

263 CMR: BOARD OF REGISTRATION OF PHYSICIAN ASSISTANTS

263 CMR 6.00: GROUND~~S~~ FOR DISCIPLINARY ACTION INVESTIGATIONS, COMPLAINTS AND BOARD ACTIONS

Section

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- 6.01: Purpose Investigation of Complaints

263 CMR 6.00 authorizes Board staff to conduct investigations and initiate formal docketed complaints on behalf of the Board. It also establishes the grounds for discipline and the actions that may be taken in resolution of such complaints, by the Board and on behalf of the Board, in accordance with M.G.L. c. 30A and Standard Adjudicatory Rules of Practice and Procedure at 801 CMR 1.01 et seq. It also establishes the standards and procedures for summary suspensions. Pursuant to M.G.L.c. 112 § 9H, the Board shall keep confidential any complaint, report, record or other information received by the Board in connection with an investigation conducted by the Board until it issues an Order to Show Cause or takes final action on a complaint. This confidentiality does not apply to individuals who are the target of the complaint or investigation.

~~(1) — The Board shall investigate any and all complaints which allege that a physician-assistant who holds a certificate of registration or temporary practice certificate issued by the Board has violated any provision of M.G.L. c. 112, §§ 9C through 9K, any rule or regulation of the Board, or any other state or federal law or regulation pertaining to the professional conduct or activities of physician assistants; or has otherwise engaged in improper or unethical professional conduct.~~

~~(2) — No person who files a complaint, reports or provides information to the Board in connection with the investigation of a complaint, or otherwise assists the Board in discharging its duties and functions, shall be held liable in any cause of action arising out of these activities, as long as the person making the complaint or providing such information or assistance does so in good faith and without malice.~~

~~(3) — All complaints, reports, records, documents or other information received or kept by the Board in connection with any investigation conducted by the Board pursuant to 263 CMR 6.01(3) shall remain confidential until such time as the Board has disposed of the matter by dismissing the complaint, issuing an Order to Show Cause, or taking other final action on said complaint. Notwithstanding the foregoing:~~

~~(a) — Certain records or information received or kept by the Board in connection with any investigation conducted pursuant to 261 CMR 6.01(3) shall remain~~

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~~confidential even after final action on the complaint has been taken by the Board, to the extent that disclosure of such information is restricted by other applicable state or federal law; and~~

~~(b) — The requirement that investigative records or information shall be kept confidential shall not apply to requests for such information received from the person under investigation or the complainant.~~

~~(4) — Pursuant to M.G.L. c. 112, § 9H, the Board will review written requests for investigative records or other confidential information from, and may furnish such information in accordance with the Fair Information Practices Act (M.G.L. c. 66A) to, particular federal, state and local regulatory and law enforcement agencies, including but not limited to:~~

~~(a) — The Massachusetts Executive Office of Consumer Affairs;~~

~~(b) — The Massachusetts Department of the Attorney General;~~

~~(c) — The Office of the District Attorney for any county in Massachusetts;~~

~~(d) — The Massachusetts State Police;~~

~~(e) — Any local or municipal police department in Massachusetts;~~

~~(f) — The Massachusetts Department of Public Health;~~

~~(g) — The Massachusetts Department of Public Welfare;~~

~~(h) — The Office of the United States Attorney;~~

~~(i) — The United States Department of Justice;~~

~~(j) — The Federal Bureau of Investigation;~~

~~(k) — The United States Drug Enforcement Administration;~~

~~(l) — The Office of the Inspector General of the United States Department of Health and Human Services;~~

~~(m) — The National Disciplinary Information System of the National Clearinghouse on~~

~~Licensure, Enforcement and Regulations; and~~

~~(n) — An agency in any other state which is responsible for the registration, certification or licensure of physician assistants.~~

~~All recipients of such confidential information designated pursuant to 263 CMR 6.00 shall preserve the confidentiality of such data and make it available to the data subject to the extent required by M.G.L. c. 66A.~~

