By Senator Gruters

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A bill to be entitled An act relating to cooling towers; providing a directive to the Division of Law Revision; creating s. 386.301, F.S.; providing legislative intent; creating s. 386.302, F.S.; defining terms; creating s. 386.303, F.S.; requiring that owners of cooling towers register them with the Department of Health; requiring the department to create a statewide electronic system for such registrations; providing minimum requirements for the registration system; requiring that owners of cooling towers report specified information regarding the towers to the department, beginning on a specified date; providing department responsibilities regarding the registration system; requiring that owners of cooling towers maintain certain cooling tower records for a specified timeframe; requiring that a copy of the cooling tower's maintenance program and plan be kept on the cooling tower premises; creating s. 386.304, F.S.; requiring that owners of cooling towers obtain or update a maintenance program and plan for existing and newly installed cooling towers, by a specified date; providing requirements for the maintenance program and plans; creating s. 386.305, F.S.; requiring that certain culture analyses be conducted by certified environmental laboratories; providing requirements for interpreting the results of such analyses; creating s. 386.306, F.S.; requiring that owners of cooling towers provide notification to

the county health department and the public within a

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specified timeframe under specified circumstances; requiring county health departments to provide certain notification to the department; requiring the county health department or, at its discretion, the department to determine the method of certain notifications; creating s. 386.307, F.S.; providing cooling tower disinfection standards; requiring that the person conducting the disinfection meet certain qualifications; specifying the types of products that may be used during a disinfection; providing cooling tower efficiency standards; creating s. 386.308, F.S.; requiring that owners of cooling towers have their cooling towers inspected before initial startup and, thereafter, at specified intervals; providing inspection requirements; requiring that persons conducting inspections report deficiencies to the owner for corrective action; requiring initial and annual certification of cooling towers by a specified date; providing requirements for certification; requiring that all inspection findings, deficiencies, corrective actions, and certifications be reported to the department and maintained by the owner; creating s. 386.309, F.S.; authorizing the department or a county health department to require an owner to conduct a Legionella culture sampling and analysis under certain circumstances; authorizing an officer, employee, or agent of the department or county health department to enter a property to inspect a cooling tower; specifying that certain actions by the owner of

a cooling tower may constitute a nuisance; providing for civil and criminal penalties; requiring the State Surgeon General to submit a report to the Legislature by a specified date; providing requirements for the report; creating s. 386.3101, F.S.; authorizing county health departments or the department to issue waivers if the waiver does not present a danger to the public health; providing requirements for the waivers; authorizing county health departments to issue variances under certain circumstances for a specified period of time; providing for severability; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. The Division of Law Revision is directed to create part III of chapter 386, Florida Statutes, consisting of ss. 386.301-386.3101, Florida Statutes, to be entitled "Cooling Towers."

Section 2. Section 386.301, Florida Statutes, is created to read:

386.301 Legislative intent.—The purpose of this part is to protect people from the health hazards of Legionella, a bacterium that is known to originate in improperly sanitized cooling towers.

Section 3. Section 386.302, Florida Statutes, is created to read:

386.302 Definitions.—As used in this part, the term:

(1) "Bacteriological culture sampling and analysis" means

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the collection of a water sample for the purpose of measuring the live culture growth of aerobic bacterial populations using heterotrophic plate count, dip slides, or a similar method employed by the industry in accordance with the manufacturer's directions for use.

- (2) "Building," unless otherwise expressly indicated by the text, means all or part of a structure, premises, or lot which is used or is intended to support or shelter a use or occupancy.
- (3) "Cleaning" means physical, mechanical, or other removal of biofilm, scale, debris, rust, other corrosion products, sludge, algae, and other potential sources of contamination.
- (4) "Compliance inspection" means the inspection, testing, and other activities that are required on a regular basis in accordance with s. 386.308.
- (5) "Cooling tower" means an evaporative condenser, a fluid cooler, or another wet cooling device that is capable of aerosolizing water; that contains or is part of a recirculated water system; and that is incorporated into a building's cooling process, industrial process, refrigeration system, or energy production system.
- (6) "Cooling tower cells" means the smallest subdivisions of a tower which can function independently with regard to air and water flow. Each cell may have one or more fans and one or more distribution systems.
- (7) "Cooling tower water system" means one or more cooling towers and all of the recirculating water system components, process instruments, and appurtenances through which water flows or comes into contact with chemical applicators, valves, pumps, condensers, heat exchangers, and other related components.

