

**STORAGE NAME:** h1579a.hr.doc  
**DATE:** February 21, 2002

**HOUSE OF REPRESENTATIVES  
COMMITTEE ON  
HEALTH REGULATION  
ANALYSIS**

**BILL #:** HB 1579  
**RELATING TO:** Public Health/Rulemaking Authority DOH  
**SPONSOR(S):** Representative Green and others  
**TIED BILL(S):** None.

**ORIGINATING COMMITTEE(S)/COUNCIL(S)/COMMITTEE(S) OF REFERENCE:**

- (1) HEALTH REGULATION YEAS 6 NAYS 0
- (2) JUDICIAL OVERSIGHT
- (3) COUNCIL FOR HEALTHY COMMUNITIES
- (4)
- (5)

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I. SUMMARY:

THIS DOCUMENT IS NOT INTENDED TO BE USED FOR THE PURPOSE OF CONSTRUING STATUTES, OR TO BE CONSTRUED AS AFFECTING, DEFINING, LIMITING, CONTROLLING, SPECIFYING, CLARIFYING, OR MODIFYING ANY LEGISLATION OR STATUTE.

HB 1579 revises the rulemaking authority of the Department of Health for its power to impose quarantine to include required vaccination, and establishes additional authority for the Department of Health to impose methods of quarantine. "Public health advisory" is defined to mean any warning or report giving information to the public about a potential public health threat. A "public health emergency" is defined to mean any occurrence, or threat, thereof, whether natural or man made, which results or may result in substantial injury or harm to the public health from infectious disease, chemical agents, nuclear agents, biological toxins, or situations involving mass casualties or natural disasters.

The State Health Officer is required to consult with the Governor and to notify the Chief of Domestic Security Initiatives before declaring a public health emergency. A declaration of a public health emergency may only continue for 60 days unless the Governor concurs in the renewal of the declaration.

The State Health Officer may take specified actions to protect the public health during a declared public health emergency which include: giving shipping priorities for specified drugs; directing the compounding of bulk prescription drugs and specifying the use of such drugs; reactivating the inactive licenses of certain practitioners to provide services during the emergency; and ordering an individual to be examined, tested, vaccinated, treated, or quarantined for certain communicable diseases under specified circumstances. Benefits for volunteers acting under a public health emergency are specified.

**On February 21, 2002, the Committee on Health Regulation adopted 4 amendments that are traveling with the bill and reported the bill favorably. For a description of the amendments, see section VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES, below.**

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

- |                                   |   |  |   |
|-----------------------------------|---|--|---|
| 1. <u>Less Government</u>         | Yes <input type="checkbox"/>            | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/>            |
| 2. <u>Lower Taxes</u>             | Yes <input type="checkbox"/>            | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 3. <u>Individual Freedom</u>      | Yes <input type="checkbox"/>            | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/>            |
| 4. <u>Personal Responsibility</u> | Yes <input type="checkbox"/>            | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 5. <u>Family Empowerment</u>      | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/>            | N/A <input type="checkbox"/>            |

For any principle that received a "no" above, please explain:

Less Government: This bill allows additional governmental authority to impose quarantine during a public health emergency.

Individual Freedom: This bill restricts an individual's freedom in the event of a state public health emergency by limiting the ability of drug manufacturer's and wholesales of prescription drugs ability to ship their product to retail establishments, thereby creating the potential for the loss of revenue.

