

AMENDED IN SENATE AUGUST 1, 2016

AMENDED IN SENATE MAY 16, 2016

AMENDED IN ASSEMBLY MARCH 30, 2016

CALIFORNIA LEGISLATURE—2015–16 REGULAR SESSION

**ASSEMBLY BILL**

**No. 2086**

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**Introduced by Assembly Members Cooley and Mathis**

February 17, 2016

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An act to amend Section 139.2 of the Labor Code, relating to workers' compensation, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

AB 2086, as amended, Cooley. Workers' compensation: neuropsychologists.

Existing workers' compensation law generally requires employers to secure the payment of workers' compensation, including medical treatment, for injuries incurred by their employees that arise out of, or in the course of, employment. Existing law requires the Administrative Director of the Division of Workers' Compensation to appoint qualified medical evaluators in each of the respective specialties as required for the evaluation of medical-legal issues, including medical doctors and osteopaths who meet specified requirements, including, among others, that the evaluator is board certified in a specialty by a board recognized by the administrative director and the appropriate regulatory board, or the evaluator has successfully completed a residency training program accredited by the Accreditation Council for Graduate Medical Education. Existing law also provides that the requirements for a psychologist to be appointed as an evaluator include either being board certified in

clinical psychology by a board recognized by the administrative director, holding a doctoral degree in psychology or a doctoral degree sufficient for licensure, and having at least 5 years of specified experience, or having at least 5 years of postdoctoral experience and having previously served as a medical evaluator.

This bill would provide that a medical doctor or osteopath who has successfully completed a residency or fellowship program accredited by the American Osteopathic Association or by an organization that is a predecessor to the Accreditation Council for Graduate Medical Education or the American Osteopathic Association *Education* would satisfy the residency training requirement. ~~The bill would delete the requirement that the specialty board be recognized by the administrative director. The bill would authorize as a criterion for those purposes board certification by a board approved by the American Board of Medical Specialties, the American Osteopathic Association Bureau of Osteopathic Specialists, a specialty board with a program accredited by the Accreditation Council for Graduate Medical Education, the American Osteopathic Association, or other specialty boards, as specified, or approval by the appropriate regulatory board for an evaluator who is a medical doctor or doctor of osteopathic medicine. The bill would also authorize as a criterion, for those purposes, having qualifications that the administrative director and either the Medical Board of California or the Osteopathic Medical Board of California both deem are equivalent to board certification, as specified. The bill would provide that a person who is certified in neuropsychology by specified boards or organizations, or who is a clinical psychologist licensed to practice in the state, holds a doctoral degree in psychology, and has at least 2 years of specified experience and training, and has served as an agreed medical evaluator in neuropsychology on 5 or more occasions may be appointed by the administrative director as a qualified medical evaluator in neuropsychology.~~

The bill would state findings and declarations of the Legislature relative to the need for neuropsychologists in the workers' compensation system. The bill would make additional technical, nonsubstantive changes.

This bill would declare that it is to take effect immediately as an urgency statute.

Vote:  $\frac{2}{3}$ . Appropriation: no. Fiscal committee: yes.  
State-mandated local program: no.

*The people of the State of California do enact as follows:*

1     SECTION 1. The Legislature finds and declares all of the  
2 following:

3     (a) Section 4 of Article XIV of the California Constitution grants  
4 the Legislature plenary power to create a workers' compensation  
5 system that includes adequate provision for the comfort, health  
6 and safety, and general welfare of workers and their dependents  
7 to relieve them of the consequences of any work-related injury or  
8 death, irrespective of the fault of any party, and requires the  
9 administration of the workers' compensation system to accomplish  
10 substantial justice in all cases expeditiously, inexpensively, and  
11 without encumbrance of any character, all of which matters are  
12 expressly declared to be the social public policy of this state.

13     (b) Because current state law requires high school athletes  
14 suffering traumatic brain injuries and concussions be evaluated by  
15 specially trained health care professionals, California workers  
16 suffering similar injuries also need to be treated and evaluated by  
17 appropriate health care professionals such as neuropsychologists.

