Dear Nevada State Board of Dental Examiners,

The practice of dental medicine has evolved as research established the relationship between oral health and systemic well-being. Dental professionals serve a fundamental role in providing health care, medical education, and public health improvement programs. During the current pandemic, all healthcare professionals are being called upon to practice at the top of their license to increase access to care.

The coronavirus disease 2019 (COVID-19) is impacting medical and dental communities worldwide. Currently, 95% of dental practices treat patients in their community while taking precautions and practicing safety during the pandemic. Oral health is fundamental to general health, and this is illustrated by the fact that 9% of Americans annually visit their dentist but not their physician. If patients could receive influenza and COVID-19 vaccines during their routine dental appointment, the spread of infectious communicable diseases could be reduced. Dentists and dental hygienists should have the opportunity to provide life-saving vaccinations to their patients and the community to bridge healthcare delivery gaps.

According to Immunize Nevada, vaccines save more than 33,000 lives in the U.S., prevent 14 million disease cases, and save $43.3 billion in healthcare costs. Vaccinations play a critical role in keeping individuals healthy and eradicating severe diseases for the entire community. The influenza vaccine will be more critical during the COVID-19 pandemic. However, Nevada is ranked 48th in the nation for annual flu vaccination amongst six months to 17-year-olds.

Adopting regulatory language that allows Nevada dentists and dental hygienists to administer vaccinations and provide pandemic vaccination support will increase access to life-saving vaccinations from highly trained practitioners. The Nevada State Board of Dental Examiners (NSBDE) has authority under NRS 631.190 to follow the administrative process outlined in NRS 233B and adopt either emergency or permanent regulations. An inclusion of dentists and dental hygienists into the community of vaccine capable providers will boost Nevada's vaccination rates. Healthcare workforce capacity will be of crucial importance when a COVID-19 vaccination becomes available. Furthermore, clarification and adoption of a regulation to permit Nevada's licensed dental professionals to administer vaccinations are prudent and a potentially significant component of Nevada's COVID-19 response.

Items for consideration:

- The Centers for Disease Control and Prevention has notified Nevada that a coronavirus vaccine may be available in late October or early November 2020 for healthcare workers and high-risk populations. Since there will be a phased approach for vaccine administration, the vaccination may be available for public inoculation by pharmacists and dental professionals (if scope of practice is expanded) in late January/early February 2021.
• NRS 233B.0395-061 outlines the adoption of proposed permanent or temporary regulations. For the 2020 calendar year, the deadline for proposed regulations was June 30th. The Legislative Counsel Bureau (LCB) will begin reviewing proposed permanent regulations after July 1st of 2021. Any regulations created now will be temporary as LCB review is not be possible until 2021.

• NRS 233B.0613 outlines the process for the creation of emergency regulation. Emergency regulation is active for 120 days from adoption and is not typically renewed after the expiration date.

• Model standing orders, as created by the Oregon Health Authority and outlined in Oregon's dental vaccination regulation, could be recreated for Nevada dental professionals. Model standing orders are prewritten orders and specific instructions for administration and frequency of a given vaccine. These orders provide a level of clarification and a foundation of immunization knowledge that protects the public's health and safety. It is recommended that NSBDE consider allowing the Division to create these informational guides.

• NSBDE has an unprecedented opportunity to protect, promote, and improve Nevadans' public health by permitting dental professionals to administer vaccines. Oral health professionals can and should be part of Nevada's vaccine distribution task force.

Additionally, NSBDE's review and ruling of advisory opinions submitted by Dr. Capurro, DPBH State Dental Health Officer, are requested. Advisory opinions on the inclusion of dental professionals into NAC 652.397 for in-office waive testing, and fluoride varnish distribution and application as part of the Nevada Action Network have been submitted.

We urge NSBDE to consider adopting a scope of practice expansion for dental professionals to prescribe and administer vaccines as part of a safe and effective disease prevention strategy. Dental professionals can positively impact vaccination rates, improve population health, and encourage dental-medical integration. The Division of Public and Behavioral Health is available to assist NSBDE during the regulatory process.

