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March 27, 2015

Senator Eric L. Brakey, Chair  
Representative Drew Gattine, Chair  
Joint Standing Committee on Health  
and Human Services  
#100 State House Station  
Augusta, ME 04333-0100

Senator David C. Burns, Chair  
Representative Amy F. Volk, Chair  
Joint Standing Committee on Judiciary  
#100 State House Station  
Augusta, ME 04333-0100

Dear Senator Brakey, Senator Burns, Representative Gattine, Representative Volk, and Members of the Joint Standing Committees on Health and Human Services and Judiciary:

Enclosed is the 2014 Hypodermic Apparatus Exchange Programs Report provided by the HIV, STD, and Viral Hepatitis Program within the Department of Health and Human Services' Maine Center for Disease Control. In accordance with Maine law, 22 MRSA c.252-A, sec. 1341, Hypodermic Apparatus Exchange Programs, we are required to file this report annually.

Please feel free to contact Kenneth Albert at 287-3270 if you have any questions or concerns.

Sincerely,

Mary C. Mayhew  
Commissioner

MCM/klv

Enclosure



## Maine Center for Disease Control and Prevention

An Office of the  
Department of Health and Human Services

*Paul R. LePage, Governor*

*Mary C. Mayhew, Commissioner*

# Hypodermic Apparatus Exchange Programs Report for 2014

Reporting Period 11/1/2013 – 10/31/2014

Prepared by the Maine DHHS, Maine CDC HIV, STD, and Viral Hepatitis Program 12/09/14

Maine law 22 MRSA c.252-A, § 1341, 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.

## Executive Summary

The Maine DHHS Center for Disease Control and Prevention is authorized by Title 22: HEALTH AND WELFARE Subtitle 2: HEALTH Part 3: PUBLIC HEALTH HEADING: PL 1989, C. 487, §11 (RPR) Chapter 252-A: HYPODERMIC APPARATUS EXCHANGE PROGRAMS HEADING: PL 1997, C. 340, §3 to certify hypodermic apparatus exchange programs as a public health promotion strategy. This report is required as part of those rules and reflects the exchange activities conducted by the certified exchange sites in Maine for the period from November 1, 2013 through October 31, 2014.

The certification of Hypodermic Apparatus Exchange programs by the Department is allowed only for those programs that meet the requirements established by rule under subsection 2. No State or Federal funds are used to support the exchange activities at the sites.

Four state-certified Hypodermic Apparatus Exchange Programs operated six sites in Maine in 2014.

- **The City of Portland**, located in Portland, was certified in September 1998.
- **Down East AIDS Network**, located in Ellsworth, was recertified in July 2014 under the new name Down East AIDS Network + Health Equity Alliance, assumed the operation of the former Eastern Maine AIDS Network site and added a new site in Machias.
- **Health Reach Harm Reduction**, located in Augusta, was certified in December 2004.
- **Maine Family Planning Association** assumed the operation and ownership of the former Western Maine Community Action's site in Lewiston (certified in February 2013).

In 2014, 4050 individuals were enrolled at Hypodermic Apparatus Exchange Programs in order to exchange contaminated hypodermic apparatus for a clean apparatus. 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 sites collected a total of 564,847 contaminated needles from 4050 individuals at 16,611 exchange events<sup>1</sup>. The collection of contaminated needles has increased 238% since 2010 when 166,746 contaminated needles were collected.

During the reporting period (11/1/2013 – 10/31/14) 535,117 clean needles were distributed. The exchange sites continue to collect more needles than they distribute.

A total of 466 HIV tests were conducted with enrolled individuals at the needle exchange sites and 1240 Hepatitis C tests were conducted. Exchange site staff made a total of 3307 referrals to primary care providers, substance abuse treatment programs and housing assistance programs.

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<sup>1</sup> An *exchange event* is considered to happen when an individual accesses an exchange site to exchange one or more dirty needles for clean ones and/or to receive other support services.

Nationally, and here in Maine, 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.

Needle exchange programs (NEPs) are important interventions in the reduction of HIV and Hepatitis C Virus (HCV) transmission in injection drug users (IDUs) (Neaigus et al., 2008; Holtzman et al., 2009; & Des Jarlais et al., 2005). Harm reduction is vital in the injection drug user community to decrease the risk of transmission of HIV and HCV. Several studies have shown that there is an association between NEPs and reduction of transmission rate of HIV and HCV.

