

AMENDED IN ASSEMBLY APRIL 5, 2011  
AMENDED IN ASSEMBLY MARCH 17, 2011  
CALIFORNIA LEGISLATURE—2011–12 REGULAR SESSION

## ASSEMBLY BILL

**No. 604**

---

**Introduced by Assembly Member Skinner**  
**(Coauthor: Assembly Member Blumenfield)**

February 16, 2011

---

An act to amend Sections 121349, 121349.1, 121349.2, and 121349.3 of the Health and Safety Code, relating to public health.

### LEGISLATIVE COUNSEL'S DIGEST

AB 604, as amended, Skinner. Needle exchange programs.

Existing law, with certain exceptions, makes it a misdemeanor for a person to deliver, furnish, *or* transfer, *or* possess with intent to deliver, furnish, or transfer, ~~or manufacture with the intent to deliver, furnish, or transfer,~~ drug paraphernalia, knowing, or under circumstances where one reasonably should know, that it will be used to ~~plant, propagate, cultivate, grow, harvest, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale,~~ *or otherwise* introduce into the human body a controlled substance. Existing law provides an exception to this general rule by authorizing a city, county, or city and county to conduct a clean needle and syringe exchange project authorized by the public entity to combat the spread of HIV and bloodborne hepatitis. Existing law exempts providers participating in an exchange project from criminal prosecution for possession of needles or syringes during participation in the project. Existing law also provides a specified annual comment and reporting process relating to the needle and syringe exchange projects.

This bill would authorize the State Department of Public Health to authorize, as specified, certain entities to provide hypodermic needle and syringe exchange services in any location where the department determines that the conditions exist for the rapid spread of HIV, viral hepatitis, or any other potentially deadly or disabling infections that are spread through the sharing of used hypodermic needles and syringes. *The bill would require the department to establish and maintain on its Internet Web site the address and contact information of these programs.*

This bill would exempt staff and volunteers participating in an authorized exchange project from criminal prosecution for violation of any law related to the possession, furnishing, or transfer of hypodermic needles or syringes during participation in an exchange project and would exempt program participants from criminal prosecution for possession of needles and syringes acquired from an authorized exchange project entity. The bill would also make the comment and reporting process for the projects biennial.

Vote: majority. Appropriation: no. Fiscal committee: yes.  
State-mandated local program: no.

*The people of the State of California do enact as follows:*

- 1 SECTION 1. Section 121349 of the Health and Safety Code
- 2 is amended to read:
- 3 121349. (a) The Legislature finds and declares that scientific
- 4 data from needle exchange programs in the United States and in
- 5 Europe have shown that the exchange of used hypodermic needles
- 6 and syringes for clean hypodermic needles and syringes does not
- 7 increase drug use in the population, can serve as an important
- 8 bridge to treatment and recovery from drug abuse, and can curtail
- 9 the spread of human immunodeficiency virus (HIV) infection
- 10 among the intravenous drug user population.
- 11 (b) In order to reduce the spread of HIV infection and
- 12 bloodborne hepatitis among the intravenous drug user population
- 13 within California, the Legislature hereby authorizes a clean needle
- 14 and syringe exchange project pursuant to this chapter in any city,
- 15 county, or city and county upon the action of a county board of
- 16 supervisors and the local health officer or health commission of
- 17 that county, or upon the action of the city council, the mayor, and
- 18 the local health officer of a city with a health department, or upon

1 the action of the city council and the mayor of a city without a  
2 health department.

3 (c) In order to reduce the spread of HIV infection, viral hepatitis,  
4 and other potentially deadly bloodborne infections, the State  
5 Department of Public Health may, notwithstanding any other law,  
6 authorize entities that provide services set forth in paragraph (1)  
7 of subdivision (d), and that have sufficient staff and capacity to  
8 provide the services described in Section 121349.1, as determined  
9 by the department, to apply for authorization under this chapter to  
10 provide hypodermic needle and syringe exchange services  
11 consistent with state and federal standards, including those of the  
12 United States Public Health Service, in any location where the  
13 department determines that the conditions exist for the rapid spread  
14 of HIV, viral hepatitis, or any other potentially deadly or disabling  
15 infections that are spread through the sharing of used hypodermic  
16 needles and syringes.

