- 1 [Combating Fentanyl Usage]
- 2 Resolution urging the Board of Supervisors and the Mayor of San Francisco to
- 3 implement a Narcan program in all San Francisco public, private, and charter schools,
- 4 as well as send extra naloxone boxes to young people's homes and to disseminate
- 5 information about potentially deadly counterfeit medication, in order to improve safety
- 6 measures and prevent further fentanyl deaths.

8

9

10

13

14

15

16

17

18

19

20

WHEREAS, Fentanyl is a quickly acting synthetic opioid that is frequently used to treat severe pain and as a supplement to general anesthesia because of its pain-relieving effects similar to those of morphine¹; and

11 WHEREAS, The potency of fentanyl can be up to 50–100 times greater than that of 12 heroin²; and

WHEREAS, After being given medical approval in the United States for the treatment of pain, fentanyl has been used extensively in anesthesia practice since 1968³; and

WHEREAS, Fentanyl has now saturated San Francisco's drug supply with it being illegally produced in laboratories as a fake fentanyl prescription that is frequently linked to recent fentanyl overdoses⁴; and

WHEREAS, Drug dealers are selling this synthetic fentanyl in numerous ways including 1) on blotter paper, in eye droppers, nasal sprays⁵, as powder, tablets, capsules, and solutions⁶; 2) On pills that resemble other prescription opioids such as Ritalin, Adderall,

¹ National Institute of Diabetes and Digestive and Kidney Diseases, "Fentanyl - LiverTox: Clinical and Research Information on Drug-Induced Liver Injury," National Library of Medicine, April 25, 2019, accessed January 7, 2023, https://www.ncbi.nlm.nih.gov/books/NBK548826/?report=classic.

² National Institute of Diabetes and Digestive and Kidney Diseases, "Fentanyl - LiverTox: Clinical and Research Information on Drug-Induced Liver Injury."

³ Eliza Wheeler and Kristen Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders," Harm Reduction Coalition, accessed January 7, 2023, https://harmreduction.org/wp-content/uploads/2020/08/Resource-Fentanyl-FentanylSafetyAGuideforSanFranciscosFirstResponders.pdf.

⁴ "Fentanyl DrugFacts."

⁵ "Fentanyl DrugFacts."

⁶ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

9

10

11

12

13

14

15

16

17

18

19

20

- 1 Xanax, Oxycontin⁷; and 3) On a variety of substances such as black tar heroin, cocaine,
- 2 methylenedioxy-methamphetamine (MDMA, often known as ecstasy/molly)8, rock, and
- 3 powder cocaine⁹; and

WHEREAS, Since fentanyl is a cheap but dangerous additive, mixing it with other
drugs increases the risk for drug users who are unaware that the drugs they are taking may
contain fentanyl, and as a result, the drugs may contain stronger opioids than the individual is

7 accustomed to, which could result in an overdose¹⁰; and

WHEREAS, Fentanyl, like heroin, morphine, and other opioid drugs, binds to the body's opioid receptors, which are located in parts of the brain that regulate pain and emotions, and after repeatedly ingesting opioids, the brain becomes accustomed to them, decreasing their sensitivity and making it difficult to derive pleasure from sources other than the drug, which can lead users to develop an addiction¹¹; and

WHEREAS, In the spring of 2015, the first wave of fentanyl entered San Francisco in the form of white powder marketed as "china white", and since then, there have been multiple clusters of overdoses linked to fentanyl and an increase in fentanyl contamination¹²; and

WHEREAS, In the fall of 2015, fake Xanax and Norco tablets containing fentanyl surfaced and harm reduction programs reported difficulty informing the population of people who use medications¹³: and

WHEREAS, San Francisco data¹⁴ from 2016 on fentanyl-related deaths show that 14 of the 22 deaths had no signs of injection, 64% were found in private homes or single-room

⁷ Jennifer Epstein, "Naloxone Distribution Project: The Power To Save Lives," Slide show presentation, https://docs.google.com/presentation/d/1xTPvqRaqXmbH4JdrlNtir51j5QtwEFAw/edit?usp=sharing&ouid=111580268407164799664&rtpof=true&sd=true 8 "Fentanyl DrugFacts."

Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

^{10 &}quot;Fentanyl DrugFacts."

^{11 &}quot;Fentanyl DrugFacts."

¹² Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."
 Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

¹⁴ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

1 hotels, 10 of the deaths revealed the presence of methamphetamine, and 6 of the deaths

- 2 revealed the presence of cocaine; and
- 3 WHEREAS, Crack cocaine was the cause of a wave of nine non-fatal overdoses and
- one fatal overdose that occurred in San Francisco in April 2017, and test results from the 4
- toxicology lab at Zuckerberg San Francisco General Hospital (ZSFGH) indicated that the 5
- crack cocaine was contaminated with fentanyl¹⁵; and 6
- 7 WHEREAS, According to the California Department of Public Health (CDPH)¹⁶, there
- were 234 fentanyl-related deaths in California in 2016 and 373 in 2017, a 59 percent increase 8
- 9 in only one-year; and
- WHEREAS, According to the Centers for Disease Control and Prevention (CDC)¹⁷, 10
- 107,375 people in the United States died of drug overdoses and drug poisonings at the end 11
- 12 of 2021 (a startling 67 percent of those deaths were attributed to synthetic opioids like
- fentanyl, and some of these deaths were caused by fentanyl mixed with other drugs like 13
- cocaine, methamphetamine, and heroin, with many users unaware that they were taking 14
- 15 fentanyl); and
- WHEREAS, Only two milligrams of fentanyl are thought to be a potentially fatal dose, 16
- making it especially risky for someone who does not have an opiate tolerance¹⁸; and 17
- WHEREAS, In 2020 and 2021, the Tenderloin and South of Market (SOMA) districts 18
- 19 each saw between 18 percent and 23 percent of overdose deaths, with many of these deaths
- taking place outside or on sidewalks in front of buildings¹⁹; and 20

Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."
 Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."
 Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

^{18 &}quot;Fentanyl DrugFacts."

¹⁹ Yoohyun Jung, "Tracking San Francisco's Drug Overdose Epidemic," The San Francisco Chronicle, December 21, 2022, accessed January 7, 2023, https://www.sfchronicle.com/projects/2021/san-francisco-drug-overdoses-map/.

7

8

9

10

11

12

13

14

15

16

17

18

19

20

WHEREAS, Roughly 70 percent of the fentanyl fatalities in the Tenderloin and SOMA districts were men between the ages of 35 and 64²⁰; and

WHEREAS, In March 2022, the San Francisco Department of Public Health (SFDPH)
issued a health warning in response to a string of fatal and nonfatal deaths among cocaine
users who unintentionally ingested fentanyl²¹; and

WHEREAS, Three fatal and nine non-fatal fentanyl overdoses among San Francisco residents who reportedly intended to use just cocaine were reported to SFDPH between March 3 and 17, with the three fatal overdoses occurring on March 5, 2022, in the Mission district²²; and

WHEREAS, Over 1,360 drug overdose deaths have occurred in San Francisco, with the Tenderloin district and SOMA once more hosting the majority of these fatalities²³; and

WHEREAS, According to Jean Cooper, chief strategy and impact officer for the nonprofit group Glide, "the reality is that the drivers to what we see on the streets here are deep-seated systemic issues that not only San Francisco struggles with, but major cities across the United States are struggling with right now, and it's around a lack of affordable housing, a lack of access to affordable, quality health care and that includes mental health and substance use treatment"²⁴; and

WHEREAS, A rise in "rainbow fentanyl", also known as "rainbow fent", has also saturated San Francisco's drug supply, with drug dealers targeting teenagers and young adults because the brightly-colored pills and powder attracts younger buyers²⁵; and

²⁰ Jung, "Tracking San Francisco's Drug Overdose Epidemic."

