

REPORT OF THE CHIEF LEGISLATIVE ANALYST

DATE: October 4, 2022

TO: Honorable Members of the Homelessness and Poverty Committee

FROM: Sharon M. Tso *KEK*
Chief Legislative Analyst

Council File No: 21-1415
Assignment No: 22-02-0099

SUBJECT: Motion (Cedillo / Rodriguez) Naloxone Training for City Staff

SUMMARY

Motion (Cedillo – Rodriguez) instructs the Los Angeles Homeless Services Authority (LAHSA) and the Chief Legislative Analyst (CLA) to report relative to the use of naloxone to treat opioid overdose among homeless individuals. This report addresses two instructions from that Motion, and are summarized as follows: 1) identify all City departments that have contact with or provide services to people experiencing homelessness and indicate if the department provides employees with naloxone training and distribution, as well as the frequency and opportunities to expand training and distribution among departments; and 2) identify any county, state, and federal legislation for the Council to consider taking an official position relative to substance abuse. The Motion also instructs LAHSA to identify all agency staff and contracted providers that received naloxone training and distribution, as well as the frequency and opportunities to expand training and distribution to all contracted street-based services and shelter sites. On June 7, 2022, LAHSA submitted a report under separate cover (Council File No. 21-1415).

Naloxone (NARCAN) training provides information on how to recognize the signs of an opioid overdose and administer the opioid overdose reversal drug Naloxone. This report provides responses from a survey of 37 departments regarding the following: staff interaction with homeless individuals; whether staff are trained to administer naloxone; and, future opportunities to expand training for staff relative to administering naloxone.

The survey found that:

- Seven (7) departments have trained staff who actively administer naloxone;
- 21 departments have staff who encounter homeless individuals during the course of performing their job duties, but have not been trained in using naloxone. This situation presents a future training opportunity;
 - Eight (8) of these departments have contracts with non-profit organizations whose staff interact with homeless individuals, which presents a future opportunity to add naloxone training requirements to certain City contracts; and
- Nine (9) departments do not have staff that encounter homeless individuals, and therefore no future opportunities exist to provide naloxone training.

- Training is provided principally to law enforcement, paramedics, and health officials, but training is not limited to these professions and a wider range of employees have received training.

This report also includes a Resolution for the City to include in its 2021 – 2022 Federal legislative program support for related substance abuse matters as detailed in Motion (Cedillo – Rodriguez).

CLA RECOMMENDATIONS

That the City Council:

- 1) Instruct the Personnel Department, with the assistance of Los Angeles Homeless Services Authority and the Fire Department, to report relative to the steps necessary to train City staff on the use of naloxone for those departments listed in Table 1 of this report;
- 2) Instruct the Personnel Department, with the assistance of Los Angeles Homeless Services Authority and the Fire Department, to report relative to the steps necessary to ensure naloxone training is provided to the staff of organizations who encounter homeless individuals while performing duties under contract by the departments listed in Table 1 of this report;
- 3) Instruct the Fire Department to report in six months after the leave-behind program is initiated relative to the benefits of providing leave-behind naloxone doses and if more leave-behind doses are needed, should the Department be awarded the “Leave Behind Naloxone” grant; and
- 4) Adopt the Resolution in Attachment 2 of this report to include sponsorship or support of legislation regarding drug overdose prevention and treatment.

FISCAL IMPACT

There is no impact to the General Fund.

DISCUSSION

Motion (Cedillo – Rodriguez) informs that in January 2021 the Los Angeles County Department of Public Health (County DPH), Center for Health Impact Evaluation released a report on “Recent Trends In Mortality Rates and Causes of Death Among People Experiencing Homelessness in the County.” The Motion states that drug overdose has been the leading cause of death among people experiencing homelessness since 2017, and that from 2017-2019 homeless individuals were 36 times more likely to die of a drug overdose than the general County population. Over those three years, fentanyl was the only drug that caused an increase in the mortality rate, and there were twice as many overdose deaths (273) in the first seven (7) months of 2020 as in all of 2019. Additionally, the Motion states that fentanyl deaths among Black and Latino homeless persons increased in 2019 and 2020 and that the data presented in the County DPH report demonstrate the urgent need to focus on preventing substance use deaths among homeless people.

