

HB230

HOUSE COMMITTEE REPORT

(11)

Date Referred: April 5, 1991

FURTHER REFERRALS:

Date of Committee Action: 4-2-91

The FINANCE Committee considered:

HB 230

HOUSE BILL NO. 230

HEPATITIS B TESTING AND VACCINATIONS

"An Act relating to hepatitis B testing and vaccinations for volunteer emergency personnel; and providing for an effective date."

RECOMMENDATIONS:

be replaced with CS HB 230 (FIN) the same title
 a new title

have attached amendments(s)

do pass

do not pass

no recommendations

individual recommendations

additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal impact H 55

fiscal note(s) _____

zero fiscal note _____

zero fiscal note(s) _____

SIGNING <u>DO PASS</u>	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>Eileen P. Muehlen</i>	✓				
<i>Mike Stavane</i>	✓	<i>Best (Hep B)</i>		✓	
<i>MARK BOYAN</i>	X	<i>(KCC & JCC)</i>		✓	
<i>Fay Brown</i>	✓				
<i>W. Brown</i>	✓				
<i>George J. ...</i>	X				
<i>Robert J. ...</i>	✓				
<i>J. Ulmer</i>	✓				

Mike Stavane Eileen P. Muehlen
 CHAIRMAN'S SIGNATURE

CS FOR HOUSE BILL NO. 230 (FINANCE)
IN THE LEGISLATURE OF THE STATE OF ALASKA
SEVENTEENTH LEGISLATURE - FIRST SESSION

BY THE HOUSE FINANCE COMMITTEE

Offered:
Referred:

Sponsor(s): REPRESENTATIVES KUBINA, Koponen

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to hepatitis B testing and vaccinations for volunteer emergency personnel;
2 and providing for an effective date."

3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

4 * Section 1. AS 18.15 is amended by adding a new section to read:

5 ARTICLE 3A. HEPATITIS B.

6 Sec. 18.15.250. VACCINATION PROGRAM FOR VOLUNTEER EMERGENCY
7 PERSONNEL. (a) The department shall establish a program under which hepatitis B testing and
8 vaccination is reasonably accessible at no charge to all volunteer emergency medical and rescue
9 personnel in the state who provide an emergency medical or rescue service primarily within an
10 unincorporated community or within a municipality that does not provide funding for the service.

11 (b) In this section, "volunteer emergency medical and rescue personnel" means a trauma
12 technician, medical technician, rescuer, or paramedic who is an active volunteer with a first
13 responder service, a rescue service, an ambulance service, or a fire department that provides
14 emergency medical or rescue services as part of its duties.

1 * Sec. 2. This Act takes effect immediately under AS 01.10.070(c).

REQUEST: FISCAL NOTE

Revision Date: _____ Agency Affects: Health & Social Services
 Title: An Act Relating to Hepatitis B BRU: State Health Services
 Sponsor: Kubina, Koponen Components: Epidemiology
 Requester: House HESS

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
Personal Services						
Travel						
Contractual						
Supplies	29.0	19.4	19.4	19.4	19.4	19.4
Equipment						
Land & Structures						
Grants, Claims						
Miscellaneous						
TOTAL OPERATING	29.0	19.4	19.4	19.4	19.4	19.4
CAPITAL	0.0	0.0	0.0	0.0	0.0	0.0
REVENUE	0.0	0.0	0.0	0.0	0.0	0.0

FUNDING: (Thousands of Dollars)

General Funds	29.0	19.4	19.4	19.4	19.4	19.4
Federal Funds						
Other						
TOTAL	29.0	19.4	19.4	19.4	19.4	19.4

POSITIONS

Full-Time	0	0	0	0	0	0
Part-Time	0	0	0	0	0	0
Temporary	0	0	0	0	0	0

ANALYSIS: (attach a separate page if necessary)

SUPPLIES

Laboratory screening of 300 persons for FY 92 and 200 persons for each subsequent years @ \$8.04/person. As a result of the screening 5% will only receive the initial Hepatitis vaccine @ \$30.64/shot. The remaining individuals will receive the series of three shots @ \$91.92/series.

