



Rhode Island Community Overdose Engagement Summit

**Guide to Developing A Municipal
Overdose Response Plan
December 2017**

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Rhode Island's Overdose Epidemic

The current opioid epidemic is a national, state, and local public health crisis that affects all Rhode Islanders. Not one municipality in our state has been spared the devastation brought on by this crisis. Curbing this crisis requires a comprehensive, collaborative approach of local stakeholders from across the state.

The Rhode Island Department of Health (RIDOH) and the Rhode Island Department of Behavioral Healthcare, Developmental Disabilities, and Hospitals (BHDDH) invite municipal leaders to join the State's efforts to not only save lives, but also to support our fellow Rhode Islanders who have been affected by overdose and addiction.

- In 2016, **336 people** in Rhode Island lost their lives to overdose, more than the number of homicides, motor vehicle accidents, and suicides combined.
- From 2011 to 2016, overdose deaths increased by more than **90%**.
- Rhode Island's overdose crisis began with prescription drugs, but overdose deaths from prescriptions have leveled. Deaths from illicit drugs, such as heroin and fentanyl, are on the rise.
- **Fentanyl, a highly potent, synthetic opioid, poses a great threat and worsens the overdose crisis.** The number of overdose deaths related to illicit fentanyl has increased by almost 20-fold since 2009.
- In 2016, more than 50% of overdose deaths involved illicit fentanyl.
- **Opioid use disorder (OUD) is a chronic disease** that can develop with repeated exposure to opioids. There are strong genetic, situational, and societal factors that increase the risk of developing OUD. If left untreated, OUD can lead to accidental overdose and/or death.
- The Governor's Overdose Prevention and Intervention Task Force published an Overdose Action Plan to address the overdose epidemic at the state level. To learn more about these efforts, visit **www.PreventOverdoseRI.org**.

Fundamental Considerations to Change the Course of Rhode Island's Overdose Crisis

The Rhode Island Department of Health (RIDOH) and the Rhode Island Department of Behavioral Health, Developmental Disabilities, and Hospitals (BHDDH), recognizes that each community faces unique challenges in addressing Rhode Island's overdose crisis.

RIDOH, BHDDH, and the State of Rhode Island support local communities in the development of comprehensive strategies that address opioid misuse and addiction, and increase recovery supports. Programming and initiatives grounded in a compassionate approach and evidence-based practices.

Please consider the following principles to consider during the development of a Municipal Overdose Response Plan:

Conduct a Needs Assessment

Determine the exact nature and scope of the problem in your community, the population groups most affected by it, the availability of existing resources, and the gaps between needs and available resources. This is important for helping to determine that any plan of action you take meets your community's needs.

Implement A Comprehensive Approach

Addresses the problem from all angles: overdose prevention, rescue, treatment, and recovery supports.

Utilize Data-informed and Evidence-based Practices

Use data to help determine the design and implementation of overdose prevention policies and programs.



Governor Raimondo's Overdose Prevention and Intervention Task Force

To respond to this public health crisis, Governor Raimondo's Overdose Prevention and Intervention Task Force developed a strategic plan in 2015 to address Rhode Island's overdose epidemic. The Overdose Action Plan focuses on four strategies to prevent overdose and save lives. These strategies will help guide the development of Municipal Overdose Response Plans.

Prevention - Prevent Opioid Misuse and Addiction

The best way to avoid the costly consequences of opioid misuse and addiction is to invest in effective prevention and early intervention to reduce its incidence.

Treatment - Provide Access to Medication Assisted Treatment (MAT) for Opioid Addiction

The combination of psychological/behavioral therapy and FDA-approved medications (i.e., methadone, buprenorphine, naltrexone) -- is the most effective means of treating opioid-use disorders and preventing opioid overdose.

Rescue - Reduce Overdose Deaths and Other Harmful Consequences

This initiative seeks to ensure a sustainable source of naloxone for community and first responder distribution and a high coverage of naloxone among patients at high risk of overdose.

Recovery - Increase Recovery Services in Communities Across the State

Recovery support services play an important role in any management of chronic disease. Recovery housing, recovery-friendly employment, transportation, GED/life skills classes, mutual aid meetings, and recovery community centers are crucial recovery capital.