Needle exchange programs are a structural intervention<sup>2</sup> that target IDUs. These programs not only provide IDUs with harm reduction materials at legal agencies, but NEPs also have shown to reduce injection risk behaviors over time (Huo & Ouellet, 2007; Des Jarlais, McKnight, Goldblatt, & Purchase, 2009). Huo & Ouellet (2007) examine long-term needle exchange program usage and show that NEP facilitated long-term reductions in injection risk practices. Placing greater emphasis on education and counseling on eliminating needle reuse would reduce the transmission of HIV, HCV, and any bacterial infections.

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<sup>2</sup> A *structural intervention* is generally accepted as an intervention that is replicable and governed by specific standards and process.

## Maine Center for Disease Control, HIV, STD, and Viral Hepatitis Program

### Hypodermic Apparatus Exchange Programs Report for 2014 Reporting Period 11/1/2013 – 10/31/2014

Maine law 22 MRSA c.252-A, §1341 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 four certified Hypodermic Apparatus Exchange Programs operating six sites in Maine in 2014.

- The City of Portland, located in Portland, was certified in September 1998.
- Down East AIDS Network, located in Ellsworth, was recertified in July 2014 under the new name Down East AIDS Network + Health Equity Alliance, and assumed the operation of the former Eastern Maine AIDS Network site and added a new site in Machias.
- Health Reach Harm Reduction, located in Augusta, was certified in December 2004.
- Maine Family Planning Association assumed the operation and ownership of the former Western Maine Community Action's site in Lewiston (certified in February 2013).

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

#### Operational Hypodermic Apparatus Exchange Programs in Maine:

**Operator: City of Portland**

Health and Human Services Department  
Public Health Division  
389 Congress Street, Room 307  
Portland, ME 04101

Location City of Portland Site:

India Street Public Health Center  
103 India Street  
Portland, ME 04101

**Operator: Down East AIDS Network + Health Equity Alliance (DEAN +HEAL)**

25 Pine St.  
Suite A  
Ellsworth, ME 04605

Locations of DEAN + HEAL Sites:

25 Pine St.  
Suite A  
Ellsworth, ME 04605

51 Broadway  
Bangor, ME 04401

7 VIP Drive  
Machias, ME 04654

**Operator: Health Reach Harm Reduction**

Next Step Needle Exchange Program  
9 Green St.  
Augusta, ME 04333

Location of Health Reach Harm Reduction Site:

9 Green St.  
Augusta, ME 04333

**Operator: Family Planning Association of Maine (Formally Western Maine  
Community Action)**

Safer Shot Syringe Exchange  
179 Lisbon Street  
Lewiston, ME 04240

Location of Family Planning Association of Maine Site:

179 Lisbon Street  
Lewiston, ME 04240

From 2009 to 2013, Maine Needle Exchange Programs have shown increased usage and participation. The total number of enrolled, total number of newly enrolled, total needle exchanged and total number of referrals to other services have increased over the prior three years. There has also been an increase in the total number of syringes collected and syringes disposed through the Needle Exchange Program from 2009 to 2013.

**Aggregate Data for Maine Hypodermic Apparatus Exchange Programs 2014**

<b>Indicator</b>	<b>Quantity</b>
Total enrolled	4050
New enrollees, total	992
Number of HIV Tests conducted with <b>new</b> enrollees	108
<b>Total</b> number of HIV Tests conducted with exchange consumers	466
Number of syringes collected, total	564,847
Number of syringes disposed, total	564,847
Syringes distributed, total	535,117
Number of initial exchange kits distributed*	968
Total exchanges	16,611
Number of off-site exchanges	273
Total referrals made	3307

\*Initial exchange kits contain 10 syringes per kit.

