

**SENATE . . . . . No. 712**

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**The Commonwealth of Massachusetts**

PRESENTED BY:

***Mark C. Montigny***

*To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:*

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act to promote transparency and prevent price gouging of pharmaceutical drug prices.

PETITION OF:

NAME:	DISTRICT/ADDRESS:	
<i>Mark C. Montigny</i>	<i>Second Bristol and Plymouth</i>	
<i>James B. Eldridge</i>	<i>Middlesex and Worcester</i>	<i>1/30/2019</i>
<i>Paul R. Feeney</i>	<i>Bristol and Norfolk</i>	<i>1/25/2019</i>
<i>Michael J. Barrett</i>	<i>Third Middlesex</i>	<i>2/1/2019</i>
<i>Anne M. Gobi</i>	<i>Worcester, Hampden, Hampshire and Middlesex</i>	<i>1/30/2019</i>
<i>Bruce E. Tarr</i>	<i>First Essex and Middlesex</i>	<i>1/30/2019</i>
<i>Christopher Hendricks</i>	<i>11th Bristol</i>	<i>1/29/2019</i>
<i>Patrick M. O'Connor</i>	<i>Plymouth and Norfolk</i>	<i>1/29/2019</i>
<i>Rebecca L. Rausch</i>	<i>Norfolk, Bristol and Middlesex</i>	<i>1/30/2019</i>
<i>Michael D. Brady</i>	<i>Second Plymouth and Bristol</i>	<i>1/31/2019</i>
<i>Diana DiZoglio</i>	<i>First Essex</i>	<i>1/31/2019</i>
<i>Donald F. Humason, Jr.</i>	<i>Second Hampden and Hampshire</i>	<i>1/31/2019</i>
<i>Michael O. Moore</i>	<i>Second Worcester</i>	<i>2/1/2019</i>
<i>Frank A. Moran</i>	<i>17th Essex</i>	<i>4/4/2019</i>

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By Mr. Montigny, a petition (accompanied by bill, Senate, No. 712) of Mark C. Montigny, James B. Eldridge, Paul R. Feeney, Michael J. Barrett and other members of the General Court for legislation to promote transparency and prevent price gouging of pharmaceutical drug prices. Health Care Financing.

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[SIMILAR MATTER FILED IN PREVIOUS SESSION  
SEE SENATE, NO. 652 OF 2017-2018.]

**The Commonwealth of Massachusetts**

—————  
**In the One Hundred and Ninety-First General Court  
(2019-2020)**  
—————

An Act to promote transparency and prevent price gouging of pharmaceutical drug prices.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1           SECTION 1. Section 1 of chapter 6D of the General Laws, as appearing in the 2016  
2 Official Edition, is hereby amended by inserting after the definition of “Performance penalty” the  
3 following 2 definitions:-

4           “Pharmaceutical manufacturing company”, an entity engaged in the production,  
5 preparation, propagation, conversion or processing of prescription drugs, directly or indirectly,  
6 by extraction from substances of natural origin or independently by means of chemical synthesis  
7 or by a combination of extraction and chemical synthesis or an entity engaged in the packaging,  
8 repackaging, labeling, relabeling or distribution of prescription drugs; provided, however, that  
9 "Pharmaceutical manufacturing company" shall not include a wholesale drug distributor licensed

10 under section 36B of chapter 112 or a retail pharmacist registered under section 39 of said  
11 chapter 112.

12 “Pharmacy benefit manager”, a person or entity that administers: (i) a prescription drug,  
13 prescription device or pharmacist services; or (ii) a prescription drug and device and pharmacist  
14 services portion of a health benefit plan on behalf of a plan sponsor including, but not limited to,  
15 self-insured employers, insurance companies and labor unions; provided, however, that  
16 “Pharmacy benefit manager” shall include a health benefit plan that does not contract with a  
17 pharmacy benefit manager and administers its own: (a) prescription drug, prescription device or  
18 pharmacist services; or (b) prescription drug and device and pharmacist services portion, unless  
19 specifically exempted by the center.

20 SECTION 2. Said section 1 of said chapter 6D, as so appearing, is hereby further  
21 amended by inserting after the definition of “Physician” the following definition:-

22 “Pipeline drugs”, prescription drug products containing a new molecular entity for which  
23 the sponsor has submitted a new drug application or biologics license application and received an  
24 action date from the federal Food and Drug Administration.