Developing A Municipal Overdose Response Plan

Step One: Community Assessment and Capacity Building

Starting with data will allow you to pinpoint the nature of the problem in your community, which populations are affected, and what resources your community has in place to address the issues. Both RIDOH and BHDDH, along with other State agencies, have offered municipal data to help inform your local Overdose Response Plan.

Additional sources of data can include local police department data and EMS run reports.

A. Evaluate Data to Determine Needs

A good place to start is by reviewing local data and holding discussions with key community members concerning opioid use in your community to help determine:

- The nature and extent of the opioid misuse problem in different community populations including those defined by age, gender, race, ethnicity, culture, sexual orientation.
- The geographic areas where you think the problem is greatest in your community.
- Focusing on one or more target populations.

Please consider the following:

- Is there a group (i.e., age, gender, race, ethnicity, culture, sexual orientation) that is most affected by opioid misuse in your community?

- What proportion of overdoses in the community are nonfatal versus fatal?

- What specific substances are being used when overdoses occur?

- Are there geographic areas/neighborhoods where you presume the problem is greatest in your community?

- Look for trends in your data that may suggest factors that influence opioid misuse.

Example: A rise in opioid overdoses within your community over the last year.

- What happened or what changed that may explain this?
- Did your community see an influx of an at-risk population?
- Was there an increase in synthetic opioids in your community?
- Did any critical services accessed by the target population shut down or experience budget cuts?

B. Identify Intervening Variables for Opioid Use in Your Community

Intervening variables are factors that have been shown to explain substance use disorder. They include risk factors that have been shown by research to predict opioid misuse. These risk factors can be found at different levels, such as individual, peer, family, and community.

Community	Availability and Opportunity to Use Social access, retail access, community norms favorable for drug use
Family	Parental Monitoring or Supervision Parental disapproval, domestic violence, stigma/shame related to substance-use disorder
Peer	Peer norms, number of friends who use, normative misperceptions of peer use, and having parents who use illicit drugs
Individual	Perception Risk/Harm Mental health diagnoses, chronic pain, alcohol/illicit drug use/abuse, early onset of use and/or history of trauma, stigma/shame related to substance use disorder

Step One: Community Assessment and Capacity Building (continued)

- What are some variables in your community that attribute to opioid misuse?

C. Community Resource Assessment

The next step is to strategize new ways the community can appropriately intervene. Consider existing community resources that are available to help develop your plan, including community organizations that provide prevention, rescue, treatment, and recovery services.

Examples:

- Rhode Island Centers of Excellence for the treatment of opioid use disorder
- Out-Patient or residential treatment facilities
- Federally-qualified community health centers
- Community mental health organizations
- Regional prevention coalitions
- Community recovery centers
- Local law enforcement opioid response strategies
- Recovery housing organizations
- Needle and syringe exchange programs
- School resources including Student Assistance Counselors
- Faith-based communities
- Youth programs (e.g., Boys & Girls Club, YMCA/YWCA)
- Family support programs (e.g., Parent Support Network of Rhode Island)
- Alcoholics Anonymous in Rhode Island
- Nar-Anon
- Narcotics Anonymous

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Step Two: Strategic Planning

Strategic planning will enable municipal stakeholders to create overdose prevention initiatives and strategies that are relevant to the needs of the community.

A. Identifying Key Stakeholders

Consider identifying community leaders, or “champions,” who already play an active role in responding to the local overdose crisis. These active civic leaders can be considered stakeholders in the development of municipal Overdose Response Plans.

Creating and strengthening connections among community-based organizations can improve your municipality’s response to the local overdose crisis. Consider the strengths already in place within your community.

- Identify the champions in your community who can participate as core planning committee members. Also identify sector representation (e.g., healthcare, recovery support, law enforcement, childhood development, community services, faith-based organizations, and parents/families personally affected by overdose).

- What are the areas of growth in your community that need to be addressed for you to more effectively address opioid misuse and recovery support?

- Identify areas of growth, including who can help, how it will be addressed, and the timeline for the capacity-building action.

B. Problem Statement and Target Population

Developing a clear problem statement with identified target population(s) will help you focus on where to build capacity and how to measure outcomes and plan for sustainability.

- **Problem Statement: What is the magnitude and nature of the problem in your community?** *For example:* According to local EMS run reports, drug use resulting in overdose is most prevalent at the hotel/motel on Main and 5th requiring extensive law enforcement and EMS resources.