B. PRESENT SITUATION:

**Domestic Security/Counter-Terrorism**

After the September 11, 2001 terrorist attack, federal, state and local governments began to review and revise laws relating to domestic security. During the 2001 Special Session "C", the Florida Legislature enacted a number of laws dealing with security, including chapter 2001-365, Laws of Florida, to direct the Department of Law Enforcement to coordinate and direct the law enforcement, initial emergency, and other initial responses to acts of terrorism within or affecting this state. The Department of Law Enforcement must work closely with the Division of Emergency Management; other federal, state, and local law enforcement agencies; fire and rescue agencies; first-responder agencies; and others involved in preparation against and responses to such terrorism. The Department of Law Enforcement must designate a Chief of Domestic Security Initiatives. The legislation established the duties and responsibilities of the chief, which include, but are not limited to, coordinating the department's ongoing assessment of Florida's vulnerability to, and ability to detect and respond to, acts of terrorism; conducting specified security assessments; making recommendations for minimum security standards, funding and training requirements and other security matters; and developing best practices for safety and security.

Chapter 2001-365, Laws of Florida, also required the Department of Law Enforcement to establish a regional domestic security task force in each of the department's operational regions to serve in an advisory capacity to the Chief of Domestic Security Initiatives. Goals and objectives of each task force include, but are not limited to, coordinating efforts, training, and the collection and dissemination of investigative and intelligence information relevant to countering terrorism; identifying appropriate equipment and training needs, curricula, and materials relevant to responding to acts of terrorism or incidents involving real or hoax weapons of mass destruction; and ensuring that there are appropriate investigations and responses to hate-driven acts against ethnic groups that may have been targeted as a result of acts of terrorism.

Chapter 2001-356, Laws of Florida, provides a definition of the term "terrorism," for purposes of the Florida Criminal Code, to mean an activity that involves a violent act or an act dangerous to human life which is a violation of the criminal laws of Florida or of the United States; or involves a violation of s. 815.06, F.S., providing criminal offenses against computer users; and is intended to intimidate, injure, or coerce a civilian population; influence the policy of a government by intimidation or coercion; or affect the conduct of a government through destruction of property, assassination, murder, kidnapping, or aircraft piracy.

### **Emergency Management**

Part I of chapter 252, Florida Statutes, is the "State Emergency Management Act." Under ch. 252, F.S., the Governor may declare, by executive order or proclamation, a state of emergency if he or she finds an emergency has occurred or that the occurrence or the threat thereof is imminent. The state of emergency must continue until the threat or danger has been dealt with but may continue for no longer than 60 days unless renewed by the Governor. The declaration of a state of emergency may suspend regulatory statutes, orders, or rules of any state agency, if strict compliance with the statute, order, or rule would in any way prevent, hinder, or delay necessary action in coping with the emergency. The Governor must employ such measures and give such directions to the Department of Health and the Agency for Health Care Administration as may be reasonably necessary by reason of conditions arising from emergencies or threats of emergency.

### **Department of Health**

The Department of Health in carrying out its public health mission may identify assess and control the presence and spread of communicable diseases; monitor and regulate factors in the environment which may impair the public's health; and ensure the availability of and access to preventative and primary health care, including acute and episodic care, prenatal and postpartum care, child health, family planning, school health, chronic disease prevention, child and adult immunization, dental health, nutrition, and health education and promotion services. The department also implements a public health system that includes state laboratory and pharmacy services, the state vital statistics system, emergency medical service coordination and support, and recruitment, retention, and development of preventive and primary health care professionals and managers.

The department provides public health services through 67 county health departments in partnership with county governments, as specified in part I, of chapter 154, Florida Statutes. The department has the duty: to assess the public health status and needs of the state through statewide data collection and other appropriate means; formulate general powers affecting the public health of the state; administer and enforce laws and rules relating to sanitation, control of communicable diseases, illnesses, injuries, and hazards to health among humans and from animals to humans, and the general health of the people of the state; cooperate with and accept assistance from federal, state, and local officials for prevention and suppression of communicable and other diseases, illnesses, injuries, and hazards to human health; and declare, enforce, modify, and abolish quarantine of persons, animals, and premises as the circumstances indicate for controlling communicable diseases or providing protection from unsafe conditions that pose a threat to public health, except as provided for the control of sexually transmissible disease under s. 384.28, F.S., and ss. 392.545-392.60, F.S., for the control of tuberculosis.

