

Hypodermic Apparatus Exchange Programs in Maine Annual Report

2018

A Report to the State of Maine Legislature
Joint Standing Committee on Health and Human Services
and
Joint Standing Committee on Judiciary

Submitted by:
Maine Department of Health and Human Services
Maine Center for Disease Control and Prevention

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About this Report

Maine law 22 MRSA c.252-A, §1341, Hypodermic Apparatus Exchange Programs, requires the Maine Center for Disease Control and Prevention to file an annual report to the Legislature's Judiciary Committee, and Health and Human Services Committee on the status of exchange programs certified under this section.

The reporting period for this report is November 1, 2017 through October 31, 2018.

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Executive Summary

The Maine DHHS Center for Disease Control and Prevention is authorized by 22 MRSA c.252-A, §1341(1) (“Hypodermic Apparatus Exchange Programs”) to certify hypodermic apparatus exchange programs as a public health promotion strategy. This report is required as part of statute (22 MRSA c.252-A, §1341(3)), and reflects the exchange activities conducted by the certified exchange sites in Maine for the period from November 1, 2017 to October 31, 2018.

The certification of Hypodermic Apparatus Exchange Programs¹ by the Department is allowed only for those programs that meet the requirements established by statute (22 MRSA c.252-A, §1341(2)). No state or federal funds are used to support the exchange activities at the sites during this reporting period. The ban on using federal funds to support exchange activities was lifted on January 6, 2016². The Maine Legislature passed LD 1552 (*An Act To Reduce Morbidity and Mortality Related to Injection Drugs*) in the spring of 2016, but no funds were appropriated to support this action. Additional regulatory rules were also promulgated through this statute (10-144 CMR c.252). The Maine Legislature passed LD 1707 (*An Act To Reduce the Cost of Care Resulting from Blood-borne Infectious Diseases*) July 9, 2018. This bill provides funds to support hypodermic apparatus, or syringe, exchange programs. This funding is due to be distributed to the three state-certified Hypodermic Apparatus Exchange Program Operators in early 2019.

Three state-certified Hypodermic Apparatus Exchange Programs operated six sites in Maine during this reporting period. A previous site operated by the Frannie Peabody Center in Lewiston closed in June of 2017. A new site operated by Maine General Hospital in Waterville opened in February of 2018.

Agency	Site Location	Certification Date
City of Portland	Portland	September 1998
Down East AIDS Network	Ellsworth	July 2014
Down East AIDS Network	Bangor	July 2014
Down East AIDS Network	Machias	July 2014
Health Reach Harm Reduction	Augusta	December 2004
Health Reach Harm Reduction	Waterville	February 2018

¹ Hypodermic Apparatus Exchange Programs are also known as Needle Exchange Programs (NEP) or Syringe Exchange Programs (SEP) and may be used interchangeably here within.

² <https://harmreduction.org/wp-content/uploads/2012/01/Syringe-Exchange-June-4-NMAC.pdf>

Needle exchange programs (NEPs) are an evidence-supported structural intervention³ that target people who inject drugs (PWID) to reduce the transmission of HIV, Hepatitis C, and bacterial infections (Neaigus et al., 2008; Holtzman et al., 2009; Des Jarlais et al., 2005). These programs not only provide PWID with harm reduction materials at legal agencies, but NEPs also have shown to reduce injection risk behaviors over time (Huo & Ouellet, 2007; Des Jarlais et al., 2009). Huo & Ouellet (2007) examined long-term needle exchange program usage and showed that NEPs facilitated long-term reductions in injection risk practices.

In 2018, 5,396 individuals were enrolled at Hypodermic Apparatus Exchange Programs in order to exchange contaminated hypodermic apparatus for a clean apparatus. This is a 2.3% increase from 2017. Maine state law requires a one-to-one exchange except in the initial enrollment exchange where ten clean hypodermic syringes can be distributed for future exchanges.

The certified needle exchange sites collected a total of 804,733 used needles from the 5,396 enrolled individuals, which is an average of 149 needles exchanged per person. The 804,733 used needles were collected during 18,327 exchange events. An *exchange event* is when an individual visits a needle exchange site to exchange one or more used needles and/or to receive support services. This is an average of 44 needles exchanged per visit. The 5,396 enrolled individuals visited certified needle exchange sites 18,327 times in 2018, which is an average of 3.4 visits per person.

The collection of contaminated needles has increased steadily over the last thirteen years (see Graph 3.5 on page 10). During the reporting period (11/1/17 – 10/31/18), 763,622 clean needles were distributed. This is a 3.7% increase from 2017. The exchange sites continue to collect more needles than they distribute and are often asked to dispose of used needles found in public places. Collecting more needles than are distributed is an important factor for reducing the possibility of contaminated needles being the cause of infectious disease transmission.

A total of 384 HIV tests were conducted with enrolled individuals at the needle exchange sites. There were 2,482 referrals for HIV testing and 731 referrals for Hepatitis C testing offered. Exchange site staff made a total of 9,308 referrals to primary care providers, substance abuse treatment programs, and housing assistance programs. This is a 47.2% decrease from the 2017 report.