Prepared By: Peter N. Nakamura, M.D., MPH
 Division: PUBLIC HEALTH
 Approved By Commissioner: Theodore Mala, M.D., MPH
 Agency: HEALTH & SOCIAL SERVICES

Phone: 465-3090
 Date: 04/23/91
 Date: 04/23/91

Distribution (by preparer):
 Legislative Finance, Legislative Sponsor, Requestor,
 Office of Management & Budget, Impacted Agency(ies)

REQUEST: FISCAL NOTE

Revision Date: _____ Agency Affect: Health & Social Services
 Title: An Act Relating to Hepatitis B BRU: State Health Services
 Sponsor: Kubina, Koponen Components: Epidemiology
 Requester: House HESS

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
Personal Services						
Travel						
Contractual						
Supplies	213.1	213.1	213.1	213.1	213.1	213.1
Equipment						
Land & Structures						
Grants, Claims						
Miscellaneous						
TOTAL OPERATING	213.1	213.1	213.1	213.1	213.1	213.1
CAPITAL	0.0	0.0	0.0	0.0	0.0	0.0
REVENUE	0.0	0.0	0.0	0.0	0.0	0.0

FUNDING: (Thousands of Dollars)

General Funds	213.1	213.1	213.1	213.1	213.1	213.1
Federal Funds						
Other						
TOTAL	213.1	213.1	213.1	213.1	213.1	213.1

POSITIONS

Full-Time	0	0	0	0	0	0
Part-Time	0	0	0	0	0	0
Temporary	0	0	0	0	0	0

ANALYSIS: (attach a separate page if necessary)

SUPPLIES

Laboratory screening of 2000 persons @ \$8.84/person. As a result of the screening 5% will only receive the initial Hepatitis vaccine @ \$33.70/shot. The remaining 1900 individuals will receive the series of three shots @ \$101.10/series.

Prepared By: Peter N. Nakamura, M.D., MPH *PNN* Phone: 465-3090
 Division: PUBLIC HEALTH Date: 04/03/91
 Approved By Commissioner: Theodore Mala, M.D., MPH *T. Mala* Date: 04/03/91
 Agency: HEALTH & SOCIAL SERVICES

Distribution (by preparer):
 Legislative Finance, Legislative Sponsor, Requestor,
 Office of Management & Budget, Impacted Agency(ies)

Position Paper

CS for House Bill 230

For An Act Entitled: "An Act relating to Hepatitis B testing and vaccinations for volunteer emergency personnel; and providing for an effective date."

CS for HB 230 would require the Department of Health and Social Services to establish a program under which hepatitis B testing and vaccinations are reasonably accessible at no charge to all volunteer emergency medical and rescue personnel in the state who provide an emergency medical or rescue service primarily within an unincorporated community or within a municipality that does not provide funding for the service.

Discussion

Hepatitis B infection is caused by the hepatitis B virus. The incubation period of hepatitis B is long - 45 to 160 days; average 120 days. The virus is transmitted by percutaneous (intravenous, intramuscular, subcutaneous, and intradermal) and permucosal exposure to infective body fluids, as may occur in needle sticks, perinatal exposure, or sexual exposure. Only blood, saliva, semen, and vaginal fluids have been shown to be infectious.

Illness can range from no symptoms to severe illness and death. Clinical symptoms include loss of appetite, malaise, nausea, vomiting, abdominal pain, and jaundice. Skin rashes, joint pain, and arthritis can also occur. The case-fatality rate is approximately 1.4%. Some individuals who become infected with Hepatitis B virus will become chronically infected with the virus. The likelihood of becoming a carrier is higher in newborns and infants and much less in adults.

Excellent guidelines exist to provide information and recommendations on prevention of hepatitis. One of the best is "Protection Against Viral Hepatitis, Recommendations of the Immunization Practices Advisory Committee (IPAC)," MMWR 1990;39S-2. The guidelines are "designed to maximize the interruption of hepatitis B virus transmission in accordance with local patterns of transmission." Both nationally and in Alaska the present strategy for hepatitis B prevention is to vaccinate those individuals at high risk of infection. The major deterrents include lack of knowledge about risk of the disease, lack of public sector programs, inability to access most of the high risk populations, and the cost of the vaccine.