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(8) "Corrective action" means disinfection, cleaning, flushing, and other activities to remedy biofilm growth,

Legionella proliferation, or other system mechanical problems identified through monitoring, inspections, or other means, as determined by the department.

- (9) "Cycles of concentration" means the ratio of make-up water volume to blowdown water volume which may be approximated from the ratio of the conductivity of the blowdown water to the conductivity of the make-up water.
 - (10) "Department" means the Department of Health.
- (11) "Dip slide" means a method to test for microorganisms which consists of a sterile culture medium affixed to a sterile slide that is dipped directly into the sampled liquid.
- (12) "Disinfection" means the use of one or more biocides at a defined concentration, under specified conditions, for an established period of time to kill or inactivate pathogenic microorganisms. The term does not include the cleaning of a cooling tower through the application of detergents, penetrants, brushes or other tools, highly pressurized water, or any other method that does not involve the use of a pesticide or economic poison, as defined in s. 482.021(23); the use of a pesticide, as defined in s. 487.021(49); or the use of a restricted-use pesticide, as defined in s. 487.021(58).
- (13) "Drift eliminator" means a system of baffles that causes separation of entrained water designed to remove aerosols from cooling tower exhaust.
- (14) "Heterotrophic plate count" means a measure of the concentration of microorganisms that require an external source of organic carbon for growth, including bacteria, yeasts, and

mold, in water samples.

(15) "Legionella" means the genus of bacteria that is ubiquitous in aqueous environments, including the recirculated water of cooling tower water systems that are not properly or regularly maintained.

- (16) "Legionella culture sampling and analysis" means the collection of a water sample for the measurement of the live culture of Legionella involving the use of specialized media and laboratory methods for growth to determine the species and serogroup.
- document, developed by a qualified person, which specifies required monitoring, cleaning, disinfection, and other practices for the prevention and control of Legionella growth in a cooling tower water system, and is in accordance with sections 5, 6, and 7.2 of ANSI/ASHRAE Standard 188-2018, Legionellosis: Risk Management for Building Water Systems and the manufacturer's instructions.
 - (18) "Owner" means all of the following:
- (a) A person, agent, firm, partnership, corporation, or other legal entity that has a legal or equitable interest in, or control of, a cooling tower or the premises of the cooling tower.
 - (b) The legal owner of the building.
 - (c) A tenant, if the tenant:
- 171 <u>1. Owns a cooling tower that services the tenant's leased</u>
 172 premises; or
 - 2. Does not own the cooling tower but has a lease or contractual arrangement to maintain the cooling tower.

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(19) "Qualified person" means a professional engineer
licensed and registered in this state; a certified industrial
hygienist; a certified water technologist; a professional with
training and experience in developing management plans and
performing inspections in accordance with industry protocols,
including, but not limited to, NSF Protocol 453-2017: Cooling
Towers - Treatment, Operation, and Maintenance to Prevent
Legionellosis; or an environmental consultant who has at least 2
years of operational experience in water management planning and
operation.

Section 4. Section 386.303, Florida Statutes, is created to read:

- 386.303 Registration; reporting; recordkeeping.-
- (1) REGISTRATION.—Before initial operation, and upon any change in ownership, the owner of a cooling tower shall register each of his or her cooling tower water systems with the department using a statewide electronic system designated by the department. The registration system must require, at a minimum, all of the following information:
- (a) The street address of the building at which the cooling tower is located.
- (b) The name, address, telephone number, and e-mail address of each cooling tower owner.
 - (c) The total number of cooling towers in the system.
 - (d) The name of the manufacturer of the cooling tower.
 - (e) The model number of the cooling tower.
- (f) The specific unit serial number of the cooling tower, if available.
 - (g) The cooling capacity of the cooling tower.

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(h) The cooling tower water system volume, inclusive of any piping, basin, or sump.