Globally, nationally, and locally in Maine, evidence has shown Hypodermic Exchange Programs continue to be a proven intervention for HIV and Hepatitis C prevention as well as a direct link to many health services, especially substance abuse treatment and care programs.

³ A *structural intervention* is generally accepted as an intervention that is replicable and governed by specific standards and process.

Hypodermic Apparatus Exchange Programs Report for 2018 Reporting Period 11/1/2017 – 10/31/2018

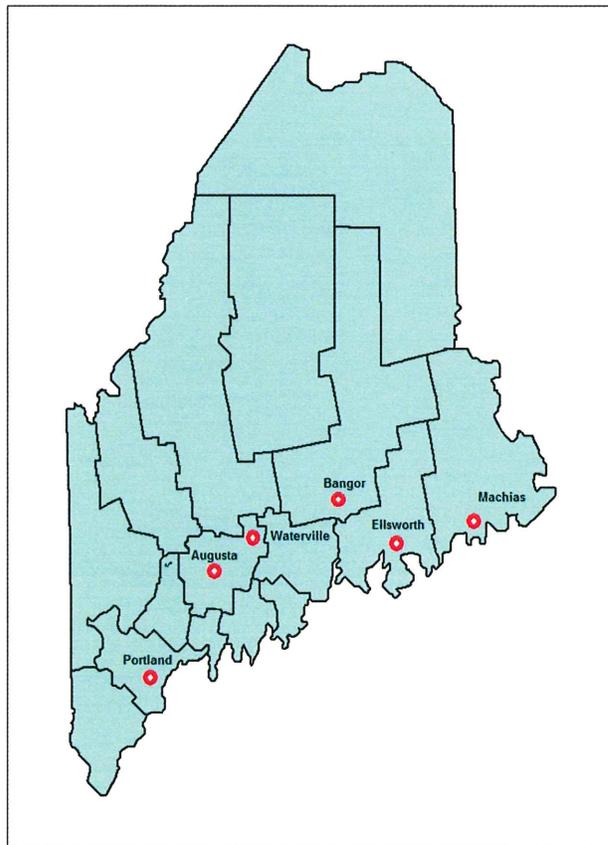
Maine law 22 MRSA c.252-A, §1341(2) Hypodermic Apparatus Exchange Programs, requires the Maine Center for Disease Control to file an annual report to the Legislature's Judiciary and Health and Human Services Committees on the status of exchange programs certified under this section. The required information is contained below.

Certified Hypodermic Apparatus Exchange Programs in Maine: There were three certified Hypodermic Apparatus Exchange Programs operating six sites in Maine during the 2017-2018 reporting period.

- The City of Portland was certified in September 1998 and operates one site in Portland.
- Down East AIDS Network + Health Equity Alliance was recertified in July 2014 and operates sites in Bangor, Ellsworth and Machias.
- Health Reach Harm Reduction was certified in December 2004 to operate a site in Augusta and in February 2018 was certified to operate an additional site in Waterville.

For agency-specific information and data please see Attachments A, B, C, D, E, and F.

Map 1.1 - Location of Hypodermic Apparatus Exchange sites in Maine.



2018 Data

From 2005 to 2018, Maine Needle Exchange Programs have shown increased usage. The total number of enrolled, total needles exchanged and total number of referrals to other services have consistently increased over the last thirteen years. There has also been a significant increase (See Graph 3.5) in the total number of syringes collected and syringes disposed through the Needle Exchange Program from 2005 to 2018.

Aggregate Data for Maine Hypodermic Apparatus Exchange Programs 2018

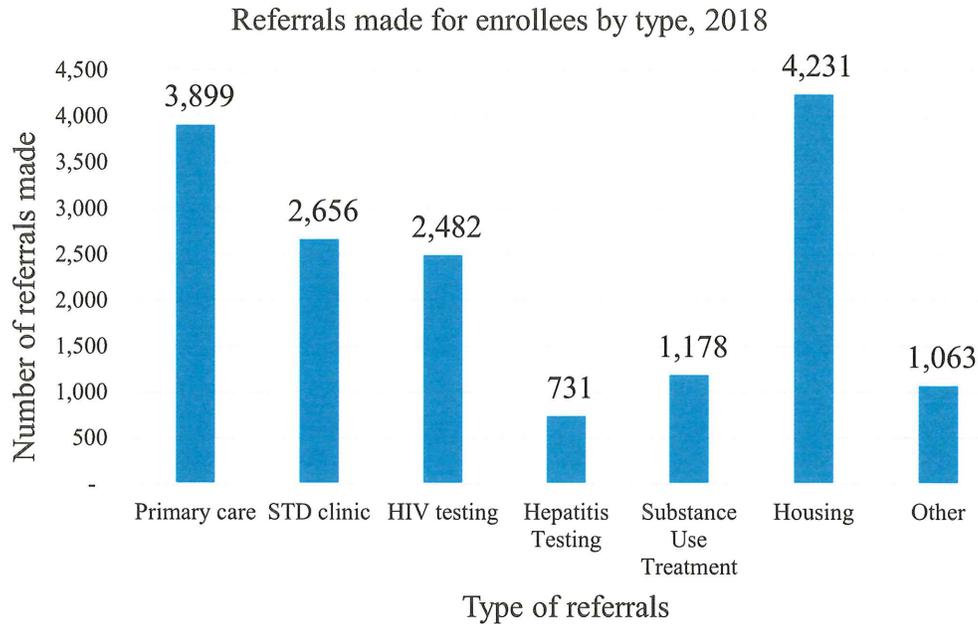
Indicator	Quantity
Total enrolled	5,396
New enrollees, total	654
Number of HIV Tests conducted with new ⁴ enrollees	332
Total number of HIV Tests conducted with exchange consumers	384
Number of syringes collected, total	804,733
Number of syringes disposed, total	804,733
Syringes distributed, total	763,622
Number of initial exchange kits distributed*	638
Total exchanges	18,327
Number of off-site exchanges ⁵	2,426
Total referrals made (see Graph 1.1)	16,240

