

# **Observations on Upstream Measures Needed to Protect Youth from the Harms of Substance Use**

Joint Committee on Addiction and Community Safety Response  
Informational for January 2024 Legislative Days

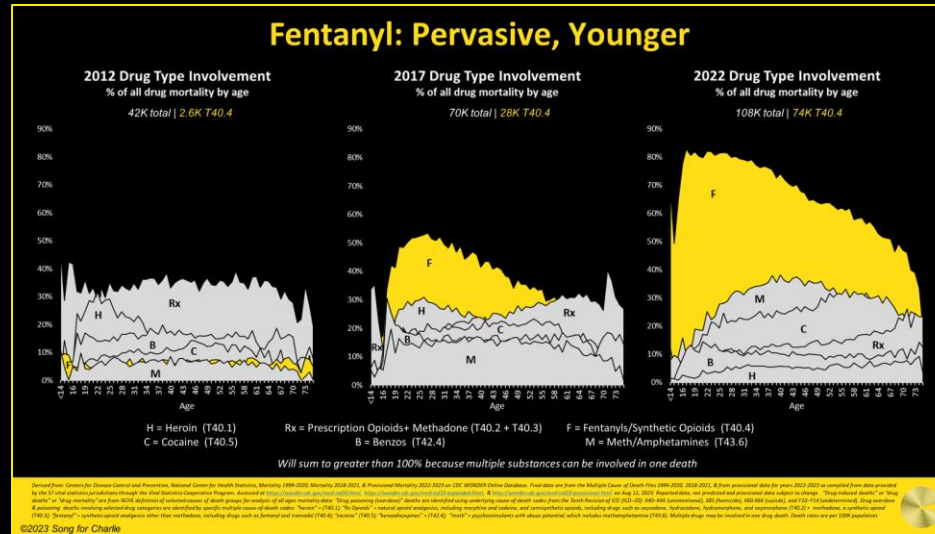
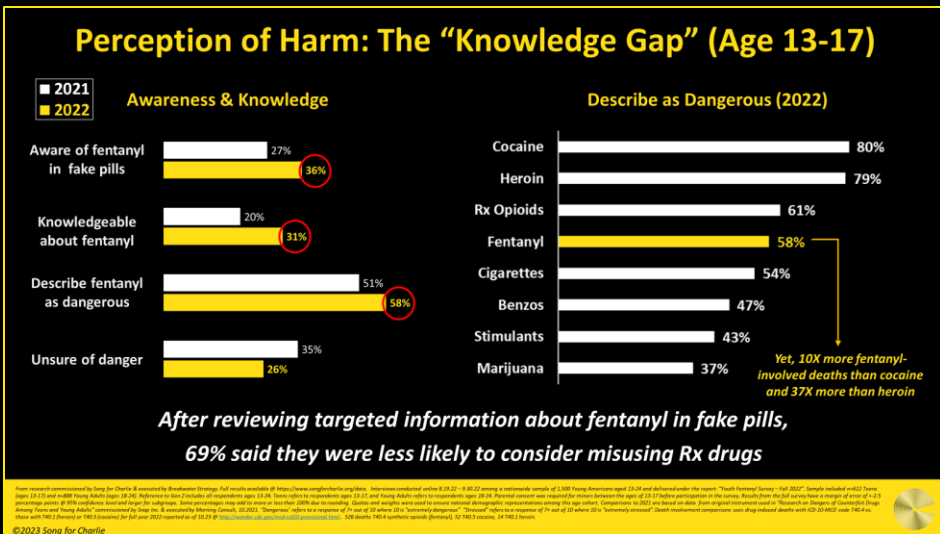
Wed Jan 10, 2024

Jon Epstein

# A New Landscape



- Cal
- Synthetic flood & deception
- Naive users
- Evolving crisis



# Some Success at the Tip of the Iceberg

*Synthetic Opioids | Fake Pills | Recognizing Overdose | Good Sam Laws | Naloxone*