### 6.02: Investigations, Formal Docketed Complaints and Licensee's Responsibility to Respond Prior to the Issuance of an Order to Show Cause Grounds for Disciplinary Action

(1) Investigations Generally. Any person or organization may submit information, in any form, alleging misconduct by a licensee to the offices of the Board. The Board may direct or authorize one or more of following actions to be taken on its behalf:

(a) Review all information received alleging or indicating acts or omissions by a licensee and identify whether such acts or omissions, if true, constitute grounds for Board action pursuant to 263 CMR 6.03;

(b) Request the licensee who is alleged to have engaged in the alleged acts or omissions submit a written response to the allegations and any documents or other evidence in the licensee's possession and control that may be relevant to the allegations;

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- (c) Gather additional information as necessary to determine if the alleged acts or omissions are supported by evidence; and
- (d) Initiate a formal, docketed complaint against a licensee based on evidence that the licensee has engaged in specific acts or omissions constituting grounds for Board action.

(2) Licensee's Response. Except as otherwise provided by law, a licensee who is asked to submit a written response to a pending investigation or docketed complaint pursuant to 263 CMR 6.02(1) shall provide such response within 21 days of the licensee's receipt of the request. The licensee's written response shall be signed by the licensee. A licensee who claims to be exempt by law from either responding to the Board or from producing requested documents or evidence to the Board shall provide a written statement setting forth the legal authority on which he or she relies.

(3) Closure of Investigation. If a formal docketed complaint has not been initiated, the Board may direct investigators to close an investigation for any of the reasons set forth in 263 CMR 6.04(1)(a). The Board may direct or authorize that one or more of the following actions be taken on its behalf:

- (a) Close the investigation for any of the reasons set forth in 263 CMR 6.04(1)(a)1.- 3.;
- (b) Send an advisory letter in accordance with 263 CMR 6.06(1) to the licensee who is the subject of an investigation.
- (c) Reopen a closed investigation on the receipt of new or previously unavailable evidence.

~~The Board may, by majority vote after a hearing conducted in accordance with M.G.L. c. 30A and 801 CMR 1.00 et. seq., take disciplinary action against any physician assistant who holds a certificate of registration or temporary practice certificate issued pursuant to M.G.L. c. 112, §§ 9C through 9K and 263 CMR 6.00. Grounds for such disciplinary action shall include, but shall not be limited to:~~

- ~~(a) — Engaging in, authorizing, or aiding or abetting fraud, deceit, misrepresentation of material facts, the provision of false or forged evidence, or bribery in connection with any application for a certificate of registration or temporary practice certificate;~~
- ~~(b) — Violating any provision of the laws of the Commonwealth relating to the authorized practice of physician assistants or any rule or regulation adopted thereunder;~~
- ~~(c) — Engaging in gross misconduct in the practice of his or her profession as a physician assistant;~~
- ~~(d) — Engaging in practice which is fraudulent or beyond the authorized scope of practice for a physician assistant;~~
- ~~(e) — Practicing with gross incompetence or gross negligence on a particular occasion, or with negligence on repeated occasions;~~
- ~~(f) — Practicing while his or her ability to practice is impaired by alcohol, drugs, physical disability or mental illness;~~
- ~~(g) — Being habitually intoxicated by, or engaging in the current, unlawful use of, alcohol, narcotics, barbiturates, amphetamines, hallucinogens or other drugs~~

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~~having similar effects;~~

~~(h) — Knowingly permitting, or aiding or abetting, an unlicensed person to perform activities which require a license for purposes of fraud, deception or personal gain, excluding activities which are permissible under any provision of the laws of the Commonwealth relating to the training of medical providers in authorized health care institutions and facilities;~~

~~(i) — Having been convicted of any criminal offense which reasonably calls into question his or her fitness or ability to practice as a physician assistant; or~~

~~(j) — Violating any provision of M.G.L. c. 112, §§ 9C through 9K or any rule or regulation of the Board.~~