*Initial exchange kits contain 10 syringes per kit.

⁴ Newly enrolled within the reporting period: November 1, 2017 – October 31, 2018

⁵ Exchanges made outside of certified physical site may include mobile units or locations set by appointment with staff.

Graph 1.1 Referrals made for enrollees by type, 2018



From 11/01/17 to 10/31/2018, needle exchanges enrollees were given 3,899 referrals for primary care, 2,656 referrals for STD clinic services, 2,482 referrals for HIV testing, 731 referrals for Hepatitis testing, 1,178 referrals for substance abuse treatment, 4,231 referrals for housing, and 1,063 other referrals.

Table 1.1 - 2018 Enrollee Demographics by Ethnicity

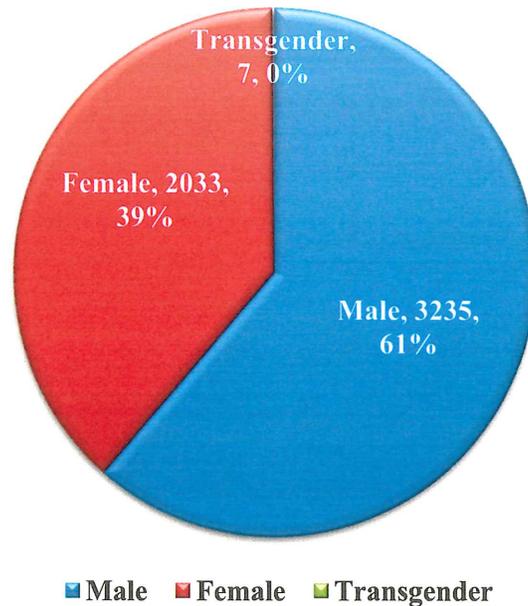
<u>Ethnicity</u>	<u>Male 18-29</u>	<u>Male 30+</u>	<u>Female 18-29</u>	<u>Female 30+</u>	<u>Transgender M-F 18-29</u>	<u>Transgender M-F 30+</u>	<u>Transgender F-M 18-29</u>	<u>Transgender F-M 30+</u>	<u>Total</u>
Hispanic/Latino	11	22	6	10	0	0	0	0	49
Non-Hispanic/Latino	1071	2147	810	1200	5	0	1	1	5235
Total	1082	2169	816	1210	5	0	1	1	5284

Table 1.2 - 2017 Enrollee Demographics by Race

<u>Race</u>	<u>Male 18-29</u>	<u>Male 30+</u>	<u>Female 18-29</u>	<u>Female 30+</u>	<u>Transgender M-F 18-29</u>	<u>Transgender M-F 30+</u>	<u>Transgender F-M 18-29</u>	<u>Transgender F-M 30+</u>	<u>Total</u>
American Indian/Alaskan Native	23	36	29	33	0	0	0	0	121
Asian	6	3	1	4	0	0	0	0	14
Black/African American	19	15	15	5	1	0	0	0	55
Hawaiian/Pacific Islander	0	0	0	0	0	0	0	0	0
White	1030	2091	769	1171	4	0	1	1	5067
Other Races	4	8	4	2	0	0	0	0	18
Total	1082	2153	818	1215	5	0	1	1	5275

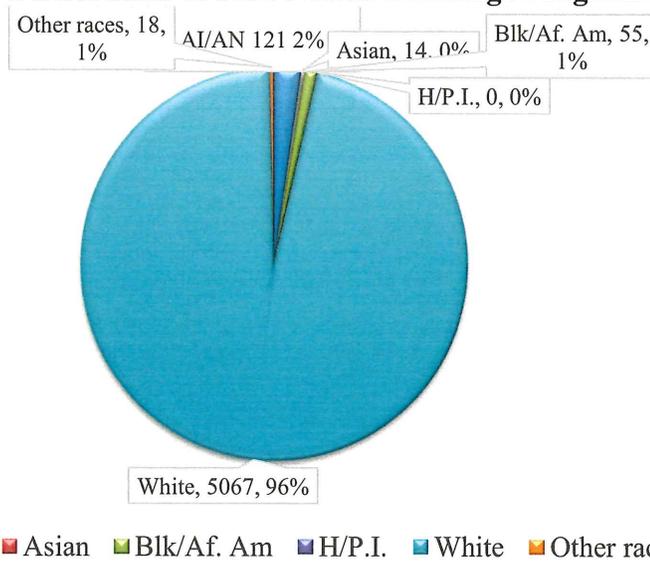
Note: enrollees can decline to provide demographics