Thank you for your prompt attention to this matter.

Respectfully,

Lisa Sherych
Administrator,
Division of Public and Behavioral Health

Ihsan Azzam, MD, PhD
Chief Medical Officer,
Division of Public and Behavioral Health

Antonina Capurro, DMD, MPH, MBA
State Dental Health Officer,
Division of Public and Behavioral Health

CC: Michele White, Chief of Staff, Office of the Governor
Nevada Dental Association
Nevada Dental Hygienists’ Association

Enclosure:

a. White paper: Opportunity for Dentistry to Provide Immunizations as Part of the Disease Prevention Strategy During the COVID-19 Pandemic
Opportunity for Dentistry to Provide Immunizations as Part of the Disease Prevention Strategy During the COVID-19 Pandemic
Created for the Nevada Oral Health Program
by Dr. Capurro, Nevada State Dental Health Officer and Ms. Gomez, Program Intern.

Synopsis

In 2019, Oregon became the first state to allow dentists to provide vaccinations to all patients. Minnesota and Illinois allow dentists to vaccinate against the flu for adults only. Vaccinations are an effective public health tool to reduce the spread of infectious diseases.

According to Immunize Nevada, vaccines save more than 33,000 lives in the U.S., prevent 14 million disease cases, and save $43.3 billion in healthcare costs (6). Vaccinations play a critical role in keeping individuals healthy and eradicating severe diseases for the entire community. The influenza vaccine will be more critical during the COVID-19 pandemic. However, Nevada is ranked 48th in the nation for annual flu vaccination amongst six months to 17-year-olds (6).

Adopting regulatory language that allows Nevada dentists and dental hygienists to administer vaccinations and provide pandemic vaccination support will increase access to life-saving vaccinations from highly trained practitioners. The Nevada State Board of Dental Examiners (NSBDE) has authority under NRS 631.190 to follow the administrative process outlined in NRS 233B and adopt either emergency or permanent regulations. An inclusion of dentists and dental hygienists into the community of vaccine capable providers will boost Nevada's vaccination rates. Healthcare workforce capacity will be of crucial importance when a COVID-19 vaccination becomes available. Furthermore, clarification and adoption of regulation to permit Nevada’s licensed dental professionals to administer vaccinations is not only prudent but also a potentially significant component of Nevada’s COVID-19 response.

Overview

The coronavirus disease 2019 (COVID-19) is impacting medical and dental communities worldwide. Currently, 95% of dental practices treat patients in their community while taking precautions and practicing safety during the pandemic (1). Oral health is fundamental to general health, and this is illustrated by the fact that more than 31 million people annually visit their dentist, but not their physician (1). If patients could receive influenza or COVID-19 vaccines during their routine dental appointment, the spread of infectious communicable diseases could be reduced. Dentists and dental hygienists should have the opportunity to provide life-saving vaccinations to their patients and the community to bridge healthcare delivery gaps.
Recently the Nevada Board of Pharmacy expanded the scope of practice for pharmacy technicians. Initial and continuing education was stipulated, and a framework was created that NSBDE can follow to allow Nevada dentists and dental hygienists to administer vaccinations safely. As part of the pharmacy technician expansion, pharmaceutical technicians must complete a minimum of one-hour training related to vaccines, immunization, and their administration from one of the following: Immunize Nevada, ACPE-approved CPE, in-service training provided by the owner or managing pharmacist to the pharmaceutical technicians working in or for the pharmacy that ensures the competency of the technicians or other board-approved training (11). In addition, the pharmacy technician must complete one hour of continuing education in a course relating to vaccines, immunization, and administration from one of the resources listed above (11).

Like pharmacists, dentists and dental hygienists are considered an essential healthcare provider. As healthcare professionals, they review medical histories, screen for blood pressure and systemic disease, and refer to primary care physicians as needed. Dental professionals are well equipped to provide vaccinations. They routinely provide injections in the head and neck and are trained in anatomy, microbiology, and pharmacology.