~~For purposes of 263 CMR 6.02, the term "disciplinary action" shall include, but shall not be limited to: denial, revocation or suspension of a certificate of registration or temporary practice certificate; refusal to renew a certificate of registration or temporary practice certificate; issuance of a letter of censure; issuance of a written reprimand; or placement of a licensee on probation.~~

### 6.03: Grounds for Board Action Suspension Prior to Hearing

(1) The Board may take action against the license of a licensee based on one or more of the following grounds:

(a) The licensee fails to comply with any provision of M.G.L. c. 112, §§ 74 through 81C, or any provision of M.G.L. c. 94C;

(b) The licensee fails to comply with any provision of 263 CMR, or any rule, advisory ruling or policy adopted by the Board;

(c) The licensee fails to comply with any order of the Board;

(d) The licensee fails to comply with the terms of any Consent Agreement entered into with the Board;

(e) The licensee fails to comply with any of the Standards of Conduct set forth at 263 CMR 5.10;

(f) The licensee fails to comply with an Order of the Commissioner of the Department of Public Health pursuant to a Declaration of Emergency Detrimental to Public Health made in accordance with M.G.L. c. 17, § 2A or pursuant to such other authority as may be vested in the Commissioner;

(g) The licensee fails to comply with any provision of 105 CMR 700.000, 720.000, 721.000, 722.000 or 724.000, or any rule, advisory ruling or policy adopted by the Department of Public Health, Drug Control Program;

(h) The licensee engages in conduct outside the licensee's scope of practice, except as may be otherwise authorized by law or licensing authority;

(j) The licensee continues to practice after the expiration, revocation, suspension, surrender or retirement of his or her license or after the licensee has entered into a Consent Agreement in which he or she agreed to refrain from engaging in practice;

(k) The licensee knowingly permits, aids or abets an unlicensed person to perform activities that constitute the practice of a physician assistant;

(l) The licensee fraudulently procures a license or its renewal;

(m) In connection with any examination related to licensure, the licensee  
1. impersonates or acts as proxy for another individual;

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2. discloses the contents of any examination;
  3. compromises the integrity of any such examination; or
  4. cheats, or assists another person to cheat, on any such examination;
- (n) The licensee knowingly provides false information to the Board, either directly or through another person acting on the licensee's behalf;
- (o) The licensee fails, without cause, to appear before the Board when so requested as part of the Board's review of a matter concerning the licensee, including but not limited to an investigation, complaint or application;
- (p) The licensee fails, without cause, to provide a written response to a pending investigation or complaint or to provide documents or other evidence in the licensee's possession or control that may be relevant to the allegations, in accordance with 263 CMR 6.02(2) and 6.06(2);
- (q) Another government licensing or authorizing agency, within or outside the Commonwealth, imposes discipline against any professional certificate, registration, license or authorization held by the licensee for reasons substantially the same as grounds for Board action in this section;
- (r) The licensee falsifies, alters or willfully makes incorrect entries or failed to make essential entries in patient records;
- (s) The licensee has been convicted of a crime;
- (t) The licensee engages in conduct that demonstrates a lack of good moral character;
- (u) The licensee engages in practice while his or her ability to practice is impaired by any substance, physical disability or mental instability;
- (v) The licensee obtains or uses any drug in an unlawful manner;
- (w) The licensee engages in behavior that is likely to have an adverse effect upon the health, safety or welfare of the public; or
- (x) The licensee engages in conduct that undermines public confidence in the integrity of the profession.

(2) Nothing in this section shall limit the Board's adoption of additional grounds for discipline through adjudication and rulemaking.

~~If, based upon affidavits or other documentary evidence, the Board determines that a licensee is an immediate or serious threat to the public health, safety, or welfare, the Board may suspend or refuse to renew a license pending a final hearing on the merits of the allegations regarding the licensee. A hearing limited to the determination of the necessity of the summary action shall be afforded the licensee within seven days of the Board's action.~~

### 6.04: Board Actions on Formal, Docketed Complaints

- (1) Dismissal
- (a) The Board may direct or authorize the dismissal of a docketed complaint for the following reasons:
1. The Board lacks jurisdiction;
  2. There is insufficient evidence to support a finding that the licensee engaged in acts or omissions constituting grounds for Board action; or
  3. There may be sufficient evidence to support a finding that the

licensee engaged in acts or omissions that constitute grounds for Board action; however the Board concludes even if the allegations are true, the alleged acts or omissions in the specific circumstances presented, do not warrant action against the license.

