Connecticut's Opioid Drug Abuse Laws

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Issue


Summary

Like many other states, Connecticut continues to face an increase in the number of emergency room visits and drug overdose deaths involving opioid analgesics (e.g., prescription painkillers such as oxycodone, hydrocodone, and fentanyl).

In recent years, the legislature responded to this trend by enacting laws to reduce and prevent opioid drug abuse. This includes (1) increasing access to opioid antagonists (i.e., medication to treat a drug overdose); (2) providing immunity for people who (a) seek emergency medical assistance for themselves or another person experiencing a drug overdose or (b) prescribe and administer opioid antagonists to a person experiencing a drug overdose (“Good Samaritan” laws); (3) establishing a statewide prescription drug monitoring program; and (4) limiting the amount of certain opioid drugs that may be prescribed to adults and minors.

This report highlights provisions of Connecticut law intended to reduce or prevent opioid drug abuse. It does not include all of the laws’ provisions; to read the laws in their entirety, visit the Connecticut General Assembly’s website. Nor does the report include laws imposing criminal penalties for violating drug laws.
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Access to Opioid Antagonists

Higher Education Institutions

A new law requires higher education institutions to (1) develop and implement policies by January 1, 2020, on the availability and use of opioid antagonists by students and employees and (2) generally notify emergency medical providers when an opioid antagonist is used (PA 19-191, § 7, effective July 1, 2019).

Opioid Antagonist Program for Local Agencies

Legislation passed in 2018 allows prescribing practitioners and pharmacists authorized to prescribe an opioid antagonist to enter into an agreement with a law enforcement agency, emergency medical services (EMS) provider, government agency, or community health organization (“agencies”) to distribute and administer opioid antagonists.

The prescribers and pharmacists must train the above listed agencies that will distribute or administer opioid antagonists under such an agreement. But they cannot, as a result of an agency's administration or dispensing of an opioid antagonist, be (1) held liable for damages in a civil action or (2) subjected to administrative or criminal prosecution (PA 18-166, § 3, codified at CGS § 21a-286).

Prescriptive Authority for Pharmacists

Connecticut law allows physicians, dentists, podiatrists, optometrists, physician assistants (PAs), advanced practice registered nurses (APRNs), nurse-midwives, and veterinarians to prescribe opioid antagonists within the scope of their practice. Legislation passed in 2015 additionally also allows pharmacists to prescribe these medications, if they do the following:

1. complete a training and certification program approved by the Department of Consumer Protection (DCP) commissioner,

2. act in good faith,

3. train the recipient of the opioid antagonist in how to administer it,

4. maintain a record of the dispensing and training under the law’s record keeping requirements, and

5. refrain from delegating or directing another person to prescribe the medication or provide the training to the recipient (PA 15-198, § 6, codified at CGS § 20-633c).
Standing Orders for Pharmacies

Legislation passed in 2017 allows a practitioner authorized to prescribe an opioid antagonist to issue a standing order (i.e., non-patient specific prescription) to a licensed pharmacist for an opioid antagonist that is:

1. administered nasally or by auto-injection;
2. approved by the federal Food and Drug Administration (FDA); and
3. dispensed by the pharmacist to a person at risk of an opioid drug overdose or family member, friend, or other person who may assist a person at risk of such an overdose.

When dispensing an opioid antagonist under a standing order, the pharmacist must train the person to administer it and keep a record of the dispensing and training under the law’s recordkeeping requirements. The pharmacist must also send a copy of the dispensing record to the prescribing practitioner who entered into a standing order agreement with the pharmacy. Additionally, the pharmacy must provide DCP with a copy of each standing order it enters into with a prescribing practitioner (PA 17-131, § 12, codified at CGS § 20-633d).

Third-Party Prescriptions

Opioid antagonists, such as Narcan, rapidly reverse the symptoms of an opioid drug overdose. They are not addictive and do not cause a “high” or pose any serious health effects when taken by a person not suffering from a drug overdose. Historically, Connecticut prohibited the prescription of these medications to a person other than the drug user in need of intervention (i.e., third-party prescriptions). But in 2012, the legislature changed the law to allow licensed health care practitioners authorized to prescribe opioid antagonists to prescribe, dispense, or administer them to anyone (e.g., family members or other individuals) to treat or prevent a drug overdose (PA 12-159, codified at CGS § 17a-714a).