- **Target Population(s): How does the stigma of addiction play a role in isolating individuals from the community?** *For example:* The shame related to substance use disorder limits individuals from reaching out for help and gaining access to an appropriate level of care.

- **Target Population(s):** What is your understanding of the populations being affected by opioid use in your community? *For example:* Young men between the ages of 18-34 are disproportionately overdosing in our community.

Overdose Response Plan Strategy: Prevention

Prevention strategy overview:

These strategies are intended to prevent the onset of disease before it occurs, and includes efforts to educate the public, including youth and parents, on the risks of opioid use.

Effective prevention is comprised of public education and awareness to reduce the appeal of addictive substances; evidence-based addiction prevention programming; harm reduction strategies; and laws/regulations that reduce the availability and accessibility of opioids and other drugs.

Effective prevention strategies employ a comprehensive approach to target all addictive substances and influences on the use of those substances. Due to the current opioid overdose crisis, these methods should be supplemented by measures that specifically target opioids.

Prevention strategy considerations

- Raise awareness of substance use and addiction and how best to prevent and treat it (e.g., the increased risk of addiction associated with using at a young age, the risks associated with opioid use).
- Invest in public education and awareness campaigns that are evidence-based and instructive in terms of concrete steps parents can take to help protect their children.
- Talk about addiction as a chronic brain disease that can be treated effectively with Medication Assisted Treatment (MAT) and behavioral health counseling.
- Create targeted messaging for those who are already engaged in opioid misuse to communicate urgent safety concerns (e.g., the high risk of overdose from fentanyl, transmission of blood-borne diseases).

Examples

- Community-specific messaging to reduce the stigma of addiction via a variety of media (e.g., public service announcements, social media, websites, billboards, brochures, posters)
- Community-specific harm-reduction campaign targeted at active drug users. The messaging can include information on accessing naloxone, naloxone training, the risks of fentanyl, and treatment/recovery services
- Disseminating patient education material about safe storage/disposal and appropriate dosage at local pharmacies and community centers. **See education tool: <http://bit.ly/2zTT26y>**
- Partnering with local prevention coalition(s) to hold a community sponsored event around the dangers of opioid misuse geared toward your target audiences

Prevention Strategy Resources

- **Free RIDOH Overdose Prevention and Addiction publications:** <http://bit.ly/2AlAmoC>
- **Substance Abuse and Mental Health Services Administration (SAMHSA):**
<https://www.samhsa.gov/prevention>
- **PreventOverdoseRI.org Education Tools and Resources:** <http://bit.ly/2joxguv>
- **PreventOverdoseRI.org Family/Teacher Resources:** <http://preventoverdoseri.org/parents-and-teachers/>
- **Department of Health and Human Services Community Guide to Preventive Services:**
<http://bit.ly/1Qi8AWJ>
- **Creating Outreach About Addiction Support Together (COAAST):**
<https://www.coaast.org/>
- Regional Prevention Task Force coalitions
- School Programs/Student Assistance Counselors

Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

Prevention Initiatives:

Lead Organizations

Contact Names

Email

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Steps to Achieve Initiatives

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Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

Timeframe:

Anticipated challenges:

Strategies to address challenges:

Technical assistance needed from RIDOH, BHDDH, and/or Medical Reserve Corps (MRC):

Overdose Response Plan Strategy: Rescue

Rescue strategy overview:

Naloxone saves lives by reversing an opioid overdose. Its use, even by people who do not have any experience in medicine, has been linked to reduction in overdose deaths. Increasing access to naloxone, especially to high-risk populations, can decrease the incidence of overdose.

One effective way to reduce the incidence of overdose deaths is to ensure naloxone is distributed at all points of contact with individuals who may use opioids and who be at risk of overdose. These include opioid treatment programs (OTPs), outpatient and residential treatment centers, detoxification facilities, emergency departments, syringe exchanges, and criminal justice settings, and reentry programs. Additional naloxone distribution points can include schools, workplaces, community centers, health clubs/gyms, public transportation venues, libraries, and lockboxes on street corners.