^{21 &}quot;Health Alert: Overdoses Among People Exposed to Fentanyl While Using Other Drugs | San Francisco," SF.GOV, March 17, 2022, accessed January 7, 2023, https://sf.gov/news/health-alert-overdoses-among-people-exposed-fentanyl-while-using-other-drugs

^{2023,} https://sf.gov/news/health-alert-overdoses-among-people-exposed-fentanyl-while-using-other-drugs. ²² "Health Alert: Overdoses Among People Exposed to Fentanyl While Using Other Drugs | San Francisco."

²³ Luke N. Rodda, "OCME Overdose Report," February 17, 2021, accessed January 10, 2023, https://sf.gov/sites/default/files/2021-01/2021%2001 OCME%20Overdose%20Report.pdf.

²⁴ Westervelt, "Overdoses Far Exceed COVID Deaths in a San Francisco District. The Mayor Has a Plan."

²⁵ Stephanie Sierra, "Fentanyl Cause for Spike in Mass-Overdoses, Teen Deaths, DEA Says," ABC7 San Francisco, August 30, 2022, accessed January 7, 2023, https://abc7news.com/rainbow-fentanyl-fent-overdose-deaths/12179077/.

1	WHEREAS, Although teen drug use has remained constant over time, deaths have
2	been rapidly increasing: 253 in 2019, 680 in 2020, and 880 in 2021 ²⁶ ; and

WHEREAS, Fentanyl is at fault for 77 percent of drug-related deaths among

4 teenagers²⁷; and

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

WHEREAS, In February 2018, three non-opioid-using young people overdosed simultaneously overnight in the Haight Ashbury neighborhood, and their bodies were discovered the next morning in a doorway²⁸; and

WHEREAS, Samples of paraphernalia and other drugs found at the scene were tested immediately by the Office of the Chief Medical Examiner (OCME), and the tests discovered that methamphetamine, ketamine, fentanyl, and acetyl fentanyl were in the drugs, and it was also discovered through conversations with the three individuals' peers that they had ingested drugs thinking they were ketamine, which led to the fatal overdoses²⁹; and

WHEREAS, On November 27, 2022, a 10-month-old baby accidentally overdosed on fentanyl at a Marina district playground, likely caused by powder exposure, though it is difficult to determine exactly when and where such exposure occurred³⁰; and

WHEREAS, According to a national study³¹ that examined 25 cases from 2004 to 2013 of small children dying and/or surviving after accidentally ingesting fentanyl, there were twelve cases being fatal, the youngest case of fentanyl overdose involved a 1-year-old, boys as young as 2 survived, and the majority of cases involved boys between the ages of 2 and 4: and

²⁶ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

²⁷ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

²⁸ Kurtis Alexander, "Deaths of Three Men in the Haight Traced to Fentanyl-Laced Street Drugs," San Francisco Chronicle, February 23, 2018, accessed January 7, 2023, https://www.sfgate.com/bayarea/article/Deaths-of-three-men-in-the-Haight-traced-to-12704657.php.

²⁹ Alexander, "Deaths of Three Men in the Haight Traced to Fentanyl-Laced Street Drugs."

Mallory Moench, "Dad Reveals Horrific Details of Baby's Reported Fentanyl OD at SF Park," San Francisco Chronicle, December 7, 2022, accessed January 7, 2023, https://www.sfchronicle.com/bayarea/article/San-Francisco-authorities-investigating-whether-a-17621718.php.
 William V. Stoecker et al., "Boys at Risk: Fatal Accidental Fentanyl Ingestions in Children," National Library of Medicine, November 2016, accessed January 7,

³¹ William V. Stoecker et al., "Boys at Risk: Fatal Accidental Fentanyl Ingestions in Children," National Library of Medicine, November 2016, accessed January 7, 2023, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6139757/.