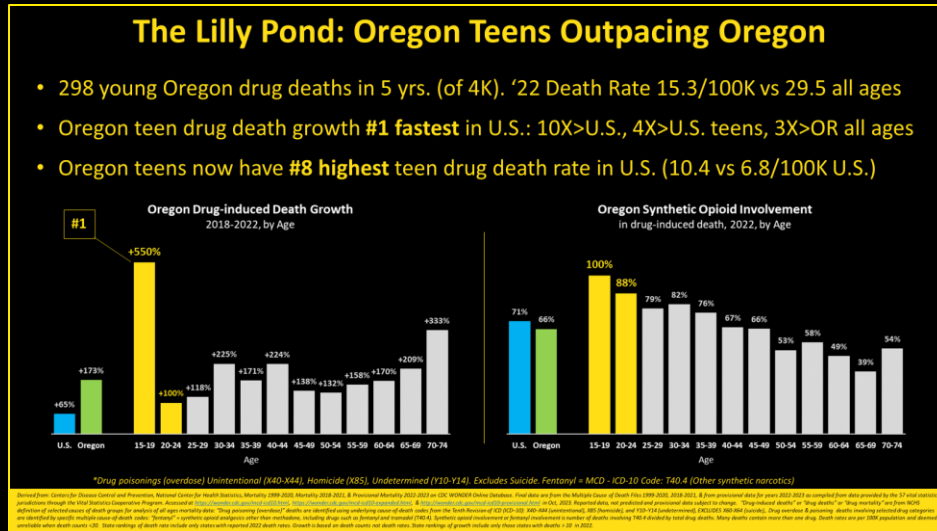
- Community response
- Family & youth pull / bi-partisan
- Fentanyl Tool Kit & HIDTA bulletin
- SB238/HB2395
- HR5625 FACTS Act
- Family Awareness





# Deeper Problems

- The Lilly Pond
- Systemic prevention gap
- M110 & M91 lacked prevention
- Mental Health



theLundReport Independent health news for Oregon and SW Washington

HEALTH NEWS: CHILDREN RURAL BEHAVIORAL EQUITY AGING MORE | HEALTH HIRES job t

## State inaction left Oregon teens vulnerable to fentanyl's fatal spread

A lack of prevention, education and youth addiction programs opened the door to tragedy as dealers added the potent opioid to local drug markets

**More like this**

- New clinic in Portland poised to treat fentanyl addiction in youth and adults | PREMIUM FEB 7, 2023
- New year brings new laws on insurance coverage, Narcan availability and more | PREMIUM
- Judge's psychiatric discharge deadlines spawned 'legal limbo' service gaps, locals say | PREMIUM NOV 8, 2023
- Governor, lawmakers need to act on Oregon kids' mental health, advocate says | PREMIUM OCT 31, 2023

## Measure 110 audit finds slow rollout of services, lack of youth, culturally responsive programs

by Christina Giardinelli, KATU Staff | Wed, December 20th 2023

Only 36 of 230 grantees Are providing services to youth

M110 AUDIT IDENTIFIES SPENDING ISSUES

NEW INFORMATION KATU2abc On Your Side

6:10 | 45°

## Oregon Capital Chronicle

POLITICS ENVIRONMENT EDUCATION ECONOMY HEALTH OREGON'S PEOPLE

GOVERNMENT HEALTH

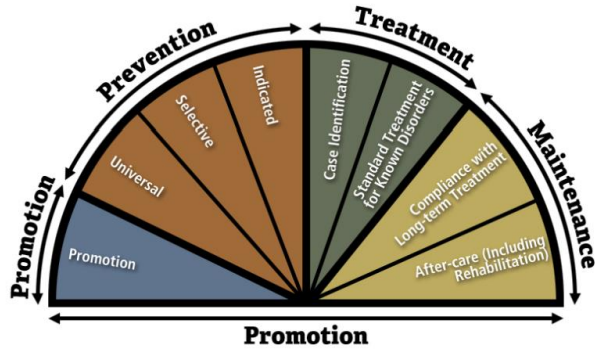
### OHA Ombuds report calls for improvements to children's behavioral health

Report calls for Oregon to address disparities that prevent children and youth from accessing life-saving behavioral health services

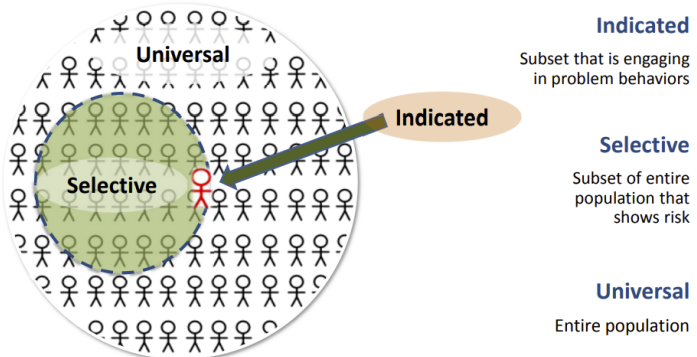
BY BEN BOTKIN - JANUARY 2, 2024 6:51 PM

# The River

## Prevention and the Continuum of Care in Behavioral Health



## IOM Categories



*If we never stop or reduce how many people enter a cycle of harmful substance use to begin with, we'll forever be subject to the growth of this crisis and its tragic consequences.*

