

FLORIDA HOUSE OF REPRESENTATIVES

BILL ANALYSIS

This bill analysis was prepared by nonpartisan committee staff and does not constitute an official statement of legislative intent.

BILL #: [CS/CS/HB 439](#)

TITLE: Practice of Chiropractic Medicine

SPONSOR(S): Cobb

COMPANION BILL: [SB 1524](#) (Simon)

LINKED BILLS: None

RELATED BILLS: None

Committee References

[Health Professions & Programs](#)

17 Y, 0 N, As CS



[Health & Human Services](#)

26 Y, 0 N, As CS

SUMMARY

Effect of the Bill:

CS/CS/HB 439 authorizes licensed chiropractic physicians to order, store, possess, and prescribe vitamins, minerals, and nutritional supplements in sterile form that are proprietary or over-the-counter (OTC) drugs, and to administer such sterile substances by injection, but only at the chiropractic physician's office of place of business. The bill requires chiropractic physicians to be certified by the Board of Chiropractic Medicine before they administer sterile substances by injection, and requires the Board to establish minimum standards of practice for this function.

The bill expressly prohibits a chiropractic physician from administering any substance by means of intravenous therapy.

Fiscal or Economic Impact:

None

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ANALYSIS

EFFECT OF THE BILL:

Chiropractic Medicine

Sterile Substances

CS/CS/HB 439 authorizes licensed [chiropractic physicians](#) to order, store, possess, and prescribe vitamins, minerals, and nutritional supplements in sterile form that are [proprietary or over-the-counter \(OTC\) drugs](#) as defined in s. 499.003. The bill authorizes board-certified licensed chiropractic physicians to administer such sterile substances by injection only at the chiropractic physician's office of place of business.¹ (Section [1](#)). This expands the substances that chiropractic physicians may use in their practice beyond the topical anesthetics and emergency medical oxygen authorized by current law. The bill expressly prohibits a chiropractic physician from administering any substance by means of intravenous therapy.² (Section [1](#)).

¹ Subcutaneous injection therapy involves the injection of medicine into fatty tissue between the skin and the muscle via hypodermic needle and syringe, which allows subcutaneous tissue to absorb medicines at a steady, measured pace. See National Library of Medicine, "Subcutaneous (SQ) Injections," *U.S. Department of Health and Human Services* (last reviewed Oct. 28, 2023) <https://medlineplus.gov/ency/patientinstructions/000430.htm> (last visited Jan. 29, 2026).

² Intravenous (IV) fluids are liquids injected into a person's veins through an IV tube to rapidly counteract dehydration and electrolyte imbalances. The most common type of IV fluid are crystalloid solutions, which contain small, dissolved, easily absorbent molecules (e.g., normal saline solution). On the other hand, colloids are IV fluids containing large molecules that cannot easily pass through cell membranes and are more likely to stay in the bloodstream, which can elevate the risk of blood toxicity. "IV Fluids," *Cleveland Clinic* (medically reviewed Aug. 3, 2021) <https://my.clevelandclinic.org/health/treatments/21635-iv-fluids> (last visited Jan. 29, 2026).

STORAGE NAME: h0439c.HHS

DATE: 2/12/2026

Certification

The bill requires a chiropractic physician to be certified by the [Board of Chiropractic Medicine \(Board\)](#) prior to administering vitamins, minerals, and nutritional supplements by injection. To become certified, a chiropractic physician must:

- Complete 36 hours of continuing education and training to consist of didactic lectures (i.e., classroom learning) and laboratory training (i.e., experiential learning) on the safe and effective administration of vitamins, minerals, and nutritional supplements, with an emphasis on protocols, indications, and contraindications; and
- Pass a written and practical examination.

The bill requires the Board to issue a letter certifying that the chiropractic physician is authorized to administer sterile substances by injection once he or she submits documentation to the Board verifying the completion of the continuing education and exam passage requirements. (Section [2](#)).

Standards of Practice

The bill requires the Board to establish, through rulemaking, minimum standards of practice for the administration of sterile substances by means of injection by chiropractic physicians. Such minimum standards must include, at a minimum, that the board-certified chiropractic physician must:

- Secure informed consent from the patient on the possible risks and adverse events which may occur through the administration of sterile substances by injection;
- Document the patient's informed consent within the patient's documented care plan; and
- Not delegate the administration of sterile substances by means of injection to any other person other than another board-certified chiropractic physician. (Section [2](#)).

The bill has an effective date of July 1, 2026. (Section [3](#)).

RULEMAKING:

Current law authorizes the Board of Chiropractic Medicine (Board) to adopt rules to implement the provisions of ch. 460, F.S., conferring duties upon it. The bill creates new rulemaking authority at [s. 460.4086\(4\), F.S.](#), to allow the Board to establish minimum standards of practice for the administration of sterile substances by means of injection by chiropractic physicians.