There are many cross overs between oral and systemic health. Human papillomavirus (HPV) vaccination is linked to oral cancer prevention. HPV causes 70% of oropharyngeal cancers in the United States (4). The American Dental Association (ADA) recognizes the HPV vaccine as a means of preventing HPV infections, which are associated with oropharyngeal cancer (2). The HPV vaccine protects against HPV-associated oral cancers (2). The national goal for HPV vaccination is 80%. Nevada's level is well below 60% (6). The HPV vaccination rate could be improved if Nevada's dental professionals were part of the public health vaccination team.

The administration of the influenza vaccine will be essential during the fall period of the COVID-19 pandemic. The influenza vaccination is necessary to protect communities from preventable illnesses and outbreaks and reduce unnecessary burdens to the health care system. Nevada is ranked 48th for annual flu vaccination amongst 6 months to 17-year olds (6). By allowing dentists to administer immunizations, avoidable illness could be curbed by providing convenient vaccinations to patients by their trusted dental team.

Currently, three states have created legislation to allow dentists to administer specific vaccines. Illinois enacted legislation that permits dentists to administer influenza vaccines to adults upon completing state-defined training (3). Minnesota passed legislation in 2014 that allows dentists to provide the influenza vaccine after taking a Board-approved course. And, Oregon passed a bill in 2019 to authorize trained and certified dentists to prescribe and administer vaccines.

Dental Vaccination Statutes

Minnesota
Under the 2019 Minnesota Statutes 150A.055 Administration of Influenza Immunizations
licensed dentists can administer the influenza immunization to patients 19 years of age and older and only by licensed dentists who have: immediate access to emergency equipment, including but not limited to oxygen administration equipment, epinephrine, and other allergic reaction response equipment, are trained in or have completed a program approved by the Minnesota Board of Dentistry; specifically the administration of immunizations. Any dentist giving influenza vaccinations must comply with guidelines established by the Advisory Committee on Immunization Practices relating to vaccines and immunizations, which includes, but is not limited to, vaccine storage and handling, vaccine administration and documentation, and vaccine contraindications and precautions. Once a qualified dentist has administered an influenza vaccine to a patient, the dentist shall report the administration to the immunization to the Minnesota Immunization Information Connection or notify the patient’s primary physician or clinic of the administration of the immunization (9).

**Illinois**

Under the administrative code for Illinois dental practice act, dentists administering flu vaccines, vaccinations are limited to patients 18 years of age and older who consent to the administration of the vaccine and are administered under a valid prescription or standing order by a physician. Before being issued a vaccine, vaccine information statements must be provided to patients. Training courses include a minimum of four hours of: the recognition of contraindications and how to handle adverse reactions, the appropriate methods of storage, handling and disposal of vaccines and all used supplies or contaminated equipment, and proper administration and maintenance of written policies and procedures. Reporting requirements include any adverse events to be reported to the Vaccine Adverse Events Reporting System (VAERS) and the patient’s primary care provider's name. Any dentist who administers the influenza vaccine must enter all patient-level data on the vaccines in the immunization data registry (I-Care) maintained by the Department of Public Health. Within 30 days after administering the vaccine, the dentist must report the administration to the patient's primary care physician (7).

**Oregon**

The Oregon House Bill 2220 authorizes trained and certified dentists to prescribe and administer vaccines. The Oregon Board of Dentistry states that a certified dentist may prescribe and administer vaccines to a person with whom the dentist has established a patient relationship. The board may issue a vaccination certificate to a dentist who has completed a training course described in the subsection, pays the certification fee, and meets other board requirements. The dentist must report the prescription and administration of vaccines to the immunization registry created by the Oregon Health Authority (10).