# Prevent, Reduce, Delay Initiation & Use

Mission & priority

Structure, authority & accountability

Strategy & resources

Universal prevention programs incl. skills

Factual drug education, accurate social norms

Interventions & safety

**Evidence-based approaches addressing risk & protective factors for universal, selected, indicated populations**

Mental health

Family supports

Community programs

# Summary

- The drug landscape is rapidly evolving and youth are more at risk than ever before.
- Fentanyl has catalyzed progress in promotion / awareness, results TBD
- Primary prevention is a necessary pillar of effective drug policy. Unchecked youth behavioral harms lead to harm to them now... and add to the future burden
- Primary prevention is a systemic gap in Oregon
- Variables in Oregon have increased risk, with no additional protection
- **Prioritize upstream/youth efforts as a must-have**
- **Ensure a systemic & accountable primary prevention approach; increment capacity as soon as possible.**
- **Monitor & adjust**

Backup: supporting information

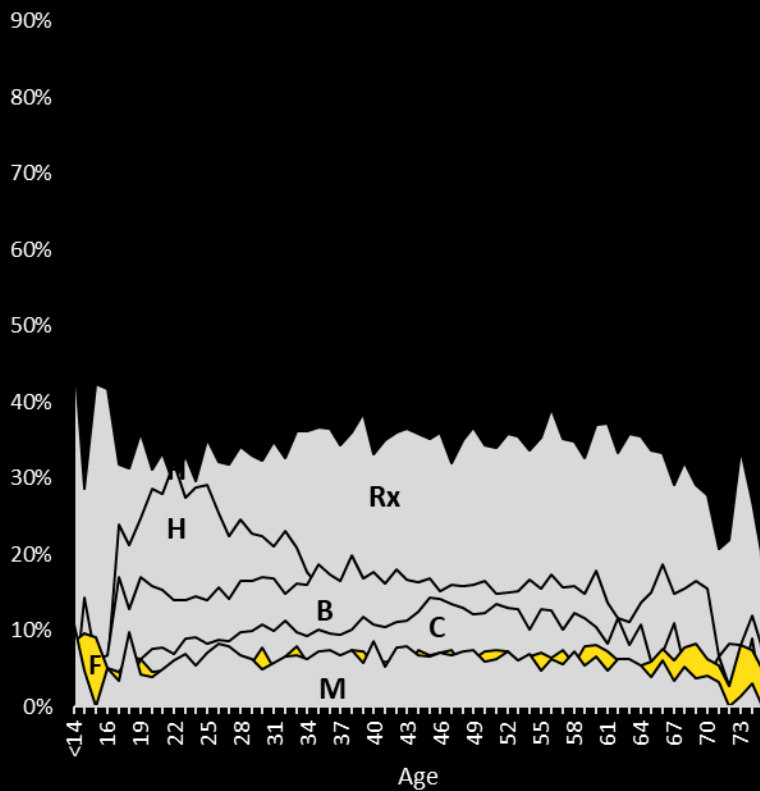


# Fentanyl: Pervasive, Younger

## 2012 Drug Type Involvement

% of all drug mortality by age

42K total | 2.6K T40.4

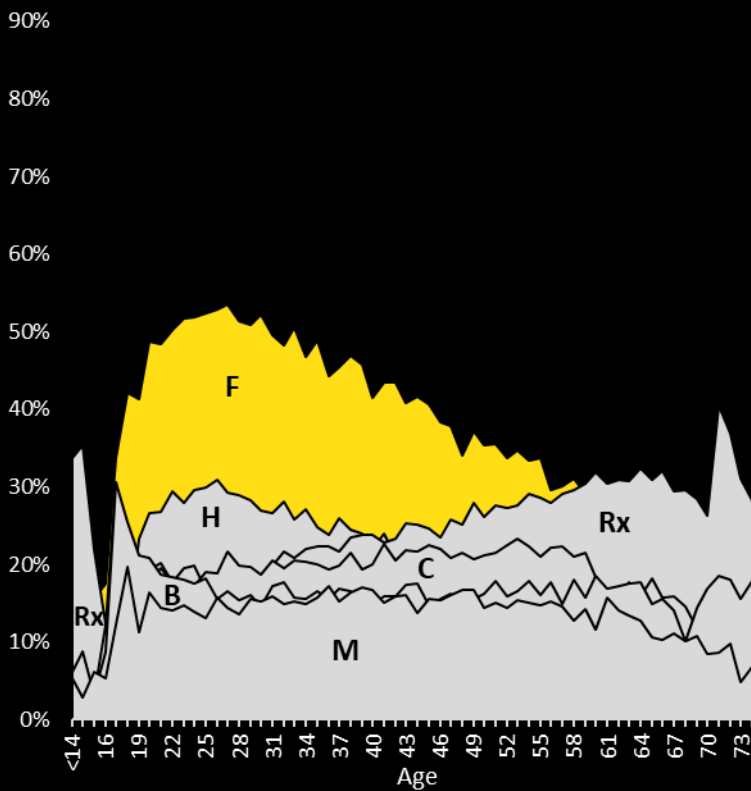


H = Heroin (T40.1)  
C = Cocaine (T40.5)