Graph 2.1 - Gender Distribution of 2018 Needle Exchange Programs Enrollees



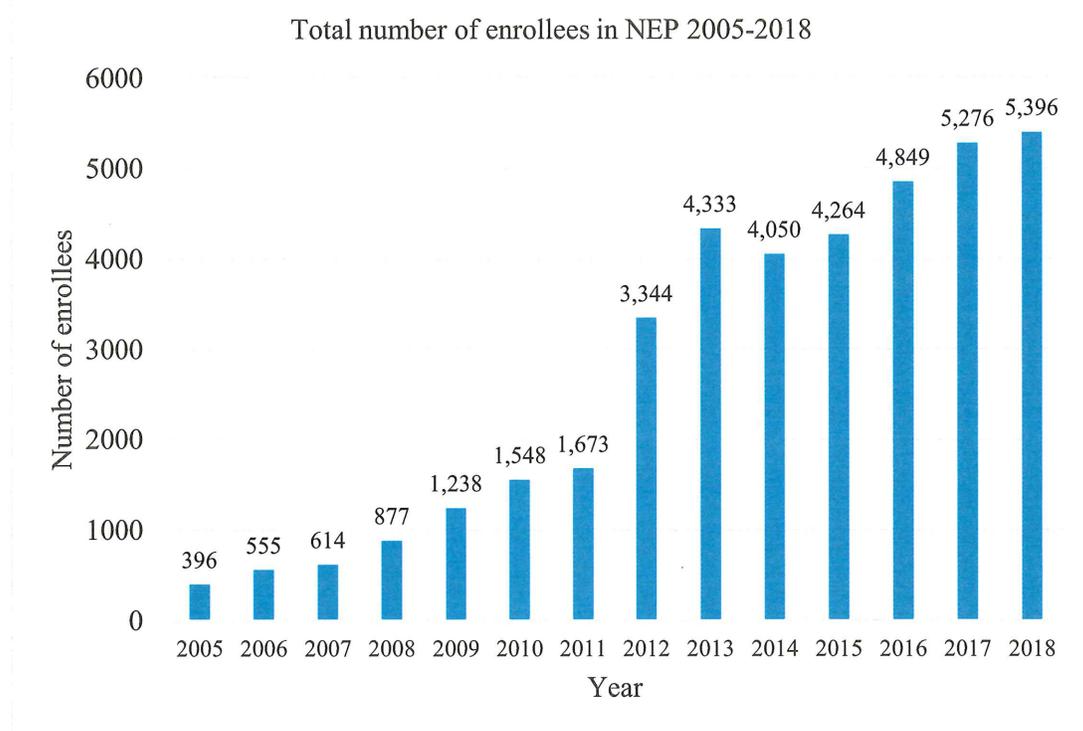
From 11/01/17 to 10/31/2018, 61% of needle exchange program enrollees were male, 39% of enrollees were female, and less than 1% were transgender.

Graph 2.2 - Race Distribution of 2018 Needle Exchange Program Enrollees



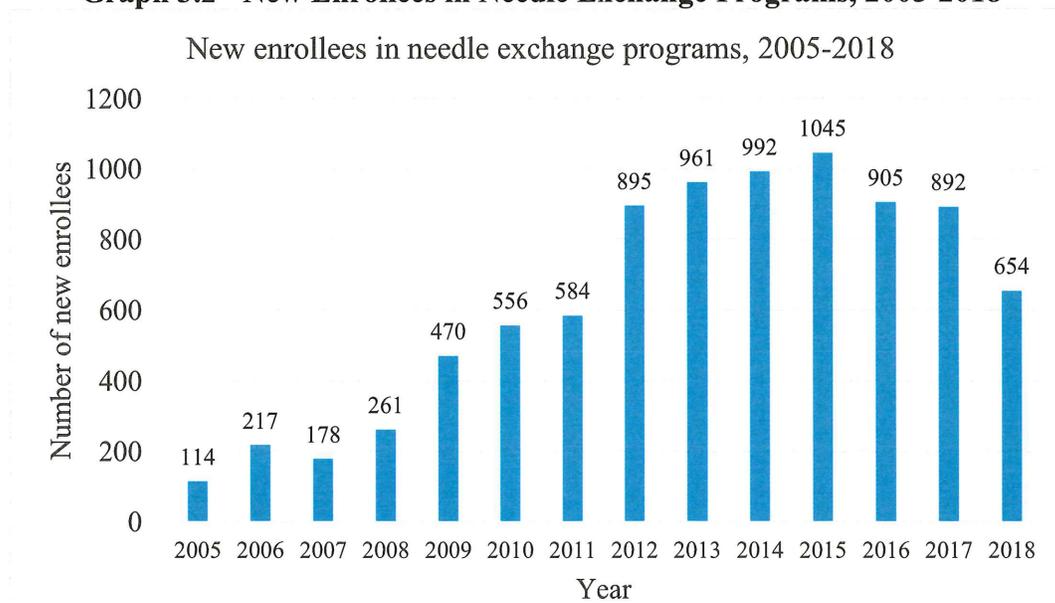
From 11/01/17 to 10/31/2018, the race distribution for needle exchange enrollees was 96% white, 2% were American Indian or Alaskan Native, 1% were Black or African American, less than 1% were Asian, less than 1% were Hawaiian or Pacific Islander, and 1% identified as another race not listed.

