-30.2, 20-34.2, and 20-47.1, respectively. (See "CDPH All Facilities Letters" below for a link to all AFLs.)

Executive Order – March 30, 2020

- Authorizes CDPH to waive licensing and staffing requirements for hospitals and other health facilities. Note that CDPH had already waived most licensing and staffing requirements for hospitals on March 20 in AFL 20-26 (which expired and was superseded by AFLs 20-26.1 through 20-26.6); this Executive Order allowed CDPH to waive some additional requirements for skilled nursing and other nonacute facilities. (See "Hospital Licensing - All Facilities Letter 20-26.6" below for more information about currently waived hospital requirements.)
- Authorizes CDPH to waive licensing and certification requirements and amend scope of practice for certified nursing assistants (CNAs), home health aides, nursing home

administrators, and certified hemodialysis technicians. CDPH exercised this authority with respect to CNAs in AFL 20-35.2. (See "CDPH All Facilities Letters" below for a link to all AFLs.)

- Suspends certain certification and permitting requirements of the Radiologic Technology Act – see Executive Order for details. (See also "Radiologic Health Branch" below for additional waivers.)
- Authorizes CDPH to waive hospital licensing requirements pertaining to the credentialing and privileging of physicians. These had already been waived in AFL-20-26, which expired on June 30, 2020, and was later superseded by AFLs 20-26.1 through 20-26.6. These requirements are not waived at this time. (See "Hospital Licensing - All Facilities Letter 20-26.6" below for more information about currently waived hospital requirements.)
- Authorizes the California Department of Consumer Affairs (DCA) to waive professional licensure requirements and amend scope of practice for health care professionals. DCA has exercised this authority; see "Department of Consumer Affairs" below for details. (This authorization was extended in Executive Order 75-20 dated Aug 24, 2020.)
- Authorizes EMSA to suspend licensing, certification, and training requirements for emergency medical technicians and paramedics, including allowing them to practice in any setting including hospitals. EMSA has provided details here and here.

Executive Order – April 3, 2020

- Suspends the requirement to obtain oral or written consent from a patient for telehealth services. However, to be reimbursed by Medicare, beneficiary consent must be obtained and documented at least annually [84 Fed. Reg. 62699 (Nov. 15, 2019)]. CMS suggests (but doesn't require) that consent be obtained from the beneficiary, and cost-sharing amounts be reviewed with the beneficiary, prior to each service.
- Allows health care providers to use video chats and other applications to provide health services consistent with federal HIPAA guidelines and waivers. (See CHA's list of federal waivers.)
- Suspends state penalties for privacy breaches related to telehealth services, as well as penalties for late notifications.
- Lengthens the time frame for notifying CDPH and patient of breaches related to telehealth from 15 to 60 days. See CHA's FAQ on breach reporting for more information.

Executive Order – April 16, 2020

- Allows disclosure of COVID-19 test results electronically to patients before the test is reviewed by the ordering professional, under certain circumstances.
- Extends ambulance and commercial driver's licenses.
- Authorizes the California Department of Justice to continue processing background checks in alternative manners.

Executive Order — May 6, 2020

 Creates a rebuttable presumption for workers' compensation purposes that an employee who contracts COVID-19 did so on the job, if the employee tests positive within 14 days of being at work. See the order for details on coordinating workers' compensation benefits with paid sick leave and disability benefits. This order is effective retroactively to March 19 and ended on July 6, 2020; however, state legislation has been enacted on this topic. See CHA's FAQ for more information.

Executive Order – June 5, 2020

- Allows entities to manufacture OTC drugs (such as hand sanitizer) and devices if they obtain a temporary registration from CDPH (see also FDA guidance)
- Requires CDPH to accept renewal fees up to 60 days late without charging a late fee

Executive Order — August 24, 2020

- Authorizes CDPH to waive licensing and staffing requirements of Chapters 8 and 8.6 of Division 2 of the Health and Safety Code for home health agencies and pediatric day health and respite care facilities.
- Authorizes the Department of Consumer Affairs, in consultation with CDPH, to allow pharmacists and pharmacy technicians to conduct any aspect of any point-of-care test for the presence of SARS-CoV-2 that is CLIA-waived

Executive Order – January 27, 2021

Provides protection from liability for health care providers who participate in the state's vaccine administration program. CDPH has posted a chart showing which medical professionals may order and/or administer vaccines. The Public Readiness and Emergency Preparedness Act also provides immunity for vaccine administrators (including additional types of medical professionals) and other COVID-19 actions.