## 2017 Drug Type Involvement

% of all drug mortality by age

70K total | 28K T40.4

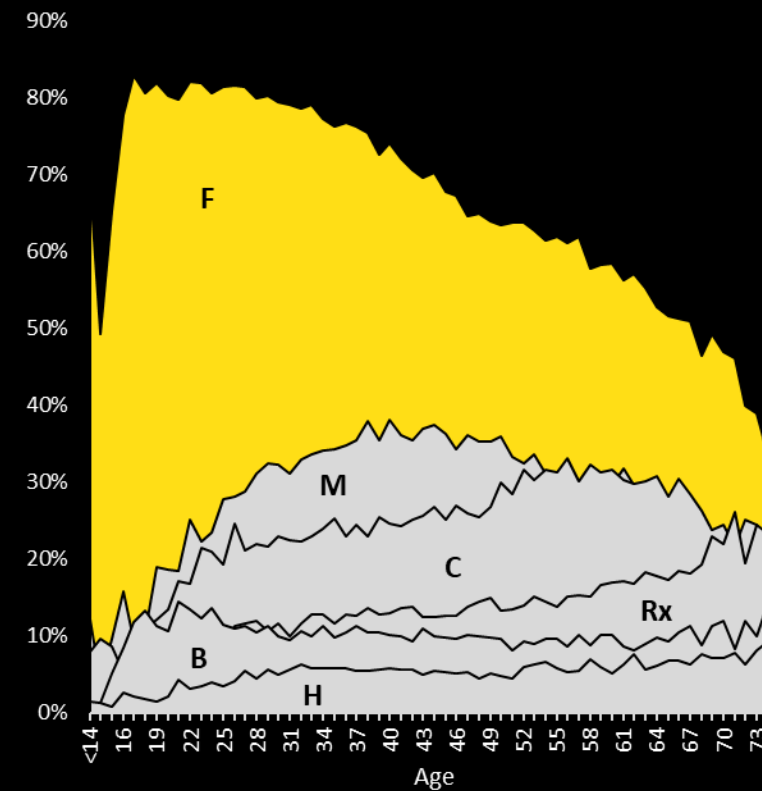


Rx = Prescription Opioids+ Methadone (T40.2 + T40.3)  
B = Benzos (T42.4)

## 2022 Drug Type Involvement

% of all drug mortality by age

108K total | 74K T40.4



F = Fentanyls/Synthetic Opioids (T40.4)  
M = Meth/Amphetamines (T43.6)

*Will sum to greater than 100% because multiple substances can be involved in one death*

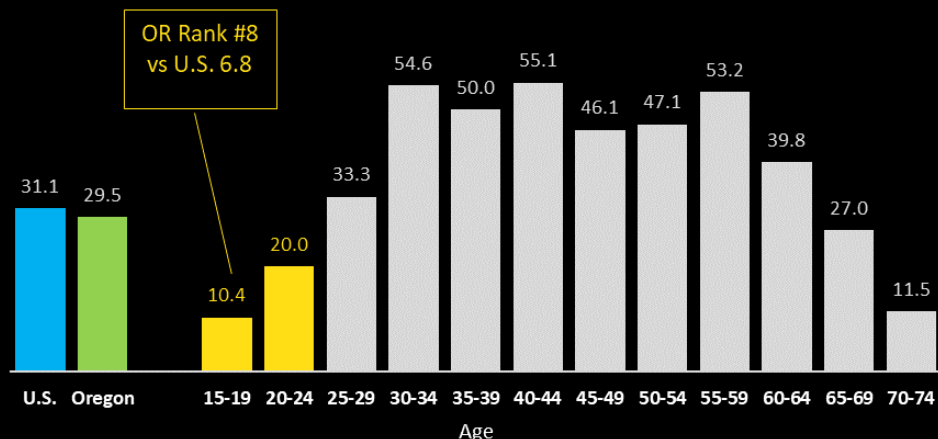
Derived from: Centers for Disease Control and Prevention, National Center for Health Statistics, Mortality 1999-2020, Mortality 2018-2021, & Provisional Mortality 2022-2023 on CDC WONDER Online Database. Final data are from the Multiple Cause of Death Files 1999-2020, 2018-2021, & from provisional data for years 2022-2023 as compiled from data provided by the 57 vital statistics jurisdictions through the Vital Statistics Cooperative Program. Accessed at <https://wonder.cdc.gov/mcd-icd10.html>, <https://wonder.cdc.gov/mcd-icd10-expanded.html>, & <http://wonder.cdc.gov/mcd-icd10-provisional.html> on Aug 12, 2023. Reported data, not predicted and provisional data subject to change. "Drug-induced deaths" or "drug deaths" or "drug mortality" are from NCHS definition of selected causes of death groups for analysis of all ages mortality data: "Drug poisoning (overdose)" deaths are identified using underlying cause-of-death codes from the Tenth Revision of ICD (ICD-10): X40-X44 (unintentional), X85 (homicide), X60-X64 (suicide), and Y10-Y14 (undetermined). Drug overdose & poisoning deaths involving selected drug categories are identified by specific multiple cause-of-death codes: "heroin" = (T40.1); "Rx Opioids" = natural opioid analgesics, including morphine and codeine, and semisynthetic opioids, including drugs such as oxycodone, hydrocodone, hydromorphone, and oxymorphone (T40.2) + methadone, a synthetic opioid (T40.3); "fentanyl" = synthetic opioid analgesics other than methadone, including drugs such as fentanyl and tramadol (T40.4); "cocaine" (T40.5); "benzodiazepines" = (T42.4); "meth" = psychostimulants with abuse potential, which includes methamphetamine (T43.6). Multiple drugs may be involved in one drug death. Death rates are per 100K population.