25 SECTION 3. Section 6 of said chapter 6D, as so appearing, is hereby amended by adding  
26 the following paragraph:-

27 If the analysis of spending trends with respect to the pharmaceutical or biopharmaceutical  
28 products increases the expenses of the commission, the estimated increases in the commission’s  
29 expenses shall be assessed fully to pharmaceutical manufacturing companies and pharmacy  
30 benefit managers in the same manner as the assessment under section 68 of chapter 118E. A  
31 pharmacy benefit manager that is a surcharge payor subject to the preceding paragraph and

32 administers its own prescription drug, prescription device or pharmacist services or prescription  
33 drug and device and pharmacist services portion shall not be subject to additional assessment  
34 under this paragraph.

35 SECTION 4. Section 8 of said chapter 6D, as so appearing, is hereby amended by  
36 striking out, in line 32, the words “ and (xi) ” and inserting in place thereof the following words:-  
37 (xi) not less than 3 representatives of the pharmaceutical industry; (xii) at least 1 pharmacy  
38 benefit manager; and (xiii).

39 SECTION 5. Said section 8 of said chapter 6D of the General Laws, as so appearing, is  
40 hereby amended by inserting after the word “commission”, in line 59, the first time it appears,  
41 the following words:- ; and (iii) in the case of pharmacy benefit managers and pharmaceutical  
42 manufacturing companies, testimony concerning factors underlying prescription drug costs and  
43 price increases, the impact of manufacturer rebates, discounts and other price concessions on net  
44 pricing, the availability of alternative drugs or treatments and any other matters as determined by  
45 the commission.

46 SECTION 6. Said chapter 6D is hereby further amended by inserting after section 15 the  
47 following section:-

48 Section 15A. (a) The commission shall conduct an annual study of pharmaceutical  
49 manufacturing companies with pipeline drugs, generic drugs or biosimilar drug products that  
50 may have a significant impact on statewide health care expenditures; provided, however, that the  
51 commission may issue interim studies if it deems it necessary. The commission may contract  
52 with a third-party entity to implement this section that has familiarity with the development and

53 approval of pharmaceuticals or biologics or studies and compares the clinical effectiveness and  
54 value of prescription drugs.

55 (b) A pharmaceutical manufacturing company shall, provide early notice to the  
56 commission for: (i) a pipeline drug; (ii) an abbreviated new drug application for generic drugs,  
57 upon submission to the federal Food and Drug Administration; or (iii) a biosimilar biologics  
58 license application upon the receipt of an action date from the federal Food and Drug  
59 Administration. The commission shall make early notice information available to the office of  
60 Medicaid or another agency in addition to acute hospitals, ambulatory surgical centers and  
61 surcharge payors, as deemed appropriate.

62 Early notice shall be submitted to the commission not later than 60 days after receipt of  
63 the federal Food and Drug Administration action date or after the submission of an abbreviated  
64 new drug application to the federal Food and Drug Administration action.

65 For each prescription drug product, early notice shall include a brief description of the: (i)  
66 primary disease, health condition or therapeutic area being studied and the indication; (ii) route  
67 of administration being studied; (iii) clinical trial comparators; and (iv) estimated year of market  
68 entry. To the extent possible, information shall be collected using data fields consistent with  
69 those used by the federal National Institutes of Health for clinical trials.

70 For each pipeline drug, early notice shall include whether the drug has been designated  
71 by the federal Food and Drug Administration: (i) orphan drug; (ii) fast track; (iii) breakthrough  
72 therapy; (iv) for accelerated approval; or (v) priority review for a new molecular entity.

73 Notwithstanding the foregoing, submissions for drugs in development that receive such a  
74 designation by the federal Food and Drug Administration for new molecular entities shall be  
75 provided as soon as practical upon receipt of the relevant designation.

76 (c) The commission shall assess pharmaceutical manufacturing companies for the  
77 implementation of this section in a similar manner to the annual registration fees and other  
78 assessments related to the annual marketing disclosure reports required under section 2A of  
79 chapter 111N.

80 (d) Notwithstanding any general or special law to the contrary, information provided  
81 under this section shall be protected as confidential and shall not be a public record under clause  
82 Twenty-sixth of section 7 of chapter 4 or under chapter 66.