California Department of Public Health (CDPH) -- All Facilities Letters

CDPH has issued many All Facilities Letters (AFLs) related to COVID-19. Those of continuing interest to hospitals at this point in the pandemic are noted below. See the CDPH website for other AFLs, including letters for skilled-nursing facilities, hospices, and other provider types.

• Hospital Licensing: AFL 20-26.6

AFL 20-26 waived hospital licensing and staffing requirements in Chapter 2 of Division 2 of the Health and Safety Code and accompanying regulations (Title 22), with a few exceptions. This waiver terminated on July 1 and was replaced by AFLs 20-26.1 through 20-26.6, which are narrower waivers. AFL 20-26.6 is currently in effect and waives certain hospital licensing requirements related to space and homeless patient discharge. A hospital experiencing a COVID-19-related patient surge or staffing shortage may request an additional waiver of hospital licensing requirements from CDPH by submitting CDPH form 5000A and providing supporting documentation to the CDPH Center for Health Care

Quality duty officer at CHCQDutyOfficer@cdph.ca.gov and to the hospital's CDPH district office.

- CDPH Survey Activity and Priorities AFL 20-69.1
- Coronavirus Health Care System Mitigation Playbook: AFL 20-23
- Guidance on Handling Deceased COVID Patients: AFL 20-24
- Guidance for Handling Used N95 Respirators for Decontamination/Reuse: AFL 20-36.3
- Hospital Daily COVID-19 Reporting Requirements: AFL 20-31.3
 See also AFL 20-75 which sets thresholds for reporting COVID-19 outbreaks in hospitals.
- Hotel Rooms for Exposed/Positive Health Care Workers: AFL 20-45 This AFL notifies facilities how to certify their employees to participate in the free/subsidized hotel room program. On December 7, several important changes to the program were implemented to address fraudulent use of the program. For details about the revised process, see the Department of General Services memo and CHA's FAQ about the program.
- Personal Protective Equipment Guidance: AFLs 20-36.3 and 20-39
- Polymerise Chain Reaction (PCR) and Serology Testing for COVID-19: AFL 20-44.1 Guidance on the availability and prioritization of PCR and serology testing. Prioritization guidance is supposed to be updated weekly and posted at https://testing.covid19.ca.gov.
- Ban on Billing for Assets/Pharmaceuticals from Strategic National Stockpile: AFL 20-41
- Requesting Staffing from the State: AFL 20-46.2
- Visitor Restrictions: AFL 20-38.5 See also CHA's list of federal waivers for a link to CMS guidance on visitor restrictions

CDPH – Additional Guidance

Coronavirus Personal Protective Equipment Waste

• Can be disposed of as medical waste or solid waste

Crisis Care Guidelines

Guidelines to follow when resources are too scarce to meet patient needs. See also AFL 20-91, which addresses expectations for hospitals during a surge. CHA has prepared several resources that highlight the guidelines' key concepts and planning

considerations for allocating scarce medical resources during surge operations. These include:

- A checklist for preparing for the possibility of moving to crisis standards of care
- A step-by-step guide for implementing crisis standards of care
- FAQs about crisis standards of care
- Key messages for use or customization with the media or public
- A webinar reviewing Crisis Care Guidelines
- Guidelines for allocating scarce medications (i.e., remdesivir). See also FDA patient fact sheet for remdesivir. Also note that some California counties have adopted a framework for ethical allocation of remdesivir check with your county.
- CHA resources for California hospitals

Face Covering Order

- State Health Officer Order
- CHA FAQs for hospitals

Guidance to Counties

Requires counties to coordinate with the state prior to issuing public health orders, including orders to scale back routine health care services.

