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INTRODUCTION & BACKGROUND

In just ten years, opioid-related deaths in Ingham County have increased at an astounding rate, increasing more than eight-fold from 2006 to 2016 (Figure 1). Ingham County is not unique in opioid addiction and overdose deaths. There is a nationwide epidemic. Opioid-related deaths have quadrupled in the United States since 1999, however, the severity and rate of escalation in overdose deaths in Ingham County is both significant and alarming as shown in Figure 1.

Figure 1. Opioid-related overdose deaths in Ingham County, Michigan.

It was a sudden spike in deaths in Greater Lansing that prompted the formation of what was to become the Ingham Opioid Abuse Prevention Initiative (IOAPI). The first meeting was held in early 2015 after ten people died from a heroin overdose in just a few weeks. From the first meeting, it was clear that the opioid epidemic that had been ravaging the east coast of the U.S. had arrived in mid-Michigan. A critical step in the formation of this initiative was the engagement of key stakeholders and community partners. This group initially was asked to share their experiences, priorities and expected outcomes in partnering for this initiative. The committees and impact areas were developed with input and expertise of the initiative partners which continues to strengthen this initiative.

Since its inception, IOAPI has been a cross-sector group that includes health officials, law enforcement, emergency medical services, local hospitals and providers, treatment facilities and community groups. While each partner was aware of the local opioid addiction problem when the group first convened, none knew the full size and scope. Additionally, without a health equity infrastructure in place, there are no assurances that those primary impacted by the epidemic, former addicts and those having passed through the criminal justice system, there is no guarantee that interventions will be developed with the input of those they are intended to serve. We developed a surveillance system so that the entire group could base response on a more holistic, and equitable picture of the
opioid crisis in Ingham County. Specific information about the Ingham County Opioid Surveillance System is available upon request by contacting squrashi@ingham.org or clarrieux@ingham.org.

From the opioid surveillance system, we learned that:

- There is, on average, at least one opioid-related death in the community every week.
- Local EMS and area hospitals are giving hundreds of doses of naloxone, a life-saving medication that prevents overdose deaths, each year.
- Heroin laced with fentanyl or fentanyl analogues is contributing to local overdose deaths; and
- The high potency of these drugs often necessitates the administration of multiple doses of naloxone to people during an overdose.

Armed with this new information, we decided to draw public attention to the opioid addiction problem in Ingham County. We held a press conference on January 7, 2016 and launched an awareness campaign. In the months that followed, we worked towards broadening our scope of work beyond surveillance and public education. Working closely with other groups and partners, we identified areas where we could work collaboratively and have an impact without duplication of services. This strategic plan marks the next phase of our response to the local opioid crisis.

This strategic plan will focus on the impact areas listed below:

- Prescription drug disposal
- Education and awareness
- De-stigmatization
- Police Assisted Addiction and Recovery Initiative (PAARI) and other law enforcement approaches
- Drug treatment courts
- Opioid surveillance system
- Prescribing habits
- Prescription drug monitoring
- Harm reduction
- Medication-Assisted Treatment (MAT)
- Access to treatment

This multi-faceted approach will be carried out by five committees and will address opioid addiction at all levels. It is our aim to see, not only a reduction in opioid-related overdose deaths, but also to see reductions in opioid-related overdoses and the misuse of prescription opioids.

In addition to local data and local stakeholder input, IOAPI recognized the need to also align itself with national efforts and priorities. The United States Department of Health and Human Services (HHS) has identified the opioid abuse problem as a high priority and have also identified two broad goals in addressing the issue:

1) Decreasing opioid overdoses and overall overdose mortality
2) Decreasing the prevalence of opioid use disorder.

In addition to these goals, the HHS Secretary has also identified priority areas for action which are included in the goals and objectives of IOAPI. The Secretary’s initiative targets three priority areas to combat opioid abuse:

- Opioid prescribing practices to reduce opioid use disorders and overdose
• Expanded use and distribution of naloxone
• Expansion of Medication-Assisted Treatment (MAT) to reduce opioid use disorders and overdose

**MISSION**

The Ingham Opioid Abuse Prevention Initiative is an action-oriented, community collaborative established to develop and implement strategies that prevent and reduce opioid addiction in Ingham County.

