MEMORANDUM

To: Council Members
From: Staff
Date: April 21, 2017 Council Meeting
Subject: Opioid Epidemic Project Update – Data and Mapping for the Treasure Coast Region

Introduction

Starting last month, Council staff began regional data collection and mapping efforts to document opioid overdoses, emergency response events, mortality, and costs related to the opioid abuse epidemic. This report presents the preliminary results of this effort to highlight and quantify negative public health and resource impacts being experienced by Treasure Coast counties. There are inconsistencies across the region and state on how opioid overdose-related data is kept and reported. All data and mapping in the report are considered draft based on the best available information collected to date from numerous sources.

Background

This report examines various metrics of the opioid abuse epidemic over a three-year time period within the Treasure Coast Region. The following attachments quantify and map some of the important impacts and costs associated with the epidemic trending across the region.

- Opioid-Related Overdose/Poisoning, Non-Fatal Hospitalizations and Emergency Room Treatment Events by County for the Treasure Coast Region, 2014-2016
- Public Emergency Response Calls to Opioid-Related Overdose/Poisoning Events by County for the Treasure Coast Region, 2014-2016
- Estimated Costs Related to Public Emergency Response Calls to Opioid-Related Overdose/Poisoning Events by County for the Treasure Coast Region, 2014-2016
- Opioid-Related Overdose/Poisoning Deaths by County for the Treasure Coast Region, 2014-2016
- Narcan Expenses by County for the Treasure Coast Region, 2014-2016
- GIS Map Series of Narcan Administration by Zip Code by County for Indian River, Martin and St. Lucie counties, 2014-2016
• GIS Map Series of Opioid-Related Public Emergency Response Calls by Zip Code and Station Zone for the Treasure Coast Region, 2014-2016 (Under Development).

There are inconsistencies across the region on how opioid overdose-related cost and mortality data are kept and reported. Data from numerous sources had to be collected and compiled to generate the data tables and GIS maps contained in this report. Data sources include:

• St. Lucie County Fire District
• Indian River County Fire Rescue
• Martin County Fire Rescue
• Palm Beach County Fire Rescue
• Palm Beach County State Attorney’s Office, 15th Judicial Circuit
• Palm Beach County Sober Homes Task Force Report, 2017
• Palm Beach County Fire Rescue, EMS Division, Epidemic Challenges Report 2016
• Death Master Data Base, Florida Department of Health, Bureau of Vital Statistics
• Emergency Department Data Base, Florida Agency for Health Care Administration
• Hospital In-Patient Data Base, Florida Agency for Health Care Administration
• EMSTARS Data Base, Florida Department of Health
• District 15 Medical Examiner’s Office

At the time of this writing some data sets were still in the process of being obtained and compiled. Once data collection and compilation efforts are concluded, staff will complete its data and mapping efforts. In addition, this report includes two attachments highlighting recent Council actions addressing the opioid abuse epidemic.

Summary

The metrics analyzed in this report suggest that between 2014-2016, each of the four counties which make up the Treasure Coast Region and the region as a whole have experienced anywhere from a 100 to 700 percent increase in negative public health and resource impacts related to widespread opioid abuse in the region. Indian River County seems to have experienced the least amount of negative impacts based on the metrics analyzed. The GIS mapping of some of these metrics gives a reasonable picture of how and where Treasure Coast counties are being affected by the opioid abuse epidemic.

Conclusion

One definition of epidemic is a sudden widespread occurrence of a particular undesirable phenomenon. Regardless of the data sets and sources used, all measurements and metrics suggest the region’s opioid problem has reached epidemic proportions and should be treated as a public health emergency. As noted previously in this report, there are inconsistencies across the region and state on how opioid overdose-related data is kept and reported. The harder it is to accurately measure the problem, the harder it will be to manage and resolve it. Recently, staff became aware of a U.S. Department of Justice grant opportunity that could be used for the purpose of establishing a system for standardizing data collection and reporting for the region and the state.
Staff would like to apply for this grant in cooperation with Palm Beach, Martin, St. Lucie and Indian River counties.

Recommendation

Council should accept this report for information purposes only and authorize staff to apply for, in cooperation with Palm Beach, Martin, St. Lucie and Indian River counties, the U.S. Department of Justice grant to standardize and improve the collection and reporting of data related to the region’s opioid epidemic.

