

## **SB 384 A: Expanding Overdose Rescue Strategies**

Opiate overdose is a major public health problem in Oregon. More Oregonians, especially young people, are abusing prescription drugs and dying of accidental overdoses as a result. Naloxone is a safe, widely-used antidote available that can reverse the overdose. Oregon law currently allows physicians and emergency medical personnel to use naloxone and it is a common practice in emergency rooms and ambulances.

Senate Bill 384A creates the authority for public health departments and community-based organizations to train lay people to provide this emergency treatment for people who appear to be suffering from an overdose. Training includes administering the medicine as well as non-medical responses, such as rescue breathing and calling 911. Nationwide, community-based intervention programs authorized to train and administer naloxone are credited with reversing more than 10,000 documented overdoses.

### **Background**

#### **More Oregonians are dying from opiate overdose.**

- Prescription opiate overdose deaths in Oregon increased over 400% from 2000 to 2011 (33 to 179 deaths).<sup>1</sup>
- Heroin overdose deaths in Oregon increased 42% from 2002 to 2011 (101 to 143 deaths).<sup>2</sup>

#### **Many Oregonians are at risk for opiate overdose, especially youth.**

- Oregon had the highest rate in the nation for illicit prescription opiate use from 2010-11.<sup>3</sup>
- Hospitalizations in Oregon due to overdose with prescription opiates as the underlying drug increased by 468% from 2000 to 2011 in Oregon (68 to 386 hospitalizations).<sup>1</sup>
- Youth under 26 are increasingly represented in substance abuse treatment for opiates in Oregon, including:
  - 41% of treatment admissions for heroin in 2011 vs. 10% in 1992.<sup>4</sup>
  - 27% of treatment admissions for prescription opiates vs. 13% in 1992.<sup>4</sup>
- Illicit prescription opiate use and heroin use can overlap.<sup>22-25</sup> In a 2011 survey done in Oregon, 45% of heroin users said they were hooked on prescription opiates before they started using heroin (196 out of 431).

### **Issue**

#### **Opiate overdose deaths are preventable. SB 384 A will save lives.**

- Naloxone is a generic, low-cost prescription drug that reverses opiate overdoses.
- For over 40 years, naloxone has been used by emergency medical services.
- SB 384A expands access to naloxone. It allows lay people to train on, receive, and use naloxone, so they can save lives when someone overdoses.

- SB 384A also requires the Oregon Health Authority to set standards for naloxone training, and requires local clinical oversight of training programs. As of 2013, 11 states (and D.C.) have laws that increase access to naloxone for lay people.
- As of 2010, there were almost 200 naloxone programs in the U.S., resulting in over 50,000 people trained and more than 10,000 overdoses reversed.<sup>5</sup>
- Cities and states with naloxone distribution programs have seen 37%-90% reductions in community-level overdose deaths.<sup>6</sup>
- Naloxone is highly cost-effective, even under very conservative economic models.<sup>6</sup>
- Naloxone has no potential for abuse and side effects are rare.
- Naloxone availability does not increase drug use.<sup>7,8</sup>
- Naloxone is distributed in a variety of settings across the US, including: medical clinics, drug treatment programs, emergency housing shelters, syringe exchange programs, the Fort Bragg army base, and to law enforcement officers.<sup>5,9,10</sup>

### Organizations in Support of Naloxone Distribution

1. Oregon Primary Care Association
2. American Medical Association<sup>12</sup>
3. American Public Health Association<sup>13</sup>
4. Office of National Drug Control Policy<sup>14</sup>
5. United Nations Office on Drugs and Crime<sup>15</sup>
6. National Association of Drug Diversion Investigators<sup>16,17</sup>
7. Substance Abuse and Mental Health Services Administration<sup>11,18</sup>
8. U.S. Conference of Mayors<sup>19</sup>
9. National Alliance of State and Territorial AIDS Directors<sup>20</sup>
10. Centers for Disease Control and Prevention<sup>5,21,23</sup>

### Contact Information

- Jim Shames, MD, Jackson County Health Officer  
[ShamesJG@jacksoncounty.org](mailto:ShamesJG@jacksoncounty.org)
- Gary Oxman, MD, MPH, Multnomah County Health Officer (Retired) [gary.i.oxman@multco.us](mailto:gary.i.oxman@multco.us)
- Lindsay Jenkins, MPH, MPA, Multnomah County Health Department, Research Analyst  
[lindsay.jenkins@multco.us](mailto:lindsay.jenkins@multco.us)

## References

1. Wright, Dagan. Oregon Health Authority. Personal communication. Jan 4, 2012.
2. Oregon State Medical Examiner. Drug Related Death Reports. Accessed online June 8, 2012 at: [http://www.oregon.gov/OSP/SME/Drug\\_Related\\_Death\\_Statistics.shtml](http://www.oregon.gov/OSP/SME/Drug_Related_Death_Statistics.shtml).
3. Substance Abuse and Mental Health Services Administration, Center for Behavioral Health Statistics and Quality, National Survey on Drug Use and Health, 2010 and 2011 (2010 Data - Revised March 2012).
4. Substance Abuse and Mental Health Services Administration, Center for Behavioral Health Statistics and Quality, Treatment Episode Data Set (TEDS). Accessed online December 31, 2012 at: [http://www.dasis.samhsa.gov/webt/tedsweb/tab\\_year.choose\\_year\\_web\\_table?t\\_state=OR](http://www.dasis.samhsa.gov/webt/tedsweb/tab_year.choose_year_web_table?t_state=OR)
5. Centers for Disease Control and Prevention (CDC). Community-based opioid overdose prevention programs providing naloxone—United States, 2010. MMWR Morb Mortal Wkly Rep. 2012;61:101-5.
6. Coffin PO, Sullivan SD. Cost-Effectiveness of Distributing Naloxone to Heroin Users for Lay Overdose Reversal. *Annals of Internal Medicine*. 2013;158:1-9.
7. Burris, S. Norland, J. Edlin, B.R. “Legal Aspects of Providing Naloxone to Heroin Users in the United States.” *International Journal of Drug Policy* 12 (2001): 237-248.
8. Seal KH, Downing M, Kral AH, Singleton-Banks S, Hammond JP, Lorvick J, et al. (2003) Attitudes about prescribing take-home naloxone to injection drug users for the management of heroin overdose: a survey of street-recruited injectors in the San Francisco Bay Area. *Journal of Urban Health* 80(2):291-301.
9. Murphy, M. Efforts against opiate addiction gaining ground, officials say. *Boston Globe*. Dec 20, 2012.
10. Suffolk County Resolution No. 299-2012: Expanding the Department of Health Services Narcan Pilot Demonstration Program to Include the Suffolk County Police Department. April 24, 2012. Accessed online Jan 10, 2013 at: <http://legis.suffolkcountyny.gov/Resos2012/i1281-12.pdf>
11. Food and Drug Administration. Role of Naloxone in Opioid Overdose Fatality Prevention; Request for Comments; Public Workshop. April 2012. Transcript accessed online Aug 3, 2012 at: <http://www.fda.gov/downloads/Drugs/NewsEvents/UCM304621.pdf>
12. American Medical Association. Press release: AMA Adopts New Policies at Annual Meeting. June 2012. Accessed online Jan 10, 2013 at: <http://www.ama-assn.org/ama/pub/news/news/2012-06-19-ama-adopts-new-policies.page>
13. American Public Health Association. APHA Policy Statement LB-12-05 – Preventing Overdose Through Education and Naloxone Distribution. October 2012. Accessed online Jan 10, 2013 at: <http://www.apha.org/advocacy/policy/policysearch/default.htm?id=1443>
14. Kerlikowske, G. Statement from White House Drug Policy Director on the Food and Drug Administration’s Public Hearing Regarding the Role of Naloxone in Opioid Overdose Fatality Prevention. April 2012. Accessed online Jan 10, 2013 at: <http://www.whitehouse.gov/ondcp/news-releases-remarks/statement-from-white-house-drug-policy-director-on-the-food-and-drug-administrations-public-hearing>
15. United Nations Office on Drugs and Crime. Resolution 55/7: Promoting measures to prevent drug overdose, in particular opioid overdose. March 2012. Accessed online Jan 10, 2013 at: [http://www.unodc.org/documents/commissions/CND-Res-2011to2019/CND-Res-2012/Resolution\\_55\\_7.pdf](http://www.unodc.org/documents/commissions/CND-Res-2011to2019/CND-Res-2012/Resolution_55_7.pdf)