**STRUCTURE**

The Ingham Opioid Abuse Prevention Initiative is a multi-sector collaborative of community members, and local public and private sector organizations working together to prevent and reduce opioid addiction, overdose, and related harm. Members attend bimonthly initiative meetings and are asked to participate in at least one of the five committees: **Education & Awareness, HARM Reduction & Criminal Justice, Data & Surveillance, and Prescribing Practice**. These five committees are tasked to work on interventions related to the aforementioned Impact areas. These committees all report to the full initiative and are charged with providing feedback, guidance, and interventions that support critical thinking through a health equity lens.

Members are not obligated to monetary contributions, but contribute staff time and in-kind resources. Meetings are open to visitors and the general public. Active members have signed a memorandum of understanding agreeing to these membership guidelines. Group members are encouraged to bring awareness to the issue of
opiod addiction and engage in public education. This may include use of social media, public education forums and demonstrations, and engagement with traditional media. Members speak as representatives of their organizations rather than for the initiative as a whole. IOAPI data is available to the general public on the Ingham County Health Department’s webpage. Actions of the Initiative are decided primarily via consensus.

MODEL & FRAMEWORK FOR ACHIEVING SUCCESS

IOAPI seeks to apply evidence-based practices in order to effectively plan and guide strategies to successfully address the opioid issue in Ingham County. To that end we have folded one model and one framework into our intervention efforts: the Sequential Intercept Model (SIM) and Strategic Prevention Framework (SPF). Both of these models are recommended by the Substance Abuse and Mental Health Association (SAMHSA) to facilitate comprehensive approaches that yield positive outcomes.

SEQUENTIAL INTERCEPT MODEL

Approximately one-third of persons with opioid abuse disorder enter treatment through the criminal justice system. Consequently, special emphasis is placed on the criminal justice system in this plan. A popular framework for substance use disorder is the sequential intercept model (SIM). The SIM identifies five key points for “intercepting” individuals with behavioral health issues and linking them to services (Figure 3). This model builds on collaboration between the criminal justice and behavioral health systems; highlights where to intercept individuals as they move through the criminal justice system; identifies critical decision-makers who can authorize movement away from the justice system and into treatment; and delineates essential partnerships among mental health, substance abuse, law enforcement, pre-trial services, courts, judges, jails, community corrections, social services, and others. The SIM provides a practical navigation process to:

• Bring about strategic linkages with community-based behavioral health providers, the criminal justice system and community correctional health;
• Promote effective diversion and reentry programs; and
• Foster policy development at the intersection of behavioral health and justice issues.

The five key points of intercept are: 1. Law enforcement and emergency services; 2. Initial detention and initial hearings; 3. Jail, courts, forensic evaluations, and forensic commitments; 4. Reentry from jails, state prisons, and forensic hospitalization; and 5. Community corrections and community support services. These intercept points are opportunities for an intervention to prevent individuals with mental illness from entering or penetrating deeper into the criminal justice system.

Figure 3. Sequential Intercept Model

STRATEGIC PREVENTION FRAMEWORK

Strategic Prevention Framework (SPF) is a comprehensive guide to plan, implement, and evaluate substance use and misuse. The five steps and two guiding principles of the SPF offer a comprehensive process for addressing the substance misuse and related behavioral health problems that our communities are facing. The effectiveness of the SPF begins with a clear understanding of community needs and involves community members in all stages of the planning process. Concepts of SPF include:

1) **Data driven**: Good decisions require data. The SPF is designed to help practitioners gather and use data to guide all prevention decisions.

2) **Dynamic**: Assessment is necessary as prevention needs in communities change, and as community capacity to address these needs evolves.

3) **Focused on population-level change**: Effective prevention means implementing multiple strategies that address the collection of risk and protective factors associated with substance misuse.

4) **Intended to guide prevention efforts for people of all ages**: The SPF challenges prevention professionals to look at substance misuse across the life course in order to reduce the risk of overlooking among ages that are often overlooked but carry significant risk, such as young adults ages 18 to 25 and adults age 65 and older.

