AIDS Law Project of Pennsylvania

1211 Chestnut Street, Suite 600

Philadelphia, PA 19107 Phone: 215-587-9377

Fax: 215-587-9902 www.aidslawpa.org

Comparison of Pennsylvania Confidentiality of HIV-Related Information Act (Act 148) and Federal Health Insurance Portability and Accountability Act

Prepared by:

Jill Arent, Northwestern University (JD 2003)

(Thanks to Reed Smith LLP for the loan of summer associate, Jill Arent)
Ronda B. Goldfein, Esq.

Table of Contents

Summary	3
Provision-Specific Comparison	6
Protected Information	6
Definitions	6 6 7
Individuals/Covered Entities with Confidentiality Obligations	7
Health care providers	7
Insurers (Health plans)	8
Health Plans	8 8 9 9
Health Care Clearinghouse	9
Business Associate	9
Informed Consent	10
Generally	10
Elements of written consent	11
Testing	12
Confidentiality Obligations & Disclosure	13
Generally	13
Disclosure obligations by specific entities	13
Insurer obligations	15
Permissible disclosure without consent	16
When/to whom confidential information may be disclosed without consent of subject	16
Court-ordered disclosure	17
"Significant exposure"	18
Partner notification	19
Enforcement	21
Violations	21
Damages	21

Summary

significant exposure testing.

The Confidentiality of HIV-Related Information Act (commonly Health Insurance Portability and Accountability Act (HIPAA) known as "Act 148") - 35 P.S. § 7601, et seq. Regulations - 45 CFR § 160, et seq. Confidentiality of Records Confidentiality of Records Applies to confidential HIV-related information that Applies to protected health information that is identifies or reasonably could identify an individual as having individually identifiable and transmitted or maintained in any format HIV/AIDS and that is in the possession of a health or social Health care providers and health plans can use or disclose services provider because they provide services to a patient or the protected health information with written consent of the subject of patient has authorized release of the information. the information for the purposes of treatment, payment, or Health care and social service providers cannot disclose health care operations. Any other use requires written confidential HIV-related information without a written release from authorization from the subject. Consent can be brief and general; the subject of the information authorization must be detailed and limited. Permissible disclosures without consent: Permissible disclosures without consent: Significant exposure (if appropriate rules followed) **Emergency treatment**, if the provider is required by law to Partner notification (if appropriate rules followed) П treat the patient If the provider attempts to get consent but is unable due П Court order Health care provider for purpose of treatment to substantial communication barriers and consent is inferred in П Health care provider if necessary to provide emergency the circumstances Specified public health and abuse reporting, judicial, care Insurer for purposes of reimbursement administrative, or law enforcement proceedings П State/local vital statistics officer To avoid "serious threat to health or safety" State/local public health agency П Certain employees of county agencies for mental health/mental retardation, children/youth, juvenile probation, and residential service providers Funeral directors Damages **Damages** No statutory damages for violations, but compensatory Civil monetary penalties are available for violations. damages may be available. Reasonable attorney's fees and Criminal penalties are also possible if knowing misuse, false costs are available if a physician discloses in the course of pretenses, or intent to disclose are present.

Summary

, annua y	
Preemption Probably not preempted by HIPAA because it is "more stringent"	Preemption HIPAA generally preempts all other federal and state laws except those that are "more stringent" with regard to the requirements, standards, or implementation specifications. Mor stringent is defined as a State law that meets one or more of the following criteria: Use or disclosure: the law prohibits or restricts it in circumstances under which use or disclosure otherwise would be permitted. Exceptions: if disclosure is required by the Secretary the federal Dept. of Health and Human Services (DHHS) in connection with determining whether a covered entity is in compliance with HIPAA, or to the individual who is the subject of the individually identifiable health information. Rights of the subject of the information of access to/amendment of it: the law permits greater rights of access or amendment. Information about use/ disclosure/rights/remedies to provided to the subject of the health information: the law provides a greater amount of information. Form or substance of an authorization or consent for use or disclosure of information: the law provides requirement that narrow the scope or duration, increase the privacy protection afforded, or reduce the coercive effect of the circumstances surrounding the authorization or consent. Recordkeeping/ requirements relating to accounting disclosures: the law provides for the retention or reporting of more detailed information or for a longer duration. Any other matter: the law provides greater privacy protection for the individual who is the subject of the individually
	disclosures: the law provide more detailed information or ☐ Any other matter: the