18     (c) For more than 23 years, the State of California recognized  
19 neuropsychology as a separate and distinct specialty for qualified  
20 medical evaluators in the workers' compensation system,  
21 permitting injured workers to receive prompt and appropriate  
22 assessment of their traumatic brain injuries.

23     (d) Even though the former Industrial Medical Council and the  
24 current Division of Workers' Compensation have recognized  
25 various health care specialties for more than two decades, health  
26 care licensing boards such as the Medical Board of California, the  
27 Osteopathic Medical Board of California, and the Board of  
28 Psychology have never recognized separate specialties and  
29 subspecialties within their respective licensing jurisdictions.

30     (e) Pursuant to the plenary power granted by the Constitution,  
31 the Legislature hereby establishes the criteria for the Administrative  
32 Director of the Division of Workers' Compensation to appoint  
33 qualified medical evaluators in the specialty category of  
34 neuropsychology.

35     SEC. 2. Section 139.2 of the Labor Code is amended to read:

36     139.2. (a) The administrative director shall appoint qualified  
37 medical evaluators in each of the respective specialties as required

1 for the evaluation of medical-legal issues. The appointments shall  
2 be for two-year terms.

3 (b) The administrative director shall appoint or reappoint as a  
4 qualified medical evaluator a physician, as defined in Section  
5 3209.3, who is licensed to practice in this state and who  
6 demonstrates that he or she meets the requirements in paragraphs  
7 (1), (2), (6), and (7), and, if the physician is a medical doctor,  
8 doctor of osteopathic medicine, doctor of chiropractic, or a  
9 psychologist, that he or she also meets the applicable requirements  
10 in paragraph (3), (4), or (5).

11 (1) Prior to his or her appointment as a qualified medical  
12 evaluator, passes an examination written and administered by the  
13 administrative director for the purpose of demonstrating  
14 competence in evaluating medical-legal issues in the workers'  
15 compensation system. Physicians shall not be required to pass an  
16 additional examination as a condition of reappointment. A  
17 physician seeking appointment as a qualified medical evaluator  
18 on or after January 1, 2001, shall also complete prior to  
19 appointment, a course on disability evaluation report writing  
20 approved by the administrative director. The administrative director  
21 shall specify the curriculum to be covered by disability evaluation  
22 report writing courses, which shall include, but is not limited to,  
23 12 or more hours of instruction.

24 (2) Devotes at least one-third of total practice time to providing  
25 direct medical treatment, or has served as an agreed medical  
26 evaluator on eight or more occasions in the 12 months prior to  
27 applying to be appointed as a qualified medical evaluator.

28 (3) Is a medical doctor or doctor of osteopathic medicine and  
29 meets one of the following requirements:

30 (A) ~~Is board certified in a specialty by a board approved by the~~  
31 ~~American Board of Medical Specialties, the American Osteopathic~~  
32 ~~Association Bureau of Osteopathic Specialists, or a specialty board~~  
33 ~~with a postgraduate training program accredited by the~~  
34 ~~Accreditation Council for Graduate Medical Education, the~~  
35 ~~American Osteopathic Association, or a specialty board with~~  
36 ~~equivalent requirements approved by~~ *recognized by the*  
37 *administrative director and either the Medical Board of California*  
38 *or the Osteopathic Medical Board of California.*

39 (B) Has successfully completed a residency or fellowship  
40 training program accredited by the Accreditation Council for

1 Graduate Medical Education, the American Osteopathic  
2 Association, or a predecessor organization. *Education or a*  
3 *predecessor organization, or osteopathic equivalent.*

4 (C) Was an active qualified medical evaluator on June 30, 2000.

5 (D) Has qualifications that the administrative director and either  
6 the Medical Board of California or the Osteopathic Medical Board  
7 of California, as appropriate, both deem to be equivalent to board  
8 certification in a specialty.

9 (4) Is a doctor of chiropractic and has been certified in California  
10 workers' compensation evaluation by a provider recognized by  
11 the administrative director. The certification program shall include  
12 instruction on disability evaluation report writing that meets the  
13 standards set forth in paragraph (1).

14 (5) Is a psychologist and meets one of the following  
15 requirements:

16 (A) Is board certified in clinical psychology by a board  
17 recognized by the administrative director.