83 SECTION 7. Chapter 12 of the General Laws, as so appearing, is hereby amended by  
84 striking out section 11N and inserting in place thereof the following section:-

85 Section 11N. (a) The attorney general shall monitor trends in the health care market  
86 including, but not limited to, trends in provider organization size and composition, consolidation  
87 in the provider market, payer contracting trends, patient access and quality issues in the health  
88 care market and prescription drug cost trends. The attorney general may obtain the following  
89 information from a private health care payer, public health care payer, pharmaceutical  
90 manufacturing company, pharmacy benefit manager, provider or provider organization as any of  
91 those terms may be defined in section 1 of chapter 6D: (i) any information that is required to be  
92 submitted under sections 8, 9 10 and 10A of chapter 12C; (ii) filings, applications and supporting  
93 documentation related to any cost and market impact review under section 13 of said chapter 6D;  
94 (iii) filings, applications and supporting documentation related to a determination of need

95 application filed under section 25C of chapter 111; and (iv) filings, applications and supporting  
96 documentation submitted to the federal Centers for Medicare and Medicaid Services or the  
97 Office of the Inspector General for any demonstration project. Under section 17 of said chapter  
98 12C and section 8 of said chapter 6D and subject to the limitations stated in those sections, the  
99 attorney general may require that any provider, provider organization, pharmaceutical  
100 manufacturing company, pharmacy benefit manager, private health care payer or public health  
101 care payer produce documents, answer interrogatories and provide testimony under oath related  
102 to health care costs and cost trends, pharmaceutical costs, pharmaceutical cost trends, the factors  
103 that contribute to cost growth within the commonwealth's health care system and the relationship  
104 between provider costs and payer premium rates and the relationship between pharmaceutical  
105 drug costs and payer premium rates.

106 (b) The attorney general may investigate any provider organization referred to the  
107 attorney general by the health policy commission under section 13 of chapter 6D to determine  
108 whether the provider organization engaged in unfair methods of competition or anticompetitive  
109 behavior in violation of chapter 93A or any other law and, if appropriate, take action under said  
110 chapter 93A or any other law to protect consumers in the health care market.

111 (c) The attorney general may investigate a pharmaceutical manufacturing company or  
112 pharmacy benefit manager referred to the attorney general by the center for health information  
113 and analysis under section 11 of chapter 12C to determine whether the pharmaceutical  
114 manufacturing company or pharmacy benefit manager engaged in unfair methods of competition  
115 or anticompetitive behavior in violation of chapter 93A or any other law and, if appropriate, take  
116 action under said chapter 93A or any other law to protect consumers in the health care market.

117 (d) The attorney general may intervene or otherwise participate in efforts by the  
118 commonwealth to obtain exemptions or waivers from certain federal laws regarding provider  
119 market conduct, including, from the federal Office of the Inspector General, a waiver or  
120 expansion of the safe harbors' provided for under 42 U.S.C. § 1320a-7b and obtaining from the  
121 federal Office of the Inspector General a waiver of or exemption from 42 U.S.C. § 1395nn  
122 subsections (a) to (e), inclusive.

123 (e) Nothing in this section shall limit the authority of the attorney general to protect  
124 consumers in the health care market under any other law.

125 SECTION 8. Chapter 12C of the General Laws, as so appearing, is hereby amended by  
126 inserting after section 10 the following section:-

127 Section 10A. (a) The center shall promulgate regulations necessary to ensure the uniform  
128 analysis of information regarding pharmaceutical manufacturing companies and pharmacy  
129 benefit managers and that enable the center to analyze: (i) year-over-year wholesale acquisition  
130 cost changes; (ii) year-over-year trends in net expenditures; (iii) net expenditures on subsets of  
131 brand and generic pharmaceuticals identified by the center; (iv) research and development costs  
132 as a percentage of revenue, costs paid with public funds and costs paid by third parties, to the  
133 extent such costs are attributable to a specific product or set of products; (v) annual marketing  
134 and advertising costs, identifying costs for direct-to-consumer advertising; (vi) annual profits  
135 over the most recent 5-year period; (vii) information regarding trends of estimated aggregate  
136 drug rebates and other price reductions paid by a pharmaceutical manufacturing company in  
137 connection with utilization of all pharmaceutical drug products offered by the pharmaceutical  
138 manufacturing company; (viii) information regarding trends of estimated aggregate drug rebates

139 and other price reductions paid by a pharmacy benefit manager in connection with utilization of  
140 all drugs offered through the pharmacy benefit manager; (ix) information regarding pharmacy  
141 benefit manager practices in passing drug rebates or other price reductions received by the  
142 pharmacy benefit manager to a private or public health care payer or to the consumer; (x)  
143 information regarding discount or free product vouchers that a retail pharmacy provides to a  
144 consumer in connection with a pharmacy service, item or prescription transfer offer or to any  
145 discount, rebate, product voucher or other reduction in an individual's out-of-pocket expenses,  
146 including co-payments and deductibles under section 3 of chapter 175H; (xi) cost disparities  
147 between prices charged to purchasers in the commonwealth and purchasers outside of the United  
148 States and (xii) any other information deemed necessary by the center.