Exceptions to preemption are made if DHHS determines that the State law:

(1) Is necessary:

Summary

- □ To prevent fraud and abuse related to the provision of/payment for health care
 □ To ensure appropriate State regulation of insurance/ health plans
- ☐ For State reporting on health care delivery or costs☐ To serve a compelling need related to public health, safety, or welfare, and DHHS determines that the intrusion into privacy is warranted when balanced against the need to be served; or (2) Has as its principal purpose the regulation of the manufacture, registration, distribution, dispensing, or other control of any controlled substances; or
- (3) The state law provides for the reporting of disease or injury, child abuse, birth, or death, for the conduct of public health surveillance, investigation, or intervention, or if it requires health plan reporting for the purpose of audits, program monitoring and evaluation, or licensure/ certification of facilities or individuals.

Provision-Specific Comparison

Act 148 HIPAA

Protected information

Definitions

Confidential HIV-related information: Any information which is in the possession of a person who provides one or more health or social services or who obtains the information pursuant to a release of confidential HIV-related information and which concerns whether an individual has been the subject of an HIV-related test, or has HIV, HIV-related illness or AIDS; or any information which identifies or reasonably could identify an individual as having one or more of these conditions, including information pertaining to the individual's contacts (sex- or needle-sharing partners)

35 P.S. § 7603

Health information: Any information, whether oral or recorded in any form or medium, that:

- 1. Is created or received by a health care provider, health plan, public health authority, employer, life insurer, school or university, or health care clearinghouse; and
- 2. Relates to the past, present, or future physical or mental health or condition of an individual; the provision of health care to an individual; or the past, present, or future payment for the provision of health care to an individual.

 45 CFR § 160.103

Individually identifiable health information: Information that is a subset of health information, including demographic information collected from an individual, and:

- 1. Is created or received by a **health care provider**, **health plan**, **employer**, **or health care clearinghouse**; and
- 2. Relates to the past, present, or future physical or mental health or condition of an individual; the provision of health care to an individual; or the past, present, or future payment for the provision of health care to an individual; and
- i. That **identifies the individual**; or
- ii. With respect to which there is a **reasonable** basis to believe the information can be used to

identify the individual.

Protected health information: Individually identifiable health information that is transmitted by electronic media; maintained in any electronic media; or transmitted or maintained in any other form or medium. Protected health information excludes individually identifiable health information in education and student medical records.

45 CFR § 164.501

Individuals/Covered Entities with Confidentiality Obligations

Health care providers

Individual health care provider: A physician, nurse, emergency medical services worker, chiropractor, optometrist, psychologist, nurse-midwife, physician assistant, dentist or other person, including a professional corporation or partnership, providing medical nursing, drug or alcohol rehabilitation services, mental health services, other health care services or an employee or agent of such individual or an institutional health care provider.

Institutional health care provider: A hospital, nursing home, hospice, clinic, blood bank, plasmapheresis or other blood product center, organ or tissue bank, sperm bank, clinical laboratory, residential or outpatient drug and alcohol rehabilitation service, mental health facility, mental retardation facility, home care agency as defined in the Act, or any health care institution required to be licensed in this Commonwealth whether privately or publicly operated.

35 P.S. § 7603

Health care provider: Any individual or entity that provides medical or health services (including Medicare providers), and any other person or organization who furnishes, bills, or is paid for health care in the normal course of business, who transmits any health information in electronic form.

45 CFR § 160.103

Insurers

Any insurance company, association or exchange authorized to do business in the Commonwealth under state insurance, hospital plan corporation, professional health services plan corporation, health maintenance organization, or fraternal benefit society law.