5) **Reliant on a team approach**: Each step of the SPF requires the participation of diverse community partners.

Overarching these five steps are two guiding principles:

1) Cultural competence, and

2) Sustainability

GOALS & OBJECTIVES

The initiative goals and objectives are described in the table below.

<table>
<thead>
<tr>
<th>Impact Area</th>
<th>Goals</th>
<th>Prescription Drug Disposal</th>
<th>Education and Awareness</th>
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</table>
| Objective 1 | 1) **End the opioid epidemic in Ingham County; and**  
2) **Reorient the perception and response to addiction towards a chronic disease model.** | Expand the Take Back Meds program to include four more sites. | By September 30, 2018, provide 85% of the Ingham County Jail staff and inmates who use opioids with education focused on 1) inmate health rights, 2) opioid use, 3) opioid overdose, or 4) Naloxone. |
| Objective 2 | Expand the Take Back Meds program to include four more sites and **associated increase the number of pounds of medication taken in the Take Back Meds by 10%.** | Include information related to the Take Back Meds Program in local opioid trainings. | Strategic Partners:  
Ingham County Sheriff Office  
Capital Area Take Back Meds  
Mason Prescription Task Force  
Local pharmacies  
Provide outreach and awareness throughout Ingham County.  
Encourage non-traditional sites to securely accept unused prescription drugs. |
| Strategies | Identify or create video educational content | Strategic Partners:  
Ingham County Health Department  
Ingham County Sheriff’s Department |
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<tbody>
<tr>
<td></td>
<td>Offer content via inmate kiosk at Ingham County Jail facilities</td>
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<tr>
<td>Objective 4</td>
<td>Develop a comprehensive media campaign, to be launched in 2019, on safe disposal, safe use, and accessing treatment.</td>
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<tr>
<td>Objective 5</td>
<td>Develop a comprehensive digital guide on safe disposal, safe use, and accessing treatment will be published by 2019.</td>
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</table>
| Strategies | Identify all available treatment options in the local area | Strategic Partners:  
Ingham County Health Department  
Ingham County Prosecutor’s Office  
Ingham Health Plan Corporation  
Ingham Substance Abuse Prevention Coalition  
Mason-Capital Area Prescription Drug Task Force  
McLaren Greater Lansing  
Michigan Prevention Network  
Mid-Michigan Recovery Services  
Sparrow Health System  
CMH-CEI  
Wellness InX |
|  | Develop print and digital guide for distribution | |
|  | Develop media campaign for Capital Counties Commit | |

**Impact Area**  
**De-stigmatization of Substance Use Disorders**

| Objective 6 | Develop a media campaign and related print material that focuses on altering the perception of opioid addiction. | Strategic Partners:  
Ingham County Health Department  
Local media outlets  
Capital Area District Library  
Families Against Narcotics (FAN) |
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<tbody>
<tr>
<td>Strategies</td>
<td>Develop local media content that reframes the opioid crisis</td>
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<td></td>
<td>Develop guidance document(s) geared toward various audiences that reframes the opioid crisis</td>
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| Objective 7 | Establish a social justice/health equity workgroup that would advise committees on mental health, SUD, and the judicial and law enforcement system | Strategic Partners:  
Local Law Enforcement  
Local Court Systems  
Community Mental Health |
| Strategies | Develop comprehensive plan to address inequities related to SUD/Mental Health and criminal convictions | |

**Impact Area**  
**PAARI and Similar Approaches**

| Objective 8 | Support local law enforcement agencies the development and/or implementation of their PAARI program | Strategic Partners:  
Michigan State Police  
Lansing Police Department  
Families Against Narcotics (FAN) |
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<tbody>
<tr>
<td>Strategies</td>
<td>Identify which law enforcement agencies have an existing PAARI program</td>
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</table>
| Objective 9 | Increase the number of people diverted to specialty courts by 5%. | Strategic Partners:  
Ingham County Sheriff’s Office |
<p>| Strategies | Identify barriers to increasing capacity | |</p>
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<tr>
<th>Impact Area</th>
<th>Objective 10</th>
<th>Strategies</th>
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| Treatment & Harm Reduction | Develop a plan to implement Medically Assisted Treatment (MAT) at the Ingham County Jail by January 1, 2019. | - Conduct a feasibility study of providing Medically Assisted Treatment (MAT) to inmates who use opioids at the Ingham County Jail.  
- Develop a strategic plan for providing Medically Assisted Treatment (MAT) to inmates who use opioids at the Ingham County Jail.  
- Work with the judicial system to develop alternative sentencing pathways that would allow for reduced incarceration coinciding with increased treatment |

