



Syndromic Surveillance

Implementation Guide

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Acronyms and Abbreviations Guide

ACK	HL7 Acknowledgment message
ADT	Admission, Discharge, Transfer
DQA	Data Quality Assurance Status
DSA	Data Sharing Agreement
DSM	Direct Secure Message
EHNAC-DTAAP	Electronic Healthcare Network Accreditation Commission – Direct Trusted Agent Accreditation Program
FHIR	Fast Healthcare Interoperability Resources
HIPAA	Health Insurance Portability and Accountability Act
HIN	Health Information Network
HISP	Health Internet Service Provider
HL7	Health Level 7
IPsec	Internet Protocol Security
LLP	Lower Layer Protocol
MCIR	Michigan Care Improvement Registry
MDHHS	Michigan Department of Health and Human Services
MiHIN	Michigan Health Information Network Shared Services
MSH	Message Header segment within HL7
MSSS	Michigan Syndromic Surveillance System

MUCA	Master Use Case Agreement
NACK	Negative Acknowledgement
NwHIN	Nationwide Health Information Network
OID	Object Identifier
PHTR	Public Health Testing Repository
PAE	Pilot Activity Exhibit
PI	Promoting Interoperability
PO	Participating Organization
UCE	Use Case Exhibit
UCS	Use Case Summary
VPN	Virtual Private Network
XCA	Cross-Community Access
XDS	Cross-Enterprise Document Sharing

Definitions

Acknowledgement. In data networking, telecommunications, and computer buses, an acknowledgement is a signal that is passed between communicating processes, computers, or devices to signify acknowledgement, or receipt of message, as part of a communications protocol. **Admission, Discharge, Transfer (ADT).** An event that occurs when a patient is admitted to, discharged from, or transferred from one care setting to another care setting or to the patient's home. For example, an ADT event occurs when a patient is discharged from a hospital. An ADT event also occurs when a patient arrives in care setting such as a health clinic or hospital.

ADT Message. A type of HL7 message generated by healthcare systems based upon ADT events and the HL7 "Electronic Data Exchange in Healthcare" standard. The HL7 ADT message type is used to send and receive patient demographic and healthcare encounter information, generated by source system(s). The ADT messages contain patient demographic, visit, insurance, and diagnosis information.

ADT Notification. An electronic notification that a given patient has undergone an ADT event. An ADT Notification is not a complete ADT Message.

Applicable Laws and Standards. In addition to the definition set forth in the Data Sharing Agreement, the federal Confidentiality of Alcohol and Drug Abuse Patient Records statute, section 543 of the Public Health Service Act, 42 U.S.C. 290dd-2, and its implementing regulation, 42 CFR Part 2; the Michigan Mental Health Code, at MCLA §§ 333.1748 and 333.1748a; and the Michigan Public Health Code, at MCL § 333.5131, 5114a.

Common Gateway. The method by which data is sent and received by MiHIN using various national standard protocols (e.g. NwHIN SOAP, IHE XCA, IHE XDS.b).

Conforming Message. A message that is in a standard format that strictly adheres to the implementation guide for its applicable use case.

Data Sharing Agreement. Any data sharing organization agreement signed by both MiHIN and a participating organization. Data sharing organization agreements include but are not limited to: Qualified Data Sharing Organization Agreement, Virtual Qualified Data Sharing Organization Agreement, Consumer Qualified Data Sharing Agreement, Sponsored Shared Organization Agreement, State Sponsored Sharing Organization Agreement, Direct Data Sharing Organization Agreement, Simple Data Sharing Organization Agreement, or other data sharing organization agreements developed by MiHIN.

Electronic Address. A string that identifies the transport protocol and end point address for communicating electronically with a recipient. A recipient may be a person, organization or other entity that has designated the electronic address as the point at which it will receive electronic messages. Examples of an electronic address include a secure email address (Direct via secure SMTP) or secure URL (SOAP / XDR / REST /

FHIR). Communication with an electronic address may require a digital certificate or participation in a trust bundle.

Electronic CQM (eCQM). CQMs that are specified in a standard electronic format and are designed to use data from Health IT systems for measurement.

Electronic Medical Record or Electronic Health Record (EMR/EHR). A digital version of a patient's paper medical chart.