35 P.S. § 7603

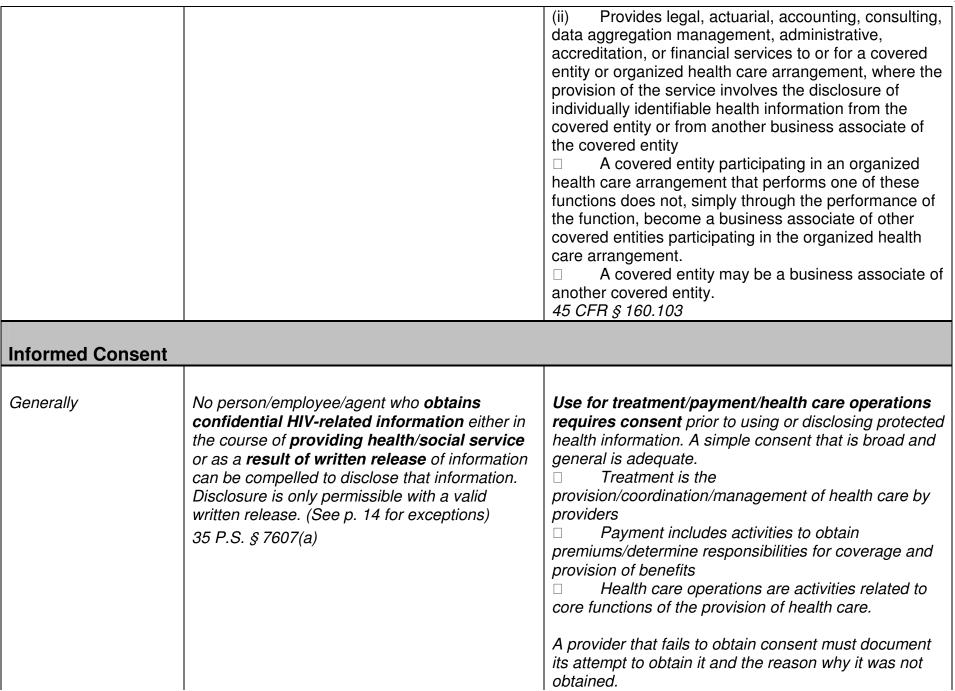
Health plans: An individual or group plan that provides/pays costs of medical care.

Health plan includes:

- (i) A group health plan
- (ii) A health insurance issuer
- (iii) An HMO
- (iv) Part A or Part B of the Medicare program
- (v) The Medicaid program
- (vi) An issuer of a Medicare supplemental policy
- (vii) An issuer of a long-term care policy, excluding a nursing home fixed- indemnity policy
- (viii) An employee welfare benefit plan or any other arrangement that is established or maintained for the purpose of offering or providing health benefits to the employees of two or more employers
- (ix) The health care program for active military personnel
- (x) The veterans health care program
- (xi) The Civilian Health and Medical Program of the Uniformed Services (CHAMPUS)
- (xii) The Indian Health Service program
- (xiii) The Federal Employees Health Benefits Program
- (xiv) An approved State child health plan providing benefits for child health assistance
- (xv) The Medicare+Choice program
- (xvi) A high-risk pool that is a mechanism established under State law to provide health insurance coverage or comparable coverage to eligible individuals.
- (xvii) Any other individual or group plan, or combination of individual or group plans, that provides or pays for the cost of medical care

Health plan excludes:(i) Any policy, plan, or program to the extent that it provides, or pays for the cost of,

excepted benefits listed in the Public Health Service Act (42 U.S.C. 300gg-91(a)(2)); and (ii) A government-funded program: Whose principal purpose is other than providing, or paying the cost of, health care; or Whose principal activity is: The direct provision of health care to persons; or The making of grants to fund the direct provision of health care to persons. 45 CFR § 160.103
Health Care Clearinghouse A public or private entity, including a billing service, repricing company, community health management information system or community health information system and "value-added" networks and switches, that does either of the following functions: (1) Processes or facilitates the processing of health information received from another entity in a nonstandard format or containing nonstandard data content into standard data elements or a standard transaction. (2) Receives a standard transaction from another entity and processes or facilitates the processing of health information into nonstandard format or nonstandard data content for the receiving entity. 45 CFR § 160.103
Business associate ☐ A person who: (i) On behalf of a covered entity or organized health care arrangement performs/assists in the performance of a function or activity involving the use or disclosure of individually identifiable health information; or