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<th>Impact Area</th>
<th>Objective 11</th>
<th>Strategies</th>
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| Prescription Drug Monitoring Program (PDMP) | By June 30, 2019, provide 85% of the Ingham County Jail inmates who use opioids support during incarceration and for up to 6 months post release. | - Work with jail staff on developing and administering a Plan of Care (POC) for inmates with a substance use disorder involving opioids.  
- CHW and jail staff will develop and administer a re-entry plan for inmates with opioid-related SUD prior to release. The reentry plan may include such things as housing, medical insurance enrollment, follow-up with a health care provider, referral to support groups, and psychiatric referrals.  
- Work with jail staff on developing a protocol to distributing naloxone to the inmates who use opioids at discharge.  
- After release from jail, the CHW will provide support, guidance, and coaching for up to six months post release through home visits or phone contacts. |

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<th>Impact Area</th>
<th>Objective 12</th>
<th>Strategies</th>
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| Pain Management Practice Guidelines (Prescribing Habits) | Expand access to MAPS AwarXE by offering providers and third-party payers quarterly trainings. | - Identify or develop content for training.  
- Identify resources for training logistics.  
- Promote free training and continued education training credits to providers. |

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<tr>
<th>Impact Area</th>
<th>Objective 13</th>
<th>Strategies</th>
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| Opioid Surveillance | Improve provider prescribing practices through quarterly educational trainings. | - Identify or develop content for training.  
- Promote free training and continued education training credits to providers. |

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<th>Impact Area</th>
<th>Objective 14</th>
<th>Strategies</th>
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</table>
| Opioid Surveillance | By June 30, 2018, define the scope of opioid use among the inmate population of the Ingham County Jail. | - Gauge the various processes of identifying opioid users.  
- Determine which, if any, processes need to be adjusted or augmented. |
Test the accuracy of revised process(es)

Ingham County Health Centers - Jail Medical
CMHA-CEI – Correctional Assessment & Treatment Services (CATS)

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<th>Objective 15</th>
<th>By December 31, 2018, incorporate information about opioid-related deaths and the deceased’s incarceration history at the Ingham County jail into surveillance system.</th>
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</table>
| Strategies   | Identify sources of incarceration history | Strategic Partners: Ingham County Sherriff’s Office  
Ingham County Health Department  
Sparrow Forensic Pathology/ Office of the Medical Examiner |
|              | Determine process for data sharing |
|              | Link data sources within surveillance system |
|              | Report de-identified aggregate statistics |

**INGHAM OPIOID ABUSE PREVENTION INITIATIVE MEMBERSHIP**

55th Judicial District Court-Sobriety Court (Judge Donald L. Allen, Jr.)

Central Pharmacy

City of Lansing

Community Mental Health Authority of Clinton, Eaton, and Ingham Counties

East Lansing Police Department

Families against Narcotics

Ingham County Board of Health

Ingham County Health Department (Health Officer Linda S. Vail)

Ingham County Medical Examiner

Ingham County Prosecutor’s Office (Ingham County Prosecutor Carol Siemon)

Ingham County Sheriff’s Office (Ingham County Sheriff Scott Wrigglesworth)

Ingham Health Plan Corporation

Ingham Substance Abuse Prevention Coalition

Lansing Fire and EMS

Lansing Police Department (Police Chief Mike Yankowski)

Lansing Urgent Care

Mason-Capital Area Prescription Drug Task Force

Mason Police Department (Police Chief John Stressman)

McLaren Greater Lansing
Michigan Pharmacists Association
Michigan Prevention Network
Michigan State Police
Michigan State University Police Department
Mid-Michigan Recovery Services
Sparrow Health System
Sparrow Pharmacy
Volunteers of America
Wellness Inx