Without conducting a statewide screening program, it is impossible to know how many emergency medical service providers in Alaska are seropositive for hepatitis B, and it is even more difficult to determine how many may have been infected while providing patient care.

In February 1990, the U.S. Department of Labor's Occupational Safety and Health Administration (OSHA) released an OSHA Instruction on "Enforcement Procedures for Occupational Exposure to

Hepatitis B Virus (HBV) and Human Immunodeficiency Virus (HIV)." This instruction required employers of health care workers, including emergency medical services personnel, to offer to each employee, of substantial risk of directly contacting bodily fluids, HBV vaccinations free of charge, and appropriate equipment as recommended by the Centers for Disease Control. This requirement took effect in February 1991. However, the Alaska Department of Labor states that our OSHA laws do not apply to volunteers in this state.

A central issue in hepatitis B vaccine policy is the high cost of the vaccine. If the vaccine were inexpensive, then national and state public health professionals would recommend universal vaccination of all persons. However, the high cost of the vaccine (\$33.00 per dose, 3 doses per person or a minimum of \$99.00 per person plus testing and administrating costs) has required the vaccine to be targeted at those at highest risk of infection.

Although we believe that the risk for volunteer emergency medical responders to be infected with hepatitis B while providing emergency medical care is low, we cannot say that there is no risk at all. We also note that many emergency medical responders have Worker's Compensation coverage and the cost of lost work time and disability benefits for an EMT who gets hepatitis B in the emergency care setting could easily exceed \$ 20,000, even if the disease does not progress to the acute carcimona state. Also, in Alaska, if an employee applies for Worker's Compensation, the employee is presumed to have become sick or injured on the job unless the employer can prove otherwise.

Current Occupational Safety and Health Administration (OSHA) regulations require that Hepatitis B testing and vaccinations be made available by employers of paid emergency medical service responders and other health care workers.

While recognizing the importance of the volunteer emergency personnel and their concerns regarding hepatitis B, the department has concerns about the policy effects of this bill upon the state vaccination program. If similar coverage were to be provided by the state to all health and public safety workers, it is anticipated that the cost to the state could be as much as \$1,100,000 per year.

A currently written, this bill would require the Department of Health and Social services to make available hepatitis B testing and vaccinations to volunteer emergency medical and rescue personnel who provide services primarily in unincorporated communities or for EMS responders within incorporated communities that do not provide funding for the EMS service. However, it does not address the issue of who is responsible for providing hepatitis B testing and vaccinations for volunteer EMS responders within incorporated communities.

Recommendation

The Department of Health and Social Services supports the intent of CSHB 230, but recommends that it be amended to clarify responsibility by requiring incorporated cities and boroughs to provide hepatitis B screening and vaccinations to all volunteer emergency medical responders within their jurisdiction, and the state would provide this service to all volunteer emergency medical and rescue service providers outside of incorporated cities and boroughs.

The state could provide screening and vaccinations to those volunteer emergency medical responders outside incorporated cities and boroughs, of which there are about 300.

Position

The Department of Health and Social Services supports the intent of CSHB230, but recommends that it be amended to require the municipalities to provide hepatitis B testing and vaccinations to volunteer emergency medical service providers who reside in their boundaries and provide service to the public at least once a month.