		Consent obtained by a covered entity generally does not permit another covered entity to use or disclose protected health information. 45 CFR § 164.501;506
		Other uses/disclosures require authorization.
Elements of written consent	□ Specific name/general designation of the person permitted to disclose □ Name/title of individual or name of organization to which disclosure is to be made □ Name of the subject □ Purpose of the disclosure □ How much/what kind of information is to be disclosed □ Signature of the subject □ Date on which consent signed □ Revocation statement indicating that consent may be withdrawn at any time, except to the extent that the person who is to make the disclosure has already acted in reliance on it □ Date/event/condition of expiration of consent, if not revoked earlier 35 P.S. § 7607(c)	The consent must be written in plain language and: Inform the individual that protected health information may be used and disclosed to carry out treatment, payment, or health care operations Refer the individual to statutory notice for a more complete description of such uses and disclosures and state that the individual has the right to review the notice prior to signing the consent If the covered entity has reserved the right to change its privacy practices, state that the terms of its notice may change and describe how the individual may obtain a revised notice State that: The individual has the right to request that the covered entity restrict how protected health information is used or disclosed to carry out treatment, payment, or health care operations; The covered entity is not required to agree to requested restrictions; and If the covered entity agrees to a requested restriction, the restriction is binding on the covered entity State that the individual has the right to revoke the consent in writing, except to the extent that the covered entity has acted in reliance on it Be signed by the individual and dated. 45 CFR § 164.506(c) The authorization must be written in plain language and include:
		The authorization must be written in plain language and include:

		□ A description of the information to be used or disclosed that identifies the information in a specific and meaningful fashion □ The name or other specific identification of the person(s), or class of persons, authorized to make the requested use or disclosure □ The name or other specific identification of the person(s), or class of persons, to whom the covered entity may make the requested use or disclosure □ An expiration date or an expiration event that relates to the individual or the purpose of the use or disclosure □ A statement of the individual's right to revoke the authorization in writing and the exceptions to the right to revoke, together with a description of how the individual may revoke the authorization □ A statement that information used or disclosed pursuant to the authorization may be subject to redisclosure by the recipient and no longer be protected by this rule □ Signature of the individual and date □ If the authorization is signed by a personal representative of the individual, a description of their authority to act for the individual. 45 CFR § 164.508
Testing	No HIV-related test can be performed without written consent of the subject, including an explanation of the test, its purpose, potential uses, limitations, and the meaning of results. All tests require pre-test counseling. No test can be determined or reported positive without a confirmatory test. No test results (positive or	
	negative) can be revealed without immediate face-to-face counseling. 35 P.S. § 7605	

Confidentiality Obligations & Disclosure Use for treatment/payment/health care operations Generally No person/employee or their agent may disclose or be compelled to disclose any requires consent prior to using or disclosing protected confidential HIV-related information they health information. When using or disclosing protected obtain either in the course of providing health health information or when requesting protected health or social service or as a result of a written information from another entity, reasonable efforts must be made to limit protected health information release from a patient. to the minimum necessary to accomplish the 35 P.S. § 7607(a) intended purpose of the use, disclosure, or request. Consent is defective if it: Has expired **Defective consent:** lacks a required element or has On its face substantially fails to conform been revoked. to the necessary written elements 45 CFR § 164.506 Is known to have been revoked Is known by the person holding the Defective authorization: information to be materially false The expiration date has passed or the expiration 35 P.S. § 7607(d) event is known by the covered entity to have occurred It has not been filled out completely Disclosure must be accompanied by: It is known by the covered entity to have been revoked "This information has been disclosed to you It lacks a required element from records protected by Pennsylvania law. Any material information in it is known by the Pennsylvania law prohibits you from making any covered entity to be false further disclosure of this information unless 45 CFR § 164.508 further disclosure is expressly permitted by the written consent of the person to whom it pertains or is authorized by the Confidentiality in HIV-Related Information Act. A general authorization for the release of medical or other information is not sufficient for this purpose." 35 P.S. § 7607(e) Disclosure obligations Institutional health care provider **Business associates** by specific entities