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

WHEREAS, According to California's Overdose Surveillance Dashboard³², it appears that fentanyl-related opioid deaths are trending younger, for example, the highest prevalence of fentanyl-related overdose deaths in Alameda County in 2020 occurred in adults 30 to 34 years old, and in 2021, it shifted to people aged 25 to 29; and

WHEREAS, Fentanyl can be transmitted through significant quantities of airborne fentanyl particulates, posing a significantly higher risk of exposure, as well as through direct contact with mucous membranes or the bloodstream directly (i.e. inhaling/snorting, smoking or injecting)³³; and

WHEREAS, When intoxicated in fentanyl, symptoms include slow breathing or no breathing, drowsiness or unresponsiveness, and constricted or pinpoint pupils³⁴; and

WHEREAS, Naloxone, a medication approved by the Food and Drug Administration (FDA), is an efficient and life-saving treatment designed to quickly reverse the effects of opioid overdoses³⁵; and

WHEREAS, Naloxone binds to opioid receptors, reversing and blocking the effects of opioids, such as fentanyl, heroin, morphine, oxycodone, and other prescription opioid medications³⁶; and

WHEREAS, Naloxone can be administered by intranasal spray (into the nose), intramuscular (into the muscle), subcutaneous (under the skin), or intravenous injection³⁷, and there are two ways to administer Naloxone that anyone can do without medical training or authorization: intranasal spray (into the nose) and intravenous injection³⁸; and

^{32 &}quot;Alameda County Dashboard Count," California Overdose Surveillance Dashboard, accessed January 7, 2023, https://skylab.cdph.ca.gov/ODdash/?tab=CTY.

³³ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

³⁴ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."
³⁵ "Naloxone," U.S. Department Of Health & Human Services, September 27, 2022, accessed January 7, 2023, https://www.samhsa.gov/medication-assisted-treatment/medications-counseling-related-conditions/naloxone.
³⁶ "Naloxone."

³⁷ National Center for Injury Prevention and Control and Division of Drug Overdose Prevention, "Lifesaving Naloxone," Centers for Disease Control and Prevention, December 28, 2022, accessed January 7, 2023, https://www.cdc.gov/stopoverdose/naloxone/index.html.

³⁸ "Naloxone."

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

	, 3	9	5	•	,	
2	naloxone acts as a temporary countermeasure to the o	pioi	ds and	quickly brin	ngs back norm	al
3	breathing in those whose breath has slowed or even st	opp	ed ³⁹ ; ar	nd		

WHEREAS. When given to an individual exhibiting signs of an opioid overdose.

WHEREAS, Naloxone's effects only persist for about 30 to 90 minutes on average, it's crititical that the individual receives medical attention as quickly as possible after taking naloxone⁴⁰; and

WHEREAS, In 2017, the largest single-city naloxone distribution program in the United States, the Medicine Overdose Prevention and Education (DOPE) Project, provided approximately 20,000 doses of naloxone, largely to drug users and service providers in San Francisco, and has recorded 1,266 overdose reversals⁴¹; and

WHEREAS, The community-based distribution of naloxone is linked to lower opioid overdose rates, according to research on the "Impacts of a community-based naloxone distribution program on opioid overdose mortality rates" carried out in North Carolina⁴²; and WHEREAS, The North Carolina Study also calculated that naloxone distribution prevented roughly 352 deaths during a three-year period; and

WHEREAS, According to a study conducted by the Ohio Department of Public Health, the state of Ohio provided 145,645 Naloxone kits in 2021, which led to 19,760 confirmed overdose reversals, and 346,160 kits were distributed between 2014 and 2021, resulting in a total of 50,037 verified reversals⁴³; and

³⁹ National Center for Injury Prevention and Control and Division of Drug Overdose Prevention, "Lifesaving Naloxone."

⁴⁰ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

⁴¹ National Harm Reduction Coalition and San Francisco Department of Public Health, "The DOPE Project," National Harm Reduction Coalition, November 7, 2022, accessed January 7, 2023, https://harmreduction.org/our-work/action/dope-project-san-francisco/.