18 (B) Holds a doctoral degree in psychology, or a doctoral degree  
19 deemed equivalent for licensure by the Board of Psychology  
20 pursuant to Section 2914 of the Business and Professions Code,  
21 from a university or professional school recognized by the  
22 administrative director and has not less than five years'  
23 postdoctoral experience in the diagnosis and treatment of emotional  
24 and mental disorders.

25 (C) Has not less than five years' postdoctoral experience in the  
26 diagnosis and treatment of emotional and mental disorders, and  
27 has served as an agreed medical evaluator on eight or more  
28 occasions prior to January 1, 1990.

29 (D) Is certified in clinical neuropsychology by the American  
30 Board of Clinical Neuropsychology, the American Board of  
31 Professional Neuropsychology, or another organization recognized  
32 by the administrative director. A psychologist who meets the  
33 requirements of this subparagraph may be appointed as a qualified  
34 medical evaluator in neuropsychology.

35 (E) Is licensed to practice psychology in this state and has a  
36 doctoral degree in psychology, or a doctoral degree deemed  
37 equivalent for licensure by the Board of Psychology pursuant to  
38 Section 2914 of the Business and Professions Code, from an  
39 accredited university or college training program, has completed  
40 an internship or its equivalent in a clinically relevant area of

1 professional psychology, has at least two years of experience and  
2 specialized training, at least one year of which is at the postdoctoral  
3 level, in the study and practice of clinical neuropsychology and  
4 related neurosciences under the supervision of a clinical  
5 neuropsychologist, and has served as an agreed medical evaluator  
6 in neuropsychology on five or more occasions. A psychologist  
7 who satisfies the requirements of this subparagraph may be  
8 appointed as a qualified medical evaluator in neuropsychology.

9 (6) Does not have a conflict of interest as determined under the  
10 regulations adopted by the administrative director pursuant to  
11 subdivision (o).

12 (7) Meets any additional medical or professional standards  
13 adopted pursuant to paragraph (6) of subdivision (j).

14 (c) The administrative director shall adopt standards for  
15 appointment of physicians who are retired or who hold teaching  
16 positions who are exceptionally well qualified to serve as a  
17 qualified medical evaluator even though they do not otherwise  
18 qualify under paragraph (2) of subdivision (b). A physician whose  
19 full-time practice is limited to the forensic evaluation of disability  
20 shall not be appointed as a qualified medical evaluator under this  
21 subdivision.

22 (d) (1) The qualified medical evaluator, upon request, shall be  
23 reappointed if he or she meets the qualifications of subdivision (b)  
24 and meets all of the following criteria:

25 (A) Is in compliance with all applicable regulations and  
26 evaluation guidelines adopted by the administrative director.

27 (B) Has not had more than five of his or her evaluations that  
28 were considered by a workers' compensation administrative law  
29 judge at a contested hearing rejected by the workers' compensation  
30 administrative law judge or the appeals board pursuant to this  
31 section during the most recent two-year period during which the  
32 physician served as a qualified medical evaluator. If the workers'  
33 compensation administrative law judge or the appeals board rejects  
34 the qualified medical evaluator's report on the basis that it fails to  
35 meet the minimum standards for those reports established by the  
36 administrative director or the appeals board, the workers'  
37 compensation administrative law judge or the appeals board, as  
38 the case may be, shall make a specific finding to that effect, and  
39 shall give notice to the medical evaluator and to the administrative  
40 director. Any rejection shall not be counted as one of the five

1 qualifying rejections until the specific finding has become final  
2 and time for appeal has expired.

3 (C) Has completed within the previous 24 months at least 12  
4 hours of continuing education in impairment evaluation or workers'  
5 compensation-related medical dispute evaluation approved by the  
6 administrative director.

7 (D) Has not been terminated, suspended, placed on probation,  
8 or otherwise disciplined by the administrative director during his  
9 or her most recent term as a qualified medical evaluator.

10 (2) If the evaluator does not meet any one of these criteria, the  
11 administrative director may in his or her discretion reappoint or  
12 deny reappointment according to regulations adopted by the  
13 administrative director. A physician who does not currently meet  
14 the requirements for initial appointment or who has been terminated  
15 under subdivision (e) because his or her license has been revoked  
16 or terminated by the licensing authority shall not be reappointed.