☐ If the provider has access to or maintains individually identifying confidential HIV-related information it must establish written procedures for confidentiality and disclosure of the records in accordance with the Act. 35 P.S. § 7607(f)	□ A consent/authorization is not required for covered entities to disclose protected health information to their business associates and to allow their business associates to create and receive protected health information on their behalf. □ Whenever a covered entity has a business associate arrangement that involves the use or disclosure of protected health information, the covered entity is required to have a written agreement that protects the privacy of the information. □ A business associate must make available protected health information to the same extent the covered entity must. 45 CFR § 164.502(e); 164.504(e)
	Indirect providers ☐ Generally speaking, an indirect health care provider is a provider who only interacts with physicians, not patients. ☐ Indirect health care providers may use and disclose a patient's protected health information
	for treatment, payment, or health care operations purposes without a consent. 45 CFR § 164.514; 164.501
	Individuals involved in the patient's care/payment for it A consent/authorization generally is not
	needed to disclose a patient's protected health information to someone involved in the patient's care or payment for it.
	☐ This does not apply if the covered entity has agreed to a patient request not to make such disclosures.
	☐ When invoking this exception, a covered

		entity is also required to limit the disclosure to information that is directly relevant to the recipient's involvement with the patient's care or payment for it. If the patient is present for, or otherwise available prior to, the disclosure, and has the capacity to make health care decisions, the covered entity must provide the patient with the opportunity to agree or object to the disclosure and may not disclose if the patient objects. 45 CFR § 164.501(b)
Insurer obligations	HIV-related tests can only be performed with written consent of the subject. Negative test results are only disclosed if the subject requests notification. Positive results can only be disclosed to the physician, state/local health department, or local community-based organization designated on the written consent form. The designee shall then notify the subject. 35 P.S. § 7606(h)	Under HIPAA, health plans have some distinctive disclosure and information-protection obligations related to plan sponsors (generally employers offering benefits). Health plans may: □ Disclose information to the plan sponsor if the plan's documents restrict uses and disclosures by the sponsor pursuant to the privacy regulations Contracts between health plans and sponsors must contain language indicating agreement to abide by privacy provisions. A group health plan/ health insurance issuer/ HMO may disclose summary health information (summarizes the claims history, expenses, type of claims; individual identifiers must be deleted) to the plan sponsor, if the plan sponsor requests the summary health information for the purpose of obtaining premium bids or modifying/amending/terminating the group health plan. See generally 45 CFR § 164.504.

Permissible disclosure without consent

When/to whom confidential information may be disclosed without consent of
subject

	Subject/patient
	Physician who ordered the test
	Anyone specifically named in the written
conse	nt form
	Agents/employees/medical staff member
of hea	Ith care providers that are involved in the
medic	al care or treatment of the subject if the
inform	ation was received during the course of
the su	bject's diagnosis or treatment by the
provid	er
	Oversight agencies including peer review
organi	izations/committees, nationally recognized
accred	ditation agencies, federal/state
goveri	nment agencies with responsibilities over
health	care providers
	Individual health care providers involved
in the	care of the subject or consulted to
detern	nine diagnosis/treatment of the subject
when	knowledge of the condition/test result is
neces	sary to provide emergency care or
approp	priate treatment
	Insurers, when necessary to reimburse
health	care providers or pay claims
	Those authorized to
gather	r/transmit/receive vital statistics
	State/local departments and boards of
health	as authorized by state disease
prevei	ntion/control law
	Anyone allowed access pursuant to a
court o	
	Funeral directors responsible for the
accep	tance/preparation of a deceased subject
	Employees and contracted residential

To the subject/individual
To health care entities with valid aut

To health care entities with valid authorization for reasons that do not require consent and are other than treatment, payment, or health care operations 45 CFR § 164.502

A covered health care provider may, without consent, use or disclose protected health information to carry out treatment, payment, or health care operations, if:

☐ The provider has an **indirect treatment relationship** with the individual; or

☐ The provider created or received the protected health information in the course of providing health care to an individual who is an inmate.