⁴² Rebecca B. Naumann et al., "Impact of a Community-Based Naloxone Distribution Program on Opioid Overdose Death Rates," National Library of Medicine, August 30, 2019, accessed January 7, 2023, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC8107918/.

⁴³ Ohio Department of Health, "Annual Project DAWN Data," accessed January 7, 2023, <a href="https://odh.ohio.gov/know-our-programs/project-dawn/proje

⁴º Ohio Department of Health, "Annual Project DAWN Data," accessed January 7, 2023, <a href="https://odh.ohio.gov/know-our-programs/project-dawn/project-dawn-data/project-

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

1	WHEREAS, According to a study ⁴⁴ , more than one in three opioid overdoses involved
2	witnesses, and with the correct equipment, like naloxone, bystanders can take action to
3	prevent overdose deaths; and

WHEREAS, A Narcan Program has been adopted in California school districts such as Placer County, Marin County, Solano County, and Los Angeles County⁴⁵; and

WHEREAS, In 2020, 24 Placer County residents lost their lives to fentanyl poisoning nearly half under 25 years of age, including a 17-year-old student who purchased what he thought was a prescription Percocet through a drug dealer on the social media platform. Snapchat but turned out to be a fentanyl pill⁴⁶; and

WHEREAS, Because of these youth deaths, Placer County has created the "1 Pill Can Kill" Placer campaign to inform students about the dangers of fentanyl and substance abuse, and implemented additional resources to help teens and young adults cope with stressors without turning to illicit pills, and resources to support parents in navigating difficult conversations with their children⁴⁷: and

WHEREAS, In Marin County in March 2021, 57 percent of the 65 fatal overdoses were directly tied to fentanyl, and several deaths included teens who unknowingly took fake prescription drugs laced with fentanyl, purchased on social media and on the street⁴⁸; and WHEREAS, Marin County has ensured that more than 100 local pharmacists are trained on the importance of furnishing Narcan, and first responders all over Marin keep lifesaving naloxone at the ready when responding to emergencies, as well as are educating

⁴⁴ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

⁴⁵ Holly McDede and Center for Health Journalism, "San Francisco's Overdose Crisis Has Received National Attention. So Why Is the Data Such a Mess?," Center for Health Journalism, August 31, 2022, accessed January 7, 2023, https://centerforhealthjournalism.org/2022/08/08/san-francisco-s-overdose-crisishas-received-national-attention-so-why-data-such-mess.

⁴⁶ County of Placer, "Placer County Partners Raise Awareness of Increased Fentanyl Poisonings among Teens and Young Adults," April 22, 2022, accessed January 10, 2023, https://www.placer.ca.gov/7972/Placer-County-partners-raise-awareness-o.

⁴⁷ County of Placer, "Placer County Partners Raise Awareness of Increased Fentanyl Poisonings among Teens and Young Adults."

48 County of Marin, "Fentanyl Overdose Is Target for OD Free Marin: Coalition, Formerly RxSafe Marin, Focuses on Emerging Crisis of Synthetic Opioids," January 9, 2023, accessed January 10, 2023, https://www.marincounty.org/main/county-press-releases/press-releases/2023/hhs-od-free-marin-010923.