Rescue strategy considerations:

- Ensure local law enforcement and first responders are trained to administer naloxone and have an adequate supply of the medication.
- Ensure at-risk populations and families/friends of at-risk populations have been trained in naloxone administration and can easily gain access to naloxone.
- Help people understand the protections afforded to first responders and citizens under the **Good Samaritan Law** in the good faith administration of naloxone.
See <http://bit.ly/2BFTx4A>
- Ensure community members are aware of the **Collaborative Practice Agreement** at local pharmacies that allows pharmacists to dispense naloxone without a specific prescription.
See <http://bit.ly/2dFojOu>

Examples:

- Distribution of naloxone kits and prevention education to high-risk populations severely affected by overdose.
- Partnerships with local pharmacies to recommend naloxone dispensing with all opioid prescriptions and syringe purchases.
- Community-wide trainings on the prevention, recognition, and proper response to overdose, including providing rescue breaths through a barrier device and administering naloxone.
- Installing publicly available naloxone (e.g., “NaloxBox”) in high-traffic, community locations. See naloxbox.org

Overdose Response Plan Strategy: Rescue (continued)

- Partner with law enforcement to follow up with individuals that witnessed/are impacted by overdose in order to connect them to treatment, recovery, and/or bereavement services.
- Conduct overdose-response training at schools, sports venues/athletic programs, and after-school programs.

Rescue Resources:

- **PreventOverdoseRI.org naloxone distribution map:** preventoverdoseri.org/get-naloxone/
- **Online naloxone training videos/resources:** <http://bit.ly/2j05EwC>
- **Naloxone and Overdose Prevention Education Program-RI (NOPE-RI):** noperi.org/
- **Prevent Overdose and Naloxone Intervention (PONI):** mmckenzie@lifespan.org

Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

Rescue Initiatives:

Lead Organizations

Contact Names

Email Addresses

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Steps to Achieve Initiatives

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Timeframe:

Anticipated challenges:

Strategies to address challenges:

Technical assistance needed from RIDOH, BHDDH, and/or MRC:

Overdose Response Plan Strategy: Treatment

Treatment strategy overview:

Evidence indicates that medication-assisted treatment (MAT) is the most effective long-term treatment strategy. There are three FDA approved medications: buprenorphine, methadone and Vivitrol®. MAT can be received in a variety of settings including opioid treatment programs, the Rhode Island Centers of Excellence, some hospitals and urgent care and primary care facilities. Making treatment as available as possible, whenever possible, can save lives. Individuals with substance-use disorders who receive treatment may still relapse, but it is important to note that many individuals do experience a sustainable recovery and live as productive citizens.

Community partners can help increase access to quality treatment and ensure access to treatment is more accessible when individuals are ready for help. Individuals and their families often cannot find treatment when they need it. This may be due to a lack of knowledge about how and where to go for help.

Treatment strategy considerations:

- Educate your community on the resources available to its citizens through capacity building and relationship building.
- Support and advocate for a Center of Excellence in your community. The Rhode Island Centers of Excellence (COEs) help individuals with opioid-use disorders access comprehensive treatment in a timely manner. COEs provide evaluations, treatment, and referrals. They can provide FDA-approved medications on-site and serve as a resource for community-based providers.
- Increase access to buprenorphine and Vivitrol® in your municipality through outreach and education to prescribers.
- Engage peer recovery coaches in assertive street engagement at shelters, crisis centers, or other “hot spots” in your community.

Examples:

- Share Rhode Island’s Recovery & Hope hotline (English/Spanish): **(401) 942-STOP (7867)**.
- Create a local campaign centered around Medicated Assisted Treatment (MAT) to help people understand how MAT could help them.
- Community-based resource maps that highlight treatment services in your community to be advertised on the city/town website and available at all community and public safety centers.
- Provide targeted education to individuals and family member on community treatment resources such as local opioid treatment programs.
- Partner with local first responders, emergency departments, and fire stations to make them an entry point to connect individuals to the appropriate level of care.