Guidelines for Resuming Deferred Services

 Guidelines for resuming services that had been suspended during the initial phase of the pandemic (see also CMS guidance on resuming non-emergency care and joint guidance from the American College of Surgeons, American Society of Anesthesiologists, Association of perioperative Registered Nurses, and American Hospital Association – updated November 24, 2020)

Infection Control Survey Tools: CDPH surveyors are using the COVID-19 Outbreak Facility Healthcare Assessment Tool during their infection control surveys of hospitals and skillednursing facilities (SNFs), along with the CMS entrance checklist and the hospital-specific information on Focused Survey for Acute and Continuing Care Providers on pages 19-28 of CMS' Survey and Certification Memo to State Survey Agencies QSO 20-20.

Laboratories: Governor's Executive Order of March 12, 2020

• Suspends certain licensing and certification requirements for laboratory personnel performing COVID-19 testing

Radiologic Health Branch - Waivers include:

 Continuing education exemption for renewal of radiologic technology certificates and permits with an expiration date up to and including June 30, 2021. This exemption applies to Certified Radiologic Technologists; Limited Permit X-ray Technicians; Physician Assistants (PAs) holding a PA Fluoroscopy Permit; and Certified Supervisors and Operators.

- Annual medical physicist CT, fluoroscopy, and mammography equipment surveys: may be extended to an 18-month window from the date of the last survey. For a longer extension or if you have a new unit, contact Lisa Russell (Lisa.Russell@cdph.ca.gov).
- Annual medical physicist X-Ray therapy equipment calibration/surveys: contact Lisa Russell (Lisa.Russell@cdph.ca.gov) if you need an extension.

(See also third bullet point under "Executive Order – March 30, 2020" above.)

Department of Consumer Affairs

Continuing Education and Examination Requirements

- Examination and continuing education requirements are waived for certain health care professionals. If the license expires between March 31 and December 31, 2020, licensees must satisfy any waived renewal requirements by April 22, 2021; if the license expires between January 1 and February 28, 2021, licensees must satisfy any waived renewal requirements by June 15, 2021; if the license expires between March 1 and March 31, 2021, licensees must satisfy any waived renewal requirements by August 26, 2021.
- Applies to physicians, nurses, pharmacists, mental health professionals, physician assistants, respiratory therapists, clinical lab scientists/bioanalysts, optometrists, dieticians, physical therapists, occupational therapists, speech-language pathologists, perfusionists, and other professionals licensed under Division 2 of the Business and Professions Code.
- Does not apply to certified nursing assistants, certified hemodialysis technicians, paramedics, or emergency medical technicians they are licensed/certified by other state agencies.
- Licensees must still submit their required renewal form on time and satisfy waived exam or continuing education requirements by April 22, 2021, unless an additional extension is issued.

License Reactivation or Restoration

- Continuing education requirements and all fees are waived, including renewal, delinquency, penalty, late or any other fees for health care professionals licensed in the past five years who want to reactivate or restore a retired, inactive, or canceled license. (For a list of covered health professionals, see the second bullet point under "Continuing Education and Examination Requirements" above.)
- Waiver does not apply to licenses that were surrendered or cancelled for disciplinary reasons.
- A reactivated or restored license is valid until July 1, 2021 or when the state of emergency ends, whichever is sooner.
- The licensee must still comply with any other reactivation or restoration requirements, including submitting required forms or notices to their licensing agency.

Out-of-State and Canadian Nurses

• Can obtain a temporary license to practice in California upon application; no test required,

between July 1, 2020, and June 30, 2021.

Ratios and Practice Agreements

- Eliminates the cap on the number of physician assistants, nurse practitioners, and certified nurse midwives that a physician may supervise (expires April 9, 2021).
- Waives the requirement for a physician assistant to have a practice agreement with a specific physician under certain circumstances. Physician supervision is still required, but that supervision can be provided by any physician; no written practice agreement is required (expires April 9, 2021).

Mental Health Therapists

- Waives in-person training and supervision for marriage and family therapists, clinical social workers, and professional clinical counselors (expires April 30, 2021).
- Also waives in-person supervision requirement for psychology trainees (expires April 30, 2021).

Physical Therapy

• Waives requirement for in-person evaluation by a physician for continued physical therapy treatment (expires April 30, 2021).