Electronic Service Information (ESI). All information reasonably necessary to define an electronic destination's ability to receive and use a specific type of information (e.g., discharge summary, patient summary, laboratory report, query for patient/provider/healthcare data). ESI may include the type of information (e.g. patient summary or query), the destination's electronic address, the messaging framework supported (e.g., SMTP, HTTP/SOAP, XDR, REST, FHIR), security information supported or required (e.g., digital certificate) and specific payload definitions (e.g., CCD C32 V2.5). In addition, ESI may include labels that help identify the type of recipient (e.g., medical records department).

Exhibit. Collectively, a use case exhibit or a pilot activity exhibit.

Health Level 7 (HL7). An interface standard and specifications for clinical and administrative healthcare data developed by the Health Level Seven organization and approved by the American National Standards Institute (ANSI). HL7 provides a method for disparate systems to communicate clinical and administrative information in a normalized format with acknowledgement of receipt

Health Information. Any information, including genetic information, whether oral or recorded in any form or medium, that (a) is created or received by a health provider, public health authority, employer, life insurer, school or university, or healthcare clearinghouse; and (b) relates to the past, present, or future physical or mental health or condition of an individual; the provision of health care to an individual; or the past, present, or future payment for the provision of health care to an individual.

Health Information Network (HIN). An organization or group of organizations responsible for coordinating the exchange of protected health information (PHI) in a region, state, or nationally.

Health Plan. An individual or group plan that provides, or pays the cost of medical care (as "group health plan" and "medical care" are defined in section 2791(a)(2) of the Public Health Service Act, 42 U.S.C. 300gg-91(a)(2)). Health plan further includes those entities defined as a health plan under HIPAA, 45 C.F.R 160.103.

Health Professional means (a) any individual licensed, registered, or certified under applicable Federal or State laws or regulations to provide healthcare services; (b) any person holding a nonclinical position within or associated with an organization that provides or coordinates healthcare or healthcare related services; and (c) people who contribute to the gathering, recording, processing, analysis or communication of health information. Examples include, but are not limited to, physicians, physician assistants,

nurse practitioners, nurses, medical assistants, home health professionals, administrative assistants, care managers, care coordinators, receptionists and clerks.

Health Provider means facilities/hospitals, health professionals, health plans, caregivers, pharmacists/other qualified professionals, or any other person or organization involved in providing healthcare.

Information Source. Any organization that provides information that is added to a MiHIN infrastructure service.

Master Use Case Agreement (MUCA). Legal document covering expected rules of engagement across all use cases. Trusted data sharing organizations sign master use case agreement one time, then sign use case exhibits for participation in specific use cases.

Message. A mechanism for exchanging message content between the participating organization to MiHIN services, including query and retrieve.

Message Content. Information, as further defined in an Exhibit, which is sent, received, found or used by a participating organization to or from MiHIN services. Message content includes the message content header.

Message Header (“MSH”) or Message Content Header. The MSH segment present in every HL7 message type that defines the Message’s source, purpose, destination, and certain syntax specifics such as delimiters (separator characters) and character sets. It is always the first segment in the HL7 message, with the only exception being HL7 batch messages.

Michigan Health Information Network Shared Services (MiHIN). The HIN for the State of Michigan.

MiHIN Infrastructure Service. Certain services that are shared by numerous use cases. MiHIN infrastructure services include, but are not limited to, Active Care Relationship Service (ACRS), Health Directory, Statewide Consumer Directory (SCD), and the Medical Information DIrect GATEway (MIDIGATE®).

MiHIN Services. The MiHIN infrastructure services and additional services and functionality provided by MiHIN allowing the participating organizations to send, receive, find, or use information to or from MiHIN as further set forth in an exhibit.

Negative Acknowledgment (NAK or NACK). “Not acknowledged” and is used to negatively acknowledge or to reject previously received message content or to indicate some kind of error.

Notice. A message transmission that is not message content and which may include an acknowledgement of receipt or error response, such as an ACK or NACK.

Patient Data. Any data about a patient or a consumer that is electronically filed in a participating organization or participating organization participant’s systems or repositories. The data may contain protected health information (PHI), personal credit information (PCI), and/or personally identifiable information (PII).



Person Record. Any record in a MiHIN infrastructure service that primarily relates to a person.

Pilot Activity Exhibit (PAE). The activities set forth in the applicable exhibit and typically includes sharing message content through early trials of a new use case that is still being defined and is still under development and which may include participating organization feedback to MiHIN to assist in finalizing a use case and use case and use case exhibit upon conclusion of the pilot activity.