17 (d) In order for an entity to be authorized to conduct a project  
18 pursuant to this chapter, its application to the department shall  
19 demonstrate that the entity complies with all of the following  
20 minimum standards:

21 (1) The entity provides, directly or through referral, ~~any~~ all of  
22 the following services:

- 23 (A) Drug abuse treatment services.
- 24 (B) HIV or hepatitis-C screening.
- 25 (C) Hepatitis A and hepatitis B vaccination.
- 26 (D) Screening for sexually transmitted infections.
- 27 (E) Housing services for the homeless, for victims of domestic  
28 violence, or other similar housing services.
- 29 (F) Services related to provision of education and materials for  
30 the reduction of sexual risk behaviors, including, but not limited  
31 to, the distribution of condoms.

32 (2) The entity has the capacity to commence needle and syringe  
33 exchange services within three months of authorization.

34 (3) The entity has adequate funding to do all of the following  
35 at reasonably projected program participation levels:

- 36 (A) Provide needles and syringe exchange services for all of its  
37 participants.
- 38 (B) Provide HIV and viral hepatitis prevention education  
39 services for all of its participants.

1 (C) Provide for the safe recovery and disposal of used syringes  
2 and sharps waste from all of its participants.

3 (4) The entity has the capacity, and an established plan, to collect  
4 evaluative data in order to assess program impact, including, but  
5 not limited to, all of the following:

6 (A) The total number of persons served.

7 (B) The total number of syringes and needles distributed,  
8 recovered, and disposed of.

9 (C) The total numbers and types of referrals to drug treatment  
10 and other services.

11 (5) If the application is provisionally deemed appropriate by  
12 the department, the department shall, at least 45 days prior to  
13 approval of the application, provide for a period of public comment  
14 as follows:

15 (A) Post on the department's Internet Web site the name of the  
16 applicant, the nature of the services, and the location where the  
17 applying entity will provide the services.

18 (B) Send a written and an ~~electronic mail~~ *e-mail* notice to the  
19 local health officer of the affected jurisdiction.

20 (e) The department shall establish and maintain on its Internet  
21 Web site the address and contact information of programs  
22 providing hypodermic needle and syringe exchange services  
23 *pursuant to this chapter*.

24 (f) The authorization provided under this section shall only be  
25 for a clean needle and syringe exchange project as described in  
26 Section 121349.1.

27 SEC. 2. Section 121349.1 of the Health and Safety Code is  
28 amended to read:

29 121349.1. The State Department of Public Health or a city,  
30 county, or a city and county with or without a health department,  
31 that acts to authorize a clean needle and syringe exchange project  
32 pursuant to this chapter shall, in consultation with the State  
33 Department of Public Health, authorize the exchange of clean  
34 hypodermic needles and syringes, as recommended by the United  
35 States Public Health Service, subject to the availability of funding,  
36 as part of a network of comprehensive services, including treatment  
37 services, to combat the spread of HIV and bloodborne hepatitis  
38 infection among injection drug users. Staff and volunteers  
39 participating in an exchange project authorized by the state, county,  
40 city, or city and county pursuant to this chapter shall not be subject

1 to criminal prosecution for violation of any law related to the  
2 possession, furnishing, or transfer of hypodermic needles or  
3 syringes during participation in an exchange project. Program  
4 participants shall not be subject to criminal prosecution for  
5 possession of needles or syringes acquired from an authorized  
6 needle and syringe exchange project entity.

7 SEC. 3. Section 121349.2 of the Health and Safety Code is  
8 amended to read:

9 121349.2. Local government, local health officials, and law  
10 enforcement shall be given the opportunity to comment on clean  
11 needle and syringe exchange programs on a biennial basis. The  
12 public shall be given the opportunity to provide input to local  
13 leaders to ensure that any potential adverse impacts on the public  
14 welfare of clean needle and syringe exchange programs are  
15 addressed and mitigated.

16 SEC. 4. Section 121349.3 of the Health and Safety Code is  
17 amended to read:

18 121349.3. The health officer of the participating jurisdiction  
19 shall present biennially at an open meeting of the board of  
20 supervisors or city council a report detailing the status of clean  
21 needle and syringe exchange programs, including, but not limited  
22 to, relevant statistics on bloodborne infections associated with  
23 needle sharing activity and the use of public funds for these  
24 programs. Law enforcement, administrators of alcohol and drug  
25 treatment programs, other stakeholders, and the public shall be  
26 afforded ample opportunity to comment at this biennial meeting.  
27 The notice to the public shall be sufficient to ~~assure~~ ensure  
28 adequate participation in the meeting by the public. This meeting  
29 shall be noticed in accordance with all state and local open meeting  
30 laws and ordinances, and as local officials deem appropriate. For  
31 hypodermic needle and syringe exchange services authorized by  
32 the State Department of Public Health, a biennial report shall be  
33 provided by the department to the local health officer based on the  
34 reports to the department from service providers within the  
35 jurisdiction of that local health officer.