Graph 3.1 - Total Number of Enrollees in Needle Exchange Programs, 2005-2018



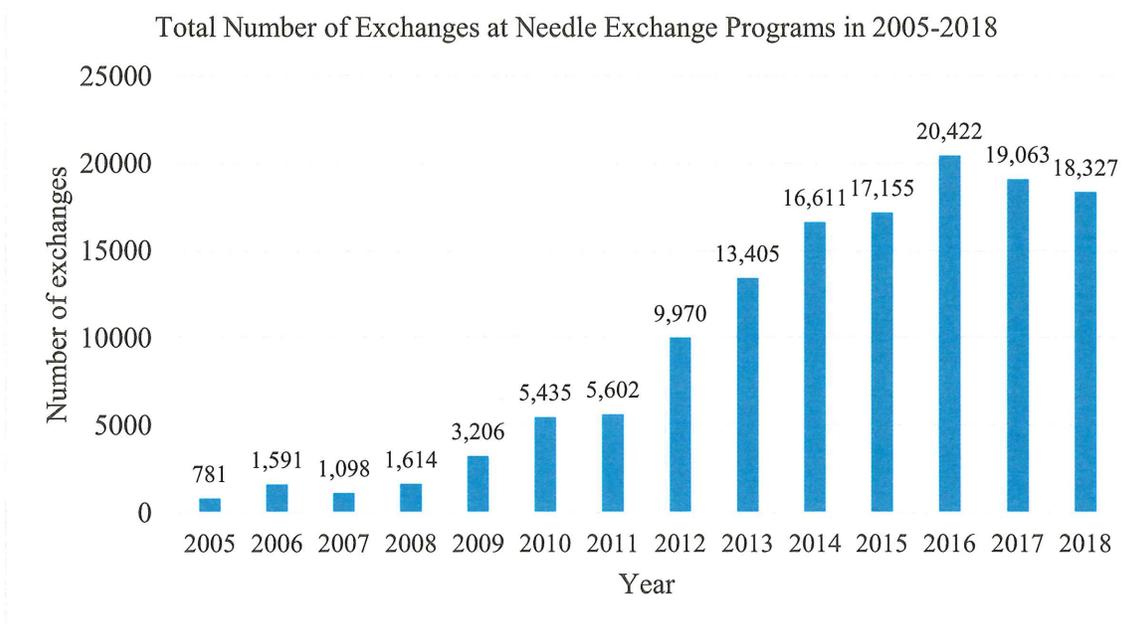
Graph 3.1 highlights the total number of enrollees in needle exchange programs since 2005. Trends indicate a steady increase of participants in NEPs with 5,396 enrollees in 2018.

Graph 3.2 - New Enrollees in Needle Exchange Programs, 2005-2018



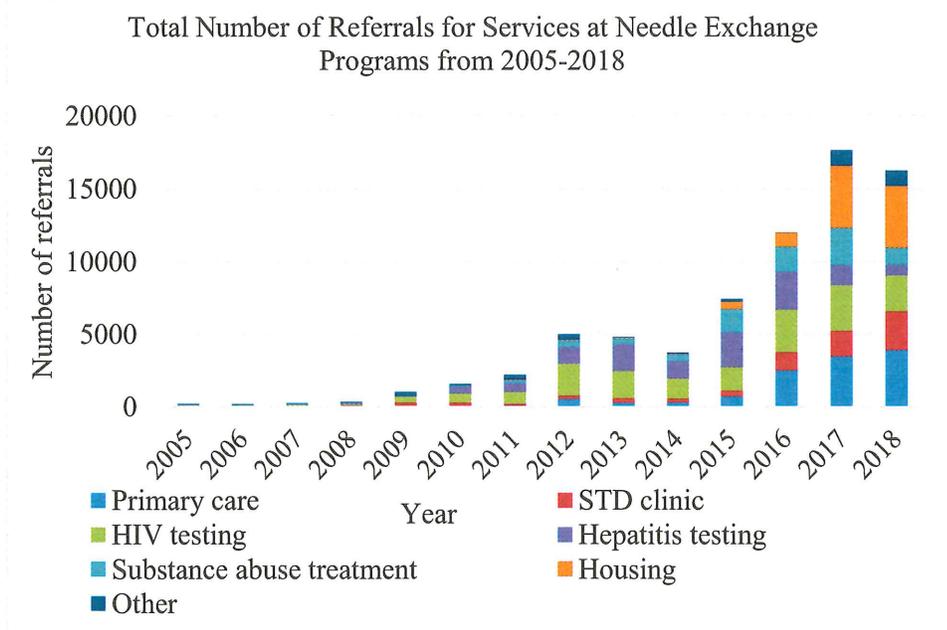
Graph 3.2 shows the total *new* enrollees in a needle exchange program since 2005. There was a continual increase in new enrollees from 2005 to 2015, followed by three years of decrease in new enrollees in 2016 to 2018.