- (b) The Board may direct or authorize the reopening of any dismissed complaint upon receipt of new or previously unavailable evidence except when the dismissal follows a formal adjudicatory hearing conducted in accordance with Standard Adjudicatory Rules of Practice and Procedure at 801 CMR 1.01, et seq.
- (c) When dismissing a complaint, the Board may direct or authorize the Executive Director to send, on the Board's behalf, an advisory letter in accordance with 263 CMR 6.06(1) to the licensee.

(2) Orders

(a) Order to Show Cause. The Board may authorize prosecuting counsel to initiate and prosecute formal disciplinary proceedings by issuing, on the Board's behalf, an order for the licensee to appear and show cause why the Board should not take action against his or her license. Both the issuance of an Order to Show Cause and the subsequent adjudicatory proceedings shall be conducted in accordance with M.G.L. c. 30A and Standard Adjudicatory Rules of Practice and Procedure at 801 CMR 1.01, et seq. The Board may designate an administrative hearings counsel as the Presiding Officer to conduct the adjudicatory proceeding. The Board may authorize prosecuting counsel to file and amend pleadings on the Board's behalf to promote the efficient and expeditious resolution of the adjudicatory proceeding.

(b) Final Orders. If, after an adjudicatory hearing conducted in accordance with M.G.L. c. 30A and Standard Adjudicatory Rules of Practice and Procedure at 801 CMR 1.01 et seq., the Board makes or adopts findings that one or more of the grounds for Board action specified in 263 CMR 6.03 exist, the Board may direct the Executive Director to issue an order on the Board's behalf taking one or more of the following actions:

1. Stayed Probation. The Board may place a license on stayed probation, which does not constitute discipline and allows the licensee to engage in practice subject to temporary conditions set by the Board and specified in the order;
2. Reprimand. The Board may reprimand the license. A reprimand is a formal, public rebuke that constitutes discipline but does not prohibit practice or subject practice to conditions;
3. Probation. The Board may place a license on probation, which constitutes discipline and allows the licensee to engage in practice subject to temporary conditions set by the Board and specified in the order;
4. Suspension. The Board may suspend a license which constitutes discipline and prohibits the licensee from engaging in practice for a specific period, or until specific conditions have been met, or both.
5. Revocation. The Board may revoke a license which constitutes discipline and prohibits the licensee from engaging in practice.

(c) Further Action.

1. The Board order may set conditions or requirements that must be

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met before the Board will consider a petition to modify or remove any conditions on the license or a petition for reinstatement of the license.

2. The Board order may authorize the Executive Director to take additional actions against a license as a consequence of failing to comply with the terms of the order.

(3) Permanent Surrender. The Board may accept the permanent surrender of a license by a licensee who is the subject of a complaint. A licensee may offer to permanently surrender his or her license by submitting to the Board a signed, written statement asserting his or her intent to permanently relinquish the right to hold or renew the license. The Board's acceptance of a licensee's permanent surrender constitutes discipline and resolution with the Board of the complaint. The Board may deem the complaint allegations to be true and grounds for discipline.

(4) Consent Agreements. The Board may enter into a Consent Agreement with a licensee for the purpose of resolving the complaint with the Board. In a Consent Agreement, the Board and the licensee may agree the Board will take one or more of the Board actions specified in this section, or may agree the licensee shall refrain from engaging in practice. Consent Agreements may also include other terms as permitted by law.

(5) Except as the Board may otherwise specify in an order or a Consent Agreement, any action taken against a license shall apply to the right to renew such license.

(6) Except as otherwise provided by law, all orders and Consent Agreements, whether disciplinary or non-disciplinary in nature, constitute a public record.