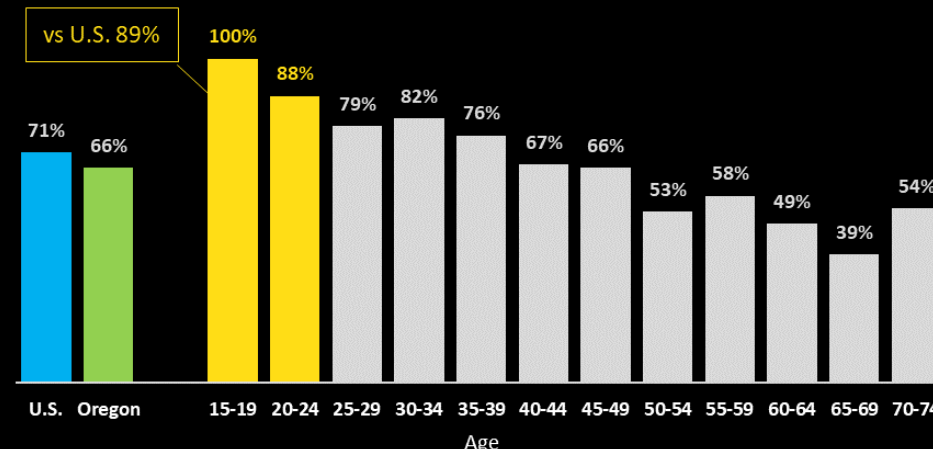


# Youth Fentanyl Impact in Oregon

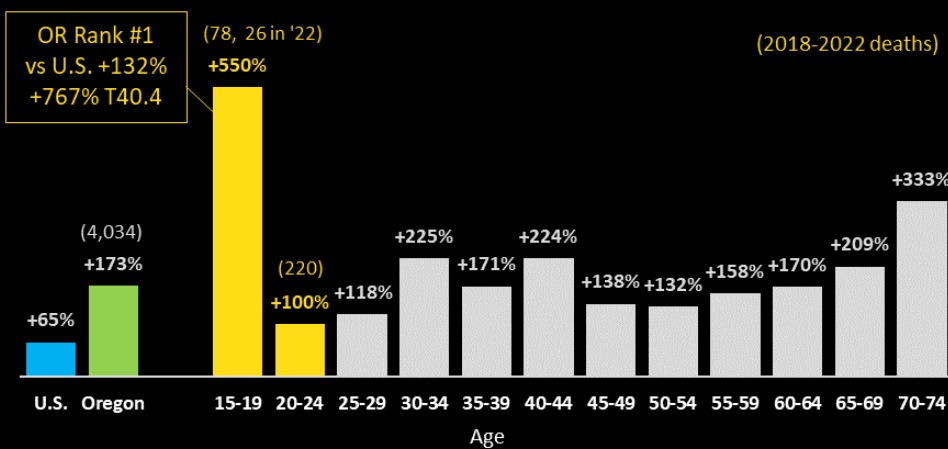
**Oregon Drug-induced Death Rate**  
2022, by Age



**Oregon Synthetic Opioid Involvement**  
in drug-induced death, 2022, by Age



**Oregon Drug-induced Death Growth**  
2018-2022, by Age



- 2018-2022: 298 young OR drug deaths out of ~4,000
- OR Teens 8<sup>th</sup> highest teen death rate in US: ~2x the US
- #1 fastest teen growth: 4x US teen growth, 3x faster than all OR, far faster than other OR age groups
- 100% fentanyl in teen deaths: 2022 OR youth drug deaths involve fentanyl more than other OR age groups