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**Dental Vaccination Precedent**

According to the Association of State and Territorial Health Officials (ASTHO), there is a precedent of expanding the scope of practice for dental professionals during public health
emergencies. During the 2009 H1N1 Influenza Pandemic, the following scope of practice expansions occurred(3):

1. Licensed or certified professionals authorized to administer seasonal and H1N1 vaccine as per state health agency instructions and completion of a training program. (I.L.)
2. Commissioner of health authorized to permit dentists to administer seasonal and H1N1 vaccine. (M.A.)
3. Commissioner of health authorized to permit dentists to administer vaccinations if a local board of health requests state assistance to respond to a public health threat. (M.N.)
4. Dentists could administer seasonal and H1N1 vaccinations at places of distribution under limited circumstances. (N.Y.)
5. Dental hygienists could administer seasonal and H1N1 vaccinations at places of distribution under limited circumstances. (N.Y.) (3)

Dentists are routinely called upon during emergencies to lend their skill and expertise to public health disaster relief initiatives. In 2012, New York Governor Andrew Cuomo signed an Executive Order (N.068) that allowed those affected by Hurricane Sandy to receive a tetanus shot from pharmacists, emergency medical technicians, and dentists. Governor Cuomo's Executive Order temporarily expanded the scope of practice of New York dentists during the declaration of a state of emergency.

COVID-19 Related Dental Vaccination Proposals

According to U.S. Public Health Service: Per Dr. Tim Ricks USPHS, Chief Dental Officer, approximately 50% of states are considering using oral health professionals to administer the COVID-19 vaccine.

Maryland: The Maryland Board of Dentistry is proposing legislation to allow dentists to administer vaccinations. The Board of Dentistry petitioned Maryland Governor Hogan to approve an order declaring that during the pandemic COVID-19 testing and vaccinations are within dentistry's scope of practice.

Illinois: Emergency directive adopted. DDS/DMD/RDHs will be involved in a mass vaccination effort to provide influenza and SARS CoV-2 vaccine when available.

Missouri: Attempting to expand the dental practice act to allow dentists to provide vaccines. There has been a request to use dentists for mass emergency vaccinations. Dentists are permitted to volunteer to give vaccines within the local health department.

Wisconsin: Dental board is reviewing COVID-19 scope of practice expansion.

COVID-19 Vaccination Expansion in Nevada

On September 11th, Governor Sisolak signed a regulation enabling pharmacy technicians to administer vaccines. The Nevada Board of Dental Examiners can follow the Nevada Board of
Pharmacy’s lead to follow similar legislative guidelines for dentists in Nevada to provide immunizations to their patients. Nevada WebIZ is Nevada’s statewide Immunization Information System. The system is a confidential system that stores vaccination histories throughout an individual's lifetime. Nevada dentists and dental hygienists could use this system to make informed vaccination decisions, exchange data electronically with medical doctors, and record vaccinations. The Centers for Disease Control and Prevention (CDC) and the American Immunization Registry Association (AIRA) work together to provide guidance and best practices to Nevada WebIZ.

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**DPBH Survey**

The Nevada Division of Public and Behavior Health (DPBH) surveyed licensed Nevada dentists who hold a DEA license regarding their interest in providing immunizations. The questions included the following:

Would you be interested in receiving and administering the COVID-19 vaccine in early 2021?
Do you currently vaccinate with flu?
Would you be interested in vaccinating for flu?
Do you currently have a refrigerator to store vaccines?
What type of refrigerator do you have?
How large is the inside of your refrigerator?
Is your refrigerator located in a secure area?
Do you currently have a freezer to store vaccines?
What type of freezer do you have?
How large is the inside of your freezer?
Is your freezer located in a secure area?
Roughly how many patients would you be able to vaccinate in a month?
Does your practice currently offer vaccines other than flu to patients in office?
Is your practice currently enrolled in Nevada WebIZ?
How many of your patients have insurance?
How many staff members within the practice are able/approved to vaccinate?

**DPBH Survey Results**

The DPBH survey was completed by 141 dentists in Nevada. The counties include Carson City, Churchill, Clark, Douglas, Humboldt, Lyon, Washoe, and White Pine counties. 140 of the 141 dentists stated that they would be interested in receiving and administering the COVID-19 vaccine in early 2021.

34% of the dentists reported that they currently vaccinate with the flu. This is most likely a misinterpreted question since dental offices are not authorized to administer vaccines, and 140 participants stated that they do not offer the flu vaccine to their patients. The item may have been misinterpreted as to whether the office staff personally receiving a flu vaccine.
respondents that stated they did not vaccinate for the flu, 78% said they would be interested in vaccinating for the flu.