Opioid Overdose and Naloxone

The Substance Abuse and Mental Health Services Administration (SAMSA) of the U.S. Department of Health and Human Services informs that naloxone is a medication approved by the

U.S. Food and Drug Administration designed to rapidly reverse opioid overdose. SAMSA defines opioids as prescription medications used to treat pain, such as morphine, codeine, methadone, oxycodone, hydrocodone, and fentanyl, as well as illegal drugs, such as heroin. The Centers for Disease Control (CDC) defines fentanyl as a synthetic opioid approved for treating severe pain, which is 50 to 100 times more potent than morphine. Illegally made fentanyl is sold through illicit drug markets for its heroin-like effect, and it is often mixed with heroin or other drugs, such as cocaine, or mixed into counterfeit prescription pills.

The CDC advises that fentanyl is leading the nationwide overdose epidemic. The CDC estimates that in the 12 month period ending in October 2021, over 105,000 Americans died of drug overdoses and over 66 percent of those deaths were related to fentanyl and other synthetic opioids. Last year, the United States suffered more fentanyl related deaths than gun and auto-related deaths combined.

SAMSA states that naloxone is administered when a patient is showing signs of opioid overdose. The treatment is temporary and its effects do not last long; therefore, it is critical to obtain medical intervention as soon as possible after administering/receiving naloxone. The medication can be given by nasal spray or injection.

LA County Homeless Mortality Report

LA County DPH recently released a 2022 report on mortality among homeless individuals during the 12-month periods before and after the COVID-19 pandemic began: April 1, 2019 to March 31, 2020 and April 1, 2020 to March 31, 2021. A summary of the report's findings is below:

- Deaths among homeless persons from all causes (COVID-19, overdose, heart disease, and traffic deaths) increased 56 percent from 1,271 in the pre-pandemic year to 1,988 in the post-pandemic year;
- Drug overdose was the primary cause of the increase, accounting for 48.5 percent of the increase;
- There were 402 drug overdose deaths in the first year of the study and 715 in the second year of the study, an increase of 313 deaths (78 percent increase);
- Most overdose deaths involved multiple drugs:
 - Methamphetamine was the sole contributor of approximately 30 percent of overdose deaths;
 - Methamphetamine contributed to about three-quarters of all deaths;
 - Fentanyl related deaths increased from 27 percent to 45 percent;
 - Fentanyl was the sole cause of two percent of deaths in the pre-pandemic year and five percent of deaths in the post-pandemic year;
 - Heroin was the third leading contributor to overdose deaths; and,
- Overdose deaths increased across all age and racial/ethnic groups, including 112 percent for the 18 to 29 year old and 30 to 49 year old age groups. For race/ethnic

groups, there was an 84 percent increase among Latinos and 74 percent increase for Black individuals.

Department Survey

In response to the Motion, our Office surveyed 37 departments and asked questions regarding their interactions with homeless individuals, naloxone training among City staff, and future opportunities to provide naloxone training. In addition, the departments were requested to provide a brief narrative describing these activities. The questions are as follows:

- 1) Does your department have contact with homeless individuals?
- 2) Does your department provide any type of service to homeless individuals?
- 3) Does your department provide naloxone training?
- 4) Does your department distribute naloxone to homeless individuals, and if yes, how often?
- 5) Are there opportunities to expand related services, training, and distribution?

In reviewing the survey results, the departments reported that their involvement with naloxone and homelessness fall into the following three categories:

- 1) The department provides naloxone training and future training opportunities exist.
- 2) The department does not provide naloxone training, but future training opportunities exist.
- 3) The department does not have contact with homeless persons and no future training opportunities exist.

Table 1 below shows the status of each department with regard to these three categories. Additional details concerning the status of each department follows.

Table 1, Naloxone Training for City Workers

	Department	Encounter	Training	Future Opportunity
Provides Naloxone Training	Airport	Yes	Yes	No
	Disability	Yes	Yes	Yes
	Fire	Yes	Yes	Yes
	Personnel	Yes	Yes	Yes
	Police	Yes	Yes	No
	Harbor	Yes	Yes	Yes
	Recreation and Parks	Yes	Yes	Yes
Does Not Provide Naloxone Training, but Future Training Opportunities Exist	Aging	Yes	No	Yes
	Animal Services	Yes	No	Yes
	Board of Public Works	Yes	No	Yes
	Contract Administration	Yes	No	Yes
	BOE	Yes	No	Yes
	Bureau of Sanitation	Yes	No	Yes
	Bureau of Street Lighting	Yes	No	Yes
	Bureau of Street Services	Yes	No	Yes
	CAO	Yes	No	Yes
	City Attorney	Yes	No	Yes
	Clerk	Yes	No	Yes
	CIFD	Yes	No	Yes
	Cultural Affairs	Yes	No	Yes
	EWDD	Yes	No	Yes
	El Pueblo	Yes	No	Yes
	Finance	Yes	No	Yes
	GSD	Yes	No	Yes
	Housing	Yes	No	Yes
	Library	Yes	No	Yes
	Transportation	Yes	No	Yes
	Water and Power	Yes	No	Yes
No Contact with Homeless Individuals	Building and Safety	No	No	No
	Cannabis	No	No	No
	Controller	No	No	No
	City Tourism	No	No	No
	Emergency Management	No	No	No
	Information Technology Agency	No	No	No
	Neighborhood Empowerment	No	No	No
	Planning	No	No	No
	Zoo	No	No	No

Department Provides Naloxone Training and Future Training Opportunities Exist

In summary, future opportunities may exist for staff from Disability, Harbor, Personnel, and Recreation and Parks to distribute naloxone to homeless individuals. Personnel advises that there may be an opportunity to distribute naloxone to those being released from correctional care settings. The Los Angeles Police Department (LAPD), Los Angeles Fire Department (LAFD), and Los Angeles World Airports (LAWA) reported that they have trained appropriate staff that encounter homeless individuals and currently have the resources needed to address their emergency response needs. LAFD has applied for a State grant for "Leave Behind" doses of naloxone that can be distributed after emergency calls for service, including calls involving homeless persons. "Leave Behind" refers to staff providing a dose of naloxone to an individual for use in a future overdose event without having to wait for first responders to administer naloxone.

- **LAWA:**

- The Airport Police Department trains each of its approximately 500 sworn officers in the distribution of Narcan (a brand of naloxone) to anyone suspected of an opioid overdose. They estimate using it no more than a few times per year for people within their jurisdiction.
- The Department says it has the resources to address its current need.
 - The Airport obtained federal approval for two Safe Parking sites on airport property, one in CD 11 and another adjacent to Van Nuys Airport in CD 6. The Department noted that these sites would be run by a service provider, but that future training opportunities may exist at these sites.

- **Disability**

- The department provided overdose prevention training to staff three years ago. All staff have received the training and can distribute naloxone, with the exception of newly hired employees;
- Syringe exchange participants are provided naloxone at every visit; and,
- The department informed that it is always looking for opportunities to expand services.

- **LAFD**

- All of LAFD's approximately 3,500 sworn members are trained in the administration of naloxone as part of their Emergency Medical Technician (EMT) or Paramedic training;
- LAFD stated that it has an adequate supply of naloxone to meet the current needs of 911 calls for emergency medical service; and,
- LAFD has applied to the state for 1,500 free doses of naloxone as part of project "Leave Behind Naloxone." If awarded the grant, doses would be available to be left behind with a person contacted through a 911 call, which includes homeless individuals.

- **Personnel**

- The department's medical staff assigned to dispensaries at three City jails are all trained in the use of naloxone as a standard intervention in cases of overdose;

- The department states that there could be opportunities to distribute naloxone to homeless individuals being released from the correctional care setting; and,
 - Additional supply would require a modest increase in funding for medications. The department also recommends partnering with providers of substance abuse programs in the community.
- **LAPD**
 - LAPD provides naloxone training to its officers. Training is provided by LAFD and trained LAPD officers. Trained LAPD officers are issued a naloxone kit (two naloxone bottles per kit) to use on duty. As of March 2022, there have been over 4,640 personnel trained in the application and usage of naloxone. Trained staff include: Senior Lead Officers, patrol officers, Special Units, and those that have contact with citizens; and
 - LAPD is continually providing training to officers who have not yet received training.
 - **Harbor**
 - The Port Police have approximately 116 officers trained by LAFD and Port Police staff in the administration of naloxone. Officers carry two naloxone kits with them while on duty. Officers are prepared to administer naloxone, but Harbor staff do not leave behind doses to homeless persons; and
 - Harbor staff other than Port Police interact with homeless persons in various capacities while conducting their duties and the department is open to expanding training to these staff, if directed by Council.
 - **Recreation and Parks**
 - The Park Ranger Division trains its approximately 24 sworn officers in the administration of Narcan; and,
 - As Park Rangers are hired, they are trained in naloxone administration. Additionally, other department staff working in parks may encounter homeless individuals.

Department Does Not Provide Naloxone Training, but Future Training Opportunities Exist for City or contracted staff

The following departments have reported that their staff or contractors do have contact with persons experiencing homelessness and that naloxone training opportunities exist. A full status of each department's naloxone training status is also listed below.

- **Aging**
 - The department conducts direct service outreach events and meets homeless persons in person.
- **Animal Services**
 - Staff can interact with homeless individuals in different situations, including the following 1) Animal Control staff respond to calls in the field; 2) Animal Care

Technicians and Clerical staff interact with homeless individuals who seek in-person services; and, 3) Impound staff encounter homeless individuals who surrender or claim their pets.

- **Board of Public Works**
 - Board staff do not encounter homeless individuals, however, contractors for the following programs could be trained in naloxone: Mobile Pit Stop Program, Mobile Shower Program; and, Skid Row Cleaning Program.
- **Bureau of Engineering**
 - BOE staff are typically at job sites no more than once a week and, although limited in duration, these interactions may be an opportunity to train staff who are routinely in the field;
- **Bureau of Contract Administration**
 - Bureau of Contract Administration's Construction Inspectors work in outdoor construction zones along the public right-of-way. They may encounter homeless individuals.
- **Bureau of Sanitation**
 - Sanitation's Livability Services Division provides street engagement and hygiene services across the City. These Sanitation Service Teams identify, document, and remove health hazards, collect and discard abandoned trash, litter and debris from the public right of way. Staff receive training from Sanitation's Industrial Safety Compliance Division in various forms specific to the job classification and scope of work. It may be beneficial to provide naloxone training should the determination be made that it is suitable for use by Sanitation staff;
- **Bureau of Street Lighting**
 - Workers come across homeless people while installing or providing maintenance with street lights.
- **Bureau of Street Services**
 - Staff may occasionally encounter homeless individuals while performing construction/maintenance activities in the public right-of-way. Street Services Investigators may also encounter homeless individuals when investigating and enforcing municipal ordinances. The Bureau does not currently provide naloxone training to its staff, but informs that its Street Services Investigators can benefit from receiving naloxone training to assist the public, or in helping themselves if they are accidentally exposed to fentanyl during their encounters.
- **City Administrative Officer (CAO)**
 - The Office's regional outreach coordinators are charged with coordinating homeless outreach efforts throughout the City. The coordinators occasionally interact with persons experiencing homelessness. The CAO does not offer naloxone training to staff nor does it distribute naloxone to homeless persons in need.

- Opportunities to expand naloxone related services, training, and distribution may exist for CAO contractors that provide direct outreach and services to homeless people.
- **City Attorney**
 - City Attorney contractors have received training as part of the Homeless Engagement and Response Team (HEART), which helps to resolve criminal infraction citations. Future opportunities may exist for contracted staff of the LA Door program, which serves individuals with substance use or mental illness issues, or who are homelessness.
- **Community Investment for Families**
 - The department has contracted providers that offer services to the homeless population, but they are not trained, nor do they distribute naloxone. The department is willing to provide training to contracted providers in the future.
- **Cultural Affairs**
 - Staff has indirect contact with unhoused persons as several unhoused persons have set up encampments around theaters and art centers.
- **Economic and Workforce Development (EWDD)**
 - There are 14 YouthSource Centers throughout the City that provide services (such as LA: RISE employment services) to individuals, including homeless individuals. The City employs staff at two locations (Watts and Boyle Heights). City staff have not been trained in the use of naloxone, however, EWDD would welcome training opportunities for staff.
 - In addition, EWDD notes that a training opportunity may exist with staff from their Social Enterprise partners.
- **El Pueblo**
 - Staff at El Pueblo may have incidental contact with homeless individuals at or near the park.
- **Finance**
 - Department staff occasionally come into contact with homeless individuals that enter public counters, and therefore, there is potentially an opportunity to provide naloxone to a homeless person who has overdosed.
- **General Services**
 - Staff provide various maintenance and repair services at various sites (such as, LA Mall, Civic Center, Central Library, Piper Technical Center, and A Bridge Home facilities, etc.), and may come into contact with individuals experiencing homelessness.

- **Housing**
 - Housing inspection and field staff encounter homeless individuals as part of performing their duties.
 - Housing advises that some contracted staff such as, LAHSA Homeless Engagement Teams may already receive naloxone training. LAHD contracts could add specific language related to naloxone training requirements.
- **Library**
 - Staff provide direct public service to homeless persons on a daily basis, and the department reported that they are interested in providing naloxone training and supplies to staff on a voluntary basis.
- **Transportation (DOT)**
 - Traffic Officers occasionally interact with motorists who are experiencing homelessness and living in their vehicles. DOT field personnel may also encounter these motorists or other homeless persons living at an encampment while performing repair or installation tasks.
- **Water and Power (DWP)**
 - Staff and/or field crews may encounter homeless individuals in and around DWP properties, equipment, construction sites, and customer service locations.

The Department Does Not Have Contact with Homeless Persons and No Future Training Opportunities Exist

These departments inform that they do not have contact with homeless individuals and therefore it would not be necessary to provide training for staff to administer naloxone to homeless persons.

-- Building and Safety	-- Cannabis Regulation
-- Controller	-- City Tourism
-- Emergency Management	-- Information Technology Agency
-- Neighborhood Empowerment	-- Planning
-- Zoo	

Legislation

Motion (Cedillo – Rodriguez) includes an instruction for our Office to identify pending legislation relative to eight specific substance use issues for the City to consider supporting. A summary of these issues is as follows:

- Rapidly secure drug Medi-Cal certification for providers of substance use disorder treatment programs;
- Faster admission to substance use disorder programs through improved bed vacancy data within LA County's Service Bed Availability Tool ;
- Increase federal funds for Medi-Cal services.;
- Increase distribution of naloxone to homeless persons on the street, in shelter and interim housing, and for those exiting jail and correctional facilities;

- Ensure substance use disorder outpatient services provided in recovery bridge housing are available throughout the patient's full treatment period;
- Expand syringe exchange programs to reduce overdose deaths, HIV, Hepatitis-C, and other infectious diseases; and,
- Improve County contracted substance use disorder provider utilization of LAHSA's Homeless Management Information System to improve case management.


Our Office reviewed pending legislation and coordinated with LAHSA to identify relevant bills to support. A listing of the bills is set forth below. This report also includes a Resolution for the 2021 – 2022 State and Federal legislative programs to support these bills, as well as sponsorship or support for the eight (8) substance use related issues as noted above (Attachment 2).