Treatment Resources:

- **BHDDH:** bhddh.ri.gov/substance_use/pdf/PHD1091.pdf; bhddh.ri.gov/substance_use/index.php
- **PreventOverdoseRI.org** offers a comprehensive map of treatment services including COEs, outpatient treatment facilities, residential treatment, and peer-to-peer services: preventoverdoseri.org/get-help/
- **Rhode Island's Hope and Recovery Hotline (401) 942-STOP** for family members, partners, and those needing information on treatment and recovery resources.
- **Rhode Island Centers of Excellence** offer outpatient programs for people with opioid-use disorder with access to MAT, such as buprenorphine, methadone, or naltrexone.
 - **CODAC, Inc.:** codacinc.org/
 - **Community Care Alliance:** communitycareri.org/
 - **Care New England:** carenewengland.org/services/recovery-stabilization/
- **Opioid Treatment Centers (OTPs)**
 - **CODAC, Inc.:** codacinc.org/
 - **Addiction Recovery Institute:** methadone.com
 - **Discovery House:** rhodeislandctc.com/location/providence/
 - **The Journey to Hope, Health & Healing:** thejourneyhhh.com
 - **The Center for Treatment and Recovery:** methadoneri.com

Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

Treatment Initiatives:

Lead Organizations

Contact Names

Email Addresses

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Steps to Achieve Initiatives

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Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

Timeframe:

Anticipated challenges:

Strategies to address challenges:

Technical assistance needed from RIDOH, BHDDH, and/or MRC:

Overdose Response Plan Strategy: Recovery

Recovery strategy overview:

Recovery support services include access to evidence-based practices, such as supported employment, education, housing, and peer-operated services. Recovery support services may be provided before, during, or after clinical treatment or to individuals who are not in treatment but just need supportive services. These services, provided by professionals and peers, are delivered through a variety of community and faith-based groups, treatment providers, schools, and other specialized services. Individuals in recovery from opioid-use disorder need support from communities in the following areas:

- **Health:** Healthy choices that encourage physical and emotional wellbeing
- **Home:** To have a stable home life and a safe place to live
- **Purpose:** Engage in meaningful daily activities, such as a job/school, volunteering, caring for family, or offering opportunities to express creativity. Ability to work independently and meaningfully participate in society
- **Community:** Relationships and social networks that provide recovery supports.

Recovery strategies to consider:

- Cultivate a community culture that supports people in recovery.
- Partner with and support certified recovery residences in your community.
- Initiate or support local recovery community centers or groups.
- Reduce barriers to employment by acknowledging and supporting recovery-friendly employers.

Examples:

- Public “Hope” forums that have people in long-term recovery supporting anti-stigma campaigns and Medication Assisted Recovery.
- Offer meeting spaces for family/partner recovery support services in your municipality.
- Provide support and meeting space for 12-step meetings in the community.
- Encourage faith-based organizations to provide faith-based recovery programs (e.g., Celebrate Recovery).
- Host recovery-friendly education events by increasing the visibility of local role models who are in long-term recovery.
- Promote education for individuals living in recovery regarding their federal rights against employment and housing discrimination.
- Provide incentives to community employers to hire and support individuals in recovery.
- Target peer recovery services to community overdose “hot spots.”

Recovery resources:

- **Alcoholics Anonymous in Rhode Island:** rhodeisland-aa.org
- **Federal regulations against housing and employment discrimination:** bhddh.ri.gov/substance_use/pdf/PHD1091.pdf
- **Hope and Recovery Hotline (401) 942-STOP (7867),** Rhode Island's 24-hour-a-day, seven-days a week connection to English/Spanish-speaking counselors licensed in chemical dependency.
- **Nar-Anon,** 12-step program for families and friends: nar-anon.org/Nar-Anon; (401) 353-6119
- **Narcotics Anonymous:** gpana.org/
- **Parent Support Network:** psnri.org/
- **Parent Support Network Peers Interns and Job Training:** psnri.org/cprs-trainings
- **Peer Mobile Outreach Teams:** anchorrecovery.org/programs
- **Recovery Community Center Events:** anchorrecovery.org/events-pawtucket/
- **Recovery and Family Support Services:** anchorrecovery.org/recovery-support/Peer
- **Rhode Island Communities for Addiction Recovery Efforts- Certifying Body for Recovery Housing & Recovery Advocacy:** ricares.org

Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

Recovery Initiatives:

Lead Organizations

Contact Names

Email Addresses

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Municipal Overdose Response Plan Overdose Prevention Strategy Initiatives

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Anticipated challenges:

Strategies to address challenges:

Technical assistance needed from RIDOH, BHDDH, and/or MRC:
