

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 to have extra naloxone boxes to send to young people's homes and to**
5 **disseminate information about potentially deadly counterfeit medication, in order to**
6 **improve safety measures and prevent further fentanyl deaths and injuries.**

7

8 WHEREAS, Fentanyl is a quickly acting synthetic opioid that is frequently used to treat
9 severe pain and as a supplement to general anesthesia because of its pain-relieving effects
10 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

13 WHEREAS, Since 1968, fentanyl has been used extensively in anesthesia practice
14 after being given medical approval in the United States for the treatment of pain and
15 anesthesia³; and

16 WHEREAS, When fentanyl is prescribed by a qualified medical expert, it is typically
17 administered as an injection, a skin patch, or lozenges that are sucked like cough drops⁴; and

18 WHEREAS, Fentanyl has now saturated San Francisco's drug supply with it being
19 illegally produced in laboratories as a fake fentanyl prescription that is frequently linked to
20 recent fentanyl overdoses⁵; and

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," National Institute on Drug Abuse, January 5, 2023, accessed January 7, 2023, <https://nida.nih.gov/publications/drugfacts/fentanyl>.

⁵ "Fentanyl DrugFacts."

1 WHEREAS, This synthetic fentanyl is being sold illegally by drug dealers as 1) a
2 powder, on blotter paper, in eye droppers, and nasal sprays⁶; 2) On pills that resemble other
3 prescription opioids such as Ritalin, Adderall, Xanax, Oxycontin⁷; 3) On a variety of
4 substances such as black tar heroin, cocaine, methylenedioxy-methamphetamine (MDMA,
5 often known as ecstasy/molly), heroin⁸, rock, and powder cocaine⁹; and 4) in a variety of
6 forms, including powders, tablets, capsules, solutions, and rocks¹⁰; and

7 WHEREAS, Since fentanyl is a cheap but dangerous additive, mixing it with other
8 drugs increases the risk for drug users who are unaware that the drugs they are taking may
9 contain fentanyl, and as a result, the drugs may contain stronger opioids than the individual is
10 accustomed to, which could result in an overdose¹¹; and

11 WHEREAS, Fentanyl, like heroin, morphine, and other opioid drugs, binds to the
12 body's opioid receptors, which are located in parts of the brain that regulate pain and
13 emotions, and after repeatedly ingesting opioids, the brain becomes accustomed to them,
14 decreasing their sensitivity and making it difficult to derive pleasure from sources other than
15 the drug, which can lead users to develop an addiction and cause it to take control of their
16 lives¹²; and

17 WHEREAS, Early in the spring of 2015, the first wave of fentanyl entered San
18 Francisco in the form of white powder marketed as "china white", and since then, there have
19 been multiple clusters of overdoses linked to fentanyl and an increase in fentanyl
20 contamination¹³; and

⁶ "Fentanyl DrugFacts."

⁷ Jennifer Epstein, "Naloxone Distribution Project: The Power To Save Lives," Slide show presentation, <https://docs.google.com/presentation/d/1xTPvqRagXmbH4JdrINtir51j5QtwEFAw/edit?usp=sharing&oid=111580268407164799664&rtpof=true&sd=true>

⁸ "Fentanyl DrugFacts."

⁹ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

¹⁰ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

¹¹ "Fentanyl DrugFacts."

¹² "Fentanyl DrugFacts."

¹³ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

1 WHEREAS, Later in the fall of 2015, when fake Xanax and Norco tablets containing
2 fentanyl first surfaced, harm reduction programs reported difficulty informing the population of
3 people who use medications¹⁴; and

4 WHEREAS, San Francisco data¹⁵ from 2016 on fentanyl-related deaths show that 14
5 of the 22 deaths had no signs of injection, that 64% were found in private homes or single-
6 room hotels, that 10 of the deaths revealed the presence of methamphetamine, and that 6 of
7 the deaths revealed the presence of cocaine; and

8 WHEREAS, Crack cocaine was the cause of a wave of nine non-fatal overdoses and
9 one fatal overdose that occurred in San Francisco in April 2017, and test results from the
10 toxicology lab at Zuckerberg San Francisco General Hospital (ZSFGH) indicated that the
11 crack cocaine was contaminated with fentanyl¹⁶; and

12 WHEREAS, There were 234 fentanyl-related deaths in California in 2016 and 373 in
13 2017, according to the California Department of Public Health (CDPH), a 59 percent increase
14 in only one year¹⁷; and

15 WHEREAS, At the end of 2021 (in the 12 months ending in January 2022), 107,375
16 people in the United States died of drug overdoses and drug poisonings, according to the
17 Centers for Disease Control and Prevention (CDC); a startling 67 percent of those deaths
18 were attributed to synthetic opioids like fentanyl, and some of these deaths were caused by
19 fentanyl mixed with other illegal drugs like cocaine, methamphetamine, and heroin, with many
20 users unaware they were actually taking fentanyl¹⁸; and

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

¹⁵ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

¹⁶ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

¹⁷ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

¹⁸ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

1 WHEREAS, Only two milligrams of fentanyl are thought to be a potentially fatal dose;
2 this makes it especially risky for someone who does not have an opiate tolerance¹⁹; and

3 WHEREAS, In 2020 and 2021, the Tenderloin and South of Market (SOMA) districts
4 each saw between 18 percent and 23 percent of overdose deaths, respectively, with many of
5 these deaths taking place outside or on sidewalks in front of buildings²⁰; and

6 WHEREAS, Roughly 70 percent of the fentanyl fatalities in the Tenderloin and SOMA
7 districts were men between the ages of 35 and 64²¹; and

8 WHEREAS, The San Francisco Department of Public Health (SFDPH) issued a health
9 warning in response to a string of fatal and nonfatal deaths among cocaine users who
10 unintentionally ingested fentanyl in March 2022²²; and

11 WHEREAS, Three fatal and nine non-fatal fentanyl overdoses among San Francisco
12 residents who reportedly intended to use just cocaine were reported to SFDPH between
13 March 3 and 17, with the three fatal overdoses occurring on March 5, 2022, in the Mission
14 district²³; and

15 WHEREAS, Over 1,360 drug overdose deaths have occurred in the city (more than
16 double the COVID-19 death toll), with the Tenderloin district and SOMA once more hosting
17 the majority of these fatalities²⁴; and

18 WHEREAS, According to Jean Cooper, chief strategy and impact officer for the
19 nonprofit group Glide, "The reality is that the drivers to what we see on the streets here are
20 deep-seated systemic issues that not only San Francisco struggles with, but major cities
21 across the United States are struggling with right now, and it's around a lack of affordable

¹⁹ "Fentanyl DrugFacts."

²⁰ 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/>.

²¹ Jung, "Tracking San Francisco's Drug Overdose Epidemic."

²² "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>.

²³ "Health Alert: Overdoses Among People Exposed to Fentanyl While Using Other Drugs | San Francisco."

²⁴ Eric Westervelt, "Overdoses Far Exceed COVID Deaths in a San Francisco District. The Mayor Has a Plan," NPR.org, February 5, 2022, accessed January 7, 2023, <https://www.npr.org/2022/02/05/1076830470/san-francisco-mayor-homelessness-tenderloin-district>.

1 housing, a lack of access to affordable, quality health care and that includes mental health
2 and substance use treatment”²⁵; and

3 WHEREAS, A rise in “rainbow fentanyl”, also known as “rainbow fent”, has also
4 saturated San Francisco’s drug supply, with drug dealers targeting teenagers and young
5 adults in particular because the brightly-colored pills and powder attracts younger buyers²⁶;
6 and

7 WHEREAS, Although teen drug use has remained constant over time, deaths have
8 been rapidly increasing: 253 in 2019, 680 in 2020, and 880 in 2021²⁷; and

9 WHEREAS, Fentanyl is at fault for 77 percent of drug-related deaths among
10 teenagers²⁸; and

11 WHEREAS, In February 2018, three non-opioid-using young people overdosed
12 simultaneously overnight in the Haight Ashbury neighborhood, and their bodies were
13 discovered the next morning in a doorway²⁹; and