- (i) The intended use of the cooling tower.
- (j) Whether systematic disinfection in accordance with s. 386.307 is maintained, manually, through timed injection, or through continuous delivery.
- (k) Whether maintenance is performed by an employee, a contractor, or another party.
 - (1) The year the cooling tower was placed into service.
 - (2) REPORTING.-
- (a) Beginning July 1, 2020, a cooling tower owner shall report through the statewide electronic system all of the following information to the department at least every 90 days while the cooling tower is in use:
- 1. The date of the last bacteriological culture sample collection, the results of the analysis, and the designated due date of any remedial action that is required pursuant to s. 386.304(2)(a).
- 2. The date of the last Legionella culture sample collection, the results of the sample analysis, and the date that any remedial action was taken as required by s. 386.304(2)(b)-(e).
- 3. The date of the last compliance inspection performed pursuant to s. 386.308 and the resulting standardized inspection report.
- 4. The date of the lowest daily cycles of concentration recorded, and the target number of cycles.
- 5. The average daily make-up water volume and blowdown water volume.

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233 <u>6. The percentage of make-up water that is delivered to the</u>
234 cooling tower versus the blowdown water volume.

- 7. The date of most recent certification pursuant to s. 386.308.
- 8. The date of removal or permanent discontinuation of use of the cooling tower, if applicable.
- $\underline{9.}$ Any other information deemed necessary by the department.
- (b) If a landlord and a tenant are considered to be owners of a cooling tower, as defined in s. 386.302, only one of the parties is required to register the cooling tower. However, both parties are responsible for ensuring that registration and reporting are completed as required by this part.
 - (3) STATEWIDE SYSTEM.—
- (a) The department shall make the data in the statewide electronic system:
 - 1. Publicly available, as appropriate.
- 2. Fully accessible to and searchable by county health departments.
- (b) This part does not prohibit a county health department from requiring registration with and reporting to a county system or collecting fees associated with the administration of such a system.
- (c) The department shall provide owners with a mobile data collection platform that is compatible with Android and Apple devices and that electronically collects, and allows owners to electronically submit, the information required by this part.
 - (4) RECORDKEEPING.—A cooling tower owner shall:
 - (a) Maintain for at least 3 years all of the following

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- 1. Required sampling and analyses.
- 2. Disinfection schedules and applications.
- $\underline{\mbox{3. Inspection findings, deficiencies, and corrective}}$ actions.
 - 4. Required certifications.
- (b) Maintain on the premises of the cooling tower a copy of the current maintenance program and plan required by this part.
- (c) Make the records and plan required under this subsection immediately available to the department or county health department upon request.
- Section 5. Section 386.304, Florida Statutes, is created to read:
 - 386.304 Maintenance program and plan.
 - (1) The owner of a cooling tower shall:
- (a) By September 1, 2020, develop or update a maintenance program and plan for each existing cooling tower which must be consistent with section 7.2 of ANSI/ASHRAE Standard 188-2018, Legionellosis: Risk Management for Building Water Systems.
- (b) After September 1, 2020, maintain such a maintenance program and plan for each newly installed cooling tower.
- (2) The maintenance program and plan must include all of the following elements:
- (a) A schedule for routine bacteriological culture sampling and analysis to assess microbiological activity. The sampling and analysis must be conducted at intervals of not more than 7 days while the cooling tower is in use and must require additional bacteriological culture sampling and analysis, as needed, to validate process adjustments.

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(b) A schedule for routine Legionella culture sampling and analysis within 14 days after startup and, thereafter, while the cooling tower is in use, at monthly intervals. Cooling towers in use year-round must conduct sampling and analysis at intervals of not more than 30 days and within 2 weeks after startup following maintenance.

- (c) A procedure for achieving water efficiency by maintaining a minimum of eight cycles of concentration using automatic conductivity control or for estimating the percentage of water savings through the installation of water meters on make-up and blowdown lines.
- (d) A requirement that, in addition to development of the routine Legionella culture sampling and analysis schedule required by paragraph (b), immediate Legionella culture sampling and analysis be conducted in the event of any of the following:
- $\underline{\mbox{1. A mechanical breakdown of the cooling tower water system}}$ for more than 72 hours.
- $\underline{\text{2. A power failure affecting the cooling tower water system}}$ for more than 72 hours.
- 3. A loss of biocide treatment of the cooling tower water system for more than 72 hours.
- $\underline{\text{4. Failure of conductivity control or any other control}}$ methods for more than 72 hours.
- 5. A determination by the department or a county health department that one or more cases of legionellosis are or may be associated with the cooling tower, based on epidemiologic data or laboratory testing.
- 6. Any other conditions specified by the department or a county health department.

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(e) A requirement that an owner take immediate and appropriate action, including remedial action, in response to a bacteriological or Legionella culture analysis. For bacteriological analysis results, the response must include, but need not be limited to, taking action as required by s. 386.305(2). For Legionella culture analysis results, the response must include, but need not be limited to, taking action as required by s. 386.305(3) and contacting the county health department as required by s. 386.306.

- (f) A requirement that any Legionella culture analyses be performed pursuant to s. 386.305(1).
- (g) A shutdown and disinfection plan for removing or permanently discontinuing use of a cooling tower.
- (h) Requirements for treatment and manual or automated flushing of any piping, basin, sump, or wetted surface during idle conditions.
- Section 6. Section 386.305, Florida Statutes, is created to read:
 - 386.305 Culture analyses.-
- (1) LABORATORY REQUIREMENTS.—A culture analysis must be performed by an environmental laboratory certified pursuant to s. 403.0625 which is approved to perform such an analysis.
- (2) INTERPRETATION OF BACTERIOLOGICAL ANALYSIS RESULTS FROM COOLING TOWERS.—
- (a) Level 1.—Samples with a culture result that is less than 10,000 colony-forming units per milliliter (CFU/mL). The cooling tower owner shall maintain the treatment program and bacteriological monitoring in accordance with the cooling tower's maintenance program and plan.

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(b) Level 2.—Samples with a culture result that is greater than or equal to 10,000 CFU/mL but less than 100,000 CFU/mL. The cooling tower owner shall do all of the following until the water sample culture results meet the Level 1 criteria:

- 1. Review the treatment program.
- 2. Initiate immediate disinfection by increasing biocide concentration or using a different biocide within 24 hours after receiving the analysis results.
- $\underline{\mbox{3. Retest the water within 3 to 7 days after receiving the}}$ analysis results.
- (c) Level 3.—Samples with a culture result that is greater than or equal to 100,000 CFU/mL but less than 1,000,000 CFU/mL. The cooling tower owner shall do all of the following until the water sample culture results meet the Level 1 criteria:
- 1. Review the treatment program and provide notification as required by s. 386.306.
- 2. Increase biocides within 24 hours after receiving the analysis results.
- 3. Perform a visual inspection to evaluate the need to perform cleaning and additional disinfection.
- 4. Retest the water within 3 to 7 days after receiving the analysis results.
- (d) Level 4.—Samples with a culture result that is greater than or equal to 1,000,000 CFU/mL. The cooling tower owner shall do all of the following until the water sample culture results meet the Level 1 criteria:
- 1. Review the treatment program and provide notification as required by s. 386.306.
 - 2. Increase biocides within 2 hours after receiving the

analysis results.

- 3. Within 48 hours after receiving the analysis results, perform remediation of the tower by hyper halogenating, cleaning, and flushing the tower.
- 4. Retest the water within 3 to 7 days after receiving the analysis results.
- (3) INTERPRETATION OF LEGIONELLA CULTURE RESULTS FROM COOLING TOWERS.—
- (a) Level 1.—Legionella culture sample results of less than 20 CFU/mL. The cooling tower owner shall maintain the treatment program and monitoring in accordance with the cooling tower's maintenance program and plan.
- (b) Level 2.-Legionella culture sample results of more than or equal to 20 CFU/mL but less than 1,000 CFU/mL. The cooling tower owner shall do all of the following until the water sample culture results meet the Level 1 criteria:
 - 1. Review the treatment program.
 - 2. Perform immediate online disinfection.
- 3. Retest the water within 3 to 7 days after receiving the analysis results.
- a. If the retest indicates a presence of Legionella of more than or equal to 20 CFU/mL but less than 100 CFU/mL, the cooling tower owner must repeat the online disinfection.
- b. If the subsequent retest indicates a presence of Legionella of more than or equal to 100 CFU/mL but less than 1,000 CFU/mL, the cooling tower owner must further investigate the water treatment program and immediately perform online disinfection.
 - (c) Level 3.—Legionella culture sample results of more than

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read:

20201190 407 or equal to 1,000 CFU/mL. The cooling tower owner shall do all 408 of the following until the water sample culture results meet the 409 Level 1 criteria: 410 1. Review the treatment program. 411 2. Provide notification as required by s. 386.306. 412 3. Institute immediate system decontamination. 413 4. Retest the water within 3 to 7 days after receiving the 414 analysis results. 415 a. If the retest indicates a presence of Legionella of more 416 than or equal to 20 CFU/mL but less than 1,000 CFU/mL, the 417 cooling tower owner must take the actions required under 418 paragraph (b). 419 b. If the subsequent retest indicates a presence of 420 Legionella of more than or equal to 1,000 CFU/mL, the owner must perform system decontamination. 421 422 Section 7. Section 386.306, Florida Statutes, is created to 423 read: 424 386.306 Notification.—A cooling tower owner shall: 425 (1) Notify the county health department within 24 hours 426 after receiving a Legionella water sample culture result that 427 exceeds 1,000 colony-forming units per milliliter. The county 428 health department shall notify the department within 24 hours 429 after receiving such a report. 430 (2) Notify the public of such test results in a manner 431 determined by the county health department or, at the discretion 432 of the department, by the department. 433 Section 8. Section 386.307, Florida Statutes, is created to

386.307 Cooling tower standards.-

(1) DISINFECTION.—

- (a) A person who disinfects a cooling tower must be a commercial applicator or a certified applicator as defined in s.

 487.021 who is licensed to apply biocide in a cooling tower and who is certified in accordance with the requirements of the Florida Pesticide Law, or be an apprentice who is under the direct supervision of a licensed applicator, as defined in s.

 487.021.
- (b) The cooling tower owner shall maintain the name and certification number of the applicator who disinfects the cooling tower under paragraph (a) or the business name and number of the company providing onsite disinfection.
- (c) Only biocide products registered by the Department of Environmental Protection for use in cooling towers or pesticidal devices produced in an establishment registered by the Environmental Protection Agency may be used to disinfect a cooling tower.

(2) EFFICIENCY.-

- (a) Each cooling tower owner shall install make-up and blowdown meters on each of his, her, or its cooling towers to monitor the total volume of water used by the cooling tower and shall ensure that the cooling tower has an automatic conductivity controller, a high-efficiency drift eliminator, and an overflow alarm to prevent overflow of the sump in case of make-up water valve failure. The overflow alarm must provide an alert through an energy management control system to the cooling tower operators in the event of an overflow of the sump.
- (b) All cooling towers must achieve at least eight cycles of concentration using automatic conductivity control.

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(c) The efficiency of the cooling tower water system must be measured by the percentage of water that is delivered to the cooling tower versus the blowdown water volume.

(d) If the local water utility supplies water to the property, water meters must meet the requirements of the utility.

Section 9. Section 386.308, Florida Statutes, is created to read:

- 386.308 Compliance inspection and certification.-
- (1) COMPLIANCE INSPECTION.—
- (a) Each cooling tower owner shall ensure that each of his, her, or its cooling towers is inspected before initial startup and at intervals of not more than every 90 days while in use.
- (b) A compliance inspection must be performed by a qualified person who is unaffiliated with the water treatment company; a professional engineer licensed in this state; an industrial hygienist; a water technologist; or an environmental consultant, any of whom must have training and experience in performing inspections in accordance with current standard industry protocols, including, but not limited to, ANSI/ASHRAE Standard 188-2018, Legionellosis: Risk Management for Building Water Systems.
- (c) Each compliance inspection must include an evaluation, on a standardized inspection form created by the department, of all of the following:
- 1. The cooling tower and associated equipment for the presence of organic material, biofilm, algae, debris, and other visible contaminants.
 - 2. The general condition of the cooling tower basin, remote

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sump, packing material, and drift eliminators.

- 3. The water make-up connections and control, including backflow protection or air gaps, as needed.
- 4. Whether the conductivity control and the make-up and blowdown meters are functioning properly.
- 5. Whether the water treatment equipment, including, but not limited to, pumps, timers, valves, and strain gauges, are functioning properly.
- (d) Information collected during compliance inspections must be collected and entered into the department's mobile data collection platform, must include the standardized inspection form, and must be submitted to the registration portal by a qualified person as specified in paragraph (b).
- (e) The person performing the inspection shall report any deficiencies found to the owner so that corrective action may be taken and document all completed corrective actions using the department's mobile data collection platform.
- (2) CERTIFICATION.—By November 1, 2020, and by each November 1 thereafter, a cooling tower owner shall obtain an annual certification from a qualified person which certifies that a maintenance program and plan is in place for the cooling tower and that all actions required under that plan and this part have been taken, including, but not limited to, all of the following:
- (a) All required bacteriological culture sampling and analyses.
- (b) All Legionella culture sampling and analyses, including any immediate Legionella culture sampling and analyses performed pursuant to s. 386.304(2)(d) and (e).

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523 (c) Any disinfection performed pursuant to the standards 524 specified in s. 386.307(1).

- $\underline{\mbox{(d) All compliance inspections performed pursuant to}}$ subsection (1).
- (3) REPORTING.—All inspection findings, deficiencies, corrective actions, and certifications must be reported to the department and maintained by the owner as required by s. 386.303.

Section 10. Section 386.309, Florida Statutes, is created to read:

386.309 Enforcement.-

- (1) The department or a county health department may require an owner to conduct Legionella culture sampling and analysis following a determination, based on epidemiologic data or laboratory testing, that one or more cases of legionellosis are or may be associated with a cooling tower.
- (2) An officer, employee, or agent of the department or the county health department may enter onto any property to inspect a cooling tower for compliance with this part and may take water samples as part of such inspections. Such inspections must be conducted as provided in s. 487.071.
- (3) If an owner fails to register a cooling tower, develop and maintain a maintenance program and plan for a cooling tower, obtain certification for a cooling tower, disinfect a cooling tower, perform or obtain required culture sampling and analysis, or conduct inspections of a cooling tower as required in this part, the department or the county health department may determine that such failure constitutes a nuisance pursuant to this chapter.

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(4) An owner who violates this part is subject to civil and criminal penalties as provided in s. 386.051. Each day that an owner remains in violation of this part constitutes a separate offense.

- (5) The State Surgeon General shall submit a report to the President of the Senate and the Speaker of the House of Representatives by each January 1 which includes all of the following information:
 - (a) For the prior year:
- 1. The number of new cooling tower registrations issued and the number of notifications of discontinued use of a cooling tower received by the department pursuant to s. 386.303 as of November 1.
- 2. The number of annual certifications that a cooling tower was inspected, tested, cleaned, and disinfected received by the department pursuant to s. 386.308 as of November 1.
- 3. The number of reports of tests for the presence of Legionella which reported levels above 1,000 CFU/mL received by the department.
- 4. The number of inspections of cooling towers conducted by the department, or a county health department on behalf of the department, along with the number and types of any violations cited during such inspections.
- 5. The number of cleanings, disinfections, or other actions performed by or on behalf of the department.
- 6. The number of persons diagnosed with legionellosis in this state to the extent known or reasonably discoverable by the department.
 - (b) Recommendations as to whether department rules should

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be amended to include requirements for any of the building water

systems described in ANSI/ASHRAE Standard 188-2018,

Legionellosis: Risk Management for Building Water Systems.

(c) Information regarding the implementation of any such requirements, their effectiveness in preventing outbreaks of legionellosis, and recommendations for improvements or modifications to department rules to further the control of Legionella.

Section 11. Section 386.3101, Florida Statutes, is created to read:

386.3101 Waivers.—The department may issue a written general or specific waiver with respect to this part if the department determines that such waiver will not present a danger to public health. The department may revoke the waiver upon a determination that the waiver may present a danger to public health.

Section 12. Until December 31, 2021, an owner may submit a written application to a county health department for a variance from any requirement of this part for additional time to come into compliance with this act. A variance may not exceed 90 days. The application must include an explanation as to why the variance will not present a danger to public health. With the approval of the Department of Health, the county health department may approve such application for a variance in writing, subject to any conditions that the department or county health department may deem appropriate to protect public health. The department or the county health department may revoke a variance upon a determination that the variance may present a danger to public health.

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Section 13. If any provision of this act or its application to any person or entity or circumstance is held invalid, the invalidity does not affect other provisions or applications of the act which can be given effect without the invalid provision or application, and to this end the provisions of this act are severable.

Section 14. This act shall take effect July 1, 2020.