(7) Nothing in this section shall limit the Board's ability to resolve a pending complaint by any other action, including but not limited to the imposition of a fine, permitted by law.

(8) Nothing in this section shall limit the authority of other governmental agencies to exercise their enforcement authority against a licensee, nor limit the rights of third parties to bring an action against a licensee, for alleged unlawful conduct.

### 6.05: Summary Suspension

(1) Purpose. 263 CMR 6.05 establishes parameters for the summary suspension of a license, in advance of a hearing, by either the full Board or the Board Chair acting on the Board's behalf, in order to prevent an immediate and serious threat to the public health, safety or welfare presented by a licensee's practice. This section also establishes requirements for a post- suspension hearing within seven business days.

(2) Authorization for Order of Summary Suspension.

(a) Request. The Executive Director may present a request for an Order of Summary Suspension to the Board or, if the next scheduled meeting of the Board will not be held for more than 48 hours, to the Board Chair. The Board Chair

may either defer to the full Board or act on the Board's behalf. All members of the Board shall receive a copy of the request for an Order of Summary Suspension presented to the Board Chair. The request for an Order of Summary Suspension must be supported by affidavits, or documentary evidence.

(b) Immediate and Serious Threat. If, upon review of the information presented in the request for an Order of Summary Suspension, the Board, or Board Chair, determines, on the basis of information presented in the request, the licensee's continued practice presents an immediate and serious threat to the public health, safety or welfare, and summary suspension is necessary to prevent that threat, the Board, or the Board Chair, acting on the Board's behalf, may authorize the Executive Director to issue an order summarily suspending the license of a licensee.

(c) Serious Threat. If, upon review of the information presented in the request for an Order of Summary Suspension, the Board, or Board Chair, determines the licensee's continued practice presents a serious threat to the public health, safety or welfare, and summary suspension is necessary to prevent that threat, the Board, or the Board Chair acting on the Board's behalf, may authorize the Executive Director to issue an order commanding the licensee to file opposing affidavits or other evidence within three business days. If upon review of all the evidence submitted to the Board, the Board or Board Chair again determines the licensee's continued practice presents a serious threat to the public health, safety or welfare, and summary suspension is necessary to prevent that threat, the Board, or the Board Chair acting on the Board's behalf, may authorize the Executive Director to issue an order summarily suspending the license of a licensee.

(3) Order of Summary Suspension: Content, Notice and Enclosures.

(a) An Order of Summary Suspension shall notify the licensee that his or her license has been suspended and he or she is prohibited from engaging in practice until further notice by the Board, effective upon the licensee's receipt of the order.

(b) The Order of Summary Suspension shall include notice of the date, time and location of the post-suspension hearing.

(c) The Order of Summary Suspension shall be mailed to the licensee by United States Postal Service, first class mail and by either United States Postal Service or a comparable private mail service that delivers within 24 hours.

(d) The Order of Summary Suspension shall be accompanied by a copy of the Executive Director's request for an order of Summary Suspension and its supporting affidavits and documentary evidence.

(4) Post-Suspension Hearing.

(a) The Board shall hold a post-suspension hearing in order to determine whether to continue or rescind the Order of Summary Suspension based on findings with respect to whether the licensee's continued practice presents an immediate and serious threat to the public health, safety or welfare, and summary suspension is necessary to prevent that threat. The post-suspension hearing will be conducted in accordance with M.G.L. c. 30A and Standard Adjudicatory Rules of Practice and Procedure at 801 CMR 1.01. The Board may designate an

administrative hearings counsel as the Presiding Officer to conduct the post-suspension hearing.

(b) The post-suspension hearing shall take place within seven business days of the issuance of the Order of Summary Suspension. The licensee may submit a written request for a continuance to the administrative hearings counsel assigned with notice to the prosecuting counsel assigned to the summary suspension hearing. The administrative hearings counsel may continue the post-suspension hearing to a date and time mutually agreeable to the licensee and prosecuting counsel. The summary suspension shall remain in effect during the time the post-suspension hearing is continued at the licensee's request.