Recommended by: Peter M. Nakamura MD
Peter M. Nakamura, MD, MPH
Director
Division of Public Health

Date: _____

Approved by: Theodore Mala
Theodore Mala, MD, MPH
Commissioner
Dept. of Health & Social Services

Date: 4-23-91

Alaska State Legislature



Representative Eugene Kubina

Chairman
State Affairs
Committee

Legislative Council

Transportation
Committee

During Session:
State Capitol
P.O. Box V
Juneau, Alaska 99811
(907) 465-4859

During Interim:
P.O. Box 2463
Valdez, Alaska 99686
(907) 835-2111

SPONSOR STATEMENT

Sponsor: Representative Gene Kubina
Subject: House Bill 230 - Hepatitis Testing
Date: 22 April 1991

HB 230 is intended to amend Alaska Statute 18.15, adding new section 18.15.250. Under this amendment, the Department of Health and Social Services would establish a program to provide hepatitis B testing and vaccination at no charge to all volunteer emergency and rescue personnel in the state who provide an emergency medical or rescue service primarily within an unincorporated community or within a municipality that does not provide funding for the emergency service.

Rationale: Hepatitis B is widespread in many parts of Alaska. It poses a great risk to individuals who participate in such services as emergency medical response and rescue.

Individuals who participate as volunteers to assist their state, their communities, and their neighborhoods, should not have to risk contracting this highly infectious disease while performing their duties.

Providing Hepatitis B testing and vaccination will help encourage the volunteerism the state needs to foster as it moves into fiscally leaner times.

— DISTRICT SIX —

• Chenega Bay • Chitina • Cooper Landing • Cordova • Hope • Moose Pass • Seward • Tatitlek • Valdez • Whittier •

Michele R. Kirkman
P.O. Box 10547
Fairbanks, AK 99710


April 3, 1991

Representative Gene Kubina
P.O. Box V
Capitol, Room 102
Juneau, AK 99811

Dear Representative Kubina:

As a registered nurse, I have seen the devastating effects that Hepatitis B has on ones' health and life. As the past chief of an ambulance rescue squad, I am aware of the costs of providing protection, through vaccination and testing, to those who are at risk for contracting this disease. Many of the organizations that provide emergency medical care in Alaska are volunteer and do not have the funds to pay for this protection. Since emergency medical services providers are frequently exposed to blood and body fluids, they are at a high risk for contracting Hepatitis B. Therefore, I fully support Senate Bill 194 and urge you to do likewise.

Sincerely,

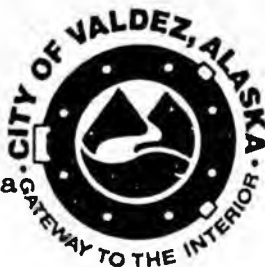


Michele R. Kirkman, R.N.,C., EMT III

APR 09 1991

3 April 1991

Representative Gene Kubina
P.O. Box V
Juneau, Alaska 99811



Re: House Bill 230

Dear Representative Kubina:

The Alaska Fire Chiefs Association strongly supports your efforts in developing House Bill 230.

Hepatitis B Virus (HBV) is a major infectious occupational health hazard in emergency services. The virus is transmitted by contact with blood, body fluids or tissues. The effects of the virus are devastating and often fatal after a long term illness.

HBV far exceeds HIV (AIDS) in risk of infection by accidental needle stick or exposure to blood products - 30% chance of HBV versus less than 1% chance of HIV. As a result, emergency medical care workers are far more concerned about HBV than HIV.

Although all responsible emergency services are taking precautions to avoid exposure, rescue operations continually expose the firefighter or EMT to the virus. In a typical motor vehicle accident, extracting a victim involves working around broken glass and torn metal splashed with blood. Cuts and bruises to firefighters and EMTs during rescues are a common occurrence.

For this reason, the Center for Disease Control recommends voluntary HBV immunization for all personnel involved in tasks or procedures that involve a potential for contact with blood, body fluids or tissues.

Employers of full time or career emergency services personnel are required to provide an immunization program to employees. However many volunteer services are working with limited funds and immunization of volunteers is not an option.

We need to develop and implement an immunization program that is accessible to all volunteer rescue and emergency care workers. Your House Bill will go a long way in providing this program.