17 (e) The administrative director may, in his or her discretion,  
18 suspend or terminate a qualified medical evaluator during his or  
19 her term of appointment without a hearing as provided under  
20 subdivision (k) or (l) whenever either of the following conditions  
21 occurs:

22 (1) The evaluator's license to practice in California has been  
23 suspended by the relevant licensing authority so as to preclude  
24 practice, or has been revoked or terminated by the licensing  
25 authority.

26 (2) The evaluator has failed to timely pay the fee required by  
27 the administrative director pursuant to subdivision (n).

28 (f) The administrative director shall furnish a physician, upon  
29 request, with a written statement of its reasons for termination of,  
30 or for denying appointment or reappointment as, a qualified  
31 medical evaluator. Upon receipt of a specific response to the  
32 statement of reasons, the administrative director shall review his  
33 or her decision not to appoint or reappoint the physician or to  
34 terminate the physician and shall notify the physician of its final  
35 decision within 60 days after receipt of the physician's response.

36 (g) The administrative director shall establish agreements with  
37 qualified medical evaluators to ensure the expeditious evaluation  
38 of cases assigned to them for comprehensive medical evaluations.

39 (h) (1) When requested by an employee or employer pursuant  
40 to Section 4062.1, the medical director appointed pursuant to

1 Section 122 shall assign three-member panels of qualified medical  
2 evaluators within five working days after receiving a request for  
3 a panel. Preference in assigning panels shall be given to cases in  
4 which the employee is not represented. If a panel is not assigned  
5 within 20 working days, the employee shall have the right to obtain  
6 a medical evaluation from any qualified medical evaluator of his  
7 or her choice within a reasonable geographic area. The medical  
8 director shall use a random selection method for assigning panels  
9 of qualified medical evaluators. The medical director shall select  
10 evaluators who are specialists of the type requested by the  
11 employee. The medical director shall advise the employee that he  
12 or she should consult with his or her treating physician prior to  
13 deciding which type of specialist to request.

14 (2) The administrative director shall promulgate a form that  
15 shall notify the employee of the physicians selected for his or her  
16 panel after a request has been made pursuant to Section 4062.1 or  
17 4062.2. The form shall include, for each physician on the panel,  
18 the physician's name, address, telephone number, specialty, number  
19 of years in practice, and a brief description of his or her education  
20 and training, and shall advise the employee that he or she is entitled  
21 to receive transportation expenses and temporary disability for  
22 each day necessary for the examination. The form shall also state  
23 in a clear and conspicuous location and type:

24  
25 "You have the right to consult with an information and assistance  
26 officer at no cost to you prior to selecting the doctor to prepare  
27 your evaluation, or you may consult with an attorney. If your claim  
28 eventually goes to court, the workers' compensation administrative  
29 law judge will consider the evaluation prepared by the doctor you  
30 select to decide your claim."

31  
32 (3) When compiling the list of evaluators from which to select  
33 randomly, the medical director shall include all qualified medical  
34 evaluators who meet all of the following criteria:

35 (A) He or she does not have a conflict of interest in the case, as  
36 defined by regulations adopted pursuant to subdivision (o).

37 (B) He or she is certified by the administrative director to  
38 evaluate in an appropriate specialty and at locations within the  
39 general geographic area of the employee's residence. An evaluator



1 shall not conduct qualified medical evaluations at more than 10  
2 locations.

3 (C) He or she has not been suspended or terminated as a  
4 qualified medical evaluator for failure to pay the fee required by  
5 the administrative director pursuant to subdivision (n) or for any  
6 other reason.

7 (4) When the medical director determines that an employee has  
8 requested an evaluation by a type of specialist that is appropriate  
9 for the employee's injury, but there are not enough qualified  
10 medical evaluators of that type within the general geographic area  
11 of the employee's residence to establish a three-member panel,  
12 the medical director shall include sufficient qualified medical  
13 evaluators from other geographic areas and the employer shall pay  
14 all necessary travel costs incurred in the event the employee selects  
15 an evaluator from another geographic area.