83% of the survey participants state that they have a refrigerator to store vaccines. 55% say that they have a secure area where the refrigerator is located (only accessible by medical staff). 38% have a somewhat secure area (close to non-medical and medical staff). 46% of participants state that have a freezer to store vaccines and 19% would be interested in purchasing a freezer to store vaccines. 57% state that they have a secure area for freezer storage (not accessible by medical staff).

27% of survey respondents state they can vaccinate 50 patients a month. 23% state they can vaccinate 100 patients per month. 30% state they can vaccinate more than 100 patients a month, and 20% of respondents said they could vaccinate less than 20 patients per month.

**Patient Population Survey Results**

- 54% of the dental offices have patient populations that are healthcare personnel
- 80% of the dental offices have patient populations is 65+ and older
- 67% of dental offices have patient populations ages 26-64 with underlying medical conditions
- 54% of the dental offices have a patient population of pregnant women
- 22% of the dental offices have infant and toddler populations 6-35 months old
- 63% of the dental offices have patient populations of children 8-10 years old
- 79% of the dental offices have patient populations of adolescents 11-18 years old
- 79% of the dental offices have patient populations of adults ages 19-25
- 87% of the dental offices have patient populations of adults ages 26-64

68% of the dentists surveyed stated that they are not enrolled in Nevada WebIZ, 30% were unsure, and 1 was enrolled in Nevada WebIZ.

**Dental Insurance**

- 77% of dental offices reported that over half of their patients have insurance, 12% stated less than half of their patients have insurance. 4 offices reported that all of their patients have insurance, 1 stated that none of their patients have insurance, 11 responded as unknown.

89% of the dental offices stated that less than 5 staff members within the practice are able/approved to vaccinate.

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**Conclusion**

Through immunizations, the Nevada dental community can serve an indispensable role as a public health team member to curb the COVID-19 pandemic. Expansion of Nevada dentists and dental hygienists’ scope of practice will increase access for patients to receive life-saving
vaccinations from highly trained practitioners. Many dental offices see patients who are most at risk for complications due to COVID-19, including the 65 and older population and patients with underlying medical conditions. Additionally, the inclusion of dental professionals into the community of vaccine capable providers will boost Nevada's low vaccination rates.
Example of Statutory and Regulatory Language

Illinois
Dental Practice Act (225 ILCS 25/54.3)

(Section scheduled to be repealed on January 1, 2026)
Sec. 54.3. Vaccinations.
(a) Notwithstanding Section 54.2 of this Act, a dentist may administer vaccinations upon completion of appropriate training set forth by rule and approved by the Department on appropriate vaccine storage, proper administration, and addressing contraindications and adverse reactions. Vaccinations shall be limited to patients 18 years of age and older pursuant to a valid prescription or standing order by a physician licensed to practice medicine in all its branches who, in the course of professional practice, administers vaccines to patients or if it is a general policy or recommendation published by the Centers for Disease Control or the Director of Public Health. Methods of communication shall be established for consultation with the physician in person or by telecommunications.

(b) Vaccinations administered by a dentist shall be limited to influenza (inactivated influenza vaccine and live attenuated influenza intranasal vaccine). Vaccines shall only be administered by the dentist and shall not be delegated to an assistant or any other person. Vaccination of a patient by a dentist shall be documented in the patient's dental record and the record shall be retained in accordance with current dental recordkeeping standards. The dentist shall notify the patient's primary care physician of each dose of vaccine administered to the patient and shall enter all patient level data or update the patient's current record. The dentist may provide this notice to the patient's physician electronically. In addition, the dentist shall enter all patient level data on vaccines administered in the immunization data registry maintained by the Department of Public Health.

(c) A dentist shall only provide vaccinations under this Section if contracted with and credentialed by the patient's health insurance, health maintenance organization, or other health plan to specifically provide the vaccinations allowed under this Section. Persons enrolled in Medicare or Medicaid may only receive the vaccinations allowed for under this Section from dentists who are authorized to do so by the federal Centers for Medicare and Medicaid Services or the Department of Healthcare and Family Services.