Principal. A person or a system utilizing a federated identity through a federated organization.

Promoting Interoperability. Using certified EHR technology to improve quality, safety and efficiency of healthcare, and to reduce health disparities as further contemplated by title XIII of the American Recovery and Reinvestment Act of 2009.

Send / Receive / Find / Use (SRFU). Means sending, receiving, finding, or using message content. Sending involves the transport of message content. Receiving involves accepting and possibly consuming or storing message content. Finding means querying to locate message content. Using means any use of the message content other than sending, receiving and finding. Examples of use include consuming into workflow, reporting, storing, or analysis. Send/Receive/Find/Use (SRFU) activities must comply with Applicable Laws & Standards or State Administrative Code as that term is defined in this agreement and the data sharing agreement.

Service Interruption. A party is unable to send, receive or find message content for any reason, including the failure of network equipment or software, scheduled or unscheduled maintenance, general Internet outages, and events of force majeure.

Source System. A computer system, such as an electronic health record system, at the participating organization, that sends, receives, finds or uses message content or notices.

Syndromic Surveillance. Surveillance using health-related data that precede diagnosis and signal a sufficient probability of a case or an outbreak to warrant further public health response.

Trusted Data Sharing Organization (TDSO). An organization that has signed any form of agreement with MiHIN for data sharing.

Use Case. (a) A use case agreement previously executed by a participating organization; or (b) the use case summary, use case exhibit and a use case implementation guide that participating organization or TDSO must follow to share specific message content with the MiHIN.

Use Case Exhibit (UCE). The legal agreement attached as an exhibit to the master use case agreement that governs participation in any specific use case.

Use Case Implementation Guide (UCIG). The document providing technical specifications related to message content and transport of message content between participating

organization, MiHIN, and other TDSOs. use case implementation guides are made available via URLs in exhibits.

Use Case Summary. The document providing the executive summary, business justification and value proposition of a use case. Use case summaries are provided by MiHIN upon request and via the MiHIN website at www.mihin.org.

XCA. The IHE (Integrating the Healthcare Enterprise®) standard for Cross-Community Access which provides specifications to query and retrieve patient relevant health information held by other communities.

XDS.b. The IHE (Integrating the Healthcare Enterprise®) standard for Cross-Enterprise Document Sharing revision b, which provides specifications to query and retrieve patient relevant healthcare data held within a community.

1. Introduction

1.1 Purpose of Use Case

Sets forth requirements for providers to send real-time, electronic syndromic surveillance data to a state syndromic surveillance system.

A syndromic surveillance system provides real-time situational awareness of potential public health threats and emergencies.

In Michigan, the Michigan Syndromic Surveillance System (MSSS) sends alerts to Michigan public health officials when unusual increases in symptom presentations are detected, allowing Michigan Department of Health and Human Services (MDHHS) epidemiologists to analyze findings, investigate further, and contact local public health agencies and providers.

The Syndromic Surveillance use case leverages MSSS, the state’s surveillance system that monitors the trends of chief complaints from healthcare providers. Currently, the state data hub receives syndromic data from hospitals, doctors, care coordinators, and other community providers.

Receipt of this real-time data enhances situational awareness of potential public health threats and emergencies.

Additionally, to meet Promoting Interoperability requirements, Eligible Professionals, Eligible Hospitals, and Critical Access Hospitals must electronically send certain forms of public health data to various state public health registries. This includes syndromic surveillance messages.

1.2 Message Content

For this use case, Message Content means an HL7® 2.x conforming ADT (Admission, Discharge, Transfer) message.

1.3 Data Flow and Actors

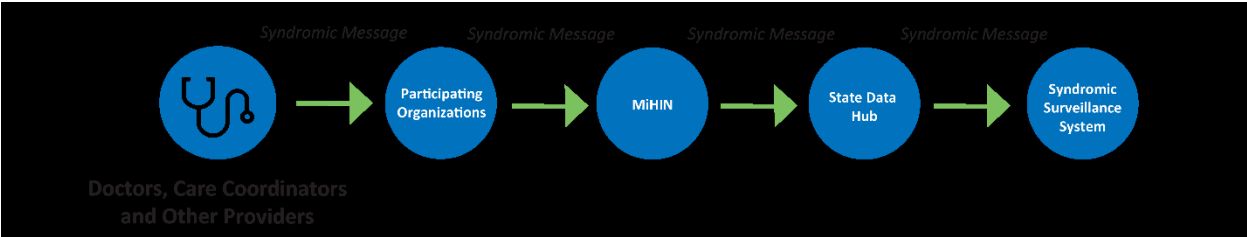


Figure 1. Workflow Between Participating Organizations, MiHIN, MDHHS Data Hub, and Michigan Syndromic Surveillance System