Alcohol and Drug Policy Council

Expanded Responsibilities

Connecticut’s Alcohol and Drug Policy Council (ADPC) is charged with (1) reviewing state policies on substance abuse treatment programs and criminal sanctions and programs and (2) developing and coordinating a statewide plan for these matters. The statewide plan must contain measurable goals, including reducing the number of opioid-induced deaths in the state.
Legislation passed in 2017 expands the council’s responsibilities to include (1) developing a one-page fact sheet on opioid drugs and (2) examining the feasibility of implementing certain opioid abuse public education initiatives (PA 17-131, § 7, codified at CGS § 17a-667a).

Feasibility Study on Opioid Abuse Public Education Initiatives
A 2017 law requires the ADPC to examine the feasibility of (1) developing a marketing campaign and making monthly public service announcements on opioid drugs and (2) establishing an electronic information portal (i.e., internet website or application) on the availability of substance use disorder treatment beds in Connecticut facilities. The council was required to report the results of the study to the Public Health Committee by January 1, 2019 (PA 17-131, § 7, codified at CGS § 17a-667a).

Opioid Fact Sheet
By law, the ADPC must develop a one-page fact sheet on opioid drugs that includes the (1) risks of opioid drug use, (2) symptoms of opioid use disorders, and (3) available services in Connecticut for those experiencing these symptoms or who are otherwise affected by an opioid use disorder.

The council must make the fact sheet available on the Department of Mental Health and Addiction Services (DMHAS) website for health care providers and pharmacists to use and encourage them to disseminate it to anyone (1) a provider treats for opioid use disorder symptoms, (2) whom a provider issues a prescription for or administers an opioid drug or opioid antagonist, or (3) whom a pharmacist dispenses an opioid drug or issues a prescription for or dispenses an opioid antagonist (PA 17-131, § 7, codified at CGS § 17a-667a).

Continuing Medical Education
Connecticut law requires physicians, APRNs, PAs, and dentists to take continuing education (CE) in pain management and prescribing controlled substances to reduce pain as follows:

1. for physicians, at least one contact hour (i.e., 50 minutes) of risk management training or education that includes pain management and prescribing controlled substances (a) during their first license renewal period in which CE is required and (b) at least once every six years after that (PA 15-198, § 1, codified at CGS § 20-10b);

2. for APRNs, at least one contact hour every two years of substance abuse training or education that includes pain management and prescribing controlled substances (PA 15-198, § 2, codified at CGS § 20-94d); and
3. for PAs and dentists, at least one contact hour every two years of training or education in pain management and prescribing controlled substances (PA 15-198, §§ 3 & 4, codified at CGS §§ 19a-88 and 20-126c).

By law, both physicians and APRNs generally must complete 50 hours of CE every two years, starting with their second license renewal. Dentists generally must complete 25 hours of CE every two years, starting with their second license renewal. PAs must have completed the mandatory CE requirements needed to maintain national certification in order to renew their licenses.

Department of Correction

Opioid Treatment Information for Inmates

A new law requires the Department of Correction (DOC) commissioner to provide information on treatment options to inmates who self-identify as suffering from or relapsing into an opioid use disorder. The information must (1) be provided at least 45 days before the inmate is released from DOC custody and (2) include ways to access treatment options after being released into the community (PA 19-167, effective October 1, 2019).

Pilot DOC Methadone Treatment Program

A 2018 law extends a DOC pilot methadone treatment program for certain inmates, expands its scope if federal funds are available, and requires a new report on the program’s results (PA 18-166, §§ 6 & 7).

Pilot Program for Certain Arrestees

A 2017 law required the chief state’s attorney to establish a pilot program to identify and track homeless, addicted, or mentally ill individuals entering the criminal justice system and refer them to certain programs (PA 17-205).

Special Parole

“Special parole” is parole ordered by the court as part of the sentence when someone is convicted of a crime. Among other changes to special parole, a 2018 law eliminates special parole as a sentencing option for convictions of offenses related to dependency-producing drugs (PA 18-63, codified at CGS § 51-286i).
Drug Disposal

Controlled Substance Disposal by Certain Nurses
A 2017 law allows registered nurses employed by home health care agencies, with a patient’s designated representative’s permission, to oversee the destruction or disposal of the patient’s controlled substances (PA 17-131, § 2, codified at CGS § 21a-262).