(d) The Department shall adopt any rules necessary to implement this Section.
(e) This Section is repealed on January 1, 2026.
(Source: P.A. 101-162, eff. 7-26-19.)
Subdivision 1. Practice of dentistry.

A person licensed to practice dentistry under sections 150A.01 to 150A.14 shall be deemed to be practicing dentistry while participating in the administration of an influenza vaccination.

Subd. 2. Qualified dentists.

(a) The influenza immunization shall be administered only to patients 19 years of age and older and only by licensed dentists who:

(1) have immediate access to emergency response equipment, including but not limited to oxygen administration equipment, epinephrine, and other allergic reaction response equipment; and

(2) are trained in or have successfully completed a program approved by the Minnesota Board of Dentistry, specifically for the administration of immunizations. The training or program must include:

(i) educational material on the disease of influenza and vaccination as prevention of the disease;

(ii) contraindications and precautions;

(iii) intramuscular administration;

(iv) communication of risk and benefits of influenza vaccination and legal requirements involved;

(v) reporting of adverse events;

(vi) documentation required by federal law; and

(vii) storage and handling of vaccines.

(b) Any dentist giving influenza vaccinations under this section shall comply with guidelines established by the federal Advisory Committee on Immunization Practices relating to vaccines and immunizations, which includes, but is not limited to, vaccine storage and handling, vaccine administration and documentation, and vaccine contraindications and precautions.

Subd. 3. Coordination of care.

After a dentist qualified under subdivision 2 has administered an influenza vaccine to a patient, the dentist shall report the administration of the immunization to the Minnesota Immunization Information Connection or otherwise notify the patient's primary physician or clinic of the administration of the immunization.
Oregon:

House Bill 2220

SECTION 1. Section 2 of this 2019 Act is added to and made a part of ORS chapter 679. 

SECTION 2. (1)(a) In accordance with rules adopted by the Oregon Board of Dentistry, a dentist may prescribe and administer vaccines to a person with whom the dentist has established a patient relationship. 

(b) The board shall approve a training course on the prescription and administration of vaccines. The board may approve a training course offered by the Centers for Disease Control and Prevention, the American Dental Association or its successor organization or other similar federal agency or professional organization. 

(c) The board may adopt other rules as necessary to carry out this section. 

(2) The board shall adopt rules relating to the prescription and administration of vaccines by dentists, including rules requiring dentists to: 

(a) Report the prescription and administration of vaccines to the immunization registry created by the Oregon Health Authority pursuant to ORS 433.094;
(b) Prior to administering a vaccine, review the patient’s vaccination history in the immunization registry described in this subsection;
(c) Comply with protocols established by the authority for the prescription and administration of vaccines under subsection (1) of this section; and
(d) Comply with any applicable rules adopted by the authority related to vaccines.
(3) In consultation with the board, the authority may adopt rules related to vaccines prescribed and administered by dentists.

SECTION 3. ORS 433.095 is amended to read:
433.095. The Oregon Health Authority shall adopt rules requiring dentists and pharmacists to report information about the administration of vaccines to the immunization registry created under ORS 433.094.

SECTION 4. ORS 679.010 is amended to read:
679.010. As used in this chapter and ORS 680.010 to 680.205, unless the context requires otherwise: (see link for full text)

SECTION 5. ORS 679.020 is amended to read: (see link for full text)

SECTION 6. (1) Section 2 of this 2019 Act and the amendments to ORS 433.095, 679.010 and 679.020 by sections 3 to 5 of this 2019 Act become operative on January 1, 2020.
(2) The Oregon Board of Dentistry and the Oregon Health Authority may take any action before the operative date specified in subsection (1) of this section that is necessary to enable the board and the authority to exercise, on and after the operative date specified in subsection (1) of this section, all of the duties, functions and powers conferred on the board and the authority by section 2 of this 2019 Act and the amendments to ORS 433.095, 679.010 and 679.020 by sections 3 to 5 of this 2019 Act.

SECTION 7. This 2019 Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this 2019 Act takes effect on its passage.

References