2 Standard Overview

2.1 Message Format

The current message format supported by MSSS is HL7 v2.5.1. Updated versions of HL7 messages may be implemented and supported in the future, such as the Fast Healthcare Interoperability Resources™ (FHIR™). For more information on FHIR, refer to this website:

<http://www.hl7.org/implement/standards/fhir>

2.2 Message Example

For an example of a properly formatted message for this use case, refer to Appendix A at the end of this document.

3 Onboarding Process

3.1 Initial Onboarding

For organizations to share data with MiHIN under this use case, the organization undergoes two onboarding processes simultaneously. The two onboarding processes are legal onboarding and technical connectivity onboarding. These may occur in parallel – i.e., the organization can review and complete legal agreements with MiHIN while simultaneously establishing and testing technical connectivity. To initiate these two parallel onboarding processes, notify MiHIN via <http://mihin.org/requesthelp/>.

3.1.1 Initial Legal Process

The first time an organization undergoes the legal onboarding process with MiHIN, the organization negotiates and enters into a master organization agreement and master use case agreement which then allows the organization to enter into one or more use cases via use case exhibits.

Once an organization has entered into a master organization agreement, the organization can enter into an unlimited number of use cases with MiHIN. All MiHIN use cases are available at: <http://mihin.org/about-mihin/resources/>

3.1.2 Initial Technical Connectivity Process

MiHIN considers itself “transport agnostic” and offers multiple options for organizations to establish technical connectivity to transport data to MiHIN. Organizations should select one or more connectivity methods for message transport based on their technical capabilities, and put in a service request at www.mihin.org/requesthelp. Currently MiHIN accepts the following transport methods:

- LLP over IPsec VPN – Lower-Layer Protocol over Internet Protocol Security Virtual Private Network
- DSM – Direct Secure Messaging

For VPN connectivity two VPNs are required. A primary VPN will facilitate regular traffic. A secondary will be established for fail-over purposes.

Additional transport methods may be added in the future. These can include NwHIN, XCA, REST/RESTFUL APIs, FHIR, and others.

The following steps describe the technical onboarding process. However, MiHIN typically conducts “onboarding kickoff” meetings with new organizations to go through each of these steps in detail and answer any questions.

1. The initial sending facility must register in the online Public Health Testing Repository (PHTR) by visiting the website below. This will also notify MSSS staff that you wish to begin the testing process.
 - a. www.michiganhealthit.org/public-health/steps-for-meaningful-use/



2. Sending facility will be given access to a web-based message validator to assure proper formatting. Test messages should be confirmed as valid before proceeding.
3. The organization selects one transport method and establishes connectivity with HIN. This step will vary based on the method selected:
 - a. **LLP over IPsec VPN** – HIN’s site-to-site VPN request form must be completed, submitted and approved by HIN. Visit www.mihin.org/requesthelp to obtain the VPN request form. A pre-shared key will then be exchanged between the organization and HIN to initialize the connection. The LLP over IPsec VPN is the most efficient transport for very high volumes of messages.
 - b. **Direct Secure Messaging**– HIN accepts Direct Secure Messages from Health Internet Service Provider (HISPs) that have EHNAC-DTAAP (DirectTrust) accreditation. Test messages are sent to verify HISP connectivity (“ping pong”). The Message Header section in the test messages will be verified for appropriate routing configuration.
4. Test messages are sent by the organization to HIN.
 - a. All test messages must have a “T” in the Message Header – field 11
 - b. Test traffic will be routed via HIN to the appropriate destination. For Syndromic Surveillance:
 - i. MSH-5 = MSSS
 - ii. MSH-6 = MDCH
 - c. The end-destination will monitor for inbound test traffic and confirm receipt with HIN, which will confirm with the organization.
5. For the syndromic surveillance use case, MSSS deems the sending facility to have entered into Data Quality Assurance Status (DQA) once they have successfully received a properly formatted message from the sending facility via the organization through HIN.
 - a. Until completion of the DQA process, sending facilities that are already sending data to MSSS should dually submit their Syndromic Messages through HIN as well as their current method.
6. MSSS declares the sending facility to be at production status after another period of successful testing and exiting DQA status.
 - a. At this time, the sending facility may then send production messages through the organization to HIN. The sending facility would now place a “P” (for production) value in the MSH-11 instead of the “T” used during testing.