Pharmacy Disposal Programs
A 2017 law requires the DCP commissioner to adopt regulations on allowing a certain number of licensed pharmacies to accept and dispose of unused prescription drugs (PA 17-109, § 1, codified at CGS § 20-576a).

Good Samaritan Laws

Prescribing or Administering Opioid Antagonists
Connecticut law allows licensed health care practitioners authorized to prescribe an opioid antagonist to prescribe, dispense, or administer it to treat or prevent a drug overdose without being (1) civilly or criminally liable for the action or for its subsequent use or (2) deemed as violating their professional standard of care (CGS § 17a-714a). Legislation passed in 2016 extended this immunity to all licensed health care professionals (PA 16-43).

The law also allows anyone, if acting with reasonable care, to administer an opioid antagonist to a person he or she believes, in good faith, is experiencing an opioid-related drug overdose. It generally gives civil and criminal immunity to such a person when administering the opioid antagonist (PA 14-61, codified at CGS § 17a-714a).

Seeking Emergency Medical Care for a Drug Overdose
A 2011 law provides civil and criminal immunity to individuals who seek or receive emergency medical care for themselves or another person they reasonably believe is experiencing a drug overdose (PA 11-210, codified at CGS § 21a-279).

Health Insurance

Coverage for Substance Use Disorder
Legislation passed in 2017 requires certain individual and group health insurance policies to cover medically necessary (1) medically monitored inpatient detoxification services and (2) medically managed intensive inpatient detoxification services for insureds or enrollees who have been
diagnosed with a substance use disorder (PA 17-131, §§ 8 & 9, codified at CGS §§ 38a-492p and 38a-518p).

This year, another new law prohibits certain health insurance policies from applying non-quantitative treatment limitations (e.g., prior authorization) to mental health and substance use disorder benefits in a way that is substantially different from how they apply these limitations to medical and surgical benefits. The act also generally prohibits health insurance policies from denying coverage for substance abuse services solely because they were provided under a court order (PA 19-159, effective January 1, 2020).

**Direct Payments for Substance Use Disorder Treatments**

A 2017 law requires certain health insurance policies to directly pay any out-of-network health care providers eligible for reimbursement for diagnosis or treatment rendered in Connecticut for a substance use disorder (PA 17-157, §§ 1 & 2, codified at CGS §§ 38a-488a and 38a-488b).

**Opioid Antagonist Prescriptions and Life Insurance and Annuity Policies**

A 2019 law prohibits life insurance or annuity policies or contracts delivered, issued, renewed, or continued in the state from excluding coverage solely based on an individual having received a prescription for naloxone (i.e., an opioid antagonist) or for a naloxone biosimilar or generic (PA 19-191, § 5, effective October 1, 2019).

**Prior Authorization for Opioid Antagonists**

The law prohibits certain health insurance policies from requiring prior authorization for coverage of opioid antagonists. Specifically, it applies to individual and group health insurance policies delivered, issued, renewed, amended, or continued in Connecticut that cover (1) basic hospital expenses; (2) basic medical-surgical expenses; (3) major medical expenses; (4) hospital or medical services, including those provided under an HMO plan; or (5) single ancillary services (e.g., prescription drugs). Because of ERISA, state insurance benefit mandates do not apply to self-insured benefit plans (PA 16-43, §§ 2 & 3, codified at CGS §§ 38a-510b and 38a-544b).

**Local EMS Plans and Data Reporting**

**Local EMS Plans**

By law, local EMS plans must require that at least one EMS provider who is likely to arrive first on the scene of a medical emergency carry an opioid antagonist and complete a Department of Public Health (DPH)-approved training on how to administer it. Each municipality had to amend its local...
EMS plan to include this requirement by October 1, 2017 (PA 16-43, § 1, and PA 17-131, § 11, codified at CGS § 17a-714a).

**Overdose Reporting**

A 2018 law requires any hospital or EMS personnel that treat a patient for an opioid overdose to report the overdose to DPH. Starting January 1, 2020, DPH must provide the data to the municipal or district health department that has jurisdiction over the location where the overdose occurred, or, if the location is unknown, the location where the hospital or EMS personnel treated the patient, as DPH, in its discretion, deems necessary to develop preventive initiatives.