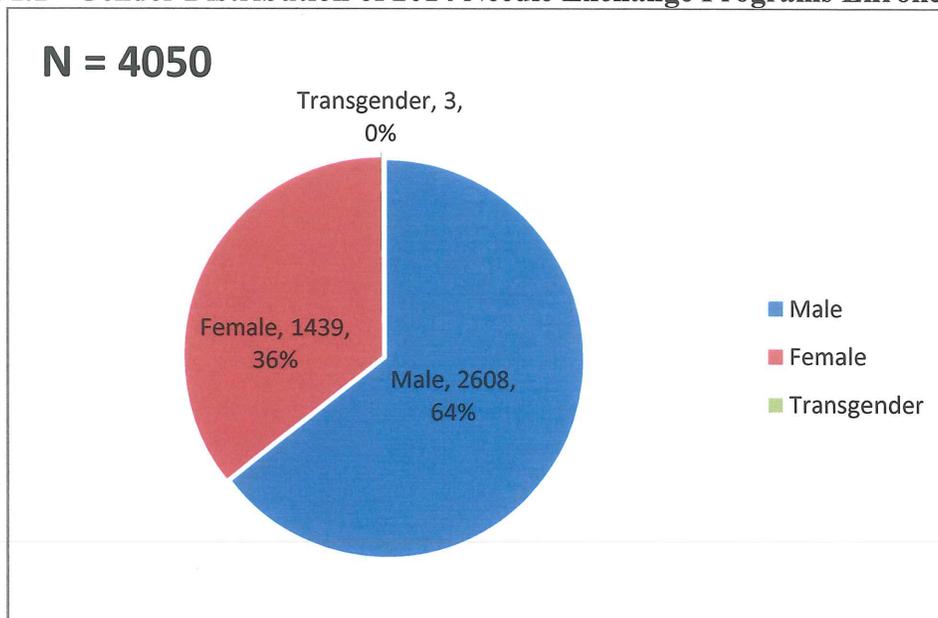
**Referrals made for enrollees by type:**

Primary Care – 260	Hepatitis Testing – 1240
STD clinics – 268	Substance Abuse Treatment – 466
HIV testing – 1379	Housing – 36
Other – 58	

**2014 Enrollee Demographics:**

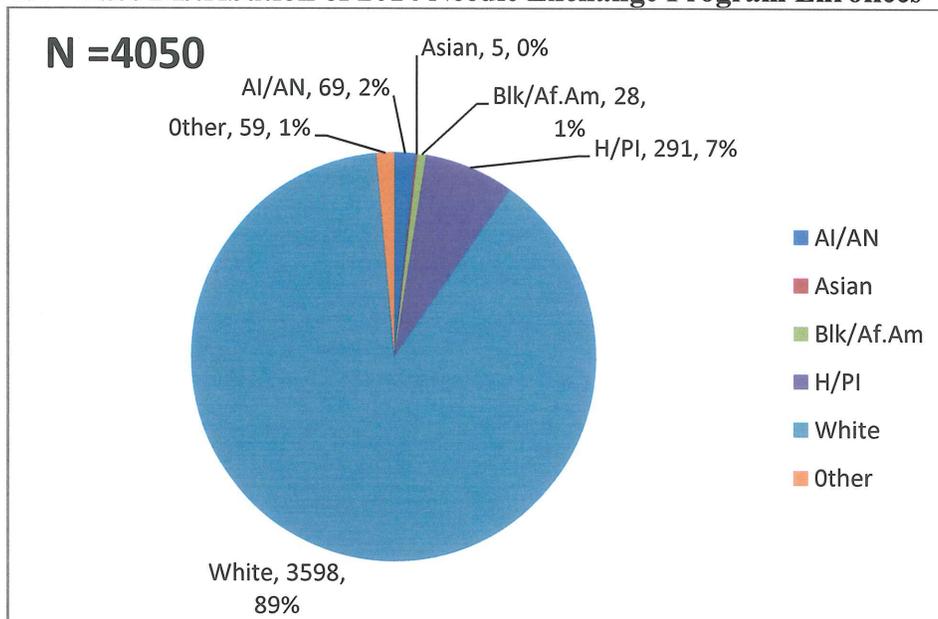
	Male 18-29	Male 30+	Female 18-29	Female 30+	Transgender M-F 18-29	Transgender M-F 30+	Transgender. F-M 18-29	Transgender. F-M 30+
Hisp/Latino	17	12	7	10	0	1	0	0
Non-Hisp/Lat	1155	1423	679	743	0	0	0	2
<b>TOTALS</b>	<b>1172</b>	<b>1435</b>	<b>686</b>	<b>753</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>2</b>
AI/AN	17	21	15	16	0	0	0	0
Asian	3	0	1	1	0	0	0	0
Blk/Af. Am	10	10	2	6	0	0	0	0
H/P.I.	1	0	290	0	0	0	0	0
White	1120	1384	373	718	0	1	0	2
Other races	22	20	5	12	0	0	0	0
<b>TOTALS</b>	<b>1173</b>	<b>1435</b>	<b>686</b>	<b>753</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>2</b>