- 1 Marin County communities (from schools to nonprofits), distributing Narcan, and helping
- individuals with substance use disorders (SUDs) access treatment options⁴⁹; and 2
- 3 WHEREAS, Marin County has abundant data demonstrating how successful
- distributing Naxolone has been, for instance, in 2015, Marin County Emergency Medical 4
- 5 Services (EMS) administered Naloxone to 123 people who contacted EMS (911), in 2016,
- Marin County EMS administered Naloxone to 132 people and Non-EMS individuals 6
- 7 administration Naloxone to 3 people, and in 2018, Marin County EMS administered Naloxone
- to 138 people, and Non-EMS individuals administration Naloxone to 48 people 50; and 8
- 9 WHEREAS, Between 2016-2018, Marin County data further showcases that family
- 10 members administered naloxone 12 times, Corrections Staff administered naloxone 32 times,
- Police Officers administered naloxone 15 times, and Rehab/Nursing Staff administered 11
- 12 naloxone 10 times⁵¹ (demonstrating the importance of bystanders having Naloxone on hand);
- 13 and
- WHEREAS, 16 percent of individuals who acquire take-home naloxone from schools 14
- 15 have helped to reverse an opioid overdose⁵²; now, therefore, be it
- RESOLVED, That the 2022-2023 Youth Commission of the City and County of San 16
- Francisco implores the Mayor and the Board of Supervisors to implement the Naloxone 17
- Distribution Project (NDP) in all San Francisco public, private, and charter schools in 18
- 19 collaboration with the Department of Health Care Services (DHCS) and the Medicine
- 20 Overdose Prevention and Education (DOPE) Project to reduce fentanyl overdose-related
- 21 deaths across San Francisco; and, be it

⁴⁹ County of Marin, "Fentanyl Overdose Is Target for OD Free Marin: Coalition, Formerly RxSafe Marin, Focuses on Emerging Crisis of Synthetic Opioids."

^{50 &}quot;Marin County Preventing the Next Opioid Overdose | LiveStories," accessed January 10, 2023, https://insight.livestories.com/s/v2/preventing-the-next-opioidoverdose/aa67c27f-1b19-42ca-8bd3-178f26afc91f/.

51 "Marin County Preventing the Next Opioid Overdose | LiveStories."

⁵² Epstein, "Naloxone Distribution Project: The Power To Save Lives."

FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
County of San Francisco urges the Mayor and Board of Supervisors to distribute free Narcan
to all San Francisco students, staff, parents, local businesses, and potentially high-risk
individuals, in case anyone becomes a bystander in a fentanyl overdose; and be it
FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
County of San Francisco urges the Mayor and Board of Supervisors that when distributing
free Narcan, they also include a pamphlet with clear steps and images on how to administer
Naxolone, as well as clear information on what an overdose looks like and the type of
symptoms that can occur; and be it
FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
County of San Francisco urges the Mayor, the Board of Supervisors, and the San Francisco
Department of Public Health to increase availability and accessibility of substance-use
services for youth and all San Franciscans who struggle with drug addictions, specifically
substance-use services in schools and in the districts most at risk of fentanyl overdoses; and
be it
FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
County of San Francisco urges the Mayor and the Board of Supervisors, with collaboration of
San Francisco schools, to create a system where students can anonymously inform adults of
possible young friends, or themselves, who are struggling with drug-addiction to receive
adequate support and services; and be it
FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
County of San Francisco recommends the Mayor, the Board of Supervisors, the San

Francisco Department of Public Health, the San Francisco Unified School District (SFUSD),

- the San Francisco Public Charter Schools, and the Independent Schools in the San
- 2 Francisco Bay Area (ISSFBA) to develop an anonymous school survey that students fill out
- 3 each academic year to determine the number of students using drugs and revaluate possible
- 4 services or actions to reduce the number of students using drugs; and be it
- 5 FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
- 6 County of San Francisco urges the Mayor and the Board of Supervisors to raise awareness
- 7 at all San Francisco schools, either through information packets, teacher announcements, or
- 8 guest speakers from the San Francisco Department of Public Health, about the dangers of
- 9 "one pill can kill", particularly fake prescription pills laced with a potentially lethal dose of
- 10 fentanyl, in order to discourage youth from using drugs and/or making them aware of the
- 11 risks they may face with taking drugs; and be it
- 12 FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
- 13 County of San Francisco urges the Mayor and the Board of Supervisors to publicly support
- this resolution, in favor of combating fentanyl usage and fatalities in our youth and in San
- 15 Francisco.