Specifically, by July 1, 2020, municipal and district health departments must use this data to develop preventive initiatives on a local level to address the incidences of opioid, heroin, and other drug overdoses in Connecticut. By law, the data is confidential in accordance with existing law for records provided to DPH (PA 18-166, § 5, codified at CGS § 19a-127q).

**Opioid and Controlled Substance Prescriptions**

**Electronic Prescriptions Generally Required**

A 2017 law generally requires prescriptions for controlled substances to be transmitted electronically to a pharmacy, which must have the technology to accept such prescriptions (PA 17-131, § 3, codified at CGS § 21a-249).

**Maximum Supply for First-Time Outpatient Use**

Connecticut law prohibits a practitioner authorized to prescribe an opioid drug from issuing a prescription for more than a seven-day supply to an adult for first-time outpatient use. Legislation passed in 2017 reduced, from a seven-day supply to a five-day supply, the maximum amount of an opioid drug that may be prescribed to a minor under age 18.

When prescribing an opioid drug to a minor, the law requires the practitioner to discuss the risks associated with opioid drug use with the minor and his or her custodial parent, guardian, or legal custodian, if present. Legislation passed in 2017 additionally requires prescribers to have these discussions with adult patients (PA 17-131, § 5, codified at CGS § 20-14o).

The law allows the practitioner to prescribe a larger supply of an opioid drug to a minor or an adult for first-time outpatient use if, in his or her professional judgment, the drug is required to treat the person’s acute medical condition, chronic pain, cancer-associated pain, or for palliative care. The practitioner must document the patient’s condition in his or her medical record and indicate that an
alternative to the opioid drug was not appropriate to treat the patient’s condition. The law does not apply to medications to treat opioid drug dependence or abuse, including opioid antagonists and agonists (PA 17-131, § 5, codified at CGS § 20-14o).

Prescribing Controlled Substances Using Telehealth

A 2018 law allows telehealth providers authorized to prescribe controlled substances, under specified conditions, to prescribe non-opioid Schedule II or III controlled substances using telehealth to treat a psychiatric disability or substance use disorder, including medication-assisted treatment (PA 18-148, codified at CGS § 19a-906).

Provision of Controlled Substances to Self or Family

Legislation passed in 2018 generally prohibits prescribing practitioners from prescribing, dispensing, or administering schedule II to IV controlled substances to themselves or immediate family members. It allows an exception for up to a 72-hour supply of such drugs if there is no other qualified prescriber available. In that case, the prescriber must, among other things, (1) perform an assessment for the patient’s care and treatment and (2) medically evaluate the patient’s need for the controlled substance (PA 18-166, § 2, codified at CGS § 21a-252).

Treatment Agreement for Certain Patients Prescribed Opioids

Under a new law, prescribing practitioners who prescribe an opioid drug for more than a 12-week supply must establish a treatment agreement with the patient or discuss a care plan for chronic opioid drug use. The agreement or plan must include (1) treatment goals, risks of opioid drug use, urine drug screens, and expectations for continued pain treatment with opioids and (2) to the extent possible, non-opioid treatment options (PA 19-191, § 6, effective October 1, 2019).

Voluntary Non-Opioid Directive Form

Legislation passed in 2017 requires DPH, in consultation with DCP and DMHAS, to establish a voluntary non-opioid directive form and publish it on the DPH website for public use. A patient may file the form with a prescribing practitioner, indicating that he or she asks not to be issued a prescription or medication order for an opioid drug.

The law generally grants civil and criminal immunity to:

1. prescribing practitioners acting with reasonable care for refusing to issue a prescription or medication order for an opioid pursuant to a voluntary non-opioid directive form;
2. anyone acting in good faith as a duly authorized guardian or health care proxy for revoking or overriding the form; and

3. emergency departments’ prescribing practitioners acting with reasonable care for issuing a prescription or administering an opioid drug to a person with a voluntary non-opioid directive form if they had no knowledge of the form or deemed that an opioid was medically necessary at that time (PA 17-131, § 4, codified at CGS § 20-14r).