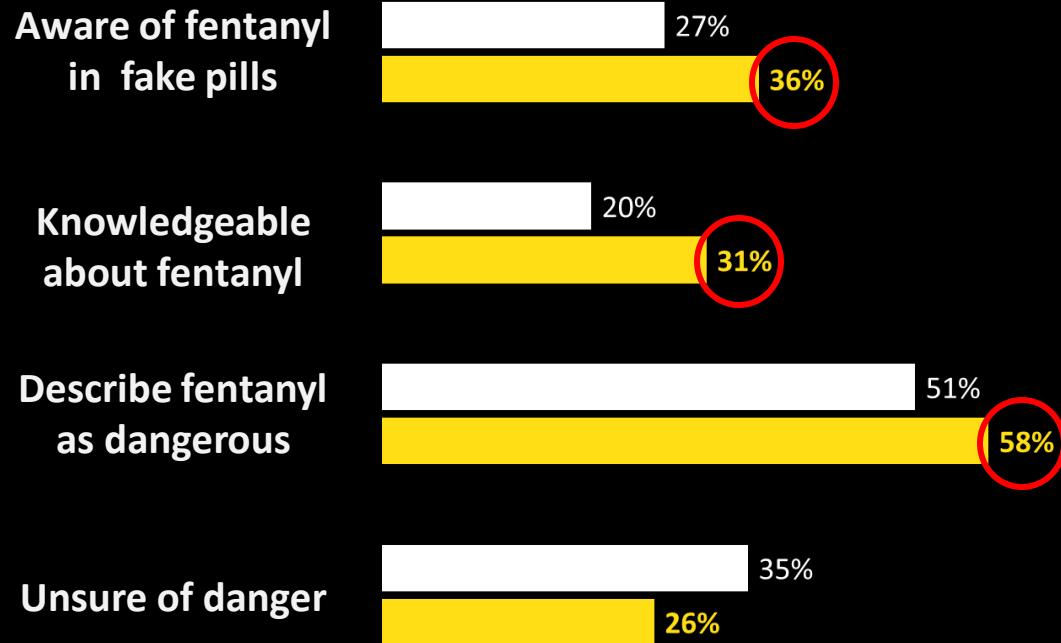
\*Drug poisonings (overdose) Unintentional (X40-X44), Homicide (X85), Undetermined (Y10-Y14). Excludes Suicide. Fentanyl = MCD - ICD-10 Code: T40.4 (Other synthetic narcotics)

Derived from: Centers for Disease Control and Prevention, National Center for Health Statistics, Mortality 1999-2020, Mortality 2018-2021, & Provisional Mortality 2022-2023 on CDC WONDER Online Database. Final data are from the Multiple Cause of Death Files 1999-2020, 2018-2021, & from provisional data for years 2022-2023 as compiled from data provided by the 57 vital statistics jurisdictions through the Vital Statistics Cooperative Program. Accessed at <https://wonder.cdc.gov/mcd-icd10.html>, <https://wonder.cdc.gov/mcd-icd10-expanded.html>, & <http://wonder.cdc.gov/mcd-icd10-provisional.html> in Oct, 2023. Reported data, not predicted and provisional data subject to change. "Drug-induced deaths" or "drug deaths" or "drug mortality" are from NCHS definition of selected causes of death groups for analysis of all ages mortality data: "Drug poisoning (overdose)" deaths are identified using underlying cause-of-death codes from the Tenth Revision of ICD (ICD-10): X40-X44 (unintentional), X85 (homicide), and Y10-Y14 (undetermined), EXCLUDES X60-X64 (suicide). Drug overdose & poisoning deaths involving selected drug categories are identified by specific multiple cause-of-death codes: "fentanyl" = synthetic opioid analgesics other than methadone, including drugs such as fentanyl and tramadol (T40.4). Synthetic opioid involvement or fentanyl involvement is number of deaths involving T40.4 divided by total drug deaths. Many deaths contain more than one drug. Death rates are per 100K population and deemed unreliable when death counts <20. State rankings of death rate include only states with reported 2022 death rates. Growth is based on death counts not death rates. State rankings of growth include only those states with deaths > 10 in 2022.

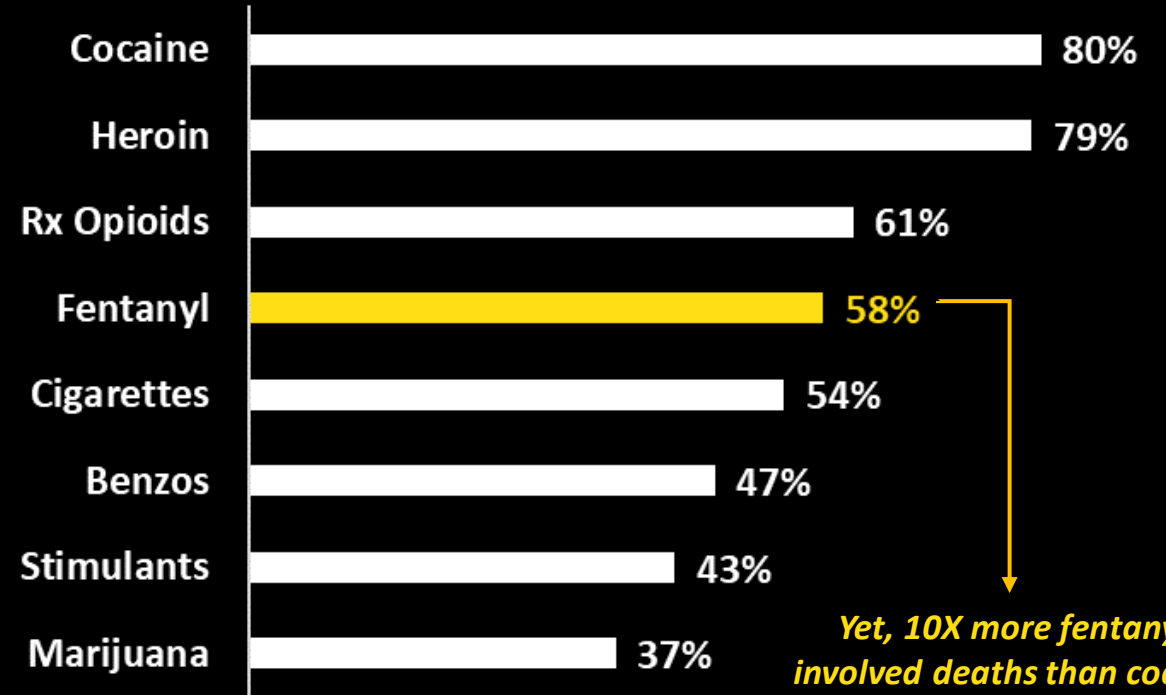
# Perception of Harm: The “Knowledge Gap” (Age 13-17)

■ 2021  
■ 2022

## Awareness & Knowledge



## Describe as Dangerous (2022)



*Yet, 10X more fentanyl-involved deaths than cocaine and 37X more than heroin*

**After reviewing targeted information about fentanyl in fake pills, 69% said they were less likely to consider misusing Rx drugs**

From research commissioned by Song for Charlie & executed by Breakwater Strategy. Full results available @ <https://www.songforcharlie.org/data>. Interviews conducted online 8.19.22 – 9.30.22 among a nationwide sample of 1,500 Young Americans aged 13-24 and delivered under the report: “Youth Fentanyl Survey – Fall 2022”. Sample included n=612 Teens (ages 13-17) and n=888 Young Adults (ages 18-24). Reference to Gen Z includes all respondents ages 13-24, Teens refers to respondents ages 13-17, and Young Adults refers to respondents ages 18-24. Parental consent was required for minors between the ages of 13-17 before participation in the survey. Results from the full survey have a margin of error of +2.5 percentage points @ 95% confidence level and larger for subgroups. Some percentages may add to more or less than 100% due to rounding. Quotas and weights were used to ensure national demographic representations among this age cohort. Comparisons to 2021 are based on data from original instrument used in “Research on Dangers of Counterfeit Drugs Among Teens and Young Adults” commissioned by Snap Inc. & executed by Morning Consult, 10.2021. “Dangerous” refers to a response of 7+ out of 10 where 10 is “extremely dangerous” “Stressed” refers to a response of 7+ out of 10 where 10 is “extremely stressed”. Death involvement comparisons uses drug-induced deaths with ICD-10-MCD code T40.4 vs. those with T40.1 (heroin) or T40.5 (cocaine) for full year 2022 reported as of 10.23 @ <http://wonder.cdc.gov/mcd-icd10-provisional.html>. 526 deaths T40.4 synthetic opioids (fentanyl), 52 T40.5 cocaine, 14 T40.1 heroin.