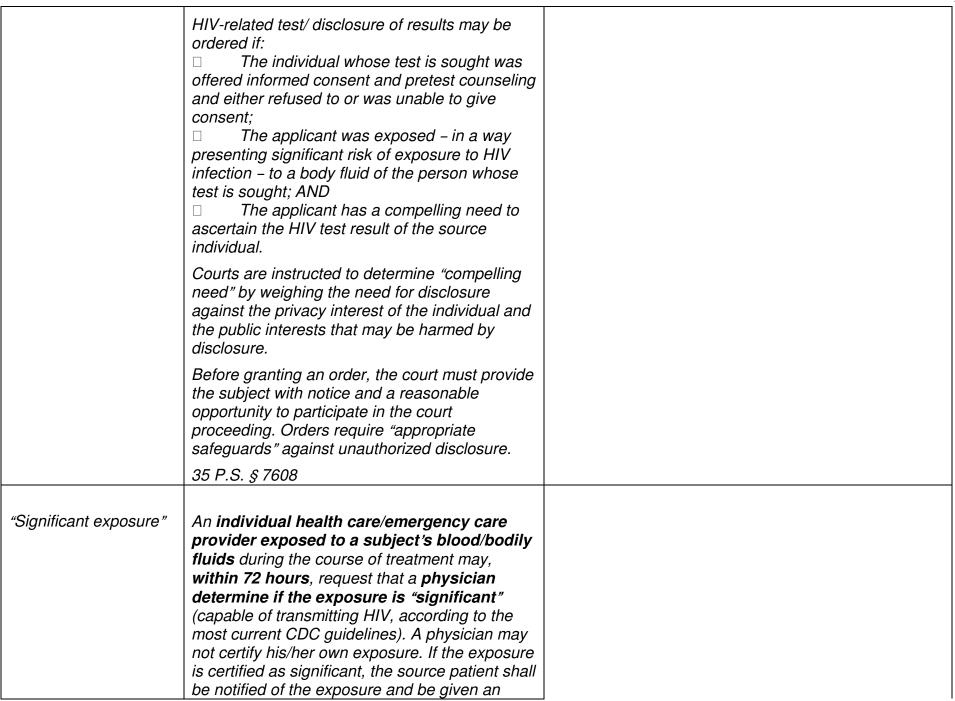
A covered health care provider may, without prior consent, use or disclose protected health information created or received to carry out treatment, payment, or health care operations:

☐ In emergency treatment situations, if the provider attempts to obtain consent as soon as reasonably practicable after the delivery of such treatment

☐ If the provider is **required by law to treat the individual**, and the provider attempts to obtain consent but is unable to

If a provider attempts to obtain consent from the individual but is unable to due to substantial barriers to communicating with the individual, and the provider determines, in the exercise of professional judgment, that the individual's consent to receive