**Graph 1.1 - Gender Distribution of 2014 Needle Exchange Programs Enrollees**



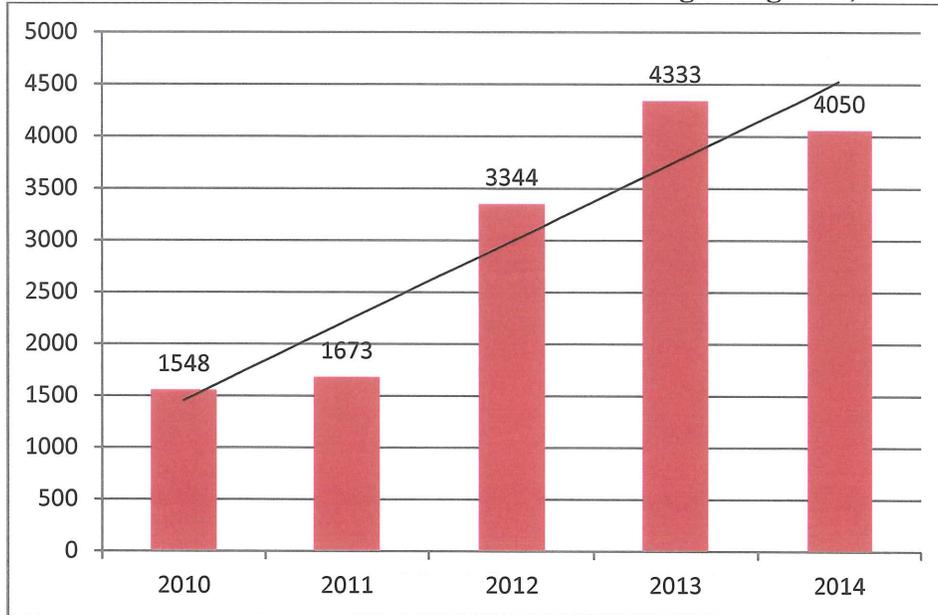
From November 1, 2013 to October 31, 2014, enrollees of needle exchange programs were 64% males and 36% females.

**Graph 1.2 - Race Distribution of 2014 Needle Exchange Program Enrollees**



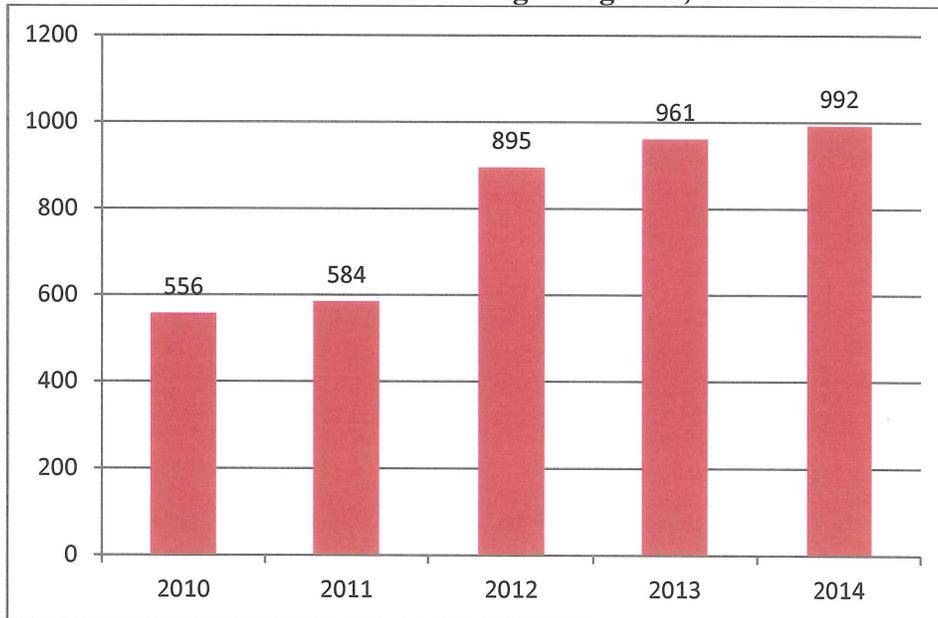
From November 1, 2013, to October 31, 2014, the race distribution for enrollees of needle exchange programs were 89% White, 2% American Indian/Alaskan Native, 1% Black/African American, and 1% Other. There were a few individuals identified as Asian; however, due to rounding, percentage may not present on the graph.