Lawmaking is a legislative power; however, the Legislature may delegate a portion of such power to executive branch agencies to create rules that have the force of law. To exercise this delegated power, an agency must have a grant of rulemaking authority and a law to implement.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Chiropractic Medicine

Practice of Chiropractic Medicine

Under current law [s. 460.403, F.S.](#), the practice of chiropractic medicine is a noncombative principle and practice consisting of the science, philosophy, and art of the adjustment, manipulation, and treatment of the human body. Specifically, chiropractic medicine targets vertebral subluxations and other malpositioned articulations and structures that interfere with the normal generation, transmission, and expression of nerve impulse between the brain, organs, and tissue cells of the body. Left untreated, these abnormalities may cause disease. To mitigate the occurrence of disease, [chiropractor physicians](#) adjust, manipulate, and treat the human body to restore the normal flow of nerve impulse which produces normal function and consequent health. The practice of chiropractic medicine further contemplates that chiropractic physicians use specific chiropractic adjustment or manipulation techniques taught in chiropractic colleges accredited by the Council on Chiropractic Education (CCE).³

No person other than a licensed chiropractic physician may render chiropractic services, chiropractic adjustments, or chiropractic manipulations.⁴

Chiropractic physicians may adjust, manipulate, or treat the human body by:

- Manual, mechanical, electrical, or natural methods;
- The use of physical means or physiotherapy, including light, heat, water, or exercise;
- The use of acupuncture;
- The use of dry needling for trigger points or myofascial pain; or
- The administration of foods, food concentrates, food extracts, and items for which a prescription is not required.

In addition, chiropractic physicians may apply first aid and hygiene. However, chiropractic physicians are expressly prohibited from prescribing or administering to any person any legend drug⁵ and except, in emergencies, prescription medical oxygen or topical anesthetics in aerosol form. Chiropractic physicians cannot perform any surgery or practice obstetrics.⁶

Regulation of Chiropractic Physicians

Chiropractic physicians are regulated by the [Board of Chiropractic Medicine \(Board\)](#) within the Department of Health (DOH) under ch. 460, F.S., which establishes minimum requirements for the safe practice of chiropractic medicine. At the end of Fiscal Year 2024-2025, there were 6,905 in-state and 808 out-of-state Florida-licensed chiropractic physicians.⁷

Licensed chiropractic physicians are subject to discipline under ch. 456, F.S., and the chiropractic-specific grounds in ch. 460, F.S. DOH and the Board may take action for rule violations, fraud, and other enumerated misconduct.

³ The Council on Chiropractic Education is recognized by the United States Department of Education and the Council for Higher Education Accreditation as the accrediting body for chiropractic programs. United States Department of Education, *Accreditation in the United States*, https://www2.ed.gov/admins/finaid/accred/accreditation_pg3.html (last visited Jan. 25, 2026); Council for Higher Education Accreditation, *Council on Chiropractic Education*, <https://www.chea.org/council-chiropractic-education> (last visited Jan. 25, 2026).

⁴ [S. 460.403\(9\)\(a\), F.S.](#)

⁵ Legend drugs require a prescription from a licensed health care provider before they may be legally dispensed.

⁶ [S. 460.403\(9\)\(c\), F.S.](#)

⁷ Division of Medical Quality Assurance, “Annual Report and Long-Range Plan: Fiscal Year 2024-25,” *Department of Health*, pp. 24 <https://www.floridahealth.gov/wp-content/uploads/2026/01/2025.10.31.FY24-25MQAAR-FINAL1.pdf> (last visited Jan. 25, 2026).

The Board's implementing rules are codified in Rule Chapter 64B2, F.A.C., addressing matters such as licensure and renewal, continuing education, advertising, and disciplinary guidelines.

Instruments of Treatment

The Board prohibits chiropractic physicians from using instruments for treatment which are not taught in the regular course of instruction in a board-recognized college.⁸ Current law does not authorize chiropractic physicians to treat patients with subcutaneous instruments or intravenous instruments.

Proprietary or Over-the-Counter Drugs

The Department of Business and Professional Regulation administers and enforces the Florida Drug and Cosmetic Act under Ch. 499, F.S., to prevent fraud, adulteration, misbranding, or false advertising in the preparation, manufacture, repacking, and distribution of drugs, including proprietary drugs (i.e., over-the-counter drugs).⁹

Under current law, a proprietary drug is a commercially available drug in its unbroken, original package that can be purchased over-the-counter without a prescription, provided that the drug is not misbranded.¹⁰ A misbranded drug uses false, misleading, incomplete, or noncompliant labeling.¹¹