Post-Graduate Training Licenses

- For individuals enrolled in a postgraduate training program on January 1, 2020, and required to obtain a postgraduate training license from the Medical Board of California or the Osteopathic Medical Board of California by June 30, 2020, to practice medicine, the due date is extended to March 31, 2021. For individuals initially enrolled in an approved postgraduate training program between June 1, 2020, and July 31, 2020, and required to obtain a postgraduate training license from the Medical Board of California or the Osteopathic Medical Board of California within 180 days of their enrollment to practice medicine the due date is extended to March 31, 2021.
- For individuals who completed at least 36 months of postgraduate training outside of California, were enrolled in a California postgraduate training program on July 1, 2020, and who must obtain a license from the Medical Board of California or the Osteopathic Medical Board of California within 90 days, the due date Is extended to March 31, 2021.

Speech-Language Pathologists, Assistants, Temporary Licensees and Audiology Assistants

- Waives in-person supervision requirements for speech-language pathology assistants and required professional experience temporary licensees (expires April 30, 2021).
- For individuals whose reissued temporary licenses expire between January 1, 2021, and April 30, 2021, waives expiration term of reissued temporary license not to exceed 18 months from the expiration date of the initial temporary license.

Board of Pharmacy

The Board has issued waivers related to:

• Sterile compounding license renewal

- Pharmacists may supervise one additional pharmacy intern who administer vaccines, or two additional pharmacy interns who administer vaccines if the supervising pharmacist is solely administering vaccines (expires August 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Signature for receipt of delivery of drugs (expires August 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Prescribers dispensing short-acting, beta-agonist inhalation product to emergency room patients (expires August 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- USP 797 personal protective equipment (PPE) requirements (expires May 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Pharmacist duty to provide in-person oral consultation (expires August 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Use of PPE in certain compounding aseptic isolators or compounding aseptic containment isolators (expires May 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Restoring a pharmacist license that was retired or cancelled within the past five years (unless the license was subject to disciplinary conditions or proceedings); the pharmacist must complete the "Application to Restore Your License" form located on the board's website (expires July 1, 2021)
- Pharmacists and pharmacists technicians permitted to order, collect specimens for, administer, and interpret results for authorized COVID 19 tests (see waiver and guidance for additional information). The federal government has issued a similar waiver, which preempts state licensing laws (see *CHA's* list of federal waivers).
- HHS has allowed pharmacists to order and administer, and pharmacy interns and technicians to administer, COVID-19 vaccines during the national public health emergency; these guidance documents preempt state law. California has also issued a waiver allowing pharmacists to independently initiate and administer (expires May 29, 2021), and pharmacy technicians to administer, COVID-19 vaccines.
- Consulting pharmacist quarterly visits to clinic (expired September 22, 2020; reinstated November 19, 2020; will expire March 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Remote processing by pharmacists, interns, technicians (expired October 31, 2020; reinstated November 19, 2020; will expire May 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Prelicensure inspection of proposed automated drug delivery system locations see Board of Pharmacy website for details (expired October 9, 2020; reinstated November 20, 2020; will expire March 31, 2021 or 30 days after the emergency declaration is lifted, whichever is sooner)
- Inventory reconciliation reports (expired June 22, 2020; reinstituted December 15, 2020;

will expire March 13, 2021)

• Notifying patient's primary care provider of COVID-19 vaccination under certain circumstances (expires February 28, 2021)

Board of Registered Nursing

- Announced that during a pandemic, nursing services may be provided by unlicensed persons, including student nurses
- Developed a chart showing the types of services a student nurse can provide depending on the coursework completed by the student nurse
- Modified certain requirements for clinical training sites and for nursing students related to the number of hours needed of direct patient care experience, as opposed to indirect patient care experience (simulation, lab activities) (expires June 30, 2021)
- Modified certain nursing preceptorship requirements and restrictions on nursing student clinical training (expires June 30, 2021).

Department of Social Services (DSS)

• Allows temporary employer-sponsored childcare without a license, provided certain conditions are met. DSS has issued guidance here.

Emergency Medical Services Authority (EMSA)

- Issued information about allowing out-of-state health care practitioners to practice in California; alternate destination (ambulances in some local emergency medical services agency areas may take patients to facilities other than hospitals); and paramedic scope of practice.
- Suspended certain licensing, certification, and training requirements for emergency medical technicians and paramedics, and is also allowing them to practice in any setting, including hospitals. EMSA has provided details here and here.

Judicial Council of California

• Issued an advisory advocating the use of technology to hold certification review hearings, judicial review, and capacity hearings for antipsychotic medications for involuntarily detained individuals who may have a mental health disorder or chronic alcoholism.