Graph 3.3 - Total Number of Exchanges at Needle Exchange Programs in 2005-2018



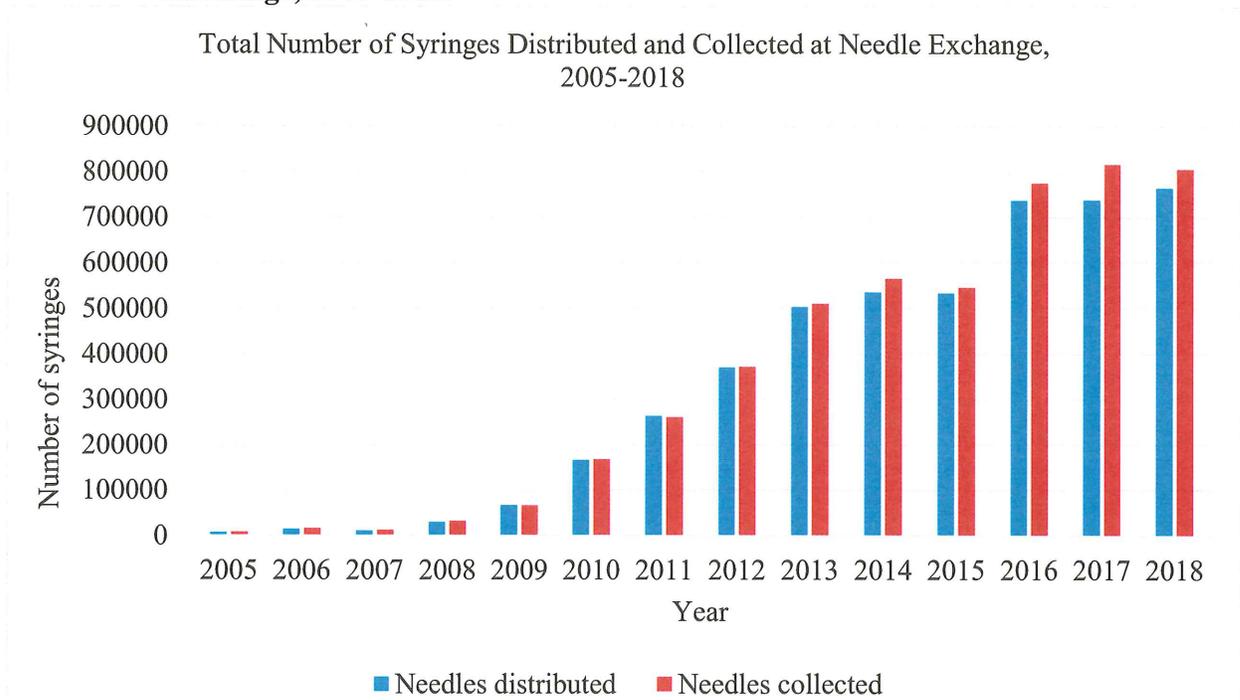
Graph 3.3 shows the number of exchanges (face-to-face interactions, not number of needles) completed at needle exchange programs since 2005. Needle exchange events have increased from 2005 to 2016, followed by a slight decrease in new enrollees in 2017 & 2018.

Graph 3.4 - Total Number of Referrals for Services at Needle Exchange Programs from 2005-2018.



Graph 3.4 shows the importance of the needle exchange programs in connecting People Who Inject Drugs to other services that may increase improved health outcomes for this population. These other services include referrals to primary care, STD clinics, HIV testing, viral hepatitis testing, substance abuse and treatment, and housing services. In 2018, a total of 16,240 referrals were made in total to needle exchange enrollees.

Graph 3.5 - Total Number of Syringes Distributed and Collected at Needle Exchange, 2005-2018.



Graph 3.5 highlights the increase in both the number of needles distributed and the number of needles collected since 2005.

Attachment A

**City of Portland, Public Health Division Maine
Annual Report 2018**

Operator: City of Portland, Maine Public Health Division

Location of Sites: 103 India St. Portland, ME; Preble Street Resource Center;
Preble Street Teen, Oxford Street Shelter

Indicator	Quantity
Total enrolled	3,316
New enrollees, total	229
Number of HIV Tests conducted with new enrollees	10
Total number of HIV Tests conducted with all exchange consumers	39
Number of syringes collected , total	204,259
Number of syringes disposed , total	204,259
Syringes distributed, total	199,439
Number of initial exchange kits (Up to but not more than 10 clean syringes) distributed	220
Total number of clients who receive a “initial exchange kits.	220
Number of syringes distributed without exchange at enrollment	2,200
Total exchanges	6,795
Number of off-site exchanges	2,426
Total referrals made	15,835

*Initial exchange kits contain 10 syringes per kit.