**Graph 2.1 - Total Number of Enrollees in Needle Exchange Programs, 2010-2014**



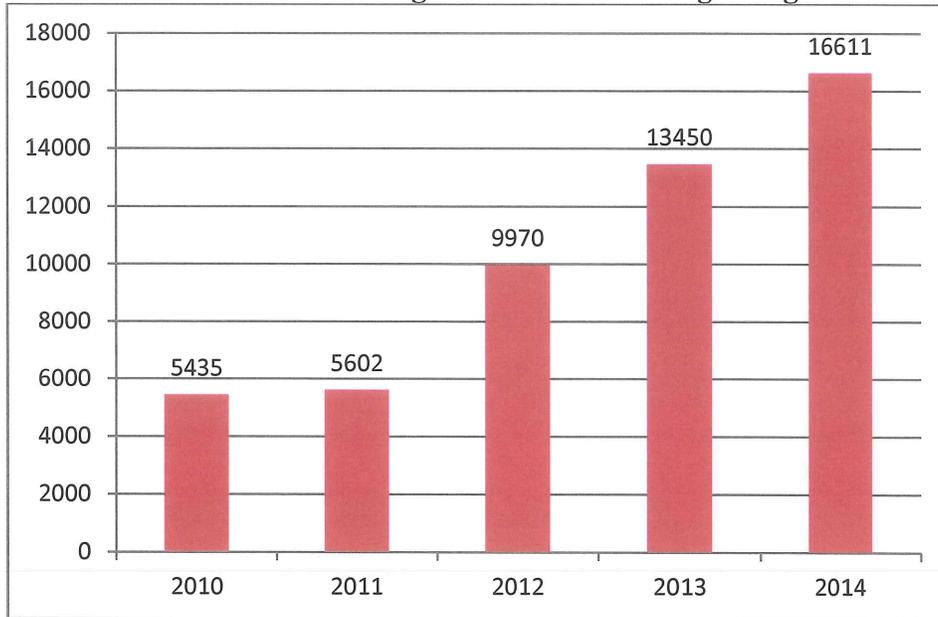
Graph 2.1 highlights the total number of enrollees in needle exchange programs over the past 5 years. Trends indicate a steady increase of participants in NEPs.

**Graph 2.2 - New Enrollees in Needle Exchange Programs, 2010-2014**



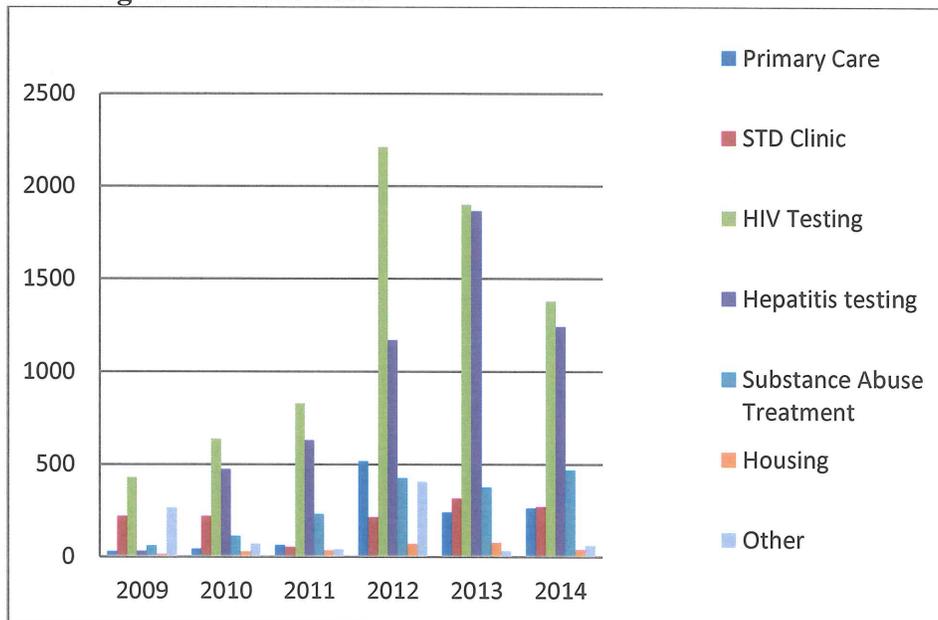
Graph 2.2 shows the total new enrollees in a needle exchange program in the past 5 years. There has been a steady increase in new enrollees at the needle exchange programs.