Attachments
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian River</td>
<td>48</td>
<td>76</td>
<td>69</td>
<td>44%</td>
<td>14</td>
<td>45</td>
<td>32</td>
<td>129%</td>
</tr>
<tr>
<td>Martin</td>
<td>40</td>
<td>59</td>
<td>101</td>
<td>153%</td>
<td>28</td>
<td>49</td>
<td>75</td>
<td>168%</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>340</td>
<td>639</td>
<td>669</td>
<td>97%</td>
<td>403</td>
<td>791</td>
<td>1,072</td>
<td>166%</td>
</tr>
<tr>
<td>St. Lucie</td>
<td>90</td>
<td>157</td>
<td>201</td>
<td>123%</td>
<td>40</td>
<td>102</td>
<td>135</td>
<td>238%</td>
</tr>
<tr>
<td>Treasure Coast Region</td>
<td>518</td>
<td>931</td>
<td>1,040</td>
<td>101%</td>
<td>485</td>
<td>987</td>
<td>1,314</td>
<td>171%</td>
</tr>
</tbody>
</table>
### Public Emergency Response Calls to Opioid-Related Overdose/Poisoning Events by County for the Treasure Coast Region, 2014-2016

<table>
<thead>
<tr>
<th>Counties</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2014-2016 % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian River</td>
<td>53</td>
<td>72</td>
<td>127</td>
<td>140%</td>
</tr>
<tr>
<td>Martin</td>
<td>77</td>
<td>117</td>
<td>228</td>
<td>196%</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>3,195</td>
<td>4,840</td>
<td>6,012</td>
<td>88%</td>
</tr>
<tr>
<td>St. Lucie</td>
<td>524</td>
<td>590</td>
<td>698</td>
<td>33%</td>
</tr>
<tr>
<td>Treasure Coast Region</td>
<td>3,849</td>
<td>5,619</td>
<td>7,065</td>
<td>84%</td>
</tr>
</tbody>
</table>

### Estimated Costs Related to Public Emergency Response Calls to Opioid-Related Overdose/Poisoning Events by County for the Treasure Coast Region, 2014-2016

<table>
<thead>
<tr>
<th>Counties</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2014-2016 % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian River</td>
<td>$30,899</td>
<td>$41,976</td>
<td>$74,041</td>
<td>140%</td>
</tr>
<tr>
<td>($583)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Martin</td>
<td>$137,445</td>
<td>$208,845</td>
<td>$406,980</td>
<td>196%</td>
</tr>
<tr>
<td>($1,785)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Palm Beach</td>
<td>4,792,500</td>
<td>$7,260,000</td>
<td>$9,018,000</td>
<td>88%</td>
</tr>
<tr>
<td>($1,500)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>St. Lucie</td>
<td>$838,400</td>
<td>$944,000</td>
<td>$1,116,800</td>
<td>33%</td>
</tr>
<tr>
<td>($1,600)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Treasure Coast Region</td>
<td>$5,799,244</td>
<td>$8,454,821</td>
<td>$10,615,821</td>
<td>83%</td>
</tr>
</tbody>
</table>
## Opioid-Related Overdose/Poisoning Deaths by County for the Treasure Coast Region, 2014-2016

<table>
<thead>
<tr>
<th>Counties</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2014-2016 % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian River</td>
<td>25</td>
<td>17</td>
<td>27</td>
<td>8%</td>
</tr>
<tr>
<td>Martin</td>
<td>25</td>
<td>26</td>
<td>88</td>
<td>252%</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>189</td>
<td>307</td>
<td>*600+</td>
<td>217%</td>
</tr>
<tr>
<td>St. Lucie</td>
<td>35</td>
<td>55</td>
<td>103</td>
<td>194%</td>
</tr>
<tr>
<td>Treasure Coast Region</td>
<td>274</td>
<td>405</td>
<td>818</td>
<td>199%</td>
</tr>
</tbody>
</table>

*Data for December 2016 is not complete.

## Narcan Expenses by County for the Treasure Coast Region, 2014-2016

<table>
<thead>
<tr>
<th>Counties</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2014-2016 % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indian River</td>
<td>$435</td>
<td>$2,767</td>
<td>$3,891</td>
<td>794%</td>
</tr>
<tr>
<td>Martin</td>
<td>$2,280</td>
<td>$3,180</td>
<td>$13,597</td>
<td>496%</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>$25,606</td>
<td>$57,543</td>
<td>$205,346</td>
<td>702%</td>
</tr>
<tr>
<td>St. Lucie</td>
<td>$4,176</td>
<td>$6,090</td>
<td>$29,223</td>
<td>600%</td>
</tr>
<tr>
<td>Treasure Coast Region</td>
<td>$32,497</td>
<td>$69,580</td>
<td>$252,057</td>
<td>676%</td>
</tr>
</tbody>
</table>

*This includes the $18,000 spent in 2016 to equip the St. Lucie County Sheriff’s Office with Narcan.
Treasure Coast Region
Opioid Abuse Data

Martin County
Narcan Administration by Zip Code

2015
(Source: Martin County Fire Rescue Department)

- Less than 5 doses
- 5 - 9 doses
- 10 - 24 doses
- 25 - 49 doses
- 50 or more doses

Major Roadways
County Boundary

Treasure Coast Regional Planning Council
March 2017
MEMORANDUM

To: Governor Rick Scott  
    Senator Jeff Clemens  
    Representative Bill Hager  
    Representative Gayle Harrell  

From: Commissioner Doug Smith  
       Martin County Board of County Commissioners, Chair  
       Treasure Coast Regional Planning Council, Chair  

Date: March 22, 2017  

Subject: House Bill 807/Senate Bill 788 – Marketing Practices for Substance Abuse Services

On behalf of the Treasure Coast Regional Planning Council, I would like to provide this letter of support for House Bill 807 and Senate Bill 788, addressing the opioid epidemic and corrupt marketing practices for substance abuse services. Council’s district includes the four jurisdictions of Palm Beach, Martin, St. Lucie and Indian River counties, and the 51 towns, cities and villages that together make up the Treasure Coast Region. The region and the state are experiencing an opioid public health emergency which is being perpetuated, in part, by a network of unscrupulous substance abuse treatment providers and sober home operators that are entrenched throughout the state.

Florida’s recovery industry is now estimated at over $1 billion, with hundreds of rehab facilities and sober homes within the Treasure Coast Region. Illegal kickbacks, insurance fraud and patient brokering are among the abuses within the industry. All of this fuels the growth of sober homes, some of them being operated by unscrupulous individuals who encourage drug use and other illegal activity. As a result, otherwise peaceful residential neighborhoods are degraded, public safety is endangered and the recovering addicts themselves are victimized, left homeless and risk death by overdose.

Council would like to join the many different partners involved in addressing Florida’s opioid public health emergency and the system of exploitative substance abuse treatment providers and sober home operators which are perpetuating this epidemic, and support House Bill 807 and Senate Bill 788.

If there are questions please call me or Council’s Executive Director, Michael Busha. Thank you for your consideration and support.

cc: Alan S. Johnson, 15th Judicial Circuit  
    Mayor Paulette Burdick, PBCBOCC  
    Vice Mayor Melissa McKinlay, PBCBOCC  
    Verdelia Baker, PBC  
    Faye Johnson, PBC
TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members

From: Staff

Date: March 17, 2017 Council Meeting

Subject: Opioid Epidemic Update – Presentation by Alan S. Johnson, Chief Assistant State Attorney for the 15th Judicial Circuit

Introduction

Chief Assistant State Attorney for the 15th Judicial Circuit, Alan S. Johnson has been invited to update Council on its latest activities in response to the sober home problem and the opioid epidemic. Through 2016 there were an estimated 4,686 opioid-related, fire-rescue emergency responses in the four-county Treasure Coast Region. Around 4,000 of these occurred in Palm Beach County. In 2016, the opioid-related overdose events have resulted in more than 550 deaths across the Treasure Coast Region. Since 2014, the number of opioid-related overdose response events and deaths in the Treasure Coast Region have increased by 380 percent and 265 percent, respectively.

The estimated cost in the region per response to overdose events ranges from $1,000 to $1,800. For 2016, the annual expense for these response calls in the region is now estimated to be between $5-6 million. There are other public costs as well, including the psychological toll on the region’s community of first responders. In Palm Beach County, police and fire departments are routinely engaging mental health professionals to assist first responders in coping with the fatigue and stress associated with responding to so many overdose-related calls and deaths. National facts and figures related to the opioid crisis are attached.

In addition, Florida’s recovery industry is now estimated at over $1 billion, with hundreds of rehab facilities and sober homes within the Treasure Coast Region. Illegal kickbacks, insurance fraud and patient brokering are among the abuses within the industry. All of this fuels the growth of sober homes, some of them being operated by unscrupulous individuals who encourage drug use and other illegal activity. As a result, otherwise peaceful residential neighborhoods are degraded, public safety is endangered and the recovering addicts themselves are victimized, left homeless and risk death by overdose.

Recommendation

For information only.

Attachments
**Fact and Figures on the Opioid Crisis**

**WHAT IS AN OPIOID?**

As used in this report, opioid refers broadly to substances that bind to opioid receptors in the brain and body. This includes drugs commonly prescribed to relieve pain like hydrocodone (e.g., Vicodin) and oxycodone (e.g., OxyContin, Percocet), as well as substances like heroin that are produced and sold illicitly.

---

**THE SCALE OF THE CRISIS**

In 2014, the latest year for which national data is available, nearly 30,000 individuals died from opioid overdose in the U.S. This number increased steadily during the last two decades, from 6,242 deaths in 2000, to 12,991 in 2005, and 19,687 in 2010.

Source: Centers for Disease Control and Prevention

---

In 1991, health professionals wrote 76 MILLION opioid prescriptions in the U.S. In 2011, they wrote 219 MILLION.

In 12 STATES, the number of prescriptions written for painkillers exceeded the number of people in the state.

---

Meanwhile, Mexican heroin production increased from 8 METRIC TONS TO 50 METRIC TONS between 2005 and 2009.

Source: National Institute on Drug Abuse
OVERALL, AMERICANS CONSUME UP TO 80% OF THE WORLD’S PRESCRIPTION OPIOIDS.
Source: Centers for Disease Control and Prevention

On an average day in the U.S., according to the Department of Health and Human Services, health care professionals dispense more than 650,000 opioid prescriptions.

EACH DAY:
3,900 People initiate nonmedical use of prescription opioids for the first time.

580 People use heroin for the first time.

78 People die from an opioid-related overdose.
Source: U.S. Department of Health and Human Services