Increase naloxone distribution

- S. 3418 (2021: Warren D-MA)/H.R. 6311 (Maloney) – Comprehensive Addiction Resources Emergency Act of 2021:
Provides \$125 billion over ten years to fight the opioid crisis, including \$1 billion to expand access to naloxone. The bills support local decision-making and programs to expand access to evidence-based treatments and recovery support services, and expands mental health, early intervention, and harm reduction tactics.
- H.R. 2366 (2021: Kuster D-NH) / S. 1457 (2021: Markey (D-MA) – Support, Treatment, and Overdose Prevention (STOP) of Fentanyl Act:
Bolsters the public health response to deadly illicit fentanyl and other synthetic opioids by expanding access to substance-use treatment; enhancing overdose prevention, including access to naloxone; and, improving public health surveillance, monitoring, and education.
- S. 3028 (2021: Markey D-MA) / H.R. 5697 (2021: Kuster D-NH) – Community Re-Entry through Addiction Treatment to Enhance (CREATE) Opportunities Act:
Creates a new federal grant program to support opioid-use disorder treatment at state and local correctional facilities.

Increase education of homeless service providers about dangers of overdose

- H.R. 4341 (Trone) / S. 987 (Portman) – Comprehensive Addiction and Recovery Act (CARA) 3.0:
Authorizes \$785 million for evidence-based prevention, education, enforcement, treatment, criminal justice, and recovery programs.


Jack Reef
Analyst

RESOLUTION

WHEREAS, any official position of the City of Los Angeles with respect to legislation, rules, regulations or policies proposed to or pending before a local, state or federal governmental body or agency must have first been adopted in the form of a Resolution by the City Council with the concurrence of the Mayor; and

WHEREAS, the Los Angeles County Department of Public Health, Center for Health Impact Evaluation has released a report regarding “Recent Trends In Mortality Rates and Causes of Death Among People Experiencing Homelessness in Los Angeles County;” and

WHEREAS, the report found that drug overdose has been the leading cause of death among people experiencing homelessness since 2017, and that during the years of 2017 to 2019, homeless individuals were 36 times more likely to die of a drug overdose than the rest of the County population; and

WHEREAS, methamphetamines had the highest percentage of overdose deaths since 2018, and deaths from fentanyl overdose increased from 27 to 45 percent over the last two years; and

WHEREAS, there were 402 drug overdose deaths in the year prior to the pandemic, and 715 drug overdose deaths in the first 12 months of the pandemic, an increase of 313 deaths (78 percent increase); and

WHEREAS, fentanyl overdose deaths among Black and Latino homeless persons more than doubled since 2018; and

WHEREAS, State and Federal legislation is pending relative to addressing the substance abuse crisis and the use of naloxone, including the following bills: S. 3418 and HR 6311; HR 2366 and S. 1457; S. 3028 and HR 5697; and HR 4341 and S. 987; and

WHEREAS, the City should support legislation that would address the urgent need for our systems of care to provide support for homeless persons to prevent premature death from substance use;

NOW, THEREFORE, BE IT RESOLVED with the concurrence of the Mayor, that by the adoption of this Resolution the City of Los Angeles includes in its 2021 - 2022 State and Federal Legislative Programs:

- 1) Support for the following bills: S. 3418 and HR 6311; HR 2366 and S. 1457; S. 3028 and HR 5697; and HR 4341 and S. 987; and
- 2) Sponsorship or Support for legislation that would address the following substance use related issues:
 - Rapidly securing drug Medi-Cal certification for providers of substance use disorder treatment programs;

- Faster admission to substance use disorder programs through improved bed vacancy data within LA County's Service Bed Availability Tool;
- Increase federal funds for Medi-Cal services;
- Increase distribution of naloxone to homeless persons on the street, in shelter and interim housing, and for those exiting jail and correctional facilities;
- Improve drug overdose education for homeless service providers;
- Ensure substance use disorder outpatient services provided in recovery bridge housing are available throughout the patient's full treatment period;
- Expand syringe exchange programs to reduce overdose deaths, HIV, Hepatitis-C, and other infectious diseases; and
- Improve County contracted substance use disorder provider utilization of LAHSA's Homeless Management Information System to improve case management.