16 (i) The medical director appointed pursuant to Section 122 shall  
17 continuously review the quality of comprehensive medical  
18 evaluations and reports prepared by agreed and qualified medical  
19 evaluators and the timeliness with which evaluation reports are  
20 prepared and submitted. The review shall include, but not be  
21 limited to, a review of a random sample of reports submitted to  
22 the division, and a review of all reports alleged to be inaccurate  
23 or incomplete by a party to a case for which the evaluation was  
24 prepared. The medical director shall submit to the administrative  
25 director an annual report summarizing the results of the continuous  
26 review of medical evaluations and reports prepared by agreed and  
27 qualified medical evaluators and make recommendations for the  
28 improvement of the system of medical evaluations and  
29 determinations.

30 (j) After public hearing pursuant to Section 5307.3, the  
31 administrative director shall adopt regulations concerning the  
32 following issues:

33 (1) (A) Standards governing the timeframes within which  
34 medical evaluations shall be prepared and submitted by agreed  
35 and qualified medical evaluators. Except as provided in this  
36 subdivision, the timeframe for initial medical evaluations to be  
37 prepared and submitted shall be no more than 30 days after the  
38 evaluator has seen the employee or otherwise commenced the  
39 medical evaluation procedure. The administrative director shall

1 develop regulations governing the provision of extensions of the  
2 30-day period in both of the following cases:

3 (i) When the evaluator has not received test results or consulting  
4 physician's evaluations in time to meet the 30-day deadline.

5 (ii) To extend the 30-day period by not more than 15 days when  
6 the failure to meet the 30-day deadline was for good cause.

7 (B) For purposes of subparagraph (A), "good cause" means any  
8 of the following:

9 (i) Medical emergencies of the evaluator or evaluator's family.

10 (ii) Death in the evaluator's family.

11 (iii) Natural disasters or other community catastrophes that  
12 interrupt the operation of the evaluator's business.

13 (C) The administrative director shall develop timeframes  
14 governing availability of qualified medical evaluators for  
15 unrepresented employees under Section 4062.1. These timeframes  
16 shall give the employee the right to the addition of a new evaluator  
17 to his or her panel, selected at random, for each evaluator not  
18 available to see the employee within a specified period of time,  
19 but shall also permit the employee to waive this right for a specified  
20 period of time thereafter.

21 (2) Procedures to be followed by all physicians in evaluating  
22 the existence and extent of permanent impairment and limitations  
23 resulting from an injury in a manner consistent with Sections 4660  
24 and 4660.1.

25 (3) Procedures governing the determination of any disputed  
26 medical treatment issues in a manner consistent with Section  
27 5307.27.

28 (4) Procedures to be used in determining the compensability of  
29 psychiatric injury. The procedures shall be in accordance with  
30 Section 3208.3 and shall require that the diagnosis of a mental  
31 disorder be expressed using the terminology and criteria of the  
32 American Psychiatric Association's Diagnostic and Statistical  
33 Manual of Mental Disorders, Third Edition-Revised, or the  
34 terminology and diagnostic criteria of other psychiatric diagnostic  
35 manuals generally approved and accepted nationally by  
36 practitioners in the field of psychiatric medicine.

37 (5) Guidelines for the range of time normally required to perform  
38 the following:

39 (A) A medical-legal evaluation that has not been defined and  
40 valued pursuant to Section 5307.6. The guidelines shall establish

1 minimum times for patient contact in the conduct of the  
2 evaluations, and shall be consistent with regulations adopted  
3 pursuant to Section 5307.6.

4 (B) Any treatment procedures that have not been defined and  
5 valued pursuant to Section 5307.1.

6 (C) Any other evaluation procedure requested by the Insurance  
7 Commissioner, or deemed appropriate by the administrative  
8 director.

9 (6) Any additional medical or professional standards that a  
10 medical evaluator shall meet as a condition of appointment,  
11 reappointment, or maintenance in the status of a medical evaluator.

12 (k) (1) Except as provided in this subdivision, the administrative  
13 director may, in his or her discretion, suspend or terminate the  
14 privilege of a physician to serve as a qualified medical evaluator  
15 if the administrative director, after hearing pursuant to subdivision  
16 (l), determines, based on substantial evidence, that a qualified  
17 medical evaluator:

18 (A) Has violated any material statutory or administrative duty.