**Graph 2.3 - Total Number of Exchanges at Needle Exchange Programs in 2010-2014**



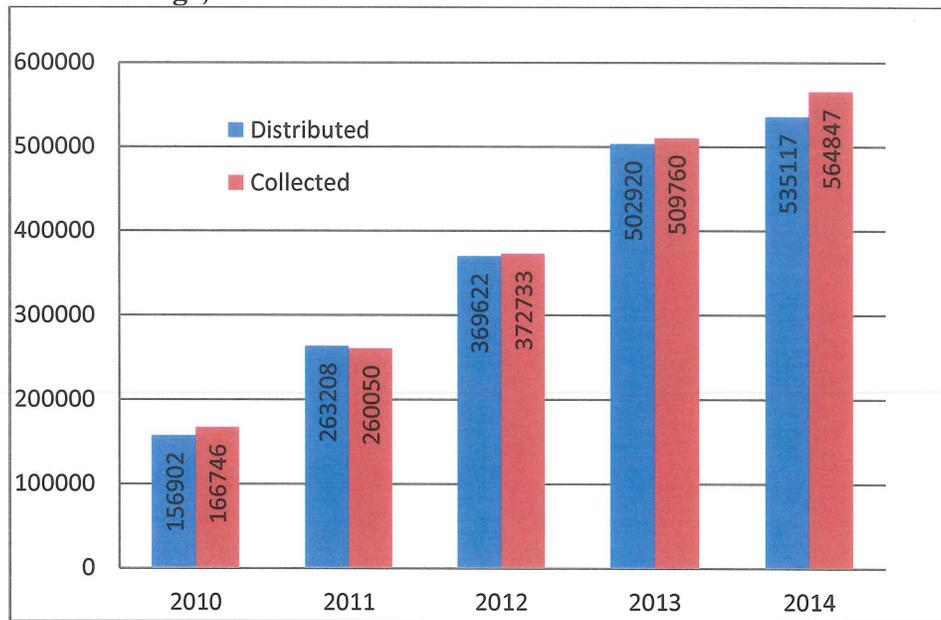
Graph 2.3 shows the number of exchanges (face to face interactions, not number of needles) completed at needle exchange programs over the past 5 years. Needle exchange events have continued to increase over time.

**Graph 2.4 - Total Number of Referrals for Other Services at Needle Exchange Programs in 2010-2014**



Graph 2.4 shows the importance of the needle exchange programs in connecting needle users 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.

**Graph 2.5 - Total Number of Syringes Distributed and Collected at Needle Exchange, 2010-2014**



Graph 2.5 highlights the substantial increase in the number of syringes that have been collected over a five year span at the needle exchange programs. It is important to note that the number of needles collected at needle exchange programs continues to be greater than the number of needles distributed.

**Attachment A**

**City of Portland, Public Health Division Maine  
Annual Report 2014**

**Operator:** City of Portland, Maine Public Health Division

**Locations of Sites:** 103 India St. Portland, ME; Preble Street Day Shelter;  
Preble Street Teen

<b>Indicator</b>	<b>Quantity</b>
Total enrolled	2154
New enrollees, total	409
Number of HIV Tests conducted with <b>new</b> enrollees	11
<b>Total</b> number of HIV Tests conducted with exchange consumers	188
Number of syringes collected, total	183948
Number of syringes disposed, total	183948
Syringes distributed, total	172091
Number of initial exchange kits distributed*	409
Total exchanges	6811
Number of off-site exchanges	273
Total referrals made	2198

\*Initial exchange kits contain 10 syringes per kit.