List number of referrals made to:

- Primary Care- 3,889
- STD clinic- 2,564
- HIV testing- 2,103
- Hepatitis Testing- 365
- Substance Use Treatment- 1,081
- Housing- 4,189
- Other- 1,015

Enrollee Demographics by Client Ethnicity & Race, City of Portland, 2018:

Clients served w/ CDC Funds	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgen. M-F 18-29	Transgen. M-F 30+	Transgen. F-M 18-29	Transgen. F-M 30+
Hisp/Latino	4	5	3	2	0	0	0	0
Non-Hisp/Lat	728	1359	526	683	5	0	1	0
TOTALS	732	1364	529	685	5	0	1	0
AI/AN	2	3	3	1				
Asian	4							
Blk/Af. Am	15	10	15	4	1			
H/P.I.								
White	711	1351	511	680	4		1	
Other races								
TOTALS	732	1364	529	685	5	0	1	0

Attachment B

Down East AIDS Network + Health Equity Alliance Annual Report 2018

Operator: Down East AIDS Network + Health Equity Alliance (Established 2005 and recertified in 2014)

Location of Site: Ellsworth Office
25A Pine Street
Ellsworth, ME 04065

Indicator	Quantity
Total enrolled	337
New enrollees, total	62
Number of HIV Tests conducted with new enrollees	9
Total number of HIV Tests conducted with exchange consumers	13
Number of syringes collected, total	192,753
Number of syringes disposed, total	192,753
Number of syringes distributed without exchange at enrollment	620
Syringes distributed, total	182,459
Number of initial exchange kits distributed	62
Total exchanges	3,709
Number of off-site exchanges	0
Total referrals made	138
Total number of clients who receive a "starter kit"	62

*Initial exchange kits contain 10 syringes per kit.

List Number of referrals made to:

Primary Care- 1
STD clinic- 24
HIV testing- 47
Hepatitis Testing- 52
Substance Abuse Treatment- 46
Housing- 0
Other- 38

**Enrollee Demographics by Client Ethnicity & Race, Down East AIDS Network +
HEAL – Ellsworth, 2018:**

Clients served w/ CDC Funds	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgen. M-F 18-29	Transgen. M-F 30+	Transgen. F-M 18-29	Transgen. F-M 30+
Hisp/Latino	1	1	0	1	0	0	0	0
Non-Hisp/Lat	55	91	41	48	0	0	0	0
TOTALS	56	92	41	50	0	0	0	0
AI/AN	1	3	2	2	0	0	0	0
Asian	0	0	0	0	0	0	0	0
Blk/Af. Am	0	1	0	0	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	55	87	39	46	0	0	0	0
Other races	1	1	0	1	0	0	0	0
TOTALS	56	92	41	49	0	0	0	0

Attachment C

Down East AIDS Network + Health Equity Alliance Annual Report 2018

Operator: Down East AIDS Network + Health Equity Alliance (Established 2005 and recertified in 2014)

Location of Site: Bangor Office
51 Broadway /109 Pine
Bangor ME 04401

Indicator	Quantity
Total enrolled	935
New enrollees, total	298
Number of HIV Tests conducted with new enrollees	297
Total number of HIV Tests conducted with exchange consumers	297
Number of syringes collected, total	276,536
Number of syringes disposed, total	276,536
Number of syringes distributed without exchange at enrollment	2,980
Syringes distributed, total	261,698
Number of initial exchange kits distributed	303
Total exchanges	7,112
Number of off-site exchanges	0
Total referrals made	658
Total number of clients who receive a “starter kit”	303

*Initial exchange kits contain 10 syringes per kit.

List Number of referrals made to:

- Primary Care- 0
- STD clinic- 68
- HIV testing- 297
- Hepatitis Testing- 286
- Substance Abuse Treatment- 46
- Housing- 36

**Enrollee Demographics by Client Ethnicity & Race, Down East AIDS Network +
HEAL Bangor Site, 2018:**

Clients served w/ CDC Funds	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgen. M-F 18-29	Transgen. M-F 30+	Transgen. F-M 18-29	Transgen. F-M 30+
Hisp/Latino	3	6	1	1	0	0	0	0
Non-Hisp/Lat	214	299	178	222	0	0	0	0
TOTALS	217	305	179	223	0	0	0	0
AI/AN	18	10	23	15	0	0	0	0
Asian	2	1	0	0	0	0	0	0
Blk/Af. Am	3	2	0	1	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	188	281	151	205	0	0	0	0
Other races	3	5	4	1	0	0	0	0
TOTALS	217	305	179	223	0	0	0	0

Attachment D

Down East AIDS Network + Health Equity Alliance Annual Report 2018

Operator: Down East AIDS Network + Health Equity Alliance (Established 2005 and recertified in 2014)

Location of Site: Machias Office
7 VIP Drive
Machias, ME 04654

Indicator	Quantity
Total enrolled	33
New enrollees, total	12
Number of HIV Tests conducted with new enrollees	12
Total number of HIV Tests conducted with exchange consumers	12
Number of syringes collected, total	7,231
Number of syringes disposed, total	7,231
Number of syringes distributed without exchange at enrollment	120
Syringes distributed, total	6,557
Number of initial exchange kits distributed	12
Total exchanges	82
Number of off-site exchanges	0
Total referrals made	30
Total number of clients who receive a "starter kit"	17

*Initial exchange kits contain 10 syringes per kit.