**Patient Care and Treatment**

*Mental Health Screenings for Certain Patients*

Starting in 2020, a new law requires hospitals to administer a mental health screening or patient assessment on patients treated for a nonfatal opioid drug overdose, and provide the results to the patient or certain other individuals, if it is medically appropriate to do so (PA 19-191, § 11, effective October 1, 2019).

*Multicare Institutions and Methadone Treatment*

A new law specifies that multicare institutions’ services may include methadone delivery and related substance use treatment services to individuals in nursing homes (PA 19-118, §§ 5 & 6, effective July 1, 2019).

*Patient Education Requirements for Treatment Programs*

A 2019 law requires DMHAS-operated or –approved substance use treatment programs that treat patients with opioid use disorder to offer education on opioid antagonists to these patients and their relatives. The act also requires affiliated prescribers to provide a prescription for at least one dose of an opioid antagonist to a patient the prescriber determines would benefit from it (PA 19-191, § 9, effective October 1, 2019).

*Substance Exposed Newborns*

Legislation enacted in 2017 and 2018 addresses Department of Children and Families (DCF) policies and guidelines on the safe care of newborns born with signs of prenatal substance exposure. For example, the 2018 act requires that the guidelines instruct health care providers on their participation in the discharge planning process, including creating written safe care plans between the provider and the newborn’s mother. A provider involved in delivering or caring for a substance exposed newborn must notify DCF of the newborn’s condition (PA 17-210, codified at 17a-54b and PA 18-111, § 5, codified at CGS 17a-102a).
Prescription Drug Monitoring and Oversight

Connecticut’s Prescription Drug Monitoring Program (PDMP)

Legislation passed in 2006 required DCP to establish an electronic PDMP to collect prescription information from pharmacies on schedules II through V controlled substances to prevent improper or illegal drug use or improper prescribing (PA 06-155, codified at CGS § 21a-254). The program subsequently expanded by requiring prescription information reporting by (1) out-of-state pharmacies that ship or deliver prescription drugs into Connecticut and (2) any other drug dispensing practitioner, such as physicians, dentists, veterinarians, podiatrists, and researchers (PA 13-172).

Generally, dispensers must report prescription information within one business day to DCP, such as the dispensing date, dispenser identification and prescription numbers, and patient identifying information. If the program is not operational, the pharmacy or dispenser must report by the next business day after regaining program access.

Certain substances and dispensers are exempt from the program’s reporting requirements, such as (1) controlled substances dispensed to hospital inpatients and (2) institutional pharmacies operated by licensed health care institutions when dispensing or administering opioid agonists to a patient to treat a substance use disorder.

By law, before prescribing more than a 72-hour supply of a controlled substance, the prescribing practitioner or his or her authorized agent must review the patient’s records in the PDMP. The practitioner or agent must also periodically review a patient’s records in the program when the practitioner prescribes controlled substances for continuous or prolonged treatment (CGS § 21a-254(j)).

Recent legislation made various changes to the program, such as (1) expanding who can serve as a prescriber’s authorized agent, (2) allowing the DCP commissioner to share certain program information with other state agencies for certain drug abuse studies, and (3) requiring the DPH and DCP commissioners to review pharmacists’ and prescribing practitioners’ compliance with program requirements (PA 16-43, PA 17-131, and PA 18-100).

Reporting Suspicious Controlled Substance Orders

A 2018 law requires drug manufacturers and wholesalers to identify and report suspicious controlled substance orders to DCP’s Drug Control Division (PA 18-16, § 3, codified at CGS § 21a-70). This year, a new law requires drug manufacturers and wholesalers to report to DCP certain
decisions to terminate or refuse an order from a pharmacy or prescribing practitioner for Schedule II to V controlled substances because of potential diversion concerns (PA 19-191, § 4, effective October 1, 2019).

Sober Living Homes
A 2018 law contains several provisions on the oversight of sober living homes. Among other things, it (1) allows a certified sober living home's owner to report the home's certified status to DMHAS, (2) requires DMHAS to post on its website a list of these certified homes as well as the number of available beds at each home and update the information weekly, and (3) establishes certain advertising requirements and restrictions for operators.

It also requires operators who report their home’s certified status to maintain at least two doses of an opioid antagonist on the premises and train all residents in how to administer it. The operator must do this when the home is occupied by at least one resident diagnosed with an opioid use disorder (PA 18-171, codified at CGS § 17a-716).