The department must adopt rules to specify the conditions and procedures for imposing and releasing quarantine. The rules must include provisions related to: the closure of premises; the movement of persons or animals exposed to or infected with a communicable disease; the tests or

prophylactic treatment for communicable disease required before employment or admission to the premises; testing or destruction of animals with or suspected of having a disease transmissible to humans; access by the department to quarantined premises; and the disinfection of quarantined animals, persons, or premises. In conjunction with its authority to quarantine, any health regulation that restricts travel or trade within the state may not be adopted or enforced in the state except by authority of the department.

The department may: provide for a thorough investigation and study of the incidence, causes, modes of propagation and transmission, and means of prevention, control, and cure of diseases, illnesses, and hazards to human health; provide for the dissemination of information to the public to prevent, control, and cure diseases, illnesses, and hazards to human health; cooperate with and assist federal health officials in enforcing public health laws and regulations; and other duties specified in law.

Pursuant to s. 381.0012, F.S., the department may commence and maintain all proper and necessary actions and proceedings to enforce the rules adopted under chapter 381, F.S., and may defend all proceedings involving the department's powers and duties. The department may apply for injunctions and commence and maintain all proper and necessary actions and proceedings to compel the performance of any act specifically required of any person, officer, or board by any law of this state relating to public health. The department may request a magistrate to issue a warrant in criminal cases and the magistrate must issue a warrant directed to any sheriff, deputy, or police officer to assist in any way to carry out the purpose and intent of ch. 381, F.S.

The rules adopted by the department under ch. 381, F.S., shall, as to matters of public health, supercede all rules enacted by other state departments, boards, commissions, or ordinances and regulations enacted by municipalities, with specified exceptions. The authority, action, and proceedings of the department in enforcing the rules under ch. 381, F.S., shall be regarded as judicial in nature and treated as prima facie just and legal. Any person who violates ch. 381, F.S., any quarantine, or any rule; or who interferes with, hinders, or opposes any employee of the department in the discharge of his or her duties; or who maliciously disseminates any false rumor or report concerning the existence of any infectious or contagious disease is liable for a second degree misdemeanor punishable by jail up to 60 days and the imposition of a fine up to \$500.

The State Health Officer may declare public health emergencies and issue public health advisories in accordance with s. 381.00315, F.S. Before issuing any health advisory, the State Health Officer must consult with any state or local agency regarding areas of responsibility that may be affected by the advisory. After determining that the public health advisory is necessary to protect the public health and safety, and before issuing the advisory, the State Health Officer must notify each county health department within the area that is affected by the advisory of the State Health Officer's intent to issue the advisory. The State Health Officer may take any action appropriate to enforce any health advisory.

### **The Model State Emergency Health Powers Act**

After the September 11, 2001, terrorist attacks in New York City and Washington, D.C., and the subsequent release of Anthrax spores through the mail in Florida, Washington, D.C., and New Jersey, a renewed focus on the prevention, detection, management, and containment of public health emergencies has emerged. In response to these events, the Center for Law and the Public's Health at Georgetown and Johns Hopkins Universities prepared a discussion draft "Model State Emergency Health Powers Act" for the Centers for Disease Control and Prevention (CDC). The model act was developed to assist the National Governors Association, the National Conference of State Legislatures (NCSL), the Association of State and Territorial Health Officials (ASTHO), and

the National Association of County and City Health Officials (NACCHO) in their review of laws pertaining to the use of state emergency health powers.

In reviewing the model act, state health authorities and legislative staff determined that Florida law, as described above, includes most of what is suggested in the model act. However, some provisions of ch. 381, F.S., could be strengthened to enable the state to be better prepared for possible future terrorist attacks. This bill provides those statutory enhancements.

C. EFFECT OF PROPOSED CHANGES:

**Section 1.** Amends s. 381.0011, F.S., relating to the duties and powers of the Department of Health, to revise the rulemaking authority of the Department of Health for its power to impose a quarantine to include required vaccination and to establish additional authority for the Department of Health to impose methods of quarantine.

**Section 2.** Amends s. 381.00315, F.S., relating to public health advisories, to define “public health advisory” to mean any warning or report giving information to the public about a potential public health threat. A “public health emergency” is defined to mean any occurrence, or threat, thereof, whether natural or man made, which results or may result in substantial injury or harm to the public health from infectious disease, chemical agents, nuclear agents, biological toxins, or situations involving mass casualties or natural disasters. The State Health Officer is required to consult with the Governor and to notify the Chief of Domestic Security Initiatives before declaring a public health emergency. A declaration of a public health emergency may only continue for 60 days unless the Governor concurs in the renewal of the declaration.

The State Health Officer may take specified actions to protect the public health during a declared public health emergency which include: giving shipping priorities for specified drugs; directing the compounding of bulk prescription drugs and specifying the use of such drugs; reactivating the inactive licenses of certain practitioners to provide services during the emergency; and ordering an individual to be examined, tested, vaccinated, treated, or quarantined for certain communicable diseases under specified circumstances. Any order of the State Health Officer given for an individual to be examined, tested, vaccinated, treated, or quarantined for communicable diseases may be immediately enforceable by a law enforcement officer. Volunteers who assist the State Health Officer during a public health emergency are entitled to the benefits such as meals, lodging, transportation, state liability protection coverage, and worker’s compensation as provided in s. 110.504, F.S.

**Section 3.** The bill takes effect upon becoming a law.

D. SECTION-BY-SECTION ANALYSIS:

See “Effects of Proposed Changes” of this analysis.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

At the time of this analysis, the Department of Health did not project any additional expenditure.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

In the event of a declared public health emergency, pharmacists in the private sector who compound bulk prescription drugs may lose business to the extent the bill authorizes the State Health Officer to direct pharmacist employed by the Department of Health to compound prescription drugs and provide such drugs to physicians and nurses of county health departments.

Manufacturers and wholesalers of prescription drugs may lose some revenue to the extent the shipment of their products is redirected by the State Health Officer during a declared public health emergency.

D. FISCAL COMMENTS:

Although the Department of Health did not project any fiscal impact, there would be a fiscal impact when/if the state declares a public health emergency. The fiscal impact is considered episodic based on actual events occurring and indeterminate at this time.

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. APPLICABILITY OF THE MANDATES PROVISION:

This bill does not require a city or county to expend funds or to take any action requiring the expenditure of funds.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

This bill does not reduce the authority that municipalities or counties have to raise revenues in the aggregate.

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

This bill does not reduce the percentage of a state tax shared with counties or municipalities.

V. COMMENTS:

A. CONSTITUTIONAL ISSUES:

None.

B. RULE-MAKING AUTHORITY:

This bill provides rule-making authority for the Department of Health.

C. OTHER COMMENTS:

None.

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

On February 21, 2002, the Committee on Health Regulation adopted 4 amendments that are traveling with the bill and reported the bill favorably.

Amendment 1, offered by Representative Green: a technical amendment conforming language with other sections of the bill.

Amendment 2, offered by Representative Farkas: provides that individuals who are unwilling or unable to be examined, treated or vaccinated due to health, religious or conscience reasons may be quarantined in lieu of medical treatment.

Amendment 3, offered by Representative Farkas: adds physician assistant to the list of practitioners eligible to receive bulk prescription drugs from pharmacist.

Amendment 4, offered by Representative Farkas: specifies that the medical director of the health department will act as supervising physician for nurse practitioners and physician assistants establishing protocol during a public health emergency.

VII. SIGNATURES:

COMMITTEE ON HEALTH REGULATION:

Prepared by:

Staff Director:

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Lisa Rawlins Maurer, Legislative Analyst

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Lucretia Shaw Collins