List number of referrals made to:

Primary Care - 0
STD clinic - 0
HIV testing - 12
Hepatitis Testing - 30
Substance Abuse Treatment - 2
Housing - 0

**Enrollee Demographics by Client Ethnicity & Race, Down East AIDS Network +
HEAL Machias Site, 2018:**

Clients served w/ CDC Funds	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgen. M-F 18-29	Transgen. M-F 30+	Transgen. F-M 18-29	Transgen. F-M 30+
Hisp/Latino	0	0	0	0	0	0	0	0
Non-Hisp/Lat	6	10	3	13	0	0	0	0
TOTALS	6	10	3	13	0	0	0	0
AI/AN	0	0	0	0	0	0	0	0
Asian	0	0	0	0	0	0	0	0
Blk/Af. Am	0	0	0	0	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	6	10	3	13	0	0	0	0
Other races	0	0	0	0	0	0	0	0
TOTALS	6	10	3	13	0	0	0	0

Attachment E

Health Reach Harm Reduction Annual Report 2018

Operator: Health Reach Harm Reduction (Established 2004)

Location of Site: 9 Green Street
Augusta, ME 04330

Indicator	Quantity
Total enrolled	762
New enrollees, total	40
Number of HIV Tests conducted with new enrollees	3
Total number of HIV Tests conducted with all exchange consumers	19
Number of syringes collected , total	115,670
Number of syringes disposed , total	115,670
Syringes distributed, total	109,426
Number of initial exchange kits (Up to but not more than 10 clean syringes) distributed	28
Total number of clients who receive a “initial exchange kits.	28
Number of syringes distributed without exchange at enrollment	280
Total exchanges	552
Number of off-site exchanges	0
Total referrals made	55

*Initial exchange kits contain 10 syringes per kit.

List Number of referrals made to:

- Primary Care- 8
- STD clinic - 0
- HIV testing - 19
- Hepatitis Testing - 13
- Substance Abuse Treatment - 1
- Housing - 6
- Other - 8

**Enrollee Demographics by Client Ethnicity & Race, Health Reach Harm Reduction,
2018:**

Clients served w/ CDC Funds	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgen. M-F 18-29	Transgen. M-F 30+	Transgen. F-M 18-29	Transgen. F-M 30+
Hisp/Latino	3	9	2	6	0	0	0	0
Non-Hisp/Lat	68	382	61	229	0	0	0	1
TOTALS	71	392	63	235	0	0	0	1
AI/AN	2	20	1	15	0	0	0	0
Asian	0	2	1	4	0	0	0	0
Blk/Af. Am	1	2	0	0	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	70	355	64	222	0	0	0	1
Other races	0	2	0	0	0	0	0	0
TOTALS	73	381	66	241	0	0	0	1

Attachment F

**Health Reach Harm Reduction
Annual Report 2018**

Operator: Health Reach Harm Reduction (Established 2004)

Location of Site: Thayer Center for Health
149 North Street, Terrace Level, Waterville (March 2018)

Indicator	Quantity
Total enrolled	13
New enrollees, total	13
Number of HIV Tests conducted with new enrollees	1
Total number of HIV Tests conducted with all exchange consumers	4
Number of syringes collected , total	8,284
Number of syringes disposed , total	8,284
Syringes distributed, total	4,043
Number of initial exchange kits (Up to but not more than 10 clean syringes) distributed	13
Total number of clients who receive a “initial exchange kits.	13
Number of syringes distributed without exchange at enrollment	130
Total exchanges	77
Number of off-site exchanges	0
Total referrals made	12

*Initial exchange kits contain 10 syringes per kit.

List Number of referrals made to:

- Primary Care- 1
- STD clinic - 0
- HIV testing - 4
- Hepatitis Testing - 3
- Substance Abuse Treatment - 2
- Housing - 0
- Other - 2

**Enrollee Demographics by Client Ethnicity & Race, Health Reach Harm Reduction,
2018**

Clients served w/ CDC Funds	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgen. M-F 18-29	Transgen. M-F 30+	Transgen. F-M 18-29	Transgen. F-M 30+
Hisp/Latino	0	1	0	0	0	0	0	0
Non-Hisp/Lat	0	6	1	5	0	0	0	0
TOTALS	0	7	1	5	0	0	0	0
AI/AN	0	0	0	0	0	0	0	0
Asian	0	0	0	0	0	0	0	0
Blk/Af. Am	0	0	0	0	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	0	7	1	5	0	0	0	0
Other races	0	0	0	0	0	0	0	0
TOTALS	0	7	1	5	0	0	0	0

Sources:

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