**List number of referrals made to:**

Primary Care - 167  
STD clinic - 145  
HIV testing - 826  
Hepatitis Testing - 715  
Substance Abuse Treatment – 318  
Housing – 27  
Other- 0

**Enrollee Demographics, City of Portland:**

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	3	2	4	0	1	0	0
Non-Hisp/Lat	621	814	294	409	0	0	0	2
<b>TOTALS</b>	<b>625</b>	<b>817</b>	<b>296</b>	<b>413</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>2</b>
AI/AN	2	1	0	0	0	0	0	0
Asian	2	0	0	0	0	0	0	0
Blk/Af. Am	4	8	2	5	0	0	0	0
H/P.I.	1	0	0	0	0	0	0	0
White	606	802	290	399	0	1	0	2
Other races	10	6	4	9	0	0	0	0
<b>TOTALS</b>	<b>625</b>	<b>817</b>	<b>296</b>	<b>413</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>

**Attachment B**

**Down East AIDS Network + Health Equity Alliance  
Annual Report 2014**

**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	596
New enrollees, total	108
Number of HIV Tests conducted with <b>new</b> enrollees	27
<b>Total</b> number of HIV Tests conducted with exchange consumers	89
Number of syringes collected, total	133728
Number of syringes disposed, total	133728
Syringes distributed, total	129872
Number of initial exchange kits distributed*	108
Total exchanges	5720
Number of off-site exchanges	0
Total referrals made	178

\*Initial exchange kits contain 10 syringes per kit.

**List number of referrals made to:**

Primary Care - 0  
STD clinic - 89  
HIV testing - 149  
Hepatitis Testing 149 -  
Substance Abuse Treatment - 22  
Housing - 6  
Other - 0

**Enrollee Demographics, Down East AIDS Network + HEAL - Ellsworth:**

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	4	0	0	0	0	0	0
Non-Hisp/Lat	170	207	99	115	0	0	0	0
<b>TOTALS</b>	<b>171</b>	<b>211</b>	<b>99</b>	<b>115</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
AI/AN	2	4	2	3	0	0	0	0
Asian	0	0	0	0	0	0	0	0
Blk/Af. Am	2	0	0	0	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	164	207	97	112	0	0	0	0
Other races	3	0	0	0	0	0	0	0
<b>TOTALS</b>	<b>171</b>	<b>211</b>	<b>99</b>	<b>115</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Attachment C

### Down East AIDS Network + Health Equity Alliance Annual Report 2014

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

**Location of Site:** Bangor Office  
51 Broadway  
Bangor ME 04401

Indicator	Quantity
Total enrolled	520
New enrollees, total	283
Number of HIV Tests conducted with <b>new</b> enrollees	12
<b>Total</b> number of HIV Tests conducted with exchange consumers	87
Number of syringes collected, total	108759
Number of syringes disposed, total	108759
Syringes distributed, total	104550
Number of initial exchange kits distributed*	283
Total exchanges	2988
Number of off-site exchanges	0
Total referrals made	633

\*Initial exchange kits contain 10 syringes per kit.

**List number of referrals made to:**

Primary Care - 62  
STD clinic - 0  
HIV testing - 322  
Hepatitis Testing -311  
Substance Abuse Treatment -101  
Housing - 0  
Other- 0

**Enrollee Demographics, Down East AIDS Network + HEAL Bangor Site:**

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	0	1	0	0	0	0	0
Non-Hisp/Lat	157	151	120	90	0	0	0	0
<b>TOTALS</b>	<b>158</b>	<b>151</b>	<b>121</b>	<b>90</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
AI/AN	5	3	5	8	0	0	0	0
Asian	1	0	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	142	141	114	80	0	0	0	0
Other races	7	5	2	1	0	0	0	0
<b>TOTALS</b>	<b>158</b>	<b>151</b>	<b>121</b>	<b>90</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Attachment D**

**Down East AIDS Network + Health Equity Alliance  
Annual Report 2014**

**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

<b>Indicator</b>	<b>Quantity</b>
Total enrolled	1
New enrollees, total	1
Number of HIV Tests conducted with <b>new</b> enrollees	0
<b>Total</b> number of HIV Tests conducted with exchange consumers	0
Number of syringes collected, total	0
Number of syringes disposed, total	0
Syringes distributed, total	10
Number of initial exchange kits distributed*	1
Total exchanges	1
Number of off-site exchanges	0
Total referrals made	0

\*Initial exchange kits contain 10 syringes per kit.