3.2 Onboarding Additional Sending Facilities

When an organization wishes to onboard additional sending facilities, those facilities must first register with MSSS via PHTR. Once successful, the registration information from MSSS, including the Facility ID OID, must be submitted to www.mihin.org/requesthelp. The new sending facility should then begin sending test messages to MSSS in the same fashion as the initial facility as detailed in section 3.1.2, making sure that to place a “T” value in MSH-11. MSSS will then deem the sending facility to be in DQA and eventually Production Status.

For specific information regarding testing with MSSS, refer to the MSSS Syndromic Submission Implementation Guide.

4 Specifications

4.1 Message Trigger Events

The HL7 message type for Syndromic Surveillance is an ADT and the trigger events are: A01, A03, A04, and A08.

4.2 General Message Requirements

For general rules that apply to the entire message, refer to the MSSS Syndromic Submission Implementation Guide.

4.3 Specific Segment and Field Definitions

4.3.1 Segment 1 – Message Header

The definitions in the table below shall be conformed to by all HL7 messages communicating the message header (MSH) segment.

Sequence	Length	DT	Usage	Cardinality	TBL#	Item #	Element Name	Comments
1	1	ST	R	1..1		00001	Field Separator	
2	4	ST	R	1..1		00002	Encoding Characters	
3	180	HD	R	1..1	0361	00003	Sending Application	
4	180	HD	R	1..1	0362	00004	Sending Facility	Facility OID
5	180	HD	R	1..1	0361	00005	Receiving Application	MSSS
6	180	HD	R	1..1	0362	00006	Receiving Facility	MDHHS
7	26	TS	R	1..1		00007	Date/Time of Message	
8	40	ST	X	0..0		00008	Security	
9	7	CM	R	1..1	0076 0003	00009	Message Type	ADT A01, A03, and A08 messages only
10	20	ST	R	1..1		00010	Message Control ID	
11	3	PT	R	1..1		00011	Processing ID	P when in production, T for testing
12	60	VID	R	1..1	0104	00012	Version ID	
13	15	NM	X	0..0		00013	Sequence Number	
14	180	ST	X	0..0		00014	Continuation Pointer	
15	2	ID	X	0..0	0155	00015	Accept Acknowledgment Type	

Sequence	Length	DT	Usage	Cardinality	TBL#	Item #	Element Name	Comments
16	2	ID	X	0..0	0155	00016	Application Acknowledgment Type	
17	2	ID	X	0..0		00017	Country Code	
18	16	ID	X	0..0		00692	Character Set	
19	60	CE	X	0..0			Principal Language of Message	
20	20	ID	X	0..0		00356	Alternate Character Set Handling Scheme	

4.3.2 All Remaining Segments

The message header is the only segment which HIN requires to be formatted in a certain way. HIN does not evaluate or verify any other part of the message. For all remaining segments and fields, follow the MSSS standards.

5 Troubleshooting

5.1 Production Support

	Severity Levels			
	1	2	3	4
Description	Critical Impact/ System Down: Business critical software is down or critical interface has failed. The issue is impacting all production systems, causing all participating organizations' or other organizations' ability to function to be unusable.	Significant Business Impact: Software component severely restricted. Entire organization is unable to continue business functions, causing all communications and transfer of messages to be halted.	Partial Failure or Downtime: Program is useable and less significant features unavailable. The service is online, though may not working as intended or may not currently working as intended or may not currently be accessible, though other systems are currently available.	Minimal Business: A non-critical software component is malfunctioning, causing minimal impact, or a test system is down.
Example	All messages to and from MiHIN are unable to be sent and received, let alone tracked	MiHIN cannot communication (send or receive) messages between single or multiple participating organizations but can still successfully communicate with other organizations.	Messages are lost in transit; messages can be received but not sent.	Additional feature requested.
Primary Initiation Method	Phone: (517) 336-1430	Phone: (517) 336-1430	Web form at http://mihin.org/requesthelp	Web form at http://mihin.org/requesthelp
Secondary Initiation Method	Web form at http://mihin.org/requesthelp	Web form at http://mihin.org/requesthelp	Email to help@mihin.org	Email to help@mihin.org
Tertiary Initiation Method	Email to help@mihin.org	Email to help@mihin.org	N/A	N/A
Initial Response	Within 2 hours	Within 2 hours	1 business day	1 business day
Resolution Goal	24 hours	24 hours	3 business days	7 business days