(c) Administrative hearings counsel may admit into evidence:

1. the Executive Director's request for an order of Summary Suspension and its supporting affidavits and documentary evidence;
2. relevant evidence presented by the licensee; and
3. relevant evidence presented by prosecuting counsel that was unknown or unavailable at the time the Order of Summary Suspension was issued, provided that prosecuting counsel disclosed such evidence to the licensee prior to the hearing.

(d) Administrative hearings counsel shall, within 30 days of the conclusion of the post-suspension hearing, either issue a tentative decision or provide a status report to the Board.

(5) Final Decision and Order of Summary Suspension.

(a) Final Decision. Upon review of the tentative decision and any objections and responses to objections that may be filed, the Board shall issue a Final Decision and Order of Summary Suspension, which shall include findings of fact regarding the allegations the licensee's practice presents an immediate and serious threat to the public health, safety or welfare, and summary suspension is necessary to prevent that threat.

(b) Default. If the licensee fails to appear and defend at the hearing, the administrative hearings counsel shall issue a notice of default to the licensee, the prosecuting counsel and the Board. The Board shall adopt the facts as alleged in the Request for Summary Suspension as its findings.

(c) Rescission of Order of Summary Suspension. If the Board's final decision concludes either that the licensee's practice does not present an immediate and serious threat to the public health, safety or welfare, or that summary suspension is not necessary to prevent that threat, the Board shall rescind the Order of Summary Suspension and restore the license to the status that was in effect immediately before the Order of Summary Suspension issued.

(d) Continuation of Order of Summary Suspension. If the Board's findings include both that the licensee's practice presents an immediate and serious threat to the public health, safety and welfare, and summary suspension is necessary to prevent that threat, the Board shall order the continuation of the Order of Summary Suspension. An Order of Summary Suspension that has been continued shall remain in effect until resolution of the underlying complaint.

6.06: Additional provisions applicable to Investigations, Complaints and Board Actions

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(1) Advisory letters. An advisory letter is not a formal Board action against a license and makes no determination or finding on whether the licensee engaged in the alleged acts or omissions. It constitutes a public record of notice to the licensee:

- (a) identifying the reason for closure of an investigation or dismissal of a complaint;
- (b) identifying any applicable statute(s), regulation(s), rules, advisories or policies that are relevant to the alleged acts or omissions that form the subject matter of an investigation or complaint; and
- (c) including a reminder of the general requirement to comply with the identified provisions.

(2) Receipt by a licensee. The Board may deem a licensee to have received a request, notice, order or other correspondence on the date that such item has been delivered to the address of record provided by the licensee. In the event that delivery is not possible at such address because the licensee has moved and left no forwarding address or because the address is otherwise invalid, the Board may deem receipt by the licensee to have occurred on the date that delivery was attempted but failed.

(3) Authority.

- (a) The Board may direct or authorize the Board Chair, the Executive Director, investigators, Board staff, Board counsel, prosecuting counsel, or any combination of the same, to act on the Board's behalf by a Board vote detailing the authority to act as to a particular licensee, or a general policy.
- (b) In the event the Board Chair has a conflict of interest, an appearance of a conflict of interest, or the Board Chair is incapacitated or inaccessible for a period of time exceeding the reasonable time frame in which the Board Chair would be expected to act pursuant to this section, but in no event shall such time exceed 30 days, or as otherwise authorized by the Board, the authority conferred upon the Board Chair may be exercised by the next most senior member of the Board, in the Board Chair's stead.
- (c) In the event the Executive Director has a conflict of interest, an appearance of a conflict of interest, or the Executive Director is incapacitated or inaccessible for a period of time exceeding the reasonable time frame in which the Executive Director would be expected to act pursuant to this section, but in no event shall such time exceed 30 days, or as otherwise authorized by the Board, the next most senior member of the Board staff shall be authorized to act in the Executive Director's stead.

REGULATORY AUTHORITY

263 CMR 6.00: M.G.L. c. 13, § 10B; c. 112, §§ 9F and 9H.