Dietary Supplements

A dietary supplement includes vitamins, minerals, and nutritional supplements. Under federal law, the Food and Drug Administration (FDA) classifies dietary supplements as either food or drugs, depending on the particular claims made by the manufacturer of the dietary supplement.¹² If a manufacturer states that the dietary supplement provides a certain health benefit that has not been evaluated by the FDA and that the dietary supplement is not intended to diagnose, treat, cure, or prevent any disease, the FDA classifies it as a food. However, if the manufacturer makes a clinical claim that the dietary supplement is intended to diagnosis, mitigate, treat, cure, or prevent a specific disease or class of diseases, the FDA classifies it as a drug.¹³

Under current law, drug products must be classified as either proprietary, prescription, or investigational drugs.¹⁴ Certain dietary supplements are proprietary drugs and may be purchased over-the-counter without a prescription. However, other dietary supplements are prescription drugs. For example, the FDA does not authorize Vitamin B12 injections to treat Vitamin B12 deficiency unless a duly licensed medical practitioner writes a prescription for the drug.¹⁵ Current law makes it unlawful for anyone to possess a prescription drug unless he or she obtains such drug by a valid prescription of a practitioner licensed by law to prescribe the drug,¹⁶ such as prescribed dietary supplements.

⁸ Rule 64B2-17.001, F.A.C.

⁹ S. 499.002(2), F.S.

¹⁰ S. 499.003(43), F.S.

¹¹ S. 499.007, F.S.

¹² Under federal law, a drug includes, among other things, an article, other than food, intended to affect the structure or any function of the human body. 21 U.S.C. § 321(g)(1). A "food" is an article used for food or drink for human consumption, chewing gum, and articles used for components of any such articles. 21 U.S.C. § 321(f). Dietary supplements include articles approved by FDA as new drugs under 21 U.S.C. § 355 or licensed by the FDA as biologics under 42 U.S.C. § 262 which were previously marketed as dietary supplements or food unless the FDA finds that its previous marketing constitute an adulterated food. Dietary supplements do not include approved drugs, licensed biologics, or investigational new drugs or biologics which were not previously marketed as a dietary supplement or food unless the FDAs finds that the article would be lawful. Tobacco is not a dietary supplement. 21 U.S.C. § 321(ff).

¹³ 21 U.S.C. §§ 321(g)(1), 343(r)(6).

¹⁴ S. 499.024(1), F.S.

¹⁵ 21 C.F.R. § 250.201(b)(1). See "Vitamin B12 Injection," *Cleveland Clinic*, <https://my.clevelandclinic.org/health/drugs/17995-vitamin-b12-injection> (last visited Feb. 10, 2026); Alex Evans and Christina Aungst, "Vitamin B12 Dosage for Adults & Kids: Your GoodRx Guide," *GoodRx* (Sept. 12, 2024) <https://www.goodrx.com/vitamin-b12/dosage> (last visited Feb. 10, 2026).

¹⁶ See S. 499.03(1), F.S.

OTHER RESOURCES:

[Florida Board of Chiropractic Medicine](#)

BILL HISTORY

COMMITTEE REFERENCE	ACTION	DATE	STAFF DIRECTOR/ POLICY CHIEF	ANALYSIS PREPARED BY
Health Professions & Programs Subcommittee	17 Y, 0 N, As CS	2/3/2026	McElroy	DesRochers
THE CHANGES ADOPTED BY THE COMMITTEE:	<ul style="list-style-type: none"> Authorized board-certified chiropractic physicians to order, store, possess, prescribe, and administer certain sterile substances. Required chiropractic physicians to be certified by the Board of Chiropractic Medicine before they administer sterile substances to a patient. Prohibited chiropractic physicians from administering any substance through intravenous therapy. Required the Board of Chiropractic Medicine to establish minimum standards of practice for the administration of sterile substances. Removed proposed provisions which would have authorized chiropractic physicians to: <ul style="list-style-type: none"> Order, store, possess, and prescribe prescription epinephrine using an autoinjector delivery system in certain situations; Order, store, possess, and prescribe homeopathic remedies in the form of sterile substances by injection; Prescribe medical oxygen in certain situations; or Administer by injection homeopathic remedies and epinephrine only if such chiropractic physician is board-certified to do so. Removed proposed provision relating to pharmacist dispensing authority because current law s. 465.003(23), F.S. already authorizes licensed pharmacists to dispense prescriptions prescribed by duly licensed practitioners with legal authorization to prescribe. 			
Health & Human Services Committee	26 Y, 0 N, As CS	2/12/2026	Calamas	DesRochers
THE CHANGES ADOPTED BY THE COMMITTEE:	Authorized licensed chiropractic physicians to order, store, possess, and prescribe vitamins, minerals, and nutritional supplements in sterile form that are proprietary or over-the-counter (OTC) drugs as defined in s. 499.003, and to administer such sterile substances by injection, but only at the chiropractic physician's office or place of business.			

THIS BILL ANALYSIS HAS BEEN UPDATED TO INCORPORATE ALL OF THE CHANGES DESCRIBED ABOVE.