A list of common questions regarding the Syndromic Surveillance use case can be found at:

<https://mihin.org/syndromic-surveillance-use-case/>

If you have questions, please contact the MiHIN Help Desk:

- www.mihin.org/requesthelp
- Phone: (517) 336-1430
- Monday – Friday 8:00 AM – 5:00 PM (Eastern)

6 Legal Advisory Language

This reminder applies to all UCEs or PAEs covering the exchange of electronic health information:

The data sharing agreement establishes the legal framework under which PO can exchange messages through the HIN Platform, and sets forth the following approved reasons for which messages may be exchanged:

- a. By health care providers for Treatment, Payment and/or Health Care Operations consistent with the requirements set forth in HIPAA;
- b. Public health activities and reporting as permitted by HIPAA and other Applicable Laws and Standards;
- c. To facilitate the implementation of “Promoting Interoperability” criteria as specified in the American Recovery and Reinvestment Act of 2009 and as permitted by HIPAA;
- d. Uses and disclosures pursuant to an Authorization provided by the individual who is the subject of the Message or such individual’s personal representative in accordance with HIPAA;
- e. By Data Sharing Organizations for any and all purposes, including but not limited to pilot programs and testing, provided that such purposes are consistent with Applicable Laws and Standards; and
- f. **For any additional purposes as specified in any UCE or PAE, provided that such purposes are consistent with Applicable Laws and Standards.**

Under these agreements, “**Applicable Laws and Standards**” means all applicable federal, state, and local laws, statutes, acts, ordinances, rules, codes, standards, regulations and judicial or administrative decisions promulgated by any governmental agency, including the State of Michigan, or the Michigan Health Information Technology Commission as any of the foregoing may be amended, modified, codified, reenacted, promulgated or published, in whole or in part, and in effect from time to time which is enforceable against a Party. Without limiting the generality of the foregoing, “Applicable Laws and Standards” includes HIPAA “; the federal Confidentiality of Alcohol and Drug Abuse Patient Records statute, section 543 of the Public Health Service Act, 42 U.S.C. 290dd-2, and its implementing regulation, 42 CFR Part 2; the Michigan Mental Health Code, at MCLA §§ 333.1748 and 333.1748a; and the Michigan Public Health Code, at MCL § 333.5131, 5114a.

It is each PO’s obligation and responsibility to ensure that it is aware of Applicable Laws and Standards as they pertain to the content of each message sent, and that its delivery of each message complies with the Applicable Laws and Standards. This means, for example, that if a UCE is directed to the exchange of physical health information that may be exchanged without patient authorization under HIPAA, the PO must not deliver any message containing health information for which an express patient authorization or consent is required (e.g., mental or behavioral health information).

Disclaimer: The information contained in this implementation guide was current as of the date of the latest revision in the Document History in this guide. However, Medicare and Medicaid policies are subject to change and do so frequently. HL7 versions and formatting are also subject to updates. Therefore, links to any source documents have been provided within this guide for reference. MiHIN will apply its best efforts to keep all information in this guide up-to-date. It is ultimately the responsibility of the Participating Organization and Sending Facilities to be knowledgeable of changes outside of MiHIN's control.

Appendix A

A. 1 Sample Syndromics Message

MSH|^~/&|ADT1|GOOD HEALTH
HOSPITAL|LABADT|TOC|198808181126||ADT^A03^ADT_A03|00001|P|2.4
EVN|A01|198808181123
PID|1||1||FRANKLIN^TRICIA^L||19860122|F|||770 SE PECAN
STREET^^PONTIAC^MI^48341||839-555-9557|118-555-5271|||000-00-1103|
NK1|1|JONES^BARBARA^K|SPO|||20011105
PV1|1|I|2000^2012^01|||004777^LEBAUER^SIDNEY^J.||SUR||-||1|A0