16. National Association of Drug Diversion Investigators. NADDI Supports Nasal naloxone. Aug 7, 2012. Accessed online Jan 16, 2013 at:  
[http://www.naddi.org/aws/NADDI/pt/sd/news\\_article/62028/ PARENT/layout\\_details/false](http://www.naddi.org/aws/NADDI/pt/sd/news_article/62028/ PARENT/layout_details/false)
17. Burke, J. Drug Diversion and Abuse: Nasal Naloxone and Law Enforcement. Pharmacy Times. Sept 13, 2012. Accessed online Jan 16, 2013 at:  
<http://www.pharmacytimes.com/publications/issue/2012/September2012/Nasal-Naloxone-and-Law-Enforcement>
18. Reuter, N. Public Health Interventions to Address Opioid Overdose: FDA Public Meeting on Naloxone. April 12, 2012. Accessed online Jan 16, 2013 at:  
<http://www.fda.gov/downloads/Drugs/NewsEvents/UCM300865.pdf>
19. 76<sup>th</sup> U.S. Conference of Mayors in 2008. 2008 Adopted Resolutions: Saving lives, Saving Lives, Saving Money: City-coordinated Drug Overdose Prevention. Accessed Feb 4, 2013 at:  
[http://www.usmayors.org/resolutions/76th\\_conference/chhs\\_16.asp](http://www.usmayors.org/resolutions/76th_conference/chhs_16.asp)
20. Scofield, J. Testimony submitted to the Food and Drug Administration: Role of Naloxone in Opioid Overdose Fatality Prevention. April 27, 2012. Accessed online Feb 4, 2013 at:  
[http://www.nastad.org/Docs/103448\\_04\\_27\\_12\\_FDA\\_Naloxone\\_NASTAD\\_Testimony\\_FINAL.pdf](http://www.nastad.org/Docs/103448_04_27_12_FDA_Naloxone_NASTAD_Testimony_FINAL.pdf)
21. Centers for Disease Control and Prevention (CDC). Integrated Prevention Services for HIV Infection, Viral Hepatitis, Sexually Transmitted Diseases, and Tuberculosis for Persons Who Use Drugs Illicitly: Summary Guidance from CDC and the U.S. Department of Health and Human Services. MMWR Morb Mortal Wkly Rep. November 9, 2012 / 61(rr05);1-40.
22. Cicero TJ, Ellis MS, Surratt HL. Effect of abuse-deterrent formulation of OxyContin. N Engl J Med. 2012 Jul 12;367(2):187-9.
23. Jones CM. Heroin use and heroin use risk behaviors among nonmedical users of prescription opioid pain relievers - United States, 2002-2004 and 2008-2010. Drug Alcohol Depend. 2013 Feb 11. [Epub ahead of print]
24. Lankenau, S.E., Teti, M., Silva, K., Jackson Bloom, J., Harocopos, A., Treese, M., 2012. Initiation into prescription opioid misuse amongst young injection drug users. Int. J. Drug Policy 23, 37–44.
25. Peavy, K.M., Banta-Green, C.J., Kingston, S., Hanrahan, M., Merrill, J.O., Coffin, P.O., 2012. “Hooked on” prescription-type opiates prior to using heroin: results from a survey of exchange clients. J. Psychoactive Drugs 44, 259–265.