149 (b) The center shall require the submission of available data and other information from  
150 pharmaceutical manufacturing companies and pharmacy benefit managers including, but not  
151 limited to: (i) changes in wholesale acquisition costs for prescription drug products as identified  
152 by the center; (ii) aggregate, company-level and product-specific research and development to  
153 the extent attributable to a specific product or products and other relevant capital expenditures  
154 for the most recent year for which final audited data are available for prescription drug products  
155 as identified by the center; (iii) the price paid by the manufacturer to acquire the prescription  
156 drug product if not developed by the manufacturer; (iv) the 5-year history of any increases in the  
157 wholesale acquisition costs; (v) annual marketing and advertising expenditures apportioned by  
158 activities directed to consumers and prescribers for prescription drug products as identified by  
159 the center; and (vi) a description, suitable for public release, of factors that contributed to  
160 reported changes in wholesale acquisition costs for prescription drug products as identified by  
161 the center.

162 SECTION 9. Section 11 of said chapter 12C is hereby amended by striking out in its  
163 entirety and inserting in place thereof the following:-

164 Section 11. The center shall ensure the timely reporting of information required under  
165 sections 8, 9, 10 and 10A. The center shall notify payers, providers, provider organizations,  
166 pharmacy benefit managers and pharmaceutical manufacturing companies of any applicable  
167 reporting deadlines. The center shall notify, in writing, a private health care payer, provider,  
168 provider organization, pharmacy benefit manager or pharmaceutical manufacturing company that  
169 it has failed to meet a reporting deadline and that failure to respond within 2 weeks of the receipt  
170 of the notice shall result in penalties. The center shall assess a penalty against a private health  
171 care payer, provider, provider organization, pharmacy benefit manager or pharmaceutical  
172 manufacturing company that fails, without just cause, to provide the requested information  
173 within 2 weeks following receipt of the written notice required under this paragraph of up to  
174 \$5,000 per week for each week of delay after the 2-week period following receipt of the written  
175 notice; provided, however, that the maximum annual penalty against a private health care payer,  
176 provider, provider organization, pharmacy benefit manager or pharmaceutical manufacturing  
177 company under this section shall be \$200,000. Amounts collected under this section shall be  
178 deposited in the Healthcare Payment Reform Fund established in section 100 of chapter 194 of  
179 the acts of 2011.

180 The center shall notify the attorney general of any pharmaceutical manufacturing  
181 company or pharmacy benefit manager that fails to comply with this section for further action  
182 pursuant to section 11N of chapter 12 or any other law.

183           For the purposes of this section, the center may promulgate regulations to define “just  
184 cause”.

185           SECTION 10. Said chapter 12C is hereby further amended by striking out section 17, as  
186 so appearing, and inserting thereof the following section:-

187           Section 17. The attorney general may review and analyze any information submitted to  
188 the center under sections 8, 9, 10, 10A and the health policy commission under section 8 of  
189 chapter 6D. The attorney general may require that any provider, provider organization,  
190 pharmaceutical manufacturing company, pharmacy benefit manager or payer produce  
191 documents, answer interrogatories and provide testimony under oath related to health care costs  
192 and cost trends, pharmaceutical cost trends, factors that contribute to cost growth within the  
193 commonwealth's health care system and the relationship between provider costs and payer  
194 premium rates. The attorney general shall keep confidential all nonpublic information and  
195 documents obtained under this section and shall not disclose the information or documents to any  
196 person without the consent of the provider, pharmaceutical manufacturing company, pharmacy  
197 benefit manager or payer that produced the information or documents except in a public hearing  
198 under said section 8 of said chapter 6D, a rate hearing before the division of insurance or in a  
199 case brought by the attorney general, if the attorney general believes that such disclosure will  
200 promote the health care cost containment goals of the commonwealth and that the disclosure  
201 shall be made in the public interest after taking into account any privacy, trade secret or  
202 anticompetitive considerations. The confidential information and documents shall not be public  
203 records and shall be exempt from disclosure under clause Twenty-sixth of section 7 of chapter 4  
204 or section 10 of chapter 66.