Studies and Working Groups

Combating the Opioid Epidemic
A 2018 law requires the ADPC to convene a working group to evaluate ways to combat the opioid epidemic in the state. The group must investigate various matters, such as the number of people annually receiving services from DMHAS-funded methadone treatment programs, the rate at which such people relapse, and the number of people who die from drug overdose while participating in such programs.

The working group reported its findings and recommendations to the Public Health Committee on January 1, 2019 (PA 18-166, § 4).

Home-Based Opioid Treatment Literature Review
A 2019 law requires DMHAS, in collaboration with DPH and the Department of Social Services (DSS), to review and report to the legislature on literature about the efficacy of providing home-based treatment and recovery services for opioid use disorder to certain Medicaid beneficiaries (PA 19-191, § 8, effective July 1, 2019).
**Opioid Drug Prescriptions**

Legislation passed in 2016 required the Public Health Committee chairpersons, by October 1, 2016, to convene a working group to address the issuance of opioid drug prescriptions by prescribing practitioners. The group had to study whether it is a best practice for prescribing practitioners to limit prescriptions to minors to no more than a three-day supply to treat an acute medical condition. It also had to report the study results to the Public Health Committee by February 1, 2017 (PA 16-43).

**Opioid Intervention Court Feasibility Study**

Legislation passed in 2018 requires the chief court administrator, in consultation with certain officials, to study the feasibility of establishing one or more courts that specialize in hearing criminal or juvenile matters where a defendant is an opioid-dependent person, who could benefit from intensive court monitoring and being placed in a substance abuse treatment program. The chief court administrator submitted its final report to the Judiciary Committee on January 1, 2019 (PA 18-166, § 1).

**Police Detention Protocol**

A 2019 law requires DMHAS, in collaboration with DPH, to study and report on the protocol for the police detaining people whom they suspect of having experienced an opioid overdose and the implications of involuntarily transporting people who overdosed to emergency rooms and referring them to recovery coaches. The department must submit its final report to the Public Health Committee by January 1, 2020 (PA 19-191, § 13, effective upon passage).

**Safe Disposal of Opioid Drugs**

Legislation passed in 2017 required the ADPC to convene a working group to advise the council on any legislative or policy changes to enable first responders or health care providers to safely dispose of a person’s opioid drugs upon the person’s death. The council was required to report to the Public Health Committee on the working group’s recommendations by February 1, 2018 (PA 17-131, § 7).

**Substance Abuse Treatment Referral Programs**

A 2017 law required the ADPC to convene a working group to study municipal police departments’ substance abuse treatment referral programs. These programs refer people with an opioid use disorder or who are seeking recovery from drug addiction to treatment facilities. The study must identify any barriers these programs face as well as the feasibility of implementing such programs.
statewide. The council was required to report on the working group’s findings to the Public Health and Public Safety and Security committees by February 1, 2018 (PA 17-131, § 7).

**Miscellaneous 2017-2019 Legislative Changes**

Legislation enacted the last three years made various other changes affecting opioid drug abuse and related issues, such as the following:

1. requiring DPH to state on its website how a prescribing practitioner may obtain certification to prescribe take-home medications to treat opioid use disorders (e.g., Suboxone) (PA 17-131, § 6);

2. requiring alcohol or drug treatment facilities to use admission criteria developed by the American Society of Addiction Medicine (PA 17-131, § 10);

3. specifically making instruction on opioid use and related disorders part of the state’s required public school program of instruction (existing law already required instruction on substance abuse prevention) (PA 18-182, § 2);

4. granting civil immunity, under certain conditions, to individuals or entities that provide or maintain an automatic external defibrillator in a cabinet which also contains an opioid antagonist (PA 19-169, effective October 1, 2019); and

5. requiring the DSS commissioner to amend the state Medicaid plan to provide an $88.52 minimum weekly reimbursement rate for a Medicaid beneficiary’s methadone maintenance treatment from chemical maintenance providers but also making this rate contingent on meeting certain performance measures beginning July 1, 2020 (PA 19-117, § 311, effective July 1, 2019).

A complete summary of the legislation is available on OLR’s [website](#).

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