	providers of county/state agencies for mental health/ retardation, children/youth, juvenile probation, and delinquent youth who are: Generally authorized to receive medical information; Responsible for ensuring the subject receives appropriate health care; and Need to know the HIV-related information to ensure such care is provided. 35 P.S. § 7607(a)	treatment is clearly inferred from the circumstances. 45 CFR § 164.506 HIPAA permits covered entities to use/disclose protected health information without consent or authorization to the extent necessary in specified situations, including: Public health reporting Reporting victims of abuse, neglect, or domestic violence Health oversight activities Judicial and administrative proceedings Law enforcement Coroners, medical examiners, and funeral directors Organ, eye, tissue donation Research purposes, with Institutional Review Board approval Avoid a "serious threat to health or safety" Specialized governmental functions 45 CFR § 164.512 Exceptions to general confidentiality obligations: Disclosures to or requests by a health care provider for treatment Uses or disclosures made to the individual or pursuant to an authorization Uses or disclosures that are required by law or for compliance with the law 45 CFR § 164.502
Court-ordered disclosure	Only if: The person seeking the information has demonstrated a compelling need for it that cannot be accommodated by other means; or The person seeking to disclose the information has a compelling need to do so.	A covered entity may disclose protected health information to law enforcement officials if required by law or pursuant to a court order, grand jury subpoena, or administrative request, if the information is relevant and material and the request is specific and limited in scope. 45 CFR § 164.512



	opportunity to consent to HIV testing. If the source patient refuses, then his/her available blood may be tested. Available blood is blood in the possession of the institutional health care provider or the source patient's physician pursuant to a valid authorization.	
	The exposed provider can only be notified of the results of the test if the results of the provider's own baseline HIV test were negative. No further disclosure of these test results is permitted.	
	35 P.S. § 7603 (definition); 7606	
Partner notification	Physicians may disclose confidential HIV- related information if: Disclosure is made to a known contact (needle- or sex-sharing partner of the subject); The physician reasonably believes disclosure is medically appropriate and there is a significant risk of future infection to the contact; The physician has counseled the subject on the need to notify the contact, and the physician reasonably believes the subject will not inform the contact or abstain from sexual/needle-sharing behavior that poses a significant risk of infection to the contact; and The physician has informed the subject of his intent to disclose.	
	During the disclosure, the physician cannot disclose the identity of the subject to the contact. There is no affirmative duty to identify, locate, or notify any contact.	

35 P.S. § 7609	
	Look to whether state law is "more stringent" than federal for nonconsensual disclosure. HIPAA does permit use/disclosure of protected health information without consent or authorization for purposes of: Mandatory reporting under federal, state, or
	local law □ Voluntary disclosure in limited situations to foster public health, including disclosure to a: □ public health authority that is authorized by law to collect or receive such information for the purpose of
	preventing or controlling disease, injury, or disability; public health authority/appropriate government authority authorized by law to receive reports of child abuse or neglect;
	 person subject to the jurisdiction of the Food and Drug Administration for adverse events or product tracking; person who may have been exposed to a
	communicable disease or may otherwise be at risk of contracting or spreading a disease or condition, if the covered entity or public health authority is authorized by law to notify such person as necessary in the conduct of a public health intervention or investigation; or
	 employers, about an individual who is a member of the workforce, in select situations
	Preventing or lessening a serious and imminent threat to health or safety if the disclosure is to people able to prevent or lessen the harm or to law enforcement to identify an individual if there is evidence that the person admitted to participating in a violent crime or the person has escaped from custody

		Law enforcement for the purpose of providing health care services to an inmate and to protect the health and safety of the inmate or others
		45 CFR § 164.512
Enforcement		
Violations	The Act establishes a private right of action. Each disclosure or each test conducted in violation of the provisions of the Act is a separate violation for purposes of civil liability. 35 P.S. § 7611	Individuals may file complaints with the Secretary of DHHS regarding HIPAA violations by covered entities. The Secretary of DHHS may also undertake "compliance reviews" to determine whether covered entities are in violation.
		45 CFR 160.306 <i>; 308</i>
Damages	Compensatory damages are available for violations of the Act. Disclosure by a physician/physician's employee in violation of	DHHS may impose civil monetary penalties of up to \$100 per person per violation, and up to \$25,000 per person per violation for a calendar year.
	the significant exposure testing/reporting requirements entitles the litigant to reasonable attorney's fees and costs. 35 P.S. § 7610	Criminal penalties are also available for knowing misuse of health identifiers or information, use under false pretenses, and intent to sell, transfer or use information for commercial advantage, personal gain, or malicious harm.
		42 USC § 1320d