Office of Statewide Health Planning and Development (OSHPD)

- Issued a temporary suspension of late reporting penalties for many reports, including patient data and financial and utilization information. This waiver ended May 1, 2020.
- 2020 seismic safety milestone deadline extensions: OSHPD will grant extensions, upon request, to the construction milestones individual hospitals established as part of their 2020 seismic safety extensions. This is not automatic – the hospitals must request a delay and work with OSHPD to develop new milestones.

- Clarified that a permit is not required for temporary changes to the physical environment in accordance with AFL 20-26; the hospital must notify OSHPD, however.
- Posted a Vaccine Freezer Checklist to its COVID-19 Resources page.

<u>Other</u>

<u>Statistics</u>

- **U.S. count:** The current count of COVID-19 cases in the United States is available on the CDC's website.
- **California count:** The current count of COVID-19 cases in California is available on CDPH's website.
- Local count: Check with your local public health department. A list of public health departments is available here.

Free Crisis Counseling

- Available to all U.S. residents through the U.S. Department of Health and Human Services Substance Abuse and Mental Health Services Administration's Disaster Distress Helpline. Call (800) 985-5990 or text TalkWithUs to 66746.
- An online counseling registry of more than 1,500 volunteer licensed mental health professionals available to support front-line health professionals fighting the COVID-19 crisis.

Notifying First Responders of COVID-19 Exposure

State and federal law require hospitals to report to first responders' employers (not to the first responders themselves) if a first responder has been exposed to COVID-19. See CHA's explanation of the reporting requirements and procedures hospitals must follow.

Supplier Vetting - Project N95: The National COVID-19 Medical Equipment Clearinghouse

<u>Centers for Medicare & Medicaid Services (CMS) Survey Activity</u> – see CHA's list of federal waivers.

The Joint Commission

All regular, on-site surveys of hospitals and other health care organizations were suspended from March 16 until June 3, 2020. Limited surveys resumed in June, 2020; see The Joint Commission (TJC) announcement and further clarification. If an organization goes beyond its accreditation due date, accreditation status is extended, and Medicare payment status is not affected. See TJC's customer letter dated April 1, 2020. Listen to CHA's June 30 webinar with TJC describing its survey process during the pandemic. Effective March 15, 2021, TJC will return to its usual pre-pandemic procedures. (CMS had previously posted a memo limiting accreditation organization survey activity until March 22, 2021, with potential for 30-day renewals.)

• Data submission for accreditation (ORYX) and certification (with standardized measures) was optional for Q4 of 2019 and Q1 and Q2 of 2020.

DNV GL Healthcare

See Healthcare Advisory Notices regarding current survey activity, as well as a January 20, 2021, CMS memo limiting survey activity by accreditation organizations until March 22, 2021, with potential for 30-day renewals.

Price Gouging/Hoarding

Price gouging is illegal, and the California Attorney General is conducting surveillance on potential price gouging in the health care marketplace. If you have information or leads to share, use the Attorney General's complaint intake portal at https://oag.ca.gov/contact/consumer-complaint-against-business-or-company.

In addition, the U.S. Department of Justice and the U.S. Department of Health and Human Services are aggressively pursuing cases to prevent the hoarding or price gouging of medical supplies and drugs essential to combat COVID-19, as well as other fraud related to the pandemic. If you have been the target or victim of price gouging, or are aware of the hoarding of essential medical supplies or drugs necessary to fight the virus, please report it to the National Center for Disaster Fraud Hotline at (866) 720-5721 or via email at disaster@leo.gov. For more information, visit www.justice.gov/coronavirus.

Additional CHA Resources

CHA maintains a coronavirus resource web page featuring content and FAQs specific to human resources, wage and hour laws, employee health and safety, clinical concerns, Medi-Cal waivers, and more – go to www.calhospital.org/coronavirus. CHA has also created a newsletter for hospitals, called Coronavirus Response, that notifies hospitals of important developments, including newly issued waivers, flexes, enforcement discretion, and a wide range of other topics. To be added to the distribution list, contact Ravenna Legare at info@calhospital.org.

Questions about waivers? Email Lois Richardson at lrichardson@calhospital.org.