Sincerely,



Charles E. Lundfelt

Fire Chief
President
Alaska Fire Chiefs Association

cc: File

91-0052.F1



APR 08 1991

COPY

INTERIOR AMBULANCE RESCUE SQUAD

P.O. Box 10295
Fairbanks, Alaska 99710
(907) 457-2501

March 29, 1991

Representative Gene Kubina
House of Representatives
Capitol, Room 102
P.O. Box V
Juneau, AK 99811

RE: Senate Bill 194:
"An Act relating to hepatitis B vaccinations for
emergency medical service providers"

Dear Representative Kubina:

As an EMS service in the State of Alaska, we are faced with the high cost of hepatitis B vaccinations. Due to the high incidence of the disease in the state, and the high risk that our members are exposed to, these vaccinations are not a luxury, but a necessity.

A secondary problem is that volunteers are rarely addressed in regulations mandated by OSHA and other such agencies regarding health and safety hazards, funding is not available either. Though our medics are all volunteers, they are highly trained, skilled professionals, and deserve the same protection as their paid peers.

We would like to go on record in support of Senate Bill #194, presented by Senator Menard. This bill will allow all emergency medical service providers, both paid and volunteer, the right to be protected against this horrible disease. Please support this bill. I remain

Sincerely yours,

Thomas A. Narow, EMT III, ACLS
Chief of Service

cc: Senator Curt Menard

TAN:ln

"That Others May Live"

APR 08 1991



March 25, 1991

Representative Gene Kubina
Alaska State Legislature
Post Office Box V
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Representative Kubina:

As an Alaskan ambulance service staffed totally by volunteers, we would like to encourage your support of Alaska Senate Bill No. 194 which was introduced on March 13, 1991. We commend Senator Menard on his action of introducing this legislation.

Our volunteers are continually exposed to hepatitis B by virtue of our area of response. We often are called upon to transport patients from surrounding villages via medevacs and residents who are carriers of hepatitis B. Since our staff consists totally of volunteers, it would be a tremendous financial hardship to the majority of our staff to pay for screening and vaccine for hepatitis B, and most of our staff are currently unprotected against this disease due to the costs involved.

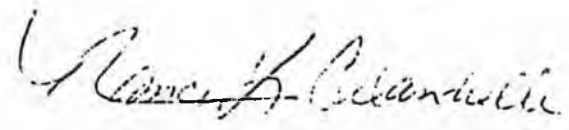
Volunteers are the backbone of emergency medical services in the State of Alaska and this bill would demonstrate the appreciation and support of our State Legislature of those volunteers.

Again, we urge your support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

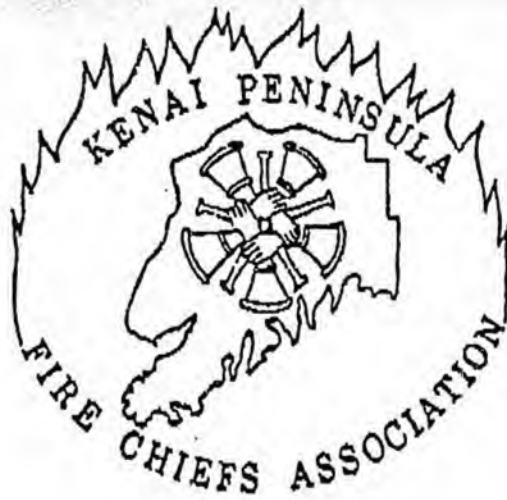
Sincerely,

NOME VOLUNTEER AMBULANCE SERVICE, INC.


Terry R. Calandrelli
Captain


Nancy L. Calandrelli
Secretary/Treasurer

cc: Senator Curt Menard



April 12, 1991

The Honorable Gene Kubina
Alaska House of Representatives
P.O. Box V
Juneau, AK 99811

RE: House Bill No. 230

Dear Representative Kubina:

On behalf of the Kenai Peninsula Fire Chiefs Association I would like to take this opportunity to thank you for introducing and supporting the above referenced house bill.