**List number of referrals made to:**

- Primary Care - 62
- STD clinic - 0
- HIV testing - 322
- Hepatitis Testing -311
- Substance Abuse Treatment -101
- Housing - 0
- Other- 0

**Enrollee Demographics, Down East AIDS Network + HEAL Bangor Site:**

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	0	0	0	1	0	0	0	0
<b>TOTALS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
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	0	0	1	0	0	0	0
Other races	0	0	0	0	0	0	0	0
<b>TOTALS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Attachment E

### Health Reach Harm Reduction Annual Report 2014

**Operator:** Health Reach Harm Reduction (Established 2004)

**Location of Site:** 9 Green Street  
Augusta, ME 04330

Indicator	Quantity
Total enrolled	544
New enrollees, total	80
Number of HIV Tests conducted with <b>new</b> enrollees	27
<b>Total</b> number of HIV Tests conducted with exchange consumers	56
Number of syringes collected, total	82003
Number of syringes disposed, total	82003
Syringes distributed, total	76392
Number of initial exchange kits distributed*	59
Total exchanges	1091
Number of off-site exchanges	0
Total referrals made	258

\*Initial exchange kits contain 10 syringes per kit.

**List Number of referrals made to: (258 referrals made, no breakdown submitted)**

Primary Care -  
STD clinic -  
HIV testing -  
Hepatitis Testing -  
Substance Abuse Treatment -  
Housing -  
Other -

**Enrollee Demographics, Health Reach Harm Reduction:**

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	9	4	3	4	0	0	0	0
Non-Hisp/Lat	143	176	122	83	0	0	0	0
<b>TOTALS</b>	<b>152</b>	<b>180</b>	<b>125</b>	<b>87</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
AI/AN	8	13	8	5	0	0	0	0
Asian	0	0	1	1	0	0	0	0
Blk/Af. Am	1	0	0	0	0	0	0	0
H/P.I.	0	0	0	0	0	0	0	0
White	143	164	116	81	0	0	0	0
Other races	0	3	0	0	0	0	0	0
<b>TOTALS</b>	<b>152</b>	<b>180</b>	<b>125</b>	<b>87</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Attachment F**

**Family Planning Association of Maine  
Annual Report 2014**

**Operator:** Family Planning Association of Maine

**Location of Site:** 179 Lisbon Street  
Lewiston, ME 04240

Indicator	Quantity
Total enrolled	235
New enrollees, total	111
Number of HIV Tests conducted with <b>new</b> enrollees	31
<b>Total</b> number of HIV Tests conducted with exchange consumers	46
Number of syringes collected, total	56409
Number of syringes disposed, total	56409
Syringes distributed, total	52202
Number of initial exchange kits distributed*	108
Total exchanges	738
Number of off-site exchanges	0
Total referrals made	108

\*Initial exchange kits contain 10 syringes per kit.

**List Number of referrals made to:**

Primary Care- 10  
STD clinic - 15  
HIV testing - 0  
Hepatitis Testing - 10  
Substance Abuse Treatment - 5  
Housing - 0  
Other - 0

### Enrollee Demographics, Family Planning Association of Maine

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	2	1	1	2	0	0	0	0
Non-Hisp/Lat	65	75	44	45	0	0	0	0
<b>TOTALS</b>	<b>67</b>	<b>76</b>	<b>45</b>	<b>47</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
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	65	70	42	45	0	0	0	0
Other races	2	60	3	2	0	0	0	0
<b>TOTALS</b>	<b>67</b>	<b>76</b>	<b>45</b>	<b>47</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Sources:

Bluthenthal, R.N., Anderson, R., Flynn, N.M., & Kral, A.H. (2007). Higher syringe coverage is associated with lower odds of HIV risk and does not increase unsafe syringe disposal among syringe exchange program clients. *Drug and Alcohol Dependence*, 89, 214-222.

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