14 WHEREAS, Samples of paraphernalia and other drugs found at the scene were tested
15 immediately by the Office of the Chief Medical Examiner (OCME), and the tests discovered
16 that methamphetamine, ketamine, fentanyl, and acetyl fentanyl were in the drugs, and it was
17 discovered through conversations with the three individuals' peers that they had ingested
18 drugs thinking they were ketamine, which led to the fatal overdoses³⁰; and

²⁵ Westervelt, “Overdoses Far Exceed COVID Deaths in a San Francisco District. The Mayor Has a Plan.”

²⁶ 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/>.

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

²⁸ Epstein, “Naloxone Distribution Project: The Power To Save Lives.”

²⁹ 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>.

³⁰ Alexander, “Deaths of Three Men in the Haight Traced to Fentanyl-Laced Street Drugs.”

1 WHEREAS, On November 27, 2022, a 10-month-old baby accidentally overdoses on
2 fentanyl at a Marina district playground, likely caused by powder exposure, though it is
3 difficult to determine exactly when and where such exposure occurred³¹; and

4 WHEREAS, According to a national study³² that examined 25 cases from 2004 to
5 2013 of small children dying and surviving after accidentally ingesting fentanyl, with twelve
6 cases being fatal, the youngest case of fentanyl overdose involved a 1-year-old, boys as
7 young as 2 survived, and the majority of cases involved boys between the ages of 2 and 4;
8 and

9 WHEREAS, According to California's Overdose Surveillance Dashboard³³, it appears
10 that fentanyl-related opioid deaths are trending younger, for example, the highest prevalence
11 of fentanyl-related overdose deaths in Alameda County occurred in adults 30 to 34 years old
12 in 2020 and shifted to people aged 25 to 29 in 2021; and

13 WHEREAS, Fentanyl can be transmitted through significant quantities of airborne
14 fentanyl particulates, posing a significantly higher risk of exposure, as well as through direct
15 contact with mucous membranes or the bloodstream directly (i.e. inhaling/snorting, smoking
16 or injecting)³⁴; and

17 WHEREAS, When intoxicated in fentanyl, symptoms include slow breathing or no
18 breathing, drowsiness or unresponsiveness, and constricted or pinpoint pupils³⁵; and

19 WHEREAS, Naloxone, a medication approved by the Food and Drug Administration
20 (FDA), is an efficient and life-saving treatment designed to quickly reverse the effects of
21 opioid overdoses³⁶; and

³¹ 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>.

³² 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/>.

³³ "Alameda County Dashboard Count," California Overdose Surveillance Dashboard, accessed January 7, 2023, <https://skylab.cdph.ca.gov/ODdash/?tab=CTY>.

³⁴ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

³⁵ Wheeler and Marshall, "Fentanyl Safety: A Guide for San Francisco's First Responders."

³⁶ "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>.

1 WHEREAS, Naloxone binds to opioid receptors, reversing and blocking the effects of
2 opioids, such as fentanyl, heroin, morphine, oxycodone, and other prescription opioid
3 medications³⁷; and

4 WHEREAS, Naloxone can be administered by intranasal spray (into the nose),
5 intramuscular (into the muscle), subcutaneous (under the skin), or intravenous injection³⁸,
6 and there are two ways to administer Naloxone that anyone can do without medical training
7 or authorization: intranasal spray (into the nose) and intravenous injection³⁹; and

8 WHEREAS, When given to a patient exhibiting signs of an opioid overdose, naloxone
9 acts as a temporary countermeasure to the opioids and quickly brings back normal breathing
10 in those whose breath has slowed or even stopped due to an opioid overdose⁴⁰; and

11 WHEREAS, Naloxone's effects only persist for about 30 to 90 minutes on average,
12 therefore it's vital that the person receives medical attention as quickly as possible after using
13 or taking naloxone⁴¹; and

14 WHEREAS, In 2017, the largest single-city naloxone distribution program in the United
15 States, the Medicine Overdose Prevention and Education (DOPE) Project, provided
16 approximately 20,000 doses of naloxone, largely to drug users and service providers in San
17 Francisco, and has recorded 1,266 overdose reversals⁴²; and

18 WHEREAS, The community-based distribution of naloxone is linked to lower opioid
19 overdose rates, according to research on the "Impacts of a community-based naloxone
20 distribution program on opioid overdose mortality rates" carried out in North Carolina⁴³; and

³⁷ "Naloxone."

³⁸ 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>.

³⁹ "Naloxone."

⁴⁰ National Center for Injury Prevention and Control and Division of Drug Overdose Prevention, "Lifesaving Naloxone."

⁴¹ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

⁴² 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/>.

⁴³ 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/>.

1 WHEREAS, The North Carolina Study also calculated that naloxone distribution
2 prevented roughly 352 deaths during a three-year period; and

3 WHEREAS, According to a study conducted by the Ohio Department of Public Health,
4 the state of Ohio provided 145,645 Naloxone kits in 2021, which led to 19,760 confirmed
5 overdose reversals, and 346,160 kits were distributed between 2014 and 2021, resulting in a
6 total of 50,037 verified reversals⁴⁴; and

7 WHEREAS, According to a study⁴⁵, more than one in three opioid overdoses involved
8 witnesses, and with the correct equipment, like naloxone, bystanders can take action to
9 prevent overdose deaths; and

10 WHEREAS, A Narcan Program has been adopted in California school districts such
11 Placer County, Marin County, and Los Angeles County⁴⁶; and

12 WHEREAS, 16 percent of individuals who acquire take-home naloxone from schools
13 have helped to reverse an opioid overdose⁴⁷; now, therefore, be it

14 RESOLVED, That the 2022-2023 Youth Commission of the City and County of San
15 Francisco implores the Mayor and the Board of Supervisors to implement the Naloxone
16 Distribution Project (NDP) in all San Francisco public, private, and charter schools in
17 collaboration with the Department of Health Care Services (DHCS) to reduce opioid
18 overdose-related deaths across San Francisco; and, be it

19 FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
20 County of San Francisco urges the Mayor and Board of Supervisors to distribute free Narcan
21 to all San Francisco students, staff, parents, local businesses, and potentially high-risk
22 individuals, in case anyone becomes a bystander in a fentanyl overdose; and be it

⁴⁴ Ohio Department of Health, "Annual Project DAWN Data," accessed January 7, 2023, <https://odh.ohio.gov/know-our-programs/project-dawn/project-dawn-data/project-dawn-data>.

⁴⁵ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

⁴⁶ 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-crisis-has-received-national-attention-so-why-data-such-mess>.

⁴⁷ Epstein, "Naloxone Distribution Project: The Power To Save Lives."

1 FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
2 County of San Francisco urges the Mayor, the Board of Supervisors, and the San Francisco
3 Department of Public Health to increase availability and accessibility of substance-use
4 services for youth and all San Franciscans who struggle with drug addictions; and be it

5 FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
6 County of San Francisco recommends the Mayor, the Board of Supervisors, the San
7 Francisco Department of Public Health, the San Francisco Unified School District (SFUSD),
8 the San Francisco Public Charter Schools, and the Independent Schools in the San
9 Francisco Bay Area (ISSFBA) to develop an anonymous school survey that students fill out
10 each academic year to determine the number of students using drugs and update actions to
11 reduce the number; 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 raise awareness
14 at all San Francisco schools about the dangers of “one pill can kill”, particularly fake
15 prescription pills laced with a potentially lethal dose of fentanyl, in order to discourage our
16 youth from using drugs and educate them on the impacts drugs can have; and be it

17 FURTHER RESOLVED, That the 2022-2023 Youth Commission of the City and
18 County of San Francisco urges the Mayor and the Board of Supervisors to publicly support
19 this resolution, in favor of combating fentanyl usage and fatalities in our City.