Our paid full-time emergency medical service and fire departments are backed by a healthy volunteer association, and many of our outlying communities are solely dependent on volunteer groups for emergency medical and fire service. I can't emphasize to you the importance our volunteers mean to our organizations. While I doubt we would see a significant reduction in the number of volunteers dedicated to these professions, one minute of hesitation because of non-vaccination against hepatitis B could, in fact, result in a tragic ending. An accident victim's life, as well as our own volunteers lives are worth much more than the one hundred dollar fee per volunteer the state would probably incur should this piece of legislation become law. We feel it extremely important to provide our volunteers with as much protection as possible, which in turn helps to ensure adequate, and timely responses to emergencies that occur on the Kenai Peninsula.

Letter to Representative Kubina
April 12, 1991

If there is anything our organizations could assist you with to ensure passage of your bill, please call on us. Thanks again for your positive representation of our professions and our residents.

Sincerely,

A handwritten signature in cursive script, appearing to read "Greg Barclay".

Greg B. Barclay, President

CORDOVA MEDICAL CLINIC

APR 02 1991

Larry A. Ermold, M.D.

Oliver S. Osborn, M.D.

P.O. Box 310
Cordova, Alaska 99574
(907) 424-8200

March 25, 1991

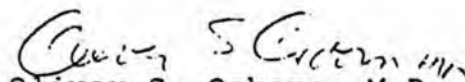
Gene Kubina
House of Representatives
P.O. Box V
Juneau, AK. 99811

Dear Representative Kubina:

I understand that Senator Menard has introduced a bill to provide for Hepatitis B vaccinations for emergency medical services providers. I wanted to let you know that I support this bill, and I think it is a wise idea.

Here in Cordova we have an active volunteer ambulance crew who are occasionally exposed to potentially infective bodily fluids, and they certainly deserve the support of the city and of the state in their work. They certainly should be offered free Hepatitis B vaccinations.

Sincerely Yours,


Oliver S. Osborn, M.D.

OSO/jsk

cc: Senator Curt Menard

BACK UP

Homer Volunteer Fire Dept., Inc.

604 EAST PIONEER AVENUE • HOMER, ALASKA 99603

(WE CARE) PHONE (907)235-3155 (WE SERVE)

Attn: Tom Van Brocklin
Representative Kubina

From: Robert Purcell, Fire Dept Admin

I am writing this letter to support your efforts to provide free Hep-B vaccinations for volunteers. It is absolutely necessary that we protect our volunteers. It is my position that our society has the obligation to protect these volunteers who, without compensation, protect the public. To date we have spent \approx \$7,500⁰⁰ to provide free vaccinations to our volunteers. You can imagine the burden this has been on our budget. Many smaller departments do not have the resources we do and their volunteers are at risk. I very much appreciate your efforts on our behalf.

Robert

SOUTHEAST REGION

EMERGENCY MEDICAL SERVICES COUNCIL
207 MOLLER DRIVE RM. 113 • SITKA, ALASKA 99835
TELEPHONE 907-747-8005

Representative MacLean
P.O. Box V
Juneau, AK 99811

April 3, 1991

Dear Representative MacLean,

This year, two significant bills have been introduced into both houses of the legislature that support Alaska's emergency medical service volunteers. One would provide Worker's Compensation insurance coverage for EMS volunteers; that hearing is going on in the Senate this afternoon. The other is HB230, a bill providing hepatitis B vaccinations at no charge to active EMS volunteers. HB230 is the subject of this letter.

Emergency medical care is an essential service which is mandated by the state of Alaska. There is a total of roughly 2500 EMS volunteers working in the state. We are all very fortunate that people choose to give their time to provide a service that would conservatively cost over \$4.5 million dollars if we paid them directly. Providing these people safeguards for their own health while they are performing a service for this state for free, is our responsibility, and a very small price to pay for the return.

As liason between the people of Southeast Alaska involved in EMS and their legislature, we are fully behind HB230 and the philosophy behind it-- supporting our volunteers.

Sincerely,



Shawn Newell
Executive Director

PLEASE MICROFILM TOP PAGE ONLY

DOCUMENTS WHICH HAVE NOT BEEN
FILMED BUT ARE AVAILABLE IN THE
ORIGINAL FILE INCLUDE:

→ LEGISLATIVE RESEARCH AGENCY REQUEST 91.214
Incidence of Hepatitis B in ALASKA