19 (B) Has failed to follow the medical procedures or qualifications  
20 established pursuant to paragraph (2), (3), (4), or (5) of subdivision  
21 (j).

22 (C) Has failed to comply with the timeframe standards  
23 established pursuant to subdivision (j).

24 (D) Has failed to meet the requirements of subdivision (b) or  
25 (c).

26 (E) Has prepared medical-legal evaluations that fail to meet the  
27 minimum standards for those reports established by the  
28 administrative director or the appeals board.

29 (F) Has made material misrepresentations or false statements  
30 in an application for appointment or reappointment as a qualified  
31 medical evaluator.

32 (2) A hearing shall not be required prior to the suspension or  
33 termination of a physician's privilege to serve as a qualified  
34 medical evaluator when the physician has done either of the  
35 following:

36 (A) Failed to timely pay the fee required pursuant to subdivision  
37 (n).

38 (B) Had his or her license to practice in California suspended  
39 by the relevant licensing authority so as to preclude practice, or  
40 had the license revoked or terminated by the licensing authority.

1 (l) The administrative director shall cite the qualified medical  
2 evaluator for a violation listed in subdivision (k) and shall set a  
3 hearing on the alleged violation within 30 days of service of the  
4 citation on the qualified medical evaluator. In addition to the  
5 authority to terminate or suspend the qualified medical evaluator  
6 upon finding a violation listed in subdivision (k), the administrative  
7 director may, in his or her discretion, place a qualified medical  
8 evaluator on probation subject to appropriate conditions, including  
9 ordering continuing education or training. The administrative  
10 director shall report to the appropriate licensing board the name  
11 of any qualified medical evaluator who is disciplined pursuant to  
12 this subdivision.

13 (m) The administrative director shall terminate from the list of  
14 medical evaluators any physician where licensure has been  
15 terminated by the relevant licensing board, or who has been  
16 convicted of a misdemeanor or felony related to the conduct of his  
17 or her medical practice, or of a crime of moral turpitude. The  
18 administrative director shall suspend or terminate as a medical  
19 evaluator any physician who has been suspended or placed on  
20 probation by the relevant licensing board. If a physician is  
21 suspended or terminated as a qualified medical evaluator under  
22 this subdivision, a report prepared by the physician that is not  
23 complete, signed, and furnished to one or more of the parties prior  
24 to the date of conviction or action of the licensing board, whichever  
25 is earlier, shall not be admissible in any proceeding before the  
26 appeals board nor shall there be any liability for payment for the  
27 report and any expense incurred by the physician in connection  
28 with the report.

29 (n) A qualified medical evaluator shall pay a fee, as determined  
30 by the administrative director, for appointment or reappointment.  
31 These fees shall be based on a sliding scale as established by the  
32 administrative director. All revenues from fees paid under this  
33 subdivision shall be deposited into the Workers' Compensation  
34 Administration Revolving Fund and are available for expenditure  
35 upon appropriation by the Legislature, and shall not be used by  
36 any other department or agency or for any purpose other than  
37 administration of the programs of the Division of Workers'  
38 Compensation related to the provision of medical treatment to  
39 injured employees.

1 (o) An evaluator shall not request or accept any compensation  
2 or other thing of value from any source that does or could create  
3 a conflict with his or her duties as an evaluator under this code.  
4 The administrative director, after consultation with the Commission  
5 on Health and Safety and Workers' Compensation, shall adopt  
6 regulations to implement this subdivision.

7 SEC. 3. This act is an urgency statute necessary for the  
8 immediate preservation of the public peace, health, or safety within  
9 the meaning of Article IV of the Constitution and shall go into  
10 immediate effect. The facts constituting the necessity are:

11 The Administrative Director of the Division of Workers'  
12 Compensation recently abolished the recognition of  
13 neuropsychologists as qualified medical evaluators in the workers'  
14 compensation system based on the division's interpretation of  
15 Section 139.2 of the Labor Code. In order to permit injured workers  
16 to continue to receive medical-legal evaluation services from  
17 neuropsychologists in appropriate cases and at the earliest possible  
18 time, it is necessary for this act to take effect immediately.