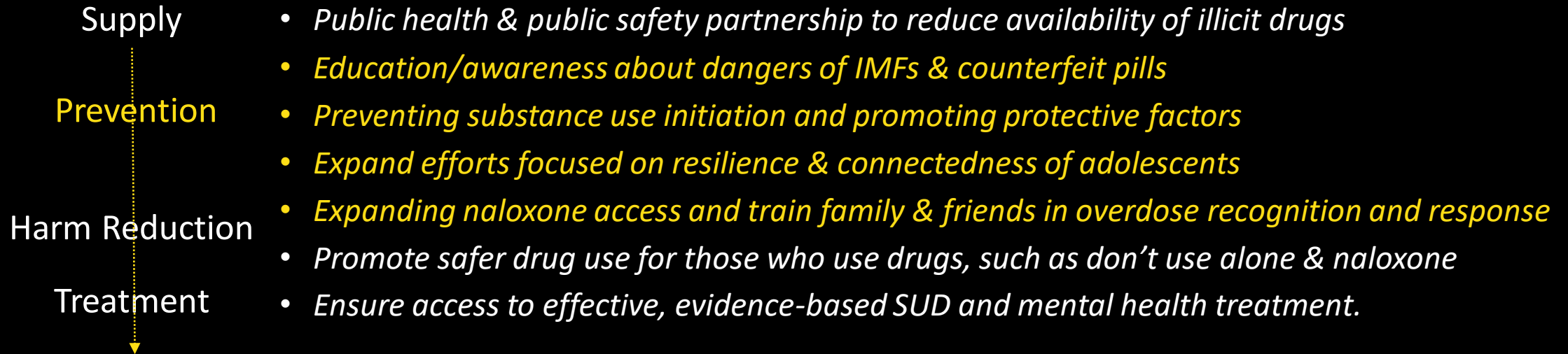




# Mitigations: An Outsized Upstream Opportunity

## Drug Overdose Deaths Among Persons Aged 10–19 Years — United States, July 2019–December 2021, CDC 12.22

*“Urgent efforts to prevent overdose deaths among adolescents are needed...collaboration among public health and safety agencies, physicians, mental health and substance use treatment providers, and educators to implement these efforts could save lives.”*



## Drug Overdose Deaths with Evidence of Counterfeit Pill Use — United States, July 2019–December 2021, CDC 9.23

*“Overdose prevention messaging that highlights the dangers of pills obtained illicitly or without a prescription, encourages drug product testing by persons using drugs, and is tailored to persons most at risk (e.g., younger persons) could help prevent overdose deaths.”*



# Fentanyl Ed. in the Universal Youth Population

nature/risk of synthetic opioids • counterfeit pills • recognize & respond to OD • naloxone • good samaritan laws



[Community\\_involvement@beaverton.k12.or.us](mailto:Community_involvement@beaverton.k12.or.us)

- BSD collaboration with Washington County Health & local law enforcement starting in Q1 2021
  - Included in all MS/HS classroom health instruction and integrated into comprehensive school-wide approach
    - Includes substance use specialists, social workers
    - “Character Strong”, culturally responsive, research...
  - Broad parent outreach/ “Community Conversation”
  - Staff development & training
  - Naloxone/safety & supports /policy
  - Free, available for download & use
    - <https://www.beaverton.k12.or.us/departments/communications-community-involvement/fake-and-fatal>
- 
- Also: CLEAR Alliance “Counterfeit Pill Education Course”
    - <https://www.clearalliance.org/>

# HR 5625: Fentanyl Awareness for Children and Teens in Schools (FACTS) Act

Suzanne Bonamici (D)\*, Lori Chavez-DeRemer (R), Kevin Kiley (R), Joseph Neguse (D)

- Creates a pilot grant program at the Department of Health and Human Services (HHS) for partnerships between local or state educational agencies (LEAs or SEAs), local or state public health agencies, and nonprofit organizations to **provide education, awareness, and prevention regarding the misuse of synthetic opioids**;
- Convenes an interagency task force led by the Secretaries of HHS and Education (ED) to **coordinate and improve federal responses to synthetic opioid overdose and misuse in youth**. The task force will also include officials from HHS, ED, and subagencies within each respective agency; parents of youth who died from an overdose of fentanyl or another synthetic opioid; and representatives from national nonprofit organizations working to raise awareness about and prevent misuse of synthetic opioids by youth;
- Makes amendments to the Elementary and Secondary Education Act to **provide professional development for school personnel regarding synthetic opioid misuse and overdose**, and make amendments to LEA and SEA plans required under the Elementary and Secondary Education Act to describe how they will engage teachers, school leaders, parents, and other entities to **address and prevent the misuse of synthetic opioids by youth**;
- Makes amendments to key federal education data collection efforts, including the Civil Rights Data Collection and the National Center for Education Statistics' School Crime and Safety Data, to **identify the prevalence of synthetic opioids in public secondary schools and disciplinary outcomes for students using or in possession of synthetic opioids in public secondary schools**;
- **Allows school-based health centers to use their funding for Naloxone** to increase the availability and accessibility of a critical overdose reversal drug in school settings; and
- **Makes amendments to the National Institute on Drug Abuse's Monitoring the Future Survey**, and conducts an **evaluation of the effectiveness and reach of the CDC's State Unintentional Drug Overdose Reporting System**.

*09/21/2023: Referred to the Committee on Education and the Workforce, and in addition to the Committee on Energy and Commerce, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned.*

<https://bonamici.house.gov/media/press-releases/bonamici-kiley-introduce-bipartisan-bill-protect-students-fentanyl-poisoning>

